



Gender and biodiversity:

Analysis of women and gender equality considerations in National Biodiversity Strategies and Action Plans (NBSAPs)

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Table of contents

Key findings	IV	Findings, Part 2:	
Acronyms	V	Characterization of women.....	13
Introduction	1	Key findings:	13
The Environment and Gender		Women as vulnerable.....	14
Information (EGI) platform	1	Women as beneficiaries	15
Background on the Convention on		Women as stakeholders.....	16
Biological Diversity	1	Women as agents of change.....	16
› Gender considerations in the CBD.....	2	Findings, Part 3:	
Background on National Biodiversity		Integrating gender equality	
Strategies and Action Plans (NBSAPs)	3	principles into NBSAPs.....	18
› Gender considerations in NBSAPs		Key findings:	18
through the years	4	Gender equality as a guiding principle	19
Methodology	6	Linking biodiversity and gender	
Objective	6	equality policy frameworks	20
Sample	6	Women's organizations involved	
Data collection and analysis	7	in development and implementation	20
Subset of most recent NBSAPs	8	Gender equality and women's empowerment	
Subset of post-Nagoya NBSAPs.....	8	inclusion in objectives or goals	22
Limitations	9	Findings, Part 4: Activities to support	
Findings, Part 1: Women and		gender equality and women's	
gender keywords	11	empowerment	25
Key findings:	11	Key findings:	25
		Women included in biodiversity activities	25
		Activities that contribute to economic	
		or social empowerment of women.....	26
		Monitoring and evaluation efforts in gender- or	
		women-focused activities.....	27
		Budgeting of gender- or	
		women-focused activities	27
		Gender analysis	29

Table of contents (Cont.)

Findings, Part 5: Gender indicators and sex-disaggregated data	30	Findings, Part 8: Regional analysis.....	37
Key findings:	30	Key findings:	37
Findings, Part 6: Cross-cutting gender issues reflected in NBSAPs	32	Conclusion.....	41
Key findings:	32	Opportunities	41
Findings, Part 7: NBSAPs developed post-Nagoya Framework for ABS	34	Recommendations.....	43
How women are characterized in post-Nagoya		Appendix: Regional categories	45
Protocol for ABS NBSAPs.....	35	Resources.....	47
Mainstreaming gender	35	References	48
Women or gender considerations			
included in activities	35		
Indicators and data	36		
Cross-cutting gender issues	36		

TABLE OF CONTENTS TABLES

Table 1: Characterizing women:	
Four themes for analyzing context	
per EGI methodology	8
Table 2: Examples of women as	
agents of change	17
Table 3: Regional categories.....	45

Table of contents (Cont.)

TABLE OF CONTENTS FIGURES

Figure 1: Number of CBD COP decisions addressing gender, over time, adopted from Wells, M. (2015)	3	Figure 10: Gender equality and women's empowerment as a primary objective or included within an objective in most recent NBSAPs	22
Figure 2: NBSAPs, by version	10	Figure 11: Inclusion of women or gender considerations in activities, in 174 most recent NBSAPs.....	26
Figure 3: Versions of NBSAPs, by region.....	10	Figure 12: Budget allocated for women/gender-focused activities in the most recent NBSAPs	27
Figure 4: Inclusion of <i>gender</i> and/or <i>women</i> keywords in 254 NBSAPs (1993-2016).....	11	Figure 13: Post-2010 NBSAPs with <i>gender</i> and/or <i>women</i> keywords	34
Figure 5: Average number of <i>gender</i> and/or <i>women</i> keywords per NBSAP (1993-2016)	12	Figure 14: How women are characterized in post-2010 NBSAPs, in percentage of documents.....	35
Figure 6: How women are characterized in NBSAPs, from 174 countries.....	13	Figure 15: Distribution of countries that have submitted at least one NBSAP, by region	38
Figure 7: Distribution of 174 countries with gender equality as a guiding principle in their most recently submitted NBSAPs.....	19	Figure 16: Average use of <i>gender</i> and/or <i>women</i> keywords in most recent NBSAPs, by region.....	39
Figure 8: Distribution of 174 countries involving women's organizations or ministries in development of their most recently submitted NBSAPs	20	Figure 17: How women are characterized in most recent NBSAPs, by region (as percentage of all countries per region).....	39
Figure 9: Distribution of 174 countries with women's organizations or ministries as implementing partners in their most recent NBSAPs	21	Figure 18: How gender is incorporated in most recent NBSAPs, by region (as percentage of all countries per region)	40

Key findings

- National Biodiversity Strategy and Action Plans (NBSAPs) are key instruments for defining priorities and modalities for effective, efficient and equitable biodiversity management at the national level and across key sectors. As such, they provide important opportunities to recognize and integrate women's empowerment and gender equality considerations.
- Out of the 254 total NBSAP reports from 174 countries (presented from 1993 to 2016), 143 reports (56% of total documents) from 107 countries (61% of total countries examined) contain at least one *gender* and/or *women* keyword.
- With respect to how women and women's participation are characterized in NBSAPs, the most countries (37% of the 174 Parties included in this analysis) indicate inclusion of women as stakeholders; 27% include reference to women as beneficiaries; 17% refer to women as vulnerable; and the fewest, 4% (seven countries) characterize women as agents of change.
- Gender considerations are integrated in various ways and across multiple sections of NBSAPs. For example, 14% of countries include women's empowerment and/or gender equality as a guiding principle. Approximately one-quarter (24%) of most recent NBSAPs include at least one specific activity geared towards women or otherwise proactively including gender considerations, e.g., to address gender gaps.
- Echoing common themes across decades of CBD decisions, 26 countries (15%) reference women as keepers of traditional ecological knowledge (TEK) in relation to their roles as farmers, fishers, and elders of indigenous communities in at least one of their NBSAPs, while 41 countries (24%) reference women as stewards of the environment in at least one NBSAP.

Acronyms

CBD	Convention on Biological Diversity
ccGAP	Climate Change Gender Action Plan
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
COP	Conference of the Parties
CSO	Civil Society Organization
EGI	Environment and Gender Information
EU	European Union
IUCN	International Union for Conservation of Nature
IUCN GGO	IUCN Global Gender Office
LAC	Latin America and Caribbean
M&E	Monitoring and evaluation
MDGs	Millennium Development Goals
MEA	Multilateral environmental agreement
MENA	Middle East and North Africa
Nagoya Protocol on ABS	Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization
NBSAP	National Biodiversity Strategy and Action Plan
NGO	Non-Governmental Organization
OECD	Organisation for Economic Cooperation and Development
SADC	South African Development Community
SDGs	Sustainable Development Goals
SSA	Sub-Saharan Africa
TEK	Traditional ecological knowledge
UN	United Nations
UNCED	United Nations Conference on Environment and Development

Introduction

Gender equality is integral to effective, efficient and equitable conservation and sustainable development—a principle increasingly understood by the global community. Ensuring that women’s and men’s unique perspectives, capacities, needs and ideas are informing and integrated into policies and initiatives at all levels is key toward that end. International policy frameworks have significantly provided for this recognition, including valuable instruments for guiding and governing conservation and sustainable development, specifically in the Agenda 2030 and Sustainable Development Goals (SDGs). Through programmes and projects at all levels and across sectors, countries are now putting into practice these commitments. Evidence of how women’s empowerment and gender equality are being integrated into environmental management remains insufficient. Without data to track progress and identify gaps, policymakers and practitioners alike suffer from inadequate knowledge regarding the extent to which environmental initiatives are contributing toward gender equality—or the extent to which gender gaps are actually undermining them.

THE ENVIRONMENT AND GENDER INFORMATION (EGI) PLATFORM

The International Union for Conservation of Nature’s (IUCN) Environment and Gender Information (EGI) platform aims—through data

and analysis—to convey the value of gender-responsive environmental conservation and sustainable development. By providing new evidence-based information and knowledge products, the EGI platform guides action toward a more just world. From its inception in 2013, the EGI has evolved into a source for new knowledge creation and dissemination—and for revealing progress and challenges in meeting commitments to women’s empowerment and gender equality in environmental spheres.

This EGI report examines how women and gender equality considerations are included in National Biodiversity Strategies and Action Plans (NBSAPs), the principal mechanisms for implementing the Convention on Biological Diversity (CBD) at national level. Included in this study are 254 NBSAPs from 174 countries over 23 years of implementation (1993 through May of 2016).

BACKGROUND ON THE CONVENTION ON BIOLOGICAL DIVERSITY

The CBD is a key multilateral environmental agreement (MEA) that is one of three “Sister Conventions” to come out of the 1992 Earth Summit (United Nations Conference on Environment and Development, UNCED) in Rio de Janeiro and that entered into force the following year, in 1993. Its three main goals are conservation

of biodiversity; the sustainable use of its components; and the fair and equitable sharing of benefits arising from genetic resources, including by appropriate access to genetic resources and by appropriate transfer of relevant technologies, taking into account all rights over those resources and technologies, and by appropriate funding.^{i,ii}

Gender considerations in the CBD

Of all the major MEAs, the CBD has a relatively long and substantial history of recognizing the links between advancing gender equality and effectively meeting the Convention's goals. The preamble of the Convention highlights the vital role of women in biodiversity conservation and sustainable use, as well as the importance of women's full participation at all levels of policymaking and implementation. Over the years, numerous decisions have been taken by the Conference of Parties (COP) addressing and advancing issues relevant to gender equality and women's empowerment. Notably, the CBD became the first multilateral environmental agreement to have a Gender Plan of Action,¹ which was adopted by Parties in 2008 and laid out actions to support the promotion of gender equality in measures to implement the Convention. The four objectives of the Gender Plan of Action are:

- To mainstream a gender perspective into the implementation of the Convention and the associated work of the Secretariat;
- To promote gender equality in achieving the three objectives of the CBD and the 2010 Biodiversity Target;

- To demonstrate the benefits of gender mainstreaming in biodiversity conservation, sustainable use and benefit sharing from the use of genetic resources; and
- To increase the effectiveness of the work of the Secretariat of the CBD.

In 2014, the CBD COP 12 adopted the 2015-2020 Gender Plan of Action, reaffirming its objectives and updating to align with the Strategic Plan for Biodiversity 2011-2020 and its Aichi Biodiversity Targets. The 2015-2020 Gender Plan of Action is a significant decision and mandate for Parties on the integration of gender considerations and identifies possible actions for Parties, as well as a strengthened framework of actions for the Secretariat, to mainstream gender across policy, organizational, delivery and constituency spheres.ⁱⁱⁱ

AICHI BIODIVERSITY TARGET 14:

By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities, and the poor and vulnerable.^{iv}

The first Gender Plan of Action likely influenced broader awareness of gender and biodiversity linkages and thus triggered one of the

¹ Facilitated in collaboration with the IUCN Global Senior Gender Advisor.

significant upticks in decisions to include gender considerations, as shown in Figure 1 below, depicting the timeline of CBD COP decisions that have integrated gender over two decades (1994-2014).² Other potential national or international conditions may explain the changes in attention to gender equality and women's

empowerment over the years; for example, the increase in attention to gender in 2000 and years following may have been due to the influence of the Millennium Development Goals (MDGs). The most-recent Gender Plan of Action may influence COP decisions to come.

Figure 1: Number of CBD COP decisions addressing gender, over time, adopted from Wells, M. (2015)^v



BACKGROUND ON NATIONAL BIODIVERSITY STRATEGIES AND ACTION PLANS (NBSAPS)

NBSAPs are the principal mechanisms through which governments and their stakeholders identify priorities and define modalities for implementing the goals of the Convention at national level. The Convention requires that its 196 Parties each prepare an NBSAP, or equivalent instrument; the first were developed in 1993. NBSAPs are often prepared through stakeholder processes involving environmental ministries, civil society organizations and others.^{vi} There is no set

schedule for producing NBSAPs, yet many countries have regularly revised and renewed their Plans through stakeholder processes. In 2010, at its 10th meeting, the CBD COP adopted decision X/2, urging Parties and other governments to review and, as appropriate, update and revise their NBSAPs in line with the Strategic Plan for Biodiversity 2011-2020. Aichi Biodiversity Target 17 set 2015 as the date for Parties to have developed, adopted as a policy instrument and commenced implementation of an updated NBSAP.^{vii} As of May 2016, 185 countries have met the target of submitting NBSAPs.

² For a full review and analysis of CBD decisions and recommendations on gender, see Wells, Mia H. (2015) Gender and Biodiversity Technical Guide, IUCN. Retrieved from <https://portals.iucn.org/union/sites/union/files/doc/gender-and-biodiversity-technical-guide-3.pdf>.

