

IN SEARCH OF THE LOST GENDER

EQUITY IN PROTECTED AREAS

Lorena Aguilar
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With the collaboration of
Guiselle Rodríguez
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IUCN

THE WORLD CONSERVATION UNION

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INTRODUCTION

In most countries, conservation policies are focused on the conservation and protection of diverse ecosystems. One of the ways leading to ecosystem conservation has been through the creation of protected areas (PA), as it entails developing a series of guidelines, laws and regulations to govern the use of natural resources.

PA are conservation instruments created to protect a countries' natural resources; but PA should also constitute important tools for equity development among the populations settled within and around protected areas.

Such understanding about conservation poses several challenges:

- Ensuring social participation, regardless of the type of PA.
- Development of new methodologies to address PA from broader points of view and theoretical and practical references.
- Participation of all staff involved in PA in ongoing training and refreshment courses.
- Promoting political goodwill among decision makers to change the traditional notions about conservation.

The book **"In Search of the Lost Gender"**, is a conceptual and methodological proposal that provides tools, techniques and recommendations to build processes to promote gender equity perspectives in PA. This document was developed to facilitate PA planning, management and administration, to seek greater social equity, particularly among women and men. We strongly hope this will contribute to the achievement of the above-mentioned challenges.

Background

During the 80's, several of the regional offices of IUCN (The World Conservation Union) initiated a process to seek recognition throughout the institution's activities about the significance of the gender equity issue. Thus, methodological proposals were developed, and a gender awareness and training process was undertaken to link gender equity and an equitable distribution of costs and benefits to the conservation and sustainable use of resources.

The above efforts are part of an extended process, which culminated in a resolution issued during the first World Conservation Congress, held in Canada, in 1996. Among other issues, the resolution urged IUCN to "integrate a gender perspective into its program". In 1998, a Political Declaration and an Action Plan were developed to mainstream a gender equity perspective. Both documents highlight the significance of equity in the achievement of IUCN's mission.

At the present, IUCN has a Gender Senior Policy Advisor, and during the past ten years some of IUCN's regional offices, have been developing methodological proposals to address gender mainstreaming in the most practical manner in field¹ initiatives and projects.

"In Search of the Lost Gender", stems from an initiative shared by several IUCN sectors; namely: the Programme on Protected Areas, the World Commission on Protected Areas, Gender Senior Policy Advisor, and the Mesoamerican Regional Office.

It should be mentioned that over the past decade, several regions around the world, have been working at a local and international level on environmental and gender equity issues, and that IUCN has also taken up the contributions generated by these movements.

Nonetheless, PA work from a gender equity perspective is incipient still, the range of topics is broad, and may be approached from different points of view. It should be recalled that, regardless of the type of PA, social participation based on gender equity is a pre-requisite towards the achievement of conservation and sustainable development.

1 _____ Among these, should be mentioned the "Towards Equity" series, (Aguilar, L., Coordinator, 1999), "The Unavoidable Current. Gender Equity Policies Within the Mesoamerican Environmental Sector". (Aguilar, L. *et.al.*, 1999) and "About Fishermen, Fisherwomen, Oceans and Tides: a Gender Perspective in Marine-Coastal Zones" (Aguilar, L. and Castañeda, I., 2000).

How was this book conceived?

PA are located within varied ecosystems, and the populations and stakeholders settled within or around the PA, as well as the social and ecological processes involved in each PA, deserve to be approached individually. Thus, the need to assess the complexity of the subject, as each PA group or classification is based on different objectives.

To achieve the objective proposed in this document, **the conservation² initiative** was selected as the unit for analysis, as such broader conception is appropriate to illustrate the methodological guidelines of the gender equity approach in PA.

This document presents a methodological proposal; it is not a guide or manual, and the guidelines provided should be adjusted to each PA, in accordance with its category, size and particular characteristics.

We should like to point out that, in order to attain a wider vision about the reality experienced in PA, this book was validated in three countries: Costa Rica, Mexico and Kenya. The following specialists participated in the validation process: Montserrat Blanco, Florangel Villegas, Marcela Mora, Alberto Salas, Ronald McCarthy, Lourdes Godínez, Rebeca Salazar, Sergio Graf, Gustavo Sánchez, Denise Soares, Edmundo Sánchez, Edmund Barrow, Milcah Ongayo, Makhanu Rudolf, Irene Kamua, Florence Chege, Humphrey Kisioh and Macharia Gathuku. Their contributions and recommendations on the subject were extremely valuable.

We will also like to recognize the technical and financial support provided by the Secretaría de Medio Ambiente y Recursos Naturales (SEMARNAT) from Mexico for the validation of this book.

This book does not intend to substitute the technical-scientific proposals of conservation initiatives; it does, rather, hope to enhance them. It was conceived as a dynamic instrument subject to feedback, improvement, and updating, for which reason a field validation process is fully recommended.

2 ____ It refers to a protected area, considered on an individual basis, but placed within a broader context.

To whom is it addressed?

The document expects to be useful to all people interested in promoting gender equity in PA conservation initiatives, whether implemented by governmental or non-governmental institutions, academic organizations, or institutions from the social sector.

Nevertheless, it was developed thinking, primarily, about the staff responsible for PA planning and management, as well as stakeholders directly involved in PA management and administration; therefore, the entire team, including environmental professionals, specialists, and promoters, and the PA population as a whole.

Given the fact that the teams or groups may possess different levels of knowledge and experience about gender, certain concepts are repeated throughout several chapters. Text boxes in each section highlight key concepts and ideas.

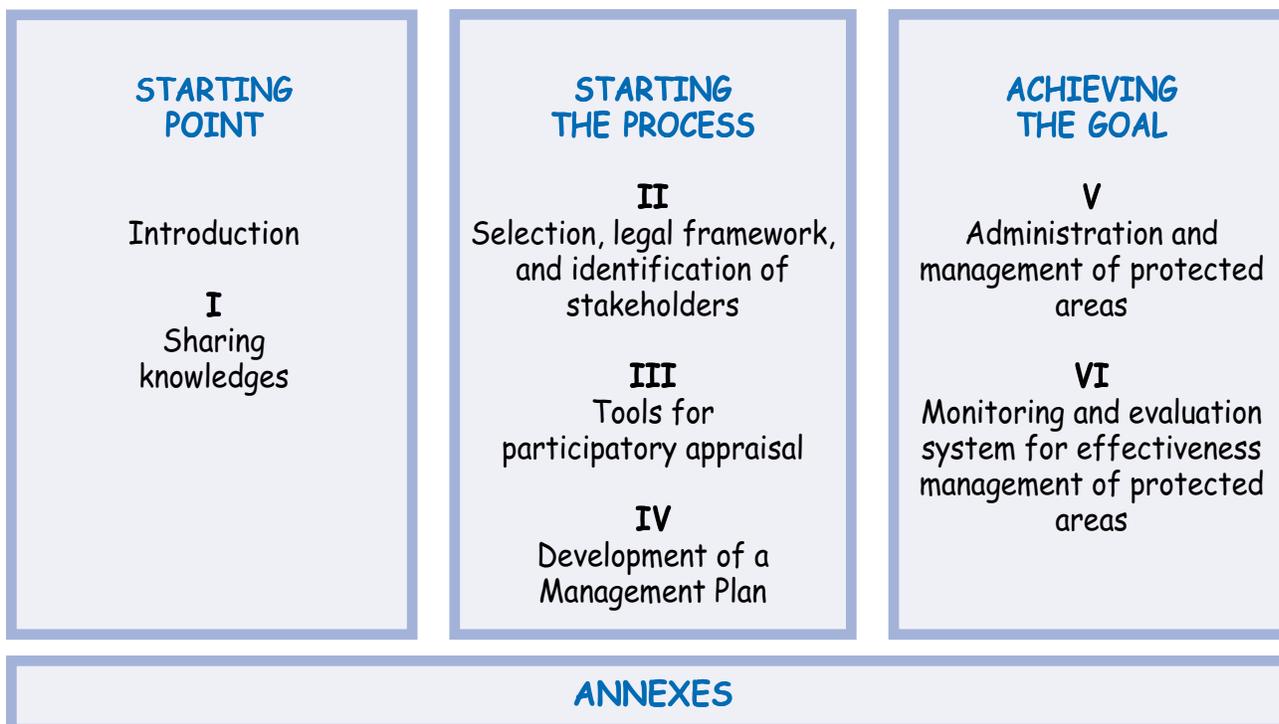
The authors have gone to great lengths to consider the various ecological, social, economic, cultural, and political realities experienced in PA. Thus, several examples used make reference to different world regions.

Consequently, we have used some concepts and words indistinctly, like—for instance—the “sustainable” or “viable” development concept, without engaging in the debates taking place at an international level about these terms, and showing consideration for the indistinctive use prevailing in many countries.

As this book will be edited in IUCN's three official languages (English, French and Spanish), the reader may find words or interpretations in various languages.

Structure or parts conforming the book

The book comprises six chapters, in addition to the introduction, which we have clustered in three blocks. Four annexes have also been included to provide a broader and deeper view about certain topics, which are considered as mainstreaming axis.



This book may be used as a unit, but also separately. Although the chapters are interrelated, they are independent from each other; thus, they may be used at different times during the cycle of the conservation initiative. However, the suggested methodology should, ideally, be applied at the onset of the conservation initiative.

The methods and tools herein presented may be applied at different moments during the implementation of a conservation initiative within a PA, and have been conceived as a process undergoing continued revision and adjustment, rather than as a lineal sequence. Furthermore, throughout the various chapters, reference is made to a series of textbooks and manuals containing techniques for direct field application, that may be used to complement the broader guidelines presented. Some chapters present methodological tools that may serve for field application purposes.

This book stemmed from two principles:



1 . Conservation as an opportunity towards equity promotion

One of the challenges faced by development and conservation initiatives, is the creation of spaces and mechanisms to undertake actions that will simultaneously meet the objectives of conservation and equity promotion.

Conservation and sustainable development initiatives involve undertaking a series of activities in the PA. Frequently, the formal structures of ownership, men's access to and control of the natural resources, determine that these actions are based on pre-established models for the assignment of "feminine" and "masculine" tasks, supporting—thus—the traditional roles that promote and strengthen gender inequality and inequity.

Quite often, the projects implemented in protected areas propose setting up women's activities within the "household component". This component is limited to activities such as the installation of firewood saving stoves, poultry breeding, and vegetable gardens, among others. These activities are usually considered of secondary importance, their budget allocation is scarce, and they have no real impact on the achievement of PA objectives. Thus, women are excluded from the primary activities of conservation initiatives, including the benefits generated from such activities, strengthening—at the same time—the traditional roles that promote and reproduce gender inequalities.

As pointed out by Velázquez (2001), "an analytical gender perspective does, consequently, help to understand an additional social differentiation form that bears impact on environmental management. Therefore, a gender perspective allows building equitable and fair environmental administration and management processes, whereby neither women nor men are excluded from the benefits obtained from sustainable environmental management practices. This does not only refer to the possibility of including women in environmental management activities and programs, but also to the possibility of building processes that may directly and indirectly promote greater equity in terms of the distribution of economic and social benefits generated by appropriate environmental management practices".

Conservation is considered as an equity promoting opportunity, since many of the actions, which may be new to the PA communities in terms of conservation and management of natural resources, have not been labeled and classified as applicable to one sex or the other. For instance, animal-breeding farms is a "neutral" activity from a gender point of view; it is socially assigned neither to men nor to women. Therefore, those who impulse conservation actions have the enormous possibility to develop proposals based on equitable participation, allowing men and women to work under equal conditions in the development of innovative activities.

In this way, it will be possible not only to achieve the objectives of conservation, but also, at the same time, contribute to decrease discrimination and inequity, through the creation of possibilities for an equitable access to opportunities and benefits.

2. Social equity: essential requirement for conservation and sustainable development

Conservation activities within PA require the participation of human populations associated with the PA. These populations are conformed by extremely diverse groups, for which reason, it is essential to acknowledge social diversity and promote equitable participation from the various sectors and groups conforming the social setting.

In the search for conservation and sustainable development, each one has his/her own responsibilities and tasks, which, as a whole, will contribute to attain the changes proposed. Should there be participants in a position of disadvantage, subordination, or oppression (due to gender, age, religion, political views, ethnic groups, or socio-economic status), it will be hard to reach even small agreements regarding social participation and equity towards conservation and development.

Based on this principle, all stakeholders should be viewed, consulted, and involved under equal conditions in the various stages of conservation and management of natural resources (from the pre-planning stage to the monitoring and evaluation stages).

Through this book, we attempt to prove that by working from a gender equity perspective, far better results may be obtained regarding the conservation of natural resources.

Scope and limitations

As this document is intended for international coverage, it was decided to use IUCN's PA classification system as a universal reference. Quite possibly, there will be some generalizations that will not apply to certain regions and under certain circumstances. However, for other types of PA, such as farmers', private, or community conserved areas and holy sites, the theoretical-methodological proposal is—indeed—applicable, since the work method proposed, may be adapted to different realities.

Great importance has been attached to the issues dealing with the link between equity and socio-environmental sustainability, given the fact that, in most cases, people and institutions living and working in PA, possess valuable knowledge about ecological and environmental aspects.

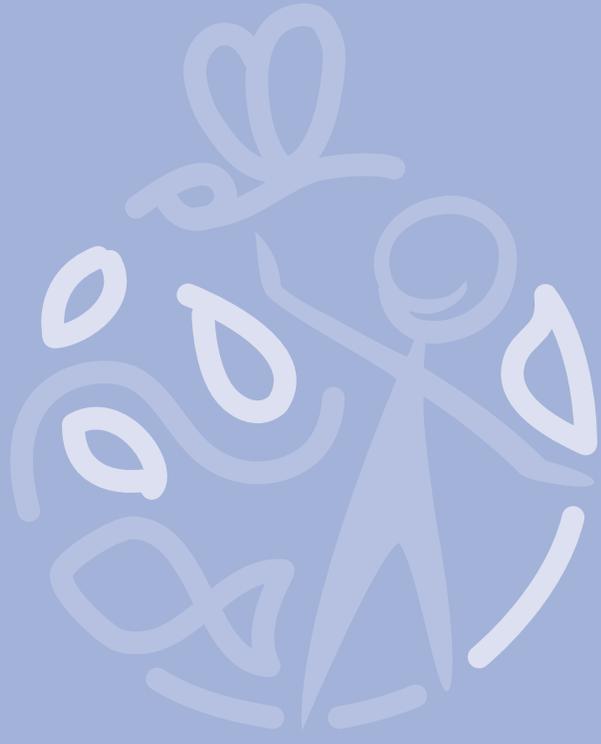
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Aguilar, L. and Castañeda, I. **About Fishermen, Fisherwomen, Oceans and Tides: a Gender Perspective in Marine-Coastal Zones.** IUCN-ORMA. San Jose, Costa Rica. 2000.

Velásquez, M.

Política ambiental con equidad de género: retos y recomendaciones. In: ¿Es posible la equidad entre mujeres y hombres? Fundación Heberto Castillo Martínez A.C.-Programa Universitario de Estudios de Género. Mexico. 2001.



STARTING POINT

I SHARING KNOWLEDGES

Basic principles to work from a gender equity perspective in protected areas

Practice has shown that the complexity of environmental issues requires comprehensive actions, to which effect it is essential to start off from a common conceptual base. Both, language and information are fundamental tools to reach such understanding, as they constitute the means through which women and men communicate with each other.

The achievement of conservation and sustainable development based on gender equity, requires greater involvement of people with different background, knowledges and experience. Therefore, an important step towards the process involving equity building between genders, is to demythologize the common notion that men are the ones who possess the "scientific" knowledge, whereas women possess the "practical" knowledge. Both genders possess both types of knowledge; and this knowledge should be shared, as the participation process involving the communities from the protected areas¹ (PA)

requires the appropriation of several instruments, among which, information is one of the most important ones.

Information is essential to enable the population to stand up for their right to become involved in the conservation of natural resources, according to their own interests and needs.

This chapter has been designed taking into consideration that the process towards the integration of the gender perspective into PA management, will—quite possibly—involve the

work of women and men from different walks of life, requiring a common starting point. The purpose is to provide support in the design and operation of conservation and sustainable development initiatives based on gender equity within PA.

¹ IUCN applies the generic term "protected areas" (PA) to all areas within the various management categories.

This chapter is divided into seven headings:

1. What are protected areas?
2. Management categories
3. Protected areas and their context
4. Protected areas and human populations: a relationship needing to be worked out
5. How is the conservation work linked to equity and equality?
6. Conceptual elements associated with gender equity
7. What does it mean to work from a gender equity perspective?

Annexes 1 and 2 provide support to this chapter. **Annex 1** is a glossary of terms most commonly used in PA and in gender, and **Annex 2** refers to the international legal and regulatory framework directly related to protected areas and the application of gender equity to environmental issues. Although they are not comprehensive in nature, both annexes support the reformulation of equity-based conservation.

Annex 1 and 2 supports this chapter

1 . What are protected areas (PA)?

There are several definitions for PA, depending on the legislation and regulations of each country and of international environmental organizations. The range is so broad that, on a worldwide basis, more than 140 different names have been used. Therefore, a first step is familiarization with the categories used according to each country's legislation, and how these have evolved over time.

a . Brief history

The establishment of conservation areas and practices has been present all throughout mankind's history in many different ways. Customary groups² preserve and replicate many of these ancient practices and customs, such as the so called holy forests or sites, which can be compared to modern PA, even if these are not fully acknowledged in social and legal terms.

The sacred forests of *leuweung titipan* in West Java are recognized by all as being sacred, and cannot be exploited without the approval of the leaders of the community. Now many of these sacred forest are nature reservations and are managed by the government (Barrow, E., 2002).

2 ____ This includes people who lived there for long periods of times (for example indigenous people in the Americas').

Protected areas respond to a diversity of geographical, ecological, historical, and cultural conditions, to which each country assigns different concepts and classifications.

For standardization purposes, and because this document is designed for use in diverse settings, we have taken up the definitions and concepts used by IUCN. We recognize that the proposals issued by IUCN on this subject have been incorporated by several countries into their local legislation, and have set the basis for the legal structure of the *United Nations' List of National Parks and Protected Areas*, managed by UNESCO (IUCN, 1994).

Modern history for PA around the world varies considerably. In many countries it starts towards the end of the 19 Century. For instance, in Africa, the boom period took place during the 60's³, whereas in the Caribbean most PA were created during the 90's.

To place the PA concept within a recent historical context, we drew a temporary line to highlight the most significant moments surrounding PA. Needless to say, considerable time and effort has been invested on these issues by civil organizations, ecological advocates, UNESCO, among others. However, the following historical analysis is restricted to the efforts undertaken by IUCN.

A
resume of
the most
important
events per
year are:

- 1969** IUCN's General Assembly defines the term "National Park".
- 1978** IUCN's Commission on National Parks and Protected Areas (CNPPA) publishes a report on *Categories, Objectives and Criteria for Protected Areas*. Ten PA categories were proposed in this report.
- I. Scientific Reserve/Strictly Natural Reserve
 - II. National Park
 - III. Natural Monument/Outstanding Natural Element
 - IV. Nature Conservancy Reserve/Managed Natural Reserve/Wild Life Sanctuary

3 ___ Despite the creation of the first park in Africa during the 30's, the boom took place 30 years later.

- V. Protected Landscaping
- VI. Natural Resources Reserve
- VII. Natural Biotic Area/Anthropological Reserve
- VIII. Natural Area for Multiple Use Management/
Natural Resources Management Area
- IX. Biosphere Reserve
- X. World Heritage Site (Natural)

1980 Caring for the Earth: A Strategy for Survival marks a change of paradigms at a worldwide conservationist level, and the value of social and cultural aspects is highlighted.

1984 Under IUCN's leadership a special task force gets together to review these categories, and initiatives are taken up towards the incorporation of the native populations' interests, the wild areas, and protected land and marine landscapes.

1990 The task force proposes at IUCN's General Assembly the elimination of categories VI through X, proposed in 1978.

1992 During the First World Congress on Parks and Protected Areas, held in Venezuela, recommendations are made to issue new guidelines to replace those adopted in 1978.

1994 IUCN adopts six PA categories that correspond to specific management objectives:⁴

- I. a) Strict Nature Reserve, and
b) Wilderness Area
- II. National Park
- III. Natural Monument
- IV. Habitat/Species Management Area

⁴ ___ A broad explanation, including PA examples for each category, may be found at IUCN Commission on National Parks and Protected Areas, and the World Conservation Monitoring Center. *Guidelines for Protected Areas Management*. Gland, Switzerland and Cambridge, United Kingdom, 1994.

V. Protected Landscape/Seascape

VI. Managed Resource Protected Area

1996 The Commission on National Parks and Protected Areas (CNPPA) changes its name to World Commission on Protected Areas (WCPA), given the fact that the national parks are but one form of protected area.

1998 WCPA identifies the major challenges faced by protected areas in the 21 Century (IUCN, 2000):

- Changing the protected areas approach from *"island" to "networks"*⁵
- Promoting the integration of protected areas into the other spheres of action of public policy
- Making the necessary efforts to get protected areas to be managed by, for, and with local communities, instead of against them
- Increasing management and training standards to achieve the above-mentioned goals

2003 The V World Congress on Parks is scheduled to be held this year, for the purpose of reviewing current PA situation, making an honest assessment about progress and draw backs, and outlining PA direction for the next decade.

Currently, over 9,000 protected areas meet the criteria for inclusion into the United Nations' List, and all of them were assigned to categories I and V of the 1978 system (IUCN, 1994).

b. Definition of a protected area

PA have undergone an evolutionary process in conceptual, technical, and methodological terms. The "protected area" term does now include concepts such as sustainable use, wild areas, and mankind heritage, which involves a higher complexity level.

5 ____ It should be pointed out that as early as 1974, UNESCO was already considering the subject of networks.

**IUCN
defines a
protected
area
as:**

A portion of land or ocean specifically dedicated to the protection and maintenance of biological diversity, as well as natural resources and associated cultural resources, managed through legal or other effective means (IUCN, 1992).

Extending the definition, it may be stated that protected areas are special sites “administered” for conservation purposes. Many PA comprise cultural components and support the sustainable use of resources. They play a critical role in the conservation of natural ecosystems, and when administered effectively, make significant contributions to sustainable development.

This definition includes the “universe” of protected areas and all categories must adjust to it. Although all PA comply with the definition’s general requirements, in practice the specific objectives for all six PA categories vary.

The above-mentioned six categories have been established based upon the various combinations of management objectives and the corresponding priorities.

c. Relevant factors that should be considered in PA classification

Five major factors should be taken into consideration for PA classification:

- ***Classification is based on the primary conservation objective.*** The main classification criterion invariably is the conservation objective. This objective should be compatible with national legislation and includes common right.
- ***Category determination is not based on management effectiveness.*** IUCN’s World Commission on Protected Areas, appointed a special work team to design a system to measure management efficiency and effectiveness. Attention is drawn to the importance of not confusing two different judgments: **what an area is intended to be and how it is administered** (Hockings, M. *et.al.*, 2000).

**Chapter VI
of this
document
addresses
monitoring
and
evaluation
issues**

- **The categories system is international.** IUCN's category system was established, among other purposes, to provide the basis for international comparison. It is, furthermore, conceived in such a way that it can be used in all countries. Thus, the broad nature of the guidelines, which interpretation will require flexibility at national and regional levels.

*When classifying a PA under a category, the **management objectives** require both, clarification and assurance, regarding the most adequate conditions to achieve the objectives. If guidelines are applied correctly and cohesively, the end result will be grouping the various zones within logical and worldwide compatible categories.*

- **The classification of protected areas may vary from one country to another.** The various countries have established local systems using an extremely varied terminology, which does not quite meet the criteria established by IUCN, and it is impossible to expect that a wide range of titles will not be used at a national level. It will be hard to avoid having

one title with several meanings, depending on the country; and in different countries several titles may be assigned to the same category of protected area. For this reason, it is important to promote an international category system based on management objectives, where classification does not depend on titles.

For example...

National park management varies considerably from one country to another. In the United Kingdom, many "national parks" have human settlements, where intense natural resource exploitation activities are undertaken, thereby these have been correctly assigned to category V.

- **All categories involve a certain extent of human intervention.** PA are not an end per se; they are conservation tools that should simultaneously promote consideration for people as well as nature.

PA should take into consideration the needs of the women and men established there. Traditionally, this criterion has not been fully considered, and hopefully this document will make a contribution in this respect.

*Chapter II
addresses
the concept
about
stakeholders*

The establishment and management of a PA involves a wide range of people, social groups and institutions established inside and outside of the PA. For economic, social, cultural, political and environmental reasons, the groups involved in PA are called stakeholders.

2. Management categories

For the purpose of this book no detailed explanation will be provided concerning the incorporation of the gender perspective into each category; instead, we will work at a broader level for adaptability purposes. No reference will be made to the national systems of protected areas prevailing in some countries. Our unit of analysis is a protected area conceived within a broader context. Therefore, we will refer to conservation initiative to express the notion of a broad and dynamic process encompassing PA.

MANAGEMENT CATEGORIES ⁶

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
CATEGORY I STRICT NATURE RESERVE/ WILDERNESS AREA: Protected area managed mainly for science or wilderness protection				

⁶ ____ IUCN Commission on National Parks and Protected Areas, and the World Conservation Monitoring Center. *Guidelines for Protected Areas Management*. Gland, Switzerland and Cambridge, United Kingdom, 1994.

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
<p>CATEGORY Ia STRICT NATURE RESERVE: protected area management mainly for science</p>	<p>Area of land and/or sea possessing some outstanding or representative ecosystems, geological or physiological features and/or species, available primarily for scientific research and/or environmental monitoring.</p>	<ul style="list-style-type: none"> - To preserve habitats, ecosystems and species in as undisturbed a state as possible; - To maintain genetic resources in dynamic and evolutionary state; - To maintain established ecological processes; - To safeguard structural landscape features or rock exposures; - To secure examples of the natural environmental for scientific studies, environmental monitoring and education, including baseline areas from which all avoidable access is excluded; - To minimize disturbance by careful planning and execution of research and other approved activities; and - To limit public access. 	<ul style="list-style-type: none"> - The area should be large enough to ensure the integrity of its ecosystems and to accomplish the management objectives for which it is protected. - The area should be significantly free of direct human intervention and capable to remaining so. - The conservation of the area's biodiversity should be achievable through protection and not require substantial active management or habitat manipulation (c.f. Category IV). 	<p>Ownership and control should be by the national or other level of government, acting through a professionally qualified agency, or by a provide foundation, university or institution which has an established research or conservation function, or by owners working in cooperation with any of the foregoing government or private institutions. Adequate safeguards and controls relating to long-term protection should be secure before designation. International agreements over areas subject to disputed national sovereignty can provide exceptions (e.g. Antarctica).</p>

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
<p>CATEGORY IB WILDERNESS AREA: protected area managed mainly for wilderness protection</p>	<p>Large area of unmodified or slightly modified land, and/or sea, retaining its natural character and influence without permanent or significant habitation, which is protected and managed so as to preserve its natural condition.</p>	<ul style="list-style-type: none"> - To ensure that future generations have the opportunity to experience understanding and enjoyment of areas that have been largely undisturbed by human action over a long period of time; - To maintain the essential natural attributes and qualities of the environment over the long term - To provide for public access at levels and of a type which will serve best the physical and spiritual well-being of visitors and maintain the wilderness qualities of the area for present and future generations; and - To enable indigenous human communities living at low density and in balance with the available resources to maintain their lifestyle. 	<p>The area should possess high natural quality, be governed primarily by the forces of nature, with human disturbance substantially absent, and be likely to continue to display those attributes if managed as proposed. The area should contain significant ecological, geological, physiogeographic, or other features of scientific, educational, scenic or historic value. The area should offer outstanding opportunities for solitude, enjoyed once the area has been reached, by simple, quiet, non-polluting and non-intrusive means of travel (i.e. non-motorized). The area should be of sufficient size to make practical such preservation and use.</p>	<p>As for Sub-Category Ia.</p>

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
<p>CATEGORY II NATIONAL PARK: protected area managed mainly for ecosystem protection and recreation</p>	<p>Natural area of land and/or sea, designated to (a) protect the ecological integrity of one or more ecosystems for present and future generations, (b) exclude exploitation or occupation inimical to the purposes of designation of the area and (c) provide a foundation for spiritual, scientific, educational, recreational and visitor opportunities all of which must be environmentally and culturally compatible.</p>	<ul style="list-style-type: none"> - To protect natural and scenic areas of national and international significance for spiritual, scientific, educational, recreational or tourist purposes; - To perpetuate, in as natural a state as possible, representative examples of physiographic regions, biotic communities, genetic resources, and species, to provide ecological stability and diversity; - To manage visitor use for inspirational, educational, cultural and recreational purposes at a level which will maintain the area in a natural or near natural state; - To eliminate and thereafter prevent exploitation or occupation inimical to the purposes of designation; - To maintain respect for the ecological, geomorphologic, sacred or aesthetic attributes which warranted designation; and - To take into account the needs of indigenous people, including subsistence resource use, in so far as these will not adversely affect the other objectives of management. 	<ul style="list-style-type: none"> - The area should contain a representative sample of major natural regions, features or scenery, where plant and animal species, habitats and geomorphological sites are of special spiritual, scientific, educational, recreational and tourist significance. - The area should be large enough to contain one or more entire ecosystems not materially altered by current human occupation or exploitation. 	<p>Ownership and management should normally be by the highest competent authority of the nation having jurisdiction over it. However, they may also be vested in another level of government, council of indigenous people, foundation or other legally established body, which has dedicated the area to long-term conservation.</p>

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
CATEGORY III NATURAL MONUMENT: protected area managed mainly for conservation of specific natural features	Area containing one, or more, specific natural or natural/cultural feature which is of outstanding or unique value because of its inherent rarity, representative or aesthetic qualities or cultural significance.	<ul style="list-style-type: none"> - To protect or preserve in perpetuity specific outstanding natural features because of their natural significance, unique or representational quality, and/or spiritual connotations; - To an extent consistent with the foregoing objective, to provide opportunities for research, education, interpretation and public appreciation; - To eliminate and thereafter prevent exploitation or occupation inimical to the purpose of designation; and - To deliver to any resident population such benefits as are consistent with the other objectives of management. 	<ul style="list-style-type: none"> - The area should contain one or more features of outstanding significance (appropriate natural features include spectacular waterfalls, caves, craters, fossil beds, sand dunes and marine features, along with unique or representative fauna and flora; associated cultural features might include cave dwellings, cliff-top forts, archaeological sites, or natural sites which have heritage significance to indigenous peoples). - The area should be large enough to protect the integrity of the feature and its immediately related surroundings. 	Ownership and management should be by the national government or, with appropriate safeguards and controls, by another level of government, council of indigenous people, non-profit trust, corporation or, exceptionally, by a private body, provided the long-term protection of the inherent character of the area is assured before designation.

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
<p>CATEGORY IV HABITAT / SPECIES MANAGEMENT AREAS: protected area managed mainly for conservation through management intervention</p>	<p>Area of land and/or sea subject to active intervention for management purposes so as to ensure the maintenance of habitats and/or to meet the requirements of specific species.</p>	<ul style="list-style-type: none"> - To secure and maintain the habitat conditions necessary to protect significant species, groups of species, biotic communities or physical features of the environment where these require specific human manipulation for optimum management; - To facilitate scientific research and environmental monitoring as primary activities associated with sustainable resource management; - To develop limited areas for public education and appreciation of the characteristics of the habitats concerned and of the work of wildlife management; - To eliminate and thereafter prevent exploitation or occupation inimical to the purposes of designation; and - To deliver such benefits to people living within the designated area as are consistent with the other objectives of management. 	<ul style="list-style-type: none"> - The area should play an important role in the protection of nature and the survival of species, (incorporating, as appropriate, breeding areas, wetlands, coral reefs, estuaries, grassland, forests or spawning areas, including marine feeding beds). - The area should be one where the protection of the habitat is essential to the well-being of nationally or locally-important flora, or to resident or migratory fauna. - Conservation of these habitats and species should depend upon active intervention by the management authority, if necessary through habitat manipulation (c.f. Category Ia). - The size of the area should depend on the habitat requirements of the species to be protected and may range from relatively small to very extensive. 	<p>Ownership and management should be by the national government or, with appropriate safeguards and controls, by another level of government, non-profit trust, corporation, private group or individual.</p>

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
<p>CATEGORY V PROTECTED LANDSCAPE/ SEASCAPE: protected area managed mainly for landscape/seascape conservation and recreation</p>	<p>Area of land, with coast and sea as appropriate, where the interaction of people and nature over time produced an area of distinct character with significant aesthetic, ecological and/or cultural value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance and evolution of such an area.</p>	<ul style="list-style-type: none"> - To maintain the harmonious interaction of nature and culture through the protection of landscape and/or seascape and the continuation of traditional land uses, building practices and social and cultural manifestations; - To support lifestyles and economic activities which are in harmony with nature and the preservation of the social and cultural fabric of the communities concerned; - To maintain the diversity of landscape and habitat and of associated species and ecosystems; - To eliminate where necessary, and thereafter prevent, land uses and activities, which are inappropriate in scale and/or character. - To provide opportunities for public enjoyment through recreation and tourism appropriate in type and scale to the essential qualities of the areas; - To encourage scientific and educational activities which will contribute to the long term well-being of resident population and to the development of public support for the environmental protection of such areas; and - To bring benefits to and to contribute to the welfare of, the local community through the provision of natural products (such as forest and fisheries products) and services (such as clean water or income derived from sustainable forms of tourism). 	<ul style="list-style-type: none"> - The area should possess a landscape and/or coastal and island seascape of high scenic quality, with diverse associated habitats, flora and fauna along with manifestations of unique or traditional land-use patterns and social organizations as evidenced in human settlements and local customs, livelihoods and beliefs. - The area should provide opportunities for public enjoyment through recreation and tourism within its normal lifestyle and economic activities. 	<p>The area may be owned by a public authority, but is more likely to comprise a mosaic of private and public ownerships operating a variety of management regimes. These regimes should be subject to a degree of planning or other control and supported, where appropriate, by public funding and other incentives, to ensure that the quality of the landscape/seascape and the relevant local customs and beliefs are maintained in the long term.</p>

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
<p>CATEGORY VI MANAGED RESOURCE PROTECTED AREA: protected area managed mainly for the sustainable use of natural ecosystems.</p>	<p>Are containing predominantly unmodified natural systems, managed to ensure long term protection and maintenance of biological diversity, while providing at the same time a sustainable flow of natural products and services to meet community needs.</p>	<ul style="list-style-type: none"> - To protect and maintain the biological diversity and other natural values of the area in the long term; - To promote sound management practices for sustainable production purposes; - To protect the natural resource base from being alienated for other land-use purposes that would be detrimental to the area's biological diversity; and - To contribute to regional and national development. 	<ul style="list-style-type: none"> - The area should be at least two-thirds in a natural condition, although it may also contain limited areas of modified ecosystems; large commercial plantations would not be appropriate for inclusion. - The area should be large enough to absorb sustainable resource uses without detriment to its overall long-term natural values. 	<p>Management should be undertaken by public bodies with an unambiguous remit for conservation, and carried out in partnership with the local community; or management may be provided through local custom supported and advised by governmental or non-governmental agencies. Ownership may be by the national or other level of government, the community, private individuals, or a combination of these.</p>

3. Protected areas and their context

Management categories vary from one country to another, depending on the geographical location, the diversity and wealth of the natural resources, the extent of socio-economic development, environmental policies, legal frameworks, and characteristics of the populations. However, when a country decides to incorporate PA into environmental policies, it is acknowledging the need to take actions towards resource conservation. In other words, PA are based on a general objective for the conservation of biological diversity, natural resources, and associated cultural resources.

PA cannot be isolated from the surrounding context, as this would be not only inefficient, but also senseless. Most of the times, PA are part of a national system for protected areas, or are placed within broader governmental policies and programs. PA respond to international commitments or agreements, and are influenced by and have influence over their own regional setting. In general terms, PA are found across different settings, which are described below:

a. Geographical and ecological context

PA are located in places selected for the significance of their biological diversity, the environmental services rendered, or the cultural values associated with them. Their integral management involves giving consideration to all the forces exerting pressure on them and the effects derived from a PA declaration and management, not only for the populations located within a PA, but for adjacent communities as well. Therefore, discussions are currently held around the need to adopt broader approaches, such as at a bioregional or ecoregional level, to ensure that management of protected natural areas will be compatible with the surrounding areas.

An ecoregion is a relatively large unit of land or water harboring a characteristic set of communities of species, dynamics and environmental conditions (WWF, 2000).

