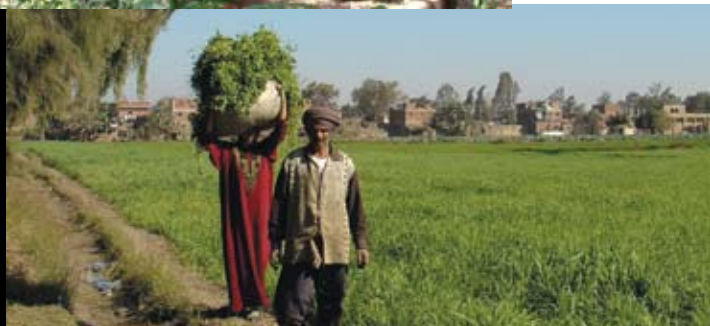




49

Guidelines for Mainstreaming Gender into National Biodiversity Strategies and Action Plans



Convention on
Biological Diversity



CBD Technical Series No. 49

**Guidelines for Mainstreaming Gender
into National Biodiversity Strategies and
Action Plans**

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FOREWORD

Biodiversity is the variety of life, and the level of its importance to different individuals, groups and communities varies according to their gender. In most countries, the survival of rural communities, their well-being and empowerment depend on biodiversity. In developing countries, biodiversity is critical for the survival of men, women and their families. Biodiversity forms an integral part of belief systems and cultural and spiritual values. For conservation efforts to be successful one must take into account the fundamental roles that women play in managing and conserving biodiversity, and thus integrate the gender perspective into all conservation frameworks. The Convention is strongly committed to recognizing and promoting the integral yet distinct roles that women and men play in conserving, celebrating and sharing biodiversity. It further recognizes that women - and distinct groups of women - require special consideration because of institutionalized systems that do not explicitly value women's contributions to biodiversity.

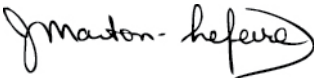
The CBD Gender Plan of Action approved by the Conference of the Parties at its ninth meeting, amongst others, defines the role that the CBD Secretariat will play in stimulating and facilitating efforts, both inhouse and with partners at the national, regional and global levels, to overcome constraints and take advantage of opportunities to promote gender equality. It also reflects an increasing awareness, that gender equality and empowerment of women are important prerequisites for environmental conservation and sustainable development. Biodiversity, as recognized in Millennium Development Goal 7, is important for the well-being of all humans. Without such diversity we would all be poorer - in economic, social and cultural terms. Because the current rate of loss of biodiversity is severe, we risk exacerbating the detrimental impacts of climate change, initiating further conflicts over limited natural resources and accelerating widespread poverty. The causes and impacts of biodiversity loss are gendered, and should be treated as such.

Thus, at the request of the CBD Secretariat, the IUCN Senior Gender Advisor's office in close collaboration with the Secretariat staff has developed the present Technical Series Guidelines for Mainstreaming Gender into National Biodiversity Strategies and Action Plans (hereinafter Guidelines). Because successful conservation policies cannot neglect the wider socio-economic setting of societies, these Guidelines aim to assist the development of National Biodiversity Strategies and Action Plans (NBSAPs) to meet the objectives of the Convention while simultaneously promoting gender equality. As countries will be reviewing their NBSAPs in line with the new revised Strategic Plan, these Guidelines provide an opportunity and general guidance to Parties on the inclusion of gender considerations into their existing and forthcoming NBSAPs.

The Secretariat is particularly grateful for the support received thus far towards the implementation of the CBO Gender Plan of Action, welcomed by the Conference of the Parties through decision 1X/24, from the Government of Finland, United Kingdom, Norway, and the Humanist Institute for Development Cooperation (HIVOS) of the Netherlands, the Swiss Agency for Development and Cooperation and the International Union for Conservation of Nature through the Office of the Global Senior Gender Advisor. We are also grateful to our partner organizations and Parties for their contributions to these Guidelines, in particular, the Global Environment Facility Small Grants Programme, the Women Environment and Development Organization, and the Governments of Mexico and Australia.



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Executive Secretary
Convention on Biological Diversity



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LIST OF ACRONYMS

| | |
|--------|--|
| ABS | Access and benefit sharing |
| CBD | Convention on Biological Diversity |
| CEDAW | Convention on the Elimination of All Forms of Discrimination against Women |
| COP | Conference of the Parties |
| FAO | Food and Agriculture Organization of the United Nations |
| GDI | Gender Development Index |
| GM | Genetically Modified |
| GMOs | Genetically Modified Organisms |
| LMO | Living Modified Organism |
| IUCN | International Union for Conservation of Nature |
| MDGs | Millennium Development Goals |
| NBSAP | National Biodiversity Strategy and Action Plan |
| NTFPS | Non-timber Forest Products |
| NGO | Non-Governmental Organization |
| OECD | Organisation for Economic Co-operation and Development |
| PAGEP | Participatory Appraisal from a Gender Equity Perspective |
| SBSTTA | Subsidiary Body on Scientific, Technical and Technological Advice |
| TK | Traditional Knowledge |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |

INTRODUCTION

The present *Guidelines for Mainstreaming Gender into National Biodiversity Strategies and Action Plans* (hereinafter *Guidelines*) are based on the fact that successful conservation policies can not neglect the wider socio-economic setting of societies. These *Guidelines* assist the development of National Biodiversity Strategies and Action Plans (NBSAPs) to meet the objectives of biodiversity conservation and simultaneously the promotion of gender equality. They provide general guidance to Parties on the inclusion of gender considerations into their existing and forthcoming NBSAPs.

The *Guidelines* build on the experience of the 166 NBSAPs submitted to the Secretariat of the Convention on Biological Diversity (SCBD) up to July 2008. The actual state of play of gender considerations within NBSAPs makes clear that more guidance on gender mainstreaming is necessary. Gender considerations within most NBSAPs are still largely absent or limited to some ad-hoc and fragmented references to gender equality and/or women.

The *Guidelines* are in two modules. Module 1 “Linking Conservation of Biological Diversity and Gender Equality” explains the purpose and goals of the *Guidelines*, the background of their development, the international framework they fit in, how gender and biological diversity are mutually enhancing goals creating a win-win situation, gender issues relevant for conservation, the added value of gender mainstreaming into national conservation policies and the importance of gender mainstreaming into NBSAPs. Module 2 “Mainstreaming Gender into National Biodiversity Strategies and Action Plans – Process and Content” provides practical step-by-step guidance; first, about the incorporation of a gender equality perspective into the NBSAP development process; second, about making gender equality visible, in a systematic and coherent way, in the text of both national strategies and action plans. The recommendations presented concerning the procedure of developing NBSAPs should also be implemented in the course of their further revisions. Finally, in Annex 4, a check lists booklet is included, summarizing all the check lists introduced by the present *Guidelines*, in order to facilitate the work of the NBSAP planners in the development and implementation processes.

The users of the present *Guidelines* are invited to share their experiences in mainstreaming gender into NBSAPs and any suggestions with the authors of this document.

MODULE 1

LINKING CONSERVATION OF BIOLOGICAL DIVERSITY AND GENDER EQUALITY

Purpose of Module 1

- Explain the legal base and the research behind the *Guidelines*
- Present the goals and the targeted audience of the *Guidelines*
- Show the wider international framework on gender and environment that the *Guidelines* are part of
- Explain how the promotion of gender equality and the conservation of biodiversity are mutually reinforcing goals
- Introduce basic gender concepts relevant for conservation
- Present the role of women in conservation and the inequalities faced by them
- Demonstrate the added-value brought by gender mainstreaming to NBSAPs
- Explain why NBSAPs are crucial documents for including gender in national conservation policies

1.1 BACKGROUND

The present *Guidelines* were developed for the SCBD by the Office of the Senior Gender Advisor at International Union for Conservation of Nature (IUCN) pursuant to *The Gender Plan of Action under the CBD*¹ adopted by the Conference of the Parties at its ninth meeting, in May 2008.

The Gender Plan of Action under the CBD is the first agreed gender agenda attached to a Multilateral Environmental Agreement. It defines the role that the Secretariat will play in stimulating and facilitating efforts to overcome constraints and take advantage of opportunities to promote gender equality.²

The *Guidelines* build on the experience of the 166 NBSAPs submitted to the SCBD up to July 2008. Gender is an existing and serious concern for the national authorities involved in NBSAP development. Some NBSAPs carried out gender mainstreaming with significant success while in others the commitment taken by the strategy planners can be seen, but gender remains largely absent. More detailed information on the incorporation of gender into NBSAPs and a summary of the analyses can be found in Annex 1.

1 CBD. (2008). *The Gender Plan of Action under the Convention on Biological Diversity*. UNEP/CBD/COP/9/INF/12/Rev.1. 23 May 2008. See: <http://www.cbd.int/search.shtml?cx=002693159031035132009%3Aetadhtewsy4&cof=FORID%3A11&q=gender+plan+of+action&a=Search&hl=en#1250>

2 *Ibid.*

As part of the validation process of the *Guidelines*, a workshop was organized by the SCBD in cooperation with the Office of the Senior Gender Advisor of IUCN, for experts of the SCBD on 12 May 2009 at the SCBD offices in Montreal, Canada.

1.2 GOALS OF THE GUIDELINES

Existing gender inequalities undermine the success of national conservation strategies and action plans as well as the achievement of the Millennium Development Goals (MDGs) and policies to eradicate poverty. The implementation of these *Guidelines* will contribute significantly to achieving the goals of the Convention on conservation and sustainable use of biological resources, as well as the access to such resources and the fair and equitable sharing of the benefits arising out of their use.

The main aim of the present *Guidelines* is to answer the demand for supporting the national authorities involved in NBSAP development to adopt a coherent and systematic approach towards the mainstreaming of gender. Indeed, the *Guidelines* are intended to be a resourceful document of practical use for governments, decision makers and stakeholders involved in the development and implementation of NBSAPs, rather than a document with a theoretical focus. In particular, they are intended:

- To offer a methodology and collaborative framework to Parties in developing and implementing their NBSAPs. Please note that the implementation of the present *Guidelines* should be tailored to suit the particularity of every NBSAP.
- To offer guidance for gender mainstreaming into any other biodiversity-related initiative of the Parties.
- To advise other stakeholders involved in biodiversity conservation on gender mainstreaming into the framework of their activities.
- To provide concrete examples of including gender in NBSAPs to facilitate the cross-fertilization of knowledge and sharing of good practices for other Parties and stakeholders.

As regards the Parties to the CBD, the *Guidelines* should be applied in conjunction with other guidelines issued by the SCBD. In this respect the international regime on access and benefit sharing, which is currently under negotiation, is of particular importance.

The *Guidelines* are not intended to replace technical-scientific proposals for conservation policies within the NBSAPs but rather aim to enhance them.

1.3 INTERNATIONAL FRAMEWORKS

According to the 2005 United Nations Development Programme (UNDP) *Human Development Report*, gender continues to be “one of the world’s strongest markers for disadvantage”. Such inequalities span all sectors and are equally pervasive in the environment sector. Reducing inequality would be instrumental in making progress towards achieving the MDGs.³ Indeed, it has been widely recognized and demonstrated that the promotion of gender equality is essential for poverty eradication policies.

³ *Ibid.*, at 5.

The political commitment undertaken by the SCBD to promote gender equality and equity is to be interpreted in a broader international context. The development of the *Guidelines* is a further step within the international movement towards highlighting the intrinsic link between poverty eradication, the conservation of biological diversity, and the promotion of gender equality.

The importance of gender equality and equity in environmental policies and poverty eradication policies has already been recognized in a wide range of global agreements and fora (the complete list of these international agreements can be found in Annex 2).

As to the Convention on Biological Diversity (CBD) in particular, the Parties emphasized the relevance of gender equality and equity notably in the 13th preambular paragraph of the Convention.⁴

Thirteenth preambular paragraph of CBD

“Recognizing also the vital role that women play in the conservation and sustainable use of biological diversity and affirming the need for the full participation of women at all levels of policy-making and implementation for biological diversity conservation”

Additionally, the Conference of the Parties in various decisions and the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) in different recommendations include considerations about women’s practices, knowledge, equal presentation and gender roles (the list of the various COP decisions and SBSTTA recommendations is presented in Annex 2).

These recommendations refer to “women’s” participation in activities under the Convention and not directly to gender equality. A more focused approach to gender mainstreaming has been undertaken within the framework of the CBD and the United Nations Environment Programme (UNEP) since 2007 (the complete list of measures taken is included in Annex 2). As regards biodiversity conservation, *The Gender Plan of Action under the Convention on Biological Diversity* and Decision IX/8 on “Review of implementation of goals 2 and 3 of the Strategic Plan” are of particular importance in this context. The Plan is the main reference document in respect of gender equality and equity for the SCBD and it also provides the mandate for developing the present *Guidelines*. Moreover, in Decision IX/8, the Conference of the Parties explicitly urges the parties to promote gender considerations in developing and implementing their national and regional biodiversity strategies and action plans. Indeed, the present *Guidelines* intend to support NBSAP planners in their efforts to mainstream gender into their national strategies and action plans.

The Gender Plan of Action under the Convention on Biological Diversity, as contained in document UNEP/CBD/COP/9/INF/12 and approved at COP-9, invites Parties to support the Secretariat’s implementation of the plan. The Gender Plan of Action is the main reference document for all stakeholders as regards the mainstreaming of gender into their work on the conservation of biological diversity.

The Conference of the Parties in Decision IX/8 on “Review of implementation of goals 2 and 3 of the Strategic Plan”, also adopted at COP-9 in Bonn in 2008, provides consolidated guidance to assist Parties in the development and revision of their NBSAPs. In paragraph 8, the Conference of the Parties urges Parties to promote the mainstreaming of gender considerations in developing, implementing and revising their national and, where appropriate, regional biodiversity strategies and action plans, and equivalent instruments, in implementing the three objectives of the Convention.

⁴ Articles 8 and 10 about the integration of local communities and indigenous people, as well as the inclusion of their knowledge and practices, should also be interpreted in the light of the 13th paragraph of the CBD Preamble on women’s role and participation in conservation.

All these international agreements, decisions and recommendations have great importance since they present the political commitment and provide a legal base for the mainstreaming of gender into the conservation agenda.

1.4 GENDER AND BIOLOGICAL DIVERSITY: A WIN-WIN SITUATION

There is no corner on Earth that has not been affected, either directly or indirectly, by human activity. Yet, the importance of biological diversity is not the same for everyone. Societies are not homogenous, but are composed of different social groups based on class, race, ethnicity, age, gender, and socio-economic status, etc. The different social groups tend to use different biological resources in different ways, as well as possessing diverse knowledge and skills in relation to the management of biological resources. Therefore, it is extremely important to have information regarding people's specific relations with the components of biodiversity.

Gender relations

"Gender relations are those established between women and men, based on the manner in which a certain culture and society understands the meaning of being a woman or a man. 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 of goods are affected by the gender relations within the given community. Women and men use the resources and express themselves about the environmental setting differently. Involvement in environmental management does also take place in different ways, being closely interrelated to age, social class and culture."

Source: Aguilar L., Castañeda, I. and Salazar H., 2002.

Where issues of gender equality and equity are concerned, there is the general tendency to assume that gender is exclusively about women's issues. On the contrary, a gender perspective addresses both men's and women's issues and the existing relationship between them. In the context of biodiversity conservation, it implies the exploration of the different relationships held by women and men in relation to their environment and resources, and the benefits derived from such relationships.⁵

The empowerment of women is a related concept to gender equality. While gender explores the socio-economic position of women and men in relation to each other, empowerment of women is necessary where women are in a disadvantaged position in comparison to men in terms of their socio-economic status. Indeed, the aim of empowering women is to close or narrow the existing gap between women and men through supporting women in various forms.

Women's empowerment

It is the process through which people gain increasing power and control over their own lives. It involves aspects such as awareness raising, development of self-confidence, and extended opportunities and options. Women's empowerment is a changing process where women gain increased access to power, which results in the transformation of unequal power relations between genders.

Source: Aguilar L., Castañeda, I. and Salazar H., 2002.

5 Tobin, B. and Aguilar, L. (2007). *Mainstreaming Gender Equality and Equity in ABS Governance*, at 13. San Jose, Costa Rica: IUCN.

In fact, the methodology offered by the present *Guidelines* is based on the following two principles:⁶

Social and gender equity: indispensable condition for the success of conservation

The principles of equality and equity imply that all stakeholders independently of the social group they belong to should be consulted and involved under equal conditions in the various activities of conservation, and the full and active participation of those who are discriminated against, disadvantaged or oppressed within a society should be guaranteed.

The inclusion of the different stakeholder groups based on equity yields a conservation policy that enjoys support from all the various social groups of the actual resource users, and the inclusion of various knowledge systems, visions and skills in conservation, and consequently, has a higher chance of achieving a positive impact and result on conservation and utilization.⁷

Conservation of biological diversity as an opportunity to promote equality and equity

Conservation policies frequently trigger the introduction of a series of new activities or the change of existing practices. Such changes can be related to land use, agriculture, forestry, livestock, fisheries and water management among others where women and men carry out different activities, have unequal access to different resources, and benefit from their use in a non-equitable manner.

Gender mainstreaming

"The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated."

Source: Report of the Economic and Social Council. United Nations, 1997.

The responsibility of any biodiversity conservation initiative relies on ensuring that the development and implementation of proposals, under national and international conservation policies, contribute to equality and equity, through the creation of possibilities for equitable opportunities and benefits for both women and men.

The goal of gender mainstreaming into NBSAPs is to minimize the possibility of biodiversity policies and programmes having a negative impact on gender equality and to maximize the efficiency and sustainability of conservation efforts. On the other hand biodiversity policies and projects can significantly contribute to the promotion of gender equality.

However, the task of gender mainstreaming is not overwhelming: it is about going through a set of checklists of important issues in order to verify that no important issues have been neglected. The present *Guidelines* provide these checklists and examples of various NBSAPs to assist the designers in this task.

6 Aguilar, L., Castañeda, I. and Salazar, H. (2002). *In Search of the Lost Gender: Equity in Protected Areas*, at 5–7. San Jose, Costa Rica: IUCN.

7 Hagen, R.T. (1999). "A Guide for Countries Preparing National Biodiversity Strategies and Action Plans", at 12. New York, USA: Biodiversity Planning Support Programme, UNDP/GEF.

It is also true that in-depth gender analysis requires an advanced level of expertise, but when it is needed, such work can be assigned to specialists.⁸

To date, many efforts to mainstream gender have been limited to minimalist and short-term technical interventions that have failed to challenge inequitable power structures. Gender disparities remain among the deepest and most pervasive of all inequalities.

Relevant terminology on gender related to conservation is included in Annex 3.

1.5 GENDER ISSUES RELEVANT FOR THE CONSERVATION OF BIOLOGICAL DIVERSITY

The conservation of biological diversity is as much a social issue as an environmental problem: the success of sustainable conservation mainly depends on the use that the different groups of people make of biological resources. Numerous factors influence the conservation or loss of biological resources, e.g., climate change, conflicts, poverty, affluence, HIV/AIDS, gender inequalities, and indigenous peoples' rights.