Gender considerations in NBSAPs through the years

As NBSAPs are key for implementing the Convention at the national level, they provide an important opportunity to recognize, build capacity on and develop actions to advance gender equality and women's empowerment, as emphasized in decisions by Parties through the years [such as COP decisions IX/8^{viii} (2008) and X/2^{ix} (2010) that specifically call for mainstreaming gender considerations into

NBSAPs]. To support these efforts, in 2010, the Secretariat, in conjunction with IUCN and other partners, developed guidelines for Party countries to mainstream gender into NBSAPs in *Technical Series No. 49*.^x To further support countries in the development of NBSAPs, the Secretariat prepared a capacity building module on gender mainstreaming in NBSAPs in 2012. The call for gender mainstreaming in NBSAPs was again echoed in the 2015-2020 Gender Plan of Action.

GENDER MAINSTREAMING NBSAPS: EXCERPTS FROM 2015-2020 GENDER PLAN OF ACTION

The 2015-2020 Gender Plan of Action^{xi} for the CBD pays specific attention to the importance of recognizing and integrating gender considerations in countries' NBSAPs planning and implementation. A key objective for proposed to Parties is to "[m]ainstream gender into national biodiversity strategies and action plans." Possible action for Parties include:

- Request that gender experts review draft NBSAPs in order to assess gender sensitivity and provide guidance on improvements;
- Ensure that stocktaking exercises associated with NBSAP development adequately account for the differences in uses of biodiversity between women and men;
- Ensure that women are effectively engaged as members of all stakeholder groups consulted during national biodiversity strategy and action plan development;
- Consider including gender-disaggregated data collection and/or gender-specific indicators in the development of national biodiversity targets, building on relevant work undertaken by Parties and relevant organizations on gender monitoring, evaluation and indicators, including the IUCN [EGI];
- Consider how national gender policies can be incorporated into national biodiversity strategies and action plans and can contribute to their effective implementation;
- Identify indigenous and local communities experts on diversity and gender mainstreaming to support the integration of gender considerations into national biodiversity strategies and action plans;
- Identify the importance of traditional knowledge and customary practice held by men and women in the protection of biodiversity and make use of them in supporting implementation of national biodiversity strategies and action plans.

In 2016, the CBD Secretariat in collaboration with IUCN Global Gender Office (IUCN GGO) and country offices and with support from the Japan Biodiversity Fund, have implemented a project to build capacity of developing country Parties to integrate gender into their biodiversity policy, planning and programming. The project focused on three pilot countries, Brazil, Mexico and Uganda, to support the integration of gender considerations into their draft NBSAPs being revised to align with the Strategic Plan for Biodiversity 2011-2020 and reflect the Aichi Biodiversity Targets. This process involved bringing together representatives from national governments, women's groups and gender and biodiversity experts to share information on relevant initiatives, including but not limited to processes under the CBD, and review the draft NBSAPs to identify gaps related to gender issues. The process aimed to integrate women's priorities, needs and solutions, and the proposals and recommendations made during respective workshops influenced the finalization of each country's NBSAP (See a box on the outcomes of this process in the concluding sections of this report).

The extent to which, and the ways in which, women's and men's unique capacities, gender gaps or gender equality opportunities for biodiversity are integrated into NBSAPs differ from document to document, country to country,

as this analysis continues to reveal. Previous studies have shown that the recognition of women as key stakeholders in biodiversity conservation, for example, can be an important initial step in creating NBSAPs that fully empower women across sectors. Greater use of sex-disaggregated data and gender-responsive indicators, as well as integrating a gender perspective into the development of economic incentives for the protection of biodiversity, is also necessary for achieving the objectives of both biodiversity management and gender equality.^{xii} For example, a country that documents sex-disaggregated participation in the agricultural economy can use this data to develop gender-responsive indicators, such as "number of women farmers with access to agricultural credit schemes." These kinds of indicators link economic development to the desired environmental and social outcomes.^{xiii}

DOMINICAN REPUBLIC:

The Dominican Republic's Version 1 (2011) NBSAP is one of the few to reference COP Decision IX-8 and CBD's Gender Plan of Action (2008). The guiding principles aim to ensure the participation of women in implementation of the NBSAP. It also notes that 49% of participants in the NBSAP process were women, and moreover recognizing women as leaders of reforestation brigades.

Methodology

OBJECTIVE

This report reviews and analyzes countries' NBSAPs to determine how and when women and gender equality considerations are recognized and integrated.

SAMPLE

All NBSAPs available and accessible through the CBD search portal through May 2016 are included in this dataset.³ The 254 total NBSAPs come from 174 countries, from every region of the world. Each NBSAP is identified by meta-details, such as year submitted to the CBD, version number (1-5) and whether or not it is the most recent NBSAP for that country. Some countries have updated their NBSAPs and submitted multiple versions, while others have submitted only one. The availability of these documents allowed for a comprehensive analysis, as well as a representative survey of the most recent NBSAPs.

According to the CBD website, 185 of 196 Parties⁴ have submitted NBSAPs.^{xiv} However, there were barriers to accessing and including NBSAPs from all 185 Parties in this dataset, such as:

- **Outdated websites:** In some circumstances, the existence of a document is noted on the CBD search portal, yet the link provided leads to outdated country websites. Those documents were unavailable for analysis.
- **Primary language of document:** Documents included are restricted to those available in English, Spanish and French, therefore excluding a few submitted NBSAPs in other languages, including Arabic, German, Italian, Latvian and Portuguese.
- **Errors or inconsistency in meta-details:** When the submission date or the version number on the CBD search portal did not match the document, the date and version on the document itself were used. These documents were still included in this study.

These barriers limited the set of documents to 254 total NBSAPs that represent 174 countries; at the time of data collection and analysis, 11 countries

³ CBD search portal: <https://www.cbd.int/nbsap/search/> or <https://www.cbd.int/nbsap/>.

⁴ The 11 CBD Parties that have not submitted an NBSAP, at the time of data collection, are: Andorra, Bangladesh, Cyprus, Iceland, Monaco, Nauru, Palestine, San Marino, Somalia, South Sudan and Uzbekistan. Of note, the United States of America is not a Party to the CBD. Nauru and Somalia have submitted their first NBSAPs since the time of data collection and are not included in this analysis; both include gender and/or women keywords.

party to the CBD have submitted NBSAPs that could not be analyzed due to the barriers listed.⁵

DATA COLLECTION AND ANALYSIS

The 254 total NBSAPs gathered underwent keyword analysis to identify the presence and prevalence of gender keywords. MaxQDA qualitative data analysis software was used to identify keyword mentions in all documents and then each keyword mention was individually reviewed; mentions not relevant to this study were excluded (see below). Key aspects of the quantitative methodology include the following:

- IUCN GGO's gender keyword dictionary was used to define a set of 68 unique English, Spanish and French terms grouped into eight broad categories: *gender*; *sex*; *female*; *woman*; *women*; *girl*; *equity*; and *equality*.^{6, xv} The gender keyword dictionary included multiple forms of keywords in these categories to ensure counting of every mention; for example, the terms *gender*, *genders*, *gendered*, and *gender-based* were included in the search, among others, to capture all instances of discussion related to gender.

- Keywords were counted based on contextual references. Keywords were excluded if they were found in citations, acronym lists, table of contents or as copied text from lists/tables of MDGs, SDGs or Aichi Targets. For example, Aichi Target 14 was listed in multiple documents; the keyword within the target was excluded if it was only part of the Targets list, but if the Party listed its own goal in coordination with the specific Aichi Target it was included (examples include Sudan Version 2 and Botswana Version 3.)
- Final keyword counts were tabulated to determine the overall frequency of keyword mentions and to identify changes over time and by region.

Keywords were then analyzed for context.

Qualitative analysis included a variety of topics, including how women are characterized (see Table 1), whether sex-disaggregated data and gender-responsive indicators are used and whether there are funded and monitored activities that aim to explicitly include or empower women.

⁵ The 11 CBD Parties not included due to access barriers, at the time of data collection, are: Bahrain, Brazil, Brunei, Guinea-Bissau, Hungary, Iran, Latvia, Portugal, Sao Tome and Principe, Syria and the United Arab Emirates. Bahrain was not included due to technical reasons at the time of data collection; at the time of publication of this report, Version 1 and the newly published Version 2, neither of which include keywords, were available online. Brunei's Version 1 was also not available due to technical reasons but has since been made available; it does not include keywords. Hungary's Version 1 was in Hungarian, but Version 2 has recently been published in English and does not include keywords. Guinea-Bissau's Version 1 was in Portuguese, but Version 2 has recently been published in English; it does include keywords.

⁶ This report excludes analysis of 26 additional gender keywords grouped into four additional categories, *male*, *men*, *man*, and *boy*, as the inclusion of these words did not show that gender considerations are being included. The results reported only reflect analysis of the 68 keywords and eight categories listed above.

TABLE 1: CHARACTERIZING WOMEN: FOUR THEMES FOR ANALYZING CONTEXT PER EGI METHODOLOGY

HOW ARE WOMEN VIEWED?	KEYWORDS WERE CATEGORIZED AS:	WHEN:
	Vulnerable	E.g., NBSAP discusses women's specific vulnerability to gender-based discrimination
	Beneficiaries	E.g., NBSAP discusses programmes or policies that included women as recipients of economic, social or other benefits, including educational and capacity-building opportunities
	Stakeholders	E.g., NBSAP discusses women as decision makers or as a group targeted for participation in decision making; women as managers of biodiversity and holders of traditional ecological knowledge may be included, depending on context
	Agents of Change	E.g., NBSAP describes women as driving conservation activities or having a voice in policy change

SUBSET OF MOST RECENT NBSAPS

For some subsets of this research, as indicated throughout when relevant, only the most recently submitted NBSAP per country are considered.

This is for the purpose of building a representative sample of the overall integration of gender in NBSAPs, excluding outdated documents that have since been updated. The timeframe on this “most recent” subset of NBSAPs includes NBSAPs submitted between 1995-2016. They are the “most recent” for each country: each country is at a different stage of this process; regardless of year submitted or version number of an NBSAP documents, the most recently submitted, most up-to-date NBSAP per country is analyzed.

For example, some countries submitted their most recent NBSAPs in 2016, therefore those documents are included in the subset to represent those countries. Some countries have not updated

their NBSAPs at all since 1995, so those 1995 NBSAPs are included as their “most recent” version. Results from this subset are discussed in Findings, Part 3 and Findings, Part 4 of this report.

SUBSET OF POST-NAGOYA NBSAPS

The *Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization (ABS) to the Convention on Biological Diversity* is a supplementary agreement to the CBD that was adopted in October 2010 and entered into force in October 2014. It provides a transparent legal framework for the effective implementation of one of the three objectives of the CBD: the fair and equitable sharing of benefits arising out of the utilization of genetic resources—its objective thereby contributing to the conservation and

sustainable use of biodiversity.^{xvi} Importantly, the Nagoya Protocol on ABS includes the benefits arising from the utilization of genetic resources that are covered under CBD as well as the benefits from utilizing associated traditional ecological knowledge (TEK). This protocol, and its inclusion of TEK, ensures that indigenous and local communities will be included.

Women are explicitly included in the Nagoya Protocol on ABS, including that Parties recognize “the vital role that women play in access and benefit-sharing and affirming the need for the full participation of women at all levels of policy-making and implementation for biodiversity conservation.”^{xvii} Women are also included in Article 12 on traditional knowledge associated with genetic resources, Article 22 on capacity and Article 25 on financial mechanisms and resources.^{xviii}

Since the Nagoya Protocol was agreed towards the end of 2010, 79 NBSAPs from 78 countries have been developed and submitted. (Of these, Myanmar has produced two NBSAPs in this time period, Version 1 (2011) and Version 2 (2015).) Findings from this sub-set are discussed in Findings, Part 7 of this report.

LIMITATIONS

Some limitations exist that should be discussed when considering the results of this study. Further research, and structural changes at the national reporting level, can enhance results in future studies.

- **Inconsistency in updating NBSAPs:** Some countries have submitted one NBSAP; others

have submitted multiple versions, as they have updated content or methods of their NBSAPs. Each time a country updates its NBSAP, it produces the next version; some countries have only made one original NBSAP, Version 1, others have updated their NBSAP up to four more times since the original version, with their most recent NBSAP being Version 5. Most (63%) of the 254 NBSAPs in this dataset are Version 1; some countries have submitted a second NBSAP, called Version 2, and relatively few have submitted a Version 3, 4 or 5 report (Figure 2).

- **Lack of recent NBSAPs:** Of the NBSAPs analyzed, 63% were Version 1 and submitted in the 1990s; therefore, recent progress in gender and biodiversity in the last decade is not reflected. This is an issue across all regions (Figure 3). The CBD Secretariat is addressing this issue by requesting that Parties update their NBSAPs to align with the Strategic Plan for Biodiversity 2011-2020 and the Aichi Biodiversity Targets. This is essential as many biodiversity concerns discussed in original NBSAPs from the 1990s are quite outdated in many cases; countries have experienced significant changes (due to conflict, economic hardship or growth, population changes and other factors) that will have greatly influenced the state of biodiversity management and concerns.
- **Partial data for 2016:** It is also important to note that, while the publication of NBSAPs on the CBD website is ongoing as documents are received, the NBSAPs available for this analysis included only those submitted until May 2016, the cut-off for this research initiative; therefore, for the tables and graphs to follow throughout this report, the value for 2016 represents only a partial response for the full year.

