

ELEMENTS AND STRUCTURE OF A GENDER-RESPONSIVE POST-2020 GLOBAL BIODIVERSITY FRAMEWORK

A submission by UN Women to the Secretariat of the Convention on Biological Diversity (CBD)
as an input to the development of the post-2020 global biodiversity framework

30 September 2019

This document provides proposals for the structure and key elements to consider for the development of a gender-responsive post-2020 global biodiversity framework in order to achieve sustainable outcomes for both biodiversity and gender equality.

This submission is informed by UN Women’s research and inputs gathered from gender and technical experts at meetings organised by UN Women for designing a gender-responsive post-2020 global biodiversity framework¹. The recommendations of experts are consistent with themes and issues raised by different stakeholders in submissions to the CBD regarding women’s empowerment, participation and leadership, as well as ensuring their equal rights for accessing, managing, controlling and benefiting from the conservation and the sustainable use of biological resources.

At the fourteenth Conference of Parties (CBD COP 14), Parties agreed that the process for developing the post-2020 global biodiversity framework *“will be gender-responsive by systematically integrating a gender perspective and ensuring appropriate representation, particularly of women and girls, in the process.”* Furthermore, various consultation processes and submissions on the post-2020 CBD biodiversity framework have acknowledged that gender equality and women’s empowerment are prerequisites for meeting global development goals and that women and girls should be recognized as actors and contributors to the conservation and sustainable use of biodiversity.

Women have unique knowledge, contributions, roles and responsibilities in the sustainable use and conservation of biodiversity, and they are agents of transformational change. However, there are limited or no mechanisms in place to systematically map, collect and analyse women’s and girls’ roles and activities regarding biodiversity conservation and sustainable use, rendering their contributions invisible. This also applies to the analysis of the extent to which the loss of biodiversity disproportionately burdens women and girls. It is therefore imperative for a transformational post-2020 global biodiversity framework to recognise and promote the roles, rights, contributions and leadership of 50% of the world’s population (women and girls) through a goal and/or related targets, with specific indicators, including the enabling actions to support effective implementation.

The proposed structure and elements outlined in this document aim at mainstreaming gender considerations throughout the framework in order to ensure that women and girls: 1) have equal opportunities for leadership and effective engagement at all levels of decision-making in matters related to the three objectives of the Convention; 2) are fully engaged in processes related to the conservation

¹ See report of the *Expert Workshop to Develop Recommendations for Possible Gender Elements in the Post-2020 Global Biodiversity Framework*, held in New York, USA from 11th to 12th April 2019 [\[Link\]](#). See Annex I (pgs. 7-8 of this document) for key messages from the *Technical Discussion Towards a Gender-responsive Post-2020 Global Biodiversity Framework*, held in Nairobi, Kenya on 26th August 2019.

and sustainable use of biodiversity; and 3) are fairly and equitably benefitting from biodiversity conservation and sustainable use, and from ecosystem functions and services.

UN Women believes that a gender-responsive post-2020 global biodiversity framework (post-2020 GBF) requires the reflection of a gender perspective in the vision, principles, objectives, goals, targets, indicators, means of implementation, enabling conditions, financing, monitoring and review. In this regard, following a similar structure of the *possible elements of a post-2020 global biodiversity framework* outlined in non-paper 1 version 2 (submitted by Co-chairs of the discussion group)² UN Women provides details of specific elements that need to be considered while designing a transformational and gender-responsive post-2020 GBF.

In line with calls made by the CBD Women’s Caucus and other stakeholders at the first meeting of the Open-Ended Working Group on the post-2020 process (OEWG1), held in Nairobi in August 2019, UN Women underscores the **importance of ensuring that there is gender expertise and/or effective engagement of women and girls in all meetings and consultations related to the development of the structure and the substantive elements of the post-2020 GBF**. This is to ensure that gender perspectives are reflected in documents prepared for meetings and consultations and their outcomes, which will inform the development of the post-2020 framework. Specifically, it is imperative to ensure the representation and effective engagement of women’s groups (e.g. CBD Women’s Caucus, the Indigenous Women’s Biodiversity Network) and the youth in the various meetings and thematic consultations being organized in support of the post-2020 GBF.

1. Rationale and scope

The CBD in its preamble, recognizes “the vital role that women play in the conservation and sustainable use of biological diversity and affirms the need for full participation of women at all levels of policy-making and implementation for biological diversity conservation”³. Parties have further agreed that the process to develop the post-2020 GBF be gender-responsive, thereby leading to the adoption of a gender-responsive framework. To fully address a gender perspective also requires that a transformational gender-responsive post-2020 GBF should be rights-based, inclusive and participatory in nature. This means recognising and enhancing the agency⁴ and voice of women, including indigenous women and women from local communities, in biodiversity conservation and the sustainable management of resources. Their rights to access and control over natural resources including land and marine/coastal areas need to be strengthened in order to ensure women’s equal enjoyment of the benefits derived from the conservation and sustainable use of biodiversity and ecosystem services.