Eco as well as bioregional approaches help to move away from an island-based view to a network-based view. PA are not free from the land use and conservation patterns prevailing around them. To achieve compatible management, PA need to establish relationships with adjacent areas and the social networks.

b. PA systems or subsystems

Many countries have set up PA declaration and operation within macro planning instruments, through the establishment of national PA systems. These normally respond to the interest of designing a system that encompasses a broader (or full) range of ecosystems and communities located in each country, or which respond to a criterion of uniqueness⁷. In addition, the various management objectives and categories are also identified through them, seeking, at the same time, to establish a balance among these objectives. The national system should also identify the relationship among the

various components of the system: individually within the PA, between the PA and other land uses, and among the various sectors and levels of society involved. PA systems are generally accompanied by the establishment of planning, consultation and operation undertakings, such as national PA committees or advisory boards, involving governmental and business institutions, non-governmental organizations and academic institutions with different degrees of importance and involvement in decision making.

In Mexico, article 20 of the Regulations to the General Law on Ecological Balance and Environmental Protection of Natural Areas, approved in November, 2000, stipulates the conformation of an advisory committee integrated by: a representative of the central government, PA management, municipalities, academic representatives, social, business, communal land and community organizations, owners and holders.

c. National policies and programs for development

Most PA in the world are already inhabited, and quite possibly, those to be established in the future, will also have communities settled in the PA or adjacent areas. As such, these populations are subject to governmental policies and programs related to the various types of activities undertaken. Sectoral policies should be considered in PA establishment and management. These may contribute to the successful achievement of the conservation objectives of a PA, provided appropriate coordination and objective compatibility is established. Otherwise, conflicts may arise in the case of contradictions between the purpose and methods of the sectoral programs and those established by PA.

7 ____ It refers to an ecosystem or resource that stands out because of its uniqueness, such as the Galapagos Islands.

Because of their relation with the use, management, or impact on natural resources and biodiversity, great importance is attached to sectoral programs that involve the use of land and water; land tenure ownership and regulation; forests and use of biological diversity; relations with human settlements; programs responsible for infrastructure; programs that regulate the cultural heritage and life of indigenous populations, among others. The extent of these programs and the interinstitutional actions involved in the establishment of a PA, should be duly considered.

d. International treaties and agreements

The globalization process is increasingly affecting domestic environmental decisions and policies. Many environmental problems have an international scope, such as climatic change, biodiversity conservation, desertification, migratory species, etc., which fact has resulted in the establishment of international treaties and agreements. Signatory nations are legally and politically committed to abide by their stipulations, for which reason, due consideration should be given to these treaties and agreements within the context of a PA.

Among international treaties and agreements stand out those contributing to the promotion of a gender perspective in PA. Worth mentioning is chapter 24 of Agenda 21, where measures on behalf of women are established for the achievement of sustainable development; Section K of Chapter V of the Action Platform derived from the Women's Conference, held in Beijing, in 1995, is also related to the environment. Furthermore, the United Nations' Convention Against Desertification stipulates a series of actions to promote women's effective involvement in policy planning, decision-making, implementation and revision of national programs for desertification prevention. This and other agreements may even constitute sources of financial assistance to promote actions favoring equal opportunities for women and men in PA.

4. Protected areas and human populations: a relationship that needs to be worked out

One of the topics that have caused and still causes a great deal of discussion and controversy, and continues representing one of the major challenges regarding management and conservation of protected areas is "the people".

The debate has gone through various positions and paradigms: the invisibilization of people; people as the major problem; to which extent are people allowed to make use of a resource?, How are human actions limited?, How should people participate?, Are they co-executors?, Are they players?

Throughout PA's modern history, the different trends that have attempted to respond to the above questions, can be clearly identified. Among these stands out a North American trend called "Yellowstone" (which has had strong repercussion at a worldwide level). Besides, there is another trend that was developed in Western Europe, but that also spread throughout Latin America and, on an incipient basis, in Africa.

The first trend has been characterized by the definition and creation of a PA taking as a model the first national park created at a worldwide level in 1872: Yellowstone Park, which was established in territories owned by the Crow, Black-Foot and Shoshone-Bannock Indians, who were displaced and forced to abandon their ancient lands.

The
"Yellowstone"
model as a
milestone

"Yellowstone" is—precisely—the model that creates a milestone regarding the creation and delimitation of protected areas, by defining them as people-free areas. As proposed by Cifuentes, M. *et.al.* (2000), the key element about this park was that, with the exception of park-related staff, no permanent inhabitants were allowed within park boundaries.

Unfortunately, this model has served as a reference and parameter basis for the creation and delimitation of many protected area systems, at a worldwide level. For many decades countries have been using mechanisms such as expropriation of lands owned by indigenous communities⁸, eviction of entire populations, creation and demarcation of protected areas without informing the residents of the area, and the use of force to safeguard the borders arbitrarily demarcated by governmental entities.

A Okiek hunter-gather from the Mau Forest in Kenya pointed out that: "When the white people first arrived to this area, they thought we were wild animals, so they chased us into the forest. Now that they know we are people, they are chasing us out again" (Kisioh, H., 1998).

The second trend arises in Western Europe, and poses the need to take into consideration the interests of local communities.

8 ____ This terms refer to people that have been living in the land or coasts for a long time. In some parts of the world (such as Africa) this terms should be used with caution since it can have a negative connotation.

It is necessary to place PA in a broader context

By the 70's it was common practice to respect grazing rights, product harvesting, and even private land tenure when making the delimitation of a protected area. Many incipient experiences about community participation stem, precisely, from this trend and a series of innovating proposals posed in Latin America and Africa, which take up ancient sustainable use and conservation of natural resources.

Out of the above-mentioned trends, the original PA trend was the one that became most widely extended. The balance of the work, effectiveness, and evaluation reached by experts over past years, shows that the application of the "Yellowstone" model is far from appropriate, and the conservation objectives are not necessarily achieved through this type of approach.

Thus, new approaches, methods, and guides have been developed for the creation and definition of protected areas. As correctly stated by John Sawhill, president of The Nature Conservancy (TNC), as we approach the third millennium, it becomes increasingly critical to base conservation efforts on a tripod: although ecology will—most likely—continue bearing most of the weight, stability will only be achieved through the summation of two more "legs", community and economic factors.

On the other hand, IUCN, through its World Commission on Protected Areas (WCPA), at the Conference on "Protected areas in the 21 Century: from islands to networks", held in Albany, Australia, made it evident that one of the greatest challenges for the coming century is to place protected areas within a broader context, in order to prove that these make significant contributions to the local economies and the quality of life, as integral components of a productive and environmentally safe setting. To this effect, a proposal was made to guarantee that sites be selected and managed primarily because of their value in terms of biodiversity and the environmental services rendered, while considering and making visible the ways of life of the women and men who depend on them (the underlining is ours) (IUCN, 1998).

Along the same lines, during IUCN's last World Congress, held in Amman, Jordan, in the year 2000, WCPA acknowledged that the greatest lesson learned from the last decades of the 20 Century, is to work with local communities, through them, and for them. It is worth pointing out that one of the essential roles of AP managers is to provide the necessary spaces to involve other sectors and promote conditions for local populations to share the benefits of the natural resources.

The incorporation of social aspects into PA issues, poses various questions, trends and approaches. At the beginning, the organizations responsible for conservation of protected areas and

natural resources (governments, international environmental organizations, and NGOs) considered social participation as a requirement, an imposition, or a rhetorical exercise. Nevertheless, as the years went by, and because of far from successful results obtained in PA management in various countries, experts have begun acknowledging the significance of social participation as one of the essential axis of conservation and sustainable use of natural resources. As proposed by Benet, R. *et.al.* (n.d.), the vision whereby communities were viewed as "predators" or, at best, as "users or clients", was modified to consider them as essential players in conservation areas.

Little by little, populations began to be regarded not only in terms of a **problem** (demographic growth, unsustainable consumption of resources, environmental impact, conflict), but as a **resource** for organization, management, knowledge, experience and ability, promotion, demand, execution, legitimacy, and appropriation.

Community involvement is now starting to be conceived as the backbone of conservation efforts.

However, working **with** communities and **for** communities is not of a single type, either, or a part of pre-established recipes applicable in every region of the world.

In terms of participation, it is absolutely necessary to define the meaning of participation, as this concept may be understood as consulting, asking, deciding, managing.

One of the essential elements of PA participation, is the decision-making mechanisms involving conservation, use, management, and control of natural resources, for which reason it is not enough to be integrated into group processes, but to take part in decision-making actions, having thus, the potential for transforming concrete actions. It is normally assumed that participation means people becoming involved in conservation and development initiatives in a PA,

Participation

Participation is a social process through which the various members of the population, on behalf of their own interests (class, group, gender, among others), participate either directly or through their representatives, in the implementation of the various aspects involved in community life.

Participation is a necessary condition for citizenship, as a person considers him/herself to be a citizen when he/she has the power to influence processes bearing a direct or indirect effect on their own destiny.

Management

Management is understood as the application of individual and group abilities, qualifications, and resources to the definition, decision making, and implementation of short-, medium-, and long-term processes. Therefore, management is considered as the highest level of participation.

regardless of gender, age, ethnic group, or ability. It is often times taken for granted that people participate, although in practice, their contribution and experience is underestimated or ignored. It is quite common to underestimate women's experience and decision-making abilities. It is frequently assumed that they are in agreement and their points of view are not taken into consideration. There are many times when the persons in charge of PA consider that women "are involved" simply because they are present in a group, community, or activities promoted, even though their opinion about the processes undertaken has never been expressed, considered, or taken into account.

One of the most significant gaps between women and men is the lack of female participation in the decision-making processes related to their life and community. This is an obvious and visible reality: very few women are placed in coordinating or managing positions within community organizations, councils, organizations, and conservation or sustainable development projects.

There are certain guidelines that social participation must follow to be able to contribute to gender equity, among which it is worth noting:

- Participation processes should be designed and promoted on the basis of equal participation by women and men.
- To recognize, develop and redirect the notion about "the community" as a homogeneous group. It is essential to recognize

Within this concept, the gender equity approach enhances community analysis and work involving protected areas, as it offers a series of concepts and techniques, through which it is possible to visualize social implications in the context of their vast diversity and complexity. As proposed by Mary H. Rojas (1999), biodiversity conservation depends on the incorporation of the population, the entire community, women as well as men, whose interests and perspectives towards natural resources may vary considerably. However, women are frequently ill represented or not represented at all in the local environment, within institutions, and at a policy level, that is, at the decision-making level.

that the community is a diverse group. This diversity principle is fundamental, as it allows a more integral vision about the social elements involved in an ecoregion. Ecoregions are inhabited by diverse people and social groups, and by complex social networks, involving variables such as age, ethnic group, and gender, among others.

- To promote that biodiversity conservation efforts acknowledge the diversity of stakeholders, the various community types, as well as the different manners in which these are conceived. Consideration should also be given to the location of these communities, that is, to those located within the protected area or near the border, urban centers, and regional, national and international groups supporting the PA. Gender relations are vital to this community approach because they have an effect on the organization of the communities, the domestic units and institutions, as well as how they relate to the surrounding environment.
- To guarantee the principles of equality and equity, as well as the mechanisms that contribute to their achievement, are elements that should be present in a cohesive, integral and mainstreamed way in every participatory process. Mainstreaming implies continued attention to equality between

women and men in policies, strategies and interventions undertaken for the development of a protected area.

In addition, an analysis should be conducted about the impact of conservation and development on the relations between women and men. This analysis should be made **prior** to making important decisions about goals, strategies and resources (SIDA, 1997).

Gender mainstreaming is not automatically guaranteed through women's participation in an established program or activity. It must ascertain that both, women and men, become involved in the definition of objectives and the planning stage, so that the conservation and sustainable development of a protected area may meet the needs and priorities of both groups.

Please refer to the equity and equality definitions in the Glossary in Annex 1

5. Basic gender equity elements

As a result of the development of human rights and the democratization processes worldwide, *equity* and *equality* between women and men can no longer be ignored. The work and development of protected areas is not excluded from this reality.

It is not a binary analysis about men-women participation

The incorporation of the *gender equity perspective* is essential to be able to understand and analyze issues as complex as the environment and sustainable development. In this respect, Velázquez, M. (1995) points out that: "Sustainability should be conceived and operated within the context of a development agenda elaborated from a gender perspective, acknowledging that although the change about gender relations is not enough, it is a condition necessary to achieve ecological and social sustainability within a context of true equity".

Gender relations are those established between women and men⁹, based on the manner in which a certain culture and society understands the meaning of being a man or woman. These relations affect all scopes of daily life. From a conservationist perspective, the use, access and control of natural resources, as well as other areas or goods, are affected by the gender relations established within a given community. Women and men use the resources and express themselves in different ways about their environmental setting. Involvement in environmental management does also take place in different ways, being closely interrelated to age, social class and culture.

The purpose is not to make a binary analysis about men-women participation, but to attain a clear understanding about the relations between both groups, to ultimately contribute to overcome the historically disadvantageous situation of women, and propose strategies to include a gender perspective in the conservation initiatives undertaken in the PA.

In social sciences, the use of the gender concept is only 25 years old, during which period several trends and positions have emerged, some converge and others are opposed (Lamas, 1996). It should be pointed out that the meaning of the words is not changeless, but it is, inevitably, subject to changes resulting from the cultural and historical processes affecting their use.

Riquer, F. (1993) states that **gender** is a term used to stress that the inequalities between sexes are not explained by their anatomical-physiological characteristics, but by the unequal and unfair treatment and value that is socially applied to women and men. In this sense, gender implies the cultural, economic, and social conditions upon which certain standards, values and behavioral patterns are based with respect to the sexes and their relation.

9 ____ It does also extend to the relations between men and men and between women and women.

a. Language preciseness¹⁰

An initial difficulty in using the concept of *gender* is that its current meaning stems from the Anglo-Saxon circle, and in Spanish the term *gender* does not have the same meaning as in English. In Spanish, *gender* has a broader meaning: it refers to the class, species, or type to which things belong to, to a taxonomic group, items or goods subject to trading, and cloth. In English, *gender* has a more restricted meaning, pointing directly at the sexes; thus, reference is made to the *gender* of an animal, a plant, or person, as these are sexed beings.

b. What is the difference between sex and gender?

By *sex* is understood the set of hereditary or genetically acquired biological characteristics, which organize individuals in two categories; whereas *gender* is a social construction that assigns to men and women a series of socially differentiated characteristics and roles.

Being born under a given sex, that is, with a series of biological characteristics, defines the expectations of parents and society as a whole about the newborn baby, the direction the baby will receive about what is right and wrong at the level of the household, the school, life in general; the most adequate career; the way feelings ought to be expressed, the way to express love, to show satisfaction; to live, to understand the world, and the person's role within the world. There is a definition about what is right, required, desirable, possible that we all learn as part of becoming a man or woman.

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We tend to make the mistake of thinking that gender implies making reference to women or the perspective of the feminine sex

Gender is built upon sexual characteristics. It refers to the set of specific activities, roles, social relations, behavior, and subjectivity for a given sexed body.

Gender relations are based upon the standards, practices, symbols, and values socially developed and shaped. They are not universal and change from one culture to the other. Therefore, in some places feminine and masculine things may be understood differently. The gender system is socially built, it is dynamic and changing, and that is—precisely—why it can be modified.

10 ____ Taken from the National System for the Integral Development of the Family (DIF), México, 1998.

The living conditions of an American Indian fisherwoman, widowed, poor, forty years old, are not the same as those for a white woman, widowed, wealthy, forty years old.

Gender is not synonymous with women. **Gender** refers to how societies define different roles, rights and responsibilities for men and women. Gender roles, rights and responsibilities are variable and may change. What is important about the concept of **gender** is that when using it social relations between the sexes are designated.

For example, a few years ago in many countries around the world women were not allowed to possess land in their name, nor was it possible for women to inherit land. Thanks to legislation modifications, both—at a national and international level— nowadays there are women in some countries in Africa, Latin America and Asia who are landowners.

Another significant characteristic is that gender building is interrelated with other conditions within society. For instance, ethnicity, social class, age, and religion.

For this reason, all people, women and men of different ages, cultures, ethnic groups, social classes, and places, have a

different gender experience and identity, assigned by their social group at the time of their birth, which factors define how they should be in accordance with the roles assigned to their sex.

c. From natural differences to social inequalities

Alone, differences between women and men do not cause inequality. But when the social group assigns a value to these differences, the situation changes, and inequalities occur in the development and wellbeing of women and men (men are worth more than women).

The inequality resulting from this social valuation prevents both sexes from having the same access to opportunities for their personal and group development. Gender studies and theory have made it possible to learn about the contents of inequality. These contents are expressed and take different shapes in all settings involving male and female relations, as well as their actions.

Following are some forms of expression of these inequalities:

- It is generally believed that women are less capable of making decisions and holding positions of authority.

- In some countries the investments related to the education of girls is significantly lower than for boys, basing this on the assumption that girls need not study as they will remain at home when they grow up.
- Men enjoy far more freedom than women. For instance, many women have to ask permission from their spouses to go out of the house.
- Little or no access for women to own resources such as land, forests, fishing gear. Goods are generally in the name of men.

Thus, social mandate encourages the development of certain characteristics that are specific to the feminine gender and others to the masculine gender, assigning a higher value to the masculine gender.

For sustainable development achievement purposes, each person has duties and responsibilities to fulfill, to be able altogether to make the expected changes. If participants are in a position of disadvantage, subordination or oppression (because of gender, age, ethnicity, class or socio-economic status, religion, politics, among others), it will be extremely hard to reach the very minimum agreements needed to acknowledge each other on a basis of equality: persons with whom tasks can be shared, and who are trusting and reliable.

Therefore, PA conservation and resource management initiatives require mechanisms to enable identification of these inequalities and taking the necessary measures to contribute to gender equity. This involves the development of multiple strategies to provide the conservation initiative with appropriate basis and methodologies for the definition of policies and actions to decrease and suppress gender inequalities.

d. Tell me who you are and I'll tell you how much you are worth

Gender organization does also establish the type of activities performed by the masculine gender and those carried out by the feminine gender as well as their social placement. There is a generic division of work, sports, politics, economy, culture, and in all of the activities carried out within society.

Work division entails a process whereby a distinctive assignment and distribution is made of tasks, the spaces where they take place, the responsibilities established regarding compliance or non compliance with the tasks, the resources to carry them out, as well as the control of the benefits generated by such activities.

Gender confers certain skills and abilities to women and men, which fact leads to the assignment of specific tasks and responsibilities, depending on the traditionally assigned identity: the role of household supplier for the masculine gender, and a reproductive role for the feminine gender.

This work division is equally specific for each culture, each geographical situation, and according to the household's economic situation, and its access to productive and reproductive resources.

The work carried out by human beings does, basically, take place within three settings:

For a detailed definition about these settings, please refer to Chapter III and the Glossary

Reproductive work

It comprises activities related to biological reproduction, in addition to those involving household maintenance, socialization and boys' and girls' education, health care, food, and all other related tasks.

Productive work

It includes income-generating activities, goods, services or benefits for individual consumption or commercialization, through which family reproduction is ascertained.

Community work

It refers to the activities carried out in the community to ensure family reproduction, protection and improvement of living conditions, and community organization.

As seen above, gender building considers women's activities as "complementary". "You take care of the household and I provide for the food". However, these activities are not assigned the same value as the men's productive work. Social reproduction tasks are not valued economically or socially, and receive no recognition, whereas productive tasks are overvalued. It is taken for granted that the male is the one who works and provides for the family, and that the women, boys and girls only help. Normally, all income generated by productive activities remains in the hands of and under the decision of the man, who controls "expenditures" and at times devotes some income to reproductive activities.

Women are engaged in up to two or three work shifts

Women, instead, receive no remuneration for the work carried out in the household, and most of the time, they have to look for ways to cover the expenses generated by family reproduction and support, as a result of which, they need to find work outside of their home, carrying out either formal or informal productive activities (for example, food preparation and sale). Thus, women are engaged in up to two or three work shifts.

It should be noted that the production costs of any type of good or service, which do not contemplate the feminine "triple work shift"¹¹, are not considered real costs. "If women had unrestricted access to work opportunities, the cost of staying home and performing non-remunerated tasks, would be extremely high" (Campillo, F. and Pérez, L., 1998). In other words, even though reproductive work supports the productive work, the value of these activities is neither calculated nor taken into consideration when estimating production costs.

Another important aspect that should be taken into consideration is the use and enjoyment of time. It is falsely assumed that reproductive work, household work, is less extenuating and easier to carry out than productive work, as a result of which, when the man returns home, he devotes his time to feed himself and rest. It is generally assumed that the woman wastes her time during the day. In addition, it is considered "natural" for her to take over everything involving family reproduction and support. Should it be necessary to walk several kilometers to get water for cooking, this activity does implicitly correspond to the reproduction tasks, and therefore, is to be carried out by the woman. Thus, there is no extra time available for women to get involved in projects or organizations, training, recreation, education, or time for themselves.

e. Who, how and where are decisions made?

Decision-making and power exercising are just as unequal. Public decisions have a higher value than private (household) decisions. Yet, in both cases, it is the man who makes the decisions, even about activities carried out by the women.

Thus, the activities involving training and access to knowledge and education are, generally, undertaken by men, who have the opportunity of becoming empowered through these new experiences, not only because of the newly acquired knowledge, but also because of the social recognition received. Women face far more restrictions to undergo a training process leading to skilled labor, income-generating activities, and greater recognition. When this is the case, they have to deal with another problem: coverage of the reproductive activities, who fills in for them?

Often times, the daughters take over these tasks, or assistance is requested from other women, relatives, grandmothers, or neighbors. It is no easy task for women to become fully involved

11 ____ It refers to women's simultaneous participation in productive, reproductive, and community management activities. Traditionally, this term has been used to visualize the women's labor burden posed by the three roles they perform.

in development processes, precisely, because participation demands time and tranquility. And this can only be attained if the women and men of the same community agree upon the changes needed to achieve equity jointly. This entails understanding about the efforts being made towards the development of the entire community, not just a few of its members.

f. Why do we talk about empowerment?¹²

Empowerment is a process whereby people gain increasing power and control over their lives. It involves awareness, self-confidence, broadening of options and opportunities, and increasing access to and control of the resources. Empowerment comes from "inside", from the individuals' themselves, it cannot be granted by others (SIDA, 1997).

Women's empowerment is a process of change, whereby women steadily increase their access to power, resulting in the transformation of unequal power relations between genders.

We could say that **empowerment** is the challenge posed by existing power relations, as well as the process to gain greater control over power sources. It is revealed as a redistribution of power between genders.

Under this premise, the process of **empowerment** extends its scope of action to all institutions, structures, and relevant sources of power, within which, conservation and development initiatives may, undoubtedly, be included.

The goal of **female empowerment** is to transform the ideology, the structures and institutions that reinforce and perpetuate gender discrimination, resorting to mechanisms such as training, participation, organization, and exercising of full citizenship rights.

It should also be stressed that women's **empowerment** is a process towards equity, which grants freedom to men, as well. It contributes to reduce the *machismo* element, allowing men to free themselves from the stereotyped roles that limit their personal development.

¹² ____ The main concepts of this section were extracted from Module 5 of the "Toward Equity" series.

6. How is conservation work linked to equity and equality among human beings?¹³

Throughout past years we have been stressing the fact that there can be no conservation and sustainable development without equity, and that this is a pre-requisite for any actions aiming at improving the people's quality of life. However, the relationship between conservation, sustainable development and equity does not yet seem quite clear.

Science and philosophy have developed a conceptual and theoretical framework that views human populations as homogeneous groups. To this effect, they have created the universalization of human beings represented by "the man"¹⁴. Based on this premise, for many decades experts have been developing tools for data gathering, conducting appraisals, designing policies, and directing development towards that "man" as the representative par excellence of boys, girls, women, elderly people, and young people.

These philosophical notions are deeply rooted into the guidelines of the conservationist movement, and contradict the principles of recognition and regard for biodiversity. This is quite confusing, as there is great similarity between the paradigms of the conservationist movement and those promoted by the advocates of equity and equality among human beings.

In accordance with Amorós, C. (1991), conservationism or the ecological conscience, poses a new and self-critical form of awareness about the human species, as an inadequate species suicidally settled in its natural environment. It denounces the extremely irrational nature of this situation, and appeals to the sense of survival of the species in light of the destructive and self-destructive unawareness and megalomania that have accompanied certain civilization options.

If conservationism represents—or at least may—if adequately proposed, represent a form of profound self-critical awareness about the human species regarding its insertion into and relation with the environment, the equity and equality advocacy movements represent self-criticism of the human species regarding how it has exercised and defined its own role as a species.

13 ___ This section is based on the book "The Unavoidable Current. Gender Equity Policies Within the Mesoamerican Environmental Sector". (Aguilar, L. et.al., 1999).

14 ___ As proposed by Celia Amorós, this man alone is not the great man, the subject par excellence of the philosophical treatise: obviously, it is certain males, belonging to certain predominant or influential groups, or linked to socially significant forces (Amorós, C.,1991).

Both premises complement each other in the face of the crisis of our present civilization

Thus, just as conservationism denounces how the human species has mistreated nature, the equity and equality promoting movement denounces how the human species has oppressed the other half of itself. Furthermore, the **gender equity perspective** stems from the visibilization and acknowledgement of social, personal and cultural diversity. That is, it rescues the heterogeneity of the social groups, just as conservationists consider the value, regard, acknowledgement and importance of biodiversity. Another coincidental aspect is that both positions propose a new form of life, more integral and holistic, where importance is granted to the various life scopes (Vega, S.,1995). We may conclude, therefore, that both premises complement each other in the face of the crisis of our present civilization.

The commitment of ecological awareness advocates who promote equity and equality, consists on looking for innovative formulas to relate to nature and re-distribute and re-elaborate the internal relations of our own specie. This will lead us to initiate a permanent and liberating process, promoting the introduction of new cultural forms, adopting a way of living and feeling reality based on relations of equity and autonomy between genders and nature. Under this context, our challenge lies on contributing to the institutionalization of these new cultural forms throughout the entire process involved in the development of conservation initiatives in PA.

7. What does it mean to work from a gender equity perspective?

As a result of the above, we may conclude that working from a gender equity perspective is far more than mere "women's activities for women". It comprises an approach, strategies and actions for women and men alike. Working from a gender equity perspective means to acknowledge the unequal power relations between genders, and undertake a series of actions at all levels, involving women and men in the construction of participatory and equitable relations in the conservation and sustainable development processes.

This identification makes visible the role differences regarding access to and control of natural resources and the distribution of costs and benefits; it also allows identification of unequal participation in decision making and abilities, interests and needs of each gender.

Therefore, working from a gender equity perspective, means initiating a permanent and liberating process, that includes men, women, boys, girls, and young people, at different moments (design, appraisal, planning, implementation, evaluation, and monitoring), allowing their full participation in the development of a society.

To achieve this vision, it is necessary to promote social learning processes to demolish the current gender identity construction. Within PA, it is necessary to establish activities designed to match opportunities, by developing strategies for the integration of both, men and women, into every activity, promoting the autonomy of the latter.

Gender scholars should review the concepts involving humanity and nature, and broaden the perception about human condition. From this perspective, learning about women does also involve learning about men. The study of gender makes it possible to understand women, not as an isolated aspect of society, but as an integral part of it (Conway, J., et.al., 1996).

Summarizing, working under a gender approach involves the incorporation of a new vision and way of feeling and living reality, based on relations of equity and autonomy between genders (men and women). It is the awareness about the participation of women and men as agents and subjects of development, which entails congruence between the concept adopted and the way of life.

Metaphorically speaking, it can be said that "this is about using an appropriate lens to ensure obtaining a complete photograph".



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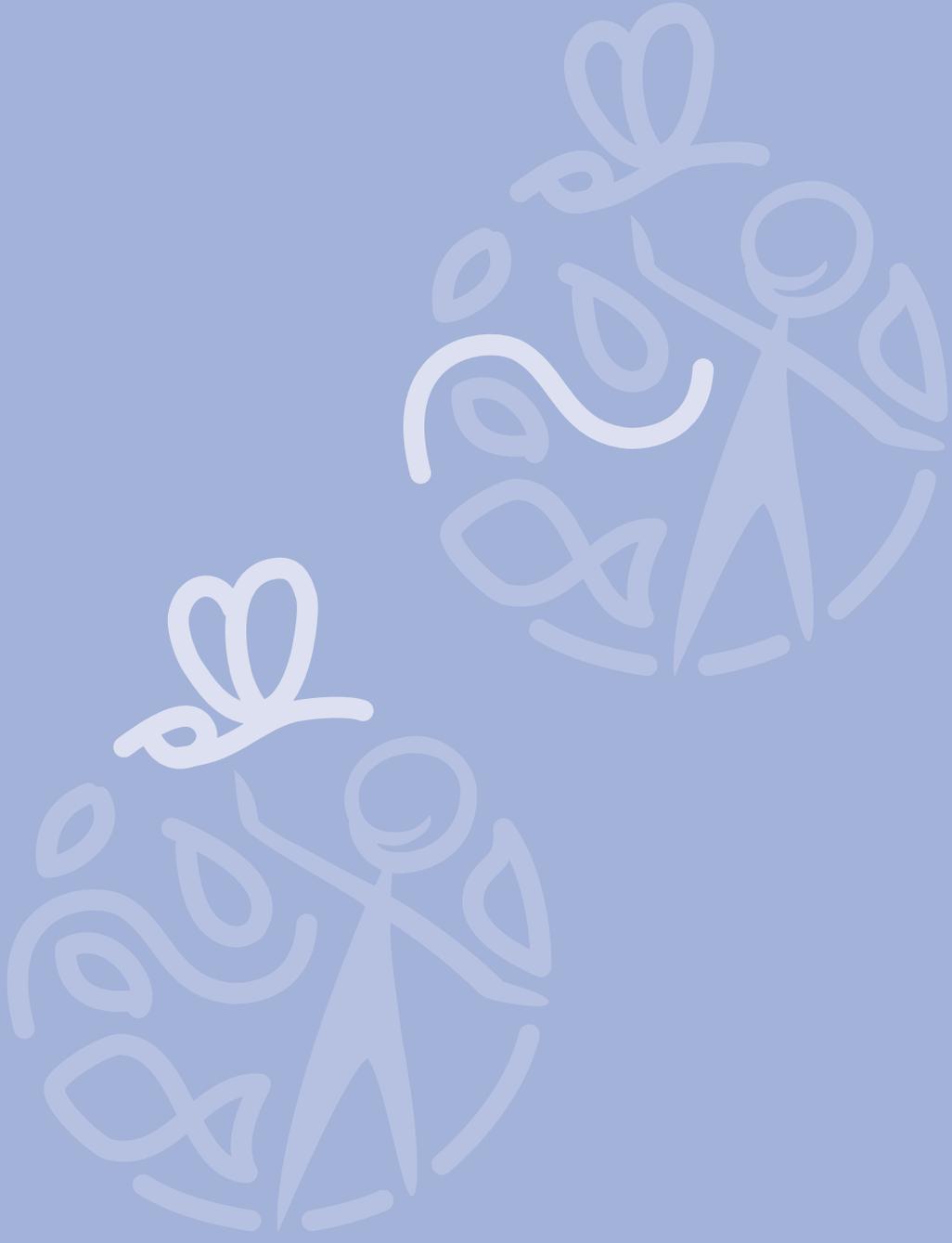
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STARTING THE PROCESS

II SELECTION, LEGAL FRAMEWORK, AND IDENTIFICATION OF STAKEHOLDERS IN PROTECTED AREAS

As pointed out in Chapter I, there are many definitions and classifications for PA. It would be impossible to adopt one single model, as this diversity does—indeed—reflect the complexity and multiplicity of factors and conditions involved in the definition of objectives and PA administration and management options. Thus, it should be recalled at all times, that the guidelines herein proposed should be adapted to each category, region, and culture where they will be applied.

The methodological proposal presented is based on a logical sequence where, ideally, the gender perspective should be considered throughout the entire process, from the identification and selection of a PA, to its monitoring and evaluation. However, this is not always the case; most PA have been declared and managed without any consideration to the gender equity perspective. Therefore, under certain circumstances, the specialists involved in a PA will have to decide the most adequate moment to begin the process, even if the PA is already operating.

From a gender equity perspective, it is perfectly feasible to make revisions at any moment during the development of a conservation initiative for a PA, provided it follows the concept that the actions involving conservation and sustainable use of natural resources, are part of a process that is under continuous revision and reformulation.

Nevertheless, attention is drawn to the common practice that it is possible to “add” or “glue” gender to plans already designed. It is mistakenly thought that this can be done by a gender specialist. A gender perspective is not about having an annex or paragraph disconnected from the rest of the planning and administration instruments of conservation initiatives for a PA, nor can it be alien to the people involved in the PA. “Gender annexes” usually stay inside of a desk drawer, because of the fact that no one knows what

Gender is not something that can be glue or add

to do with them, or how to implement the recommendations proposed, nor do they obtain adequate resource allocation. Gender mainstreaming cannot be worked out by adding feminine endings to the documents, or mentioning that everything will be done based on “a gender perspective”. The same holds true regarding sustainability: a project will not be sustainable by simply saying so.

In practice, gender equity mainstreaming implies revision and redesign of all the relevant aspects of a PA initiative, project or programme, but this revision can be started at any stage and gradually make progress.

This chapter addresses the three initial stages of a conservation initiative in PA. We have included them under one single chapter because of their briefness and because many of the recommendations applicable to them are further developed in the following chapters. These are:

1. Identification and selection of a PA
2. Developing the legal framework
3. Identification of stakeholders

1 . Identification and selection of a PA

Several criteria should be taken into consideration when making the selection; namely, biogeographical, ecological, economic, social, scientific, national and international relevance, viability or potential for replication. Through an adequate combination of these criteria it will be possible to balance the purposes of conservation with the needs of the local communities and the people who might depend on the PA resources for their way of life.

Selection criteria cannot be restricted to biological or ecological aspects without considering human beings. A significant number of PA around the world are inhabited and their population depend directly on the natural resources for subsistence: in Latin America 86% of PA are inhabited by people, and in Northern and Western Europe 80% to 90% of all PA are inhabited in a seasonal manner, particularly for grazing purposes. It can be stated that there is no patch of ground in the planet that has not been affected, either directly or indirectly, by human activity.

At the time of making the selection and declaration of a PA, the local population should, ideally, be convinced that the existence of the PA will make positive contributions to their quality of life. It is essential to develop ways whereby people will be able to live in a productive and sustainable manner, while preserving biodiversity.

The concepts delimiting protection borders to keep the population away from these areas, or that force their displacement through coercive methods, have been disastrous, not only from a socio-economic point of view, but have also proven non-viable from a biodiversity protection stand point. New ways are now widely accepted to address conservation objectives, through which human activities and social relations should be duly considered at all stages of PA conservation initiatives.

A pre-appraisal is essential to attain an integral vision about the selection and establishment of a PA. This pre-appraisal should be undertaken by a multi-disciplinary team (women and men) and the participation of the potential PA stakeholders. To carry out the pre-appraisal from a gender equity perspective, the authors suggest using the guidelines and recommendations included in Chapter III of this book.

The activities involving the selection and establishment of a PA are, usually, carried out by a small team, far away from the actual site, without the participation of the communities involved, and without a gender perspective. This should not discourage the attempts made towards gender equity, since the design of the PA Management Plan or its revision may be a good time to begin the analysis and instrumentation of the gender approach. Furthermore, the appraisal or remaining steps may also contribute to correct the oversights made in the declaration statement.

The gender perspective, based on social equity, contributes to the achievement of balance between the importance of the various interests of the people, groups and local communities, and the conservation objectives of the PA. Thus, -from a particular experience-, changes can be promoted concerning PA-related local and national legal procedures, regulations and public policies, in order to make them more efficient and fair.

Decrees or declarations represent "the legal infrastructure needed to change the management relations prevailing in ecosystems and natural resources, as well as the organization of local communities and relevant interests towards sustainable development" (SEMARNAP, 1996).

2. Developing the legal framework

The legal procedures involving the creation of a PA will depend on each country's legislation. In general terms, these are enforced through decrees that transform a geographical space (land or aquatic) into a protected natural area.

In other words, the decree establishes a new legal and institutional context over clearly delimited territorial and ecological units.

In Chapter I the eco-regional approach is describe

The ecoregional approach, may be useful at the time of making the legal formalization, as the ecosystems and their dynamics do not fit into the political and administrative delimitations of a territory, for which reason a regulatory plan is needed to help overcome fragmentation. An integral approach to conservation will, most likely, imply an extensive revision of current legislation in many countries, as it may be insufficient, inadequate, or present inconsistencies or contradictions.