Figure 2: NBSAPs, by version⁷

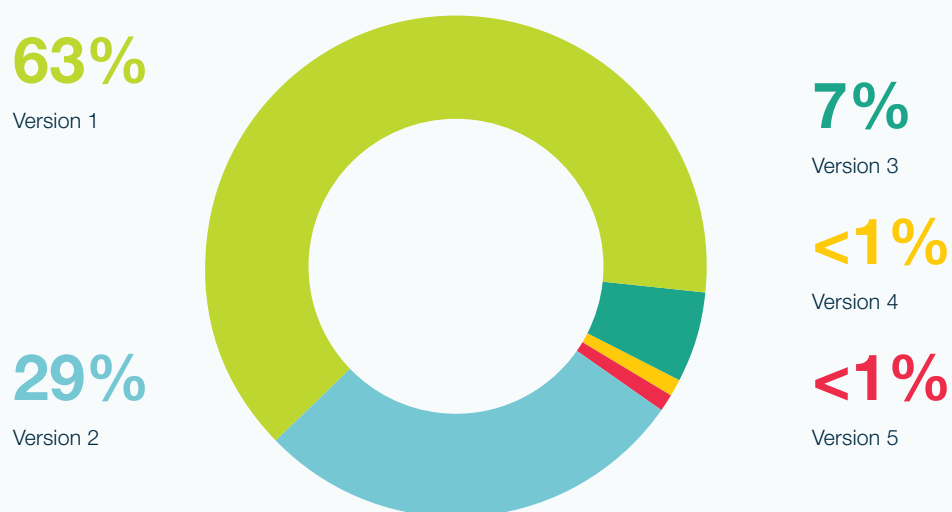
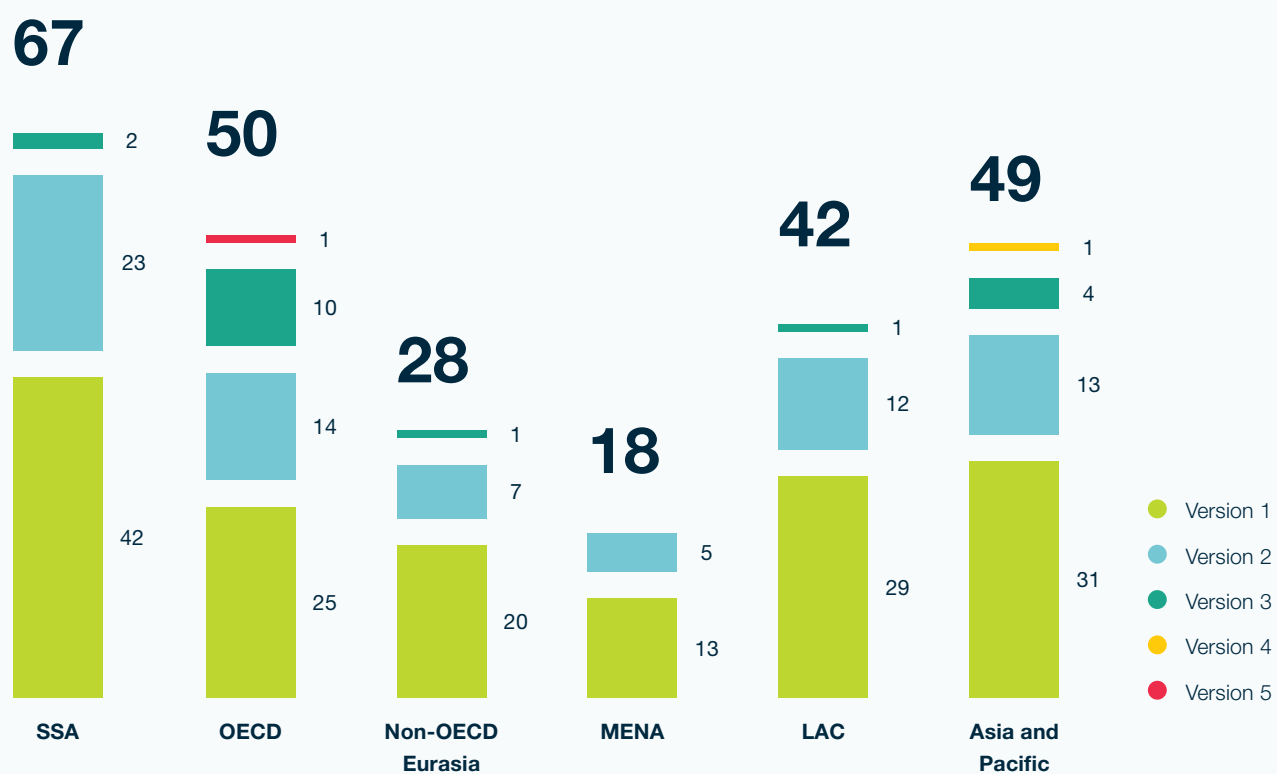


Figure 3: Versions of NBSAPs, by region



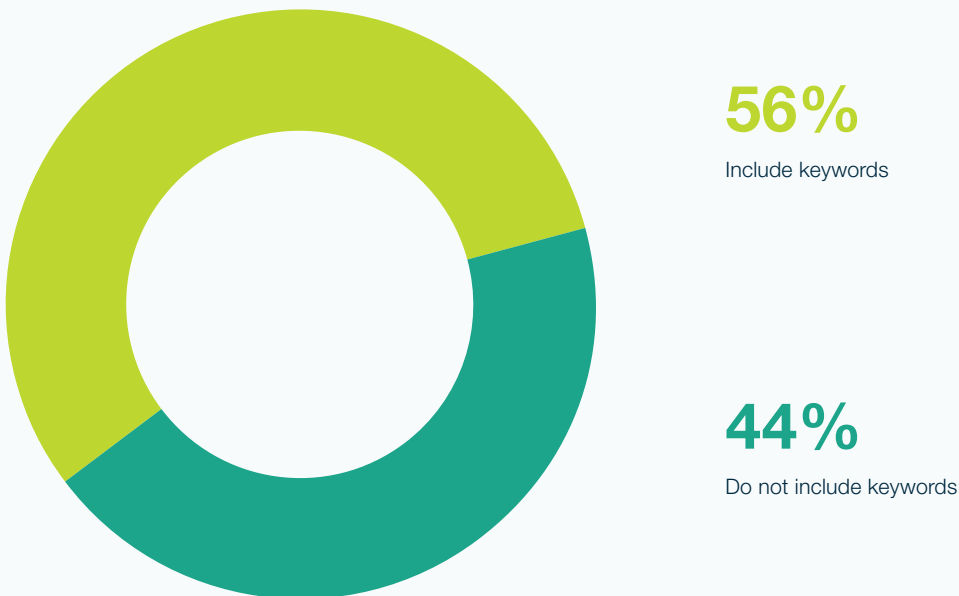
⁷ Throughout report, values are rounded to nearest whole number.

Findings, Part 1: Women and gender keywords

KEY FINDINGS:

- In this dataset, of the 254 total NBSAPs from 174 countries, 143 NBSAP documents (56% of documents, Figure 4) from 107 countries (61% of countries) contain at least one *gender* and/or *women* keyword and were thus quantitatively and qualitatively analyzed.
- Conversely, 111 documents (44% of documents, Figure 4) from 67 countries (39% of countries) do not contain any *gender* and/or *women* keywords.
- Attention to women and gender considerations in NBSAPs has fluctuated over time since 1993 (Figure 5).

Figure 4: Inclusion of *gender* and/or *women* keywords in 254 NBSAPs (1993-2016)



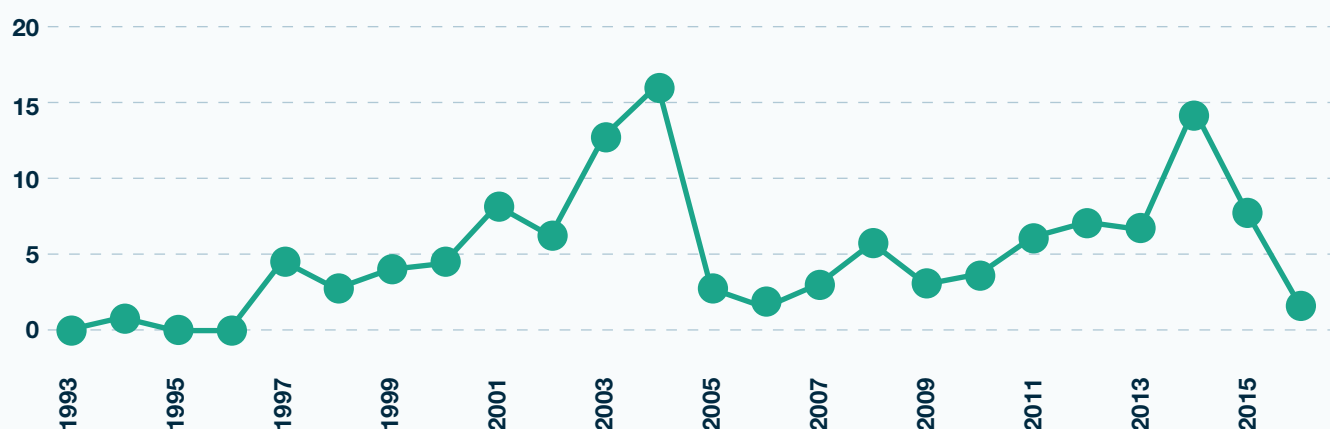
More than half of all NBSAPs—56%, or 143 out of 254 total documents—examined integrate at least one *gender* and/or *women* keyword.

Out of the total 174 countries included in this study, 107 (61% of countries) include at least one gender and/or women keyword in at least one NBSAP.

Depending on context, the inclusion of even one keyword indicates some awareness of gender considerations by the NBSAP author(s), but overall, NBSAPs have addressed women and/or gender considerations to a fairly limited extent, as the average use of gender keywords is 6.5 times per document, with documents ranging

widely in length, from seven pages to 340 pages. Countries that have high gender keyword counts are significant outliers: the top 3 contributors are Paraguay (105 keywords in 124 pages in Version 1 from 2003), Liberia (113 keywords in 246 pages in Version 1 from 2004) and Nepal (93 keywords in 226 pages in Version 2 from 2014).

Figure 5: Average number of gender and/or women keywords per NBSAP (1993-2016)

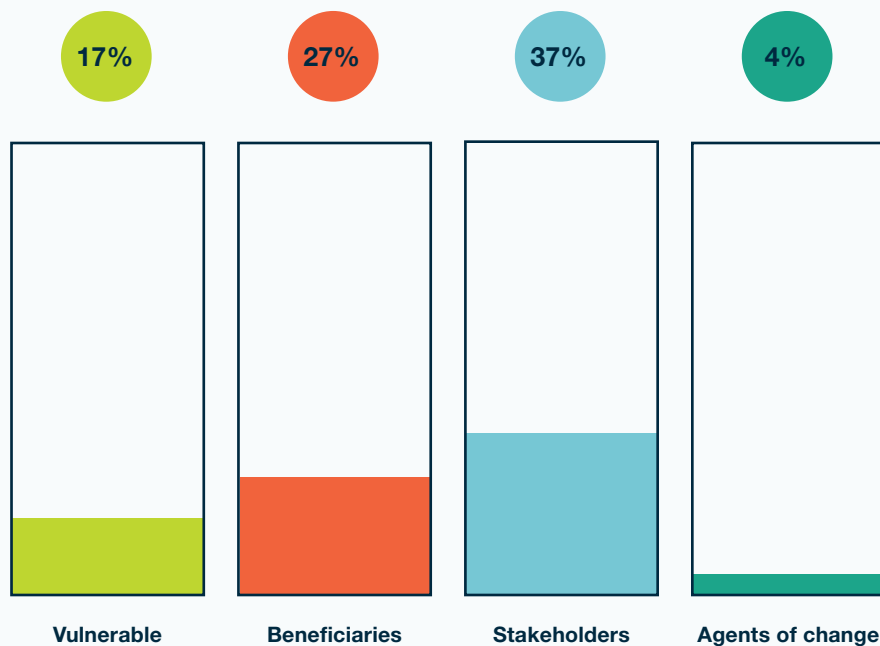


Findings, Part 2: Characterization of women

KEY FINDINGS:

- 17% of countries, 29 of 174, identify women as vulnerable in at least one NBSAP.
- 27% of countries, 47 of 174, identify women as beneficiaries in at least one NBSAP.
- 37% of countries, 64 of 174, identify women as stakeholders in at least one NBSAP.
- 4% of countries, 7 of 174, identify women as agents of change in at least one NBSAP.

