



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 by 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 time (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. <i>Guidelines for Protected Areas Management</i> . Gland, Switzerland and Cambridge, United Kingdom, 1994.				

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
CATEGORY Ia STRICT NATURE RESERVE: protected area management mainly for science	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.	<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.</p> <p>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
CATEGORY IB WILDERNESS AREA: protected area managed mainly for wilderness protection	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.	<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.</p> <p>The area should contain significant ecological, geological, physiogeographic, or other features of scientific, educational, scenic or historic value.</p> <p>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).</p> <p>The area should be of sufficient size to make practical such preservation and use.</p>	As for Sub-Category Ia.

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
CATEGORY IV HABITAT / SPECIES MANAGEMENT AREAS: protected area managed mainly for conservation through management intervention	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.	<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. 	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.

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
CATEGORY V PROTECTED LANDSCAPE/ SEASCAPE: protected area managed mainly for landscape/seascape conservation and recreation	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.	<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. 	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.

MANAGEMENT CATEGORIES

Category	Definition	Objectives of Management	Guidance for Selection	Organizational Responsibility
CATEGORY VI MANAGED RESOURCE PROTECTED AREA: protected area managed mainly for the sustainable use of natural ecosystems.	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.	<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

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.

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.

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). Beside, 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 refers 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.

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.

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.

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.

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,

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.

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.

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).

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.

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 to 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 woman.

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 as 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
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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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