As Aguilar pointed out “The importance of women’s role in biodiversity conservation, management and distribution of benefits derived from such use cannot be underestimated. Women play a key role in managing local biodiversity to meet food and health needs. In many countries, they also play a crucial role in managing agriculture and are the primary savers and managers of seeds. Furthermore they are responsible for the control, development and transmission of significant traditional knowledge. As men are increasingly drawn to seek remunerated work away from their lands and resources, women’s role in farming and in the management of family and community biological resources, as well as the protection of traditional knowledge is increasing.”⁹ A brief look at the following data serves to form a sound reminder of women’s central role in the conservation and management of natural resources in relation to the main NBSAP elements identified by CBD COP decisions.

Data on gender related to biodiversity management

Agro-biodiversity

Women are the main producers of the world’s **staple crops** (rice, wheat, maize) that provide up to 90 percent of the rural poor’s food intake and produce 60–80 percent of food in most developing countries. In India, women provide 75 percent of the labour for transplanting and weeding rice, 60 percent for harvesting, and 33 percent for threshing. (Press releases from the United Nations Information Centre in Sydney for Australia, New Zealand, and the South Pacific, 1995).¹⁰

Women farmers play a key role in the selection, improvement and adaptation of **plant varieties**. Women also play an important role in preserving the genetic diversity of many species due to their particular preferences. For example, Andean women choose potatoes with characteristics that reflect their cooking requirements.¹¹

8 UNDP. (2006). “Part I Gender Mainstreaming: 10 Steps for Integrating Gender into the Policy-making Process”, at 4. See www.unep.org/civil_society/gcsf8/pdfs/gender_10steps.pdf

9 Tobin B. and Aguilar L. (2007).

10 Mata, G. and Sasvari, A. (2009). “Integrating gender equality and equity in ABS governance through a rights-based approach”. In: Campese, J., Sunderland, T., Greiber, T. and Oviedo, G. (Eds). *Rights-Based Approaches: Exploring Issues and Opportunities for Conservation*. Bogor, Indonesia: CIFOR, IUCN and CEESP.

11 Howard, P.L. (2003). *Women and Plants: Gender Relations in Biodiversity Management and Conservation*, at 67. Canada: IDRC.

Conservation

According to the FAO, women produce, select and save up to 90 percent of seeds and germplasm that are used as **planting material** in smallholder agricultures. In Rwanda, women produce more than 600 varieties of beans, and Peruvian *Aguaruna* women cultivate more than 60 varieties of manioc.¹²

Women also have a key role in growing and preserving **underutilized species**, which do not satisfy a large proportion of the world's food needs, but are used by specific communities to complement their diets. In Yemen, women grow different crops from men, identified as "women's crops", such as groundnuts, pumpkins, leafy vegetables, cowpeas, cucumbers and sweet potatoes, which has the effect of raising farm biodiversity and food security.¹³ The NBSAP of Bhutan recognized that under-used species contribute substantially to household food and livelihood security; they are often managed or harvested by women. Knowledge concerning the uses and management of these species is likewise localized and specialized.¹⁴

Sustainable use

Women provide up to 80 percent of the total **wild vegetable food** collected in many subsistence-based societies.¹⁵ As a study carried out in Uttar Pradesh, India, explained, men primarily use gathered forest plants and mulch for agriculture, while women's uses were more related to the household, e.g., medicines, tonics, cleaning materials, fibre, food and tools.¹⁶

Evidence suggests that women and men make **different use of natural resources**. In Uttar Pradesh, a study demonstrated that women obtained 33–45 percent of their income from forests and common land, compared to 13 percent in the case of men.¹⁷

Access and benefit sharing

Up to 80 percent of the population of some developing countries relies on **traditional medicine** as the primary source of healthcare. The traditional knowledge (TK) held by men and women is often different. An ethno-botanical survey conducted in the *Jauú* National Park in Brazil found that midwives were knowledgeable about certain plants, while traditional medicine men knew about others. In the *Los Guatuzos* community in Nicaragua, when asked about the type of medicinal plants found on their plots of land and in the forest, men called upon their spouses to answer the question.¹⁸

Women tend to allocate a higher percentage of their income to **family welfare** than men, while men tend to spend a greater percentage of their income on personal use. In Rwanda, members of female-headed households consumed 377 more calories per adult equivalent, per day, than male-headed households. In Gambia, the control of cereal production by women brought about 322 additional calories per adult per day. In Kenya and Malawi, levels of malnutrition were much lower among children in female-headed households.¹⁹

Biosafety²⁰

Women are mainly responsible for ensuring the fulfilment of their livelihood needs, particularly, for food security. They take the **consumer decisions** about the products purchased by the family for consumption. In some OECD countries, women make over 80 percent of consumer decisions.²¹

Women account for the majority of **poor farmers**, and have limited assets; they may not be able to access and implement biotechnology. Genetically modified (GM) seeds are not only more expensive, but in some cases these plants do not produce fertile seeds.²² Up to 90 percent of the crops grown by poor farmers come from seeds and planting material that they store.²³

12 FAO. (2001). "Women – users, preservers and managers of agrobiodiversity". SDdimensions, Gender and development fact sheets. See: http://www.fao.org/sd/2001/PE1201a_en.htm

13 NBSAP Yemen. (2005). "National Biodiversity Strategy and Action Plan", at 16. Yemen: Ministry of Environment and Water.

14 NBSAP Bhutan. (2002). "Biodiversity Action Plan for Bhutan", at 150. Thimphu, Bhutan: Government of Bhutan.

15 See Tobin B. and Aguilar L. (2007) at 16.

16 *Ibid.*

17 Martin, A. (2004). "Forestry". Fact sheet. San Jose, Costa Rica: IUCN. See: http://www.genderandenvironment.org/admin/admin_biblioteca/documentos/Forestry.pdf

18 Azofeifa, F. cited in Rodríguez, G., Blanco, M. and Azofeifa, F. (2004). *Diversity makes the difference*, at 44. San Jose, Costa Rica: IUCN.

19 Kabeer, N. (2003). *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: A handbook for policy-makers and other stakeholders*, cited in Tobin B. and Aguilar L., (2007) at 16.

20 Quesada-Aguilar, A. (2008). "Biosafety". Fact sheet. San Jose, Costa Rica: IUCN. See: [http://genderandenvironment.org/admin/admin_biblioteca/documentos/FS%20UICN%20Biosafety%20\(Baja%20Resolucion\).pdf](http://genderandenvironment.org/admin/admin_biblioteca/documentos/FS%20UICN%20Biosafety%20(Baja%20Resolucion).pdf)

21 OECD. (2008). *Promoting sustainable consumption: Good practices in OECD countries*. Paris, France: OECD.

22 Ford, A.R. (2000). "Biotechnology and the New Genetics: What It Means for Women's Health". Prepared for Working Group on Women, Health and the New Genetics. See: <http://www.cwhn.ca/groups/biotech/availdocs/biotech.htm>

23 FAO. (2001).

Changes in **forests** could have a serious impact on the 60–70 percent of poor women from local communities that obtain food, medicines and other traditional non-timber forest products (NTFPs) from these ecosystems. Some genetically modified organisms (GMOs) can hybridize with other plants in forest communities or have seeds that can disperse from field to forest which could affect forest communities.²⁴ A recent study has shown that gene flow can occur from GM bentgrass (*Agrostis sp.*) plants, traditionally used in golf courses, to wild plants up to 14km away.²⁵ The US Forest Service has complained that this GM creeping bentgrass (*Agrostis stolonifera*), which is resistant to herbicide, could have adverse effects on the forests.

Alone, differences between men and women do not cause inequality. Inequality occurs when such differences correspond to inequalities in terms of rights and obligations. Despite recent advances, the reality is that gender inequality is ingrained in social structures and also expressed in unequal access to and control over biological resources and the sharing of benefits arising out of their use; land-tenure systems; access to training, credit and benefits of development programmes; as well as in under-representation in decision making, etc. The following box provides some examples of gender inequalities from around the world related to conservation.

Gender inequalities in conservation

Programmes

According to a report issued by Fondo Nacional de Financiamiento Forestal de Costa Rica (Cost Rican National Fund for Forestry Financing), women's participation in the Environmental Services Payment programme does not reach 20 percent. The limited participation of women is due to several factors; for example, unfair distribution of land tenure and ownership, poor information systems, and a lack of policies and strategies to facilitate the inclusion of women in the programme.²⁶

Land

For example, fewer than 10 percent of women farmers in India, Nepal and Thailand own land.²⁷ In some cases, as in Kenya, although laws do not prevent women from owning land, they still face numerous difficulties in trying to acquire ownership of land.²⁸ An analysis of credit schemes in five African countries found that women received less than 10 percent of the amount of credit awarded to male smallholders.²⁹

In Peru, the Amazonian várzea areas are composed of three different broad zones: bog, beach and sandbar. The most productive zones are the bogs. Access to bogs is subject to compliance with several prerequisites such as a special permit granted by the Ministry of Agriculture to the "head of household", and agricultural credit oriented towards crops with high market demand, like rice. Such requirements, not taking into account women's special conditions, restrict or prevent women having access to the most productive areas within the várzea.³⁰

Water

Legal constraints can affect women's equal access and rights to control water resources. In Kenya, the Mwea Irrigation Scheme appropriated all available land, investing control in the hands of male managers. Women lost rights to land they had and traditionally used to grow subsistence food crops. This inequality causes further inequalities between men and women as women were forced to turn to their husbands to buy food.³¹

23 FAO. (2001).

24 Arnaud, J.-F., Viard, F., Delescluse, M. and Cuguen, J. (2003). "Evidence for Gene Flow via Seed Dispersal from Crop to Wild Relatives in *Beta vulgaris* (Chenopodiaceae): Consequences for the Release of Genetically Modified Crop Species with Weedy Lineages". *Proceedings: Biological Sciences* 270: 1565–1571, at 1566.

25 Watrud, L.S., Lee, H.E., Fairbrother, A., Burdick, C., Reichman, J.R., Bollman, M., King, G. and Van de Water, P.K. (2004). "Evidence for landscape-level, pollen-mediated gene flow from genetically modified creeping bentgrass with CP4 EPSPS as a marker". *Proceedings of the National Academy of Sciences* 101: 14533–14538, at 14535.

26 Rodríguez, G., et al. (2004) at 48.

27 FAO. (2000). for bibliography "Gender and food security: agriculture". See <http://www.fao.org/docrep/X0198E/X0198E00.htm>

28 NBSAP Kenya. (2000). "The Kenya National Biodiversity Strategy and Action Plan", at 10. Kenya: Ministry of Environment and Natural Resources.

29 FAO. (2000).

30 Rodríguez, G., et al. (2004) at 77.

31 Thaxton, M. (2004). "Water". Fact sheet. San Jose, Costa Rica: IUCN. See: http://genderandenvironment.org/admin/admin_biblioteca/documentos/Water.pdf

Markets

Powerful social norms in many areas – among them Bangladesh, Pakistan and Afghanistan – restrict women's movement in the public domain. Women are not allowed to sell their agricultural products alone; therefore, often must rely on men to serve as their link to the market place or other public space.³²

Sharing of benefits

There are several communities in Southeast Asia and sub-Saharan Africa where women are responsible for gathering NTFPs, such as eucalyptus leaves or fodder and the fruit of the baobab tree (access). Men make the decisions about the same trees and lands (control). Men are also responsible for selling the crops and managing the income generated (benefit). The same applies to farming families who own a few cows, where the women tend the cattle, milk them and make cheese, but cannot make decisions about the animals or how the income generated may be used.³³

The women in New Brunswick, Canada, earn an average of 2 Canadian dollars less than men for the same type of work in the fish processing industry. Since they also tend to be temporary workers they face an additional difficulty in demanding equal salaries as such demand would result in not being hired the next season.³⁴

In Tamil Nadu, India, both female and male workers agreed it would be humiliating for a man to be paid the same salary as a woman for the same work.³⁵

Participation

Throughout several rural development projects located within protected areas in Central America, such as the Los Guatuzos Wildlife Refuge, in Nicaragua, and the *Laguna Lachua* National Park, in Guatemala, it has been noted that under similar conditions of poverty, the women who have partners experience greater difficulty regarding participation in activities or meetings, than female widows or single women. In these cases, the women who have inherited land are able to dispose of it while they are independent, but when they have a new partner, women usually lose control of their own lands, and are forced to give up participation in community groups and training processes.

The same applies to credit or financial assistance programmes, where women must be organized for group work that, for the most part, is under the supervision of men's groups.³⁶

In Norway, in implementing "the National Park Plan", reference groups were created to ensure local participation. However, a new study reveals that "local participation" tends to mean participation of local men. Of 54 reference groups established to ensure local participation in various areas, 440 local representatives have been appointed, of which only 48 are women. Thus, the total share of women amounts to less than 11 percent. Twenty-two of these 54 reference groups had no local women at all. Only two out of the 54 cases had equal representation. As the study points out, among the reasons for failing to ensure gender equality are the public entities at a high political level neglecting to fulfil their obligations in terms of gender, and the male dominance amongst participants from the private sector.³⁷

Implementing the gender equality approach in the field of conservation means that the different roles and responsibilities, the needs, interests and vision, as well as the quality of participation of women and men, are analyzed and understood. Using the gender perspective does, furthermore, mean going beyond the simple recognition of the inequalities, and implies working towards building more equitable relations between women and men.

32 Hill Rojas, M. (2004). "Agriculture". Fact sheet. San Jose, Costa Rica: IUCN. See: <http://genderandenvironment.org/biblioteca/documentos.php?cat=5&subcat=5>

33 Rodríguez, G., et al. (2004) at 24.

34 Azofeifa cited in Aguilar et al., (2002) at 84.

35 Hill Rojas, M. (2004).

36 Rodríguez, G., et al. (2004) at 25.

37 Svarstad, H., Skuland, S., Guldvik, I. and Figari, H. (2009). *The lack of gender equality in local participation on conservation in Norway. The National Park Plan as example*. [In Norwegian, with English abstract]. NINA Report 432. See: <http://www.nina.no/archive/nina/PppBasePdf/rapport/2009/432.pdf>

1.6 THE ADDED VALUE OF MAINSTREAMING GENDER INTO NATIONAL CONSERVATION POLICIES

The added value of gender mainstreaming to NBSAPs:

1. Highlights the decisive socio-political, economic and cultural aspects of conservation;
2. Increases efficiency;
3. Ensures the incorporation of important knowledge, skills and experiences;
4. Enhances sustainability;
5. Improves credibility and accountability;
6. Contributes to fighting poverty;
7. Guarantees compliance with human rights standards;
8. Promotes social justice;
9. Prevents increasing gender inequality.

It will only be through the application of a gender approach that practices carried out by the female half of the population will not fall beyond the scope of conservation policies. The following points will demonstrate what specific benefits a gender-aware perspective may bring to national biodiversity strategies and action plans.³⁸

In order to develop adequate NBSAPs, recognizing the integral and decisive role that **biophysical, socio-political, economic and cultural aspects** play in the interaction between human beings and the environment is a pre-requisite. The inclusion of a gender perspective makes visible the different ways in which women and men use, preserve, know and participate in the distribution of the benefits offered by biodiversity.³⁹

Women and men use different biological resources in different manners as the data presented illustrates. This situation provides women with a wealth of unique **knowledge, skills and experience** that is vital to conservation. Recognizing the importance of the different and significant knowledge possessed by women allows making the most of the available knowledge and human resources relevant for NBSAPs.

Long-term **sustainability** of NBSAPs will be determined by women's and men's perception of their usefulness. As women make up at least half of all biological resource users, without their engagement there is little if any hope of achieving it. In order to gain the support of women, conservation strategies have to recognize and respond to their particular needs and interests, as well as to their different aspirations.

NBSAPs can only be considered **efficient and meaningful** if they have an impact on all resource users including both women and men. Efficiency cannot be achieved if the environmental impact of women, as well as their knowledge and skills, are not carefully considered. Biological resource management initiatives that neglect women as stakeholders affect the efficiency and effectiveness of the actions promoted.

Gender mainstreaming into NBSAPs offers the possibility of introducing a greater degree of **accountability and credibility** into their governance. Through addressing the concerns of both women and men,

³⁸ Rodríguez, G., *et al.* (2004) at 27.

³⁹ Wiens cited in Rodríguez, G., *et al.* (2004) at 36.

democracy, social justice and equitable human development will be encouraged by correcting the previously existing male bias of conservation policies.⁴⁰

It is currently acknowledged that economic welfare, social development and environmental stability constitute the cornerstones of sustainable development. Weakening of any of these would have a direct effect on the other two.⁴¹ **Poverty** is one of the main socio-economic factors that threaten conservation.⁴² Globally, women make up 70 percent of the 1.3 billion people living in poverty.⁴³ Gender mainstreaming makes sure that the programmes and benefits generated by NBSAPs are more equitably distributed between women and men and thus fights the poverty of women and works towards the achievement of MDGs.⁴⁴

The mainstreaming of gender equality, in fact, is not only a question of efficiency and sustainability, but primarily an issue of human rights and social justice. As of February 2008, out of 191 Parties to the CBD, 105 were also Parties to both CEDAW and the Optional Protocol to CEDAW and an additional 79 Parties to the CBD are Parties to CEDAW. This demonstrates that the overwhelming majority of the Parties to the CBD have already made a commitment to gender equality under international law. However, such a commitment does not have the necessary emphasis in NBSAPs. In fact, gender mainstreaming into NBSAPs also ensures the respect of obligations taken under CEDAW by the Parties.

1.7 THE IMPORTANCE OF MAINSTREAMING GENDER INTO NATIONAL BIODIVERSITY STRATEGIES AND ACTION PLANS

Policies, programmes and projects in any sector and at all levels which disregard existing gender inequalities risk making those inequalities worse. The environment sector is among those in which gender mainstreaming has taken place in a fragmented, superficial and inconsistent manner. Environmental policies that do take gender into account have only been partially implemented.⁴⁵

The CBD COP Decision IX/8 on “Review of implementation of goals 2 and 3 of the Strategic Plan”, adopted at its ninth meeting in Bonn in 2008 provides consolidated guidance to assist Parties in the development and revision of their NBSAPs. In paragraph 8, it urges Parties to promote the mainstreaming of gender considerations in developing, implementing and revising their national and, where appropriate, regional biodiversity strategies and action plans, and equivalent instruments, in implementing the three objectives of the Convention.⁴⁶

The NBSAPs provide a crucial potential to include gender equality in biodiversity conservation efforts at a national level where such activities are principally carried out. They are the key planning documents of biodiversity-related policies and programmes; without a clear commitment to gender equality in NBSAPs there is little if any hope that gender will later be incorporated into national programmes. Although national biodiversity planning processes provide logical and readily available entry points for addressing

⁴⁰ UNDP. (2006) at 16.

⁴¹ McNeely, J. cited in Rodríguez, G., *et al.* (2004) at 37.

⁴² Poverty can push local communities to unsustainable resource management. On the other hand, the continuous decreasing of biological diversity undermines the capacity of countless poor families to ensure food security, energy supply and traditional medicines to their members.

⁴³ UNDP cited in Rodríguez, G., *et al.* (2004) at 37.

⁴⁴ Rodríguez, G., *et al.* (2004) at 37.

⁴⁵ CBD. (2008a) at 5.