Figure 6: How women are characterized in NBSAPs, from 174 countries



As per above in the Methodology section, keywords were analyzed for context and categorized into four themes, identifying whether women are characterized as vulnerable; as specific beneficiaries of biodiversity policies, programmes or activities of the NBSAP; as stakeholders of biodiversity management; and/or as agents of change, including by driving conservation outcomes. These categories are not mutually exclusive; a country may characterize women as all four of these or as none.

WOMEN AS VULNERABLE

Twenty-nine countries (17%) identify women as vulnerable in at least one of their NBSAPs. The context of these references generally point out two common trends that NBSAPs are documenting in a national context: women's higher rates of poverty and women's greater dependence on subsistence agriculture. Liberia is the only country to note that more men are living in poverty than women.

"Thus, the loss of biodiversity and the degradation of natural resources impact first and foremost the vulnerable viz. poor and women."

Sudan Version 2, 2015

While countries describe women as dependent on natural resources, and therefore vulnerable

to biodiversity loss, most countries do not clearly document how the loss of specific natural resources would impact women or men. Most countries do not describe gender-differentiated dependence on natural resources; this may indicate a lack of detailed information on which resources are utilized by men and women. Nevertheless, even without sex-disaggregated statistics about the connections between vulnerability and specific natural resources, a number of the countries describe efforts to empower women to counteract gender gaps or vulnerabilities. Previous EGI studies have found that a mention of women's vulnerability does not always lead a country to plan actions to reduce that vulnerability. However, in the NBSAPs analyzed,

21 of the 29 countries that identify women as vulnerable also have activities for addressing gender gaps broadly (as discussed later in this report), although they are usually not tied to a specific natural resource.

Similar to findings in the recent IUCN GGO report *Gender and Protected Areas: Exploring National Reporting to the Ramsar Convention and the World Heritage Convention*,⁸ vulnerability is often used to identify women, the elders, the poor and indigenous peoples within the same phrase. While these identities may intersect, they are not a homogenous group. Attention to one of

⁸ This report can be found at genderandenvironment.org and <https://portals.iucn.org/union/sites/union/files/doc/ramsar-wh-report-april2016.pdf>.

these groups, for example, does not necessarily enhance or address the needs of the others.

WOMEN AS BENEFICIARIES

Forty-seven countries (27%) identify women as beneficiaries of biodiversity in at least one of their NBSAPs, and 10 countries identify women as beneficiaries in two versions of their NBSAPs, meaning that a total of 57 NBSAP documents mention women as beneficiaries. Three themes of women as beneficiaries emerged: recognizing *both* men and women as beneficiaries of biodiversity; women as beneficiaries of specific natural resources; and recognizing that women are or should be beneficiaries of social, educational and economic empowerment interventions (i.e., in tandem with biodiversity outcomes).

Many NBSAPs refer to equitable distribution of benefits from biodiversity without clarification of what those benefits are or who those beneficiaries should be. The 47 countries that identify women as beneficiaries generally refer to the need for equitable distribution of benefits derived from biodiversity *between men and women*. These references about beneficiaries of biodiversity are often limited to a single reference in the background section of the document, and typically use language derived from various CBD COP decisions but do not further elaborate. Most countries that suggest the distribution of benefits should be equitable do not explain how that will be achieved or have indicators to measure this desired outcome.

There are a few countries that document the benefits women should or will receive from

implementation of NBSAPs in relation to specific natural resources, such as crops and livestock. Examples include:

- **Bhutan's** Version 1 NBSAP (1997) has actions planned to direct benefits to women farmers, including seeds, credit schemes and training in relevant skills related to germplasm and crop seeds.
- **Nepal's** Version 1 NBSAP (2002) aims to benefit women in the creation of a livelihood project to improve productivity of indigenous breeds of livestock for women and people living in poverty.

Some of the benefits women should or will receive from implementation of NBSAPs are focused on fostering social, educational and economic empowerment. Examples include:

- **South Africa** notes in its Version 1 NBSAP (2005) that women and people of color will benefit through mentorships and employment opportunities in the biodiversity sector.
- **Tanzania** notes in its Version 1 NBSAP (2001) that women's well-being and livelihoods will be improved as a result of NBSAP implementation. In Tanzania's Version 2 NBSAP (2015), a goal for gender balance in farmer training programmes is described. One capacity building action is to promote women's access to land, credit, education and information.
- **In Malawi's** Version 2 NBSAP (2015), there is an objective to include women as stakeholders and to ensure women benefit from biodiversity and income generating programs. This action is given a budget with an anticipated timeframe.

- **In Yemen's** Version 1 NBSAP (2005), the desired characteristics of in-country projects are to improve economic growth and also support the role of women and the involvement of the poorest populations. Yemen also plans to create special courses for women, including courses in agricultural biodiversity and forestry for technicians and specialists.

Malawi's Version 2 NBSAP (2015) includes specific activities to address gender gaps that include indicators and a timeline. "Action: Develop programs to support alternative income-generating activities that can take away pressure from the ecosystems, support livelihoods and address gender issues (e.g. bee keeping; energy efficient stoves)." The output indicator is the number of income-generating programs developed with a timeline to be implemented for 2016, 2017, and 2018.

WOMEN AS STAKEHOLDERS

Sixty-four countries (37%) acknowledge women as stakeholders in at least one of their NBSAPs. Women's participation as stakeholders is seen in a variety of ways. Some countries identify women's business associations or community groups as implementers of the NBSAP, while others point to women's attendance in planning workshops as evidence of women's involvement in the NBSAPs process. (This will be further discussed in this report in the section on the involvement of women's organizations.)

Some countries track participation of women stakeholders in the NBSAP process with sex-disaggregated data. For example:

- **Dominican Republic's** Version 1 NBSAP (2011) notes that 49% of stakeholders involved in the NBSAP process were women.

While many countries suggest women should or will be included as stakeholders in activities, few countries clarify measures taken to support women's involvement in biodiversity conservation interventions. Well known barriers to women's involvement can include time poverty, childcare and household responsibilities and access to transit. For example:

- **Austria** recognizes gender disparity in transportation access. Its Version 1 NBSAP (1998) notes the need to provide balanced mobility support for disadvantaged groups (including women and others) who don't own vehicles to participate in environmental programs.

Two specific themes of women as stakeholders are relevant in NBSAP documents: the recognition of women as holders of TEK and women considered as stakeholders due to their management of specific species or resources. Both themes are discussed below in Findings, Part 6.

WOMEN AS AGENTS OF CHANGE

Seven countries (4%) identify women as agents of change in at least one version of their

NBSAPs. The context of these references is related to women's influence on biodiversity management and conservation as leaders

of social networks, as gatekeepers and communicators, as conscientious consumers or as entrepreneurs (Table 2).

TABLE 2: EXAMPLES OF WOMEN AS AGENTS OF CHANGE

1	Cuba's Version 1 (2002) NBSAP allocates funds to a women's organization, the Federation of Cuban Women, and highlights the role of women in educational programs about sustainability through informal pathways.
2	Dominican Republic's Version 1 (2011) NBSAP notes that women are leaders of reforestation brigades.
3	El Salvador's Version 1 (2003) NBSAP notes that women's rural ecological knowledge contributes to public health and that women in urban zones do sanitation, recycling and water management work that is often unpaid.
4	Gambia's Version 2 (2015) NBSAP notes that, "women are (also) a huge untapped, or underutilized, asset in the conservation and sustainable use of biodiversity. Not only do they compose roughly 50% of the population, they are also parents, educators, healers, farmers, leaders, innovators and organizers, and as such can be extremely useful in advancing the cause of biodiversity."
5	Germany's Version 1 (2007) NBSAP notes that women consumers demand eco-friendly products and that women value access to nature higher than men, as it relates to their quality of life.
6	Samoa's Version 1 (2000) NBSAP includes a reference to a women's organization that is generating income from a handicraft business recycling plastic bags.
7	Zimbabwe's Version 1 (2000) NBSAP notes that, "the crucial role of women in the various spheres of economic life including natural resource conservation and sustainable use is being recognized."

This acknowledgement of the social and economic power and potential of women is valuable for countries to create opportunities for sustainable development that also recognizes women's rights and advances their equality in

multiple spheres. A few countries, such as in the example of Samoa, include women's business groups as stakeholders or implementers as well for activities targeted for women.

Findings, Part 3: Integrating gender equality principles into NBSAPs

KEY FINDINGS:

- 14% of countries (24 of 174 countries) identify gender equality as a guiding principle in their most recent NBSAP.
- 10% of countries (17 of 174 countries) identify women's organizations or ministries as involved in the development of their most recent NBSAP.
- 14% of countries (25 of 174 countries) identify women's organizations or ministries as implementing partners of their most recent NBSAP.
- 7% of countries (12 of 174 countries) include an objective or goal regarding women or gender considerations in their most recent NBSAP.
- 18% of countries (32 of 174 countries) have gender equality or women's empowerment within (as one aspect) of a larger objective, target, or goal in their most recent NBSAP.

Key aspects of how gender is integrated into NBSAPs were considered in this analysis, including whether gender equality is a guiding principle; whether women's organizations, agencies and/or ministries are involved in the development of an NBSAP; and whether such organizations are involved in the implementation

of an NBSAP. Further aspects analyzed include whether any objectives of the plan integrate gender equality. *Only the most recent NBSAP submitted per country was considered for these questions (i.e., 174 documents from 174 countries).*

GENDER EQUALITY AS A GUIDING PRINCIPLE

Figure 7: Distribution of 174 countries with gender equality as a guiding principle in their most recently submitted NBSAPs



All NBSAPs have a section on the guiding principles that direct the action plan. Twenty-four countries (14% of countries) include a guiding principle that in some way indicates a commitment to women's rights and empowerment and/or to gender equality in their most recent NBSAPs. Examples include:

- **Tanzania's** Version 1 NBSAP (2001): "Guiding principle: Empowerment of women is a critical factor in the eradication of poverty and hence in the sustainable use of the biological diversity."
- **Costa Rica's** Version 1 NBSAP (2000): "Values: Justice and equity between social groups, ethnicities, genders and generations" (Translated from Spanish).
- **Ecuador's** Version 1 NBSAP (2001): "Equity: The exercising of rights for use and access of biodiverse resources and the just and equitable distribution of benefits derived from their use and conservation is for all people, men and women, and sectors of the Ecuadorian population, for ecological sustainability is a basic condition to achieve ethnic, gender and international equity and justice" (Translated from Spanish).

Six countries refer to gender equality as a guiding principle, yet fail to mention women or gender in the rest of the NBSAP at all.

Without any further references to gender keywords in these NBSAPs, it is not possible to know whether and how women are involved in development and implementation, or for example whether any actions were designed to reduce gender gaps and maximize gender equality outcomes. This points to the need for thorough gender mainstreaming and the involvement of gender experts in NBSAP development—perhaps particularly for these six countries that have indicated a principle but may lack capacity or resources to forge a gender-responsive approach.

LINKING BIODIVERSITY AND GENDER EQUALITY POLICY FRAMEWORKS

NBSAPs also often contain a list of national policies relevant to environmental management or goals that are used to guide the development

of the NBSAP. This integration of national gender policies and plans within environmental policy can lead to sustainable development co-benefits and closing gender gaps. Engaging gender experts, women's organizations or women's ministries/mechanisms (as discussed further in a section below) in the NBSAP process can help support identifying and implementing these links. Examples of policies referenced include:

- The South African Development Community (SADC) 2008 Protocol on Gender and Development is listed in a table of relevant policies acknowledged in **Zambia's** Version 2 NBSAP (2015).
- **Gambia** references the National Gender and Women Empowerment Policy (2010-2020) and the need for women's participation in agroforestry management in a subsection on gender in their Version 2 NBSAP (2015).

WOMEN'S ORGANIZATIONS INVOLVED IN DEVELOPMENT AND IMPLEMENTATION

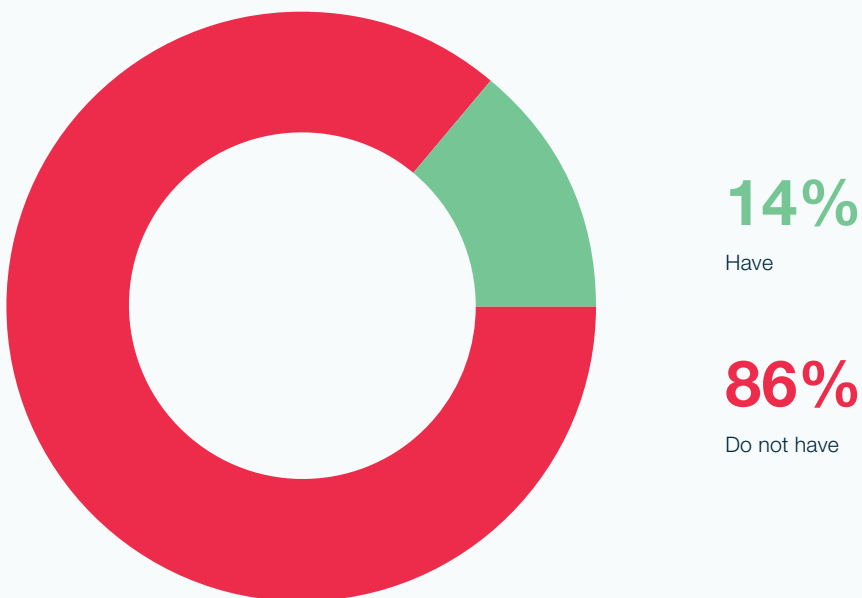
Figure 8: Distribution of 174 countries involving women's organizations or ministries in development of their most recently submitted NBSAPs



Seventeen countries (10% of countries) identify women's organizations or ministries as involved in the development of the NBSAP. The organizations and ministries involved in the development of an NBSAP are generally listed in acknowledgements

in the background section or in an annex, and NBSAPs do not generally specify the roles of those involved beyond listing them as process stakeholders or steering committee members.