An element of strategic importance for the successful establishment and management of PA, is an appropriate legal framework and adequate social, institutional and political conditions to enable enforcement. In many countries, enforcement constitutes the "Achilles' heel" of PA-related environmental legislation. Adequate laws, regulations and policies do not suffice; a sine qua non condition to ensure compliance is the appropriation by the population and institutions of the legal and regulatory instruments.

PA are classified at a national and international level within a legal framework related not only to environmental legislation but also to the set of multi-sectoral laws and regulations involving PA territory and spheres of action. Hence, it is necessary to identify all of the dispositions (laws, regulations, official rules, decrees, treaties, agreements and notices) directly related to PA management, as well as those promoting gender equity. Management of said instruments will be a useful tool to validate and support conservation and sustainability initiatives in a PA.

Because of general ignorance about environmental legislation for PA establishment and management, as well as gender equity legislation, there are many times when group or individual decisions are made, which either restrict management or the implementation of the activities undertaken, or result in violations to legal orders.

Experts responsible for PA management and administration, researchers, field professionals and, in general, all people and groups involved in the PA, are strongly advised to learn about the legal and regulatory instruments involved in PA establishment and management.

The application of existing regulations and dispositions constitutes one of the most difficult aspects to implement, both in developing as well as developed countries. The goal would be to have regulations generally accepted by the majority of society and which can be enforced. The opportunities for this depend on the level of knowledge of the citizens and the credibility of government programs. In any case, it is often necessary to apply the law in an objective and strong manner, when the parties clearly benefit from non-compliance (World Bank, 1996).

When carrying out the analysis, it is essential to bear in mind that legal dispositions have a different effect on the various populations, and within these, men and women are impacted differently.

It should be pointed out that management and complete understanding of all legal and regulatory instruments is practically impossible; this requires specialists on the various subjects. However, it is also true that knowledge and management of applicable legislation contributes to the empowerment process, and that adequate mechanisms should be implemented to facilitate understanding.

a. The significance of legislation

The establishment of a PA in a country, is—most of the time—accompanied by the promulgation of new laws or the modification of existing ones. PA specific legislation is the starting point for the revision of the existing legal framework. Quite commonly, the laws that regulate PA or the decrees about their creation, lack congruence with respect to other laws or may result openly contradictory. Therefore, the establishment of an adequate legal framework is a process that should also be open to continued revision and improvement.

To the extent where PA are related to biodiversity conservation and the sustainable use of natural resources, it is advisable to review other laws related to:

Other laws

- Environmental laws and laws that regulate natural resources and biodiversity: about wildlife, ecological and territorial legislation, and environmental impact surveys.
- Laws that regulate fishing activities, including regulations involving permit issuance and prohibitions (close seasons), sanctions and incentives.

The following five levels should—at least—be analyzed:

- Laws about maritime rights.
- Laws about hydrocarbons, geology and mining.
- Land legislation, particularly land ownership, land rights, and land uses.
- Forestry legislation.
- Legislation about rural development.
- Legislation on indigenous people.
- Legislation about the use of water and basins.
- Tourism-related laws.

The revision of the legal framework does not only have to verify congruity among the different laws, but also among the various laws applicable to the various levels of involvement.

- Local and community
- Municipal
- State
- National
- International

Revision of the legal framework should be focused on the compatibility of the various scopes of action, as well as on the identification of potential conflicts and legal vacuums that might be found.

Biodiversity conservation may be considered as a topic of nationwide interest and, therefore, fall under federal jurisdiction; however, it is possible that the approval for the various land uses may correspond to local or municipal authorities. To avoid potential conflicts, the zonation and establishment of restrictions or permits should be carried out in full agreement with the authorities involved and the local communities.

Annex 2 contains a listing of international agreements, treaties, and pacts involving PA and gender equity

b. Relevant aspects to take into account when considering the legal framework from a gender equity perspective

The PA regulating legal framework should also contribute to equity, for which reason, its revision should consider at least the following aspects:

- Legislation should include both, conservation and sustainable development objectives; i.e., quality of life of the communities and people settled within PA.
- High priority should be assigned to the revision of uses and customs and common law rights. Nevertheless caution should be taken since some common laws do not promote equity.

Indigenous populations inhabit almost 20% of the Earth, on lands that have been their home for thousands of years. They are important caretakers of the land. Quite frequently, the lands where indigenous people live are superimposed by PA areas. The culture and customs of these communities should be carefully studied and understood. Their sustainable management practices, as well as common law rights should be duly incorporated into the modifications made to legal frameworks. Equally important is to give the utmost consideration to their group land ownership rights, holy sites, and cosmo-vision with regard to the natural resources.

Consideration regarding traditional uses, customs and rights is extremely important. Yet, this should not be used as an excuse to preserve discriminatory practices towards women under the assumption that this "has been the case historically" or because of "tradition". It is necessary to start modifying beliefs and behaviors that justify women's subordination, through the implementation of a careful process of reflection and awareness, with the participation of both women and men. Changes cannot be imposed or decreed; they must obey to a persuasion and consensus-building strategy at all levels.

- Explicit promotion of equity among men and women, incorporating the national, international, and local legislation related to women's rights and gender equity.
- Consideration about the international legal framework and government-acquired commitments with respect to the conservation of biodiversity and protected areas.
- Provide the legal basis for the establishment of the institutions in charge of PA management and their interactions at the various levels. Institutionalality should explicitly include community participation; i.e., it should grant legality to the agreements and pacts signed and enforced in the PA.

True ownership of the legal instruments by the communities, the stakeholders, and the institutions involved, depends on undertaking a participatory revision process. There are some countries where there are laws to regulate citizen participation within the legal framework of PA.

Of particular importance is the revision of the legal situation about ownership, possession, and use of the land, the forest, and water resources and, in general, the natural resources. Expropriation of the land or other resources, as well as forced displacement of the people and communities that have lived there and possessed the land for hundreds of years, does, usually, result in conflict and opposition that may lead to failures regarding the PA's conservation activities. When it becomes necessary to and the local communities accept expropriations and compensations, care should be exerted to ensure that the resources provide equal benefits to all group members, families and household units, particularly the women.

c. The legal framework from a gender perspective

The revision of the legal framework from a gender perspective, implies identification of all the international, national and municipal laws, regulations and rules, promoting: the equitable use, management and control of natural resources, equitable participation in decision making, equitable distribution of benefits, and policies, to put a stop to any form of discrimination or violence towards women. If the PA decree does explicitly establish gender equity promotion among its objectives, it is quite possible that it will be taken up by the people and institutions responsible for management plan drafting.

As part of the regional process promoted by IUCN throughout Mesoamerica, the Mexican Ministry of Environment and Natural Resources signed in 1999, a declaration committing itself to the promotion of gender equity in environmental policies. This document was taken up by a group of non-governmental organizations to promote similar commitments among authorities from the country's six southern states. In addition, the declaration endorsed by the wife of the Governor of the State of Tabasco, served as the setting for the Director of that State's Protected Natural Area of the Centla Swamps, to accept organizing a workshop to revise the Protected Areas Management Plan from a gender equity perspective.

Regardless of the laws or legal processes followed in each case, the most important aspect is to be aware of the fact that the simplest regulations are the best. Generally speaking, it can be said that the simplest the national regulations are, the more likely it will be for stakeholders and local communities to abide by them.

3. Identification of stakeholders

It should be recalled that there will always be people, groups, and institutions affected by or holding interests in a conservation initiative, even in uninhabited PA.

A very important criterion towards a successful PA, is to include all major stakeholders from the very beginning. The identification of stakeholders should precede PA appraisal, if it is to be a participatory appraisal.

Stakeholders in a PA may be people, groups, or institutions, holding similar or conflicting interests; they may or may not be organized in formal or informal manners; they may show attitudes of indifference towards the PA, or they may show attitudes of collaboration or rejection.

The analysis about stakeholders should be as inclusive as possible, taking into consideration the men and women of the different groups: local residents, resource users, businessmen/women, industrialists, governmental and non-governmental organizations, traditional authorities, formal and informal community groups, universities, research centers, among others.

Nonetheless, it should be pointed out that, in contexts of a generalized corruption or an incipient democracy, the presence of powerful economic stakeholders (lumber, mining, oil, etc.) may complicate the implementation of open participatory processes.

The people and stakeholders will comprise all the women and men interested in the PA from the moment of its declaration; however, consideration should also be given to all those who may be potentially involved.

Active stakeholders are those who explicitly raise their interests in the PA's management, possess specific abilities (knowledge, skills) or relative advantages (proximity, community influence), and who are willing to invest resources (time, money, political authority) in the PA conservation initiative.

Potential stakeholders are those who are not interested in the PA, or who are not organized, but who, given their characteristics, specific skills, relative advantages or interests, may play an important role in the conservation initiative or benefit from it.

Among
the
stakeholders
are:

- Historical occupants, i.e., the people who reside within the territory of the PA; also known as "the communities".
- The owners of PA resources (land, forests, etc.) even if they do not reside therein.
- The organizations of producers, dealers, industrialists and businessmen/women having or who may have an economic interest in the PA.

- Resource users, even if they are not residents (dealers, users of raw materials, water, labor, tourist resources, etc.).
- Government institutions involved in PA (not only those directly involved in the PA but also those involved in a broader context).
- Local authorities.
- Community associations, such as church groups, youth clubs, parents' associations, health care promoters.
- Institutions involved in research, educational and cultural activities.
- Non-governmental local, national and international organizations involved in the conservation of natural and cultural resources, community development and social equity within PA or adjacent areas.
- Political and law-making groups involved in the PA or who have shown an interest in it.
- Financial institutions or organizations that may become potential financial sources for PA management and administration.

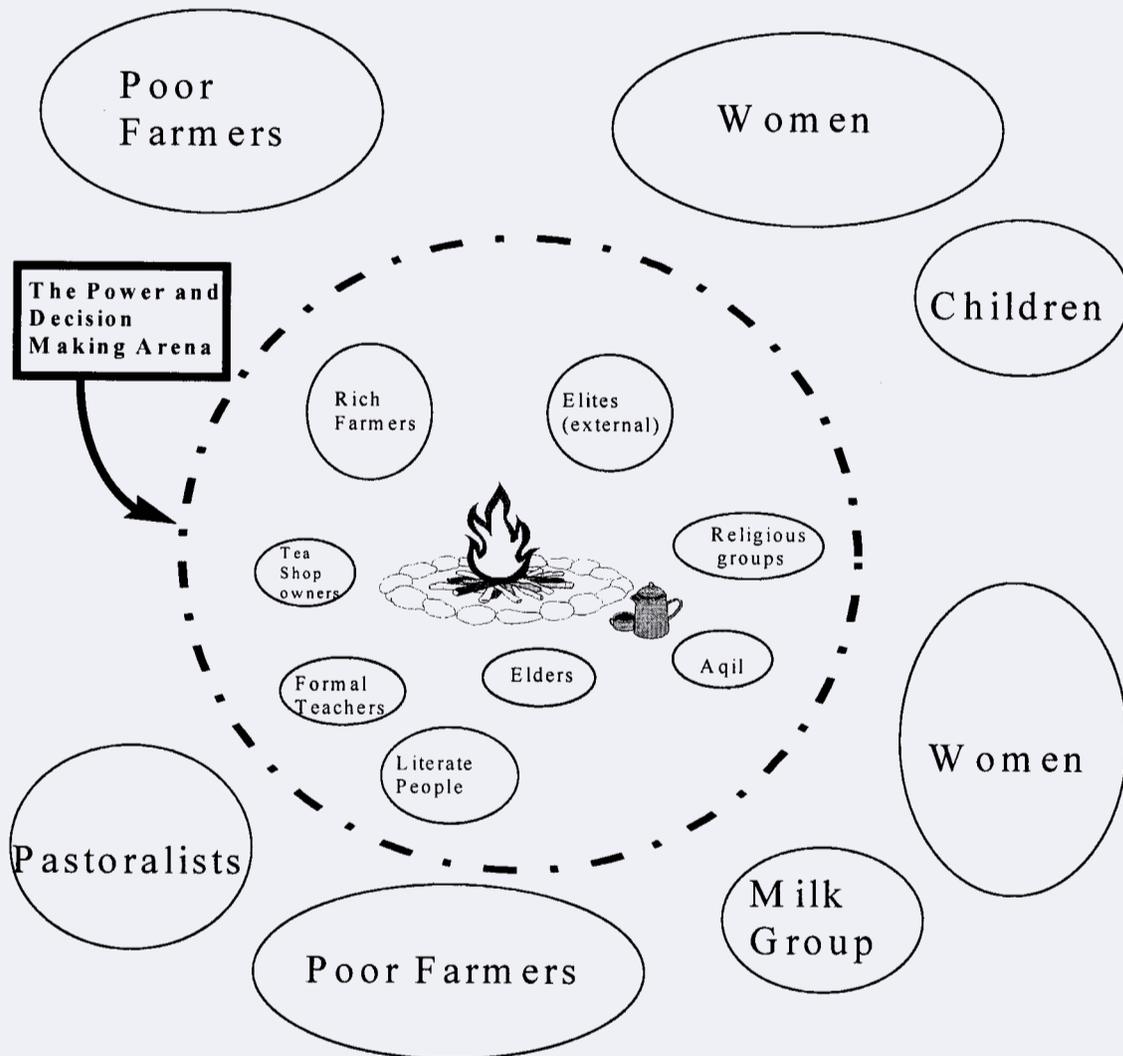
The identification of stakeholders should consider that any human group is conformed by people of different age, sex, economic, social and cultural standing. When characterizing these groups, adequate consideration should be given to all members, their interests and relations. For example, the users of natural resources should include women, boys and girls, and adults and elderly people, taking into account the resources used in productive activities, as well as those used in reproductive and community¹ activities.

When identifying stakeholders by occupation, it should be remembered to take into account activities such as the collection of medicinal herbs and firewood, fishing or hunting for household consumption. The presence of women should be considered within all groups of stakeholders, or the reasons for their absence should, otherwise, be questioned.

1 _____ Please refer to Chapter III for a definition about the productive, reproductive and community settings.

Example

The Somali Natural Resources Management Programme implemented by the Eastern Africa Regional Office of IUCN conducted a community land use and natural resources management planning in Somaliland. One of the techniques they used for identifying the stakeholders was the Campfire Diagram. This diagram was used for identifying the range of stakeholders and their stakes as well as who makes decisions. The following is the diagram for the Qalloa Village.



1. Size of the circle= relative importance of that groups stake in the natural resources.
2. Proximity to Campfire= Relative power in decision-making.
3. Those close to the fire are warm and can see, so that they have the power and control the fire and decisions, and make sure the others cannot see or stay warm. While those who are far away are cold and cannot see and so cannot make decisions.

Source: Barrow, E. and et.al. Lessons and Guidelines Developed from Practice in Somaliland. Somali Natural Resources Programme-IUCN-EARO. Kenya. 2000.

An untidy participatory process that does not take into consideration the specific weight of each stakeholder, does also constitute a factor for failure in the process involving the declaration or management of a PA.

Stakeholders should be thoroughly identified, in order to learn about their relation with the PA and extent of their participation or involvement. The better the stakeholders are known, their background, dynamics, inter-relation, and forms of organization and operation, the easier it will be to undertake the work that follows.

For this reason, rescuing and acknowledging the existence of the essential role played by stakeholders in the development of a conservation initiative, is a requirement for the process described in the following chapters.

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III

TOOLS FOR PARTICIPATORY APPRAISALS FROM A GENDER EQUITY PERSPECTIVE IN PROTECTED AREAS¹

Over past decades, the work carried out in protected areas has clearly shown that there can be no effective and efficient conservation and sustainable activities without previous knowledge about the realities prevailing at the site where a PA conservation initiative will be developed.

Unfortunately, many of the activities undertaken in PA have stemmed from a biased standardized technical knowledge, which does not recognize the structural and operational characteristics of ecosystems, the social and cultural interweaving, the economic reality, and the political context. In addition to this, in most cases, this technical knowledge is recuperated and analyzed by external personnel without the active involvement of stakeholders in their own appraisal building.

For appraisal elaboration purposes, in many PA the techniques applied do not allow full recuperation of their particular reality. Such is the case of appraisals conducted only through aerial exploration or photographic analysis. Though it is true that these techniques provide valuable information about aspects such as forest coverage, these cannot be the only parameters considered, as they provide no information about social, cultural, economic, or political aspects upon which a conservation initiative is built in a PA.

Therefore, one of the basic aspects to materialize such actions, is through appraisals that identify problems, needs, and potentials, in order to provide the PA with solutions based on objectives for economic growth, environmental sustainability and social equity.

¹ _____ This section has been elaborated taking as the starting point the manual "About Fishermen, Fisherwomen, Oceans and Tides: a Gender Perspective in Marine-Coastal Zones" (Aguilar, L. and Castañeda, I., 2000).

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However, from the moment plans are made for the selection of a PA, and up until the time when the conservation initiative is designed and implemented, various levels of analysis and execution stages are involved. As a result thereof, rather than being conceived as one single stage, the elaboration of the appraisal needs to respond to and provide information based on the current stage of development of the initiative. For example, the information needed for the declaration of a protected area, will be considerably different from the information needed at the time of designing the management plan or a specific project. However, regardless of the point in time when it is applied, the methodological procedure for appraisal building springs from a series of principles and criteria (participation, devoting the necessary time to data recuperation, motivation, and collective knowledge building).

It should be recalled that these criteria are part of a set of elements that should be analyzed as a whole instead of as "parts" of a given reality. Partial appraisals should be avoided, as these will later be summarized into chapters without any type of analysis or connection among them. From a gender perspective, far from trying to "create" a new gender-related chapter, the intention is to incorporate this vision into the various stages of an appraisal process.

The appraisal represents one of the most important components of a conservation initiative in a PA. The results of the appraisal will determine which activities should be implemented, as well as the parameters to measure the activities' effectiveness and impact over time.

It should be recalled at all times that a **participatory appraisal from a gender equity perspective (PAGEP)** differs from the traditional notions about "appraisal", and even from "participatory appraisal" used in PA, inasmuch as the concept is built as follows:

APPRAISAL

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

PARTICIPATORY APPRAISAL

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

PARTICIPATORY APPRAISAL FROM A GENDER EQUITY PERSPECTIVE (PAGEP)

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

PAGEP constitutes the basis for a conservation initiative in a protected area, seeking to obtain a collective record about what is happening and why, to enable an accurate appraisal about the situation and the actions needed.

A PAGEP-requiring analysis stems from the premise that the conservation and sustainable development processes undertaken in a protected area should be assessed both, from a technical perspective as well as from the perspective of the stakeholders, considering that the latter deserve special attention, as they have been traditionally excluded.

The studies for the assessment of a protected area generally spring from an appraisal about the condition of the resources from a "scientific" point of view, such as the study of fauna and flora populations.

This vision is usually partial, until the researcher or specialist responsible for the appraisal incorporates into the analysis the opinions of the people who live in or near the protected area. This does necessarily imply the inclusion of men and women, not only as passive agents or sources of information, but also as active or appraisal-generating agents.

To a gender-based appraisal conducted in Jau National Park, in Brazil, were incorporated a series of questions to obtain a more detailed vision about the prevailing situation. One of the questions was related to the preparation of certain foods. Through one single question it was possible to learn about the estimated game and fish consumption: When was the last time you cooked...? This question was followed by a list of possible animals or aquatic products. Given the fact that women were responsible for food preparation and distribution, the data provided by the women about consumption, variety, frequency, and seasonality, was far more complex and thorough than the information provided by men. Added to this is the fact that—in some cases—hunters or fishermen were reluctant about releasing this information fearing retaliation (Oliviera, R. and Anderson E., 1999).

The wonders of PAGED lie on the importance awarded by stakeholders to collective building, the appropriation of problems, needs, and situations and their causes. Thus, it is essential to document the knowledges and experience possessed by the stakeholders, bearing in mind that they are not homogeneous groups, as differences exist within one single group.

From a gender equity perspective, PAGED springs from the fact that communities within a protected area are more than "one man, hunter, fisherman, or farmer, adult and household head", as has been traditionally considered. Consideration should be given to the different points of view, interests and needs of the various stakeholders: ranchers, merchants, industrialists, formal and informal organized groups, women, men, youngsters, elderly people, boys and girls, which implies working with all these groups in a differentiated manner.

It should be recalled that one of the major guidelines of PAGED is the analysis of gender with respect to the access, control, and decision making about existing resources in a protected area, the sexual division of work, the levels of participation, and the patterns about the use of time, which makes evident the existing power relations.

To conduct the appraisal, a selection should be made about the people who are "knowledgeable" about the situation in question (this will depend—to a large extent—on

A
gender-
based
participatory
appraisal
must:

the appraisal's area of interest) ensuring that people are not excluded on the basis of a technical or biased position, and without fearing of involving sectors with opposing points of view.

- Acknowledge that the setting-related concept is validated and put in objective terms when placed in a given historical and territorial context. That is, within the diachronic (mutual) relation between the ecosystem and the human activity undertaken, which results in a given situation in a given time and space (Rico, N., 1997).
- Be aware of the fact that gender building, and thus, the relations established between women and men, have a historical-cultural character, and are specified as of processes associated to particular territories, such as the systems related to production and symbolic and daily appropriation of nature and the environment (Rico, N., 1997).
- Acknowledge that quite often the regions where native populations reside overlap with areas intended for or marked as such. Thus, any proposal must give due consideration to the ancestral rights of these groups, their beliefs, and value of the environmental setting.
- It is essential for the appraisal team to have a clear idea about what is expected from working from a gender equity perspective from a strategic, collective, and individual point of view. This implies visualization about existing differences between women and men regarding the access, information, control, and distribution of the benefits derived from the resources, based on their own perceptions and assessments about prevailing differences and inequalities. It also implies making visible and recognizing who does what type of work, the levels of participation, existing social systems, the patterns about the use of time, and power relations.
- It is essential for PAGEP facilitators to obtain accurate information about the social, cultural, environmental, and productive conditions. This information should be acquired through participatory observation techniques², to learn about the working context. The ideal participants would be people with working experience in the region.

2 ____ Participatory observation is a methodology used in anthropology, whereby the researcher experiences first hand the participants' daily routine to, subsequently, submit a report on the knowledge gained from this experience.

- Thorough knowledge should exist about the methodological strategies and techniques that may possibly be used in the appraisal, in order to select the most adequate ones, instead of following "recipes" based on pre-established proposals.
- It is essential to have the time and space needed to conduct the appraisal. It is extremely hard to attempt becoming acquainted with a community's realities in a short period of time. Moreover, the availability and pace of the participating women and men should also be learned.

PAGEP execution involves the selection of the implementing team; context location; design and validation; identification of participants; data gathering; data analysis, evaluation and feedback; conclusions reached; and strategies to be followed.

This book will not go into extensive detail about each of the above-mentioned factors. However, readers may refer to Annex 3 *Who else is out there?* for a list of books, manuals, and Web pages. These reference documents also contain data gathering techniques allowing visibilization and data gathering in the most participatory way possible. Some of these are: *About Fishermen, Fisherwomen, Oceans And Tides: A Gender Perspective In Marine-Coastal Zones*, *"Género y figura no son hasta la sepultura"*, or else Module 2 of the "Toward Equity" series.



This chapter proposes six conceptual tools with examples of application-related techniques (these are shown in a different page color at the end of each tool).

1. First tool. Analysis of the local context or situation
2. Second tool. Work division by sex
3. Third tool. Use, access and control of resources, and distribution of costs and benefits
4. Fourth tool. Environmental degradation and impact by sex/gender
5. Fifth tool. Cultural or traditional notions
6. Sixth tool. Participation levels

It is important to take into consideration that the above instruments pose a series of questions, which—rather than being questions to be asked to the people interested in the conservation initiatives undertaken in a PA—they are more like a guide for the facilitators to reflect on the type of information that needs to be built and recuperated. Therefore, these instruments are not intended for parallel appraisal purposes; they offer ideas for possible incorporation into the social and ecological appraisals conducted.

The specialists responsible for the design and application of appraisals based on the following tools, should be aware of the fact that the information gathered:

- Should not be restricted to the events taking place within and around a PA, but should collect data about adjacent areas and other contexts³ surrounding the PA (ecoregion) that have a strong influence over it.

3 ___ Geographical, political, legal, economic, among others.

- Should offer cross information about the activities (social, cultural, political, and economic) and the resources available in and used throughout the various zones (buffer, multiple use zone, core zone, etc.)
- When zonation is lacking, the appraisal should provide information about the space context (places, areas, territories, ecosystems), and their relation to social, cultural and economic aspects, which may contribute to define a zonation within the PA.

FIRST TOOL

Analysis of the Situation or Local Context

Through this tool we are able to make an initial approach to the people interested in participating in a conservation PA. Of great importance is for participants and PAGEP facilitators to unveil a series of situations of an economic, social, cultural and environmental nature, whereby they will be able to acquire a deeper and more systematic knowledge about each particular context, which, in turn, will enable them to proceed without imposing situations that the stakeholders may not be fully prepared to accept.

Regarding this tool, disaggregation by sex of quantitative and qualitative data is essential. It is highly advisable to conduct a previous search for statistical information. There are some countries where considerable progress has been achieved regarding sex disaggregation of several statistical data items. This would be of great help to obtain a preliminary idea about the composition of the population of the region in question.

Key questions asked:

At a productive level

- a. Which are the productive activities (formal and informal) undertaken by men, women, boys and girls in the PA and adjacent areas?
- b. Which are the characteristics of the main productive activities in the region? (labor, capital, income, commercialization, seasonality, and investment)
- c. Which are the main local human, financial, material, and natural resources available for conservation and sustainable development?
 - Natural resources used directly or indirectly (water, flora and fauna)

- Agricultural production for commercialization
 - Income sources obtained from fishing, hunting, agriculture, craftsmanship, community services
 - Cooperatives, associations, organized groups
- d. What are the advantages and disadvantages of productive activities for a conservation and sustainable development process? (technology, training, organization, income, employment, community participation, etc.)
 - e. How are the benefits of development distributed in the area?
 - f. Which are the problems that limit the conservation and sustainable development process?
 - g. What changes are taking place in the area's productive and economic process, and how are men and women affected by these changes?

At a socio-demographic level

- a. How many people conform the communities? (Distribution by sex and age)
- b. What is the poverty level by sex, ethnicity and age?
- c. What is the illiteracy rate by sex, ethnicity and age?
- d. What is the level of education by sex, ethnicity and age?
- e. What is the school dropout rate by sex, ethnicity and age?
- f. What are the ten top causes of morbidity and mortality disaggregated by sex, age and ethnicity?
- g. What is the fertility rate?
- h. What types of families exist within the communities? (women as household heads, large families, nuclear families, etc.)
- i. What are the migration and immigration patterns in the area?
 - Which and what type of migration types prevail (permanent, temporary, regular, irregular)?
 - Are some migrations caused by environmental degradation of the region (eutrofication of coastal lagoons, oil contamination, soil loss, deforestation)?

- How does migration affect women?, How does it affect men?, How does it affect the other members of the household (girls, boys, elderly people)?
- Regarding seasonal migration, do women participate in this migration or do they stay home?, Which are the women's specific duties and problems during seasonal migration?, What support do women receive when they remain at their place of origin?, Is the support received by men prior to the migration made extensive to women?, How does this affect decision making within the household?
- Which types of immigration take place?
- From which areas of the country or other countries does immigration originate?
- In what type of ecosystems were the immigrants used to work?
- How does this immigration affect the use of resources in the PA?
- j. Are there any warlike conflicts in the PA?, What impact does this have on the PA?
- k. Presence of drug traffic or related activities. What impact does this have on the PA?

At a health level

- a. Which are the basic community services provided and the condition thereof (water, electricity, sewage and garbage disposal)?
- b. How does water pollution affect the health of women and men (presence of skin, gastrointestinal, gynecological diseases)?
- c. Which health services are available in the area?
- d. Which is the nutritional condition of the population?
- e. Have any educational or information programs on population or reproductive health issues been implemented in the community or areas adjacent to the PA?
- Which were the results and experience gained?
- Are courses or chats on sexual and reproductive health issues imparted to men and women alike?

*Do not
forget...*

It is common in PA establishment and management to view the "population" as an obstacle for conservation, and to consider it only as a demographical variable. The population is not a homogeneous block of people with certain birth rates. Quite on the contrary, it is conformed by women and men with extremely different economic, social, political and cultural interests and conditions, which factors influence and determine their productive and reproductive decisions. PA conservation initiatives should fully respect the women's sexual and reproductive rights.

In general terms, reproductive health can be defined as a perspective that:

- Recognizes everyone's right to regulate fertility in a safe and effective manner;
- To bear and raise healthy children;
- To understand and enjoy their own sexuality; and
- To remain free of illnesses, disabilities or death associated with sexuality and reproduction.

Three basic principles guide the definition of reproductive health:

1. The right to choose, that refers to the couples' right to make a free, responsible and informed decision about the number and interval and planning of births;
2. The links with sexuality, which recognize the importance of a satisfactory and safe sexual life;
3. Significance of the cultural and socio-economic context, which is conceived as inseparable from reproductive health, and which alludes, among many other aspects, to the social and household roles of men and women, as well as their access to information, education, material and financial resources, and health services (Salles and Tuirán, 2001).

- f. Is traditional medicine practiced?, Of what type?
- g. Which are the health problems caused by environmental effects?

- h. How do population growth and density affect the use, access, control and distribution of resources?
- i. What is the socioeconomic impact of HIV/AIDS? How will it affect the work in the protected area?

UNAIDS has estimated that by June 2000, 2.2 Kenyans were living with the killer virus. The rising morbidity and mortality are likely to have an impact on project performance. One of the most serious threats to any project is absenteeism of community members or project staff because of illness, funeral attendance among other related issues.

At a cultural level⁴

- a. Are there any local myths, cultural habitats or legends associated with natural resources?
- b. Is there any cultural monument or heritage in the area?, Who is responsible for it?
- c. Which are the main recreational spaces (disaggregated by sex)?
- d. How does the community perceive the changes in cultural patterns caused by the installation of industries, draw-back activities, tourism and other?

At a natural resource level

Ecological

- a. Existing ecosystems
- b. Which is the situation and condition of the natural resource base (inventory of species and diversity)?
- c. Conservation status of the natural resources
- d. Presence of threatened species, regulations for their protection
- e. Which are the region's ecological and climatic conditions (soil, physiography, hydrological conditions, rainfall, life zones, forest coverage, flora, fauna, etc.)?

⁴ ___ Tool No. 5 of the appraisal address cultural aspects in greater detail.

- f. Which is the degree of vulnerability and risk of natural disasters prevailing in the PA (hurricanes, El Niño, La Niña, tornados, red tides, fires and earthquakes)?
- g. Which is the zone's condition with respect to the introduction of exotic species?

Uses

- a. Which natural resources' permits and concessions are granted in the zone, to whom, and of what type (water, land, flora, fauna)?
- b. Which is the land tenure system inside and outside of the PA?
- Collective, individual, communal, ancestral, customary?
 - Do people have ownership rights (men-women)?

In a survey being conducted by Clark University at the municipality of Santiago, Dominican Republic, the researchers have been working on experimental household exercises. These household exercises include:

A demographic profile of the household

- Parcel mapping, including land use and coverage, distribution of plant and animal species
- Background of the parcel and land use and coverage
- Background of the person on the site and the work-employment of household members
- Background about the use of plants and animals on the site
- Cultural appraisal and meaning of plant and animal species and the changes experienced over time
- A list of species of plants and animals that people recognize that exists on the parcel and surrounding areas, and the uses (if applicable) of each species, be it in the form of household or commercial products, or in the form of cultural services or values
- A discussion about the species of plants and animals they notice have disappeared or which populations are scarce and needed
- A discussion about the species they have brought or wish to bring for household or commercial purposes, and/or to improve ecological services or the quality of life
(*Pers. Comm. Dr. Dianne Rocheleau, Clark University*).

- c. What are the stakeholders' environmental perceptions about the condition of the resources, contamination and degradation of the PA ecosystems?
- d. What are the current and projected uses of the PA and their socio-environmental effects and interactions (tourist developments, harbors, shrimp farms, fish farming, ecological legislation and decrees on zones regulated by an environmental protection system, etc.)?
- e. Which natural resources are essential to ensure cultural subsistence and survival?
- f. What is the impact caused by the visits of tourists and other people to the PA?
- g. Are there any sustainable tourism programs?

At a political-institutional level⁵

- a. What is the political background of the area?
- b. What is the level of autonomy of the stakeholders with regard to the government at a national level?
- c. What is the experience of stakeholders regarding participation?
- d. Are there any political conflicts or events associated with the colonial period or more contemporary regimes?
- e. Do stakeholders feel entirely free to express their opinions, or do they experience a certain degree of fear?
- f. Which is the national government's attitude and perception regarding community participation?, Is it encouraged, restricted, rarely promoted, prohibited?
- g. What are the stakeholders' main forms of organization?
- h. Which is the participation of men and women in the organizational structures of the stakeholders?, Who are responsible for decision-making?
- i. Which is the relationship and level of negotiation of the organizations with other local and national entities?

5 ____ The stakeholders' perception and information should be gathered at this level.

*Do not
forget...*

Very often, institutional standards such as kinship, marriage, religion, ethnicity or class, determine who makes the decisions about how natural resources will be used in a community. These standards are based on gender relations. For instance, women have a very limited political presence in community groups. Public meetings are frequently perceived as male spaces, and local organizations and institutions are—sometimes—based on male hierarchies. To mobilize public support towards environmental improvements, the institutional barriers against women must, necessarily, be recognized (Rojas, M., 1999).

- j. Are there any legal dispositions about the use and exploitation of natural resources? (For example, imposition of close seasons, endemic flora and fauna, endangered species, permit clearance, phytosanitary conditions).
- k. Are there policy-related conflicts among stakeholders?
 - Are the conflicts clear enough?
 - Have workshops been held and agreements made toward conflict resolution?
 - Do the agreements promote gender equity?
- l. Is there any hierarchical relationship or inter-dependence links among the various groups of stakeholders?

*Special
consideration...*

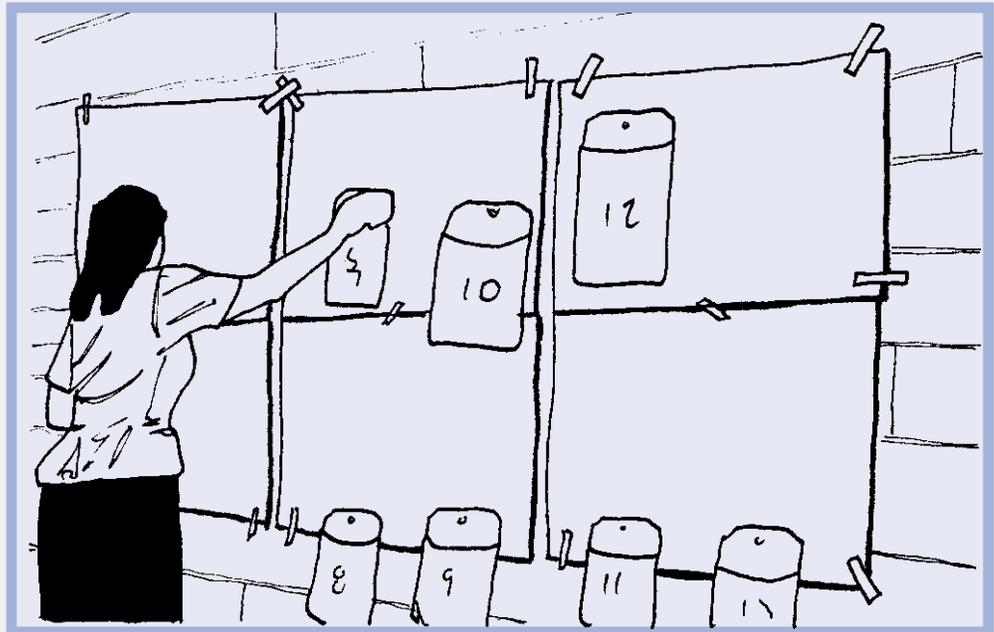
Many times, the local population is not adequately consulted regarding environmental management decisions. For example, when the Tortuguero National Park of Costa Rica was created, some communities were left inside the conservation area. As part of the management activities, a process for territorial regulation was undertaken with practically no community participation. This caused serious conflicts, as the people were very upset because the new environmental regulations restricted many of the activities carried out by them.

- m. Are there any political fractions or groups linked to the various groups of stakeholders?