This is consistent with the Beijing Declaration and Platform for Action, the 2030 Agenda for Sustainable Development and the other Rio Conventions, which have integrated and considered gender equality and women’s and girls’ empowerment as critical to the realization of their goals and objectives.

2. 2050 Vision

The 2050 *Vision for Biodiversity: Living in harmony with nature*, remains relevant and valid. This Vision states that biodiversity needs to be “valued, conserved, restored and wisely used” for the purposes of “maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people”. However, valuing, conserving, restoring and wisely using biodiversity needs the involvement of all people, as does the receipt of essential benefits. Maintaining healthy ecosystem services alone is not enough to ensure benefits to all – attention must be given to the equitable distribution of benefits, in order to fully realize the Vision 2050 of living in harmony with nature. Ensuring that women play a full and

² Non-paper 1 version 2 – 30 August 2019 <https://www.cbd.int/doc/c/6f62/5c58/b51c8ebb49511787cc3e972d/wg2020-01-nonpaper-02-en.pdf>

³ CBD (Convention on Biological Diversity). 1992. Text of the Convention. [[Link](#)].

⁴ Agency is the capacity to make decisions about one’s own life and act on them to achieve a desired outcome, free of violence, retribution, or fear. Voice and agency: empowering women and girls for shared prosperity (Klugman, J., et.al., 2014). World Bank.

equal role in activities to value, conserve, restore and wisely use biodiversity requires that they have equal access, ownership and control over biological resources and the derived benefits. Without the full consideration of gender equality and women's empowerment in the access to and distribution of benefits, existing disparities related to biodiversity will be perpetuated, and these inequalities will continue to impede effective action for biodiversity and the Vision 2050.

3. Goals, targets and indicators

A gender-responsive post-2020 GBF requires a specific goal that promotes gender equality, as well as targets and specific indicators to ensure that gender equality considerations are addressed in a meaningful and active way, including for relevant data to be collected, analysed and monitored over time. The 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs), provide a good example, wherein gender equality and women's empowerment are acknowledged as critical cross-cutting components in the framework, with gender targets and gender-specific indicators throughout the framework, in addition to the specific goal to *Achieve gender equality and empower all women and girls* (Goal 5). Furthermore, there is a requirement for data to be disaggregated by income, gender, age, race, ethnicity, migratory status, disability, and geographic location.

The following are examples of goals and targets that have been suggested by different stakeholders in meetings related to the post-2020 GBF⁵, and which could be considered or serve as a guide for developing gender-specific goals and targets:

Goals:

- Women and girls are fully engaged in decision-making processes related to the conservation and sustainable use of biodiversity, and are fairly and equitably benefitting from these, and from ecosystem functions and services.
- Ensure full and effective participation and equal opportunities for leadership at all levels of decision-making, of relevant groups (women, youth, indigenous peoples and local communities) in matters related to the three objectives of the Convention.

Targets:

- By 2030, ensure that women and girls are taking on effective stewardship of and are equitably benefitting from biodiversity and ecosystem services.
- By 2030, governments and other relevant stakeholders (academia, private sector, international organizations and implementing entities) have put in place instruments and mechanisms to ensure, monitor and report on: i) women and girls' engagement in decision-making in biodiversity conservation and sustainable use; ii) fair and equitable sharing of benefits from the utilization of genetic resources; and iii) differential impacts of biodiversity loss.

The post-2020 GBF should build on the SDG goals, targets and indicators to strengthen the substantive bases for understanding the interlinkages between biodiversity and gender equality. This would include building synergies with and making use of data already being collected within the SDG framework.

Relevant SDG Indicators to consider:

- 1.4.2 Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure

⁵ See report of the *Expert Workshop to Develop Recommendations for Possible Gender Elements in the Post-2020 Global Biodiversity Framework* [[Link](#)]. See Annex I (pgs. 7-8 of this document) for key messages from the *Technical Discussion Towards a Gender-responsive Post-2020 Global Biodiversity Framework*.