Figure 9: Distribution of 174 countries with women's organizations or ministries as implementing partners in their most recent NBSAPs



Twenty-five countries (14% of countries) identify women's organizations or ministries as implementing partners for NBSAP activities. The organizations and ministries identified as implementing partners of the NBSAPs are often listed in tables and connected to specific activities or actions. Women's organizations and ministries are occasionally listed as the primary group responsible and are more commonly listed among many implementing groups as responsible for specific activities or actions. Example:

- In **Niue**, Version 1 (2001), the women's council is tasked with identifying suitable crops for women farmers.

- In the **Gambia**, Version 2 (2015), "In order to reduce biodiversity loss the Women's Bureau... [plans] to lobby for land reform pertaining to ownership and maintenance, encourage agro-forestry activities as well as developing and promoting the use of alternative energy and other technologies."

Further discussion of activities and actions assigned to women's organizations and ministries is below, in Findings, Part 4.

GENDER EQUALITY AND WOMEN'S EMPOWERMENT INCLUSION IN OBJECTIVES OR GOALS

NBSAPs are strategies and action plans that contain lists of objectives and discussions of goals at the national and local level. As the exact text of objectives written into strategies is often repeated in tables of listed activities within reports, the inclusion of gender keywords in objectives is tightly linked to the identification of activities that promote gender equality. NBSAP objectives that

contain gender keywords were classified in two ways: either with gender equality or women's empowerment as a primary objective or goal or having gender equality or women's empowerment *within* an objective. How gender equality, women's empowerment and goals for closing gender gaps are written into NBSAP objectives provides clear examples of how a country is implementing actions toward gender equality. Overall, NBSAPs are more likely to have gender equality integrated within an objective than to have a gender equality objective or goal, per se.

Figure 10: Gender equality and women's empowerment as a primary objective or goal or included within an objective in most recent NBSAPs



Twelve countries (7%) include an objective or goal regarding women or gender equality considerations in their most recent NBSAP. These objectives or goals cover a variety of topics including the need for gender mainstreaming across biodiversity initiatives, targeting women as beneficiaries and

development of gender-responsive policies. They also explore the linkages between gender integration in biodiversity and sustainable development programming, which is especially relevant for developing countries. Five countries offer diverse illustrations:

- **Georgia's** Version 2 (2014) includes an objective or goal that states, "gender equality issues should be considered in providing access to (i) formal and informal education and (ii) knowledge, technologies and trainings related to the use and management of biological resources. This would increase the national capacity for halting biodiversity loss and facilitating adaptation to climate change."
- **Guinea's** Version 1 (2002) has an objective to raise the standard of living of rural women in the localities concerned.
- **Kenya's** Version 1 (2000) proposes an objective to enhance gender equality by developing programmes on gender concerns, focusing on roles, responsibilities and rights; facilitating gender analysis, participation and affirmative action in biodiversity management through gender-sensitive legislation; promoting gender awareness and involvement in all biodiversity programmes and projects; and recognizing and supporting gender aggregation, including youth and their contribution to sustainable resource conservation and use of indigenous systems for conservation of biodiversity.
- One of **Nepal's** objectives from Version 2 (2014) is the "formulation and implementation of gender-responsive policy and strategy by all the government and non-government agencies."
- **Nigeria's** Version 2 (2015) states: "To bridge the gender gaps in NBSAP implementation, the coordinators shall adopt the following means:

Gender analysis of biodiversity programmes and projects; Gender-responsive planning and policies for integrating women in resource management decision making; Development of a comprehensive plan for integrating gender issues for women and youths empowerment through measures of positive discrimination; Organizing workshops/conferences on gender issues and compile comprehensive gender statistics."

Thirty-two countries (18%) have gender equality or women's empowerment included in some way as an aspect of a larger objective or goal in their most recent NBSAP. These primarily identify women in a variety of roles as stakeholders and recipients of education. Examples include:

- **Cuba's** Version 1 (2002): "Guarantee the environmental education of women, youth and children in relation to their role in Cuban society."
- **Germany's** Version 1 (2007): "To significantly boost the appreciation of nature and landscape among recreational users, sportsmen and [sports]women and tourists, and thereby promote eco and nature friendly conduct."
- **India's** Version 3 (2014): "Secure participation of state governments, communities, people, non-governmental organizations (NGOs), industry and other stakeholders including women in the conservation and sustainable use of components of biodiversity."

AICHI TARGET 14

Multiple countries reference the importance of considering Aichi Biodiversity Target 14, which reads, “By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities and the poor and vulnerable.” Few detail anything beyond the specific wording of the Target itself, however. In the following example from Sudan, the country included the Aichi Target and then explained how it hopes to address this target through their adapted “Component Target”. In this case, the Component Target uses the same language as the Aichi Target 14.

- **Sudan** Version 2 (2015): Component Target: “By 2020, ecosystems that provide essential services, including services related to water and contribute to health, livelihoods and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities and the poor and vulnerable.”

A very similar version of the language used in Sudan’s goal is found in other countries’ NBSAPs as well; for example, Botswana developed a similar “National Target” in its Version 3 NBSAP based on Aichi Biodiversity Target 14.

Findings, Part 4: Activities to support gender equality and women's empowerment

KEY FINDINGS:

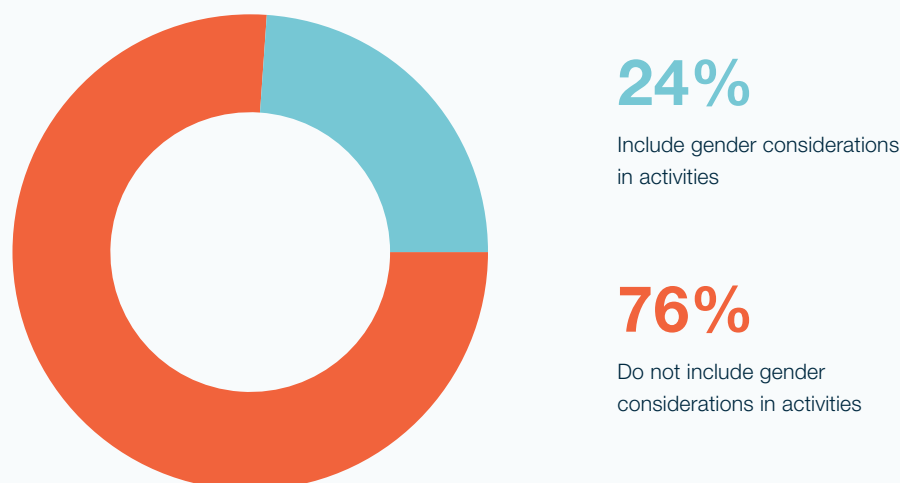
- 24% of countries (42 of 174 countries) have at least one activity that includes women or gender considerations in their most recently submitted (i.e., latest) NBSAP.
- 9% of countries (16 of 174 countries) identify how a gender- or women-focused activity contributes to women's economic or social empowerment in their most recently submitted NBSAP.
- 11% of countries (20 of 174 countries) identify monitoring and evaluation (M&E) for gender- or women-focused activities in their most recently submitted NBSAP.
- 9% of countries (15 of 174 countries) have a dedicated budget allocated to gender- or women-focused activities in their most recently submitted NBSAP.
- 4% of countries (7 of 174 countries) intend to do some kind of gender analysis, as referenced in their most recently submitted NBSAP.

WOMEN INCLUDED IN BIODIVERSITY ACTIVITIES

A primary component of NBSAPs is an action plan, which contains detailed activities that are closely aligned with the objectives of the biodiversity strategy. This analysis examines whether or not an NBSAP includes activities that explicitly aim to

advance gender equality. Nearly a quarter (24%) of all NBSAPs include an activity that would be considered in this category. Most of the activities include women as recipients of education. For example, in Georgia's Version 1 (2005) NBSAP, the only reference to women is about the need to educate women on the value of biodiversity.

Figure 11: Inclusion of women or gender considerations in activities, in 174 most recent NBSAPs



Further, few NBSAPs identify explicitly how women will benefit economically or socially from activities, identify monitoring and evaluation modalities that will support gender equality or women's empowerment outcomes, or allocate a dedicated budget for activities toward the same.

ACTIVITIES THAT CONTRIBUTE TO ECONOMIC OR SOCIAL EMPOWERMENT OF WOMEN

Sixteen countries, or 9% of countries, have activities that explicitly promote or advance gender equality and/or women's empowerment in their most recent NBSAPs. This includes a variety of activities, including conducting gender analysis (as also discussed in a section below), education and outreach communications targeted to women and capacity building or training for women. Some of the capacity building activities relate to women's roles as resource managers, such as programmes to

teach agricultural technical skills or to improve access to resources like seeds or credit schemes.

NEPAL:

Nepal's NBSAP Version 2 (2014) addresses gender equality throughout the NBSAP, has objectives and activities to empower women in natural resource management and utilizes sex-disaggregated data. Nepal developed a climate change gender action plan (ccGAP) with IUCN GGO in February 2012; this ccGAP was utilized in the development of Nepal's 2014 NBSAP. Activities outline, for example, a multi-pronged approach to support sustainable development business opportunities for women and achieve equal representation of women in decision making. The activities include:

- Promoting proportional representation of women—including indigenous women and women from various socioeconomic groups—in biodiversity

related institutional mechanisms at all levels;

- Collection and analysis of sex-disaggregated data on different aspects of biodiversity and natural resource management for better understanding of the issues and underlying factors; and
- Empowering women and other disadvantaged groups through financial and technical capacity building for conservation, sustainable use and access to equitable sharing of benefits.

MONITORING AND EVALUATION EFFORTS IN GENDER- OR WOMEN-FOCUSED ACTIVITIES

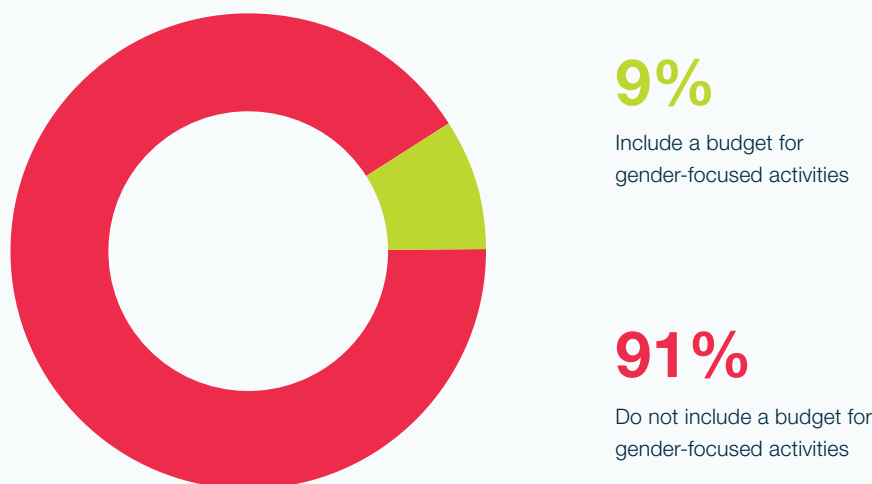
M&E mechanisms are included in NBSAPs from 11% of countries. For example, in Botswana's first NBSAP (2004), activities in the gender section included evaluating gendered access to and ownership of natural resources and improving women's access to credit facilities. The M&E plan

includes the desired outputs of "gender-related statistics on resource utilization" and "gender sensitive credit schemes." The second NBSAP (2007) contains the same text as the first.

BUDGETING OF GENDER- OR WOMEN-FOCUSED ACTIVITIES

Nine percent of the most recent NBSAPs, 15 countries, have a dedicated budget allocated to gender- or women-focused activities. In contrast, 91% of countries do not include a specific allocation of resources towards gender- or women-focused activities in their most recently submitted NBSAP (Figure 12). When considering all NBSAPs, (i.e., not just the most recently submitted documents) only 18 countries have budgeted gender- or women-focused activities; therefore, three countries included budgets for gender or women-focused activities in previous versions of their NBSAPs but do not provide the same in their most recent NBSAPs.