⁴⁶ CBD. (2008). “Review of implementation of goals 2 and 3 of the Strategic Plan”. UNEP/CBD/COP/DEC/IX/8. 9 October 2008. See: <http://www.cbd.int/doc/decisions/cop-09/cop-09-dec-08-en.pdf>

gender in a comprehensive manner, the importance of linking gender to biodiversity conservation may not be readily apparent to the national authorities in charge.

The actual state of play of gender mainstreaming into NBSAPs clearly shows the need for more articulated guidance on addressing gender inequalities within national strategies and action plans. Out of the 166 NBSAPs submitted by July 2008 to the SCBD, only 78 include any reference to women or gender. A few NBSAPs have successfully adopted a more systematic approach to incorporating gender in their texts; however, there is still room for improvement. Some NBSAPS address the question of promoting gender equality in a very fragmented and ad hoc manner. Nevertheless, as it is today, most NBSAPs lack any consideration of gender issues. Detailed data on the references to gender and/or women within NBSAPs can be found in Annex 1.

MODULE 2

MAINSTREAMING GENDER INTO NATIONAL BIODIVERSITY STRATEGIES AND ACTION PLANS – PROCESS AND CONTENT

Purpose of Module 2

- Provide general recommendations of practical use on how to incorporate gender into NBSAPs
- Present a comprehensive and systematic way of including gender in NBSAPs
- Offer a step-by-step process on the inclusion of gender into the NBSAP development process
- Identify the relevant sections of NBSAPs where gender should be included
- Provide a set of user-friendly check lists for the different stages of NBSAP design
- Present examples of NBSAPs where gender has already been addressed as a sharing of experiences

2.1 METHODOLOGY OF MODULE 2

Module 2 will explain, first, how and when to involve stakeholders with gender expertise into the development process in order to ensure the necessary inputs on gender. Second, it will show how to make visible the gender-related information gathered during the process of NBSAP design within the NBSAP text by identifying entry points. If gender is not included in the NBSAP development process from the earliest stage of conceptualization, the necessary information on gender will not be on hand to be incorporated further down the line. On the other hand, it is futile to conduct a gender-responsive strategy development if gender issues are not taken into account at a later stage and reflected in the text and implementation of the NBSAPs. As so often happens, many NBSAPs list plenty of stakeholders with a gender mandate, but, paradoxically, no other part of the text includes gender concerns.

Indeed, a comprehensive gender perspective is not about “adding” or “gluing” gender to already designed strategies. Gender mainstreaming cannot be realized by adding an annex or a paragraph disconnected from the rest of the text.⁴⁷ Gender mainstreaming implies a logical, interconnected, coherent and comprehensive inclusion of gender perspectives into the process of designing and implementing the NBSAP.

As regards recommendations on the process of NBSAP development, the *Guidelines* draw heavily upon UNDP’s *A Guide for Countries Preparing National Biodiversity Strategies and Action Plans* prepared by Roy T. Hagen. Basically, gender has been mainstreamed into the procedure recommended by Hagen.⁴⁸

⁴⁷ Aguilar L. *et al.* (2002) at 49.

⁴⁸ Hagen, R.T. (1999).

Concerning the actual NBSAP text, although all NBSAPs are unique, some common elements can be identified in terms of their structure and content. The entry points identified for gender mainstreaming within the text are based on the review of existing NBSAPs.

The following box explains the structure of the recommendations provided in these *Guidelines*.

THE STRUCTURE OF THE RECOMMENDATIONS ON GENDER MAINSTREAMING

NATIONAL STRATEGY (MAINSTREAMING GENDER INTO PROCESS AND CONTENT)

Process: Mainstreaming gender into strategy development

Organizational aspects and the process of developing the national strategy

Stocktaking and assessment

Strategy development

Content: Gender mainstreaming into the text of national strategies – identifying entry points

The importance of biological diversity

About the CBD

Presentation of the organizational aspects of NBSAP development

Country presentation

Guiding principles

Cross-cutting issues

Sectoral strategies

ACTION PLAN (MAINSTREAMING GENDER INTO PROCESS AND CONTENT)

Process: Mainstreaming gender into action plan development

Composition of the planning team

Identifying the set of activities

Priority setting

Plan of implementation

Plan of monitoring and evaluation

Time framework

Overall budget of the action plan

Content: Gender mainstreaming into the text of action plans – identifying entry points

Title of the activity

Objective of the activity

Context

Description

Implementing institutions

Length of the activity

Budget

Examples of action plans

2.2 NATIONAL STRATEGY (MAINSTREAMING GENDER INTO PROCESS AND CONTENT)

2.2.1 PROCESS: MAINSTREAMING GENDER INTO STRATEGY DEVELOPMENT

2.2.1.1 Organizational aspects of the NBSAP development process

There is no single best formula for identifying the entities to be created to guide and implement the planning process – each country needs to set up structures best suited to their particular situation. Gender mainstreaming has to be carried out through the effective participation of stakeholders with gender expertise within the particular structure of institutions established.

Key considerations for designing the institutional structure and capacities

There are some key considerations in the design of the institutional structure that are considered as minimum requirements for successful mainstreaming of gender. All institutions participating in the NBSAP process should have an explicitly stated organizational mandate for gender mainstreaming, and for individuals, this should be clearly stated in their job description. In the case of collaboration with other organizations, the promotion of gender equality should be incorporated into the Memorandum of Understanding between the entities involved.

In order to introduce accountability, all entities and individuals participating in the NBSAP development process should be required to report on the gender aspect of their work.

No one is born an expert in gender: for individuals in key positions, tailored gender training should be provided in which the Ministry of Women's Affairs or equivalent, the non-governmental sector and international organizations can be of significant support.

Gender mainstreaming should also address the environment in which the NBSAP is designed. Gender equality should be ensured within the institutions in charge of the planning process in terms of human resources. It will include establishing criteria for hiring, equal wages and salaries, promotions, gender-sensitive working environments, gender training for personnel and awareness-raising about the importance of gender mainstreaming.⁴⁹ This is an issue of credibility and accountability.

Check list: Key considerations in the design of the institutional structure and institutional capacity

- Do all institutions have a gender policy statement?
- Do all institutions or individuals involved have an organizational mandate or personal responsibility for gender mainstreaming?
- Are there procedures in place for integrating gender concerns in the institutions involved?
- Does the senior management demonstrate commitment to gender equality?
- Is the equitable participation of women within the institutional structures ensured?
- Is there a balanced representation of women and men in the senior management?

⁴⁹ Blanco, L. and Rodriguez, G. (2000). *Practising What We Preach: Management and Decision-Making Processes with Equity*, at 41–49. San Jose, Costa Rica: IUCN.

- Are relationships established with specialized organizations dealing with gender equality?
- Is gender tailored training provided for staff?
- Is sufficient gender expertise and allocation of human and financial resources ensured?
- Whether, and which, gender guidelines are used.
- Are gender criteria for monitoring and evaluation applied?

Principal planning entities and individuals

Steering Committee

It is essential to ensure the presence of and commitment to gender equality at the highest political level in the development of NBSAPs. Indeed, the Ministry of Women's Affairs or equivalent institution and principal organizations dealing with gender equality should be included in the Steering Committee in order to ensure that gender equality becomes an integral dimension of the strategy and action plan development. The inclusion of such organizations brings multiple benefits: these organizations supply data and information on the situation of women; they ensure harmonization of NBSAPs with other gender-related governmental policies; they enable a closer relationship with national and local organizations and networks working on gender; they ensure a "top-down effect" – gender being part of the high-level guidance that will impact the whole process of NBSAP development.

Check list: Principal planning entities and individuals

- Does the Steering Committee include: (1) representatives of the Ministry of Women's Affairs or equivalent, (2) representatives of the main NGOs dealing with gender equality, (3) an equitable number of women and men?
- Is the National Project Director: (1) "gender-sensitive", (2) supported by gender experts?
- Is the national Project Manager/Lead Consultant: (1) "gender-sensitive", (2) supported by gender experts?

For example, the Steering Committee established in Niue Islands includes a representative from the Niue Women's Council⁵⁰ while the inter-ministerial Steering Committee in Jordan has a representative of the National Women's Committee Gathering and the National Jordanian Group of Women's Committees from the private sector.⁵¹ In Marshall Islands, the Steering Committee includes a representative from the Women's Groups.⁵²

National Project Director

The gender awareness of the National Project Director or individual with equivalent responsibilities is essential since she or he is responsible for guiding and monitoring the development process, organizing workshops, preparing recommendations and overseeing the work of the consultants, etc. The National Project Director does not need to have sophisticated gender expertise, but nonetheless she or he needs

50 NBSAP Niue Island. (2001). Niue National Biodiversity Strategy and Action Plan, at 7. Niue: Government of Niue.

51 NBSAP Jordan. (2001). "Conservation and Sustainable Use of Biological Diversity in Jordan – First National Report", at 11. Amman, Jordan: The General Corporation for Environment Protection.

52 NBSAP Marshall Islands. (2000). "The Republic of Marshall Islands Biodiversity Strategy and Action Plan", at 5. The Republic of Marshall Islands.

to have basic “gender sensitivity”⁵³ and should be supported by gender experts when her or his tasks make it necessary.

National Project Manager/Lead consultant

Similarly to the National Project Director, this role does not necessitate advanced gender expertise but her or his awareness and commitment are essential to the success of gender mainstreaming. Therefore, it is necessary that the National Project Manager has clear guidance from the Steering Committee and the support of gender experts to identify the entry points for gender considerations from the very beginning of the design.

Gender expertise – qualifications and experience

Sufficient human resources need to be ensured to implement gender mainstreaming successfully. In some unfortunate cases, the task of gender mainstreaming is assigned to a member of the organization who is already occupied full time with other duties and who lacks any gender expertise, just to “fill the gap”. Therefore, it is very important to hire a person with the necessary academic and professional background.

Check list: Gender expertise – list of recommended qualifications and experience

- Post-graduate degree in social sciences or another relevant field (e.g., labour economics, gender-environment);
- Training in the field of gender and development – a good indication of whether or not the consultant has the relevant expertise;
- Normally 5–10 years’ experience of conducting gender studies, preferably also in relation to environmental issues;
- Publications or field reports on gender issues that credit the consultant;
- Ability to work in a team – this is essential for gender analysis work, as the consultant will have to liaise with many different groups at different levels, including policy makers, managers, field workers, technical experts;
- Ability to communicate non-verbally and to decipher hidden meanings in responses is important. Good observation techniques are advantageous;
- Experience in participatory appraisals from a gender equity perspective (PAGEP).

Source: European Commission, 2004.

2.2.1.2 Stocktaking and assessment

It is necessary to consider not only carrying out an inventory of the biodiversity components of each country, but also to include information about the economic, social and cultural relations which determine the rapport of different social groups, such as women and men, to their environment.⁵⁴

⁵³ Under basic “gender sensitivity” these *Guidelines* mean awareness of the gender aspect of conservation as a cross-cutting issue, attributing adequate importance to the issue and being aware of the need to involve gender specialists in NBSAP development from the earliest stages.

⁵⁴ Rodríguez, G., *et al.* (2004) at 50.

Gender-responsive stocktaking and assessment should reveal existing inequities between men and women in their relations with the components of biodiversity, and bring into focus those areas of conservation, recognized as the women's domain, which have traditionally been invisible or neglected by strategy planners. Stocktaking, as a functional part of strategy development, should identify problems, needs and potentials whereby the national strategy can be based on and facilitate the adoption of decisions which contribute to achieving equality, as well as a sustainable and efficient national conservation strategy.⁵⁵

*NBSAP Colombia, in describing biodiversity, in addition to presenting the diversity of ecosystems, species and genetic diversity, introduces a section on "cultural diversity" where presenting the indigenous communities includes data on the biological resources used by women.*⁵⁶

Check list: Gender-responsive stocktaking and assessment

Does the stocktaking and assessment provide information on the following?

- Data on the use of biological resources, disaggregated by sex – what is used by whom, by women or men?
- Data on threats to biodiversity, disaggregated by sex – what kind of threats are the activities carried out by women and men?
- Data on the anthropogenic causes behind such threats, disaggregated by sex – what are the socio-economic, cultural and other factors influencing women and men?
- Data on trends of sustainability disaggregated by sex – changes in the sustainability of activities carried out by women and men?
- Data on access to biological resources and resource-use regimes disaggregated by sex – to which resources and to what extent do women and men have access?
- Data on control over biological resources and resource-use regimes, disaggregated by sex?
- Data on the sharing of benefits arising out of the use of biological resources and traditional knowledge, disaggregated by sex – do women and men share benefits to the same extent? Are such benefits designed to meet to the needs of women?

Source: Taking as the starting point Hagen, R.T., 1999.

The disaggregation by sex of qualitative and quantitative data is a prerequisite for gender-sensitive stocktaking and assessment. However, accurate data are often neglected. Until now, the work on gender statistics in preparing NBSAPs has been largely confined to demographic data, information on literacy rates and the use of certain natural resources in a fragmented way.

The importance of data disaggregated by sex

Sex-disaggregated data means data that are cross-classified by sex, presenting information separately for women and men, boys and girls. Incorporating data disaggregated by sex has the following advantages: (1) it highlights the different conditions of women and men, including changes over time; (2) it allows the impacts of national strategies on women and men to be identified and tracked; (3) it enables options to be developed that are effective and beneficial for both women and men; (4) it allows resources to be

⁵⁵ *Ibid.*, at 53.

⁵⁶ NBSAP Colombia [Correa, H.D., Ruiz, S.L. and Arévalo, L.M. (Eds)]. (2005). *Plan de acción en biodiversidad de la cuenca del Orinoco – Colombia / 2005–2015 – Propuesta Técnica*, at 100. Bogotá D.C., Colombia: Corporinoquia, Cormacarena, I.A.v.H, Unitrópico, Fundación Omacha, Fundación Horizonte Verde, Universidad Javeriana, Unillanos, WWF-Colombia, GTZ.

allocated in a fairer way for both women and men; (5) it supports gender-responsive evaluation and monitoring.⁵⁷

In fact, there is a clear need for a more systematic approach to gathering data that genuinely describes women's needs and priorities in the area of biodiversity conservation. Such data should be obtained from the communities themselves. It is essential to overcome the general assumption that women are in agreement with men which often leads to a failure to search for and systematically include their opinions. However, as Corner points out, merely disaggregating data by sex is insufficient because the conceptual framework and instruments themselves are gender-biased. What is needed is a thorough revision of the data collection framework and processes from a gender perspective and a systematic inclusion of gender considerations into each specific data collection instrument.⁵⁸

Check list: Basic considerations for data disaggregated by sex

- Are all statistics on individuals collected and presented disaggregated by sex?
- Have specific efforts been made to identify gender issues and to formulate concepts and definitions that capture the differences between women and men in all aspects of their lives?
- Do data collection methods take into account stereotypes and socio-cultural factors that obstruct the collection of gender-sensitive data?
- Is the equitable participation of women in data-collecting activities ensured?

Source: Corner, L. 2003.

Indeed, NBSAP Bhutan recognizes that "... research systems and others should incorporate gender and socio-cultural factors into the design and implementation of agricultural research on crop genetic resources activities".⁵⁹

NBSAP Nepal notes that "the recognition of gender issues and indigenous knowledge systems, especially amongst the most marginalized groups, must be included in participatory research and management systems".⁶⁰

Stocktaking needs of the major strategy elements

The design of stocktaking activities, as a functional part of strategy development, should correspond to the needs of the major NBSAP strategy elements.⁶¹ The following components need to be considered in more detail: (1) cross-cutting and unique stocktaking needs; (2) biological diversity conservation; (3) sustainable use of biological resources; (4) equitable sharing of benefits derived from the use of genetic resources; (5) biosafety.

Cross-cutting and unique stocktaking needs

Certain stocktaking needs are common to all strategy elements. These cross-cutting needs are summarized here to avoid repetition; however, their inclusion in all the other strategy elements is essential. The following check list provides the list of elements that should be considered in each strategy element.

57 WomenWeb. "Sex-disaggregated data". See http://v1010.womenweb.org.tw/Page_Show.asp?Page_ID=118

58 Corner, L. (2003). "From Margins to Mainstream, From Gender Statistics to Engendering Statistical Systems". See: <http://www.unifem-ecogov-apas.org/ecogov-apas/EEGKnowledgeBase/EngenderingNSS/Margins2Mainstream.pdf>

59 NBSAP Bhutan. (2002) at 113.

60 NBSAP Nepal. (2002). "Nepal Biodiversity Strategy". Nepal: Ministry of Forests and Soil Conservation, His Majesty's Government of Nepal.

61 Hagen, R.T. (1999) at 14.

Check list: Cross-cutting stocktaking needs from a gender perspective

Does the stocktaking of all strategy elements consider the following questions:

- Legal and policy frameworks: Does it assess the legal and policy frameworks in order to verify whether gender equality is explicitly included as a goal and whether their differentiated impact on women and men is taken into account?
- Institutional impact: Does it analyze the impact of service delivery of relevant institutions on women and men?
- Institutional capacity: Does it assess the institutional capacities and the adequacy of the human resource base, including the necessary gender expertise, financial resources allocated and gender balance within human resources?
- Organization of institutions: Does it gather information with respect to the principle of gender equality in the functioning of such institutions?
- Level of gender mainstreaming at programme and project level: Does it assess the adequacy of gender mainstreaming in past and on-going projects and programmes for all sectoral and cross-cutting conservation strategies?
- International instruments: Does it assess compliance of all policy elements with human rights frameworks, international and national commitments such as Agenda 21, CBD, CEDAW etc. (for the complete list of international agreements and other documents please refer to Annex 2)?

However, there are also unique issues and particular situations to be taken into account that each country has to analyze and adequately address within the stocktaking phase.⁶²

Biodiversity conservation and sustainable use

These elements of NBSAPs are incorporated into one section because of their similar stocktaking needs. Applying the check lists provided for conservation and sustainable use, the stocktaking needs of the seven thematic programmes of work can be assessed.⁶³ The essential elements of stocktaking consist of: (a) gathering the information needed to define national priorities for biodiversity conservation; (b) gathering information on the threats to biodiversity; and (c) understanding the causes of these threats.

a. Definition of priorities for biodiversity conservation and sustainable use

The potential criteria used for priority setting can be grouped into two categories: first, scientific and ecological criteria; second, socio-economic criteria. The socio-economic priorities of men and women in relation to their environmental setting are often different as a consequence of the fact that they use different biological resources in different ways. Therefore, it is essential that the defined criteria reflect the needs and interests of both women and men. Indeed, the discussion on criteria, as the first step in the stocktaking phase, should involve as many stakeholders as possible with special attention to the inclusion of women.

⁶² For example, during the genocide in Rwanda many of the documentation centres and databases with information on Rwanda's biodiversity were partially or completely destroyed. Therefore, the stocktaking phase in Rwanda included a special study to verify what had been lost, what remained, and what data was stored abroad that could be repatriated (Hagen, R.T. 1999).

⁶³ Agricultural biodiversity, dry and sub-humid lands biodiversity, forest biodiversity, inland waters biodiversity, island biodiversity, marine biodiversity, mountain biodiversity. See: <http://www.cbd.int/programmes/>

Check list: Definition of priorities from a gender perspective

- Were the criteria defined using methods ensuring the participation of women?
- Is the participation of women registered?
- Do the criteria effectively reflect and respond to the needs and interests of women?

b. Threats to and pressures on biological diversity and sustainable use

This phase is supposed to identify the anthropogenic and non-anthropogenic threats. As regards threats from human activity, what people (men and women, girls and boys) do to biological resources and why, must be thoroughly investigated.