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

Technique:

The bags' graphic



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Objective:

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

Materials:

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

Procedure:

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

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

3. The men and women are asked to vote. To differentiate their replies, the groups are assigned different materials (for instance, pebbles for the men, and beans for the women). The drawings should be placed somewhere where secret voting is guaranteed (avoiding that participants may be mutually influenced by the answers of their peers).

4. Once confidentiality has been ascertained, participants are invited to cast their vote, one at a time. Meanwhile, the others wait for their turn. Voting should take place as quickly as possible to maintain the interest of the other participants. Since many people will remain passive while the others cast their votes, the facilitator should be prepared with ideas to keep non-voting participants busy.

5. Upon completing the voting process, the facilitator asks a group of volunteers to carefully collect the votes from each bag in full sight of the audience and to "count" them. For example, adhering them to the bag in such a way that it may be easy to count them. This may be done by using a strip of paper where the votes from a bag may be taped.

6. Upon completing vote counting, we reflect about the outcome. For example, Why so many (or so few) people approved an option? Is this considered a representative sample for most of the community's population? What other problems are of a priority nature, and why?

SECOND TOOL

Work Division by Sex

Each society assigns different roles, responsibilities and duties to women and men, in accordance with what has been pre-determined as appropriate for each gender. This is commonly called work division by sex. Men and women have not always performed the same activities. Throughout history, both genders have performed different roles, jobs and work schedules.

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

On account of being a social construction, work division by sex is susceptible to change, it varies considerably from one society to another, it has been modified over time, it is flexible and adapts to the constant transformations taking place within and outside of the household.

Women living near protected areas are frequently defined as "housewives" by their peers, their families, by the protected area staff, and by other players. Men are given more descriptive titles, such as "fisherman", "farmer", or "cheese producer", which titles provide a clearer description about their relation to the natural resources (Rojas, M.H., 1999).

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

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

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

Productive work

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

Reproductive work

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

This task is not subject to any remuneration whatsoever: from the state, or a company, or the husband, or the community; it represents a transference of women's value from the reproductive and household scope, to the productive scope (Campillo, F. and Pérez, L., 1998).

Social or community work

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

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

**Key
questions
asked ⁶**

- a. Who does what?
 - Who participates in product catching, hunting, gathering or fishing activities, and how?
 - Who participates in product processing, and how?
 - Who participates in product commercialization, and how?
- b. How is it done?
 - How are women, men, girls and boys involved in all stages of the productive process?

The men and women from the Jau National Park in Brazil, have different interests in the park's national resources with respect to consumption, medicines, commercial production, or household subsistence. Ethno-botanical surveys conducted in the park in 1995 clearly showed differentiated interests by gender regarding the use of medicinal plants. Midwives were knowledgeable about certain plants, whereas the knowledge possessed by traditional medicine men was different. Had the surveys taken into consideration only one gender, the results would have provided partial data about the uses of medicinal plants (Oliviera, R. and Anderson E., 1999).

- c. How much time is devoted to the activity?
- d. Does it change according to the seasons of the year?
- e. How far is your workplace?
- f. Is it an income-generating activity?, Are women in control of the activity and potential income?
- g. Are men or women culturally excluded from certain types of work?, Which?, Why?

6 ____ A few questions have been included for illustration purposes; however, this are not, by no means, exhaustive.

To think about...

- h. In the case of changes in the type of activities women do:
 - What is the impact in their family structure?
 - How does it affect the distribution of responsibilities?
 - Do men avoid completely some of their responsibilities and pass them over to women?

- i. In the case of activities conducted in manufacturing plants or industries:
 - What are the working opportunities for men and women within the tourist industry?
 - What are the working conditions like?
 - What is the type of work carried out by women in activities related to the industrial processing of resources?
 - Which is the hiring policy?
 - What are their working conditions?

The women from the coast of New Brunswick, Canada, have experienced serious problems regarding the salary they earn and the safety conditions prevailing throughout the fish processing industry. For example, for the same type of work, men earn an average of 2 Canadian dollars more per hour than women. When the women tried to demand equal salaries, they—additionally—had to face the fact that, because they were temporary workers, their employers did not need to fire them; all they had to do was not hire them the next season. Confronted with the possibility of finding themselves out of work, the women were forced to suppress their salary claims (Extracted from Yemayá No. 2. November, 1999).

- Report on sexual harassment cases
- Which are the work risks faced by men and women, according to their duties and work places?
- Is there a labor union of some sort? Please explain

- j. What community activities are undertaken (burial ceremonies, initiation, weddings, dances, religious, attending communal meetings)?
 - Who is in charge of them?
 - Time used in those activities

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

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

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

Procedure:

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

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

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

Permanent:

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

Occasional:

Carried out during certain periods of the year

Intensive:

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

Another Schedule method:

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

Technique:

24-hour reminder

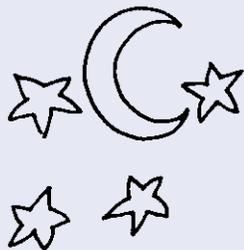
DAILY WORK

WOMEN

MEN

BOYS

GIRLS



Source: Lorena Aguilar

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

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

Procedure:

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

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

THIRD TOOL

Use, Acces, and Control of Resources, and Equitable Distribution of Costs and Benefits

*The
resources may
include:*

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

Economic or productive resources, such as the forests, rivers, estuaries, lagoons, mangroves, land, equipment, animals, tools, work, credit, employment and income-generating capacity.

Political resources, such as representative organizations, cooperatives, labor unions, concessionaries, leadership capacity, education, information, public work experience, etc.

Time, is a resource valued differently by women and men. It is particularly critical and scarce among women.

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

The women's subordinate position may restrict their access to and control of resources, as well as an equitable distribution of costs and benefits. In some circumstances, there may be access (the opportunity to make use of something) to the resources, but control may be lacking (the ability to define their use and destination).

There are many fishing communities where prevailing myths and taboos restrict the participation of women in fishing activities. However, despite the fact that they are not allowed to go fishing, they are "allowed" to own outboard engines, boats, or fishing gear.

From a conservation and sustainable development perspective, it is important to stress the fact that the use, access and control of natural resources and the equitable distribution of costs and benefits, as is the case of other areas or goods, are affected by the gender system prevailing within a given community. The men

and women of a community interact and use resources in different ways, and express their environmental reality in a differentiated manner.

To think about...

One of the effects of the green revolution from the 60's, was the strengthening of large single-crop parcels for sale. These single crops have been primarily controlled and managed by men, and many of the development projects have been focused on such type of crops to enable centralization of technical services availability.

On the other hand, recent studies have shown (Africa, Bhutan, Nepal, the Amazon, Mexico and Central America) that, while productive systems tend to the unification of agricultural varieties, women have basically engaged in subsistence crops, remaining as guardians of a valuable and varied germ-plasma.

For example, the women from the Andean zones plant several types of potato seeds, as mandated by their ancestral knowledge, for the purpose of combining convenient attributes, such as freezing resistance, nutritional value, flavor, cooking time, whereas their husbands, for the most part, adopt the criteria of male agricultural advisors who recommend planting one single type of seed.

Through seed selection and plant exchange among the diverse social interweaving (sisters, aunts, daughters in law, friends), women have played an important and precious role in diversity and the sustainable development of rural communities in underdeveloped countries. As stated by Gurung, J. (n.d.), for developing countries, lacking economic resources for ex-situ seed conservation, the future of agricultural production diversity will depend on the traditional seed harvesting and storage.

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

Although biodiversity belongs to everyone, its access and control, as well as the resulting benefits, the responsibility for its conservation, and the impacts caused by its destruction, are not equitably distributed. (Pers. comm., Paulina Arroyo, Quito, 2001).

No conservation and sustainable development initiative in a PA can disregard gender differences if it really aims at making a true impact on local living conditions. Learning about and undertaking analysis and activities with only one sector of the population, will not help to fully and integrally solve the environmental degradation problem.

**Key
questions
asked**

The following needs to be clarified:

- a. How do the various social players relate within their ecological environment?
- b. Identification of primary resources and determination about their use patterns and associated impacts
- c. Who benefit or do not benefit from these resources, and how?
- d. Are there any conflicts regarding the use of resources?
- e. Which resources are available to men?, Which resources are available to women?
 - Bodies of water, estuaries, lagoons, rivers, mangroves, land, water, housing, small species, seeds, trees, forest
 - Capital, credit, savings. (In the event credit facilities are available for the activities undertaken by men and women, do women have access to credit services)
 - Labor (boys, girls, relatives, employees, other)
 - Production tools
 - Infrastructure
 - Permits and concessions
 - Raw materials for work
 - Transportation
 - Time

- f. Which are the different types of land tenure?
 - To which land do women have access to or control of?
 - Who holds title deed to the land? (men only, women only, both)
 - Are there any cultural restrictions for women to own land?

- g. Who (men and women), when and where do they use resources in an illegal manner?
 - Extraction of lumber or firewood
 - Extraction of flora and fauna
 - Extraction of rocky material
 - Depredation of cultural-archeological resources
 - Hunting
 - Fishing

- h. Which is the destination of the illegal use of the resources?
 - Sale
 - Local consumption

- i. Is there national legislation regulating product capture, hunting or harvesting?, To whom are hunting or harvesting permits granted?

- j. What is the extent of the local population's dependence on the natural resources for food, house construction, income, and basic resources in critical times?

- k. Is the use of the resources subject to any type of payment?

- l. Who exerts control over the resources (men, women)?
 - Who owns the production-related tools?
 - Who owns the processing-related equipment or tools?
 - Who owns the storage equipment?
 - Who owns the commercialization-related equipment (transportation)?

- m. Who decides whether or not a resource may be used?

- n. Who benefits from the resources (usufruct)?
 - How is the money distributed within the household?
 - How does the man invest the money and on what?
 - How does the woman invest the money and on what?

- o. Which are the services or facilities that men and women have access to?
 - Extension services
 - Training
 - Commercialization and marketing (information about prices, contacts for commercialization purposes)
 - Water and sanitation
 - Education
 - Organization
 - Health care services

- p. Are there any regulations, customs or territorial rights that pose restrictions on either gender about the use, access or control of the resources?

Who owns the things?



Source:

Género y Figura, Aguilar, L. et. al., 1997

Objective:

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

Materials:

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

Procedure:

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

Technique:

How Do I Use What I Have?

Common Name	Scientific Name (To be assigned later by the researcher)	When does -gathering -hunting -fishing take place?	State of the resource -scarce -abundant	Who -hunts -gathers -fishes?	What parts are used? For what reason? (by sex)	Who processes it? (by sex)	Destination of the product: -consumption -market	Who receives the economic benefits? (by sex)

This form can be used to gather information on all the resources that can be obtained from the environment. Examples include hunting, fishing, forest use, construction materials, crafts materials, flora, medicinal plants, etc.

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

Objective: To learn about and delimit the access, use and control of natural resources, by sex

Materials: Large tables (matrixes) to be complemented with mixed groups
Preferably using drawings

- Procedure:**
1. This is a technique that may be used in an individual manner, with key informants, or during work meetings. Regardless of the case, data should be gathered taking into consideration women and men, in a differentiated manner.
 2. The matrix should be applied to those natural resources regarding which we wish to obtain information. For example, the animals hunted, the materials used for house building, etc.

Differentiated Use of the Forest...


Source:

Lorena Aguilar

Objective:

Identify who men and women use the forest and its products.

Materials:

Strings of two different colors (one for men and one for women)

Procedure:

1. With the men and women select and area in the forest (about 2-3 hectares).
2. Form two groups; one with the men and the second one with the women. Give to each group different color of strings. The groups should enter the forest (independently) and tie the string to those products (palms, roots, trees, shrubs, leaves, lianas) to those products they use. It is important that a wider range of uses are identify (medical purposes, food, craftwork, house building, timber, firewood).
3. Later on, both groups will form one big group in order to enter again the delimited area in the forest in order to identify the uses by sex. The facilitator must right down: who uses what; for what purposes; who and how it is process.

"The path of the resources..."



Objective:

To consider the different situations confronted by women and men with respect to the use and control of natural resources.

Duration:

45 minutes

Materials:

Flipchart paper or a wooden or acrylic blackboard

Markers or chalk

Adhesive tape

Cards representing the silhouettes of men, women, boys and girls

Cards representing the cycle of a natural resource and the various uses to which human beings put them to

Procedure:

1. If there is no blackboard available, improvise one by taping several sheets of flipchart paper on the wall.
2. Explain to the participants that together they will build "the path" of a natural resource. Efforts should be made to pick a resource as concrete as possible and of great importance to the group and the area where the project is operating: the water, the forest, an animal, a plant, the air, the sea, a river, etc.
3. The group should proceed to build "the path" followed by the natural resource selected, in its natural cycle and through the various uses human beings put it to. To this effect, the facilitator should use cards with drawings representing the various moments. If someone in the group suggests a situation that is not represented on the cards previously prepared, simply draw the situation on paper, and move on with "the path" selected.

4. Upon building "the path of the natural resource selected", ask participants to go back to "the path's" starting point, and identify the people involved in each of the various moments of the path. In accordance with the contributions made by the participants, tape next to or on top of the moments of "the path" the silhouettes of women, men, boys and girls, as the case may be. To encourage participation, the facilitator could ask questions such as: Who participate in this moment?, Who are affected by this situation?, Who make the decisions?

5. Upon identifying the participation of men, women, boys and girls at various moments of "the path" of the natural resource, group reflection should be promoted through questions such as the following:

- Do men, women, boys and girls have any participation in the use and control of this natural resource?, Do they participate on an equal basis?
- Does this situation affect women, men, girls and boys?, Are they affected on an equal basis?
- Who make the decisions about this situation?, Why is this so?, Is this an equitable practice?
- If "the path" built shows the relation of women, men, boys and girls with this natural resource, why is it that the activities in this protected area are carried out by men mostly?
- If men and women have a different relation with this natural resource, why don't we consider such differences in the conservation strategies implemented?

6. To conclude, point out the importance of undertaking an accurate appraisal of men's and women's situations, in order to ensure the design of appropriate and efficient environmental protection and conservation strategies. It would be ideal to take up the results of this exercise to conduct a planning process based on a gender equity approach.

FOURTH TOOL

Environmental Degradation and Impact by Sex/Gender

It is impossible to ignore the environmental degradation and its differentiated impact on women and men. As the degradation of the environment and social structure moves forward, as a result of population growth, degradation of natural resources, and soil infertility, men and women are forced to migrate to new places, regardless of whether or not these are protected areas. In addition to creating legal and environmental conflicts, this also increases ecological deterioration.

There are countless cases of men who migrate as a result of the depletion of the productive areas, leaving their families behind. Under these circumstances, the women have to face the lack of firewood, the scarcity of products, water, soil erosion, and other environmental problems. This is not only due to their female condition, but is also related to the fact that, generally speaking, she is the only adult left in charge of all household-related responsibilities.

The feminization of poverty implies that the worldwide crisis faced by the environment and development, has caused women to become further impoverished. Among the poor of the world, women are the poorest, as a consequence of the burden placed by their reproductive and productive roles, and their subordinate condition. For example, it should be taken into account that the impact on the environment does also affect reproductive aspects. Such is the case of brackish water, hard water, or firewood scarcity, among others.

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

*Do not
forget...*

Environmental changes cause negative impacts not only on the productive systems, but also on the population's quality of life. The most dramatic and visible effects are those that affect the physical and mental health of the people, as well as the productivity of the subsistence systems. In addition, the efforts made every day by the population, particularly women, to mitigate such impacts, entail costs translated, primarily, into money, time and opportunities for greater wellbeing. However, costs cannot only be associated with the impacts, but also with the lack of prevention of said effects and policies for resource conservation. The consequences of these environmental deterioration should be analyzed from the differentiated effect on women and men, from their asymmetrical insertion into the social structure and consequent vulnerability (Rico, N. 1997).

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

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

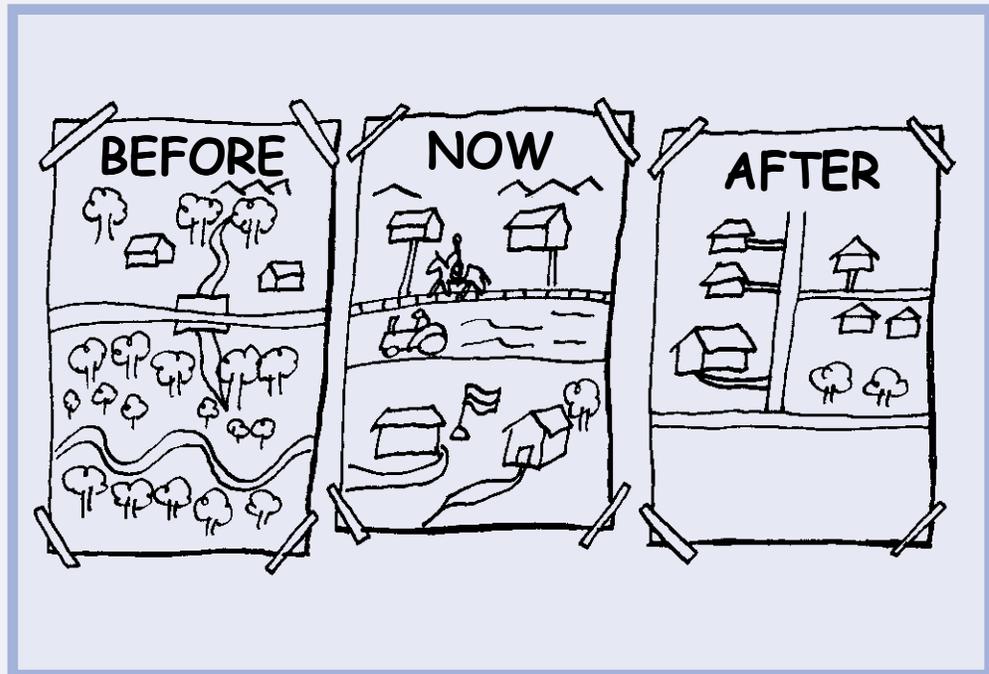
Cultural practices, such as the fact that women are not allowed to go to public places alone, without being accompanied by a male member of their own family, may increase their vulnerability to natural disasters. For instance, in the case of the recurrent floods in Bangladesh, many women drown because they refuse to get out of the house alone.

An element which should not be omitted when analyzing the environmental degradation problems, is who is responsible for implementing the sustainability practices designed for environmental recovery. As clearly stated by Escalante (1994), the close link between women and nature may lead to positions arguing that women enjoy an alleged privileged position with respect to nature or the environment. This line of argument entails the risk of ending

up supporting the traditional work division and the corresponding gender risks, and assigning women an additional work shift. It is important to take into consideration which population derives benefits and which population pays for the costs of environmental degradation, as a result of existing practices. In this way, it is possible to identify the imbalances and, thus, agree on more equitable forms of cost and benefit sharing, between men and women, and among diverse social groups.

**Key
questions
asked**

- a. Which are the major environmental problems operation-wise?
- b. Does the population that resides in the PA or near it perceive any problem regarding the resources?, Which resources have become scarce now, have habitats or species disappeared?
- c. From the population's point of view, which are the causes of these problems? (natural disasters, poverty, migration, population increase).
- d. How does environmental degradation affect women and men?
- e. Which activities are required to improve environmental conditions?, Do people feel they can do something to prevent this situation or is it a government responsibility?
- f. Who will take over responsibility for environment-oriented activities?, Does this reflect an equitable distribution of costs and benefits derived from resource management?
- g. What has been the impact of environmental legislation and regulations on the living conditions of local populations?
- h. What is the differentiated impact of natural disasters by sex?, How do men and women cope with the disaster (during, after and the recovery stage)?

**Source:**

IUCN's Social Area Group

Objective:

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

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

Materials:

Large blank newspaper sheets
Color markers, pencils and crayons
Tape

Procedure:

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

- What was the community like before?
 - What were the natural resources like, the forest, the mountains, and the rivers?
 - Where did the water come from?
 - How did they carry out their work?
 - Which were their greatest problems?
4. The same questions are asked for the present time.
 5. The same questions are asked for the future.
 6. Subsequently, each group tapes their drawings and presents them to the plenary. At the end of the presentations, the community may analyze the contributions, differences in appreciation and prioritization, according to the group working on it. The future presents elements of a cultural character that is important to discuss thoroughly.

FIFTH TOOL

Cultural or Traditional Notions

Cultural factors are vital to appraisals, as it is around them that stakeholders have been creating, shaping, and defining their social, cultural, religious, and ecological environment.

Unfortunately, most of the PA initiatives undertaken in the world have disregarded the enormous importance of cultural traditions and customs associated with natural resources. This has led to serious conflicts among the human groups who have inhabited the areas and the “external” managers of the PA. In recent years, agreements have been reached at a national as well as international level to acknowledge the right of ancestral groups to the appreciation of their traditions and customs.

On the other hand, there are a series of myths, traditions and taboos associated with the various ecosystems (forests, deserts, seas), which—to a certain extent—regulate the utilization, knowledge and connection of part of the users with the resources. For example, in the case of marine-coastal areas, it has been possible to identify a large number of myths and taboos associated, mainly, with the participation of women in fishing or picking activities. Among these myths or taboos we can point out the following:

“Women should never get on a fishing boat because they bring bad luck”.

“Taking along a man whose woman is pregnant will bring less fish to the boat”.

“A menstruating woman should not touch the fishing gear because they would become contaminated”.

Awareness about the different notions and the gender “burden” these notions place on the natural resources is extremely valuable for a PAGEP.

Key
questions
asked

- a. Are there traditional or customary regulations and legislation regarding the use and conservation of natural resources?
- b. Are there common law rights over natural resources and informal agreements regulating the access to community or "open" resources?
- c. What are the main traditions and celebrations kept by community members?
- d. Are there myths or local legends associated with any of the activities carried out in the PA?
- e. How dependent are community populations on the resources in terms of social customs, cultural practices, or ceremonial or religious practices?

In Kakamega District in Kenya there are taboos that prevent married women from planting tress (such as eucalyptus) for the construction of houses. It is said that if a married women has to plant a tree that will be used for timber, the roots will grow towards the house and overturn it. Married women are nevertheless sanctioned by community to grow trees for fuel wood and fodder. Sesbania sesban also know as omosabisabi or "mama" (mother) trees are not regarded as trees by local communities. This tress provide woodfuel (Mwangi, W. and Houghton, I., 1993).

A study called "Between the sea and the corn field" was conducted at the Chuburmá Village, in Puerto Progreso, Peninsula of Yucatán, Mexico. Through this research it was possible to gather the women and put together ancestral and current cooking recipes, as a result of which it was possible to determine consumption patterns and the dynamics of some natural resources (members of the SSS Kook Paakal, et.al., 1998).

- f. Is any special cultural or spiritual significance attached to a particular site or species?
 - Are these protected or is there a certain level of restriction within the traditional or native system (holy forests, caves, cemeteries).
 - Are there any groups or individuals who view themselves as owners or custodians of certain habitats or resources?
- g. Which is the traditional knowledge about the climate, dynamics of the natural resources, etc.?, Is it differentiated by gender?
- h. Are there any gender-based cultural restrictions affecting the access or control to any resource?
- i. Which are the cultural regulations, traditions or restrictions that affect gender relations associated with productive and environmental aspects?
- j. How do these restrictions affect the possibilities to improve resource management in a PA in order to increase its sustainability and equity?

Technique:

Socio-dramas and representations



Source:

Gustavo Briceño and Ilse Valenciano

Objective:

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

Procedure:

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



Remember
that...

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

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

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

SIXTH TOOL

Levels of Social Participation

Society produces and reproduces social relations and assigns differentiated roles to women and men, which—in turn—results in different opportunities and spaces for leadership exercising purposes.

Acknowledgment of this situation is essential to promote conservation and sustainable development initiatives in a PA, particularly when considering that development is determined by the power relations and interests existing among local and external social players. Therefore, it is necessary to learn about these relations, how they are developed and worked out, to ensure successful conservation and sustainable development processes.



Key questions asked

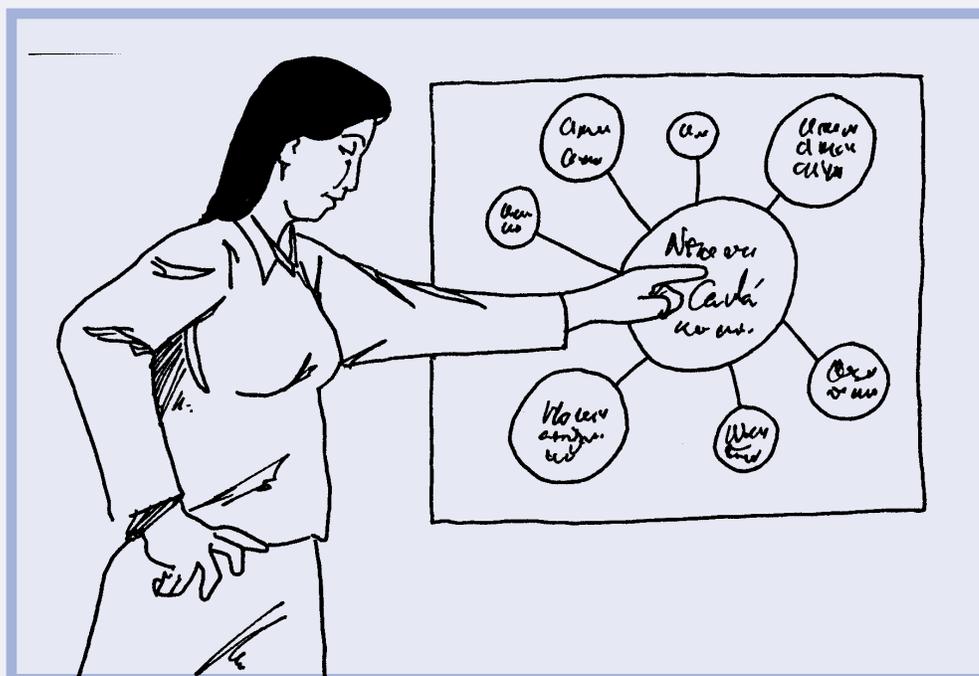
- a. How are the male and female members of the stakeholders involved in the decision-making and planning processes at a household and community level?
- b. What type of institutions and organizations exist (traditional, clans, formal and informal associations and organizations), and how are they conformed (by sex, age, etc.)?
- c. Are there any specific institutions, organizations or groups of stakeholders linked to the management of any natural resource?, Are these local or do they enjoy national or international recognition?
- d. In which organizations or groups of stakeholders are women involved and how?
- e. Which is the projection or impact of the groups' actions on community life?

To deliver conservation messages and programs to women, one must learn about their meeting places. Quite frequently, formal and public spaces are not spaces for women. If the participation and opinions of women is sought, then they have to create their own meeting spaces. It is also important to identify which resources fall under the influence of men and which under the influence of women. Natural resources are frequently influenced by gender relations. For example, women control the fruits, although not the fruit trees (Rojas, M., 1998).

- f. Are there any social networks and networks for mutual help to strengthen the community's organizational processes?, How do men and women participate in these networks, which are their roles?
- g. Are there social structures to facilitate negotiation processes among the different stakeholders?
- h. Which is the level of information of men and women about the legal dispositions affecting their rights in general terms, and their access to and use of resources, in particular?
- i. Which participation spaces exist for men and women in community organization, and local and regional governments?

Technique:

Institutional diagram



Source:

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

Objective:

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

Materials:

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

Procedure:

1. Participants are divided into subgroups; they are asked to state the name of the community-involved institutions.
2. Participants are, subsequently, asked to classify the institutions in order of importance with respect to their involvement in community affairs. It is fundamental to recognize which institutions are the most important according to the opinion of the people, and which are respected and trusted by the community. To this effect, participants may be asked to draw on larger circles the most important institutions, and on smaller circles, by order of importance, the rest of the institutions or organizations. Paper circles of different sizes may be provided for this activity. Participants are then asked to indicate how these institutions interrelate among each other, by superimposing paper circles to indicate the existence of collaboration among them.
3. If participants have worked on the floor, then the most accepted versions should be carefully copied on a sheet of paper.

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CHAPTER IV

THE MANAGEMENT PLAN¹: FROM INEQUITY VISIBILIZATION TO EQUITY PROMOTION

The previous chapters have dealt with the identification and selection of a PA, development of the legal framework, and the need to identify the various stakeholders involved in the conservation initiative. Guidelines have also been provided for the elaboration of a participatory appraisal from a gender equity perspective. All of these stages provide a series of input and criteria to determine the most adequate management activities for the PA.

This chapter will specifically address the **process involving the elaboration of a management plan from a gender perspective (MPGP)**, which in itself constitutes a planning exercise. The proposal herein presented is based on social participation principles, and the ingredient that attaches a special color to it is gender equity.

The process and results of a MPGP in a PA should reflect a balance between the objectives and the guidelines involving management category, the interests and needs of local communities, and the various stakeholders.

MPGP seeks to make women and men assume a position about the conservation initiative, to analyze the positive or negative impacts of the initiative on their daily lives, as well as their impact on the PA, develop a vision about the present and the future, and assume individual and community commitments towards conservation and sustainable development.

This chapter presents a methodological proposal for the elaboration of a MPGP, which may be summarized in the following eight steps:

1 ____ Plan or program may be used indistinctly, according to country use.

Eight steps:

1. Management plan participants
2. Appraisal analysis
3. Development of objectives
4. Zonation
5. Conceptual framework and guidelines
6. Definition of programs and subprograms
7. Definition of schedules and resources
8. Equity promoting ideas



Permanent validation by the stakeholders is required throughout the entire process.

The process for MGP design requires open mindedness, willingness and patience. Usually, the facilitators are part of a team conformed by specialists from governmental offices, universities, and non-governmental organizations. The team may also be conformed by individuals who are familiar with the region, local authorities, PA managers, external staff and specialists on conservation issues.

Ideally, the facilitator team should have undergone a previous integrating process, as a result of which, everyone concerned is fully convinced and committed to the process involving the MGP².

Do not forget...

Development of a MGP is a slow process of successive approximations, where the process is as important as the results. The first step is gaining awareness about the local reality, making use of various participatory techniques to identify objectives, set goals and propose alternatives and solutions.

² — There are instances when external consultants are contracted to develop the management plan. In these cases, the consultants' terms of reference should clearly state that the management plan will be developed from a gender equity perspective.

The facilitating team should take the following criteria into consideration:

- PA residents possess different levels of “knowledges”. These knowledges are as important as the official knowledge. Thus, both points of view should be adequately linked, in order to make decisions whereby it will be possible to design an efficient and effective plan.
- There are groups or sectors with different interests and notions, for which reason a negotiation process should be undertaken to encourage the groups to voice their needs and find ways to meet such needs. These diverse interests may spring from economic, political or cultural groups, which—usually—enjoy a certain extent of recognition, but they may also spring from both, women and men, negotiating at an individual level. Thus, it will be necessary to generate capabilities and spaces for negotiation and addressing potential conflicts.
- A dialogue and negotiation process should take place among all stakeholders: among men, among women; among women and men; and among economic and political groups, to name a few.
- The participation of women and men should be balanced³. Women need support to learn to voice their opinions and concerns in public and negotiate their particular interests; and men need to learn to value the approaches voiced by women, in the understanding that both are valid. This process supports mutual recognition and respect; it is the basis of the democratic processes promoting representative decisions.
- Take into consideration the awareness process of local groups and authorities, to define strategies for the incorporation of women and men.

A process is not democratic when women are not recognized, are not present, or do not fully participate at all levels, or when their rights or dignity as individuals are violated.

When working with mixed groups, it is highly advisable for the MPGP to be facilitated by a mixed team, to gain the confidence of both, men and women. If the group includes indigenous participants, due consideration should be given to the cultural differences, including translation services, if needed.

3 ____ We are aware that the balance is a desired goal and that some times it is very difficult to achieve. In some cases it will be necessary to work with men and women in separate groups before having a community meeting. This will allow women to speak out in their own spaces as well as presenting some of their concerns as a group an not as a single individual.

There are instances when it is advisable to work with separate groups of men and women. The facilitator should keep in mind that gender education affects the manner in which men and women define their needs or problems. Women have been socialized to identify more easily the needs of other people: their daughters, sons, husband, relatives, or community members. Therefore, it is extremely important to probe deeply into the replies given by women about their needs, until there is certainty that their own needs have truly surfaced.

There are several mechanisms to secure the participation of women and men, that may be adapted to the style and procedures deemed most convenient for each PA. This chapter will not address these mechanisms extensively, but the reader may refer to Annex 3 of this book "Who is out there?", for a listing of the books, manuals and Web pages that include a wide range of methodologies, tools and techniques.

1 . Management plan participants: Are all the right participants present

and are these all there are?

To ensure that the management plan will be plural and inclusive, and that the various groups of stakeholders⁴ have been invited, it will be necessary to design mechanisms and techniques to work with all of them. These may vary and should be adapted to the socio-environmental characteristics⁵ of each group.

It is important to assess the groups' representativeness, as it is quite likely that not all of the population will participate in the process involving the development of the management plan.

It is necessary that...

The stakeholders' "social map" should be clearly identified, as the success of the management plan lies on democratic participation. Not all people have the same abilities or skills needed to participate in a conservation initiative. Thus, it is extremely important to make clear distinctions among the various groups of stakeholders, and ensure that all men and women have the opportunity of participating.

4 ___ Please refer to Chapter II.

5 ___ Reference is made to the socio-environmental characteristics of the groups because the cultures develop attitudes, customs, and practices associated with their own ecosystem. For instance, the communities residing in areas where there is a high rate of rainfall, develop drainage practices for their crops, whereas cultures having lower rainfall rates, develop irrigation systems.

There
are several
forms of
participation:

- *Direct participation*, where people voice their opinions, discuss, vote, work and assume commitments in a direct manner. These are basically individual representations.
- *Semi-direct participation*, where people delegate representation to others—relatives, friends, community representatives, a well-known person from the community—but maintain close communication with their representatives.
- *Indirect participation*, where people delegate representation on others—specialists, advisors, NGOs, political parties, the church or other institution—but never or hardly ever interact with their representatives in a direct manner.

When initiating the process for plan development, it is important to consider that the various forms of participation within a PA will be determined by different factors: size of the PA, management category, space distribution, socio-cultural diversity, among others.

There are communities where socio-cultural factors limit the participation of women, for which reason mechanisms should be created to promote greater participation equity, without disregarding community traditions. It is also important to consider ethnic and religious diversity, as well as their own particular participation mechanisms.

In many countries, laws and regulations clearly establish the criteria guiding the population's participation during the process for management plan development.

For example...

For example, in Mexico the law stipulates that.. "*the Ministry of Environment and Natural Resources (SEMARNAT), shall formulate not later than one year after the date of publication in the Official Gazette of the respective declaration, the **management program**⁶ for the corresponding protected natural area, by promoting the participation of the area's population, owners, and land concessionaires, other competent entities, state and municipal governments, including the Federal District, as applicable, as well as any other interested social, public or private organizations and individuals...*"

Source: Article 65 of the General Law for Ecological Balance and Environmental Protection, Mexico, 1999.

Other elements that should be taken into consideration when setting times for meetings are:

It should be mentioned that the plan would be developed through different methods, meetings, and consultations undertaken at different points in time. Therefore, the steps involved in the process and invitation mechanisms are steps that may be repeated as many times as necessary.

- Productive schedules (agriculture, fishing, harvesting), reproductive activities (meal times, children's chores, laundry), and community celebrations.
- Social relations (family, clan, among others), which at times are invisible forms of organization.
- Capability of the group(s) to hold meetings.

The people invited to meetings should be clearly informed about the objectives of the meetings, as well as the purpose and scope of their participation. Consultations should not be limited to "listening or gathering opinions", based on which decisions will be made at a later time by a small group of people. Just as impossible it is to expect all decisions to be taken collectively. The scope of participation of the various stakeholders in decision making, should be clearly established, and accepted by and acceptable to everyone concerned.

It is essential to take into account that the spaces for information dissemination and meeting arrangements, should be aware of the fact that women, men and the various groups do not necessarily have access to the same places, sources or information means. For example, female invitations may take place through the children's school notebooks; and in the case of youngsters, through recreational spaces such as dance halls or sports fields.

Time is of the essence, particularly in the case of women, since given the type of work they carry out in their household, there are many times when they are unable to attend meetings at the same hours scheduled for other groups. Consideration should be given to handling different schedules for different work subgroups. In addition, consideration should also be given to childcare, as there are many instances when women cannot attend the meetings because they have no one to look after their children.

2. Appraisal analysis: Where and how are we?

To begin the process for MGP development, we must first consider the information generated by the appraisal.