Figure 12: Budget allocated for women/gender-focused activities in the most recent NBSAPs



The types of budgeted activities include access to credit schemes, capacity building and education or outreach programmes. The allocated budgets vary widely in amount, from US\$10,000 to US\$500,000. They also vary widely in timeframe for implementation, as some NBSAPs are for three-year periods and some are for 15-year periods. Some countries engage civil society and allocate resources by naming women's business organizations as implementing partners to create sustainable economic development opportunities for women. Examples of budgeted activities include:

- **Botswana's** Version 2 (2007) has an activity to "improve women's access to credit facilities in order to utilize natural resources" with an identified cost of US\$500,000 for one year, with the Women's Affairs Department as the lead implementer. No indicators or monitoring mechanisms are provided, however, and it is allocated as a low priority.
- **Liberia's** Version 1 (2004) also allocates US\$500,000 to empowering women through micro project activities. Indicators include "awareness workshops on micro-credit conducted by 2006."
- **Gambia's** Version 2 (2015) allocates a total budget of US\$60,000 to make an updated NBSAP participatory. The Women's Bureau is one implementing partner among many other ministries and local governments. It is not detailed how much money is allocated to each partner.
- **Georgia's** Version 1 (2005) has a budget with designation "Median" (US\$50,000-500,000) allocated to an "information campaign involving

NGOs and local communities especially women and youth." An indicator included measures the number of brochures and campaigns created.

- **Malawi's** Version 2 (2015) allocates US\$10,000 to the Ministry of Gender and Disability, among other implementing partners, to "develop policy and legislative frameworks on biodiversity management that takes into account the needs of the vulnerable and gender roles."
- **Namibia's** Version 1 (2001) allocates US\$150,000 between 2001-2006 to facilitate gender equality in resource management. The Ministry of Women and Child Welfare is the lead implementer for facilitating gender equality, while healers and women's associations are included as co-implementers.
- **Trinidad and Tobago's** Version 1 (2006) allocates US\$250,000 for a three-year period to shared management and planning, for which women's federations is a lead implementing partner, among several other ministries, NGOs and civil society organizations (CSOs).

As identified in other EGI reports, clear and accountable financing mechanisms to reach women are necessary to achieve equitable distribution of benefits. The examples above show a variety of ways that countries intend to economically and socially empower women in biodiversity management and sustainable development. However, many countries lack a defined budget in their NBSAPs. Without budget allocations, it is unclear whether any biodiversity funding reaches or benefits women or contributes to gender equality outcomes.

GENDER ANALYSIS

NBSAPs were categorized as to whether or not they mention the need for a gender analysis and whether or not they intend to perform one. Of the 254 NBSAPs, Nepal is the only country that mentions gender analysis in multiple (two) versions of its NBSAPs. Of the most recently submitted NBSAPs, four percent (7 of 174 countries) include mention of a gender analysis. The scope of reference to gender analysis varies widely (e.g., the need for a gender analysis of biodiversity management broadly, of specific activities or of outcomes, etc.) as well as the intended outcomes

of gender analysis (e.g., a report that might influence NBSAP revision or implementation). For example, Cameroon intends to address gender analysis across sectors, while Sierra Leone only intends to focus on the fishery sector. Overall, there is not much detail provided about the gender analyses some of the countries intend to perform, and the analyses generally do not have defined outputs or objectives. Comparatively, however, many activities in the NBSAPs do not have defined outputs, such as reports, deadlines and budgets allocated.

GENDER ANALYSIS:

A gender analysis examines the roles of and relationships between women and men in a given society, sector and/or situation, exploring the differentiated use of, access to and control over resources. It is an essential dimension to policy (or project, action, programme) analysis, as it identifies how the policy (project, action, etc.) affects women and men differently.^{xix}

Examples of reference to gender analysis in NBSAPs include:

- **Cameroon's** Version 2 (2012): Intends to do a gender analysis to produce a report on gender mainstreaming in biodiversity. Topics addressed include gender inequality as a barrier to effective conservation.
- **Nigeria's** Version 2 (2016): One of the activities in the gender section is a "gender analysis of biodiversity programmes and projects."
- **Paraguay's** Version 1 (2004): The need for a gender analysis is mentioned, which includes "understanding roles and responsibilities, relationships, needs, and visions of men and women...and the implications of gender differences...focusing on gender equity in relationship to the use, management, and conservation of natural resources for social and economic output". (*Translated from Spanish*)

Findings, Part 5:

Gender indicators and sex-disaggregated data

KEY FINDINGS:

- 20% of countries (34 of 174 countries) use sex-disaggregated data in at least one of their NBSAPs; most of the sex-disaggregated data is related to background information and demographics for the country.
- 19% of countries (33 of 174 countries) have gender indicators in at least one of their NBSAPs.

Two final categories of how gender considerations are included in NBSAPs were examined in this research: whether an NBSAP contains any sex-disaggregated data and whether an NBSAP employs gender indicators. The availability and usefulness of gender indicators is closely linked to the inclusion of sex-disaggregated data in NBSAPs. Only 13 NBSAPs from 12 countries have both sex-disaggregated data and gender indicators. Most of the sex-disaggregated data used is related to background information and demographics for the country.

Thirty-four countries (20%) use sex-disaggregated data in at least one NBSAP. A few countries have documented women's rates of participation in NBSAP workshops. However, most of the uses of sex-disaggregated data are not directly related to natural resource management. Most of these

sex-disaggregated data mentions are about the gender breakdown of the general population, expected lifespan by gender, low education/literacy rates of women, the poverty of women, fertility rates and contraceptive use rates by gender. Examples of sex-disaggregated data related to natural resources include:

- **Cameroon's** Version 2 (2012) is one of the very few reports with a gender statistic related to the environment—it notes that 1-7% of land is owned by women.
- **Gambia's** Version 2 (2015) includes data about the agricultural productivity of women, that 78% of women are in the agricultural workforce, versus 57% of men, and that women do 90% of the oyster and cockle harvesting and production “but lack the appropriate skills and techniques to properly process, package and market their products.”

- **Equatorial Guinea's** Version 2 (2015) notes that women are 80% of farmers, so their participation is crucial to agriculture management.
- **Zimbabwe's** Version 1 (2000) notes that women are 75% of the smallholder farmers.

CAMEROON:

NBSAP Version 2 (2012) is the only NBSAP with a statistic related to women's land ownership (1-7%). It also has several gender-sensitive indicators, including sex-disaggregated data on participation in NBSAP project implementation and "number of biodiversity targets mainstreaming gender."

Thirty-three countries (19%) have gender indicators that are either a) sex-disaggregated or b) address activities for gender equality or women in at least one NBSAP. Many of these indicators are not directly related to natural resource management activities or capacity building. Examples of indicators include:

- **Cameroon's** indicators in Version 2 (2012) include number of women involved in projects and number of outreach tools for women.
- **Nepal's** indicators in Version 2 (2014) include increased women's participation and benefitting (with no defined goal), and number of policy documents with gender sensitive indicators (with no defined goal).
- **Georgia's** indicators in Version 2 (2014) include a) awareness of biodiversity in target groups (including women), and b) the number of NGOs, including women's organizations, participating in public consultations on development projects and natural resource management plans.
- **India's** Version 3 (2014) includes the indicator: "number of women with access to education, health services, water, electricity, and roads."

Findings, Part 6:

Cross-cutting gender issues reflected in NBSAPs

KEY FINDINGS:

- 15% (26 of 174 countries) reference women's TEK in at least one NBSAP
- 24% (41 of 174 countries) reference women as stewards of the environment in at least one NBSAP

The EGI analysis methodology has been developed based on many years of policy and programme development and implementation. A standard set of questions, or analysis template, as indicated above, is used to be able to make comparisons and analysis across very diverse sets of reports, policies or other documents (e.g., from national reports submitted to a specific Convention, to policies or plans of action in a given sector.) However, attention is paid to the nuances of each research initiative, and flexibility exists to be able to spotlight key issues or trends that are noteworthy, or even dominant, during the research process.

Two cross-cutting themes that were not specifically included in the standard analysis template emerged as significant within these

documents: the recognition of women as keepers of TEK and of women as stewards of the environment. These key themes illustrate how countries understand and document connections between gender and environment (the keyword uses reflected here are counted already in sections above).

Twenty-six countries (15%) reference women as keepers of TEK in relation to their roles as farmers, fishers and elders of indigenous communities in at least one of their NBSAPs. References are linked to women's heavy dependence on natural resources, livelihood opportunities and agricultural productivity. These references point to the need for an understanding of gender-differentiated knowledge of natural resources to effectively manage biodiversity.

“[Women are] intimately associated with crops they cultivate, and thus are more informed of the crop genetic potential and the compelling environmental determinants...their indigenous knowledge should be incorporated into modern technologies and the local gene pools need to be conserved to the effect of enhancing their livelihood and protecting their socio-economic status.”
(Bhutan Version 1 NBSAP 1997)

Forty-one countries (24%) reference women as stewards of the environment in at least one NBSAP. Some of these references document women's relationship to specific species or tasks, such as: beekeeping (Malawi Version 2 2015), the Flower of Cooperhoop used in medicine for “women's problems” (Trinidad and Tobago Version 1 2006), octopus fishing (Mauritius Version 1 1999) and collection of marine invertebrates (Palau Version 1 2008). Other references refer to a general overview of women's regular collection of wood and water (El Salvador Version 1 2003) or the collection of

material for medicine and dyes (Namibia Version 1 2001). Although women's participation in the planning and management of biodiversity is often minimal in formal settings, women are vital to responsible biodiversity management at the community level. Traditional gender roles and gendered division of labor have a strong influence on men and women's knowledge, management and stewardship of their environments. Depending on the context of these references, these examples may also be included as women being characterized as stakeholders or agents of change.

“Women...played a key role in agro-diversity conservation as they comprise 75% of the smallholder farmer population in the country. They selected seed with preferred characteristics ...for planting. Furthermore, they grew “women's crops” such as groundnuts...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. There is therefore need to fuse such valuable indigenous knowledge with contemporary knowledge systems in agro-biodiversity conservation.”
Zimbabwe (Version 1, 2000)

As Zimbabwe's NBSAP clearly states, the role of women as keepers of TEK and stewards of natural resources needs to be included in the development and implementation of NBSAPs. This understanding of gendered roles and

relationships with respect to natural resource management can be used particularly to direct resources to women who already have significant expertise in food production.

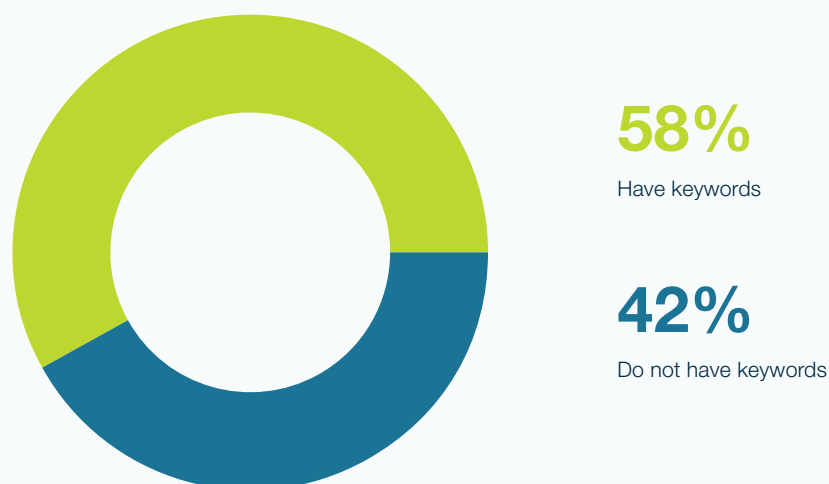
Findings, Part 7: NBSAPs developed post-Nagoya Framework for ABS

In the post-Nagoya time period (end of 2011 through present), 79 NBSAPs from 78 countries have been published.⁹ This section includes a concise listing of results from this sub-set of documents (see prior sections for further explanation of qualitative analysis questions). Put simply, the trends of how women and gender considerations are included have not significantly changed in the post-Nagoya period. There are a few small differences to consider, however. The post-Nagoya sub-set of NBSAPs as compared to the full dataset has a slightly higher percentage

that view women as vulnerable, include women's ministries or organizations as implementing agencies, include gender considerations within an objective or goal and include gender indicators. The post-Nagoya NBSAPs, as compared to the full dataset, have a slightly lower percentage that include sex-disaggregated data and include a gender analysis.

Of these, 46 NBSAPs from 45 countries—including both Myanmar documents—include *gender* and/or *women* keywords.