*NBSAP Mali identifies that certain forest products such as baobab, jujube, doum and shea are primarily collected by women and youth. Furthermore, it points out that these activities jeopardize the development and regeneration of those forest products, as they often are collected while still in an immature state or by mutilating trees.*⁶⁴

*NBSAP Guinea reveals that traditional techniques utilize great quantities of Rizophora (Kinsi) – about 530 tons per year. This activity is controlled by women.*⁶⁵

*NBSAP Mauritius identifies women as the main perpetrators of unsustainable octopus fishing which leads to a loss of marine and freshwater biodiversity: “Octopus fishing is very important, especially for women fishers, although the maximum sustainable yield for octopus has already been exceeded”.*⁶⁶

*As NBSAP Bhutan points out, women have a very significant role in agro-biodiversity: “Under any production system, women are intimately associated with the crops they cultivate, and thus are more informed of the crop genetic potential and the compelling environmental determinants. [...] Their freedom and security are thus closely linked with the genetic value of the crop resources”.*⁶⁷

*According to NBSAP Zimbabwe “... women also played a key role in agro-biodiversity conservation as they comprise 75 percent of the smallholder farmer population in the country. They selected seed with preferred characteristics such as colour, size, genetic stability, disease tolerance, palatability and good processing qualities for planting. Furthermore, they grew ‘women’s crops’ such as groundnuts, pumpkins, leafy vegetables, cowpeas, cucumbers and sweet potatoes, which had the effect of raising biodiversity and food security on the farm. Such crops required a lot of precision and patience in planting, weeding, harvesting, processing, preservation and food preparation”.*⁶⁸

64 NBSAP Mali. (2001). “Stratégie Nationale en Matière de Diversité Biologique”. Mali : Ministère de l’Équipement de l’Aménagement du Territoire de l’Environnement et de l’Urbanisme.

65 NBSAP Guinea. (2002). “Strategy and Action Plan for Biological Diversity”, at 23. Guinea: Ministry of Mines, Geology and the Environment.

66 NBSAP Mauritius. (2006). “National Biodiversity Strategy and Action Plan (2006–2015)”, at 102. Republic of Mauritius.

67 NBSAP Bhutan. (2002) at 67.

68 NBSAP Zimbabwe. (2000). “Zimbabwe National Biodiversity Strategy and Action Plan”, at 102. Zimbabwe: Ministry for Environment and Tourism.

Check list: Threats to conservation and sustainable use and the underlying causes from a gender perspective

The following questions should be answered using sex-disaggregated data:

- Which components of biological diversity are used by women and men?
- How are they used (which activities) by women and men?
- Which resources do women and men control, and what kind of control is it?
- Are the activities carried out by women and men sustainable?
- What are the trends in the uses made by women and men?
- What are the threats to sustainable use by women and men?
- What are the socio-economic, cultural and other underlying causes of such threats influencing women and men?

c. Underlying causes of threats to and pressures on biological diversity and sustainable use

In order to address the unsustainable practices carried out by different social groups, the complex network of underlying causes must be carefully explored and exposed. Such causes can be very diverse and of a cultural, economic and political nature; such as low income, illiteracy, limited access to financial tools, insufficient infrastructure, lack of awareness about the importance of biological diversity, insufficient human resources, traditional values and practices, etc. Gender mainstreaming requires the understanding of all the different socio-economic, cultural and other causes that lie behind the activities carried out by both women and men.

NBSAP Mali identifies poverty as one of the underlying causes that pushes both women and men to the overexploitation of biological resources.⁶⁹

NBSAP Togo, among the causes of threats related to social inequalities, mentions the increasing time that women spend working.⁷⁰

NBSAP Germany points out that women play a decisive role in determining the demand for eco-friendly products by virtue of their awareness of health and environmental issues.⁷¹

NBSAP Algeria acknowledges the main role of women in managing home gardens. It considers the decreasing number of home gardens managed by women as a threat to agro-biodiversity which results from increasing urbanization. It underlines that it also leads to loss of income and unutilized work forces, as well as prejudicing the balance of agriculture as a whole.⁷²

⁶⁹ NBSAP Mali. (2001).

⁷⁰ NBSAP Togo. (2003). "Stratégie de Conservation et d'Utilisation Durable de la Diversité Biologique", at 40. Togo: Ministère de l'Environnement et des Ressources Forestières.

⁷¹ NBSAP Germany. (2007). "National Strategy in Biological Diversity". Germany: adopted by the Cabinet.

⁷² NBSAP Algeria. (1997). "Stratégie Algérienne et Plan d'Action Nationale d'Utilisation Durable de la Biodiversité", at 146. Algeria: République Algérienne Démocratique et Populaire, Ministère de l'Aménagement du Territoire et de l'Environnement.

Check list: Gender-responsive stocktaking of access and benefit sharing (ABS)

All questions are to be answered using data disaggregated by sex:

- **National legal framework:** Are the requirements established by international agreements; such as, Agenda 21, CBD, CEDAW, etc., in terms of gender met (see Annex 2)?
- **Policy framework:** Is gender equality mainstreamed into it?
- **Customary law:** Does customary law respect and ensure equality between men and women?
- **Local practices and customs:** Do local practices respect and guarantee gender equality?
- **Disclosure of origin:** Do the data include information on the origin of biological resources and traditional knowledge? Which biological resources and traditional knowledge (TK) are possessed by women and men?
- **Benefit sharing:** Do women and men receive equal benefit (monetary and non-monetary) from the use of biological resources and TK? Are the benefits designed in such a way that they meet the needs of women?

Access and benefit sharing (ABS)

From the perspective of social equity, the issue of the access⁷³ to and sharing of benefits⁷⁴ arising out of the use of biological resources is crucial: the socio-economic situation of all people, both women and men, depend significantly on the biological resources and traditional knowledge (TK) they have access to and the share they have of the benefits generated thereby. Therefore, one of the main social focuses of NBSAPs should be to correct existing inequalities in terms of access and benefit sharing.

From a gender perspective, the equitable sharing of benefits means not only overcoming inequalities in terms of access and equal distribution of benefits, but also that the design and identification of benefits respond to the interest and needs of women and thus provide them with the possibility to improve their socio-economic position.⁷⁵

The goal of the ABS stocktaking phase is to gather data on all factors influencing the equal access and sharing of benefits between women and men. The stocktaking phase has to provide information on whether gender equality is guaranteed by the legal and policy framework including legislative measures, policies and regulations, etc., related to ABS. Also, it is necessary to gather data on customary law, local practices and customs in order to highlight existing inequalities. Women's needs and interests regarding genetic resources and traditional knowledge should be explored through investigation and discussions. In order to avoid the misappropriation of intellectual property, it is *de rigueur* to gather information on the origin of biological resources and traditional knowledge disaggregated by sex (disclosure of origin). As regards the sharing of benefits, the sex-disaggregated data should describe monetary and non-monetary benefits deriving from the use of biological resources and traditional knowledge.

Therefore information should be collected and analyzed on a wide range of issues, such as: land-tenure systems, credit, new technologies, biotechnology, intellectual property rights, use of modern crop varieties, environmental programmes, resource exploitation rights, etc.⁷⁶

⁷³ Access is defined as the possibility for participating in, utilizing and benefiting from resources; in this particular case, biological resources and traditional knowledge.

⁷⁴ Benefits are the economic, social, political and psychological rewards derived from utilization of the resources.

⁷⁵ Rodríguez, G., *et al.* (2004) at 25

⁷⁶ The recommendations identified below were adapted from Tobin, B. and Aguilar, L. (2007) at 87–94.

In NBSAP Bolivia, the ABS regime is based on creating opportunities and possibilities ensuring social and gender equality through clearly defined mechanisms and legal security for users and beneficiaries.⁷⁷

NBSAPs Kenya and Zimbabwe mention that gender imbalances exist in land access and ownership. NBSAP Kenya identifies land as the country's most important natural resource, and recognizes that although their statutory laws do not prevent women from owning land, women still face numerous difficulties in relation to land tenure.⁷⁸ In Zimbabwe, traditional land-tenure systems do not allow women to own land which adversely affects women's position in society.⁷⁹

NBSAP Cameroon, in the executive summary, identifies the following underlying causes of inequitable sharing of revenues generated by biological resources among different stakeholders: "...lack of decentralization in the management of biological resources, compounded by inadequate environmental and conservation information and sensitization, insufficient participation of indigenous people, particularly women in the management process".⁸⁰

NBSAP Zambia identifies existing inequalities between women and men as one of the causes of inequitable access and benefit sharing.⁸¹

Check list: Stocktaking needs of gender-responsive biosafety strategies

- Data on potential and actual LMO users disaggregated by sex – which LMOs are used, potentially or actually, by women and men?
- Data on risk assessment disaggregated by sex – what kind of risks are faced by women and men?
- Data on the legal, policy and institutional framework disaggregated by sex – is the promotion of gender equality included?
- Data on LMO-related knowledge of women and men disaggregated by sex – what kind of and what levels of knowledge are possessed by women and men?
- Data on access to information about LMO introductions and risks, disaggregated by sex.

Biosafety

The CBD has addressed the issue of biotechnology in the Cartagena Protocol on Biosafety adopted in 2000. Accordingly, each country needs to develop national policies and institutional capacities to access and manage the risks associated with biotechnology. As women and men tend to have different biosafety-related needs, knowledge, perceptions and vulnerabilities, such differences should be explored during the stocktaking phase.

77 NBSAP Bolivia. (2001). "Estrategia Nacional de Conservación y Uso Sostenible de la Biodiversidad", 112. La Paz, Bolivia: Ministerio de Desarrollo Sostenible y Planificación.

78 NBSAP Kenya. (2000) at 10.

79 NBSAP Zimbabwe. (2000) at 8.

80 NBSAP Cameroon. (1999). "Biodiversity Status Strategy and Action Plan", at xiv. Yaoundé: Government of Cameroon.

81 NBSAP Zambia. (2003). "National Biodiversity Strategy and Action Plan", at 44. Zambia: Ministry of Environment and Natural Resources.

Effective biosafety strategy development requires an understanding of which institutions, groups and individuals currently or potentially use which types of LMOs for what purposes.⁸² The different use made by women and men should be explored.

The assessment of the risks involved with the present and planned uses of biotechnology should identify the different vulnerabilities of women and men. It is also necessary to identify the level of knowledge and information of actual and potential LMO users, both women and men, by sex-disaggregated data.

*In NBSAP Central African Republic, women are identified as the principal beneficiary group of activities related to biotechnology which target the issues of capacity building, risk prevention, and development of local technologies.*⁸³

2.2.1.3 Strategy development

Gender-responsive stocktaking and assessment of national biological diversity provide necessary information regarding the relations of women and men with the components of biological diversity. However, the information gained from stocktaking is a tool rather than an end in itself. Essential entry points for gender mainstreaming in the strategy development process are: (1) including gender equality as one of the cross-cutting objectives of the national strategy; (2) conducting participatory strategy development with the equitable involvement of women.

Participation

As regards participation, it is absolutely necessary to define its meaning: “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”.⁸⁴

One of the most significant inequalities between women and men is the lack of female participation in decision-making processes related to their lives and communities.⁸⁵ It is frequently assumed that women are in agreement with community leaders or that one single woman, such as the wife of a community leader, can represent all women. Participatory strategy design means bearing in mind that communities are not composed of one homogenous group and differences exist also among women. It is necessary to make clear that the presence alone of women does not guarantee the benefits of participatory strategy development if their opinions, needs and interests have not been expressed, considered and taken into account.⁸⁶

The participation of women brings about the following main benefits: (1) understanding what kinds of activities are carried out by women; (2) understanding the needs and interests of women; (3) incorporating the knowledge possessed by women.

⁸² Hagen, R.T. (1999) at 20.

⁸³ NBSAP Central African Republic. (2000). “Stratégie Nationale et Plan d’Action en Matière de Diversité Biologique”, at 130. Central African Republic : Ministère de l’Environnement, des Eaux, Forêts, Chasses et Pêches.

⁸⁴ Aguilar, L. (2002) *et al.* at 32.

⁸⁵ *Ibid.*, at 33.

⁸⁶ *Ibid.*

*NBSAP Burkina Faso, in the field of forestry, underlines the need for the participation of women's groups of users because of their availability for local development initiatives and their role in transferring knowledge to youth.*⁸⁷

*NBSAP Cambodia about the importance of participation: "Experience has shown that equitable gender representation, involvement and participation of local communities and concerned stakeholders is a prerequisite for successful conservation and sustainable resource use initiatives. Women's participation in decision-making processes and in the active management of community resources is known to be essential to the successful development of local communities and households". The goal is to "encourage and support the participation of women, minority groups, local communities, religious groups, NGOs and the private sector in efforts leading to conservation and sustainable use of biodiversity".*⁸⁸

*NBSAP Bolivia mentions the public consultation of the National Federation of Women Bartolina Sisa and the Centre for Indigenous Women of Bolivia.*⁸⁹

Stages and steps of strategy development

The process of strategy development and participatory methodologies applied might be very different from country to country, as the needs and priorities of a small island or a federal state cannot be the same. However, the steps presented here can be adapted to these particular needs.

The first national workshop

Concerning the first national workshop, two questions are crucial from a gender perspective: (1) setting the objectives and priorities of the NBSAP; (2) inviting organizations with expertise on gender and participation of women's groups.

Priorities and objectives

Identifying priorities and objectives is of critical importance as the strategy can be seen as the road to achieving this set of objectives: there is little if any hope that the national biodiversity strategy will promote gender equality if it is not explicitly stated. As gender is not a separate strategy element, but a cross-cutting issue that should be integrated into all elements and sectors, it is essential to include it amongst the priorities and objectives and clearly state its cross-cutting nature in the text.

Check list: Priorities and objectives – Does the NBSAP include gender equality?

"The promotion of gender equality is a cross-cutting priority and objective of the present NBSAP which requires its inclusion in all other NBSAP themes"

Information gathered on gender inequalities should be presented as part of the socio-economic background in relation to strategy elements. **The goal is to translate the findings of the stocktaking phase on inequalities between women and men into objectives promoting gender equality.**

⁸⁷ NBSAP Burkina Faso. (1999). "Stratégie National et Plan d'Action du Burkina Faso en Matière de Diversité Biologique", at 52. Ouagadougou, Burkina Faso : Le Secrétariat Permanent du Conseil National pour la Gestion de l'Environnement.

⁸⁸ NBSAP Cambodia. (2002). "Cambodia National Biodiversity Strategy and Action Plan", at 65. Cambodia: Ministry of Environment.

⁸⁹ NBSAP Bolivia. (2001) at 163.

It is very important that the definition of national priorities and strategies is as participatory as possible. It is necessary to reach consensus on the objective of gender equality and to make clearly understood the reasons behind its introduction in order to gain the support of all stakeholders.

*NBSAP Burkina Faso introduces “Gender and Development” in the section on “Objectives and strategic options” as an approach to be adopted in order to ensure that the contribution provided by women to development and natural resources management is adequately valued.*⁹⁰

*NBSAP India as one of the main goals of the strategy mentions participation: “Secure participation of State Governments, communities, people, NGOs, industry and other stakeholders including women in the conservation and sustainable use of components of biodiversity”.*⁹¹

Who to invite to the first national workshop?

Participatory appraisal from a gender equity perspective (PAGEP)

It “means 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 a 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.”

Source: Aguilar, L. et al., 2002.

The individuals and institutions invited to the first national workshop should include the main interest groups in biodiversity conservation. From a gender perspective, this must include representatives from the governmental sector (the Ministry of Women’s Affairs or an equivalent entity) and from the civil society organizations focusing on gender equality.

Field work

Check list: List of potential stakeholders with gender expertise

Are the following organizations invited?

- Gender focal points in other ministries or departments
- Development partners with a gender-equality mandate
- A governmental or independent economist with gender expertise
- Male and female representatives of private-sector interests
- An umbrella organization of women’s NGOs
- NGOs or lobby groups with gender expertise
- Any NGOs or community groups that represent men’s gender interests
- Relevant sectoral or “special interest” NGOs that have an interest or experience in gender issues
- Human rights groups or advocates
- Think-tanks or policy analysts with experience and expertise in gender issues
- Academics or researchers from university Gender Studies departments

Source: UNDP, 2006.

90 NBSAP Burkina Faso. (1999) at 46.

91 NBSAP India. (1999). “National Policy and Macro Level Action on Biodiversity”, at 12. New Delhi, India: Government of India, Ministry of Environment and Forests.

Composition of field teams

This is the phase where being aware of the local gender structure, relationships between women and men, and thus gender expertise are pre-conditions for success. It is essential for the field team to have a clear idea about what is expected to work from a gender-equity perspective at the strategic, collective and individual levels.

Identification of stakeholder groups in field work

Women should be considered as one of the major stakeholder groups with equal importance compared to that of men. In field work, women's groups should be identified and contacted at a local level. It also implies taking into account the traditional "spaces of women", e.g., schools, water points, agricultural land. Women's organizations can be of significant help when approaching local women.

Participatory diagnostics and identification of options

Among the most crucial skills for participatory strategy development are, therefore, facilitation and communication skills including the specific expertise to conduct a Participatory Appraisal from a Gender Equity Perspective (PAGEP).⁹² The applied techniques should take into account women's special conditions, capacities, skills, time allocation and existing cultural norms with the goal of adopting such strategies in a way that women's full and effective participation is guaranteed.

Check list: Participatory approaches and gender – core issues to be addressed

- Are the existing power imbalances between women and men addressed?
- Are the intra-household and intra-family relations between women and their male relatives taken into account?
- Are the different constraints to the participation of women understood and dealt with?
- Have the different abilities to participate between women and men been addressed and have the necessary equity measures been taken?
- Have differences in the perceived benefits of participation between women and men been addressed and has information been provided to women about the costs and benefits of participation?

Source: Woroniuk, B. and Schalkwyk, J., 1998.

Regardless of the specific participatory techniques selected, certain issues always have to be taken into account in participatory appraisals involving women.⁹³ Neglecting the factors described below can cause the failure of the methodology applied.

Because of intra-household and intra-family relations, some women might find it difficult to speak out in front of male relatives such as their husbands, fathers or brothers. Moreover, some women might not be willing to discuss family matters at public fora although they are relevant to conservation, such as those related to division of household labour and activities.

92 Further resources on PAGEP: *About Fishermen, Fisherwomen, Oceans And Tides: A Gender Perspective In Marine-Coastal Zones, Diversity makes the difference – Actions to guarantee gender equity in the application of the Convention on Biological Diversity and Seek...and Ye Shall Find – Participatory Appraisals with a Gender Equity Perspective*. The latter is also available in French and Spanish. See: www.genderandenvironment.org

93 Woroniuk, B. and Schalkwyk, J. (1998). *Participation, Governance and Political Systems*, at 1. Stockholm, Sweden: SIDA.

Household duties and childcare are often primarily duties assigned to women which make it difficult for them to participate in meetings. Therefore choosing appropriate times and arranging for childcare should be considered in order to ensure women's participation.