The facilitating team, together with the communities and stakeholders, proceeds to make an analysis of the information obtained. The end purpose is to set the foundations upon which the management plan will be built, but prior to this, stakeholders require information feedback, analysis and appropriation. The facilitating team should make an in-depth study about gender, without ignoring any aspect, regardless of how simple it may seem. Of the utmost importance is to understand the logic behind gender relations within a given environmental setting, particularly regarding the access, use and control of resources, the distribution of costs and benefits, and decision making about existing resources.

Following are some of the elements to be considered in appraisal analysis:

- Knowledge about the background and political situation of the stakeholders and the communities, and their implications differentiated by women and men.
- Knowledge about the ecological environment and present condition.
- Indication, in a clear and concise manner, about the gender situation prevailing in the protected area and zones of impact, with respect to living conditions; production of goods and services in the area; social standing; ecological, economic, productive and political aspects of the various social groups; existing organizations, and level of participation of women and men.
- Indication about the needs and demands voiced by the women and men of the community.
- Identification of regulations, patterns and legislation having a differentiated effect on women and men (country legislation and common law rights).
- Work division by sex among participating groups: Who does what regarding productive, reproductive and community work?, When and how is it done?
- To identify the patterns regulating the access, use and control of resources, goods and services, including the distribution of costs and benefits between women and men. Particular attention should be paid to those resources and services over which the PA conservation initiative expects to have a certain degree of impact.

- Reflect demographic trends such as: birth rates and migratory patterns of men and women.
- Inclusion of quantitative and qualitative data about power and subordination relations between the men and women of the participating groups
- Identification of the different forms of women participation (quantity and quality) in the decision-making processes at community level, at household level, and at the level of community organizations.

Several techniques may be applied to present the findings of the appraisal. Following are two matrixes that may be used. These matrixes are very important inasmuch as they seek to “make a cross comparison” between environmental, social and economic information.

RESOURCE: MANGROVES

¿What is there? Existing natural resources	¿How are they? ⁷	¿Who are present? Groups of stakeholders	Social gender relations ⁸		Implications for the management plan
			Women	Men	
Mangroves 250 ha.	<p>The height of the mangrove ranges between 4.50 m and 13.20 m; the average is 8 m.</p> <p>Density ranges from 600 to 3,800 trees per hectare.</p> <p>Over the past 10 years 50% of the area has been lost.</p> <p>Serious effects associated with water pollution caused by the agrochemicals used in the production of watermelons in the area.</p> <p>It basically consists of <i>rihizophora mangle</i>.</p> <p>A significant presence of mollusks at the mouth of the estuary.</p> <p>Mollusk overexploitation, resulting in an important loss of genetic material.</p> <p>The size of mollusks for extraction does not meet minimum commercialization standards.</p>	<p>Cooperative of coal producers.</p> <p>Independent woodmen.</p> <p>Group of women engaged in the extraction of mollusks.</p> <p>Women involved in firewood extraction.</p>	<p>Women's access to the mangrove for firewood extraction purposes is limited; there are no concessions in the hands of women.</p> <p>Women, together with boys and girls, extract mollusks; the entire production is sold to middlemen, who pay them only US\$0.50 per kilo.</p>	<p>They have the concessions for lumber extraction.</p> <p>They engage in fishing in estuary waters.</p> <p>They are in charge of selling the lumber and coal.</p>	

7 ____ Biological characteristics, resource status, inventories, status, ecological relations.

8 ____ It refers to the access, use and control of resources and the equitable distribution of costs and benefits.

SOCIO-ECONOMIC CONDITION OF THE LIVERPOOL COMMUNITY

Who are present? Groups of stakeholders	Socio-demographic area ⁹	Differentiated effect by gender		Implications for the management plan
		Women	Men	
Fishermen's cooperative	Number of people (75)	52%	48%	
	Illiteracy (70%)	80%	20%	
Indigenous council	Number of people (100)	80%	20%	
	Illiteracy (70%)	65%	35%	

9 ____ These areas vary depending on the data gathered by the appraisal.

3. Development of objectives: What do we want to achieve?

Upon completing the analysis of the information generated by the appraisal and determining the impact that the conditions highlighted might have on the MPGP, the next step is to develop the objectives of the plan. At this stage it is important to take up the objectives and the declaratory upon which the PA was based, as the objectives established for plan management must, necessarily, be in correspondence with the objectives established for the PA.

At this point it is worth clarifying certain aspects related to the scope of an objective and how it is worded.

The objective is a situation or condition expected to exist in the future. It should be reachable and realistic.

Two types of objectives may be defined: a general objective and specific objectives.

General objective

The general objective includes a broader and far reaching purpose. It defines the changes expected through the implementation of the conservation initiative, the situation that is expected to be reached. It should take into consideration gender differences and undertake activities to overcome inequalities and inequities, and have a broader and more integral impact.

Its wording should contemplate:

- Balancing out the interests of ecological nature and those affecting the people's quality of life.
- Expressing the equity-related changes the conservation initiative expects to promote in the PA.

Specific objectives

These are the accomplishments the PA conservation initiative expects to achieve as a result of the activities undertaken. It should be verified whether the specific objectives do, entirely, cover the purposes of the general objective.

*Therefore,
the specific
objectives
aim to:*

This is one of the most difficult steps, as it constitutes the link that connects the desired situation with the activities that will be undertaken to reach said situation. The specific objectives should clearly identify gender equity mainstreaming, both, language-wise (inclusion of women and men), as well as contents-wise.

At this time in MGP development, it is advisable to make a clear identification about the elements of change we wish to achieve, each of which may be expressed by way of a specific and as realistic as possible objective. The number of objectives developed will depend on management capability, the resources available for the conservation initiative, and the diversity of activities to be undertaken.

In most cases, it is advisable to either define certain specific objectives that address gender gaps, or mainstream gender equity into the conservation and sustainable development objectives.

- Propose the equity-oriented changes and transformations expected to be achieved in the relations between women and men.
- Define the conditions leading to the empowerment of women regarding the access and control of the resources and the equitable distribution of benefits.
- Reduce the poverty levels of women and men, through profitable and ecologically viable productive alternatives.
- Promote women's organization and their actual participation in decision-making spaces, thus, contributing to the democratization of power within the conservation initiative implemented in the PA.

When developing the MGP objectives, it is important for the women and men of the various groups of stakeholders to reach consensus about the objectives they wish to include, making sure that these reflect the needs and interests of both genders.

Care should be exerted throughout the entire process to ensure that these objectives are based on the two principles mentioned earlier in this document:

- Conservation as an equity promoting opportunity.
- Social equity as an indispensable requisite for conservation and sustainable development.

General objective

To provide the elements needed to conform and integrate strategies and actions towards the conservation, use, and rational exploitation of renewable and non-renewable natural resources, to guarantee the region's equitable and sustainable development.

Specific objectives

- To establish, define, systematize and prioritize the actions involving protection, restoration, research, education, legislation, regulations, operation, and financing that will be undertaken in the area from a gender equity perspective.
- To delimit, together with the stakeholders, the legal recommendations and dispositions that will be applied to the integral management of the natural resources existing in the protected area.
- To propose the coordinating mechanisms that will be enforced at a local, national and international level to manage the protected area in an equitable manner.

4. Zonation: area demarcation

There is no pre-determined model for PA zonation; area demarcation should be established in accordance with country legislation and regulations, and should be based on the characteristics and conservation status of the ecosystems, species, or natural phenomena to be protected, socio-economic aspects, and present potential uses and exploitation of natural resources.

*Some
zonation
guidelines
are:*

- To offer protection for representative habitats, ecosystems and ecological processes.
- To preserve some areas in their natural condition without human disturbance except for scientific and conservation purposes.
- To protect the natural and cultural qualities of the PA, allowing—at the same time—a reasonable spectrum of human uses.

- To reserve appropriate areas for certain human uses, to the extent that the effects resulting from such uses may be minimized.
- To separate conflicting human activities.
- To describe the area's resources.
- To describe the uses of the resources by sex, ethnic, economic group and age. This description should focus on present uses, although consideration should also be given to past uses and levels of use.
- To analyze by sex, ethnic, economic group and age, the costs and benefits about the limitations and opportunities of potential activities in the area.
- To define in an equitable manner the boundaries, objectives and conditions of use and entrance to the different areas.

Zonation is an instrument whereby the administrators, along with the stakeholders and communities, define the purposes of each PA sector as well as possible uses. Zonation may be determined through either a legal document, or a more informal means. What is really important is to disseminate it among all PA stakeholders. Below are some of the elements conforming zonation from a gender equity perspective:

- When establishing the uses, rules and regulations of the forest, land and other resources, an analysis should be conducted about the uses women attach to the resources, prior to establishing restrictions or prohibitions. Women should, likewise, be included in the allocation of firewood quotas for household activities, herb gathering for medicinal or food purposes, hunting or fishing for self consumption and low-scale commercialization.
- Women and men should be informed about the sanctions applicable to resource depredation, and should be included in surveillance and supervision tasks.
- When zonation involves the displacement of human populations towards other lands, women should be consulted and included in decision making, payment of indemnifications, as well as the selection of new sites, whether for productive, reproductive or community activities. This is particularly important when it involves relocation of human settlements, as women are also directly affected by this situation.

As a result of the resolution adopted by 15 states in India under the program for Joint Forest Management, for forest protection purposes, women had to walk an average of 10 kilometers to gather firewood in non-restricted areas. The resolution established severe penalties (public flagellation) for wood collectors in the PA. The result was that women accounted for 90% of the people punished (Sarin, M. 1995).

- The creation of income-generating alternatives for women should be guaranteed, either to compensate them for prohibitions imposed on activities previously carried out by them, or to improve their quality of life.
- When conflicts of interest arise and mechanisms are established to deal with them and make the corresponding decisions, particular attention should be paid to the inclusion of women, boys, girls, and the elderly members of the community.

Zonation may be undertaken through several techniques. One of the most common techniques is the elaboration of community maps identifying the different zones in accordance to use by the various stakeholders.

The work conducted at the Terraba Sierpe area in Costa Rica, involved poachers and illegal fishermen, as they possessed extremely valuable information about animal populations. There were many instances where the animal habitats pointed out by these groups corresponded to areas that were later classified as nucleus or restricted use areas.

Regardless of the technique used, the zonation process should clearly define the uses women and men make of the resources. This is essential to the inclusion or exclusion of these uses in the zonation. Particularly, because there are many regions in the world where zonation begins by making a list of permitted activities. The activities that are not permitted are excluded, and consequently, considered as illegal activities.

5. Conceptual framework and guidelines

It is strongly advised that a section outlining the theoretical basis and guiding principles upon which the MPGP is based, be incorporated into the written document resulting from the MPGP, such as sustainability, equity, participation, among others.

As a result, the document will be read in an agile and non-repetitive manner, there will be congruity in the guidelines proposed, and the people who were not directly involved in the plan's development process, will be able to find a clear and defined conceptual framework to correctly apply the guidelines contained therein.

6. Definition of programs and subprograms

Upon having defined and delimited the zones and determined the uses that will be allowed, restricted and forbidden, the next step involves a process whereby it will be possible to put into practice and achieve the objectives previously developed.

This process is undertaken by defining the components, programs or subprograms comprising large areas of activity, such as environmental education, research, training, population dynamics, and productive and community projects.

Because of their connection with the objectives, these subprograms vary according to the characteristics of each PA.

Subprograms describe the entire organizational system, where technical, methodological, administrative, and operational elements are integrated, including the conditions needed to execute the PA conservation initiative. At this point in the MPGP is where the strategies or work methods for the conservation initiative will be determined. The following question is asked: What has to be done and how will the work be carried out? And a definition is made regarding the participation of the various stakeholders and other people.

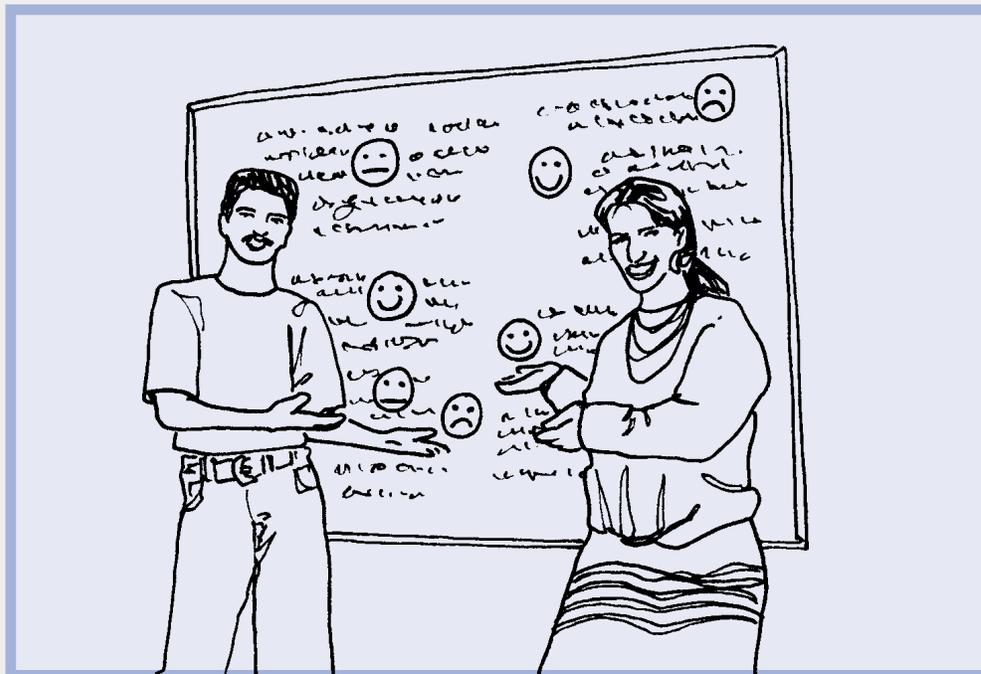


- One way to guarantee gender equity mainstreaming in subprograms, is for each subprogram to establish equity achievement responsibilities, clearly defined within the roles of their permanent staff, including the resources needed for implementation purposes. This will ensure that all subprograms will include activities to develop the potential of women, and establish relations based on gender equity.

- Of the utmost importance is to provide the technical and financial resources needed by the activities to be undertaken, including mechanisms to guarantee the participation and visibilization of women in the environmental, productive and social processes.
- As part of the resources needed for subprogram execution, efforts should be made to gain access to the technical resources and methodologies that facilitate the application of the gender equity approach. For example, systems to gather data disaggregated by sex, indicators to project and assess the presence of a gender equity perspective in the various subprograms, among others.
- The technologies, times, meeting places, and message dissemination forms selected, should be convenient and appropriate for women. This will enable the MGP to have a strategy to guarantee the participation of women, preventing them from being limited as a result of the socialization process.
- Subprogram development and implementation requires, at the very least, one person in charge of gender issues, with authority and decision-making power and resources, responsible for the provision of technical assistance, and monitoring and evaluation of the gender dimension. This is not incompatible with the stipulation to the effect that all members of the team in charge of the implementation of the conservation initiative in the PA, are equally responsible for its incorporation and application. There are instances where such personnel may be requested as part of inter-institutional cooperation in the region (offices addressing women-related issues, development organizations, poverty prevention programs, etc.).
- Setting-up of a gender unit conformed by the head of the unit plus those identified in each subprogram, acting as liaisons among subprograms and the person in charge of gender.
- It is essential to design gender sensitizing and training programs for all personnel, as part of a permanent effort throughout the execution of the conservation initiative.

After completing the definition of the subprograms, it will be necessary to specify how these will be implemented. This is generally done through the implementation of more specific actions or activities, such as the Annual Operating Plans. At this moment, it is extremely important to conduct an exercise for the purpose of prioritizing and selecting activities, ensuring that, in addition to promoting conservation, they also promote equity. This exercise may be carried out through the following technique.

Which is the most convenient solution?



How can potential activities or actions be identified through the various alternatives at hand to influence conservation and equity promotion?

Methodology:

1. Upon defining the subprograms, it is necessary to **identify potential actions or activities** to be undertaken. Creativity is essential at this stage. Action proposals should meet two requirements: first, to provide the answers to the problems identified, and secondly, to ensure that the solutions proposed promote equity or avoid inequalities.

2. Once the action proposals have been defined, it is advisable to request process participants to analyze the feasibility of the solutions proposed, based on the following criteria:

- **Equitable benefit.** Promotes an equitable distribution between men and women of the costs and benefits generated, breaking away from the traditional forms of resource control.
- **Increased income.** Improvement on the quality of life of men and women (economic as well as reproductive-wise).
- **Profitability.** Are there mechanisms through which local players may meet their economic needs in a manner compatible with conservation in the PA in question?, Should it become necessary, is there capital availability to undertake the investments required?, If necessary, do the local people feel confident enough to invest in income-generating activities?

- **Technical and social feasibility.** The solution is adequate to the community context and it is technically possible to implement it.
- **Life span.** What is the period of time required?, Is this a long-term solution?
- **Local resources.** Is there availability in the area of the human, natural and material resources needed to solve the situation?, If not, where will they come from?, And who will secure them?
- **Sustainability.** Does the impact on the natural resources contribute to conservation?, Will it be a long-term impact?, Can the stakeholders do it with little external assistance and continue doing it after the assistance is ended?
- **Participation.** Involves a large segment of the population, at least a sufficient number of women and groups of women. Does public appreciation promote the contribution made by women to community development, placing them in a social position similar to the position men enjoy in the community?, Are democratic power practices promoted within the groups of women and men, as well as in decision-making spaces?
- **Appreciation of local knowledges and experiences.** Good use of the knowledge and experience possessed by women and men about the use and management of natural resources, traditional knowledge about biodiversity, ecosystems, climate management, resource use and management.
- **Decision making.** Promotes the involvement of women and men in decision-making spaces under equal conditions.
- **Risks or threats.** What type of changes could occur as a result of the solution?, Will it be possible to face them?

3. Following criteria definition, the next step is to submit the various actions to the consideration of the participants, in order to select the action that meets with all of the selected criteria. A scoring system is used to this effect.



Sad (0 points): when it is a bad solution with regard to the criterion assessed.



Serious(1 point): when it is a fair solution with regard to the criterion assessed.



Happy (2 points): when it is good solution with regard to the criterion assessed.

Example

CRITERIA	ACTIONS PROPOSED	
	Acquisition of gear for organized fishermen	Improve aquaculture productivity
Benefits		
Increased income		
Requires external resources		
Is ecologically viable		
Promotes participation		
Score obtained	5	8
Priority	Less advisable	More advisable

It is worth mentioning that when there is no Management Plan in effect for a PA, and short-term conditions for drafting such a plan are unavailable, the work about gender equity may be started through the Annual Operating Plan or any other planning instrument in effect. The overall guidelines presented in this chapter may be adapted. In addition, there are tools and techniques at a project level that may be very useful for field work (please refer to Annex 3).

7. Definition of schedules and resource allocation

Upon completing the identification of subprograms and related activities, the next step is to determine the human, financial and equipment resources required, work out the schedules and determine the persons responsible for the actions. This last point is essential, since it will not be advisable to have a series of activities without the people needed for their promotion or execution.

It is also essential to consider the costs involved in the internal and external activities required for MPGP implementation. Thus, it will be possible to determine as accurately as possible the investment required and costs involved.

The schedule becomes the instrument through which it is possible to keep control of the various times needed for MPGP implementation, and compliance with the activities planned for objective achievement.

In a MPGP the schedule is an essential instrument to keep track of the actions undertaken within each subprogram, the progress achieved, as well as to determine the actions needed for activity follow-up purposes.

The management plan that has been drafted from a gender equity perspective, will be completed in this section upon reflecting the importance inherent to the allocation of human and financial resources for gender equity building throughout plan subprograms.

Necessary conditions:

- The PA technical team includes feminine and masculine staff equitably distributed **throughout** the most important areas of the management plan.
- The personnel selection policy considers gender criteria and assigns priority to people who are knowledgeable and sensitive to gender equity (for example, the program will not hire personnel who have been charged for household or sexual violence).
- The directors and field workers should be sensitive to gender equity.
- The PA has an on-going staff training process addressing gender equity issues.
- The allocation of at least 20% of the budget to explicitly guarantee actions leading to gender equity.

- The resources required for the implementation of the activities planned should be clearly guaranteed, or the ability to secure them should exist. Resource allocation should consider criteria related to rationality, contingency precaution, and the implementation of coherent and coordinated activities throughout plan execution.

8. Equity promoting ideas

The programs, subprograms and operating plans may include a wide range of new activities offering alternatives for employment, as well as personal and community development. This is an opportunity for equity promotion provided the participation of women, elderly people, and youngsters is encouraged and prioritized.

Following are some examples of activities. Consideration should be given to the fact that the implementation of some of these activities will require women to devote some of their time, for which reason it is essential to reduce or distribute their workload and avoid imposing an excessive burden on them.

a. Studies, scientific research and monitoring of species

In most communities there always are members—usually older women and men—who possess considerable knowledge about the area's biodiversity. Through previous training, they may be excellent specimen collectors and be able to participate in inventory taking activities, population surveys, and recovery of knowledge about the properties of medicinal plants.

Example

In a Belize PA, the women from fishing communities and retired fishermen attended a training course about the patterns of behavior of birds in a mangrove area. The incorporation of these community members has been extremely successful as a result of their detailed observations and records. They even come to know the birds in an individual manner (giving them names), and are extremely happy about their work, not only because of the money they earn, but also because they now feel they are participating in the protection of these species. They are also appreciated by the communities and are invited to visit schools for informal chats about their own experiences.

It would be most appropriate to incorporate into this activity the shamans, traditional doctors, or women who use these plants on a daily basis. medicinales.

There are many water, soil, or air quality monitoring systems and tests that may be carried out by community women, following previous training, without the need for highly sophisticated laboratories, (for example, level of hydrogen sulphide (H_2S), test to determine the presence or absence of [P/A], or analysis involving paper strips¹⁰).

b. Management of natural populations

There are some projects involved in management of threatened species or species which habitats have disappeared, that provide human populations with alternative income sources. Of particular importance are the projects providing opportunities whereby women and elderly people are able to participate in the benefits derived from such projects. There are countries where great success has been achieved through management of certain species, such as deer, crocodiles, butterflies, camels, elephants, fish, turtles, llamas, and alpacas, which redound not only in economic but also ecological benefits.

c. Protection, surveillance and administration

Women, boys, girls, and elderly people constitute groups with greater levels of permanence in rural areas. This characteristic allows them to participate in surveillance activities related to the control of end seasons, restrictions and quotas.

The incorporation of boys and girls since early childhood into conservation initiatives is highly advisable, as the ecosystems' recovery and restoration cycles are long, and quite possibly, during their youth years they will be responsible for the execution of these cycles.

Female technicians and professionals may carry out certain administrative tasks. Also, women may undergo training to acquire skills on data accounting control, management and systematization, resource administration, or relations with local authorities, etc. This aspect is further addressed in Chapter V, dealing with PA administration and management.

10 ____ For further information about these tests, please refer to "Guidance Document for Sample Collection and the Use of Commercial Presence-Absence (P-A) Tests for the Bacteriological Analysis of Drinking Water". Laboratory Services Branch, Ministry of Environment and Energy, Ontario, Canada, 1997.

Example

In Brazil, the women's association of Bahia de Sol, has undergone training about the steps required for IBAMA (environmental agency) registration. Through this knowledge, women are able to help the fishermen obtain the corresponding fishing permits, that are mandatory for rural populations involved in fishing activities (María Cristina Manshy, extracted from Yemayá, 1999).

d. Payment of environmental services that can promote equity

One of the issues under international discussion is the compensation for environmental services. One such strategy consists on charging users (at a local, national and even international level) for the services provided by the forests. Among these services it is worth mentioning carbon fixing or capture, and payment for forest-produced resources, such as water, among others.

This concept poses the challenge of undertaking equity promoting activities related to cash benefits received in return for these services. For instance, a commercialization strategy based on payments received for environmental services, might ensure that a percentage of the amount collected be allocated to indigenous and female farmers, as direct beneficiaries of this type of initiatives.

Example

The government of Costa Rica has promoted compensation payments for carbon fixing with some developed countries. The amounts received for these environmental services are transferred to the communities, in accordance with the total area of preserved, planted or recovered forests. The Minister of Environment, in coordination with its gender office, determined that a part of the funds obtained in return for environmental services, would be allocated to equity promotion activities among beneficiary communities.

e. Women's participation in fire prevention and control

Wildfire prevention and control of agricultural field burning practices are two of the most important prevention activities related to management of protected areas. For example, in Indonesia, Central America, and the Philippines, the women who live in areas adjacent to the PA as well as in the areas of influence, have been

formally trained to become part of the wildfire fighting brigades. Women are capable of promoting the replacement of agricultural field burning for other practices, participating in area mapping actions to control wildfire and agricultural field burning risks, and community training in wildfire prevention and control.

f. Environmental education

Most management plans include the environmental education component. The gender equity approach may be incorporated into this component in two ways: first, by including in environmental education programs considerations about how conservation initiatives in a PA represent an opportunity for gender equity promotion; and secondly, by incorporating women into the activities derived from this component. The latter would be more appropriate if environmental education is carried out through the use of all types of techniques, such as camp and field days, visits and informal chats.

g. Technologies to help reduce women's workload

Women's work shifts require devoting much of their time to activities which time and resource requirements could be considerably reduced. Some of the actions could be directed towards access to firewood, water, medical services (physicians' visits to the communities), childcare facilities, etc.

In some villages in Africa women have to walk up to 20 Km. To obtain water. In some cases this activities takes all their day. In Ndhiwa in East Africa a project introduced bicycle transport. This has reduced women's workload in two ways, men or older children are going to look for the water or even some women are using them. This means that there are saving time and energy that was earlier used unproductively for transport, on more productive activities or even spare time (Easter Africa Newsletter, April 2001).

h. Credit

Credit access is extremely important for female activities, where scarce, insufficient or inappropriate credit facilities hinder women's development, profitability and income. However, it should be recalled that because of their gender condition, women usually possess no assets, which fact—in turn—restricts their access to credit facilities. Therefore, consideration might, alternatively, be given to include in credit portfolios non-traditional collateral such as stoves, jewels, sewing machines, *huipiles*¹¹, etc.

11 ____ A *huipile* is an embroider blouse used by the indigenous women in Guatemala, whose price can be very high.

Example

There are some Moslem countries where prior to the wedding, the groom presents the bride with a certain amount of gold jewels. For credit access purposes, the women have worked out, together with the banks, a credit system that allows them to pledge their jewels.

i. Non-traditional activities

The ideas and beliefs about what is masculine and what is feminine is also reflected on the assignment of certain activities to men and women. It is common for professions and activities such as nursing, cooking, or secretarial work, to be assigned to women, whereas others like engineering and mechanics are considered as masculine activities. These stereotypes hinder modifying opportunity inequalities between women and men.

Women's participation in trades usually assigned to men is known as non-traditional activities. Some of these may be undertaken in a PA. For example, the tourism sector may well be a field for innovation in non-traditional trades, by training women in activities such as diving guides, vehicle driving through ecotourist trails, or boating and kayaking in coastal areas, parking lot concessions and other tourist-related services (such as renting of horses), restaurants, information modules, tourist shops, ecoshelter administrators, repair mechanics for boats, cars, and other vehicles.

Other options derived from projects connected to the productive use of resources, without affecting the ecosystems, such as plant collection for medicinal or commercial uses, such as the Bach flowers, potpourri or aromatic herbs, production of natural dyes, sale of ferns or aerial plants, the fibers and skins of marine species for handcraft production.

j. Enterprises involving recycling and organic products

There is a good account of women-operated recycling enterprises, involving collection, processing, and sale of products such as paper, aluminum and plastic.

Organic crops have gained popularity over the last few years, but require certification to increase market value. Women could undergo training and work as organic product inspectors; learn, develop and promote new practices to improve soil fertility through

the production of cover crops and composting; install women's enterprises for the production of organic input like fertilizers, fungicides, and biologic pest controls; women-managed cooperatives for organic products' commercialization, and restaurants selling organic food.

Example

By venturing into resource exploitation, an elephant park in Thailand is raising funds by manufacturing paper from elephant dung. The project was granted to a group of women from the Ayutthaya Park, located 80 km North of Bangkok, who extract and dry the fibrous pieces from elephant slops, for paper manufacturing, using the surplus nutrients as fertilizer. Women call this "golden slops" on account of the income they obtain from paper sales.

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k. Female concessions, permits, possession and inheritance

There are very few groups of women or individual women considered as concessionaires of forest or marine resources. The negotiation about this type of benefits is of the utmost importance for female participation under equal opportunity conditions. The same applies to land ownership or inheritances (inheritances go to the eldest son), for which reason it is essential to set up mechanisms to reduce these irregularities and promote legal modifications.

Women should be consulted and taken into consideration in cases of relocation of productive lands or housing areas. Mechanisms should also be established to guarantee that indemnification payments be equitably distributed within the household, ensuring the inclusion of female household heads, or female members responsible for land production (even if they are not land owners) in absence of a formal owner.

The permits, concessions and listings involving the legal use of resources and geographical zones should explicitly recognize the activities carried out by women, regardless of whether of a recollection or self-consumption nature.

I. Literacy campaigns

Development of literacy campaigns along with training on rights, legislation, gender, sexuality, and issues involving the appropriate and sustainable use of resources.

The guides for the literacy campaign that involve learning the vocal letters, words and phrases, should be strategically designed so that the messages used to learn to read and write be related to women's rights, non-traditional roles, violence prevention, resource access possibility, minimum collection sizes for certain species, fragility of the ecosystems, the role of flora and fauna in the food and reproductive chain, and reproductive health.

m. Other equity promoting activities

It should be recalled that gender relations are expressed at the individual as well as collective level. Whenever these relations experience modifications, important changes affect people's lives in many ways: regarding the distribution of household chores, arrangements between couples, relation with the daughters, sons and other relatives; income generation, social recognition, personal appreciation and self-esteem.

The incorporation of a woman into a conservation project to undertake an income-generating activity that demands spending time away from her home, may turn into a true revolution inside her household, deriving in conflictive situations or additional workloads. Thus, it is important that, simultaneously to the above-mentioned participation and training activities, actions be included to prevent and reduce the conflicts resulting from any situation that involves change.

Some actions are related to issues such as masculinity¹² allowing the development of new forms of relationship at both, household and community levels.

It is advisable to schedule meetings, workshops and campaigns aimed at reflecting and informing about issues involving intra-family violence, reproductive health, the rights of women and men, girls' and boys' rearing and education, and equitable distribution of household chores.

12 ____ The Notebook on Reflections on Masculinity-Related Issues may be consulted. "Gender Does Also Concern Men". Briceño, G. and Chacón, E. IUCN-Arias Foundation-El Productor. Ed. Absoluto S.A. 2001

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STARTING THE PROCESS

CHAPTER V

ADMINISTRATION AND MANAGEMENT OF PROTECTED AREAS FROM A GENDER PERSPECTIVE

The administration and management of a PA is generally under the responsibility of an agency¹ that is in charge of the Management Plan operation. In some instances, management is in the hands of a public entity, for example, the state or federal office responsible for national parks, natural areas or biosphere reserves; it may also be an office attached to the Ministry of Environment, or an institution specifically created for this purpose. Another modality is to assign management responsibility to a non-governmental organization, through an agreement signed between the NGO and the government; and there are other instances when PA administration takes place under a self-administered modality, under the responsibility of the community, which assumes full management responsibilities.

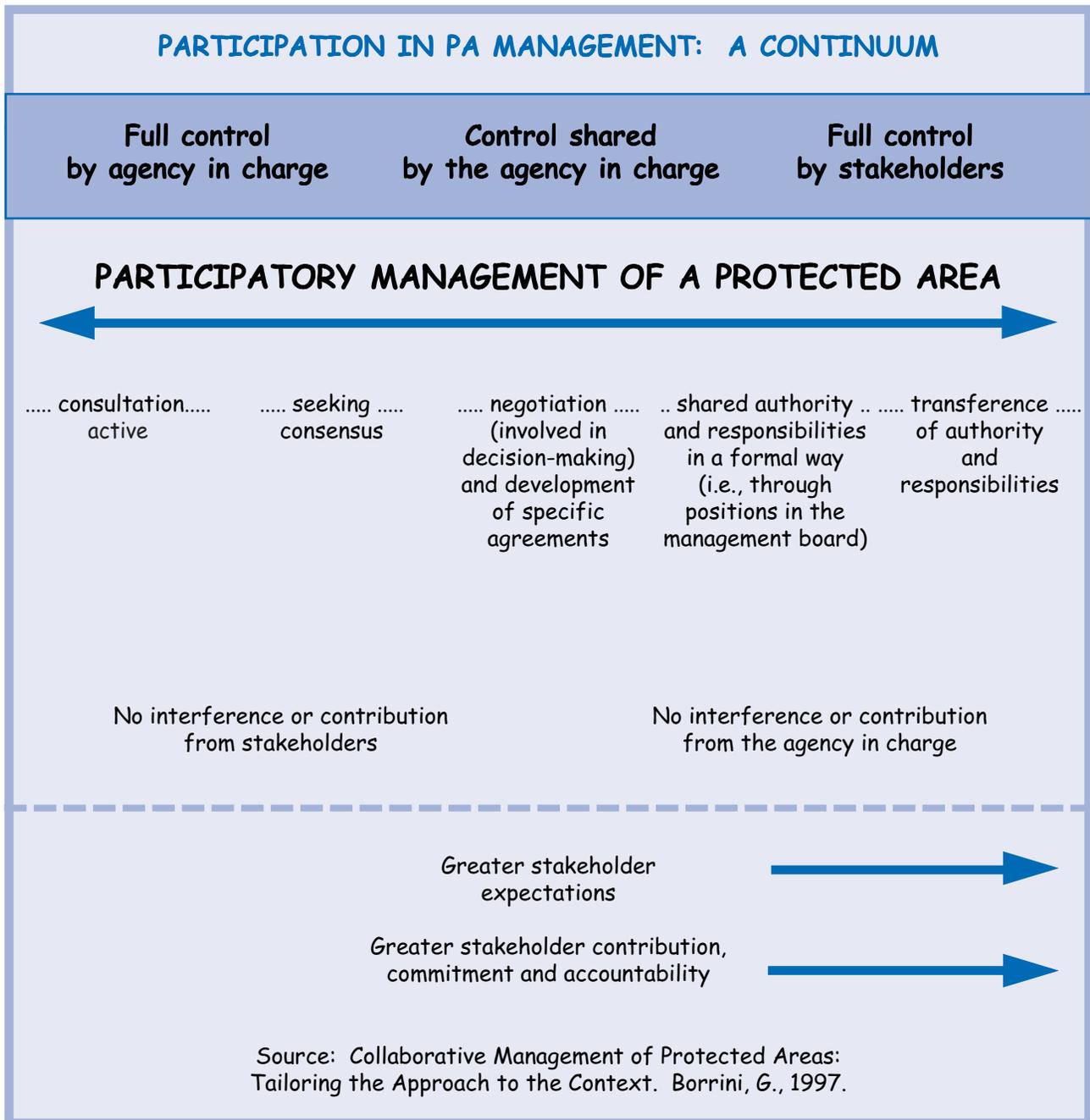
Management should be participatory, with considerable community and stakeholders' participation. It cannot be stressed enough that PA conservation initiatives will only achieve their objectives through equity and improvement of the population's quality of life.

"Management can be defined as the set of actions of political, legal, administrative, research, planning, protection, coordination, promotional, interpretative and educational character, which result in a better use and permanence of a PA, and the achievement of its objectives" (Cifuentes, M., *et.al*, 2000).

1 ____ The agency term will be used to refer to the entity responsible for PA administration.

The involvement of communities and groups in PA management, is a process that can be deepened as the Management Plan is executed. However, participation should not be viewed as a continuous or linear sequence. There may be instances where a community might consider that the best way to participate would be by sharing management responsibility with another agency, without expecting to attain full control.

The following diagram may be useful to identify the characteristics of the population's participation in the administration and management of a PA.



There are different management systems: administration in the sole hands of a government entity, co-administration between an NGO and the communities, management by a federal authority, private management of an area, and self-administration by the communities established in PA.

There are many criteria and conditions involved in the determination about PA management. For example, there are management categories and conservation objectives that may limit the level of participation. The communities' organizational level to take over management of an area, does also affect.

Nevertheless, there is increasing consensus about the fact that community participation is of the essence for a more effective and efficient PA management. One of the forms that is gaining wide acceptance in some regions of the world is **co-management**.

Co-management, is also known as participatory management; it is an institutional arrangement between the local users of a territory or group of natural resources or stakeholders interested in its conservation, and public entities responsible for the administration of these resources.

Co-management should not be understood as one single event. Co-management is not only about transferring PA management responsibility or part of it to a community group; it should be viewed as a process towards skill development, to enable communities to play an effective role in biodiversity conservation.