Figure 13: Post-2010 NBSAPs with *gender* and/or *women* keywords



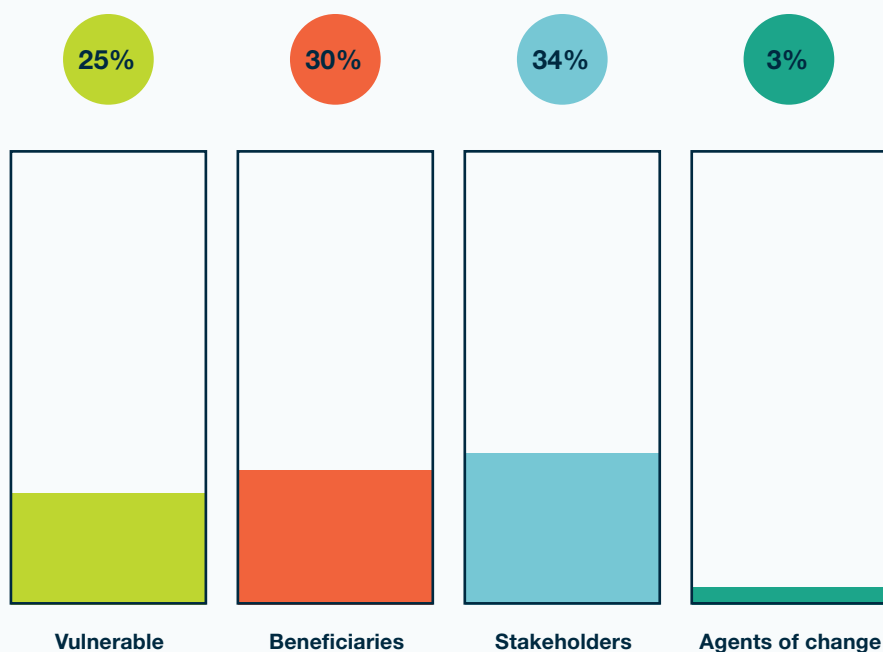
⁹ This includes, in this time period, the European Union (EU)'s joint NBSAP submitted, and two documents from Myanmar, Version 1 (2011) and Version 2 (2015).

HOW WOMEN ARE CHARACTERIZED IN POST-NAGOYA PROTOCOL FOR ABS NBSAPs

Women are characterized in various ways throughout post-2010 NBSAP documents: 20 NBSAPs included women as vulnerable; 24

NBSAPs include women as beneficiaries; 27 NBSAPs (from 26 countries, two documents from Myanmar) include women as beneficiaries; and two NBSAPs—from Gambia Version 2 (2015) and the Dominican Republic Version 1 (2011)—include women as agents of change.

Figure 14: How women are characterized in post-2010 NBSAPs, in percentage of documents



MAINSTREAMING GENDER

Fifteen NBSAPs, 19%, (from 14 countries, both Myanmar versions) include gender as a guiding principle. Eight NBSAPs, 10%, include women's organizations or ministries in the development of NBSAPs and 16 NBSAPs, 20%, include women's organizations or ministries in the implementation of NBSAPs. Gender considerations are included as a primary objective in eight NBSAPs, 10%, and within another objective in 23 NBSAPs, 29%.

WOMEN OR GENDER CONSIDERATIONS INCLUDED IN ACTIVITIES

Twenty-two NBSAPs, 28%, include women or gender considerations within biodiversity activities. Ten, 13%, include M&E; ten, 13%, include a dedicated budget. Four NBSAPs, 5%, include a gender analysis.

INDICATORS AND DATA

Nineteen NBSAPs, 24%, include gender indicators and ten NBSAPs, 13%, include sex-disaggregated data.

CROSS-CUTTING GENDER ISSUES

Sixteen NBSAPs, 20%, reference women as managers of specific species and/or genetic resources. Ten NBSAPs, 13%, recognize women's TEK.

Findings, Part 8:

Regional analysis

KEY FINDINGS:

- Women are most likely to be viewed as stakeholders and least likely to be viewed as agents of change, across all regions.
- Countries across all regions are most likely to address gender equality by including women in an activity and not very likely to include women's empowerment or gender equality as its own objective.
- Sub-Saharan Africa (SSA) stands out as the region most often integrating gender considerations in their NBSAPs, while Organisation for Economic Cooperation and Development (OECD) countries stand out as the region least often integrating gender considerations.

Regional analyses were completed using the set of most recently submitted NBSAPs (as indicated above, this includes 174 NBSAPs representing 174 countries). This creates the most representative sample possible by including one NBSAP per country, while also eliminating duplications in the overall dataset. For example, some countries re-use significant portions of

the text from one version to the next and some countries have submitted up to five NBSAPs. It should be noted that the number of countries per region relates directly to the number of NBSAPs submitted per region, for example, SSA has over three times as many NBSAPs as Middle East and North Africa (MENA).

Figure 15: Distribution of countries that have submitted at least one NBSAP, by region¹⁰

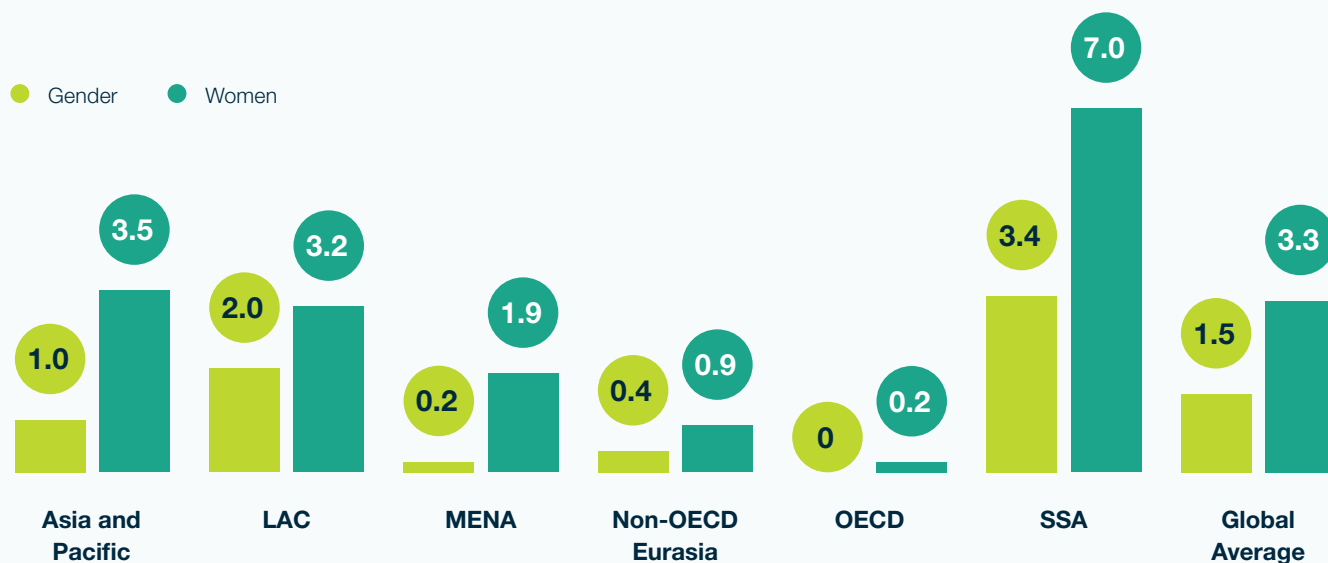


In the most recent NBSAPs, average use of *gender* and *women* was calculated by summing the total mentions of gender and women in NBSAPs for that region and dividing by the total number of countries that submitted NBSAPs for that region (Figure 16). On average, and compared to the global average, SSA shows the greatest attention to gender and women in

their NBSAPs, mentioning gender and women over twice as frequently as any other region. By comparison to the global average, OECD countries have the fewest mentions of gender or women, likely (but not certainly) due to the predominant understanding of “gender and biodiversity” linkages to be those of developing countries.

¹⁰ LAC stands for the Latin American and Caribbean region.

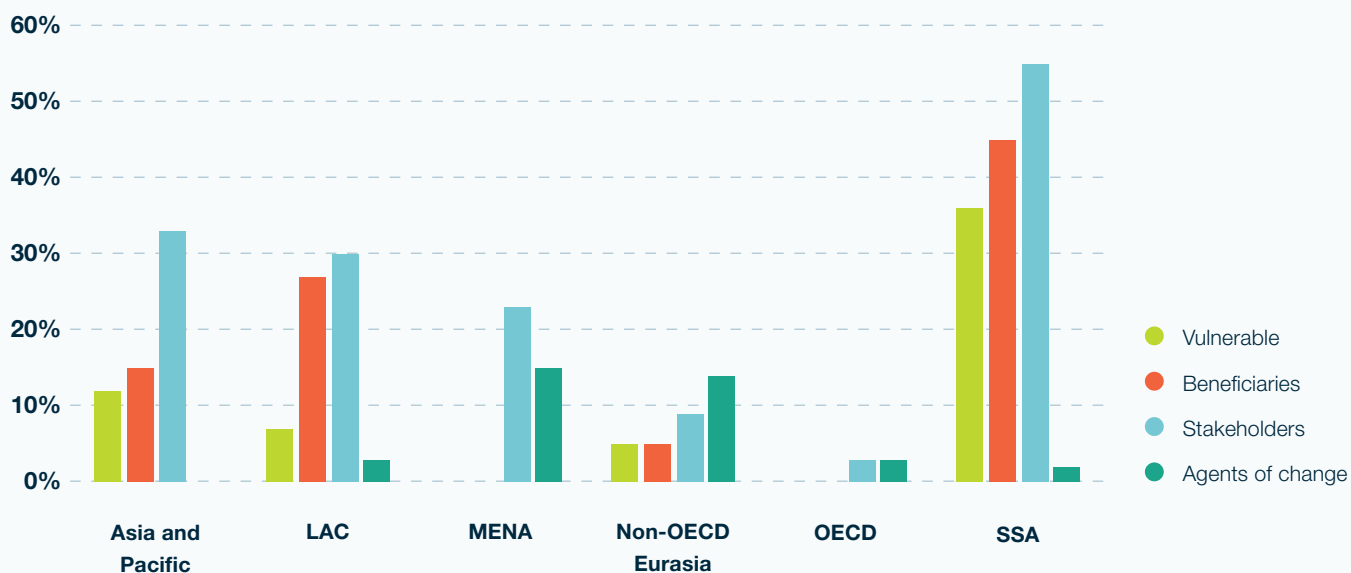
Figure 16: Average use of *gender* and/or *women* keywords in most recent NBSAPs, by region



Countries across the world are most likely to characterize women as stakeholders and least likely to characterize women as agents of change (Figure 17). The lack of attention to discussion about women at all in the MENA and OECD

countries is particularly notable. It should be noted that, as SSA is the region with the most countries submitting NBSAPs, care should be taken when drawing comparisons between regions.

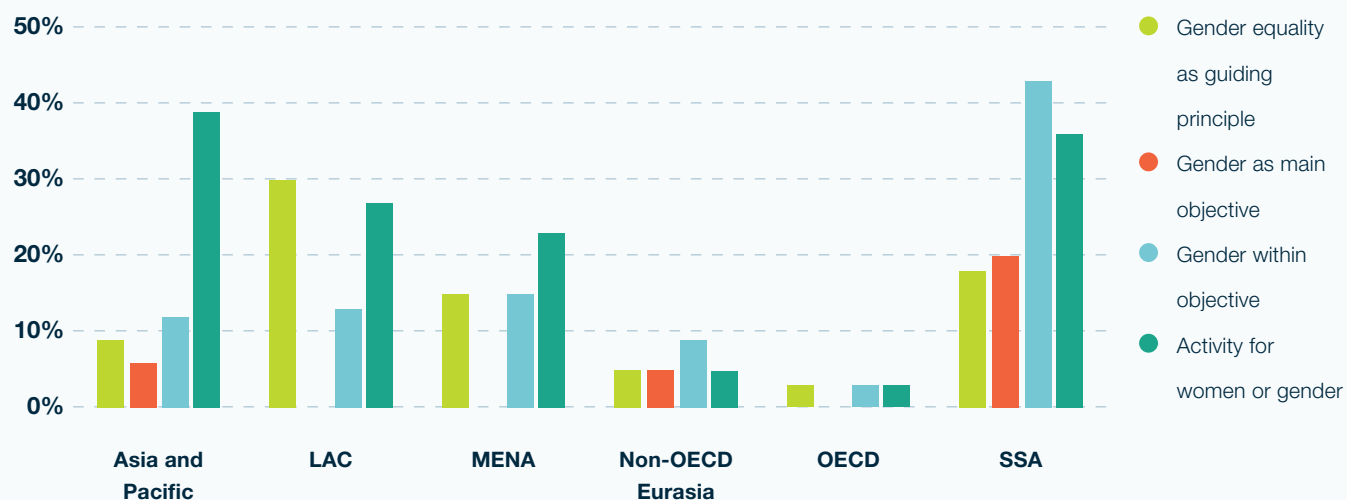
Figure 17: How women are characterized in most recent NBSAPs, by region (as percentage of all countries per region)



In the set of most recently submitted NBSAPs, it is most common for at least one activity to incorporate women or gender, and least common for there to be a primary objective focused on

gender equality or women's empowerment (Figure 16). Note, again, that each region should be considered individually, rather than compared to other regions.