The different abilities of women to participate have to be addressed. Given the longstanding social exclusion of women and the male bias in education, ensuring women's full and effective participation in the NBSAP development process might require investment in capacity building. Another important aspect is ensuring that information about the consultation reaches women, in particular that the communication is accessible and clear for them.

Differences in the perceived benefits of participation between women and men have to be addressed. Women and men might have different expectations about the costs and benefits of participation in the elaboration of NBSAPs.

As regards participatory diagnostics and option analyses, Check list: Stakeholder consultation with gender perspective provides the main questions to be asked in order to verify whether effective participation was ensured.

Check list: Stakeholder consultation with gender perspective

- Stakeholder participation – Is the effective participation of women ensured for a better identification of the problem(s)?
- Are women involved in analyzing the direct and indirect causes of the problems?
- Do women have a say, as one of the main stakeholder groups, in defining the objectives?
- Are women involved in identifying the possible options for achieving objectives?
- Do women's needs and interests receive the same consideration as those of men in analyzing the advantages and disadvantages of the options?

In Nepal, separate groups were organized for women and men in order to ensure women's effective participation in the NBSAP development process. Similarly, in Niue Island, workshops were organized for women when developing the NBSAP.

Identifying representatives of women at a local level for regional workshops

Representatives of women should be selected to participate in the dialogue at a regional level and their participation should be supported by equity measures if necessary (e.g., preparation for the activities, training, capacity building, childcare assistance, security, transport, an enabling environment, etc).

Check list: Selection of women's representatives for regional workshops

- Have representatives of women's groups been selected to participate in regional workshops?
- Is the participation of representatives of women's groups supported?

94 *Ibid.*

95 NBSAP Nepal. (2002).

96 NBSAP Niue Island. (2002) at 7.

The regional workshops

Standards of gender equality and equity require women's participation in these fora. The facilitator has to underline the importance of the participation of women and ensure that they can present their views and participate in the discussions. Ensuring women's participation means that their views should be taken into account and be visible in the strategy adopted.

Check list: Representation of women at regional workshops

- Are women's groups represented?
- Is proper consideration and attention given to the representatives of women's groups?
- Are the views of women being discussed and reflected in the text adopted?
- Is gender balance in the workshops ensured?
- Is the participation of women supported? Have the necessary equity measures been adopted?

In the Maldives, five regional workshops were held with wide stakeholder participation including also women's groups.⁹⁷

Strategy development in the capital of the country

The Ministry of Women's Affairs or equivalent entity should be actively involved in the strategy development activities. As gender is a cross-cutting issue, where needed, a gender expert should be involved in the discussions with other sectoral ministries.

National biological diversity strategies also involve the introduction of new and the amendment of existing, policies, laws and institutional mandates. These new regulatory activities provide the chance to include gender equality and equity as objectives. Doing so will enhance the coherence between the different sectors and contribute to the adoption of a comprehensive gender approach.

Check list: Second national workshop

- Is the representation of women ensured both from the first national and regional workshops including governmental, civil and business sector?
- Is gender equality one of the major criteria for the evaluation of options and conditions for approval?

The second national workshop

The representation of women is required both from the regions and from the capital including participants from the governmental, civil and business sector. As all parties, women must have the possibility to present their views about the different options.

Conducting a gender analysis should be a prerequisite for examining policy alternatives in the formulation of the national strategy. It must be understood that gender considerations are not some extra that can or can not be done, but an essential prerequisite for efficiency and sustainability, as well as a linking element to poverty alleviation and other MDGs of each option. Therefore, gender should be one of the main criteria in evaluating the options and not a marginalized issue.

⁹⁷ NBSAP Maldives. (2002). "National Biodiversity Strategy and Action Plan of the Maldives", at 16. Republic of Maldives: Ministry of Home Affairs, Housing and Environment.

Finalizing the national strategy

Following the second national workshop the full planning team should meet to review the workshop results. If gender considerations were taken into account during the whole planning phase, at this point the inclusion of a gender perspective is not difficult.

Check list: Finalizing the national strategy

- Is a systematic approach for the inclusion of gender applied?
- Is gender equality taken into account in elaborating the “general” sections?
- Is sex-disaggregated data used?
- Do all strategies directly or indirectly address gender inequalities?
- Is gender-sensitive language used?

Systematic consideration of gender during the finalization of the text

It is essential to understand that gender mainstreaming should not consist merely of mentioning some organizations with a gender equality mandate as stakeholders or by adding a single sentence on gender mainstreaming. Therefore, when writing the text of the national strategy, at each section the question has to be asked: “Where is the gender perspective? Do the proposed strategies and actions promote gender equality or worsen existing gender gaps?” If the process suggested in these *Guidelines* was followed, the planning team has the necessary information at its disposal to meet both conservation and gender equality objectives.

Making use of the sex-disaggregated data provided by stocktaking

The stocktaking phase should be presented rigorously using the sex-disaggregated data within each sectoral strategy. Unfortunately, such complete data are not always available. In such cases, the stocktaking phase has to identify the gaps in the data where they occur. Results have to be presented in such a way that they identify problems which can be turned into solutions. Sex-disaggregated data on what biological resources are used by women and men, which activities threaten conservation and for what reason women and men carry out such activities provide the planners with the necessary information on both the use of biological resources and gender inequalities.

Gender as a cross-cutting criterion in developing sectoral strategies

The planning team has to adopt the approach on gender as a cross-cutting issue. Gender must become a criterion for the elaboration of strategies and activities since conservation can be achieved in many different ways but not all of them promote gender equality. Indeed, the commitment to gender equality has to be present from the conceptualization of the different activities.

There are two ways to address gender within the strategies identified. First, certain strategy elements can directly promote gender equality such as the revision of national discriminatory laws, or capacity building for women – activities that directly target the advancement of women within the sectoral strategy element. Second, other activities can indirectly address gender equality by ensuring that women will benefit equitably from the activities introduced.

Ergo, in identifying certain strategies and activities, the question that should be asked each time is: Will women directly benefit from the programme or there are certain factors that will not allow their

participation? It must be remembered that each programme that does not invest in both women and men (consequently, investing only in men) will widen the existing gender gap.

Gender-sensitive language

The other important issue that gender-responsive strategy planners should bear in mind is the language used within the NBSAP. It is impossible to mainstream gender into NBSAPs that neglect women in the language. Using terminology such as “local populations” and “people” hides the differences between women and men. Using the terms “women”, “men”, “girls” and “boys” brings them to the fore, and prevents the very significant differences in terms of opportunities, rights and obligations based on gender and age from being ignored. The other aspect of the language used in the NBSAP is to make careful use of such categories as “women and children” or “women and other marginalized groups”. Such language can undermine women being considered as important actors and agents of change in terms of conservation.⁹⁸

Following the procedural recommendations of these *Guidelines*, as an end result, the developed NBSAP should systematically include gender considerations in its text. Indeed, Module 2 also provides recommendations and checklists on how to mainstream gender into the text and make visible the gender concerns explored during the gender-responsive strategy development. As has already been mentioned, there is little use of a gender-sensitive development process if gender disappears from the NBSAP itself.

2.2.2 CONTENT: GENDER MAINSTREAMING INTO THE TEXT OF NATIONAL STRATEGIES – IDENTIFYING ENTRY POINTS

This section shows how to adopt a systematic approach in incorporating gender into the text of the NBSAP. Gender should be visible in strategic parts of the document in a comprehensive manner.

2.2.2.1 The importance of biological diversity

Several NBSAPs elaborate on the importance of biological diversity as an essential basis for human life. As the CBD states in preambular paragraph 1, biological diversity and its components have irreplaceable ecological, social, economic, scientific, educational, cultural, recreational and aesthetic values for humanity.

Check list: Emphasis on the socio-economic context

“The national strategy and action plan acknowledge and address, with commitment to promoting social justice and equitable human development, the different relations to biological resources, as well as the diverse needs and interests held by the various social groups, based on ethnicity, race, socio-economic situation, gender, etc., within the population”.

98 Puechguirbal, N. (2004). “Women and Children: Deconstructing a Paradigm”. *Seton Hall Journal of Diplomacy and International Relations* (Winter/Spring 2004) 5(1): 5–15, at 5.

As NBSAP Nepal underlines “[b]iological diversity in Nepal is closely linked to the livelihoods and economic development of most of her people, and relates to agricultural productivity and sustainability, human health and nutrition, indigenous knowledge, gender equality, building materials, water resources, and the aesthetic and cultural wellbeing of the society”.⁹⁹

Although biological diversity is important for the wellbeing of all humans, the relationship between biological resources and different social groups is often diverse in accordance with their ethnicity, race, socio-economic situation, and gender. Therefore, it is necessary to acknowledge such differences in terms of needs and interests, as well as inequalities concerning access to and sharing of benefits. Emphasizing the socio-economic context is the first step in including a gender perspective.

The varying importance of biological diversity for different social groups is already acknowledged in the foreword of NBSAP Uganda: “The rural people, the landless and women are highly dependent both on biological resource utilization, and on the diversity of resources that provides them with choice and fall back in times of drought, unemployment or other times of stress”.¹⁰⁰

As regards the difference in importance, for example, in Germany twice as many women (more than 65 percent) as men (just under 35 percent) cited the proximity of nature as a key aspect of life.¹⁰¹

Check list: Inclusion of the 13th preambular paragraph

“Recognizing also the vital role that women play in the conservation and sustainable use of biological diversity and affirming the need for the full participation of women at all levels of policy-making and implementation for biological diversity conservation.”

2.2.2.2 About the CBD

Numerous NBSAPs provide a short overview of the CBD and the objectives defined in Article 1, as well as the date of signature and ratification of the Convention by the State. The 13th preambular paragraph of the CBD on the importance of the role played by women in conservation and their participation highlights public concern regarding the integration of gender equity into conservation proposals. Thus, the CBD urges giving due consideration to such reality in the elaboration of strategies and action plans at sub-national, national and international levels.

Hence, it is beneficial, besides the objectives of the Convention, to emphasize the 13th preambular paragraph at this early point of the NBSAP. It serves as a starting point and sound basis for a logical sequence where a gender perspective is considered throughout the entire strategy.

NBSAP India incorporates all the preambular paragraphs of the CBD, not just the 13th paragraph on women.¹⁰²

⁹⁹ NBSAP Nepal. (2002).

¹⁰⁰ NBSAP Uganda. (2002). “National Biodiversity Strategy and Action Plan”. Uganda: National Environment Management Authority.

¹⁰¹ NBSAP Germany. (2007) at 16.

¹⁰² NBSAP India. (1999) at 5.

2.2.2.3 Presentation of the organizational aspects of NBSAP development

A brief description of the methodology followed in developing the NBSAP is generally provided in the text.¹⁰³ From a gender perspective, this section of the NBSAP is expected to explain and show how the necessary gender expertise was ensured throughout the whole planning process. The success of national conservation policies greatly depends on the careful choice of the institutions and individuals who will conduct the planning process, including from a gender perspective. Therefore, stakeholder analysis and capacity assessment have to identify institutions that have the resources, necessary expertise, interests and legitimacy to provide an input on gender.

Check list: Information to be provided about the organization of NBSAP development

- Which institutions took the lead in preparing the NBSAP? How was the participation and involvement of gender experts ensured?
- Were gender guidelines used, and which ones?
- Were different actors and stakeholders with gender expertise involved in the process, and how?
- Was financial and technical support received for gender mainstreaming purposes, and what kind was it?
- Was there gender balance in the NBSAP development?
- What are the principal advantages and limitations of the methodology followed from a gender perspective?
- Timelines and financing issues of gender concerns?

Source: Based on CBD, 1998.

2.2.2.4 Country presentation

A brief presentation on the country is given in most NBSAPs including information on the geographical context, historical background, legal framework, population, socio-economic and cultural aspects, etc. Gender-based inequalities relevant to conservation policies should be included, such as economic participation, access to material and non-material resources, educational attainment, health status, as well as political empowerment and representation in decision-making structures. The inclusion of such information highlights the gender dimension of the socio-economic context.

National authorities such as the Ministry of Women's Affairs and the statistical office are useful sources of sex-disaggregated data. Civil society organizations and networks can also be of help. Reporting on MDGs¹⁰⁴ and to Beijing + 5¹⁰⁵ can also be used. The annual Global Gender Gap Report issued by the Global Economic Forum highlights the global and regional trends and incorporates country profiles to measure the inequalities between women and men featuring a total of 130 countries.¹⁰⁶ Sex-disaggregated data can also be obtained from the Gender-related Development Index (GDI) introduced in 1995 by UNDP in its Human Development Reports and Human Development Index.¹⁰⁷

¹⁰³ As recommended by Decision VIII/8 on the Implementation of the Convention and its Strategic Plan adopted by the Conference of the Parties at its eighth meeting. For the full text, refer to Decision VIII/8, COP 8, Curitiba, 20–31 March, 2006, <http://www.cbd.int/decisions/?m=COP-08&id=11020&lg=0>

¹⁰⁴ MDG reports are available at: <http://www.un.org/millenniumgoals/reports.shtml>

¹⁰⁵ Information about the Beijing + 5 National Action Plans is available at: <http://www.un.org/womenwatch/daw/followup/reports.htm#National>

¹⁰⁶ The Global Gender Gap Reports can be downloaded from <http://www.weforum.org/en/Communities/Women%20Leaders%20and%20Gender%20Parity/GenderGapNetwork/index.htm>

¹⁰⁷ Access to the country profiles can be found at: <http://hdrstats.undp.org/indicators/268.html>

Check list: Country presentation

Basic data about the population disaggregated by sex

- Does the country presentation include information about the population disaggregated by sex (on issues such as economic participation, political participation, education, etc.)?

National and international legal instruments

Are the following instruments included?

- National constitution
- "Equal treatment/Non-discrimination Acts"
- Convention on the Elimination of All Forms of Discrimination against Women
- Beijing Declaration and Platform for Action
- Millennium Declaration and Millennium Development Goals

Other relevant national policies to gender and conservation

Are the following policies included?

- Policy on gender equality
- Policy on poverty
- Policy on population issues
- Policy on development cooperation
- Policy on access to information and participation

NBSAP Liberia in the section "Presentation of Liberia" provides gender analysis about women's special conditions, including issues such as discrimination against women in terms of access to land and education, and the question of female genital mutilation. It explains that the majority of the poor are women in the country, but female-headed households do better on the poverty scales. Furthermore, the Liberian NBSAP confirms the commitment to gender equality and underlines that "conservation of biodiversity requires the involvement of the promotion of gender equality and the empowerment of women".¹⁰⁸

NBSAP El Salvador provides an excellent example of presenting women's role in conservation. In the part on social aspects entitled "Gender, natural resources and biodiversity", the text explains extensively the existing gender inequalities between women and men in both rural and urban areas. It points out that, as a result of the gender-based division of labour, women and men have different knowledge and interests concerning biodiversity. Poor women in rural areas are mainly responsible for collecting wood, fodder and water, as well as being important actors in agriculture. The knowledge of women in rural areas is significantly more extensive than that of men because of their tasks. However, women have less access to and control over natural resources than men related also to the phenomenon of "feminization of poverty". The existing inequalities in terms of access to natural resources limit women's capacity to support their families, manage natural resources sustainably, and participate in decision making. It emphasizes the discrimination against women in terms of access to land. As to medicinal plants and animals, as well as the causes of their degradation, it explains that, deriving from women's traditional role as care-givers within the family, their knowledge exceeds that of men.

In urban areas, women have tasks related to hygiene, recycling, providing drinkable water and other services and goods necessary for maintaining life. These tasks are not remunerated and are considered as supplementary responsibilities that contribute to their lower quality of life and longer working hours.¹⁰⁹ Among other proposals, it recommends the development of legal instruments and other gender policy tools, as well as organizational capacities to ensure the active participation of women in resource management and that they receive their share of the benefits. It also recommends the inclusion of this theme, gender and biodiversity, into school curricula.¹¹⁰

NBSAP Nepal, as part of the section on socio-economic setting, presents data on gender making use of the gender-sensitive development index in describing human development.¹¹¹

At this point it is highly recommended to make reference to the national constitution if gender equality is included, to national “Equal treatment/Non-discrimination Acts”, and the national policy on gender equality, including past and on-going actions. It is also important to mention international commitments taken by the country under e.g., CEDAW, the Beijing Declaration and Platform for Action, the Millennium Declaration and MDGs. Other policies relevant to conservation should also be mentioned, such as national policies on poverty, population, or development cooperation. It is an issue of coherence, complementarity and coordination between the various national and international instruments and policies.

NBSAP Mali mentions other principal policies relevant to conservation. It includes the Plan of Action for the Promotion of Women which supports women’s participation in economic development and the protection of environment. It also presents the National Strategy for Fighting Poverty which promotes gender equality through offering opportunities for women. Moreover, it includes the National Population Policy that ensures the integration of women into development. Also, the National Prospective Study Mali 2025 aims at the development of technologies for rural women to decrease their domestic and agricultural workload.¹¹²

Check list: Are gender equality and equity included as principles?

“Gender equality and equity as principles incorporated into the NBSAP, meaning in particular the following: (1) ensuring equal access for women and men to opportunities and benefits generated by the national strategy and action plan, (2) addressing the existing unequal distribution of biological resources and benefits arising out of their use in the national strategy and action plan, and (3) guaranteeing the equal participation of women in strategy development and implementation at all levels.”

2.2.2.5 Guiding principles

The principles identified and introduced by strategy planners are very important. As principles, they represent the underlying philosophy of the NBSAP, and the values incorporated in them are expected to be reflected by all further provisions of the text.

Indeed, many NBSAPs include a certain set of principles which are often related to the inter-connectedness of different forms of life, stakeholder participation, intra-generational responsibilities, respect of cultural identity, equity and social justice etc. The introduction of gender equality among such principles brings

109 NBSAP El Salvador. (2000). “Estrategia Nacional de Diversidad Biológica”, at 31–32. El Salvador: Ministerio de Medio Ambiente y Recursos Naturales.

110 *Ibid.*, at 35.

111 NBSAP Nepal. (2002).

112 NBSAP Mali. (2001).

two benefits: (1) it provides foundation and legitimacy for further gender-related provisions; (2) all other provisions will have to be interpreted in the light of gender equality and equity as an underlying ethical foundation.

*NBSAP Chile, for example, refers to justice and equity as one of the foundations of the national strategy underlining that “(t)he benefits arising from the sustainable use of biodiversity and the costs of conserving it should be fairly and equitably distributed among social, ethnic, gender and generational groups”.*¹¹³

*NBSAP Yemen also includes gender equality as one of its guiding principles: “Equity: Ensuring social cohesion and harmony through equitable distribution of resources and providing the various sectors of society with equal access to development opportunities and benefits today and in the future. No individual or social groups should be denied the opportunity to benefit from natural resources. The equal rights and opportunities of men and women must be assured”.*¹¹⁴

Check list: Gender as a cross-cutting issue

- Is gender included in the NBSAP as one of the cross-cutting issues?
- Is conceptual clarity on gender ensured?
- Is convincing argumentation presented?