Based on the above characteristics, co-management constitutes an extremely feasible alternative to mainstream or integrate a gender equity perspective into PA conservation work. Since this type of management favors recognition about the various levels of "knowledges" possessed by men and women, (it is possible to visualize the differences and inequalities), skills will be developed to enable both genders to play a leading role in biodiversity conservation and sustainable development activities.

Co-management is based on the complementarity of the various players and institutions, to reach the common objective of preserving the natural resources and using them in a rational manner; as such, it focuses on the comparative advantages of the various players' capabilities, skills, knowledge and interests. That is, it entails the establishment of alliances where responsibilities, authority, rights, and duties will be shared.

Co-management does not necessarily mean the constitution of a legal structure, although it is advisable to formalize community participation through agreements or other legal mechanisms, in order to make an explicit recognition about the contributions to be made by the various community members and groups, including their participation in benefit distribution and decision-making.

Some negative experiences have turned co-management into some form of participation simulation. In the name of conservation and claiming the importance and fragility of certain ecosystems, non-governmental organizations that enjoy international support and have access to significant financial resources, have displaced communities from management and resource administration. Such type of situations entails the risk of transferring state responsibilities to an external group.

As understood in this book, co-management springs from a series of principles:

- The word co-management implies the participation of two or more players in the process. It is not about transferring state responsibilities to another organization or agency, but to **share** responsibilities and rights. It should be kept in mind that PA are part of a nationwide system governed by national as well as international regulations, which compliance is state responsibility.
- Co-management requires a process leading to decentralization, desconcentration and delegation of responsibilities, duties and rights. To carry out the work assigned, the necessary skills need to be developed within stakeholders. Thus, co-management should be viewed as a process for empowerment and capacity building, rather than a process entailing the transference of a certain amount of hectares.
- Co-management should not be viewed as a biodiversity appropriation opportunity for national and international environmental NGOs. NGOs should take over management of a protected area only on a temporary basis, while the communities located in or near the PA undergo the training process required prior to management take over.

- Co-management requires national policies that define the concept of co-management and its regulatory legal framework. The lack of this type of instruments has been the cause for excesses and abuses in the name of co-management, which have led to PA privatization by private enterprises.

In Canada, many of the areas proposed for conservation purposes include territories belonging to the Inuit (Eskimos) and the First Nations (other indigenous populations). For several years, the land claims filed by the Aboriginal People have been negotiated in and extra courtrooms. Currently, several participatory management agreements incorporate a detailed account of the results of the negotiations, and meet the specific needs of the various Aboriginal Populations and the protection of natural resources. Management Boards, involving representatives from government agencies and Aboriginal Populations, address all management-related issues, from long-term planning to daily activities. The Boards, established through legislation, have formalized the rights of the indigenous stakeholders to participate in management activities (Borrini, G., 1997).

Care should be exerted to ensure that co-management favors equity both, among stakeholders and between genders, as it is common practice to assign resource administration to previously organized groups, which are mostly or entirely constituted by men. Even though it is important to recover previous forms of community organization, instead of arbitrarily creating or superimposing structures, a full revision and restructuring of the groups should be undertaken to encourage women participation at all levels: as administrators, in decision-making spaces, resource operation and administration, evaluation and follow up. It is also important to invest resources and time to support the creation of women's organizations, to grant them legal standing to participate in this type of public spaces.

There are certain duties in co-management that may be delegated to community groups or members, or to other institutions, like local non-governmental organizations. To this effect, it is important to clearly specify the management activities to be undertaken, by who and how.

If the entire PA conservation initiative has been designed in a participatory manner, the stakeholders will already have been identified (please refer to the selection of stakeholders in Chapters II and IV of this book). Yet, when implemented, the plans will, most likely, require a certain amount of adjustment and accuracy, which should be undertaken in an open and transparent manner. The best way to define the distribution of tasks, responsibilities, rights and duties, is through the elaboration of a **co-management agreement**.

A co-management agreement should clearly stipulate:

The co-management agreement should—then—be based on accurate information; it should stipulate the development of common objectives and minimum solutions; it should establish the rules of the game, define the decision-making mechanisms, as well as the principles of association among the various groups of stakeholders.

- The territory comprised by the PA, its boundaries and zonation
- The duties assumed by each stakeholder
- The individuals responsible for each duty: persons, institutions, groups, and organizations
- The rights of PA residents and stakeholders
- The obligations of PA residents and stakeholders
- The systems and mechanisms involving decision-making
- The systems and mechanisms involving control and surveillance
- The methods and mechanisms for conflict resolution
- The methods and mechanisms for public information and consultation
- The Management Plan's monitoring, evaluation and revision systems

*Definition of
see
stakeholders
in Chapter II
and IV
of this book*

Example

During an initial meeting held to establish a co-management system at the Godam Forestry Area—which includes extensive bamboo plantations—a very serious conflict arose between the Bhanjda bamboo basket weavers and the Haryana Forest Department of Godam (HFD). The meeting was prolonged for five days, during which time HFD staff and community members addressed pertinent issues, assisted by a support team.

The Bhanjdas residents possess no land and are completely dependent upon bamboo basket production and the availability of fresh bamboo. Most community members are illiterate and are engaged in no other trade than basket weaving; furthermore, their product enjoyed good demand, for which reason they could not understand why they were required to modify their traditional activity. HFD has planned to grant permits for Bhanjdas families to cut limited quantities of bamboo during certain times of the year, but the field experts from the Forest Department felt that the villagers were violating the quotas assigned, which led to confrontations with the Bhanjdas.

The same group dynamics was followed during these five days: the field staff listened in silence to the community's Bhanjdas, but upon going back to the office, they questioned most of the demands expressed by the Bhanjdas. They insisted that the local people were dishonest. It was obvious that the conflict between HFD staff and the Bhanjdas had created such huge barriers that it was impossible to expect field personnel to stick to their traditional role of only tending to their own point of view. The support group, The Hill Resource Management Society, responsible for establishing the co-management agreement, returned over and over to the community to take a look at the demands and the responses to these demands. The support group found that HFD staff contradicted and rejected the demands of the Bhanjdas, right in front of them, instead of contributing new elements to be carried back to the community.

At the end of the exercise, during a meeting attended by a large number of community members, the chief of the HFD office read aloud the draft establishing the basis for the Co-management Agreement to be signed between the Bhanjdas Management Society and the Forest Department. The potential agreement did immediately create an optimistic reaction among the Bhanjdas and created expectations among HFD personnel. The Bhanjdas women assumed an active role during the discussion and committed themselves to the transformation of the conditions of the bamboo forest within a three-year period, provided the HFD did honor its own commitment. Upon seeing the Bhanjdas' change in attitude, the field staff also began changing theirs. Now, the Bhanjdas are clearly interested in having the support group follow up on HFD agreement compliance. They have, finally, been able to understand that to keep this change in attitude, both parties need to honor their own commitments. The Haryana Forest Co-management Program was legally constituted in early 1990 (IUCN 1997).

In spite of the gender equity advantages posed by the co-management model, this does not imply that other management systems cannot contribute to build more equitable and ecologically sustainable societies. What is most important is political will and disposition by the management agency to address the issue.

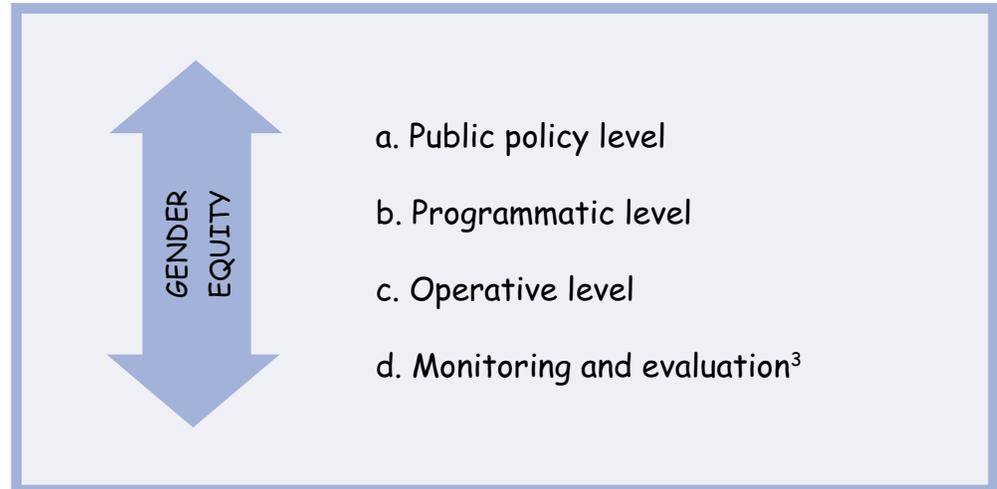
On the other hand, gender cannot be tackled only at the level of actions and strategies for the stakeholders (external). It also entails taking up and promoting a series of requirements and conditions within the management agency itself.

The need to adjust the policies or strategies and the internal structure of the organizations responsible for PA management, stem from an **ethical** demand to secure democratic and equitable workspaces. It also stems from an **operative** demand, given the fact that, without undertaking an internal change process, the structure of the organization or agency will become a straight jacket that will hinder the successful implementation of equity-related efforts. It does, ultimately, correspond to a demand linked with the management agency's **projection** towards the promotion and development of local and community structures involved in PA management, whereby the latter will be allowed to create equity-related spaces.

1. Management based on gender equity²

A gender equity policy within PA management entails adopting a set of principles, actions and measures logically, continuously and systematically structured, and aimed at achieving more equitable relations between women and men within the management agency and its areas of influence.

These should cover the following levels:



Explicit commitment that the PA conservation initiative will contribute to promote gender equity

a. Public policy level

The **Management Plan**⁴ is the instrument whereby management guidelines are established. It should outline the strategies for a PA conservation initiative to promote gender equity. The commitment about gender equity promotion should be explicitly expressed in the Plan. If the Plan was not elaborated from a gender perspective, it should be reviewed and corrected. If at all possible, a gender-based participatory appraisal should be conducted, and restructured according to the guidelines stipulated in Chapters III and IV of this book.

2 ___ This section was built from Module 7 of the "Towards Equity" series. Blanco, L. and Rodríguez, G. **Practicing What We Preach: Toward Administration and Management with Equity**. Ed. Absoluto S.A. -IUCN- Arias Foundation. San Jose, Costa Rica. 1999.

3 ___ Given the importance of this level and the analysis required, this subject is addressed under Chapter VI, Monitoring and Evaluation Systems.

4 ___ The term Program or Management Plan is indistinctively used in many countries; we have selected Plan because of its broader scope.

There are some countries where environmental legislation or public policies formally establish gender equity promotion. For example, the Ministries of Environment of Mesoamerica have endorsed policy declarations and drafted action plans. These guidelines should be taken up in both, management policies and PA plans.

When due to limitations of a financial, human resource or any other nature, it is not possible to carry out an extensive revision of the Management Plan, it is advisable to draft an Annex document or *addendum* explaining the commitment towards gender equity promotion and the corresponding action plan. This document should explain the actions and measures to be taken, and stipulate time schedules, responsible people and resources; and it should be incorporated into the Management Plan and bear equal legal status.

Do not forget...

The addendum "Commitments and action plan to incorporate the gender perspective into the Management Plan" should contain:

- **Objectives.** General and specific, for the short, medium, and long term.
- **Strategies or programmatic lines of actions to incorporate the gender equity perspective.** For example: implementation of a gender information system; increased number of women who participate in decision-making; implementation of institutional procedures to promote the gender equity perspective in PA; elaboration of conservation projects for women.
- **Activities.** One or more activities should be incorporated into each strategy or programmatic line of action. For example, to implement an information system, the activities scheduled might be: bibliographical revision of information systems from a gender approach; training courses for the staff of the management agency and the stakeholders, and design of techniques for gender data gathering (questionnaires, interviews, surveys, focal groups).

- **People responsible, resources and time schedules.** There should be a person responsible for each action. This individual should be provided with the resources needed to carry out the new activities, and time schedules should be determined for each one. Care should be exerted not to assign the activities to women under the assumption that they are capable of carrying out the tasks just because they are women, as well as to ensure the activities do not overburden one single person or group of persons.
- **Resources.** Since the gender equity perspective was not originally included in the Plan, quite likely, there will not be availability of financial, human, and material resources for the new activities. It will, thus, be necessary for each area to reallocate some of their resources to this activity, simultaneously undertaking actions towards securing financial assistance, which may also become part of the action plan.

b. Programmatic level

Setting up the management agency

The management agency is the entity responsible for Management Plan execution. This responsibility is generally assigned to a government institution, which, under a more participatory plan, delegates some of its duties and authority on other stakeholders.

The operation of the management agency should facilitate relations, communication, responsibility distribution, duties and tasks among all work areas involved. Its organization chart should be clear and vastly discussed with all personnel. This will be of great help to enable any employee from the management agency to provide any information requested by the communities and groups, and establish coordinated and collaborative working relations.

Often times, women do not hold management positions within PA management agencies. In the case of Central America, women, who also have less access than men to these posts, coordinate less than 3% of the PA. This is due to the opportunity inequalities prevailing for top-level positions, but also because the duties and work places of protected areas management agencies were chosen without taking into consideration gender differences. Thus, the place of residence, time schedules, and conditions under which the management agency will operate, should be determined considering gender differences as well as the opinion and needs of the women who may be capable of filling these positions. It is also necessary to undertake **affirmative actions**⁵ towards facilitating women's access to these management positions.

For example, in Bahuaja-Sonene the evident presence of women as former park directors, park rangers, health care promoters, served to dispel the general idea that protected areas are located in areas too remote to attract professional women (IUCN, 1997).

There are a series of initiatives that could be promoted to incorporate gender perspective within management agencies. Some of these are:

- Appointment of a person responsible for gender issues or a unit specialized on the subject
- Hiring a gender consultant
- Mainstreamed assignment of responsibilities to all team members

Below is an account of some of the advantages or limitations of these solutions

By appointing a person responsible for promoting the gender equity perspective within the PA conservation initiative and the execution of the Management Plan, it is possible to shift from intention to actions, as this provides permanence to the subject, makes it visible, and makes it possible to address the subject in a professional manner. However, the person in charge of the gender area may be confronted with the risk of being isolated or excluded

5 ____ Please refer to the Glossary.

from essential activities of the Management Plan, or not having the budget or staff needed to carry out the duties, or having a very low hierarchical position in the organization chart, as a result of which facts, she/he will be unable to exert any influence on the remaining components of the Plan. It may also happen that the gender topic is assigned to a female team specialist simply because she is a woman, without—necessarily—verifying whether her gender specialization is appropriate, or assuming that gender equity is an issue which only concerns women.

This situation might result in the gender specialist becoming overburdened with work to prove the importance of the subject, or having to deal with a demand far beyond the budget and human resource possibilities. This gender inequality may create radical reactions on the part of the appointed person, which are likely to result in attitudes of rejection by the other technicians. However, the presence of a gender responsible person could constitute the driving force needed to promote gender equity, provided the existing limitations are overcome, a gender knowledgeable person is assigned to the position, adequate budget and staff are allocated, and she/he is vested with authority and influence over other areas.

When hiring a female consultant or a group of gender specialists, these usually conduct high-quality research, appraisals, reports or work plans. Unfortunately, though, even if the consultant or group of specialists are hired for successive periods, they will remain as external advisors and will not interact in a permanent way with the dynamics of the PA work and team, let alone with the communities and stakeholders.

The third option, related to the mainstreamed assignment of responsibilities to all team members, may be theoretically valid, but discouraging in practice. Experience has shown that, without first creating specific mechanisms, delegation to the entire team will end up becoming everyone's and no one's responsibility, and, consequently, falling into general oblivion. This type of alternative could be appropriate when there are previous experiences and all personnel as an integral part of the activities and work areas have already adopted the gender equity perspective.

The simultaneous implementation of several of the above-mentioned strategies would be quite advisable. For example, hiring a specialist responsible for gender issues, with full participation in decision-making spaces, and appointing gender responsible personnel within each of the work areas. Thus, there would always be a top-level individual responsible for gender promotion, supported, at the same time, by a representative team at the level of the organization responsible for PA management.



*Conformation
of a team*

The conformation of the PA management team does also bear great importance. An adequate balance is recommended among professionals, technicians, and operating personnel from the various fields of activity, particularly with respect to economic, social and cultural aspects, on one hand, and physical, ecological and biological aspects, on the other. But this is not enough; equitable management of human resources is a process that goes beyond the delimitation of personnel responsibilities. This action approaches personnel from the premise that each person is a key resource with particularly valuable characteristics. At the same time, individual responsibilities and knowledge are only one piece of a broader team, for which reason, overspecialization should not be favored, as it would hinder adequate levels of communication among the various team members.

At the time of conforming a work team, care should be exerted to avoid feminine undervaluing with regard to the people who will work for the management agency. Undervaluing women's capabilities and qualities is not always conscious, and may seem natural or as an existing situation.



*Do not
forget...*

Work division by sex where productive tasks are generally assigned to the men and the reproductive tasks to women, tends to be reproduced when women join the labor force. Thus, preference is given to hiring women for tasks involving cooking, cleaning, certain administrative duties (secretaries, special events' hostesses and workshops), with low salaries, in positions with very little decision-making power, and little social prestige. Instead, men are hired for high-ranking technical, specialized operational or administrative work. Obviously, this generates and reproduces inequality. The incorporation of women and men into non-traditional jobs (in other words, jobs that are usually assigned to men), has shown that women are capable of successfully undertaking many of these jobs. However, there is great need for certain affirmative actions, such as training, including training in non-traditional trades, to encourage women to incorporate themselves into the labor marketplace.

It is important to undertake constant revisions about certain aspects that result in discriminatory situations.

In Punta Allen, at the Sian Ka'an protected area, there is a sense of urgency to turn fishermen into tourist guides before the coral reef becomes extinct. A tourist guide course has been developed to learn English and other skills. One woman attends the course, even though she was not a fisherwoman, she was accepted because of her personal charisma and desire to participate. She has become an important role model for other women. Women breaking away from traditional roles are sometimes pointed at with pride and others with consternation. They are agents of change (Rojas, M., 2000).

For instance, in Mexico, there is great salary discrimination in certain positions and fields of activity. This discrimination is measured by comparing the income received by men and women for the same job, with similar qualifications, and working the same number of hours. The value of the discrimination rate indicates the extent of the change to be undertaken for salary equity purposes. Thus, the income of women industrial supervisors should be increased by 103.4%, the salary of women art workers by 138.8%, the salary of women public workers by 45.1%, the salary of women farmers by 49%, the salary of women handcrafters by 29.9%, the salary of women agricultural administrators by 37.9%. Salary discrimination rates in Mexico reflect that out of the 18 trades analyzed, in 14 occupations the salaries obtained by women were lower than men's, whereas they earned more in only four trades; of these, women's participation was quite insignificant, and the fourth covered housemaids, where women earned 5.9% more than men (INEGI, 2000).

- **Personnel selection and hiring.** PA management has proven how convenient it is to integrate community members to management tasks, including instances when they are directly hired to work for the management agency or related activities. Such hiring should include men as well as women, so that both may have access to the benefits of new jobs. The hiring process should clearly state that it is directed to both genders to avoid appointing women to certain positions only.
- **Salaries, responsibilities and promotion policies.** The differences prevailing in the income earned by women and men do not only stem from the fact that men occupy positions of higher hierarchy and salary level. It also happens that women obtain lower salaries even when carrying out jobs that are similar to those of the men. The equity principle (equal salary for equal work) is, thus, disrupted. It is useful to make salary comparisons by gender, and should the differences be significant, an analysis should be conducted in order to take the necessary steps to bring salaries to equal levels. The same process is applicable to the assignment of roles and promotion policies, ensuring the latter are available to men and women alike.

- **Support services, working conditions and schedules.** A gender-sensitive organization sets up mechanisms to resolve the productive and reproductive tension experienced by its staff. The effects of traditional roles place greater tension on women, for which reason women deserve special attention, until such a time when changes are made to the practices related to work division by sex, and a more equitable scheme of household responsibilities exists between women and men.

It also is essential to take into account the conditions under which many men work in the PA. For example, there are park rangers who live in the area for extended periods of time (22 days of work and 8 days of rest). Throughout various workshops, men have stated that this poses serious limitations to the relations with their sons and daughters, as they see them very little and are unable to take an active participation in their education or be there when needed. They have also stated this isolation affects the relation with their spouse/partner.



Take note of...

A gender-sensitive management agency should recognize women and men as "couples", "fathers", "mothers", and members of a family with specific requirements. Support should be provided to women and men to ease the burden posed by the reproductive workload. Yet, it is not only material conditions that should be considered; just as important is to promote an institutional policy based on mutual respect and the recognition and incentive about each other's virtues. Following are some gender-sensitive indicators for an organization:

- The materials disseminated throughout the institution show respect for women.
- Facilities such as bathroom and childcare are provided.
- There are procedures in place to prevent and sanction sexual harassment.
- Women and men do not pull practical jokes about the other gender.

- The diversity of styles between men and women is viewed as organizational strength.
- Spaces are facilitated to promote the development of caring relations among the workers' families.

- **Training activities for the staff of the management agency and the stakeholders.** Gender equity mainstreaming demands establishing gender equity as one of the guiding principles of a PA conservation initiative. However, the formal adoption of this principle is not sufficient; a gender-sensitive team is of the essence, resistance- or prejudice-free, and with a thorough understanding about the gender-sensitive actions to be undertaken. Three dimensions of training can be identified: training aimed at sensitizing personnel on gender equity matters; training on practical techniques to make operative the gender perspective; and training to specifically provide support to female personnel, i.e., to assist women to increase their technical capabilities.

c. Operative level

Communication and information as essential tools for participation

The population should be informed about the conservation initiative undertaken in a PA, including knowledge about and access to the Management Plan, to be able to assess the advantages and disadvantages posed by the PA conservation initiative, and to learn about potential forms of participation.

There are times when people are not aware that they live in a protected area, ignoring, thus, existing restrictions about the access to or use of resources, as stipulated by the Management Plan, the alternatives that will be promoted, and the future opportunities for participation. It is not enough to inform the community's organized groups or those carrying out remunerated economic activities. The information should reach the entire population through adequate communication means.

To disseminate the project about "Non-Timber Forestry Products" at the Cachoeria reserve in Brazil, a meeting was held at the site where the first health care post and the first school had been built, and where most of the population belonged to either the labor union or the Cooperativa Agroextractivista de Xapuri (CAEX). In other words, the conditions seemed ideal for discussions about the model for an exploitation-related reserve. However, Francisco said that, "The representative explained everything but I did not understand anything. He repeated it twice and then asked if anyone understood what he had said. Everyone said no" (Pontificia Universidad Católica de Perú, 1997).

The communities and stakeholders are not homogeneous populations, for which reason the communication and information methods cannot be alike for everyone. The project should ensure that all women receive the information. It should be recalled that the women, boys and girls, and the elderly are also users and managers of natural resources, and potential participants in a management plan. Key questions asked:

- a. Is the population informed about the conservation initiative and Management Plan for the PA?
- b. Which stakeholders have been involved the most?, Within the stakeholders: Who has participated more actively?, Have women, native populations, elderly women and men, and boys and girls been informed and involved?
- c. Are the groups involved in management activities or are they part of the management agreement?, What type of relation is established with the groups that are not directly involved in management activities?
- d. Which are the groups' formal and informal mechanisms to convey information?, Are these mechanisms used to inform about the PA conservation initiative?

The use of certain techniques for public information and dissemination may be especially appropriate to reach certain groups.

*Following
are some of
these
techniques:*

- **Workshops and public information meetings**

As many workshops and public meetings as necessary may be organized, depending on the size of the population and the diversity of the stakeholders. The presence of a gender-sensitive facilitator with experience in group facilitation is recommended. The invitation for workshop attendance should explicitly include women, and the design should be planned in agreement with the participants. The workshop objectives, date and place, duration and time schedule, will be determined.

Should there be opposition among certain groups or persons about the participation of women, it might be advisable to

schedule workshops exclusively for women, at the places and spaces where they meet: school meetings, health clinics, churches, etc. Other obstacles for female participation may be the schedules, lack of childcare facilities, the language in the case of indigenous communities, the characteristics of the facilitator, and clarity regarding the usefulness of the information to be received. To overcome such obstacles, consideration should be given to scheduling simultaneous workshops for male and female adults and boys and girls, making available children care services, setting workshop hours in line with the routines of the women and

In a small village within the protected area of La Encrucijada, Mexico, a public meeting was called for the evaluating team of the Parks in Peril project, which was attended by male fishermen only. The women were working somewhere else. As stated by a woman "Many programs lack female participation. Several members of the staff do not talk to us because we are women". These barriers are extremely common and there are strategies to address them (Rojas, M., 2000).

other groups, making translation services available, preferably by a member of the community, and inviting the women or groups of women to participate in the workshop in question.

- **Audiovisual presentations and signposting**

The preparation of audiovisual material such as slides or videos are good workshop aids and help to tackle certain communication problems, particularly when there is a high level of illiteracy among participants. It should be recalled that female illiteracy rate is higher among adult populations, and that there is less female bilingualism in local populations. The materials should be prepared in a very didactic manner and translated into the native language, if necessary. The problems needing solution should be specified, including the manner in which the solution will benefit the community and the women. The population should identify itself with the images presented in the audiovisual material, keeping in mind that women should be present in them; gender stereotypes should be avoided as well.

Throughout a vast strip of semi-arid land in Kenya, inhabited by Masai communities engaged in grazing activities, the Management Plan for the Elangata Wuas Ecosystem was implemented. The objective of the plan was to promote new practices aimed at a sustainable use of resources. In the hope of strengthening women's capability for discussion and participation, as well as to learn about their problems, the program decided, in 1993, to apply a new technique called "photographic evaluation".

The exercise consisted on asking small groups of women to discuss about the positive and negative aspects of their lives, and then take a few photographs to represent such problems. Cameras were provided to groups of four women each. When the photos were developed, two sets were made: one for the group of women and the other for the Plan's team. Each group explained to the promoter the reason for taking each particular photograph. Subsequently, the groups got together and discussed the results. The photos were mounted and the women recorded their comments about them. The group that best represented the negative and positive aspects through the photographs received a small prize. The discussion was taken from groups of four to groups of 20 women. The women were handed printed photographs to take home and show to visitors, which action originated much discussion.

Finally, the best photos were used in Plan meetings with other participants, both, women and men. Ever since, photo display is used in Kenya, Germany, and other countries. Many people have been surprised about the quality of the photos taken by women who had a camera in their hands for the first time (IUCN, 1997).

- **Placing signs and signposting**

The provision of visual and written information is a massive dissemination mean that may contribute to awaken the population's interest and awareness. For example, marking the boundaries of the PA, the buffer zones, and the areas of restricted access or use. It may also include information about endangered species, species needing protection, and practices that should be encouraged or eliminated. This could be accompanied by the installation of modules or information tables located at much frequented places, including the sites attended by women and children.

- **Other effective information methods**

Street performances, musical events, puppets, clowns, etc. Some communities have a community radio station that may be used for information purposes or to include informative messages in popular and high-rating radio programs. Itinerant shouting, mural newspapers, and banners are means that may be more effective than a formal meeting and complement the dissemination task.

At the Annapurna Protected Area a "mobile camp" was included as part of the education and extension program. The purpose was to create awareness about various conservation-related issues. There are two types of "mobile camps". A special one is set up every year during the time of low agricultural activity. Camps include a wide range of disciplines and a complete team of specialists to address subjects like forestry, alternative power, tourism, community development, women's development, and conservation. Other types of camps are directly involved in addressing specific subjects or responding to specific needs as they emerge (IUCN 1997).

- **Creation of an advisory committee and a gender equity promoting team**

The constitution of an advisory committee conformed by representatives from the various stakeholders, may be extremely useful to establish a liaison mechanism with the community, as well as to gather the proposals and opinions in connection with the implementation of the Management Plan. The creation of this body should be duly stipulated in the management agreement, and it should preferably include people who have no direct participation in PA management, for external point of view purposes. The duties of the advisory committee are:

- To act as the communication channel between the community and the management agency
- To promote participation of the various groups in PA management activities
- To receive from the various community groups complaints, suggestions or requests about Plan implementation
- To conduct regular evaluations about the execution of the Management Plan
- To propose adjustments, modifications and improvements to the execution of the Management Plan
- To participate in conflict resolution and surveillance tasks

Together with the advisory committee a **gender equity promoting team** may be appointed to promote the participation of women, represent their interests and verify that the actions and policies established in the Management Plan or the *addendum* for the incorporation of gender equity, are effectively undertaken.

The gender equity promoting team may operate in a formal or informal manner, as it may seem convenient, in accordance with the

The participation of a local NGO with experience in gender issues, could be extremely useful when there is no previous experience or there are signs of resistance by the community, the management agency, or certain stakeholders. The NGO may be part of the promoting team and provide assistance about gender-sensitization activities, but always working jointly with community women and men.

conditions and spirit of the community and the stakeholders. It should be conformed by persons who show interest or willingness or persons identified with the implementation of gender equity policies, and its activities should relate to institutional management in coordination with the management agency. The promoting team may include both, women and men, and among its duties is carrying out workshops about gender awareness issues that include masculinity.

In practice, women's participation and organization have been strengthened by:

- Promoting women's organizations
- Promoting women's participation within community organizations. Both entail advantages and disadvantages

The advantage posed by the participation of women in their own organizations, is that these open a space for women to discuss and analyze their problems and needs with greater freedom, and gain strength for an active participation in community, local and regional structures. Women's groups also are an opportunity to strengthen their own self-esteem. Among the disadvantages is the fact that, due to predominant customs and values, community men, technicians and other women, might feel distrustful about the groups of women, and isolate, criticize or relegate them to unimportant tasks.

Strengthening women's participation within community organizations has the advantage of incorporating them into the major development activities undertaken by the PA conservation initiative, as a result of which, they might be included in the decision-making process. However, community organizations are not always willing

to allow women to participate in their hierarchical structures or the decision-making process. Women are hardly ever elected to community boards of directors, as a result of which, quite frequently, their interests and expectations are not represented. In addition, women themselves have no confidence on their leading abilities, or feel that these are male tasks and responsibilities.

The most convenient form of participation should be determined on a case-by-case basis. The promoting team should make sure that men and women have equal opportunities to participate in the activities carried out when the Management Plan is implemented.

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CHAPTER VI

IMPLEMENTATION OF A GENDER-SENSITIVE MONITORING AND EVALUATION SYSTEM FOR EFFECTIVE MANAGEMENT OF PROTECTED AREAS

The PA system is currently going through a critical stage, as it is facing the need for conservation initiatives implemented in protected areas to show effectiveness and objective compliance.

Management effectiveness is considered as the set of actions through which, based on particular aptitudes, capabilities and competences, it is possible to fulfill in a satisfactory manner the role for which the protected area was created (Cifuentes, M. *et.al.*, 2000).

As stated by Cifuentes, M., *et.al.* (2000), it is necessary to determine the progress and achievements made through the actions, processes and activities to perpetuate PA, the weaknesses found over time, as well as the problems or critical issues that should be addressed in order to achieve either an adequate PA management or a PA system. The answers to these questions are not simple; they may arise from or nourish through a periodical, objective and participatory monitoring and evaluation system of management components. To this effect, methodological proposals are needed to provide adequate information not only to tackle management problems and weaknesses, but also to propose new alternatives.

To reach this end, one must recognize three elements that have had a negative influence on monitoring and evaluation processes.

1. Generally speaking, the various activities undertaken in protected areas (research, tourism, fishing, forestry, economic assessment of resources, livestock, harbor and oil activities, among others) have been monitored and evaluated from several perspectives. Some are quite "scientific", like, for instance,

those focused on the physical and chemical conditions of water and flora populations; other approaches are of a "productive" nature, primarily based on quantitative data like the number of vehicles available in the PA and percentage of visitors.

2. Monitoring and evaluation have been viewed as activities carried out by "external specialists". These specialists are usually incorporated at the end of a process and are not necessarily an integral part of the PA conservation initiative. This stereotype has also marked the fact that the various social players are unable to participate, as monitoring and evaluation are considered activities of such complexity that only specialists on the subject should undertake them.
3. The ideas about monitoring and evaluation are influenced by experiences focused on a conductivist approach based on good and bad, or praise and punishment. Therefore, they are not understood as processes involving achievements and difficulties, progress and set backs, which should be taken into consideration for the incorporation of timely and pertinent modifications.

Thus, efforts should be made to move forward towards a full understanding about the concept involving monitoring and evaluation of PA effectiveness as a dynamic and participatory process, that is an integral part of the work conducted in a PA.

According to Hockings, M. *et.al.* (2000), three components¹ are necessary for effective PA management:

- **Issues concerning the design of a particular site and the protected areas system**
Among some important elements are the size and shape of a specific PA; the existence of buffer zones and links between protected areas; ecological representation; and appropriateness of PA to achieve their stated function.
- **Appropriateness of the administration system and its processes**
Looking at how management is conducted and how well management is responding to challenges, including, for example, aspects of planning, training, capacity building, equity promotion, social relations and implementation. This component looks both at whether there is enough management and at whatever management process and actions are appropriate.

1 _____ The authors have incorporated into these three components elements whereby it is possible to make visible the importance of gender equity.

Through the utilization of this conceptual framework about effective management, it will be possible to:

- **Delivery**
Assessing whether PA are achieving their stated aims. Assessments include biological aspects (for example, whether key species are surviving, recovering or diminishing), and social aspects (such as recreational uses, attitudes of the communities adjacent to a PA, equitable distribution of costs and benefits, stakeholders' participation, or co-management promotion). A well-designed protected area, with capable and committed personnel, will not be able to achieve its objectives if, for example, poachers are depleting species, or if the communities adjacent to the PA make no efforts to improve their quality of life in an equitable manner.
- Increase the involvement of participants, women and men, in the PA conservation initiatives, particularly within the various decision-making spaces, and keeping an eye on agreement compliance and control.
- Adapt and improve PA administration and management. Monitoring and evaluation are considered as an integral part of the administration process, allowing continued feedback among execution, planning and administration.
- Improve planning by verifying how effective the actions undertaken are.
- Promote the fact that accountability does not only entail financial aspects, but administration effectiveness as well.
- Assess the impact of the activities undertaken in the PA. For example, whether they promote social justice, a more equitable quality of life, and sustainable development.

This book springs from the following principles:

1. **Implementation of the monitoring and evaluation system**
 - Conservation as an equity promoting opportunity
 - Equity as an indispensable requirement for conservation and sustainable development

Under these assumptions, the objectives and role of a conservation initiative should not be exclusively focused on biological aspects, but should integrate social aspects as well.

Therefore, the monitoring and evaluation system for management effectiveness should not only assess the effectiveness of impact on the conservation of biodiversity, but should, at the same time, be able to provide information about the progress and achievements made on aspects such as quality of life, participation, equity promotion, and development of local abilities.

To the above end, we should be aware of the fact that in different PA conservation initiatives, the efforts made towards gender equity mainstreaming, are either weakened or lost, because of the lack of a monitoring and evaluation system to guide the process towards equity building. Fear arises about the possibility that maybe things are not being done well, as a result of which, the project tends to reduce the actions taken towards a simple numeric incorporation of women.

If, on the other hand, the process is planned in terms of specific deadlines and goals, with the assistance of a monitoring and evaluation system to ensure compliance, then both, the people working in the PA, as well as the stakeholders, become empowered.

The results, activities, criteria and indicators are the point of reference for the monitoring and evaluation system, and have to be formulated differentiated by gender in order to ensure that the participation of women and men will not depend on the awareness and will of the PA team, but is integrated into the objectives and plans of the PA.

The design of a system for evaluating effectiveness that is gender-sensitive should be included during the initial stages of PA planning, for the following three reasons:

- The objectives, goals and activities are set up from the very beginning.
- Monitoring and evaluation costs are included in the budget.
- The monitoring and evaluation system should be constant, permanent and systematic.

*Chapter III
of this book
includes
aspects to be
considered in
an appraisal*

Obstacles

The system is initially nourished by the appraisal, which results we may call “analysis of the initial situation”, as it offers a reference about the status of gender relations among the various stakeholders and PA administration when the process began. As the initiative is developed, the monitoring and evaluation system will start taking shape and receiving input. In this way, the system is not conceived as a section within the conservation initiative, but, rather, as a mainstreamed element that will be present throughout all stages.