- 5.5.1 Proportion of seats held by women in (a) national parliaments and (b) local governments
- 5.5.2 Proportion of women in managerial positions
- 5.a.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure
- 5.a.2 Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control
- 5.c.1 Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment
- 13.b.1 Number of least developed countries and small island developing States that are receiving specialized support, and amount of support, including finance, technology and capacity-building, for mechanisms for raising capacities for effective climate change-related planning and management, including focusing on women, youth and local and marginalized communities
- 16.7.1 Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions
- 16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group
- 17.18.1 Proportion of sustainable development indicators produced at the national level with full disaggregation when relevant to the target, in accordance with the Fundamental Principles of Official Statistics

The above-mentioned SDG indicators could be complemented by other relevant gender-environment indicators⁶ to ensure that gender equality and women's rights are effectively addressed in the development of the post-2020 GBF and its subsequent implementation.

4. Means of implementation and enabling conditions

Awareness-raising, capacity-building and the provision of adequate resources (financial and non-financial) will be essential enabling mechanisms for the implementation of a gender-responsive post-2020 GBF, and for the achievement of gender equality and the conservation and sustainable use of biodiversity. The following are some suggestions that have been made by gender/technical experts and stakeholders at meetings led by UN Women on the post-2020 process.

Financial resources:

- Create a funding window to support gender-responsive implementation of the CBD and the gender action plan (e.g. via GEF)
- Commission a report on how gender considerations are being integrated in the GEF funded project portfolio on biodiversity
- Provide sustained funding for representatives of the Women's Caucus to engage fully in the post-2020 CBD process

Capacity-building and awareness-raising:

- Provide capacity-building for CBD secretariat staff and CBD national focal points on appropriate methodologies and approaches for the integration of gender considerations or gender perspectives in national policies, strategies, planning, monitoring and evaluation

⁶ See *Gender and environment statistics: Unlocking information for action and measuring the SDGs report* (UNEP & IUCN, 2018) [[Link](#)] for other indicators that could also be relevant for inclusion in the post-2020 GBF.

- Provide capacity-building and funding to support awareness-raising on gender issues among delegates to the CBD and those implementing CBD decisions
- Strengthen capacities of women from different sectors (farmers, indigenous groups, civil society) to engage and assume leadership in decision-making processes on biodiversity at national and international levels
- Provide capacity-building and funding for the effective engagement of the Women's Caucus in CBD processes, including in the development and the subsequent implementation of the post-2020 framework

It will be important to ensure that there is gender expertise when Parties are engaging in developing the means of implementation and enabling mechanisms of the post-2020 GBF so that gender perspectives are captured, and also ensure that the framework is aligned with the new CBD Gender Action Plan, the Strategy for Resource Mobilization, and the post-2020 Capacity-building Strategy.

Regarding environmental governance, and policy processes, a specific quota (e.g. 50%) of gender representation should be established to ensure balanced representation of women and men at meetings and decision-making processes (at local and national level).

5. Transparent implementation, monitoring and reporting mechanism

Monitoring, reporting and review are critical to guarantee effective implementation. Women's contributions as key actors in biodiversity conservation and the sustainable use and management of resources need to be made visible, and as such mechanisms to measure and report on this are required. In this regard, it is important that any monitoring, reporting or review process or mechanism considers the following: i) benchmarks and clear goal/or goals; ii) allow for comparability or assessment; iii) be regularly conducted; iv) be accompanied with regular, reliable and sustained financial and capacity-building support; v) be periodically reviewed and amended if necessary. A revised/updated CBD Gender Action Plan could be a useful tool for implementing a gender-responsive post-2020 framework.

Regarding national biodiversity strategies and action plans (NBSAPs), gender expertise needs to be sought at the national level to ensure that the design and implementation of post-2020 NBSAPs are made gender responsive. For example, a CBD Secretariat review of NBSAPs for the period 2010-2018 revealed that just under half of the NBSAPs included some reference to gender or women's issues, and only a third of plans identified gender perspectives as part of national targets or actions related to a national target. Most of these actions focused firstly on increasing women's awareness of biodiversity conservation issues and secondly on increasing women's participation in biodiversity conservation. Therefore, investment in gender expertise and further guidance on the development of gender-responsive instruments is required. A facilitative compliance mechanism that supports Parties to implement their obligations under the Convention (including gender-responsiveness) would be beneficial.

Regarding National Reports, these should provide data and information on gender equality and the steps taken to support women's agency and involvement in the implementation of the post-2020 framework. For this purpose, gender-specific indicators and reporting templates that include stand-alone reporting on the implementation of gender-specific mandates within the Convention and the post-2020 GBF will be useful.

Lastly, in order to mainstream data collection and reporting on gender-related data and indicators, it would be beneficial to develop a reporting framework that is aligned with the other biodiversity-related

Conventions and the SDG framework.⁷ This would help to ensure that data, including gender-related data and indicators build on and are coherent with data that are compiled and used in these related environmental Conventions.