*NBSAP Costa Rica incorporates gender equity under “Values”: “Justice and Equity: social, ethnic, gender and generational”.*¹¹⁵

*NBSAP Haiti, under guidelines to the national strategy, states: “Address gender concerns by promoting gender equity with regard to roles, responsibilities and rights in biodiversity programmes and management”.*¹¹⁶

2.2.2.6 Cross-cutting issues

It must be made clear to all potential NBSAP users that gender is a cross-cutting issue. Gender is not the only cross-cutting question relevant to conservation. On the CBD website, a list of other cross-cutting issues can be found that includes climate change, invasive alien species, technology transfer and impact assessment, etc.¹¹⁷

Cross-cutting issues

Cross-cutting issues are those that impact in more than one field. Indeed, cross-cutting issues require action in multiple fields. In terms of conservation thus it has to be integrated into all areas and strategy elements of the NBSAP.

Source: European Commission, 2004.

¹¹³ NBSAP Chile. (2003). “National Biodiversity Strategy of the Republic of Chile”, at 10. Santiago, Chile: Gobierno de Chile, Comisión Nacional de Medio Ambiente.

¹¹⁴ NBSAP Yemen. (2005) at 16.

¹¹⁵ NBSAP Costa Rica. (2000). “Estrategia Nacional de Biodiversidad”. Costa Rica: Government of Costa Rica.

¹¹⁶ NBSAP Haiti. (2008). “Status of Haiti NBSAP”, at 7. Haiti: Government of Haiti.

¹¹⁷ For the complete list of cross-cutting issues, see: <http://www.cbd.int/programmes/>

Conceptual clarity on gender is very important. Beyond emphasizing that it is a cross-cutting issue, two other aspects should be highlighted: first, gender brings about increased efficiency, effectiveness and sustainability of conservation; second, the goal of gender mainstreaming is to empower women and reduce existing inequalities through conservation.

NBSAP Nepal makes a distinction between sectoral strategies, such as protected areas, forests and agro-biodiversity and cross-sectoral strategies such as institutional strengthening, environmental impact assessment, etc. Gender is included as one of the cross-sectoral strategies under the title “Women in biodiversity conservation” as the following “The vital contribution of women to the management of biological resources and to economic production generally has been misunderstood, ignored, or underestimated. Rural women in Nepal are often the most knowledgeable about the patterns and uses of local biodiversity. Therefore, the role of women in biodiversity and natural resource management will be fully recognized and given due consideration, and their participation in decision making will be sought”

2.2.2.7 Sectoral strategies

Sectoral strategies are at the very heart of NBSAPs. Sectoral strategies basically indicate the direction taken by the national conservation strategy.¹¹⁸

Gender should be included in the presentation of the findings of stocktaking through sex-disaggregated data. As regards the type of data to be included please refer to the check lists included in *Section 2.2.1.2 Stocktaking and assessment*.

Many NBSAPs introduce a section on existing challenges and gaps; such challenges and gaps should also be identified in terms of promoting gender equality within the sector. Gender equality should be included as an objective within the sectoral strategies as a general goal.

All strategies identified should promote gender equality directly (e.g., reviewing national legislation that discriminates against women as regards access to land) and indirectly by proposing activities that empower women (e.g., tailoring awareness-raising campaigns to the needs and capacities of women).

Check list: Gender in sectoral strategies

- Is gender presented through sex-disaggregated data in the stocktaking part?
- Is gender showed in the part on challenges?
- Is gender equality introduced as one of the objectives?
- Are all strategies gender-responsive?

Examples

Lack of gender equity in biodiversity management (NBSAP Kenya)

The NBSAP proposes the following strategies to overcome the apparent lack of gender equity in biodiversity management:

- *Develop programmes on gender concerns, focusing on roles, responsibilities and rights in order to overcome imbalances in gender considerations;*
- *Facilitate gender analysis, participation, and affirmative action in biodiversity management through gender-sensitive legislation;*

- Promote gender awareness and involvement in all biodiversity programmes and projects;
- Recognize and support gender aggregation, including youth and their contribution to sustainable resource conservation and use of indigenous systems for conservation of biodiversity.¹¹⁹

Supporting seed production and distribution (NBSAP Bhutan)

- Policy development: Develop appropriate policies concerning governmental, commercial and informal enterprises for seed production and distribution, to help focus the efforts of government-supported initiatives on the varietal needs of resource-poor farmers in particular, with attention, where necessary, to the needs of women farmers.
- Capacity building: provide appropriate incentives, credit schemes, etc., to facilitate the emergence of seed enterprises, paying attention, as appropriate, to the needs of the small farming sector, of women and of vulnerable or marginalized groups.¹²⁰

Access and benefit sharing (NBSAP Costa Rica)

- Policy: Establishing a technical, normative and organizational framework to guarantee equitable and fair access to the elements of biodiversity;
- Strategy: Guaranteeing equality and equity in access to and control over biological resources, and eradicating discriminatory social practices;
- Actions: Including the gender perspective as one formal component of projects; developing actions aimed at transferring knowledge to women;
- Responsible institution: National Commission for Biodiversity Management;
- Involved stakeholders: Universities and National System of Areas of Conservation.¹²¹

Sustainable use of biological diversity (NBSAP Germany)

Mobility: aspires to incorporate gender-specific aspects into the design of transport route concepts.¹²²

Social awareness (NBSAP Germany)

The national strategy aspires to the following in developing strategic communication alliances: in the education system includes the regards for gender-specific access to the topic and learning.¹²³

Agriculture (NBSAP Gambia)

Policy objective: improve income-generating capacities of rural women.¹²⁴

Population (NBSAP Gambia)

- Policy objective: enhancing the status of women in order to enable them to participate in decision making related to child spacing and family size.
- Strategies: (1) reducing the number of women married before the age of 16; (2) improving the nutritional status of women and children; (3) addressing the harmful while promoting the positive cultural practices affecting the status of women.¹²⁵

119 NBSAP Kenya. (2000) at 12.

120 NBSAP Bhutan. (2002) at 153.

121 NBSAP Costa Rica. (2000).

122 NBSAP Germany. (2007) at 68.

123 *Ibid.*

124 NBSAP Gambia. (1998). "The Gambia National Biodiversity Strategy and Action Plan, DRAFT", at 44. Banjul, Gambia: The Department of Parks and Wildlife Management, Ministry of Agriculture and National Resources.

125 *Ibid.*, at 48.

Aid Programme (NBSAP United Kingdom)

*Assisting developing countries in conservation and sustainable use of biological resources with the primary objective of promoting the social, economic, legal and political status of women in developing countries.*¹²⁶

Community participation and awareness (NBSAP Malawi)

*Desired outcome by 2020: “Guidelines and programmes for mainstreaming gender and HIV/AIDS into biodiversity conservation are promoting participatory and appropriate research”.*¹²⁷

Developing new legislative measures for conservation (NBSAP Togo)

*Developing a new law that will allow effective community participation, in particular, women and youth, in decision making about benefit sharing.*¹²⁸

Capacity building (NBSAP Togo)

*It dedicates special attention to women and youth and promotes their full and effective participation in decision making, eliminates all forms of obstacles to their participation, enhances their technical knowledge related to conservation and supports the exchange of their experiences.*¹²⁹

Traditional culture and practices (NBSAP Marshall Islands)

*Key action under the strategic theme of Traditional Culture and Practices: “Strengthen the curriculum in elementary and high schools by bringing in older men and women to pass on traditional knowledge about resource management and traditional use of biodiversity. These elders should be provided with training in classroom methods”.*¹³⁰

2.3 ACTION PLAN (MAINSTREAMING GENDER INTO PROCESS AND CONTENT)

A strategy by itself is of little use unless it is put into action. In order to make it reality it needs to be fleshed out with concrete measures. Based on a gender-responsive strategy, it is essential, at this point, to identify those activities that are able to meet the objectives of the national strategy and promote gender equality by empowering women. In the process of analyzing the different activity options, the promotion of gender equality should be a prerequisite.

2.3.1 PROCESS: MAINSTREAMING GENDER INTO ACTION PLAN DEVELOPMENT

The development of the action plan comprises the following activities:

- 1) Putting together the planning team;
- 2) Identifying a set of activities, each of them clearly linked to strategy objectives and the strategy themes for achieving the objective;

¹²⁶ NBSAP United Kingdom. (1994). “Biodiversity – the UK Action Plan”, at 128. London, UK: Government of United Kingdom.

¹²⁷ NBSAP Malawi. (2006). “National Biodiversity Strategy and Action Plan”, at 79. Lilongwe, Malawi: Ministry of Energy, Mines and Natural Resources.

¹²⁸ NBSAP Togo. (2003) at 61.

¹²⁹ *Ibid.*, at 67.

¹³⁰ NBSAP Marshall Islands. (2000) at 10.

- 3) Indicating the relative priority of each action (such as high, medium and low or essential, very important and desirable if resources permit);
- 4) Identifying the activities that the country is capable of carrying out on its own versus those activities for which donor assistance is required;
- 5) Developing a plan for coordinating implementation of the action plan;
- 6) Developing a plan for monitoring and periodically evaluating its implementation;
- 7) Developing a calendar for the implementation of the action plan;
- 8) Developing the overall budget for the action plan.¹³¹

2.3.1.1 Composition of the planning team

Since the action plan will elaborate the type of activities to be carried out, it must involve the organizations and individuals with gender expertise. As the strategy elements or themes each require different knowledge in terms of gender, the most effective way of including gender in identifying the activities is to ensure the presence of one gender expert for the whole development process (for qualifications and experience, refer to *Check list: Gender expertise – list of recommended qualifications and experience* in Section 2.2.1.1) who can further identify the governmental and non-governmental organizations to be consulted on each theme.

2.3.1.2 Identifying the set of activities

The phase of identifying activities must be directly linked to the objectives of the national strategy; including the goal of promoting gender equality.

The conceptualization and formulation of activities have to be based on data disaggregated by sex and include the clear objective of promoting gender equality. In the conceptualization phase, activities should be developed that empower women and are most accessible to them. The promotion of gender equality has to be one of the main requisites for approving activities.

Check list: Identifying the set of activities

- Is all the background information used disaggregated by sex (age, ethnic origin, etc)?
- Is the gender dimension considered?
- Is the necessary gender expertise ensured?
- Is the promotion of gender equality one of the requisites for approving an activity?

2.3.1.3 Priority setting

Priority setting of the activities is recommended in the guidance provided by COP. However, the priorities of women and men often differ, therefore, it is necessary to base the priority assignment of each activity on the sex-disaggregated data gathered during the phase of stocktaking about women's needs, interests

¹³¹ Hagen, R.T. (1999) at 36.

and visions in order to avoid the prioritization of exclusively male agendas. At this point the qualitative data gathered during the stocktaking phase has particular importance.

Check list: Priority setting

- Is the priority setting based on qualitative and quantitative data that genuinely reflect women's needs and interests?
- Were organizations representing women briefed during priority setting: (1) Ministry of Women's Affairs or equivalent; (2) NGOs dealing with gender equality?

2.3.1.4 Plan of implementation

It is important to give some guidance for the implementation of the strategy and action plan in order to ensure that gender mainstreaming will also be carried out at project and programme levels. This part of the implementation plan is the necessary bridge in terms of gender between the action plan and the actual implementation at programme/project level.

The NBSAP should make a requisite of the inclusion of a gender perspective in any programme/project related to the strategy. Moreover, the establishment of a gender expert list could greatly contribute to the success of gender mainstreaming at programme/project level as it provides the implementers with a ready answer to where to start their work related to gender.

Check list: Plan of implementation – list of requirements to be included

- Objectives: promotion of gender equality is a prerequisite of all programmes/projects;
- Stakeholder participation: (1) ensuring that stakeholders dealing with gender equality are involved; (2) ensuring that all other implementing partners are committed to gender equality;
- Project staff: gender balance in programme/project staff is ensured;
- Financing: as regards funding from government resources, gender should be a prerequisite for approval;
- Role and list of experts: list of gender experts that can be used later at programme and project level.

2.3.1.5 Plan of monitoring and evaluation

As to monitoring and evaluation, action plans have to include the development of participatory approaches which are able to assess both quantitative and qualitative developments and ensure that all gender issues will be covered.¹³²

Check list: Monitoring and evaluation

- Are gender-responsive participatory approaches developed?
- Are gender-specific indicators developed and applied?
- Is the specific gender expertise ensured?

¹³² More guidance on gender-responsive monitoring and evaluation can be found on various fora and websites of organizations such as the World Bank ("Project implementation: Monitoring and Evaluation", see: [http://web.worldbank.org/WBSITE/EXTERNAL/ TOPICS/EXTGENDER/0,,contentMDK:20208463~pagePK:210058~piPK:210062~theSitePK:336868,00.html](http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/0,,contentMDK:20208463~pagePK:210058~piPK:210062~theSitePK:336868,00.html)); and the FAO Training manual on gender analysis for monitoring and evaluation, see: http://www.fao.org/sd/dim_pe1/pe1_040702_en.htm

2.3.1.6 Timeframe

Working with participatory methodologies normally requires more time than desk-based programme design. The timeframe of the activities included in the action plan must take into account the activities related to gender and indicate the time dedicated to gender-related activities.

Check list: Timeframe

- Does the plan of action consider the time needs of participatory methodologies that include women?

2.3.1.7 Overall budget

Budget is one of the most important indicators of any commitment made by decision makers. In developing the action plan, the planning team has to dedicate resources to enhance the promotion of gender equality. Gender-responsive budgeting implies, first, analysis of the budget of all activities proposed to determine the differentiated impact on women and men of the budget; second, re-allocation of resources to achieve gender equality outcomes from the actions planned.¹³³

Check list: Overall budget

- Is gender budgeting applied?
- Are the differentiated impacts of the budget identified for women and men?
- Are the resources allocated to achieve gender equality outcomes.
- Are the necessary resources dedicated to gender mainstreaming at the organizational level?

2.3.2 CONTENT: GENDER MAINSTREAMING INTO THE TEXT OF ACTION PLANS – IDENTIFYING ENTRY POINTS

After taking into account all the gender-related considerations of the action plan, such considerations have to be visible in the action plan. Each activity description in the action plan should include the following elements.¹³⁴

2.3.2.1 Title of the activity

Explicitly including the word “gender” in the project title can be a very useful way of ensuring that gender is not neglected. The inclusion in the title can serve as a concrete reminder to all staff; it can certainly do no harm. Unfortunately, past experience shows that where gender is not explicitly included it has not become an important factor.

¹³³ More guidance on gender budgeting is available in Quinn, S. (2009). Gender budgeting: practical implementation. Handbook. Strasbourg: Council of Europe. See <http://www.gender-budgets.org/>

¹³⁴ Hagen, R.T. (1999) at 37.

2.3.2.2 Objective of the activity

The promotion of gender equality should be mentioned as one of the objectives of each activity.

2.3.2.3 Context

How the activity will contribute to achieving the objectives of the national strategy has to be explained in this section. Such explanations should clearly indicate the linkages between the activity and promoting gender equality.

Check list: Mainstreaming gender into the text of action plans

- Title – Is gender included in the project title?
- Objective – Is gender equality one of the objectives of the actions?
- Context – Does it explain how gender equality and the empowerment of women are ensured by the activity?
- Description – Are the activities related to gender described? Is how the activities will have an impact on gender equality assessed?
- Implementing institutions – Do they have gender equality mandates and gender expertise?
- Length – Is the time dedicated to gender-related activities indicated?
- Budget – Are financial resources allocated to activities associated with the promotion of gender equality indicated?

2.3.2.4 Description

The description of the activity has to show how it will promote equality between women and men. It has to indicate by which measures the promotion of gender equality will be carried out.

2.3.2.5 Implementing institutions

It is essential that institutions in charge of implementation are committed to gender equality and possess the necessary expertise for gender mainstreaming. It is beneficial to consult and/or involve governmental or non-governmental organizations dealing with gender in the implementation. The appropriate gender balance amongst the staff should be ensured.

2.3.2.6 Length of the activity

The length of the activity should be indicated. It is necessary to design the timeframe of the activities in such a way that the right amount of time is spent; in particular, on the participatory process which may be time-consuming.

2.3.2.7 Budget

The budget has to indicate the financial resources allocated to the promotion of gender equality in terms of financing activities, equity measures, and staff salaries, etc.

2.3.2.8 Examples of action plans

The following table shows what a gender-responsive action plan might look like including all the elements of activity description while making visible the gender component in each element.

EXAMPLE 1: Under objective: Conservation of agro-biodiversity

| Title | Objective | Context | Description | Geographical area | Implementing institutions and stakeholders | Starting date and deadline | Budget |
|---|--|--|---|-------------------|--|----------------------------|---|
| Gender-responsive research on endangered species. | <ol style="list-style-type: none"> 1. Study the endangered species. 2. Understand which species are used by women and men. 3. Understand the differences in terms of access and control between women and men. 4. Explore the threats and underlying cause of threats to agro-biodiversity, including the activities carried out by women and men. | As monocultures increase in the country, certain species are in danger of extinction. It is necessary to understand which species are in danger, what is their socio-economic value for women and men and to identify threats and causes represented by women and men in their potential extinction. | <ol style="list-style-type: none"> 1. Systematize existing data. 2. Design a gender-responsive field research methodology. 3. Implementation: identification of partners, timeframes, etc. 4. Recruitment of personnel guaranteeing gender balance in staff. 5. Carry out the research (ensure gender balance in the sample used). 6. Produce report. | National | <p>Implementing institutions: National Research Institute, Ministry of Agriculture</p> <p>Stakeholders: Ministry of Women's Affairs, Coalition for Sustainable Agriculture, National Women Farmers Association, IUCN</p> | 09/09–09/10 | <p>US\$100,000</p> <p>(US\$20,000 – developing a gender-sensitive research method and implementation of research)</p> |

Some NBSAPs have already started to include gender in their action plans, but, as often happens within the strategies, the approach is fragmented, lacks coherence and a systematic approach. However some positive initiatives can be presented.