The efforts to structure gender-sensitive monitoring and evaluation systems into conservation initiatives, have faced a series of distortions and obstacles of a theoretical and methodological nature, such as the following:

- A prevailing notion that gender-based evaluations are complex, should be undertaken by experts, they make it hard to reach approximations, and it is impossible to change the power relations system.
- Qualitative aspects are not too scientific and measurable, and, therefore, it is not possible to design the instruments needed for monitoring purposes.
- Lack of starting points. Monitoring and evaluation systems are expected to be created without the availability of gender analysis indicators, criteria or elements, about the aspects to be influenced. The unavailability of indicators for the changes expected in gender identities, roles or relations, makes it more difficult to measure these changes, which—generally—end as assessments based on scarce evidence.
- Lack of measuring elements associated with the positive or negative changes in men.
- It is believed that the inclusion of gender attempts against the culture and customs of a zone or population, forgetting that every initiative or project offers options to promote changes in attitudes and aptitudes.

a. The proposal

Until now, several organizations (IUCN, WWF, IDB, TNC, 2000) have made progress regarding the development of a methodology to evaluate the effectiveness of management applied to different management categories; however, these have been designed to provide information primarily about biological and administrative aspects.

In light of this reality, we devoted our efforts to propose a series of gender equity indicators and criteria that may be considered by the people responsible for and involved in a PA. Through the methodological proposal it is possible to assess PA management effectiveness at four levels: area protected at an individual level, protected areas system, management and administration of the area, as well as towards its areas of influence.

The "management fields" (ámbitos) considered were built based on those defined in IUCN and WWF proposals. In this way, a contribution is expected to be made to the gender equity approach within the definition process underway. Attached (Annex 4) is a brief summary about the management fields described in "Measuring Management Effectiveness in Protected Areas" (WWF, GTZ, IUCN, 2000), to understand the logics behind the above-mentioned levels. The social aspects have been extended to facilitate incorporation, and new settings or variables have been included in the above-mentioned proposal.

The proposal is based on six management fields:

1. Administrative	<ul style="list-style-type: none">- personal- financial- organizational- infrastructure
2. Political	<ul style="list-style-type: none">- community participation- intrainstitutional- interinstitutional
3. Legal	<ul style="list-style-type: none">- ownership- set of laws and regulations
4. Planning	
5. Knowledge	<ul style="list-style-type: none">- environment- development and promotion
6. Management plan's programs and subprograms	<ul style="list-style-type: none">- co-management- access, use and control of resources (legal and illegal)- health

For a more comprehensive listing about the indicators and their development process, please refer to Module 6 of the "Toward Equity" Series: "Eyes that See... Hearts that Feel..."

The criteria applied to each of the above-mentioned management fields, represent indicators that make visible social and gender equity aspects. The biological criteria or indicators as well as those developed by IUCN and WWF have not been included, in order to avoid repetition or making this section unnecessarily lengthy, but for further information, reference may be made to Annex 4. The reader should complement them with the indicators proposed in the methodological proposal of this book. Thus, the effectiveness monitoring and evaluation system will rely on adequately balanced biological, administrative and social criteria and indicators.

The proposed criteria and variables stem from a process undertaken these past few years with different communities. The objective is to develop gender equity indicators for the environmental sector from the perspective and expectations of the men and women of the communities.

These indicators should be considered as a point of reference, rather than as a recipe. They can be adapted and modified according to the realities of each management system and in accordance with the needs and concerns of the stakeholders of the PA. Ideally, the stakeholders should be involved in the development of the monitoring and evaluation system, and the corresponding criteria and indicators.

Do not forget...

When defining indicators and criteria, these should be focused on the initiative's priority issues. To make monitoring and evaluation operational, the system should be global, precise and restricted to **essential** issues. In the monitoring and evaluation system may be included all the elements that conform the plan: objectives, results, activities, procedures and means. However, keeping such a complex system will require a large amount of time. Therefore, a manageable number of variables should be prioritized for evaluation purposes.

An excessively quantitative monitoring, where numbers are the priority, may generate a "data cemetery", inasmuch as there will be data about most of the activities and results expected, but may lack the opportunity or ability to analyze and interpret this information.

Consequently, the indicators and criteria selected for the monitoring and evaluation system are closely tied to the objective expected to be achieved. Thus, a selection is made about the activities that provide the best point of reference to measure progress.

The **pace** of the monitoring and evaluation system should be set in accordance with the needs of the initiative; if very low, the information will not be ready when decisions need to be made. Focusing on the essential and establishing **clear priorities** is a vital principle. It is far better *"more or less accurate and fast, than accurate and too late"*. Attention should be paid not only to quantity, but also to quality and participation².

The indicators and criteria herein proposed have been conceived to measure management effectiveness, regardless of the management category corresponding to the PA. The indicators that are not applicable to certain management category, should not be considered to determine the effectiveness of a PA, as is the case of the criteria considered in co-management. The methodological proposal is open and dynamic. It allows inclusion, elimination, or modification of indicators and criteria, depending on each PA's particular characteristics.

b. Assessment

The proposal regarding the rating system involves three levels from 0 to 2. Rate 2 corresponds to the optimal setting, and refers to the best situation or condition that should prevail in a PA, in order to develop the activities and reach its management objectives.

To assign a rate, the participants in the monitoring and evaluation process should first define the performance scales that will be used for each indicator or criterion.

One of the most common criticisms among personnel involved in conservation initiatives is the means and criteria used by evaluating teams to measure progress. This situation becomes even more difficult when the initiatives have been evaluated from a gender equity perspective.

2 ____ "Taking the Pulse of Gender" Module 4 of the "Towards Equity" series. Rodríguez, G., et.al. 1999. This module provides additional information about gender-sensitive monitoring and evaluation systems.

"When we arrived in this community there were a series of taboos and restrictions regarding the participation of women in forestry cooperatives. As a matter of fact, there was not a single woman in any structure of this type. Through the initiative's support, great efforts were made to change this conduct, and at the end of one year, two women were participating. When the external evaluation was conducted, the evaluating team used 40% as the indicator for female participation in decision-making positions. Obviously, the initiative was negatively scored."

There are frequent complaints about the impact indicators utilized because they do not accurately reflect the reality where the initiative was inserted.

Performance scales by criterion or indicator are created to avoid situations such as the above mentioned. A scale is built from a certain number of equal parts, proportionately to the units that will be used.

For example, a scale may be defined as follows:

Number of women in decision-making positions

3	-	Excellent
1-2	-	Good
0	-	Bad

Performance scale

The advantage of performance scales is that they are built taking into account the realities of the setting. In the case of gender relations, this becomes extremely important, as it avoids using standard criteria or indicators created in countries that are far more developed in terms of more equitable relation building.

Through a performance scale it is possible to obtain a more accurate measurement. Income and value added are measured in terms of money. But health is measured in accordance with disease and death rates. Occupation is measured by employment; the diversity of species by the rates of threatened species, etc. Subsequently, a determination is made about the levels of good and poor income, mortality rates, unemployment rates, percentage of threatened species, etc. The result is a series of performance measurements, where the same scale is used, making it, thus, possible to use them together and in combination (IDRC-IUCN, 1997).

A performance scale needs to be set or built for each variable or criterion selected. This implies defining the best and worst rate.

Needless to say, the best rates represent the goals. A country with an illiteracy rate of 60% should establish the best rate at 20%, because an international objective is to reduce by 80% the illiteracy rate by the year 2020 worldwide. However, a 20% rate of illiteracy still is a pretty high percentage. Most of the developed countries have percentages under 2%. It would be preferable to define the best rate at a 2%, setting the goal at 20%.

To measure the criteria proposed in this book, we have incorporated terms such as low, average, or high percentage, and adjectives such as few, some, equitable. The measure used has been:

Low percentage	from 0 to 20%
Average percentage	more than 20% up to 40%
Equitable percentage	40% to 60%

In the case of qualitative indicators or criteria, these categories could be replaced by adjectives such as:

- Scarcely-few times-in general
- Low-average-high
- Never-sometimes-always

Example

0-20%	20-40%	40-60%
People possess a low level of information about the right of women to live free of violence	People possess an average level of information about the right of women to live free of violence.	People possess a high level of information about the right of women to live free of violence.
Couple-wise, women never participate in decision-making.	Couple-wise, women sometimes participate in decision-making.	Couple-wise, women always participate in decision-making.

In those cases where the indicator may only be measured in terms of non-compliance or compliance, the intermediate level is not applicable.

Break-even point

Another important aspect to consider is the **break-even point**. For instance, upon arriving in a community and finding that there is not a single woman involved in an organized forestry group, a large amount of time and resources (training, negotiations) will have to be invested before a woman is accepted in a group. This break-even point has an initial investment and a higher value added, as it marks the difference and lays down a precedent towards more equitable relations. Therefore, it is very important to clarify and highlight this type of situations in evaluation reports, given the fact that there are times when moving from a 0% to a 5% is considered too low, when that 5% does actually have a higher value added because it is the break-even point.

c. Gender-sensitive indicators

The following table shows the indicators proposed from a gender perspective. It would be useful in cases where the criterion or indicator is appropriate to the PA situation, to find the level that corresponds to a given experience.

The indicator is placed in a row with three possible ratings.

For example...

ADMINISTRATIVE		
PERSONAL		
RATE 0	RATE 1	RATE 2
No women or men from local populations are hired.	Some women and men from local populations are hired.	Women and men from local populations are hired on an equitable basis.

Each experience will verify the corresponding indicator level (0, 1, or 2), to determine any corrective actions that may be required and increase its effectiveness from a gender equity perspective. This allows the creation of a reference number for its situation, to enable its comparison over time or with other PA.

ADMINISTRATIVE

PERSONAL

RATE 0	RATE 1	RATE 2
The PA does not have a personnel hiring policy that promotes the participation of women and men.		The PA has a personnel hiring policy that promotes the participation of women and men.
Women and men from local populations are not hired.	Some men and women from local populations are hired.	Women and men from local populations are hired equitably.
The entire PA's operating, administrative and technical personnel ³ are conformed by men only.	The operating, administrative and technical personnel in 50% of PA are conformed by women and men.	The operating, administrative and technical personnel in all of the PA areas are conformed by women and men.
There is no motivation among personnel regarding gender equity mainstreaming into PA activities.	There is little motivation among personnel regarding gender equity mainstreaming into PA activities.	The staff is mainstreaming the gender equity perspective into PA activities.
There is no plan in force for affirmative actions ⁴ , they are not enforced, and there is no support to decrease existing inequality gaps.	Incipient affirmative action plan.	An affirmative action plan is in effect and it has a clear impact in the promotion of gender equity.
General perception about the existence of disrespectful relations ⁵ between women and men.	Perception about the existence of fairly respectful labor relations between women and men.	Perception about the existence of generally respectful labor relations between women and men.
There is no strategy designed to address sexual harassment in the PA.	A strategy exists to address sexual harassment in the PA, but it is not enforced.	The strategy to address sexual harassment in the PA is efficiently operating.
Women and men are not paid the same salary for the same job.		Women and men are paid the same salary for the same job.
The operating, administrative and technical personnel of the PA have not undergone any type of training or guidance on gender ⁶ .	The operating, administrative and technical personnel of the PA have undergone certain training or guidance on gender issues (2 courses).	The operating, administrative and technical personnel of the PA have undergone considerable training or guidance on gender issues (more than four specific events).

3 ___ It refers to the different departments, programs or work components.

4 ___ Affirmative actions refer to strategies implemented to achieve equal opportunities through measures or activities to offset or correct discrimination (for instance, training for women on subjects they do not usually handle, quota systems).

5 ___ In verbal, physical or psychological terms.

6 ___ Under this criterion it is necessary to divide the information between the social science personnel and the natural science personnel, as well as disaggregated by sex.

ADMINISTRATIVE

PERSONAL

RATE 0	RATE 1	RATE 2
There is no gender equity specialist in the PA.	There is a gender equity specialist in the PA.	There is a promoting team in the PA working jointly with the gender equity specialist.
Personnel performance evaluations do not consider the impact on the promotion of more equitable relations.	Personnel performance evaluations consider for some of the staff the impact on the promotion of more equitable relations.	Personnel performance evaluations consider for all staff the impact on the promotion of more equitable relations.

FINANCIAL

The PA has no financial resources to include gender in its different work areas or components.	The PA has scarce financial resources (less than 20% of total budget) to carry out gender work throughout the different work areas or components.	The PA has sufficient financial resources (about 20% of total budget) to carry out gender work throughout the different work areas or components.
The PA has no mechanisms to inform the stakeholders about its financial and accounting situation.	The PA occasionally holds meetings to inform the stakeholders about its financial and accounting situation.	The PA has mechanisms to ensure providing the stakeholders with accurate information about its financial and accounting situation.

ORGANIZATIONAL

There is no organization chart that clearly defines power relations in the PA.	There is an organization chart that does not clarify power relations or is unknown to PA personnel.	Clear and well-defined organization chart. It is known by all personnel and shows an adequate level of internal decision autonomy.
Information flow among the various levels and positions is practically non-existent.	Information flow among the various levels and positions is acceptable.	Permanent mechanisms are used to ensure adequate information flow among the various levels and positions.

INFRASTRUCTURE

No differentiated facilities are provided for the women and men that work in the PA ⁷ .	The PA provides some facilities for women and men, giving consideration to the gender condition.	The PA provides facilities for women and men, giving consideration to the gender condition.
PA structures are unsafe, their condition is deplorable and poses a risk to personal health.	PA structures are somewhat safe, although they are not in top-notch condition.	PA structures are very safe, comfortable and in good condition.

7 ____ Bathrooms, bedrooms, facilities for elderly care.

POLITICAL

COMMUNITY PARTICIPATION

RATE 0	RATE 1	RATE 2
There is no community cooperation, recognition or support towards the PA.	There is partial cooperation between administration and the community, although the latter does not participate in PA planning or management activities.	Throughout PA activities exists a formal and institutional strategy for equitable community participation.
There is no system to guarantee full representation by the various stakeholders in the PA conservation initiative.	There is a system whereby partial representation by the various stakeholders is ensured.	There is a system whereby full representation by the various stakeholders is ensured throughout the PA conservation initiative.
The stakeholders involved in the PA initiative are not equitably represented.	Some of the stakeholders participating in the PA initiative are not equitably represented.	Most of the stakeholders participating in the PA initiative are equitably represented
Perception by the stakeholders (disaggregated by sex) about the fact that they are unable to influence the conservation initiative, they do not feel part of the process.	Perception by the stakeholders (disaggregated by sex) about the fact that they can have a partial influence on the conservation initiative, they feel they participate in only a certain part of the process.	Perception by the stakeholders (disaggregated by sex) about the fact that they are able to influence the conservation initiative, they enjoy a feeling of process appropriation.
Low percentage (under 20%) of female participation in mixed organizations related to the PA conservation initiative.	Average percentage (30%) of female participation in mixed organizations related to the PA conservation initiative.	Equitable percentage (40%-50%) of female and male participation in mixed organizations related to the PA conservation initiative.
The establishment of women's organizations has not been promoted in the PA.		The number of women's groups in the PA has increased.
The PA conservation initiative has not increased the percentage of women who participate in environmental and natural resource management activities.	The PA conservation initiative has increased the percentage of women who participate in environmental and natural resource management activities.	The PA conservation initiative has achieved an equitable participation of women and men in environmental and natural resource management activities.
Community work has not promoted the participation of women in public positions in local institutions.	Community work has promoted partial participation of women in public positions in local institutions.	Community work has promoted an equitable participation of women in public positions in local institutions.

POLITICAL

COMMUNITY PARTICIPATION

RATE 0	RATE 1	RATE 2
Perception that there is no female presence in public spaces.	Perception that there is scarce female presence in public spaces.	Perception that there is a significant presence of women in public spaces.
Low percentage of women involved in consultation/ management processes about public policies related to PA management.	Average percentage of female participation in consultation/ management processes about public policies related to PA management.	Equitable percentage of female and male participation in consultation/ management processes about public policies related to PA management.

INTRAINSTITUTIONAL

There is no strategy or guidelines to promote gender equity throughout the entity responsible for PA management.	There is a strategy or guidelines to promote gender equity, although it is not enforced and is not known to PA personnel.	There is a PA strategy or guidelines regarding gender equity promotion adequately followed by PA personnel.
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INTERINSTITUTIONAL

There is no coordination with organizations specialized in gender issues operating in the PA.	Occasional actions are undertaken jointly with organizations specialized in gender issues operating in the PA.	Actions are coordinated with organizations specialized in gender issues operating in the PA.
There is no coordination with other government agencies operating in the PA.	Occasional actions are undertaken jointly with other government agencies operating in the PA.	Actions are coordinated with other government agencies operating in the PA.

LEGAL

OWNERSHIP

RATE 0	RATE 1	RATE 2
The ancestral rights (common law rights) of native populations regarding ownership of the land, water, forest, minerals, among others, in the PA, are neither known nor respected.	The ancestral rights (common law rights) of native populations regarding ownership of the land, water, forest, minerals, among others, in the PA, are known and partially respected.	The ancestral rights (common law rights) of native populations regarding ownership of the land, water, forest, minerals, among others., in the PA, are known and respected.
Land titles are given only to men.	Land titles are jointly held (by the woman and the man in the case of couples by right or fact).	Women are direct beneficiaries of land titles.

LEGAL

OWNERSHIP

RATE 0	RATE 1	RATE 2
PA work has not promoted female ownership or co-ownership of business enterprises.	PA work has partially promoted female ownership or co-ownership of business enterprises.	PA work has successfully promoted female ownership and co-ownership of business enterprises.
PA work has not promoted female ownership or co-ownership of equipment and tools for production, processing, commercialization, and other services associated with natural resources.	PA work has increased the percentage of female ownership or co-ownership of equipment and tools for production, processing, commercialization, and other services associated with natural resources.	PA work has successfully promoted female ownership or co-ownership of equipment and tools for production, processing, commercialization, and other services associated with natural resources.

SET OF LAWS AND REGULATIONS

The international agreements and national legislation on gender equity are neither known nor respected.	The international agreements and national legislation on gender equity are known and partially respected.	The international agreements and national legislation on gender equity are known and respected.
Ancestral rights are not recognized. National laws and regulations prevail in the conservation initiative.	Ancestral rights are recognized in an incipient manner; national laws and regulations prevail in the conservation initiative.	Ancestral rights are recognized and respected, and efforts are made to complement and make compatible the system involving national laws and regulations with the ancestral rights system.
The PA legal framework is not clear; it is filled with serious deficiencies and contradictions, which fact hinders integration and participation.	The PA legal framework is sufficiently clear; there are few deficiencies, which, although present, allow the integration and participation of the stakeholders.	The PA legal framework is clear, consistent, and allows the equitable integration of the stakeholders into PA management and conservation.
The subject of female and male intellectual ownership over natural resources, is not addressed by the PA conservation initiative.	The subject of female and male intellectual ownership over natural resources, is addressed by the PA conservation initiative in a partial and fragmented manner.	The PA conservation initiative has implemented a strategy to promote recognition about female and male intellectual ownership over natural resources.
Stakeholders do not know the laws/regulations related to the PA ⁸ and PA personnel make no dissemination efforts.	In spite of proper dissemination, user adherence to the laws/regulations related to the PA, is partial.	The laws/regulations related to the PA are fully adhered to by the stakeholders and PA personnel make every possible effort towards proper dissemination.

8 ____ The information should be disaggregated by sex, as there are instances when the creation of a PA has not taken into account the differentiated use of natural resources. For example, when designing a PA no consideration is given to the fact that women gather firewood in the area, and when applicable regulations are discussed with the community, this activity is restricted. This leads to regulation violations, as the women were neither invited to these meetings nor consulted about such regulations.

PLANNING

RATE 0	RATE 1	RATE 2
The management plan was elaborated without stakeholders' participation.	The management plan was elaborated taking into consideration only a certain sector of the population.	The management plan was elaborated with the participation of all stakeholders, taking into account social diversity (women, men, native people, of different ages).
There is an operating plan, but it does not take into consideration nor does it respond to the needs of the various stakeholders, equity promotion is not mainstreamed.	There is an operating plan that takes into consideration the interests and needs of the stakeholders in a partial manner, equity promotion is not mainstreamed.	The operating plan responds to the interests and needs of the stakeholders, and its actions are based on equity promotion.

KNOWLEDGE

ENVIRONMENT

RATE 0	RATE 1	RATE 2
The information obtained is not disaggregated by sex.	Only part of the information obtained is disaggregated by sex.	All of the information (statistics, census, activity impact) is disaggregated by sex.
Scientific research is carried out by external scientists only.	There are some times when community men and women participate in scientific research. However, the scientist's vision always prevails.	Community women and men are involved in scientific research, and local knowledge and experiences is recognized and appreciated.
Traditional cultural knowledge and resource management practices are not documented.	Traditional cultural knowledge and management practices, although documented, are not recognized or appreciated by PA personnel.	Traditional cultural knowledge and management practices about the resources of women and men are duly documented, known by PA personnel, and used in the Management Plan.

DEVELOPMENT AND PROMOTION

Community members have no accounting or financial knowledge or skills.	Community women and men possess basic knowledge about financial and accounting matters.	Community women and men possess knowledge and experience about accounting and financial matters.
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KNOWLEDGE

DEVELOPMENT AND PROMOTION

RATE 0	RATE 1	RATE 2
Women are not trained on technical-productive fields (agriculture, technology, tourism, fishing, administration, economy).	Some training activities in technical-productive aspects involve women.	Equitable participation of women and men in training activities about technical-productive aspects.
Women do not undergo training required for power or decision-making positions.	A small percentage of women undergo training required for power or decision-making positions.	An equitable percentage of women undergo training required for power or decision-making positions.
Women are not trained in organization or leadership issues.	A small percentage of women undergo training on organization and leadership.	An equitable percentage of women undergo training on organization and leadership.
Women do not participate as beneficiaries of the training programs involving productive, conservation and community development project management.	A small percentage of women participate as beneficiaries of the training programs involving productive, conservation and community development project management.	Women account for 40% of total participation in training workshops involving productive, conservation and community development project management.
Women do not participate in environmental education training programs.	A small percentage of women participate in environmental education training programs.	Women account for 40% of total participation in environmental education training programs.
Women are not trained, and do not participate as community facilitators (multipliers).	A small percentage of women are trained and participate as community facilitators.	An equitable percentage of women are trained and participate as community facilitators.
There are no training programs promoting the participation of women and men in non-traditional activities.	There are a few partial initiatives to train women and men in non-traditional activities.	There is a training program promoting equitable participation of women and men in non-traditional activities.
Men are not willing to participate in masculinity-sensitization spaces.	Some men are willing to participate in masculinity-sensitization spaces.	Overall, men are willing to participate in masculinity-sensitization spaces.
The literacy program is addressed to men.	Some women participate in literacy programs.	Women and men have an equitable participation in literacy programs.
Women and men obtain no community or domestic support (information, assistance) on natural resource management.	A small percentage of women and men obtain community or domestic support (information, assistance) on natural resource management.	Women and men obtain community or domestic support (information, assistance) on natural resource management.

KNOWLEDGE

DEVELOPMENT AND PROMOTION

RATE 0	RATE 1	RATE 2
Information about environmental laws and regulations is not provided to the population, or is only provided to men.	A small percentage of community women and men have access to information about environmental laws and regulations.	Community men and women have equal access to information about environmental laws and regulations.
Women and men are not aware of national and international legislation about human rights and equity.	A small percentage of women and men are aware of national and international legislation about human rights and equity.	Both, men and women, are aware of national and international legislation about human rights and equity.

MANAGEMENT PLAN'S PROGRAMS AND SUBPROGRAMS

RATE 0	RATE 1	RATE 2
The conservation activities of the Management Plan do not promote equity relations.	Some of the conservation activities of the Management Plan promote equity relations.	Equity is mainstreamed throughout all of the conservation activities of the Management Plan.
The Management Plan does not have a participatory monitoring and evaluation system.	The Management Plan has a monitoring and evaluation system that links the stakeholders in a few aspects.	The Management Plan has a participatory monitoring and evaluation system.
Few women and men consider that the initiative is acceptable or convenient to natural resource conservation (reluctance exists).	Some women and men consider that the initiative is acceptable or convenient to natural resource conservation (some reluctance exists).	Most women and men consider that the initiative is acceptable and convenient to natural resource conservation (there is no significant reluctance).
Few women and men consider that the conservation initiative will improve the quality of life of the communities.	Some women and men consider that the conservation initiative will improve the quality of life of the communities.	Most women and men consider that the conservation initiative will improve the quality of life of the communities.

CO-MANAGEMENT

The Management Plan does not have a strategy that will allow community women and men to administer their own natural resources.	The Management Plan has a strategy that is incipiently allowing community men and women to administer their own natural resources.	The Management Plan has a strategy that allows community men and women to administer their own natural resources ⁹ .
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9 ____ Implies transference or co-responsibility of authority and duties.

MANAGEMENT PLAN'S PROGRAMS AND SUBPROGRAMS

CO-MANAGEMENT

RATE 0	RATE 1	RATE 2
There are no institutional management arrangements between the PA and the stakeholders.	Some management arrangements exist between the PA and the stakeholders.	Institutional management arrangements exist between the PA and the stakeholders.
Women feel left out of the decisions taken about the access and control of the natural resources of the PA.	Some women feel they have participation in the decisions taken about the access and control of the natural resources of the PA.	Women feel they have participation in the decisions taken about the access and control of the natural resources of the PA.
There is no equitable distribution of costs and benefits in relation to the PA management and the communities.	There is some distribution of costs and benefits in relation to the PA management and the communities.	There is an equitable distribution of costs and benefits in relation to the PA management and the communities.

ACCESS, USE AND CONTROL OF RESOURCES (LEGAL AND ILLEGAL)

Women do not benefit from the concession of natural resources.	Some women benefit from the concession of natural resources.	Women are equitably benefited from the concession of natural resources.
Few women benefit from the compensation for environmental services ¹⁰ .	Some women benefit from the compensation for environmental services.	Women are equitably benefited from the compensation for environmental services.
Women take no part in decisions involving conservation and development activities.	There are a few instances when women take part in decisions involving conservation and development activities.	Women have an equitable participation in the decisions involving conservation and development activities.
Few women benefit from credit programs.	Some women benefit from credit programs.	Credit programs equitably benefit women.
The credit amounts to which women have access to are scarce and proportionately small compared to the amounts provided to men.		Women and men have access to equitable amounts of credit
There is no credit collateral system based on a gender equity approach ¹¹ .		There is a credit collateral system based on a gender equity approach.

10 ____ Implies cash compensations resulting from conducting conservation work on their own property or maintaining the ecosystems' integrity.

11 ____ A gender-based collateral system allows women to pledge assets owned by them, such as *guipiles* (traditional garments hand-embroidered by indian women in Guatemala), jewelry, stoves, sewing machines, etc.

MANAGEMENT PLAN'S PROGRAMS AND SUBPROGRAMS

ACCESS, USE AND CONTROL OF RESOURCES (LEGAL AND ILLEGAL)

RATE 0	RATE 1	RATE 2
The illegal exploitation of natural resources carried out by men and women persists.	Some changes of opinion have taken place in the attitude of men and women towards the illegal exploitation of natural resources.	The illegal exploitation of natural resources by men and women is minimum.
Men and women have no access to health care services.	The health services to which men and women have access to are poor.	The health services to which men and women have access to are adequate.
Women and men have no access to information and services related to sexual and reproductive rights.	Men and women have a limited access to information and services related to sexual and reproductive rights.	Women and men have access to information and services related to sexual and reproductive rights.
There is no technical offer to improve health conditions (water, latrines, environmental sanitation, waste management, nutrition).	The technical offer to improve health conditions (water, latrines, environmental sanitation, waste management, nutrition) is incipient and fragmented.	An integral strategy exists to improve health conditions (water, latrines, environmental sanitation, waste management, nutrition).

The proposed system does, by no means, intend to be comprehensive. The primary objective is to provide ideas and suggestions from a gender equity perspective to analyze the reality and understand its changes. For this reason, the staff from each of the protected areas should review the proposal from a critical standpoint to:

1. Understand the feasibility of integrating gender equity indicators into their monitoring and evaluation system.
2. Adapt conventional mechanisms and work formats in PA to mainstream the gender equity perspective.
3. Make a selection about the indicators that may be better adapted to their specific situation.
4. Design special indicators, taking into consideration the above-mentioned examples, to better reflect and report the changes for their specific situation.
5. Prioritize indicators. A monitoring and evaluation system should be essentially flexible and practical. We suggest adopting about 20 indicators for integration into the monitoring system.

The idea is not to establish yet one more system to assess the impact in gender equity relations. This would imply considering the proposal as an additional burden for PA personnel, which fact would reinforce the separation of gender-related work from the major objective of the PA. Quite on the contrary, the proposal implies selecting the most appropriate indicators for integration into the system used by the PA. In this way both, practice and gender equity, are structurally linked as requirements for conservation and development, considering conservation as an opportunity for equity achievement.

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ANNEXES

Annex 1

GLOSSARY

Access and control of resources and distribution of benefits and opportunities

Gender relations characterized by inequity define the unequal access and control

Of men and women to natural resources and opportunities. This also determines the unequal distribution of costs and benefits derived from their use. That is why these aspects constitute elements of analysis within gender relations.

- **Access** is defined as the possibility for participation, utilization and benefit **to resources and opportunities**.
- **Control** refers to the authority, ownership, and decision-making power. Under certain circumstances, women may have access (the possibility of using) to a resource, for example, the land, but they lack or have limited control over it (they are unable to decide whether to sell or pledge).
- **Resources** are goods and services: economic or productive (land, equipment, tools, work); political (leadership capacity, information and organization); financial (money, capital, credit); and time.
- **Benefits** are the economic, social, political and psychological retributions derived from the utilization of the resources. Benefits include meeting basic and strategic needs: food, housing, education, training, political power, status, etc.
- **Opportunities** are the possibilities to develop intellectual, physical and emotional abilities, to pursue and achieve the goals set in life.

Active stakeholders

Are the communities that express a direct interest in PA management, possess specific abilities (knowledge, skills) or relative advantages (proximity, community influence), and are willing to invest resources (time, money, political authority) in the PA conservation initiative.

Affirmative actions

Consist on strategies aiming at promoting equal opportunities through actions whereby it is possible to offset or correct discriminations, which are the direct result of social practices or systems. They aim at implementing specific programs to provide women with specific advantages.

The affirmative action is "...the most valid and widely accepted tool at an international level to overcome the obstacles that hinder the achievement of equality between men and women".

Although affirmative actions are usually identified with actions focused on increasing the political participation of women, these may be extended to other fields of action. To eliminate or decrease discriminatory situations, they may be adjusted to the reality of the organizations and rural development projects.

Afforestation and reforestation

The activity of afforestation is defined as the transformation of areas where organized trees did not previously exist in the forest.

Agenda 21

Action document stemming from the United Nations Conference on Environment and Development, held in Rio de Janeiro, in 1992. Agenda 21 was negotiated for two years and accepted by 179 governments that attended the Summit. Agenda 21 is a 500-page, 40-chapter document that describes a worldwide action program to address the environmental crisis at a global level and promote sustainable development. It is not binding. It promotes setting up sustainable development councils in each country to be watchful about compliance with the commitments stipulated by Agenda 21.

Benefits' equity

It refers to the final impact that the development efforts have on both genders. It implies that results must be equally accessible to and exploited by men and women. Equal opportunities does not, necessarily, imply that both genders share equal benefits.

Biodiversity

The variability of living organisms of any source, including land and marine ecosystems, other aquatic ecosystems, and the ecological complexes they are part of; it comprises the diversity within each species, among species and ecosystems.

Biological resources

The genetic resources, organisms or parts thereof, populations, or any other biotic component of ecosystems with real or potential value or usefulness to human beings.

Biosecurity

The control of risks derived from the transference, manipulation and utilization of living organisms modified as a result of biotechnology, that may have an effect on the environment and human health.

Biosphere

The total range of living beings and their environment that comprises the lithosphere (surface of the Earth), the hydrosphere (Earth waters) and the atmosphere, which is almost 15 km thick from the surface of the Earth.

Biota

All species of living things (plants and animals) within a particular territory or area. It refers to the living weight of all organisms within a particular area or habitat. It is, sometimes, expressed as a weight per unit of land area or unit of water volume.

Biotechnology

Any technological application using biological resources, living organisms or their by-products, for the creation or modification of products or processes for specific uses.

Biotopo

Area inhabited by a specific group of living organisms.

Birth gross rate

Number of live births per one thousand inhabitants over a certain period of time, usually one year.

Desertification

Is the degradation of the soil in arid, semi-arid and sub-humid zones, resulting from various factors that include climatic variations and human activities. This definition considers three distinct elements, with distinct requirements, such as droughts in short periods of time, long-term climatic fluctuations, and soil degradation due to human activity. One aspect that is worth highlighting in this definition is the land degradation phase, which is conceptually different from soil degradation, since land degradation does not only contemplate the degradation of the soil, but of any other biological and physical elements of the land, such as plant cover, animal biota, water resources, etc. This is the conceptual basis that determines desertification in an integral manner and comprises physical, chemical and biological components under interaction with the social and economic variables of a specific area or region.

Close season

Period of time during which the exploitation of all types of activities is suspended, due to a decrease in wild populations, as a result of unforeseen natural phenomena or disasters that affect the distribution and stability of the species.

Co-management

Also known as participatory management, involves an institutional arrangement between the local users of a territory or set of natural

resources and/or groups interested in its conservation, and public entities responsible for the administration of said resources. The process leads to the development of community skills to enable them to effectively undertake a biodiversity conservation role.

Commission for Sustainable Development (CSD)

United Nation Agency responsible for Agenda 21 compliance.

Common law right

Unwritten standards that generate a right based on traditions and customs.

Condition and position, practical and strategic needs

Categories supporting gender analysis to determine the differentiated situation of women and men, in order to develop strategies to minimize inequalities prevailing at community level, effectively resolve the needs of women and men, and undertake priority actions in favor of those experiencing the greatest disadvantages for their development.

- Condition

It refers to living conditions, i.e., the situation under which people live. It specifically points at the so-called practical needs (poverty conditions, access to services, productive resources, opportunities related to health care, education, etc).

- Position

It refers to social positioning and recognition, the status assigned to women as compared to men (inclusion in decision-making spaces, at a community level, equal salaries for equal work, restrictions regarding access to education and training, for instance).

- Practical gender needs

It refers to the needs derived from the material living conditions of men and women.

- Strategic gender needs

These are long-term needs, which consist on the possibility of making equal and equitable the gender position of men and women in society.

Conservation

The protection, care, management and maintenance of ecosystems, habitats, species and wildlife populations, inside or outside of their natural environments, to safeguard the natural conditions required for their long-term permanence.

Deforestation

Destruction of the forests to the extent that their natural reproduction becomes impossible.

Ecological legislation

Environmental policy instrument, which purpose is to regulate or promote the use of the soil and productive activities towards the protection of the environment, the sustainable conservation and exploitation of the natural resources, through the analysis of deterioration trends and exploitation potential.

Ecological niche

The functional role of an organism within a natural community.

Ecology

Is the science derived from biology that studies the inter-relations between living beings and their environment.

Ecosystem

System or dynamic group of vegetal, animal, and microorganism communities that interact with their environment as one functional unit.

Emigration

Change of regular residence from a political-administrative unit to another, at a given time, considered from the place where the movement originates.

Endangered species

Classification of endangered species, which survival is remote under present causal factors. These include the species which number has decreased to a critical level, or which population has decreased so drastically to consider them under immediate danger of extinction. Also included are species that may have possibly disappeared but have been seen in their wild habitat over the past 50 years.

Endemic species

Population of a species that is native to the region, and which area of distribution is restricted to a small place.

Environment

It refers to all living and non-living components and all factors (like the climate) that surround an organism. Environment is frequently mistaken for the word ecology, which is the science that studies the relations among living beings and with all the non-living parts of an environment. The environment may be conceived as a row of domino tiles. Ecology would be the effect of the domino tiles while falling.

Environmental impact

Measurable impact of human activity over a given ecosystem. The manifestation of environmental impact is a measuring instrument

whereby it is possible to measure the significant and potential environmental impact generated by an undertaking or activity, as well as the steps needed to avoid it or minimize negative effects.

Environmental indicator

It is a parameter or value derived from general parameters that describes in a synthetic manner the pressures, condition, answers and/or trends of environmental and socio-environmental ecological phenomena, which meaning is broader than the properties directly associated with the value of the parameter.

Environmental protection

Any activity to maintain the balance of the environment through the prevention of pollution and deterioration of the natural resources. It may consist of: a) changes in the characteristics of goods and services, and changes in consumption patterns; b) changes in production techniques; c) waste treatment or disposal in separate environmental protection facilities; d) recycling; e) prevention of landscape degradation.