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⁷ The UN Framework Convention on Climate Change (UNFCCC), the UN Convention to Combat Desertification (UNCCD), the Ramsar Convention on Wetlands, and the 2030 Agenda for Sustainable Development have also recognized the importance of addressing gender equality and women's empowerment in their implementation. Furthermore, the UNEA-4 resolution *Promote gender equality, and the human rights and empowerment of women and girls in environmental governance* ([UNEP/EA.4/L.21](#)) also requests the Executive Director "To facilitate the collection of data disaggregated by inter alia, sex, age, and disability and lessons learned from Member States and stakeholders".

Annex I. Key messages of the Technical Discussion *Towards a Gender-Responsive Post-2020 Global Biodiversity Framework*, held in Nairobi, Kenya on 26th August 2019

➤ **Goals, Targets, Indicators**

Goals:

- Ensure full and effective participation and equal opportunities for leadership at all levels of decision-making, of relevant groups (women, youth, indigenous peoples and local communities) in matters related to the three objectives of the Convention.
- Women and girls are fully engaged in decision-making processes related to the conservation and sustainable use of biodiversity, and are fairly and equitably benefitting from these, and from ecosystem functions and services.

Targets:

- By 2030, governments and other relevant stakeholders (academia, private sector, international organizations and implementing entities, etc.) have put in place instruments and mechanisms to ensure, monitor and report on: i) women and girls' engagement in decision-making in biodiversity conservation and sustainable use; ii) fair and equitable sharing of benefits from the utilization of genetic resources; and iii) differential impacts of biodiversity loss.

Indicators: SDG-related indicators as per below:

- 1.4.2 Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure
- 5.5.1 Proportion of seats held by women in (a) national parliaments and (b) local governments
- 5.5.2 Proportion of women in managerial positions
- 5.a.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure
- 5.a.2 Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control
- 5.c.1 Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment
- 13.b.1 Number of least developed countries and small island developing States that are receiving specialized support, and amount of support, including finance, technology and capacity-building, for mechanisms for raising capacities for effective climate change-related planning and management, including focusing on women, youth and local and marginalized communities
- 16.7.1 Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions
- 16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group
- 17.18.1 Proportion of sustainable development indicators produced at the national level with full disaggregation when relevant to the target, in accordance with the Fundamental Principles of Official Statistics

➤ **Accountability Framework**

- **There is a need to strengthen accountability within the CBD process. For example, there could be a COP decision to expand peer review.**
 - Points to consider: ensure that it is representative, mainstreams diverse views of men and women;
 - Consider gender-specific indicators for NBSAPs;
 - Propose gender-specific indicators that will ensure that reporting templates include stand-alone reporting on implementation of gender-specific mandates within the Convention (or the future post-2020 framework), similar to IPLCs where there is a stand-alone section to report on.

- Accountability, monitoring and reporting **should be included in the revised gender action plan**.
- There should be a **facilitative compliance mechanism** which provides means of support for those who are not able to implement or those who need support in the implementation of their obligations under the Convention.

➤ **Enabling conditions, including capacity-building and finance**

- It is important to have broader governmental directives for the integration of gender perspectives across policies, strategic plans on biodiversity, at different levels (for example, Canada's feminist policy; Costa Rica's directive from the Ministry of Environment to integrate gender across policies, strategies on biodiversity)
- The Gender Action Plan (GAP) should be a tool to implement the post-2020 framework. Thus, there is a **need to establish a process for developing and adopting the post-2020 CBD GAP that serves as a tool to implement the post-2020 framework**
- For the GEF and other finance mechanisms: Request the creation of a specific funding window to support gender-responsive implementation of the CBD or gender action plan;
- Request GEF to do an analysis and report on how gender considerations are being integrated in the project portfolio funded
- Ensure that women's and girls' rights on environmental governance related to biodiversity are promoted and protected;

Capacity-building needs:

- Capacity-building on appropriate methodologies and approaches for the integration of gender considerations or gender perspectives in policies, strategies, planning, monitoring and evaluation;
- Capacity-building and funding for this to support awareness-raising on gender issues among delegates to the CBD and those implementing CBD decisions, mandates;
- Strengthen capacities of women from different sectors (farmers, indigenous groups, civil society) to engage and assume leadership in decision-making processes on biodiversity at international and national levels;
- Capacity-building and funding for the effective engagement of the Women Caucus in CBD processes

Other considerations for fair and equitable sharing of benefits:

- Analyse gender gaps in women's engagement in decision-making and sustainable use of biodiversity and enjoyment of benefits
- Document contributions to biodiversity conservation and the differential impact of biodiversity loss on women and girls
- Recognize and map women's roles in biodiversity conservation and sustainable use
- Address gender in tackling the drivers (direct and indirect) of biodiversity loss