EXAMPLE 2: NBSAP Liberia*Priority short-term, medium-term and long-term actions, costs and implementers¹³⁵*

| Goal-Objective-Action-Expected result | Indicators | Implementers | Costs US\$ | (I) 2004 – 2008 | (II) 2009 – 2015 |
|--|--|--|------------|-----------------|------------------|
| G105-A1: Conducting social, economic, cultural and environmental impact assessment of protected areas and ecological corridors. | Baseline studies conducted to include the following elements: g) Gemographic factors, economic parameters such as housing and accommodation, health status, income level, infrastructure and asset distribution, traditional systems of production and gender roles and relations, traditional non-monetary systems, responsibilities and concepts of equity in society , and traditional systems of resource allocation, including resources that have been hunted, collected or harvested. | Society for the Conservation of Nature of Liberia, Forestry Development Authority, Fauna and Flora International, Conservation International | 175,000 | X | X |
| G601-A2: Empowering women through micro-project activities (under GOAL 6: To contribute to the fulfilment of the Millennium Development Goals (MDGs) on poverty alleviation, food security and gender empowerment in biodiversity by 2015). E1: Workshops conducted for beneficiaries. E2: Handbooks produced. E3: Women's productivity enhanced. | Awareness materials produced on micro-projects 2005. Fifteen awareness-raising workshops on micro-credit conducted in each county by 2006. Women's groups and individual women engaged in micro-credit projects by 2006. | Ministry of Agriculture, Environmental Protection Agency, Agricultural Cooperative Development Bank, National Investment Commission | 500,000 | X | |

135 NBSAP Liberia. (2004) at 113–116, 170.

EXAMPLE 3: NBSAP Botswana

Objective 6 - Raised public awareness and appreciation of biodiversity together with active participation in biodiversity-related activities and decision-making processes

| No | Strategic target | No | Activity | Lead institution | Key partners | Duration | Dead line | Estimated cost in US\$ | Sources of verification | Priority (1–3) |
|-----|---|-------|---|---|---|----------|-----------|------------------------|-------------------------|----------------|
| 6.5 | Gender issues mainstreamed into the biodiversity planning framework to enhance participation. | 6.5.1 | Evaluate gender access and ownership of natural resources with regards to the current institutional and policy environment, with the aim of addressing gaps or inequalities in national policy. | Wad Ministry of Labour and Home Affairs | NGOs, Ministry of Environment, Wildlife and Tourism, Botswana Institute for Development Policy Analysis | 2 months | 12/06 | 120,000 | Policy report | 3 |
| | | 6.5.2 | Improve women's access to credit facilities in order to utilize natural resources such as veld products and medicinal plants. | Wad Ministry of Labour and Home Affairs | Botswana Export Development and Investment Authority, Ministry of Finance and Development Planning | TBA | 12/08 | TBA | Credit statistics | 3 |

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ANNEX 1

ANALYSIS OF NBSAPS FROM A GENDER PERSPECTIVE

The analysis shows the number of NBSAPs revised, out of the 166 NBSAPs submitted to the SCBD prior to July 2008, that refer to “gender and/or women” within the different strategy elements and elements of activity descriptions of the action plans. The data also show the number of NBSAPs which mention “gender and/or women” in relation to the different horizontal and sectoral issues. Key findings include:

Figure 1 identifies eight strategy elements ((1) Importance of biodiversity; (2) 13th preambular paragraph; (3) Objectives; (4) Country presentation; (5) Main planning entities; (6) Participation in planning processes; (7) Guiding principles; (8) Cross-cutting issues)) relevant to gender in NBSAPs. The identification of these strategy elements was based on two independent criteria: (1) the strategy element is common to most NBSAPs; (2) the strategy element should be included for effective gender mainstreaming. As the eight strategy elements present the methodology supported by the *Guidelines*, the data also show how far the analyzed NBSAPs are from reaching the approach of gender mainstreaming proposed by the *Guidelines*.

Fig. 1: **Distribution of Parties linking gender to strategy elements**

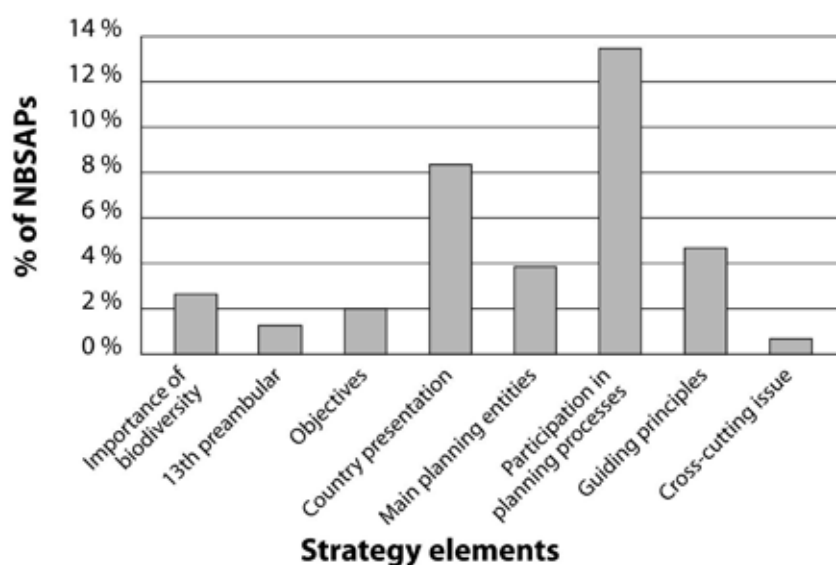


Figure 2 identifies seven areas where gender could be mainstreamed into the content of the action plans.

Fig. 2: Distribution of Parties linking gender to elements of activity description in action plans

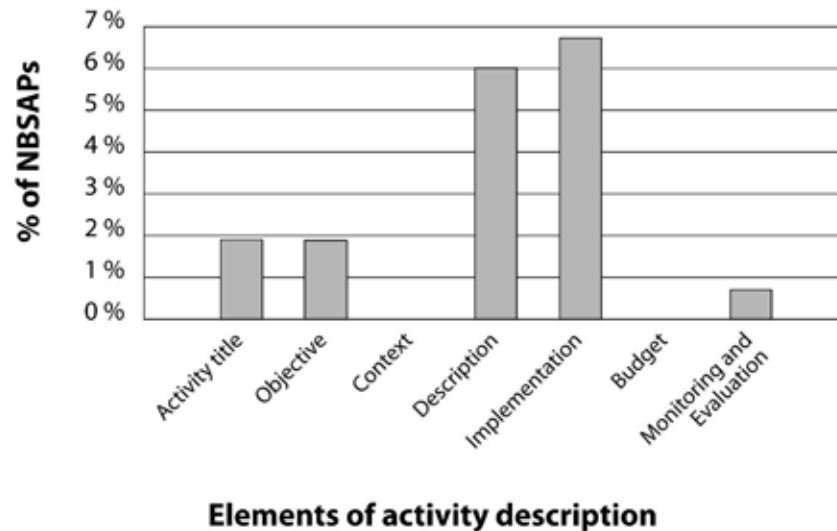


Figure 3 identifies eight horizontal issues for which Parties mentioned gender. Horizontal issues are defined as issues relevant to all sectors of biodiversity conservation. Gender is referred to most frequently in the context of “participation in conservation” which is an essential element of gender mainstreaming. However, participation is a tool for mainstreaming and not a goal in itself. “Stocktaking and assessment” is the next highest, but it does not reflect a coherent approach to gender mainstreaming within stocktaking and assessment, but only some fragmented references.

Fig. 3: Distribution of Parties linking gender to horizontal issues

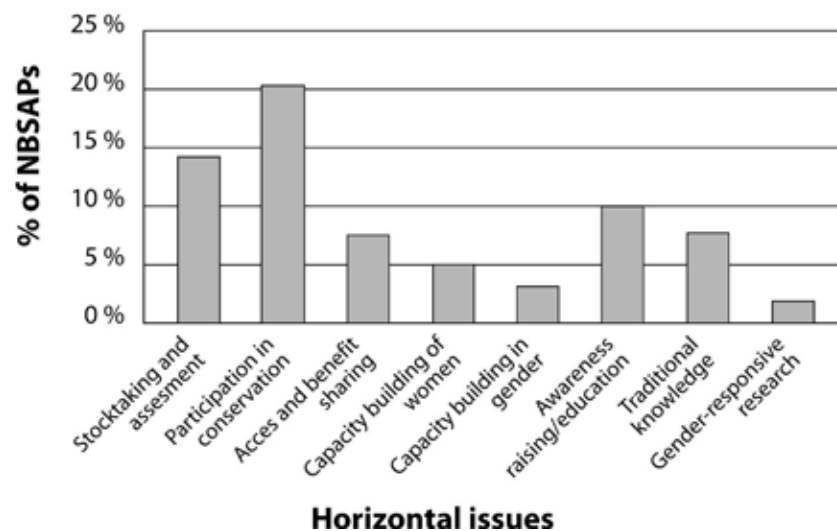
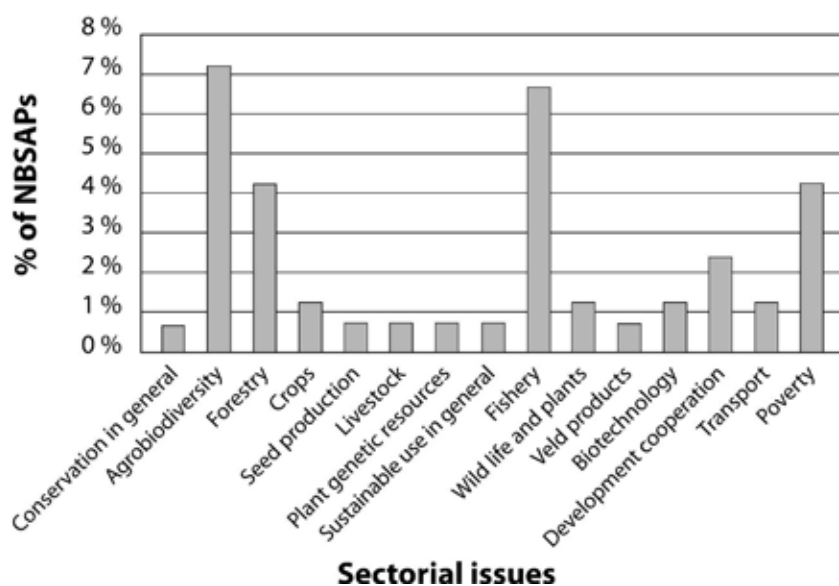


Figure 4 identifies 15 sectoral issues for which Parties mentioned gender and/or women. This data shows the differences in levels of gender awareness within the different sectors. Gender is referred to most frequently in the context of agro-biodiversity, fisheries, poverty and forestry.

Fig. 4: Distribution of Parties linking gender to sectoral issues



ANNEX 2

LIST OF RELEVANT INTERNATIONAL AGREEMENTS AND DECISIONS OF THE CBD AND UNEP

1. **List of international agreements that recognize the importance of gender equality and equity in environmental and poverty eradication policies:**
 - The requirements and agreements set out in the 1979 **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**;
 - **Chapter 24 of Agenda 21** adopted at the United Nations Conference on Environment and Development in 1992;
 - Paragraph 253 (c) under strategic objective K.1 of the **Beijing Platform for Action** adopted at the Fourth World Conference on Women in 1995, mentions explicitly the CBD and calls upon the protection and promotion of women's traditional knowledge;
 - The **2000 Millennium Declaration**: It is not possible to achieve environmental sustainability (goal 7) while poverty (goal 1) and inequities between men and women (goal 3) continue to exist;
 - The **Johannesburg Plan of Implementation** of the 2002 World Summit on Sustainable Development;
 - Other **internal mandates within the United Nations system** also calling for gender equality; including, the substantive sessions of the Economic and Social Council of the United Nations in 2004 and 2005;
 - The outcome of the High-level Plenary Meeting of the sixtieth session of the General Assembly – the 2005 World Summit (**General Assembly resolution 60/1**, paragraphs 58, 59 and 116);
 - **Economic and Social Council resolution 2005/31 on mainstreaming a gender perspective into all policies and programmes in the United Nations system**;
 - The **Bali Strategic Plan for Technology Support and Capacity-building**, approved by the UNEP Governing Council in 2005, requests UNEP “to integrate specific gender-mainstreaming strategies, as well as education and training for women, in formulating relevant policies, and to promote the participation of women in environmental decision-making”;
 - **Governing Council decision 23/11** from 2005 calls on the Executive Director of UNEP to “develop and promote a set of gender-equality criteria for the implementation of programmes”, and “apply the United Nations Environment Programme gender sensitivity guidelines”;
 - The **United Nations Declaration on the Rights of Indigenous Peoples (DECRIPS)**, adopted in 2007 by the General Assembly, specifically prohibits discrimination against women in respect of all rights guaranteed by the Declaration (Article 44).
2. **List of decisions of the Conference of the Parties and recommendations of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) concerning women's practices, knowledge, equal presentation and gender roles:**

- **SBSTTA recommendation II/7**, on agricultural biological diversity and the role of women in managing practices and knowledge;
- **COP decision III/11, para.17**, on promoting women's knowledge and practices in the conservation and sustainable use of biological diversity in the agricultural sector;
- **The annex to COP decision III/14** on Article 8(j), on gender balance in workshop organization;
- **Annex I to SBSTTA recommendation IV/7**, on potential impacts of tourism on cultural values, including gender;
- **SBSTTA recommendation V/14, para. 2 (i) and Annex III to COP decision VIII/10**, on gender balance in the composition of ad hoc technical expert groups, the Subsidiary Body and roster of experts;
- **COP decision V/16, Element 1 of the Programme of Work on the implementation of Article 8(j)**, on promotion of gender-specific ways in which to document and preserve women's knowledge of biological diversity;
- **COP decision V/20**, on gender balance in the roster of experts;
- **COP decision V/25**, on the socio-economic and cultural impacts of tourism: the fact that tourism activities may affect gender relationships (through employment opportunities for example);
- **Annexes I and II to COP decision VI/10, annex to COP decision VII/1**, on gender as a social factor that may affect traditional knowledge;
- **Decision V/16: Article 8(j) and related provisions** states: "Recognizing the vital role that women play in the conservation and sustainable use of biodiversity, and emphasizing that greater attention should be given to strengthening this role and the participation of women of indigenous and local communities in the programme of work";
- Under the "**General Principles**" of the **Programme of Work on the implementation of Article 8(j)**, the CBD calls for: "Full and effective participation of women of indigenous and local communities in all activities of the programme of work". Task 4 of the programme of work calls on Parties to develop, as appropriate, mechanisms for promoting the full and effective participation of indigenous and local communities with specific provisions for the full, active and effective participation of women in all elements of the programme of work, taking into account the need to: (a) Build on the basis of their knowledge; (b) Strengthen their access to biological diversity; (c) Strengthen their capacity on matters pertaining to the conservation, maintenance and protection of biological diversity; (d) Promote the exchange of experiences and knowledge; (e) Promote culturally appropriate and gender specific ways in which to document and preserve women's knowledge of biological diversity.

3. List of documents adopted within the framework of the Convention on Biological Diversity and United Nations Environment Programme with a gender-equality focus:

- At its second meeting, held in July 2007, the **Ad Hoc Open-ended Working Group on the Review of Implementation on the Convention** recommended that the Conference of the Parties at its ninth meeting should urge Parties, in developing, implementing and revising their national biodiversity strategies and action plans to, inter alia, promote the mainstreaming of gender considerations (**UNEP/CBD/COP/9/4, annex, recommendation 2/1, annex, paragraph 8 (d)**);

- In March 2007, the Executive Secretary of CBD, Mr Ahmed Djoghla appointed a **Gender Focal Point** in line with a series of internal mandates within the United Nations system calling for gender equality and the mainstreaming of gender issues within all United Nations processes;
- The Executive Secretary's decision also falls in line with that of the **UNEP Governing Council** at its twenty-third session, in 2005, in its adoption of decision **23/11 on Gender Equality in the Field of Environment**. This decision called upon Governments and UNEP itself to mainstream gender in their environmental policies and programmes;
- The **"Gender Plan of Action under the Convention on Biological Diversity"**, as contained in document UNEP/CBD/COP/9/INF/12 and was approved at COP 9, invites Parties to support the Secretariat's implementation of the plan. The Gender Plan of Action is the main reference document for all stakeholders as regards the mainstreaming of gender into their work on the conservation of biological diversity;
- The Conference of the Parties in **Decision IX/8. on "Review of implementation of goals 2 and 3 of the Strategic Plan"**, adopted at its ninth meeting in Bonn 2008, provides consolidated guidance to assist Parties in the development and revision of their NBSAPs. In **paragraph 8**, the Conference of the Parties urges Parties to promote the mainstreaming of gender considerations in developing, implementing and revising their national and, where appropriate, regional biodiversity strategies and action plans, and equivalent instruments, in implementing the three objectives of the Convention.

ANNEX 3

GLOSSARY

Access and control of resources, and distribution of benefits and opportunities

Gender relations have an impact on the access to, and control of, resources and opportunities exercised by men and women. They usually generate an inequitable distribution of costs and benefits derived from the use thereof. Therefore, these aspects constitute elements for analysis of gender relations.

- **Access** is defined as the possibility for participating in the utilization and benefits of resources as well as opportunities.

- **Control** refers to authority, property and power of decision. Under certain circumstances, women have access to (the possibility to use) a resource, for example, land, but lack or have a limited control over it (i.e. they do not have the power to decide whether to sell or transfer it).

- **Resources** are goods and services: economic or productive (land, equipment, tools, work); political (leadership capacity, information and organization); financial (money, capital, credit); and temporal.

- **Benefits** are the economic, social, political and psychological rewards derived from the utilization of resources. Benefits include meeting basic and strategic needs: food, housing, education, training, political power and status, etc.

- **Opportunities** are the possibilities to develop intellectual, physical and emotional capabilities, to achieve the goals set in life.

Community or communal work

The activities undertaken in the community to assure family reproduction, support and improvement of living conditions and community organization. This includes the work carried out in social committees or groups involving the investment of time and resources by the members. Both women and men are usually involved in community activities in separate groups, but male groups usually obtain greater social recognition.

Condition and position, practical and strategic needs

Categories that support gender analysis to determine the differentiated situation of women and men, in order to develop strategies to minimize the inequalities that exist at a community level and effectively solve the needs of women and men, through priority actions focusing on the people at the greatest disadvantage to help them achieve their development.

- Condition

This refers to the conditions under which people live. It specifically points towards the so-called practical

needs (conditions involving poverty, access to services, productive resources, health care and education, among others).

- Position

This refers to social standing and recognition, to the status assigned to women with respect to men (inclusion in decision-making meetings at community level, equal wages for equal work, limitations regarding access to education and training, etc.).

- Practical gender needs

The needs derived from the material living conditions of men and women.

- Strategic gender needs

These are long-term needs aimed at the possibility of bringing to an equal and equitable level the gender position of women and men in society.

Equality

The condition of one thing being similar to another in terms of nature, form, quality and quantity. The achievement of the equality objective goes beyond the mere prohibition or elimination of discrimination.

- Equality of opportunities

A situation where women and men are equally able to become intellectually, physically and emotionally fulfilled, to achieve the goals they have set themselves for their lives and to develop their potential capabilities, regardless of gender, class, sex, age, religion and ethnic group.

- Equality of treatment

The right to the same social conditions of safety, remuneration and work conditions, for women and men alike.

Equitable benefits

This refers to the ultimate impact of development efforts on both genders. It implies that the results should be equally accessed and used by men and women. Equality of opportunities does not, necessarily, imply that both genders enjoy the same benefits.

Equity

People's access to equal opportunities and the development of basic capacities; this means that the barriers hindering economic and political opportunities, as well as access to education and basic services, should be eliminated, so that the people (women and men of all ages, conditions and positions) may be able to enjoy such opportunities and benefit from them. It means justice; that is, giving each person what is

rightfully theirs, recognizing the specific conditions or characteristics of each person or human group (sex, gender, class, religion, age); it is the recognition of diversity, without giving reason for discrimination.

Gender

Genders are bio-socio-cultural groups, historically built from the identification of sexual characteristics that classify human beings. Once classified, they are assigned a differentiated set of functions, activities, social relations, forms and standards of behaviour. They are a complex set of economic, social, legal, political and psychological determinations and characteristics, that are cultural, creating that which in each period of time, society or culture constitutes the specific context of being a man or a woman.

Gender analysis

A theoretical-practical process that allows a differentiated analysis of men's and women's responsibilities and knowledge; access to, use of and control over resources; their problems, needs, priorities and opportunities; in order to plan development based on efficiency and equity. Gender analysis does, necessarily, involve studying the ways societies are organized and how they operate, in order to analyze social relations. This analysis should describe the subordination structures existing between genders. The gender analysis should not be limited to the role of women, but should cover and compare the role of women with respect to men, and vice versa.