Environmental services

These services describe the qualitative (even space-wise) functions that natural resources provide. Three types of environmental services usually exist: a) deposit-related services, which reflect the functions of the natural household environment as an absorbent dump of residuals from productive, household and industrial activities in general; b) productive-related services, like the water, land and air, which reflect economic and ecological functions for human consumption, energy and agricultural purposes, among others; c) consumption-related services, encompassing the basic functions of the environment in anticipation of recreational and socialization needs, as well as the cosmological needs of certain societies.

Equal opportunities

It is the situation where men and women have equal opportunities to become intellectually, physically and emotionally fulfilled, to pursue and achieve the goals they set in life, and develop their potential abilities, regardless of gender, class, sex, age, religion and ethnic group.

Equal treatment

It presupposes the right to equal social conditions of safety, remuneration and work conditions for women and men alike.

Equality

Condition of one thing being equal to another in nature, form, quality and quantity. The achievement of the objective of equality goes beyond the mere prohibition or elimination of discriminations.

Equity

Seeks people's access to equal opportunities and development of basic capabilities. This means that the barriers hindering economic and political opportunities, as well as the access to education and basic services, should be eliminated, so that men and women of all ages, conditions and positions, may be able to take advantage of such opportunities and benefit from them.

It means justice, that is, giving each one what belongs to her/him, recognizing the conditions or characteristics that are particular to each person or human group (sex, gender, class, religion, age); the recognition of biodiversity, without discrimination.

Erosion

Is the destruction, deterioration and elimination of the soil. The factors accelerating erosion are: the climate, rainfall and wind speed, topography, slope degree and length, physical and chemical characteristics of the soil, ground cover and nature, degree of coverage, natural phenomena like earthquakes, and human factors, such as indiscriminate deforestation, subsequent burning, and excessive grazing.

- **Wind erosion:** Erosion caused by the wind
- **Water erosion:** Erosion caused by the water

Ethnic groups

It refers to the classification of the population according to its social and cultural organization, which conform particular ways of life for all its members. As a general rule, the people who integrate an ethnic group share similar characteristics, such as race, language, and territory and, most of all, their way of looking at and interpreting the world. Each ethnic group defines specific ways of life for women and men, which determines the particular condition and position of women.

Exotic species or populations

Those species located away from their natural environment, which includes hybrid and modified species.

Family

Taxonomic category used in the classification of living beings, to group one or several similar classes, which are assumed to be closely related; the characteristics used to designate the family usually are easily noticeable.

Fauna

The group of animal species living, growing and developing in a given place, or that existed during a specific geological period.

Forest cover

All the trees and other woody plants (scrub) covering the soil of a forest. It includes: trees and all types of bushes; bushes and weeds growing under or on forest clearings or thickets; humus or fallen leaves, branches, fallen trees, and other plant materials partially rotten on the surface and the upper soil layer.

GEF (Global Environmental Fund)

It is the fund that the World Bank administers since the Summit of the Earth, which is used to make loans to governments for environmental projects.

Gender

Genders are bio-socio-cultural groups, historically built from the identification of sexual characteristics that physically classify human beings. Once classified, they are assigned a differentiated set of functions, activities, social relations, forms and standards of behavior. It is a set of economic, social, legal, political and psychological determinations and characteristics, that is, cultural, which create that which in each time, society and culture, constitutes the specific contents of being a man or a woman.

Gender analysis

It is a theoretical-practical process through which it is possible to conduct a differentiated analysis about the roles between men and women, as well as the responsibilities, access, use and control about the resources, problems or needs, priorities and opportunities, to enable planning development in an efficient and equitable manner.

Gender analysis does, necessarily, imply studying the diverse forms of organization and operation existing within societies and analyzing social relations. This analysis should describe the subordination structures existing between genders. Gender analysis should not be limited to the role of women in society; it should cover and compare the role of women vs. men and vice versa.

Genetic resources

The genetic material with real or potential value.

Global fertility rate

Average number of children delivered by a woman throughout her reproductive life, in accordance with the fertility rates by age considered over a certain period of time.

Habitat

Combination of environmental conditions within a specific site, where living beings develop. A living or non-living place and its surroundings, inhabited by a certain population, for example, humans, plants, animals, microorganisms, etc.

Habitat management

Management activities involving vegetation, soil and other physiographic elements or characteristics in specific areas, with specific conservation, maintenance, improvement or restoration goals.

Homophobia

Fear of and aversion towards homosexual people (men and women). This term has traditionally been used to especially designate the aversion towards homosexual men.

Human settlements

The establishment of a given demographic conglomerate, along with its set of living-related systems in a physically located area. Natural elements and infrastructure are considered within the area.

Immigration

Displacement involving the change of regular residence from a political-administrative unit to another, at a given time, considered from the viewpoint of the place of arrival.

Infant mortality rate

Number of deceased infants under one year of age per one thousand births, usually over a one-year period.

Integral management

Management activities involving biological, social, economic and cultural aspects linked to wildlife and its habitat.

Intensive management

Management activities involving wild species or populations under conditions of captivity or confinement.

Life expectancy

The average number of years a person may expect to live under unchanged mortality trends. It is commonly stated as life expectancy at birth.

Load capacity

An ecosystem's estimated tolerance to the use of its components. This tolerance should be such so as to keep it from exceeding its capacity for short-term recovery, without the application of restoration or recovery measures to restore ecological balance.

Mainstreaming

Gender mainstreaming means that continuous attention should be paid to equality between men and women in development policies, strategies and interventions. Gender mainstreaming does not only mean ascertaining the participation of women in a previously established

development program. It also aims at guaranteeing the participation of men and women in the definition of objectives and planning stages, to ensure that development meets the needs and priorities of women and men alike. Therefore, equality should be considered with respect to the analysis, policies, planning processes and institutional practices that determine the global conditions for development.

Gender mainstreaming requires undertaking an analysis about the impact that development-related interventions might have on women and men in all areas of social development. The analysis should be undertaken prior to making important decisions about the goals, strategies and resource allocation.

Management

Is the set of political, legal, administrative, research, planning, protection, coordination, promotion, interpretation, education, etc. actions undertaken to improve exploitation practices to ensure the permanence of a protected area and compliance with its objectives.

Migration

Displacement involving the change of regular residence from a political-administrative unit to another, at a given time,

Misogyny

Attitude of hatred or contempt towards women, merely because they are women.

Mortality gross rate

Number of deaths per one thousand inhabitants over a certain period of time, usually one year.

Multiple use areas

These are geographical areas established in PA, where the development of diverse activities and uses of natural resources is promoted and allowed, for the purpose of simultaneously achieving sustainable production and nature conservation.

Native species or populations

Those belonging to wild species found in their natural habitats.

Participation

Is a social process through which the various players of a population, considering their own interests (class, group, gender, etc.), become involved in a direct manner and through their representatives in the operation of the various aspects of their collective life. Participation is a sine qua non condition of citizenship, as one individual is considered to be a citizen when he/she has the power of influencing the processes that have a direct or indirect effect on their own destiny.

Population

Set of individuals from the same wild species that share the same habitat. It is considered as the basic management unit of wild species living in freedom.

Population ageing

Modification of the population structure by age, which translates into a proportional increase in the number of old people and a decrease in the relative importance of children and youngsters.

Population study

Study about the local populations of a species, in order to appraise and assess the size and density of the population, its numbers by sex and age, birth, death and growth rates, as well as the number of individuals that may be serviceable during a certain period of time, without affecting the resource and its long-term productive potential.

Population's total growth

The total increase in population resulting from the interaction of births, deaths, and migration of a population, within a certain period of time.

Potential stakeholders

Are the communities that have no interest in the PA or that—although not organized—given their characteristics, specific skills, relative advantages or interests, may play a significant role in the conservation initiative or benefit from it.

Power

Dominion, authority or jurisdiction to command, define, control and decide about something or someone.

Dominion-related powers are social, collective and personal. They enable alienation, exploitation and oppression of another person. They result in concatenated processes related to forms of interfering in the life of other people from a superiority rank (worth, hierarchy, power). The dominion powers are the set of capacities through which it is possible to have control over other people's lives, to expropriate their assets, subordinate them and run their existence. Domination implies judgment, punishment and ultimately, forgiveness.

Preservation

Set of policies and measures taken to maintain the conditions favoring the evolution and continuation of ecosystems and natural habitats, as well as the conservation of populations of viable species in their natural environments and biodiversity components outside of their natural habitats.

Protected area

Consists of an area of land and/or sea especially devoted to the protection and maintenance of the biological diversity, including natural resources and related cultural resources, managed through legal means or other effective means (IUCN).

Public interest (social)

Are the overall interests of the collectivity of citizens from a country. Said interests are established by law, and there are legal regulations protecting these interests to the benefit of the collectivity.

Rare species

Worldwide populations of small species, that are not currently endangered or are not vulnerable, but that may face such risks in the future. These species are located in geographically restricted areas or specific habitats, or are scantily scattered on a large scale.

Recovery

Restoration of natural processes and genetic, demographic, or ecological parameters of a population or species, with regard to its state at the initiation of the recovery activities. It also refers to its past local abundance, structure and dynamics, to resume its ecological and evolutionary role, and the consequent improvement regarding habitat quality.

Rehabilitation

Set of activities undertaken to recover the conditions favoring the continuation of natural processes.

Repopulation

Planned release into the natural habitat, of specimens of the same wild subspecies or, in the event the existence of subspecies had not been determined, of the same wild species, for the purpose of strengthening a reduced population.

Restoration

Set of activities undertaken to recover and restore the conditions favoring the evolution and continuation of natural processes.

Role

Role, duty or representation played by a person within society. This role is based on a system of standards and customs that determines the type of activities a person should carry out.

Sex

Refers to the set of hereditary biological characteristics that organize individuals into two categories: man and woman.

Socialization

The psycho-social processes where the individual is historically developed as a person and member of a society. During this process the personal and social identity is acquired or built, as part of the social group the individual belongs to. The individual is shaped as a person, with its own characteristics and features, which are the result of this shaping process.

Species

The basic unit of taxonomic classification conformed by the set of individuals with similar morphological, ethological and physiological characteristics that are capable of breeding and generating fertile offspring, and sharing similar habitat requirements.

Species and subspecies subject to special protection

The species or subspecies under exploitation limitations or close seasons due to decreased populations or a restricted geographical distribution, or to favor its recovery and conservation or the recovery and conservation of associated species.

Specimen

Any living or dead animal or plant.

Sustainability

It refers to the access, use and adequate management of natural resources, to guarantee continued supply of the basic needs of men and women for present and future generations.

Behavioral pattern to guarantee future generations will have the option of enjoying at least the same level of wellbeing of their predecessors. Emphasis is made on the intergenerational equity of development.

Sustainable development

This is a concept which use was generalized as of the report issued by the United Nations World Committee for Environment and Development, chaired by Gro Harlem Brundtland. It deals with a development model focused on improving the quality of human life, without exceeding the load capacity of the ecosystems, so that the benefits of nature and society will be sufficient not only for present but also future generations.

Sustainable use of natural resources

Integral utilization of ecosystems and species, in full compatibility with the characteristics and potential of the natural environment, to reproduce and preserve the conditions that enable their existence, without undermining their future regenerative capabilities (Sustainable Use Initiative-SUI, World Conservation Union-IUCN).

Synergy

Combined and simultaneous action of two or more forces, so that the resulting total effect is greater than the sum of the parts. It is the effect of network work.

Threatened species and subspecies

Species or subspecies that could be in danger of extinction should the factors causing habitat deterioration or modification continue to persist or if their populations continue decreasing. A threatened species is equivalent to a vulnerable species.

Triple role

A triple role consists on the participation of women in productive, reproductive and community activities at the same time (please refer to productive work, reproductive work, and community work).

Vulnerable species

Living beings classified as "threatened" in the near future if causal factors persist. Among these are included the species which majority or entire population is diminishing due to overexploitation, vast destruction of the habitat, or other environmental disturbances. Also considered are the populations that have been significantly decreased and which safety has not been attained, and the distribution of populations are still abundant but being affected by adverse factors.

Wild fauna

Land animal species that subsist subject to the natural selection processes and are freely developed. It includes the smaller populations that are under man's control, as well as household animals that turn wild as a result of abandonment, and thus, susceptible to capture and appropriation.

Women's empowerment

Empowerment is the process whereby people gain increasing power and control over their own lives. It involves aspects such as conscience raising, development of self-confidence, and extended opportunities and options. Women's empowerment is a process of change where women increase their access to power, which—in turn—results in the transformation of unequal power relations between genders.

Women's invisibilization

Society's devaluation of the activities carried out by women. A clear example of this is society's concept about household and reproductive work, which are not taken into consideration in national statistics.

Work division by sex

It refers to the differentiated attribution that is conventionally made about the capabilities and abilities of women and men, and consequently, the distribution of various tasks and responsibilities in social life.

- **Productive work:** It includes the production of goods and services for consumption or sale (agriculture, fishing). This type of work usually generates income or involves monetary transactions, and is accounted for by national census and statistics.
- **Reproductive work:** It includes care and maintenance of the household unit and its members, as well as child procreation and care, food preparation, water collection, purchase of supplies, housework, and family health care. This type of work is not considered as such by society, and has no trading value.
- **Community work:** It includes the collective organization of social and service events. This type of work is not considered or is partially considered in economic analyses, even when it involves many hours of voluntary work.

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Annex 2

LEGAL AND REGULATORY FRAMEWORK

a. List of major international conventions and declarations promoting gender equity

- Convention Against of all Forms of Discrimination Against Women, 1984
- United Nations' Conference on Environment and Development, 1992
- Fourth World Conference on Women, 1995
- United Nation Conference on Population and Development, 1994
- United Nation Convention to Combat Desertification, 1997
- The Convention on Biological Diversity (CBD)

Among the above, it is worth highlighting the commitments adopted at the United Nations' Conference on Environment and Development (Rio de Janeiro, 1992), where the guidelines of Agenda 21 were taken up again with respect to the participation of women in nationwide management of ecosystems and the fight against environmental degradation; the elimination of sex-related discrimination, and guaranteeing women's access to the resources (land and other), as well as to education and safe employment (Chapter 24).

At the Fourth World Conference on Women (Beijing, 1995), the commitments adopted recognize and support the participation of women in natural resources management and the protection of the environment, through their effective action regarding decision making, mainstreaming of a gender perspective in policies and programs that promote sustainable development, and in the evaluation of the impact that development and environmental policies have on women.

b. Synthesis about the international legal framework related to the conservation and sustainable use of protected areas

The international agreements and declarations on environmental issues may be divided into worldwide declarations or regional or bilateral declarations. Both are important in the development of conservation initiatives.

ISSUES	AGREEMENTS-CONVENTIONS
BIOLOGICAL DIVERSITY	<ul style="list-style-type: none"> - United Nations' Convention on Biological Diversity - Convention on the Protection of the World's Natural and Cultural Heritage - UNESCO Program about Man and the Biosphere Program - Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) - Convention on the Conservation of Wild Migratory Species
WETLANDS	<ul style="list-style-type: none"> - The RAMSAR Convention on Wetlands
MARINE RESOURCES	<ul style="list-style-type: none"> - United Nations' Convention on Sea Rights - Convention on Territorial Sea and the Adjacent Zone - Convention on the Protection and Use of Transboundary Watercourses and International Lakes
POLLUTION	<ul style="list-style-type: none"> - Convention on the Prevention of Sea Pollution due to Spillage of Waste and Other Materials - United Nations' Convention on Sea Rights - Kyoto protocol to the United Nations - International Agreement on the Prevention of Ship-related Pollution (MARPOL 73/78) - Regional Agreement on Transboundary Traffic of Hazardous Materials - Agreement on the Protection of the Ozone Layer. Montreal Protocol about Substances Causing Depletion of the Ozone Layer - Basila Agreement on the Control of Transboundary Traffic and Disposal of Hazardous Materials

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Annex 3

WHO ELSE IS OUT THERE?

Directory About Gender and Protected Natural Areas

WEB SITES	DESCRIPTION	DETAIL
http://www.spc.org.nc/coastfish/	ICSF's activities comprise monitoring, research, campaigns, action programs, and communications.	Women in Fisheries Bulletin
http://orgs.womenconnect.com/WAN/	Network about aquatic and women with links to other Web sites.	
http://www.icsf.net/	The ICSF's women's program for fisheries began in 1993. Its primary objective is to strengthen the participation of women in fisheries and decision-making organizations at various levels. Fisherwomen, No. 1 and 2. Price \$30 and \$20 US, respectively.	65, Rue Gretry, B-1000 BRUSSELS, Belgium Tel: (32) 2-218 1538 Fax: (32) 2- 217 8305 E-mail: gilletp@mail.interpack.be En India: 27 College Road MADRAS - 600006 Tel: (91) 44-827 5303 Fax: (91) 44-825 4457 E-mail: icsf@vsnl.com
http://www.latam.ufl.edu/publications/spanish.html	Managing Ecosystems and Resources with Gender Emphasis, MERGE: ecosystem and resource management program from a gender perspective. It has published three documents addressing gender, community participation and natural resource management.	Publications made by the University of Florida and PESACRE
http://www.mexicodesconocido.com.mx/guias_md/gm980612.htm	Directorio de Áreas Naturales Protegidas de México (<i>Mexico's Protected Natural Areas Directory</i>).	Revista México No. 41, June, 1998.
http://wcpa.iucn.org/wcpainfo/aboutppa.html	IUCN's site for the protected areas program supporting the activities of the World Committee for Protected Areas (WCPA).	For the publications section please contact: http://wcpa.iucn.org/pubs/publications.html
http://www.idrc.ca/minga/	This site provides information about the research program initiative MINGA (Managing Natural Resources, Latin America and the Caribbean), one of the initiatives of the International Development Research Center f (IDRC). The program seeks to facilitate the learning processes needed to enable equitable and sustainable management of natural resources within the context of continued change involved in the globalization	International Development Research Center (IDRC)

WEB SITES	DESCRIPTION	DETAIL
	<p>processes, structural adjustments and democratization. MINGA's main approach is to improve the use of information and strengthen the capabilities and participation of all sectors in decision-making activities related to effective management of sustainable natural resources in selected ecoregions of Latin America and the Caribbean.</p>	
<p>http://www.planeta.com/planeta/97/1197mexico.html</p>	<p>"Programa de ecoturismo en áreas naturales protegidas de México". "Ecotourism program for protected natural areas of Mexico". It is a document elaborated by the Mexican Ministry of Environment, Natural Resources and Fisheries, and the Ministry of Tourism. The study addresses tourism with respect to the environment, the appraisal of nature through ecotourism, the socio-economic and institutional dynamics of ecotourism, tourist operators, local communities and tourist activities based on nature and natural ecosystems like protected areas.</p>	<p>SEMARNAT - SECTUR Mexico D.F., September 2, 1997.</p>
<p>http://www.gema.org</p>	<p>Information platform about gender and rural development. Among its purposes is providing users with useful information related to gender mainstreaming and delivery of services to rural women, and promote the exchange of information about gender and rural women between program executors and rural development programs.</p>	
<p>http://www.poam.org</p>	<p>Mega Site containing useful and reliable information on gender and the environment to improve understanding and impact of actions involving sustainable human development in Central America.</p>	

WEB SITES	DESCRIPTION	DETAIL
<p><i>Setting up a Small-scale Business: A Guide for Women in Fisheries.</i></p>	<p>Available in English and French</p>	<p>The Publications Distribution Assistant Secretariat of the Pacific Community B.P. D5 Noumea Cedex 98848 New Caledonia Tel: +687 262000 Fax: +687 263818 E-mail: IdaT@spc.int http://www.spc.org.nc/coastfish/</p>
<p>Aguilar, L., et.al. (1998) "Towards Equity" series, San José, Costa Rica: IUCN-Arias Foundation.</p>	<p>This nine-module series comprises concepts, methodologies, tools and instruments to mainstream a gender perspective throughout all the phases and cycles of development and conservation projects.</p>	<p>IUCN - ORMA P. O. Box 0146-2150 100 m. South of the Moravia Church San Jose, Costa Rica Tel.: +506 236 2733 Fax: +506 240 9934 http://www.poam.org e-mail: lorena.aguilar@orma.iucn.org</p>
<p>Beck, T. and Stelcer, M. (1996). <i>The Why and How of Gender-Sensitive Indicators: A Project-level Handbook.</i> Canadian International Development Agency (CIDA).</p>	<p>It reviews major scopes about the use of gender indicators and determines the type of indicators that may be used. It also contains discussions about concepts and methods.</p>	<p>Canadian International Development Agency (CIDA) 200 Promenade Du Portage, 5/F Hull, PQ, K1A 0G4. Canada (+1) 819 - 953 50 23 (+1) 819 - 953 54 69 http://w3.acdi-cida.gc.ca/index-e.htm</p>
<p>Margoluis, R. and Salafsky, N. (1998) <i>Measures of Success: Designing, Managing and Monitoring Conservation and Development Project.</i> Island Press. Washington DC.</p>	<p>Guide for field project staff implementing conservation and development projects.</p>	<p>Island Press P.O. Box 7 Covelo, CA 95428 Tel: 1-800-828-1302 Fax: 707-983-6414 e-mail: info@islandpress.org International requests may be submitted through the web site: www.islandpress.org/islandpress/contact.html</p>
<p>Thomas-Slayter, B. et.al. (1995) <i>A Manual for Socio-Economic and Gender Analysis: Responding to the Development Challenge,</i> Clark University. Worcester, USA.</p>	<p>Tools at for macro level (political), for intermediate level (program), and field level. The field level manual presents methods and tools for facilitation, participatory evaluation and analysis, placing emphasis on the study of the way of life of rural populations. The three manuals contain 40 tools.</p>	<p>Food and Agriculture Organization of the United Nations Sustainable Development Department Women and Population Division Women in Development Service Viale delle Terme di Caracalla, 00100 Rome, Italy Tel.: 39-6-52255102, Fax: 39-6-52252004 e-mail: SEAGA@fao.org Document on line: http://www.fao.org/sd/seaga</p>

WEB SITES	DESCRIPTION	DETAIL
<p>National Environmental Secretariat, Government of Kenya, Clark University, Edgerton University, and Center for International Development and Environment of the World Resources Institute (1990) <i>Participatory Rural Appraisal Handbook</i>. World Resources Institute. New York.</p>	<p>Analysis of community needs and participatory methodologies (participation of rural scopes). Oriented towards the creation of community resource plans: includes 12 tools.</p>	<p>World Resources Institute Center for International Development and Environment 1709 New York Avenue, NW Washington, DC 20006 USA Tel: 202 729-7600 Fax: 202 729-7610 e-mail: publications@wri.org www site http://www.igc.org/wri/wripubs.html www bookstore: http://www.wristore.com</p>
<p>Parker, Rani (1993) <i>Another Point of View: A Manual on Gender Analysis Training for Grassroots Workers</i>. UNIFEM.</p>	<p>A training manual specifically designed in a user-friendly fashion. It includes a methodological training section and materials that may be reproduced for pamphlets and other printed material.</p>	<p>UNIFEM United Nations Development Fund for Women 304 East 45th Street, 15th floor New York, NY 10017 Tel: 212/906-6400 Fax: 212/906-6705 Sitio Web: http://www.unifem.undp.org Para ordenar: http://www.womenink.org/orderfrm.html E-mail: unifem@undp.org</p>
<p>Russo, S., et. al. (1989) <i>Gender Issues in Agriculture and Natural Resource Management</i>. United States Agency for International Development.(USAID). Washington DC.</p>	<p>It presents tools and concepts to facilitate mainstreaming gender and equitable social aspects into project design and development.</p>	<p>U.S. Agency for International Development Information Center Ronald Reagan Building 1300 Pennsylvania Ave., NW Washington, D.C. 20523-0016 Tel: +1 202-712-4810 Fax: +1 202-216-3524 http://www.dec.org/partners/</p>
<p>Slocum, R., Wichhart, L., Rocheleau, D. and Thomas-Slyter, B. (1995) <i>Power, Process and Participation: Tools for Change</i>. Intermediate Technology Publications. London.</p>	<p>Participatory tools for a gender-based evaluation, planning, awareness and analysis of the need to work towards the empowerment of all groups. It presents 35 tools.</p>	<p>Intermediate Technology Publications 103/105 Southampton Row London WC1B 4HH, UK Tel.:+44 171 436 9761 Fax: +44 171 436 2013 E-mail: itpubs@itpubs.org.uk http://www.oneworld.org/itdg/index.html</p>
<p>Oxfam (1996) <i>Concepts and Frameworks for Gender Analysis and Planning</i>. OXFAM. United Kingdom.</p>	<p>It presents six work areas to organize gender analysis within the psychological and political context. Each one with an illustrated case study.</p>	<p>Gender and Development Training Center Wilhelminastraat 18 2011 VM Haarlem NL Tel. (+31) 23 5342149</p>
<p>World Bank (1996) <i>The World Bank Participation Sourcebook</i>. World Bank. Washington, DC.</p>	<p>Through case studies, the book suggests various ways to incorporate participatory techniques into project design and implementation.</p>	<p>Requests via fax or telephone: Books & electronic products: Tel. 1-800-645-7247 or (703) 661-1580; Fax (703) 661-1501 Subscriptions: Tel. (201) 476-2192; Fax (201) 476-2197</p>

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Thomas-Slayter, B., Esser, A. and Shields, M. (1993) <i>Tools of Gender Analysis: A Guide to Field Methods for Bringing Gender into Sustainable Resource Management.</i> Clark University. Worcester, USA.	It presents 11 tools for data collection, which may be used to gather data disaggregated by gender and provides advice for a gender analysis. The example provided refers to agriculture and agroforestry.	ID Publications, Clark University 950 Main Street, Worcester MA 01601 USA. Tel: (508) 793-7527 Fax: (508) 793-8820
Feldstein, H. and Poats, S. (1989) <i>Working Together: Gender Analysis in Agriculture.</i> (Volume 1: Case Studies and Vol.2 Teaching Notes). Kumarian Press. West Hartford, USA.	Essential tools to mainstream gender analysis into program design, as an integral and programming part of the search and development of agriculture.	Kumarian Press, Inc. 14 Oakwood Avenue West Hartford, CT 06119-2127, U.S.A. Toll-free: Tel. 1 800 289 2664 For information: Tel. 1 860 233 5895 Fax 1 860 233 6072 e-mail kpbooks@aol.com
Koopman, J. (1997) <i>Gender and Participation in Agricultural Planning: Key issues from ten case studies.</i> FAO. Rome.	It examines participatory methodologies for gender mainstreaming in agricultural projects. It compares the scopes and challenges faced by the introduction of gender to field staff. It includes participatory methods and institutionalizes gender-sensitive participatory planning.	Sales and Marketing Group, FAO Viale delle Terme di Caracalla, 00100 Rome, Italy Fax: +39 (06) 5705 3360 Document available on: http://www.fao.org/WAICENT/FAOINFO/SUSTDEV/WPdirect/WPre0048.htm
Schmink, M. (1999) <i>Conceptual Framework for Gender and Community-Base Conservation.</i> University of Florida and PESACRE. USA.	MERGE: Managing Ecosystems and Resources with Gender Emphasis.	Tropical Conservation and Development Program Center Latin American Studies. University of Florida P.O Box 115531, Gainesville, FL 32611 e-mail: tdc@tcd.ufl.edu http://www.tcd.ufl.edu/merge/Case1Spa.PDF
Oliveira, R. and Anderson, E. (1999) <i>Gender Conservation and Community Participation : The Case of the Jaú National Park.</i> University of Florida and PESACRE. USA.	MERGE: Managing Ecosystems and Resources with Gender Emphasis.	Tropical Conservation and Development Program Center Latin American Studies. University of Florida P.O Box 115531, Gainesville, FL 32611 e-mail: tdc@tcd.ufl.edu http://www.tcd.ufl.edu/merge/Case2Spa.PDF

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<p>Rojas, M. (2000) <i>Working with Community-Base Conservation with a Gender Focus: A Guide.</i> University of Florida and PESACRE. USA.</p>	<p>MERGE: Managing Ecosystems and Resources with Gender Emphasis.</p>	<p>Tropical Conservation and Development Program Center Latin American Studies. University of Florida P.O Box 115531, Gainesville, FL 32611 e-mail: tdc@tcd.ufl.edu http://www.tcd.ufl.edu/merge/Case3Spa.PDF</p>
<p>Primer Taller: Conceptos principales de Género. Documento sobre Capacitación para el Desarrollo Humano y Comunitario, del Proyecto de Fortalecimiento de la Autogestión Comunitaria en los Asentamientos Precarios del Ecuador.</p>	<p>This work is based on existing texts on gender and the experience of educational work undertaken with groups of women, within the project involving community management strengthening in Ecuador.</p>	<p>Visión de Género. Ecuador, Quito. Proyecto Fortalecimiento a la Autogestión Comunitaria en el Ecuador. http://www.siscom.or.cr/cdp/proyecu/cuadernos/modulo1_2/cuad4/index.html</p>
<p>Sturzinger, U. and Bustamante, B. <i>"Con hombres y mujeres. Propuesta de una metodología práctica para incorporar un enfoque de género en proyectos de desarrollo"</i>.</p>	<p>The development and application of the methodology herein presented involved field tests conducted for over three years.</p>	<p>Web Ste of the document on line: http://www.gema/org./6_docum/doc22.html intercoo@sdnhon.org.hn</p>
<p>Taller "Género y desarrollo" (1999) Montevideo, Uruguay.</p>	<p>It was held in Montevideo, in September of 1999. The document presents gender research studies conducted in Brazil, Central America, the Andean Region, South Cone, and Mexico.</p>	<p>The document may be found on the Web Page of the International Development Research Center, Regional Office for Latin America and the Caribbean Montevideo, Uruguay. http://www.idrc.ca/lacro/docs/conferencias/género.html</p>
<p>Poats, S. (2000) <i>"Género en el manejo de los recursos naturales con referencia al Programa Minga del CIID"</i>.</p>	<p>Inform. Final consultancy report, July, 2000 Randi Randi Group - FUNDAGRO - Quito, Ecuador.</p>	<p>P.O. Box 8500. Ottawa, ONKIG3H9 Canadá Tel. + 1 (613) 2366163 http://www.idrc.ca/minga/poats.texto.html</p>
<p>Seminario Taller: diálogo y debate. <i>"Manejo de recursos naturales desde una perspectiva de género"</i>.</p>	<p>This seminar seeks to provide initial balance to gender mainstreaming in conservation and development projects. It gathers certain documents and papers delivered at the seminar organized by SEPIA and the program for gender studies.</p>	<p>http://www.abayala.org/informacion.php?CODLIBRO=820&FAC_CODIGO=</p>

Annex 4

BASIC INDICATORS TO EVALUATE MANAGEMENT EFFECTIVENESS IN PROTECTED AREAS ¹

FIELD OF ACTIVITY	VARIABLE	SUBVARIABLE
ADMINISTRATIVES	Staff	Administrator Technical personnel Administrative personnel Operative personnel Additional hiring capacity
	Financing	Operative budget Timely delivery of budget Extraordinary or special financing Capacity to secure own resources Financial accounting system (parameters contained in the document)
	Organization	Files Organization chart Internal communication Standardization of activities
	Infrastructure	Equipment and tools Facilities for basic management Facilities for specific management Facilities' salubrriousness Facilities' safety Boundary demarcation Accesses
POLITICAL	Community support and participation Internal institutional support Various institutional support External support	Parent institution Administration of the PA system

1 ____ Tomado de Cifuentes, M., et.al., 2000.

FIELD OF ACTIVITY	VARIABLE	SUBVARIABLE
LEGAL	Land tenure Set of laws and general regulations Law on PA creation	Domain Conflicts Clarity Application
PLANNING	PA management plan Management plan compatibility with other plans Annual Operative Plan Planning level Zonation Boundaries	Existence and current applicability of the plan Characteristics of the planning team Level of plan execution Existence and current applicability of the plan Level of plan execution
KNOWLEDGE	Socioeconomic information Biophysical information Cartographical information Legal information Research Monitoring and feedback Traditional knowledge	Subvariables could be defined for each variable, depending on the level of information available
MANAGEMENT PROGRAMS	Research Environmental education Environmental interpretation Protection Maintenance Community projection	Each program is evaluated through the following subvariables: <ul style="list-style-type: none"> - Design - Execution - Coordination - Follow up and evaluation
ILLEGAL USES	Lumber extraction Extraction of natural non-renewable resources Flora and fauna extraction Depredation of cultural resources Squatting Poaching Agriculture and livestock Fishing Recreation and tourism Education Infrastructure construction	

FIELD OF ACTIVITY	VARIABLE	SUBVARIABLE
LEGAL USES	Lumber extraction Extraction of rocky material Flora and fauna extraction Hunting Agriculture and livestock Fishing Recreation and tourism Education Infrastructure construction	
BIOGEOGRAPHICAL CHARACTERISTICS	Shape Size Isolation Vulnerability	
THREATS	Visitation-related impact Contamination Fires Advance of human settlements Migration Introduction of organisms Natural disasters Development of infrastructure Subversive operations and/or warlike conflicts Drugs traffic and related activities	Water: marine and land systems Land Air

Overall, the above-mentioned fields of activity provide the reference framework for PA management:

Administrative Scope:

Comprises aspects through which it is possible to measure institutional management capacity, **regardless of the management system**. It includes aspects involving a sound internal organization, personnel management, financial management, and operating infrastructure; all oriented towards compliance with the medium- and long-term goals and objectives proposed by management.

Political Scope:

Corresponds to the existence of and compliance with PA management guidelines. It evaluates the congruence of intra and interinstitutional actions that reflect, to a certain extent, the existence of general policies aiming at the conservation of the

natural resources of the protected areas. External support is shown by the scope and stability of resource management advice. Intrainstitutional support is reflected on the clearness of conservation policies and PA management; and efficient interinstitutional support reflects jurisdictional clarity in addition to an adequate level of coordination and exchange of information and experiences to implement major conservation projects.

Legal Scope:

Legislation is a tool that lays down the norms about PA institutional jurisprudence and related resource conservation actions. This field of activity includes the existence of laws or other regulations, general or specific, to provide management-related assistance and guarantee the area's long-term permanence. Furthermore, the knowledge about legal aspects strengthens management activities, provided current regulations are applied in a correct, timely and expedite manner.

Planning Scope:

The objectives proposed are achieved through adequate planning, defining it as the ongoing process to draft, review and approve proposed objectives that seek to have control over the future. Together with the evaluating team, an analysis is undertaken about aspects such as action follow up, zonation plans, existence and execution of management plans, operating plans, or other planning instruments.

Knowledge Scope:

The knowledge generated over the elements of a given system, are essential to management activities. Through the availability of as much Information as possible, PA managers are better able to face the challenges posed by management activities, especially in the tropics where the systems are extremely complex. This setting does primarily identify the availability of bioecological, physical and cultural information and knowledge. Knowledge regarding the research activities undertaken in a PA and the frequency involved, are a thermometer to determine the amount of information generated and handled in a PA.

Management Programs Scope:

Refers to the set of actions, which—grouped in programs within management and/or operating plans—enable the achievement of PA goals and objectives. These actions are evaluated through aspects that are essential execution-wise, and it is considered that the design, coordination with other programs, and planned execution, should be appropriately monitored and evaluated.

Current Illegal Uses Scope:

Considers the activities that are in opposition to management objectives, area regulations, or practices which exceeds permitted limits, are outside of permitted zones, or are causing negative effects on the PA. Through the evaluation of these illegal uses it would be possible to identify and direct the development of management programs.

Current Legal Uses Scope:

Involves activities that are compatible with PA management objectives; they are permitted and are carried out in such a manner that care is exerted not to exceed the resources' capacity of use.

Biogeographical Characteristics Scope:

Includes factors that affect and may be determinant to the compliance with management objectives. The basic principles regarding island biogeography are essential for evaluation purposes. The size and shape of a PA may hinder or facilitate the execution of conservation activities. The isolation of the area is directly related to the connectivity, representativeness, viability, resilience, and permanence that a PA should have.

Threats Scope:

Refers to factors causing ecosystem destabilization. These are natural or non-natural factors affecting the stability of the environment and, consequently, the achievement of management objectives. The greater the factor incidence, the lower the value assigned.

IUCN - The World Conservation Union was founded in 1948 and brings together 79 states, 112 government agencies, 760 NGOs, 37 affiliates, and some 10,000 scientists and experts from 141 countries in a unique worldwide partnership. Its mission is to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. Within the framework of global conventions IUCN has helped over 75 countries to prepare and implement national conservation and biodiversity strategies. IUCN has approximately 1000 staff, most of whom are located in its 42 regional and country offices while 100 work at its Headquarters in Gland, Switzerland.

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