Figure 18: How gender is incorporated in most recent NBSAPs, by region (as percentage of all countries per region)



Conclusion

Just over half (56%) of all NBSAPs contain gender keywords that point to some recognition of gender considerations in biodiversity strategy and action planning—and some level of attention to or implementation of gender equality commitments made via decisions by Parties to the CBD, as well as complementary environmental frameworks. The vast majority of NBSAPs only contain a handful of references; combined,

“gender” and “women” are used an average of one to four times in an NBSAP.

With so few references to gender keywords, it is not always possible to know whether and how women were involved in development and implementation, or whether any actions will have or contribute to gender equality outcomes. This points to the need for more thorough attention to gender mainstreaming and the involvement of gender specialists in NBSAP development, review and implementation—perhaps particularly for countries that are interested but may not currently have the capacity or resources. A more comprehensive approach to identifying, understanding and addressing gender considerations is required, from identification of issues through gender analysis, to designing actions that can reduce gender gaps for biodiversity outcomes; from gender-responsive

budgeting to development and use of gender-responsive monitoring and evaluation frameworks.

Very few NBSAPs reference national gender equality policies and programmes or name gender equality as a guiding principle. This creates an opportunity for countries to consider gender-responsive approaches to reviewing and revising future NBSAP planning and implementation. It moreover creates a critical opportunity for involvement by those focused on interventions to deliver on SDG 5 (on gender equality), as well as all other cross-cutting goals.

OPPORTUNITIES

- 1. Increase understanding of and attention to gender:** While just over half of all 254 NBSAPs do include at least one gender keyword, nearly half do not. Keyword counting clearly identified that many countries could benefit from increased awareness on gender and environment linkages, as well as capacity building for strengthening a gender-responsive approach. These efforts would contribute toward the implementation of the CBD Gender Plan of Action.
- 2. Deepen understanding of gender-differentiated connections to natural resources:** Many countries mention women as particularly vulnerable, yet few countries

clearly relate the loss of biodiversity to a gender-differentiated dependence on natural resources. More detailed information on how men and women use, access, manage, control and value resources differently is necessary to ensure that both women and men are included as beneficiaries, stakeholders and agents of change throughout the development and implementation of biodiversity strategies and activities.

3. Beyond a token mention, increase follow-through on actions for gender equality: Many countries name women as stakeholders, yet do not describe efforts to include women in biodiversity management. Some NBSAPs claim gender equality as a guiding principle and/or cross-cutting issue but then fail to mention women/gender in the rest of the NBSAP. Many countries document the high rates of women in poverty and show interest in changing this, yet fail to identify activities to provide livelihood opportunities for women. Capacity building to develop gender-responsive NBSAPs, from background sections to budgeting, is a prime opportunity toward maximum results.

4. Increase accountability mechanisms for gender equality: Overall, few NBSAPs have accountability measures that can be used to monitor and evaluate women's empowerment, such as sex-disaggregated data, gender indicators and gender analysis. Eighty percent of countries do not include any sex-disaggregated data in in at least one NBSAP, pointing to an opportunity for increased accountability mechanisms through use of

sex-disaggregated data—not to mention increased understanding of women's and men's roles, responsibilities, capacities, etc.

5. Illustrate learning over time: Some countries that submitted more than one NBSAP made no changes to the language regarding women/gender and copied the exact text into a second or third version. While some may indicate an ongoing commitment to gender equality and women's empowerment, or may echo important national policy language, duplicating NBSAP text over decades fails to address changing policies that impact women, such as access to land and water rights. NBSAPs (and tracking their implementation) then create an opportunity to show how a country has achieved nuanced learning about and progress towards gender equality.

6. Expand inclusion of gender issues beyond reproductive health: Several countries only address women with regards to population statistics, fertility rates and contraceptive use. This narrow focus limits pathways of opportunity for women within natural resource management, not to mention a full understanding of gender considerations across sectors. Countries with sector-specific capacity building programs for women fishers, farmers and environmental managers can provide excellent examples for other countries to learn from.

7. Expand opportunities for women beyond environmental education: One of the primary activities geared toward women

across many countries places women as recipients of education on the value of biodiversity. While gender-sensitive education and awareness efforts are indeed important for women, (especially, for example, when it

comes to extension services, or other training that women are often excluded from based on sociocultural norms,) women's existing knowledge can and should be respected and promoted for innovative solutions.

IMPACT OF NBSAP GENDER MAINSTREAMING: RESULTS IN THREE PILOT COUNTRIES

As indicated earlier in this report, IUCN, together with the CBD Secretariat and the Japan Biodiversity Fund, partnered with three governments—Brazil, Mexico and Uganda—to strengthen draft NBSAPs from a gender perspective. The pilot process was conducted in 2016, during the time of this NBSAP research initiative (and thus brand new results are not included in the datasets presented in this report). Each government has accepted gender-responsive proposals from women's organizations, ministries and agencies across sectors, and results include the following:

- **Brazil's** *women* and/or *gender* keyword mentions increased from zero in the original draft NBSAP (after a context review) to 37 in the final approved version (2016). The importance of women's participation is stated as one of the objectives of the NBSAP, alongside the inclusion of sex-disaggregated data and gender indicators. The incorporation of the national and international legal framework for the support of gender equality is a step forward to mainstreaming gender across sectors.
- **Mexico's** revisions have increased the amount of *women* and/or *gender* keyword mentions from 21 in its 2015 draft to 203 in the 2016 final version. Along with considering gender equality as one of the guiding principles and including gender-related activities as were included in Mexico's 2015 NBSAP draft, the 2016 revised and approved version includes gender considerations within its strategic goals and increases the number of gender-related activities which focus on women's participation and gender mainstreaming across sectors and promote gender indicators and monitoring and evaluation systems.
- **Uganda's** 2016 NBSAP final version has been developed with the contributions of 12 women's organizations, and *women* and/or *gender* keywords were mentioned almost twelve times more than in the 2015 draft version, amounting to 211 mentions in the final approved version. Uganda's commitment to mainstream gender is stated in the foreword of the document and is reflected in the inclusion of 31 gender-related activities that promote and strengthen women's participation and gender-responsive actions in biodiversity conservation, and included gender indicators and budgets.

RECOMMENDATIONS

This analysis leads to the following recommendations to advance gender equality through implementation of the CBD at the national level, as it is documented in NBSAPs.

1. Capacity building should be made available to Parties to the CBD, particularly to NBSAP authors, focal points and lead ministers of the environment (including ministries of water, land, agriculture and energy), to enhance

their understanding of gender considerations and how gender analyses can improve conservation outcomes and achieve equitable distribution of benefits derived from biodiversity. Capacity building topics should include using sex-disaggregated data and gender-responsive indicators for M&E of activities. Workshops to guide Parties in their NBSAP development and revision processes should include capacity building on gender equality, women's rights and women's empowerment, and should offer concrete tools for the inclusion of nationally specific gender considerations.

2. Resources should be made available to support the implementation of the gender decisions made under CBD, and especially toward the full implementation of the 2015-2020 Gender Plan of Action, which emphasizes the need for sex-disaggregated data, awareness raising and capacity building and technical support, among other things, for effective implementation of NBSAPs.
3. Gender-responsive budget exercises should be conducted at every level for NBSAP implementation; budgets should be assigned directly to women's organizations and women's ministries, as well as gender focal points and gender task teams where appropriate, to lead and partner on implementation efforts. Recognizing and integrating women and women's organizations also contributes to gender-equitable representation and participation.
4. Parties' commitments to report to the CBD Secretariat provide various important opportunities, such as for enhancing

knowledge creation and sharing, M&E of impactful biodiversity interventions—especially those that contribute to closing gender gaps. Mandatory reporting to the CBD on the distribution of benefits from biodiversity interventions and sex-disaggregated participation rates in NBSAP planning and implementation should be supported; these reports should be evaluated from a gender perspective, including to look for gender-responsive activities, budgeting, etc.

5. Maximizing synergies in accountability and reporting mechanisms across sectors must be cohesive with international human rights and gender equality mandates, such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), SDG 5, Aichi Target 14 and Beijing Platform, which could promote meeting these shared objectives. As other international environmental and human rights conventions also have reporting mechanisms, an opportunity to streamline reporting at national level could be explored, as well to increase efficiency of NBSAP investments. This might also contribute toward holistic programming toward and meeting the targets of the SDGs.
6. The CBD Secretariat should be supported to lead by example, fostering opportunities for Parties' awareness and capacity building on gender equality topics; advocating for women's engagement and leadership at all levels of biodiversity decision making; promoting gender balance in Party and stakeholder representation; and continuing to support process toward and disseminating tools for gender-responsive NBSAP implementation.

Appendix: Regional categories

TABLE 3: REGIONAL CATEGORIES

SSA	OECD	NON-OECD EURASIA	MENA	LAC	ASIA & THE PACIFIC
• Angola • Benin • Botswana • Burkina Faso • Burundi • Cabo Verde • Cameroon • Central African Republic • Chad • Comoros • Congo • Côte d'Ivoire • Democratic Republic of the Congo • Djibouti • Equatorial Guinea • Eritrea • Ethiopia • Gabon • Gambia • Ghana • Guinea • Kenya • Lesotho • Liberia • Madagascar • Malawi • Mali • Mauritius • Mozambique • Namibia • Niger • Nigeria • Rwanda • Senegal • Seychelles • Sierra Leone • South Africa • Sudan • Swaziland • Tanzania • Togo • Uganda • Zambia • Zimbabwe	• Australia • Austria • Belgium • Canada • Chile • Czech Republic • Denmark • England • Estonia • Finland • France • Germany • Greece • Ireland • Israel • Italy • Japan • Korea (Republic) • Luxembourg • Mexico • Netherlands • New Zealand • Northern Ireland • Norway • Poland • Scotland • Slovakia • Slovenia • Spain • Sweden • Switzerland • Turkey	• Albania • Armenia • Azerbaijan • Belarus • Bosnia-Herzegovina • Bulgaria • Croatia • Georgia • Kazakhstan • Kyrgyzstan • Liechtenstein • Lithuania • Macedonia • Malta • Moldova (Republic of) • Montenegro • Romania • Russian Federation • Serbia • Tajikistan • Turkmenistan • Ukraine	• Algeria • Egypt • Iraq • Jordan • Kuwait • Lebanon • Mauritania • Morocco • Oman • Qatar • Saudi Arabia • Tunisia • Yemen	• Antigua and Barbuda • Argentina • Bahamas • Barbados • Belize • Bolivia • Colombia • Costa Rica • Cuba • Dominica • Dominican Republic • Ecuador • El Salvador • Grenada • Guatemala • Guyana • Haiti • Honduras • Jamaica • Nicaragua • Panama • Paraguay • Peru • Saint Kitts and Nevis • Saint Lucia • Saint Vincent and the Grenadines • Suriname • Trinidad and Tobago • Uruguay • Venezuela	• Afghanistan • Bhutan • Cambodia • China • Cook Islands • Fiji • India • Indonesia • Kiribati • Korea (DPR) • Laos • Malaysia • Maldives • Marshall Islands • Micronesia • Mongolia • Myanmar • Nepal • Niue • Pakistan • Palau • Papua New Guinea • Philippines • Samoa • Singapore • Solomon Islands • Sri Lanka • Thailand • Timor-Leste • Tonga • Tuvalu • Vanuatu • Vietnam

Resources

- Convention on Biological Diversity website: <https://www.cbd.int/>
- Gender and Biodiversity webpages: <https://www.cbd.int/gender/>
- NBSAP webpages and database: <https://www.cbd.int/nbsap/>
- IUCN: <https://www.iucn.org>

The following resources, also available on the CBD website, have been produced by or in collaboration with the IUCN GGO, as well as other partners and/or resource persons, including the CBD Secretariat. This list of resources can be found in the Knowledge Center of IUCN GGO's website, <http://genderandenvironment.org/knowledge-center/>, as well as via the links provided.

The current NBSAP reporting template (*Capacity Building Module B-1: "An Introduction to National Biodiversity Strategies and Action Plans (2011)"*) provides many opportunities to include gender equality in biodiversity like those recommended in this report.^{xx}

- Further resources to build capacity include:
 - CBD Gender and Biodiversity Technical Guide (2015 IUCN GGO)^{xxi}
 - Recent report on Gender and Protected Areas: Exploring National Reporting to the Ramsar Convention and World Heritage Convention (2015 IUCN GGO)^{xxii}
 - The Convention on Biological Diversity: Ensuring Gender-Sensitive Implementation (2002 GTZ)^{xxiii}
 - Mainstreaming Gender into prevention and management of invasive species (2010 Global Invasive Species Program)^{xxiv}
 - 2 page factsheet on Gender and NBSAPs (IUCN and CBD)^{xxv}
 - Factsheet on Gender Focal Points in Environmental Ministries (2015 IUCN GGO)^{xxvi}

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