Gender-based division of work

This may refer to two different phenomena: either the effective distribution of tasks between men and women, where women are assigned the care of children and elderly people, household sustenance, community services, etc., or the stereotypical ideological notions about what are considered appropriate occupations for each sex. While the stereotype is static, the distribution of tasks can undergo a historical transformation between genders, adapting to the specific needs of the household units in each of the stages of their development and the dynamics of the local and regional economy.

Gender mainstreaming

Gender mainstreaming means paying constant attention to equality between women and men regarding policies, strategies and development interventions. Gender mainstreaming not only means making sure that women become involved in existing development programmes. It also seeks to make sure that women and men alike participate in the processes involving the definition of objectives and planning, to guarantee that the development initiative meets the priorities and needs of women and men. Therefore, it seeks to consider equality in relation to the analysis, policies, planning processes and institutional practices that establish the global conditions for development.

Gender mainstreaming requires analysis of the impact that development interventions might have on women and men throughout all areas of social development. This analysis should be undertaken prior to making important decisions about the goals, strategies and distribution of resources.

Participation

A social process through which the different stakeholders of the population, based on their own interests (class, group, gender, etc.), intervene directly and through their representatives, in the course of the different aspects of communal life. Participation is a necessary condition of citizenship, as people only consider themselves as citizens when they have the right to exercise influence on the processes that have a direct or indirect effect on their own destiny.

Power

The dominion, power or jurisdiction to order, define, control and decide about something or someone. Dominion powers are social, collective and personal. They allow the alienation, exploitation and oppression of another being. Power materializes in interlinked processes involving various forms of intervention in someone's life from a position of superiority (value, hierarchy, authority). Dominion powers are the set of capacities that allow control over the life of other(s), including asset expropriation, subordination and running others' lives. Domination implies the capacity to pass judgment, to punish and, ultimately, to pardon.

Productive work

The activities that generate income, goods, services or benefits for household consumption or market commercialization, through which household reproduction is safeguarded. The social construction of genders assigns the productive work to men. Fulfilment of their role as providers means obtaining the resources outside the private sphere of the household to support their family and meet their needs. In spite of the fact that productive work is an activity socially assigned to men, the fact of the matter is that women, girls and boys also participate.

Reproductive work

The activities related to biological reproduction in addition to those involving family sustenance, its working capability, socialization and education of girls and boys, food preparation and health care, and all associated tasks. These tasks are usually assigned to the women, who carry out household activities, housework, care and education of girls and boys, care of older or sick people. Men hardly ever assume or are responsible for household chores. Within the predominant construction of feminine and masculine gender, these are activities «forbidden» to men. Nevertheless, there are men who participate in these tasks, thus breaking the mould or stereotype.

Sex

The set of hereditary biological characteristics that organize individuals into two categories: man and woman.

Triple role

This is understood as the women's simultaneous participation in productive, reproductive and community activities (refer to productive work, reproductive work and community work).

Women's empowerment

The process through which people gain increasing power and control over their own lives. It involves aspects such as awareness raising, development of self confidence, and extended opportunities and options. Women's empowerment is a changing process where women gain increasing access to power, which results in the transformation of unequal power relations between genders.

Women's invisibilization

Society's devaluing of the activities carried out by women. A clear example of this fact is society's preconception of household and reproductive work, which are not included in national statistics.

ANNEX 4

CHECK LISTS BOOKLET

NATIONAL STRATEGY

PROCESS: MAINSTREAMING GENDER INTO STRATEGY DEVELOPMENT

ORGANISATIONAL ASPECTS:

Check list: Key considerations in the design of the institutional structure and institutional capacity (p.25-26)

- ✓ Do all institutions have a gender policy statement?
- ✓ Do all institutions or individuals involved have an organizational mandate or personal responsibility for gender mainstreaming?
- ✓ Are there procedures in place for integrating gender concerns in institutions involved?
- ✓ Does the senior management demonstrate commitment to gender equality?
- ✓ Is the equitable participation of women within the institutional structures ensured?
- ✓ Is there a balanced representation of women and men in the senior management?
- ✓ Are relationships established with specialized organizations dealing with gender equality?
- ✓ Is tailored gender training provided for staff?
- ✓ Is sufficient gender expertise and allocation of human and financial resources ensured?
- ✓ Whether, and which, gender guidelines are used.
- ✓ Are gender criteria for monitoring and evaluation applied?

Check list: Principal planning entities and individuals (p.26)

- ✓ Does the Steering Committee include: (1) representatives of the Ministry of Women's Affairs or equivalent, (2) representatives of the main NGOs dealing with gender equality, (3) an equitable number of women and men?
- ✓ Is the National Project Director: (1) "gender-sensitive", (2) supported by gender experts?
- ✓ Is the National Project Manager/Lead Consultant: (1) "gender-sensitive", (2) supported by gender experts?

Check list: Gender expertise – list of recommended qualifications and experience (p.27)

- ✓ Post-graduate degree in social sciences or another relevant field (e.g., labour economics, gender-environment);

- ✓ Training in the field of gender and development – a good indication of whether or not the consultant has the relevant expertise;
- ✓ Normally 5–10 years' experience of conducting gender studies, preferably also in relation to environmental issues;
- ✓ Publications or field reports on gender issues that credit the consultant;
- ✓ Ability to work in a team – this is essential for gender analysis work, as the consultant will have to liaise with many different groups at different levels, including policy makers, managers, field workers, technical experts;
- ✓ Ability to communicate non-verbally and to decipher hidden meanings in responses is important. Good observation techniques are advantageous;
- ✓ Experience in participatory appraisals from a gender equity perspective (PAGEP).

STOCKTAKING AND ASSESSMENT

Check list: Gender-responsive stocktaking and assessment (p.28)

Does the stocktaking and assessment provide information on the following?

- ✓ Data on the use of biological resources, disaggregated by sex – what is used by whom, by women or men?
- ✓ Data on threats to biodiversity, disaggregated by sex – what kind of threats are the activities carried out by women and men?
- ✓ Data on the anthropogenic causes behind such threats, disaggregated by sex – what are the socio-economic, cultural and other factors influencing women and men?
- ✓ Data on trends of sustainability disaggregated by sex – changes in the sustainability of activities carried out by women and men?
- ✓ Data on access to biological resources and resource-use regimes, disaggregated by sex – to which resources and to what extent do women and men have access?
- ✓ Data on control over biological resources and resource-use regimes, disaggregated by sex?
- ✓ Data on the sharing of benefits arising out of the use of biological resources and traditional knowledge, disaggregated by sex – do women and men share benefits to the same extent? Are such benefits designed to meet to the needs of women?

Check list: Basic considerations for data disaggregated by sex (p.29)

- ✓ Are all statistics on individuals collected and presented disaggregated by sex?
- ✓ Have specific efforts been made to identify gender issues and to formulate concepts and definitions that capture the differences between women and men in all aspects of their lives?
- ✓ Do data collection methods take into account stereotypes and socio-cultural factors that obstruct the collection of gender-sensitive data?
- ✓ Is the equitable participation of women in data-collecting activities ensured?

Check list: Cross-cutting stocktaking needs from a gender perspective (p.30)

Does the stocktaking of all strategy elements consider the following questions:

- ✓ Legal and policy frameworks: Does it assess the legal and policy frameworks in order to verify whether gender equality is explicitly included as a goal and whether their differentiated impact on women and men is taken into account?
- ✓ Institutional impact: Does it analyze the impact of service delivery of relevant institutions on women and men?
- ✓ Institutional capacity: Does it assess the institutional capacities and the adequacy of the human resource base, including the necessary gender expertise, financial resources allocated and gender balance within human resources?
- ✓ Organization of institutions: Does it gather information with respect to the principle of gender equality in the functioning of such institutions?
- ✓ Level of gender mainstreaming at programme and project level: Does it assess the adequacy of gender mainstreaming in past and on-going projects and programmes for all sectoral and cross-cutting conservation strategies?
- ✓ International instruments: Does it assess compliance of all policy elements with human rights frameworks, international and national commitments such as Agenda 21, CBD, CEDAW etc. (for the complete list of international agreements and other documents please refer to Annex 2)?

Check list: Definition of priorities from a gender perspective (p.31)

- ✓ Were the criteria defined using methods ensuring the participation of women?
- ✓ Is the participation of women registered?
- ✓ Do the criteria effectively reflect and respond to the needs and interests of women?

Check list: Threats to conservation and sustainable use and the underlying causes from a gender perspective (p.32)

The following questions should be answered using sex-disaggregated data:

- ✓ Which components of biological diversity are used by women and men?
- ✓ How are they used (which activities) by women and men?
- ✓ Which resources do men and women control, and what kind of control is it?
- ✓ Are the activities carried out by women and men sustainable?
- ✓ What are the trends in the uses made by women and men?
- ✓ What are the threats to sustainable use by women and men?
- ✓ What are the socio-economic, cultural and other underlying causes of such threats influencing women and men?

Check list: Gender-responsive stocktaking of access and benefit sharing (ABS) (p.33)

All questions are to be answered using data disaggregated by sex:

- ✓ National legal framework: Are the requirements established by international agreements (such as Agenda 21, CBD, etc.) in terms of gender met (see Annex 2)?
- ✓ Policy framework: Is gender equality mainstreamed into it?
- ✓ Customary law: Does customary law respect and ensure equality between men and women?
- ✓ Local practices and customs: Do local practices respect and guarantee gender equality?
- ✓ Disclosure of origin: Do the data include information on the origin of the biological resources and traditional knowledge? Which biological resources and traditional knowledge (TK) are possessed by women and men?
- ✓ Benefit sharing: Do women and men receive equal benefit (monetary and non-monetary) from the use of biological resources and TK? Are the benefits designed in such a way that they meet the needs of women?

Check list: Stocktaking needs of gender-responsive biosafety strategies (p.34)

- ✓ Data on potential and actual LMO users disaggregated by sex – which LMOs are used, potentially or actually, by women and men?
- ✓ Data on risk assessment disaggregated by sex – what kind of risks are faced by women and men?
- ✓ Data on the legal, policy and institutional framework disaggregated by sex – is the promotion of gender equality included?
- ✓ Data on LMO-related knowledge of women and men disaggregated by sex – what kind of and what levels of knowledge are possessed by women and men?
- ✓ Data on access to information about LMO introductions and risks, disaggregated by sex.

STRATEGY DEVELOPMENT

THE FIRST NATIONAL WORKSHOP

Check list: Priorities and objectives – Does the NBSAP include gender equality? (p.36)

“The promotion of gender equality is a cross-cutting priority and objective of the present NBSAP which requires its inclusion in all other NBSAP themes”

Check list: List of potential stakeholders with gender expertise (p.37)

Are the following organizations invited?

- ✓ Gender focal points in other ministries or departments
- ✓ Development partners with a gender-equality mandate

- ✓ A governmental or independent economist with gender expertise
- ✓ Male and female representatives of private-sector interests
- ✓ An umbrella organization of women's NGOs
- ✓ NGOs or lobby groups with gender expertise
- ✓ Any NGOs or community groups that represent men's gender interests
- ✓ Relevant sectoral or "special interest" NGOs that have an interest or experience in gender issues
- ✓ Human rights groups or advocates
- ✓ Think-tanks or policy analysts with experience and expertise in gender issues
- ✓ Academics or researchers from university Gender Studies departments

Field work

Check list: Participatory approaches and gender – core issues to be addressed (p.38)

- ✓ Are the existing power imbalances between women and men addressed?
- ✓ Are the intra-household and intra-family relations between women and their male relatives taken into account?
- ✓ Are the different constraints to the participation of women understood and dealt with?
- ✓ Have the different abilities to participate between women and men been addressed and have the necessary equity measures been taken?
- ✓ Have differences in the perceived benefits of participation between women and men been addressed and has information been provided to women about the costs and benefits of participation?

Check list: Stakeholder consultation with gender perspective (p.39)

- ✓ Stakeholder participation – Is the effective participation of women ensured for a better identification of the problem(s)?
- ✓ Are women involved in analyzing the direct and indirect causes of the problems?
- ✓ Do women have a say, as one of the main stakeholder groups, in defining the objectives?
- ✓ Are women involved in identifying the possible options for achieving objectives?
- ✓ Do women's needs and interests receive the same consideration as those of men in analyzing the advantages and disadvantages of the options?

Regional workshops

Check list: Selection of women's representatives for regional workshops (p.39)

- ✓ Have representatives of women's groups been selected to participate in regional workshops?
- ✓ Is the participation of representatives of women's groups supported?

Check list: Representation of women at regional workshops (p.40)

- ✓ Are women's groups represented?
- ✓ Is proper consideration and attention given to the representatives of women's groups?
- ✓ Are the views of women being discussed and reflected in the text adopted?
- ✓ Is gender balance in the workshops ensured?
- ✓ Is the participation of women supported? Have the necessary equity measures been adopted?

Second national workshop

Check list: Second national workshop (p.40)

- ✓ Is the representation of women ensured both from the first national and regional workshops including governmental, civil and business sector?
- ✓ Is gender equality one of the major criteria for the evaluation of options and conditions for approval?

FINALIZING THE NATIONAL STRATEGY

Check list: Finalizing the national strategy (p.41)

- ✓ Is a systematic approach for the inclusion of gender applied?
- ✓ Is gender equality taken into account in elaborating the "general" sections?
- ✓ Is sex-disaggregated data used?
- ✓ Do all strategies directly or indirectly address gender inequalities?
- ✓ Is gender-sensitive language used?

CONTENT: GENDER MAINSTREAMING INTO THE TEXT OF NATIONAL STRATEGIES – IDENTIFYING ENTRY POINTS

The importance of biological diversity

Check list: Emphasis on the socio-economic context (p.42)

"The national strategy and action plan acknowledge and address, with commitment to promoting social justice and equitable human development, the different relations to biological resources, as well as the diverse needs and interests held by the various social groups, based on ethnicity, race, socio-economic situation, gender, etc., within the population."

Check list: Inclusion of the 13th preambular paragraph (p.43)

“Recognizing also the vital role that women play in the conservation and sustainable use of biological diversity and affirming the need for the full participation of women at all levels of policy-making and implementation for biological diversity conservation”

Presentation of the organizational aspects of NBSAP development

Check list: Information to be provided about the organization of NBSAP development (p.44)

- ✓ Which institutions took the lead in preparing the NBSAP? How was the participation and involvement of gender experts ensured?
- ✓ Were gender guidelines used, and which ones?
- ✓ Were different actors and stakeholders with gender expertise involved in the process, and how?
- ✓ Was financial and technical support received for gender mainstreaming purposes, and what kind was it?
- ✓ Was there gender balance in the NBSAP development?
- ✓ What are the principal advantages and limitations of the methodology followed from a gender perspective?
- ✓ Timelines and financing issues of gender concerns?

Country presentation

Check list: Country presentation (p.45)

Basic data about the population disaggregated by sex

- ✓ Does the country presentation include information about the population disaggregated by sex (on issues such as economic participation, political participation, education, etc.)?

National and international legal instruments

Are the following instruments included?

- ✓ National constitution
- ✓ “Equal treatment/Non-discrimination Acts”
- ✓ Convention on the Elimination of All Forms of Discrimination against Women
- ✓ Beijing Declaration and Platform for Action
- ✓ Millennium Declaration and Millennium Development Goals

Other relevant national policies to gender and conservation
Are the following policies included?

- ✓ Policy on gender equality
- ✓ Policy on poverty
- ✓ Policy on population issues
- ✓ Policy on development cooperation
- ✓ Policy on access to information and participation

Check list: Are gender equality and equity included as principles? (p.46)

“Gender equality and equity as principles incorporated into the NBSAP, meaning in particular the following: (1) ensuring equal access for women and men to opportunities and benefits generated by the national strategy and action plan, (2) addressing the existing unequal distribution of biological resources and benefits arising out of their use in the national strategy and action plan, and (3) guaranteeing the equal participation of women in strategy development and implementation at all levels.”

Cross-cutting issues

Check list: Gender as a cross-cutting issue (p.47)

- ✓ Is gender included in the NBSAP as one of the cross-cutting issues?
- ✓ Is conceptual clarity on gender ensured?
- ✓ Is convincing argumentation presented?

Sectoral strategies

Check list: Gender in sectoral strategies (p.48)

- ✓ Is gender presented through sex-disaggregated data in the stocktaking part?
- ✓ Is gender showed in the part on challenges?
- ✓ Is gender equality introduced as one of the objectives?
- ✓ Are all strategies gender-responsive?

ACTION PLAN

PROCESS: MAINSTREAMING GENDER INTO ACTION PLAN DEVELOPMENT

Check list: Identifying the set of activities (p.51)

- ✓ Is all the background information used disaggregated by sex (age, ethnic origin, etc)?
- ✓ Is the gender dimension considered?
- ✓ Is the necessary gender expertise ensured?
- ✓ Is the promotion of gender equality one of the requisites for approving an activity?

Check list: Priority setting (p.52)

- ✓ Is the priority setting based on qualitative and quantitative data that genuinely reflect women's needs and interests?
- ✓ Were organizations representing women briefed during priority setting: (1) Ministry of Women's Affairs or equivalent; (2) NGOs dealing with gender equality?

Check list: Plan of implementation – list of requirements to be included (p.52)

- ✓ Objectives: promotion of gender equality is a prerequisite of all programmes/projects;
- ✓ Stakeholder participation: (1) ensuring that stakeholders dealing with gender equality are involved; (2) ensuring that all other implementing partners are committed to gender equality;
- ✓ Project staff: gender balance in programme/project staff is ensured;
- ✓ Financing: as regards funding from government resources, gender should be a prerequisite for approval;
- ✓ Role and list of experts: list of gender experts that can be used later at programme and project level.

Check list: Monitoring and evaluation (p.52)

- ✓ Are gender-responsive participatory approaches developed?
- ✓ Are gender-specific indicators developed and applied?
- ✓ Is the specific gender expertise ensured?

Check list: Timeframe (p.53)

- ✓ Does the plan of action consider the time needs of participatory methodologies that include women?

Check list: Overall budget (p.53)

- ✓ Is gender budgeting applied?
- ✓ Are the differentiated impacts of the budget identified for women and men?

- ✓ Are the resources allocated to achieve gender equality outcomes?
- ✓ Are the necessary resources dedicated to gender mainstreaming at the organizational level?

CONTENT: GENDER MAINSTREAMING INTO THE TEXT OF ACTION PLANS-IDENTIFYING ENTRY POINTS

Check list: Mainstreaming gender into the text of action plans (p.54)

- ✓ Title – Is gender included in the project title?
- ✓ Objective – Is gender equality one of the objectives of the actions?
- ✓ Context – Does it explain how gender equality and the empowerment of women are ensured by the activity?
- ✓ Description – Are the activities related to gender described? Is how the activities will have an impact on gender equality assessed?
- ✓ Implementing institutions – Do they have gender equality mandates and gender expertise?
- ✓ Length – Is the time dedicated to gender-related activities indicated?
- ✓ Budget – Are financial resources allocated to activities associated with the promotion of gender equality indicated?