

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES
OF WILD FAUNA AND FLORA



Nineteenth meeting of the Conference of the Parties
Panama City (Panama), 14 – 25 November 2022

Strategic matters

ACTION PLAN ON GENDER RELATED MATTERS

1. This document has been submitted by Panama.*

Background

2. According to the United Nations Entity for Gender Equality and the Empowerment of Women, (UN Women):
 - a) **Gender** refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context.
 - b) **Equality between women and men (gender equality)** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men.
 - c) **Gender Mainstreaming** is a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects.
3. The importance of promoting gender equality and gender mainstreaming has been recognized by various international agreements and policy instruments since the Universal Declaration of Human Rights¹ in 1948, The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)² 1979, The

* *The geographical designations employed in this document do not imply the expression of any opinion whatsoever on the part of the CITES Secretariat (or the United Nations Environment Programme) concerning the legal status of any country, territory, or area, or concerning the delimitation of its frontiers or boundaries. The responsibility for the contents of the document rests exclusively with its author.*

¹ *Articles 1 and 2 "All human beings are born free and equal in dignity and rights" and that "everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, ... birth or other status."*

² *In its 30 articles, the Convention explicitly defines discrimination against women and sets up an agenda for national action to end such discrimination. The Convention targets culture and tradition as influential forces shaping gender roles and family relations, and it is the first human rights treaty to affirm the reproductive rights of women.*

Beijing Declaration and its Platform for Action³ in 1995 until the creation of the UN Entity for Gender Equality and the Empowerment of Women – or UN Women in 2010.

4. In global sustainable development efforts the importance of gender mainstreaming has been recognized by various international agreements and policy instruments such as, the United Nations Framework Convention on Climate Change (UNFCCC) and its enhanced Lima work programme on gender and its Gender Action Plan (2014); the Convention on Biological Diversity (CBD) and its Gender Plan of Action 2015-2020⁴ (2014); as well as the UN's 2030 Agenda for Sustainable Development and specifically Sustainable Development Goal (SDG) 5 on Gender equality and empowerment.
5. It has also been widely recognized that indigenous and rural women are integrally involved in the conservation and sustainable use of biodiversity including wildlife and its parts and derivatives and yet, continue to face discrimination and remain marginalized in the planning and decision-making processes. Thus, special attention should be given to the development of a gender plan of action to support the engagement and address the needs of indigenous and local women and girls in support of the conservation and sustainable use of wildlife, and in the fair and equitable sharing of benefits.
6. The social and economic structures that promote gender equality - inclusive decision-making and participation, and violence eradication, acknowledgement of the positive effects of diversity, engaged and empowered citizenry, acknowledgement of universal human rights – are also prerequisites for environmental sustainability (The 1993 General Assembly Declaration on the Elimination of Violence, Resolution 55/2 of the United Nations Millennium Declaration (2000), Addis Ababa Action Agenda (2015) and resolution 70/1 of the “Transforming our world: the 2030 Agenda for Sustainable Development⁵).
7. In matters relating to wildlife trade, gender is generally overlooked, and to date, our knowledge of wildlife trade is either gender-blind or heavily gender-skewed. Failing to understand the gendered dynamics of wildlife trade, and responses to it, results in huge gaps in our understanding of real-world wildlife trade activities, processes, and opportunities for intervention, and as a result gender inequality and gaps may even be widened.
8. The key links between gender and sustainability are tied to production, social reproduction, and consumption patterns, which in turn are linked to access and control of resources. Without robust gender analysis, actions and programs aimed at curbing unsustainable and/or illegal wildlife trade can entrench gender differences and inequalities, while failing to adequately address the drivers and impacts of wildlife trade, to the detriment of all people, in particular women, biodiversity, as well as sustainable development.
9. Integrating gender and wildlife trade issues includes understanding and addressing established gender roles and social constructions of masculinity and femininity, and understanding differentiated needs and practices, as well as power relations in the access to and control of wildlife and its trade. For example, it is not uncommon for men to be bullied into poaching, by women or older men, through masculinity-shaming (Seager, J. 2021). Hunting of wild animals is often associated with a male activity, both because of the skills required and because it involves extended periods away from home, as well as the existence of cultural taboos against women who handle or consume certain types of wildlife among some ethnic groups around the world (McElwee, P. 2012).
10. Although the wildlife trade is carried out by both men and women, the participation of both is differentiated throughout the marketing chain. On the other hand, much of the consumption of wild meat and the consumption of wildlife for medicinal purposes is linked to masculinity and sexual prowess, perceived as masculine attributes, while youth and beauty are associated with feminine attributes. Illegal trade often involves bribing officials - mostly male - which is seen as a predominantly male activity as it is seen as a role for men to deal with other men. The wildlife trade must be understood through a gender perspective at all levels (Seager, J. 2021; McElwee, P. 2012).
11. When it comes to law enforcement, the assumption that men are best suited to a highly armed ranger workforce puts them at considerable risk. Highly masculinized law enforcement often strains relationships with members of communities who might otherwise be allies. Furthermore, it also increases the likelihood that enforcement will be violent, involving sexual abuse or other forms of gender-based violence (Seager, J.

³ asserted women's rights as human rights and committed to specific actions to ensure respect for those rights.

⁴ The Convention on Biological Diversity has presented the DRAFT OUTLINE OF A POST-2020 GENDER PLAN OF ACTION.

⁵ <https://sdgs.un.org/2030agenda>

2021). There is growing recognition that inclusive law enforcement is more effective, and that involving more women in the law enforcement workforce may be a potential game changer; There is strong evidence that women law enforcers have comparative advantages through their application of relatively non-violent and negotiation-based approaches to conflict resolution.

12. Many advantages has been documented on hiring and retaining women in law enforcement agencies:(1) female officers are as competent as their male counterparts and even excel in certain areas of police performance; (2) female officers are less likely to use excessive force; (3) female officers are more likely to implement "community-oriented policing"; (4) more female officers will improve law enforcement's response to violence against women; (5) increasing the presence of female officers reduces problems of sex discrimination and harassment within a law enforcement agency; and (6) the presence of women can bring about beneficial changers in policy for all officers (Lonsway, K. A., 2000)

Recommendations

13. The Conference of the Parties is invited to:
 - a) consider and adopt the draft decision set out in Annex 1 to this document; and
 - b) adopt the draft resolution set out in Annex 2 to this document.

References:

GENDER MAINSTREAMING: STRATEGY FOR PROMOTING GENDER EQUALITY, Office of the Special Advisor on Gender Issues and Advancement of Women, UN Women, August 2001.

Lonsway, K. A. (2000). Hiring & Retaining More Women: The Advantages to Law Enforcement Agencies.

McElwee, P. (2012). The gender dimensions of the illegal trade in wildlife. *P. McElwee, Gender sustainability: Lessons from Asia and Latin America*, 71-93.

Seager, J., Parry-Jones, R., & Léger, T. (2021). Gender and illegal wildlife trade: overlooked and underestimated. *Oryx*, 55(5), 653-654.

COMMENTS OF THE SECRETARIAT

- A. The Secretariat welcomes the present document and the recommendations in paragraph 13 aiming to strengthen action on gender issues under the Convention.
- B. The Secretariat considers that the final wording on the draft decisions will depend on whether or not the draft resolution is adopted. The Secretariat therefore recommends considering the draft resolution before the consideration and adoption of the draft decisions.
- C. With respect to the draft resolution on *Gender and wildlife trade* in Annex 2 to the present document (this is incorrectly labelled as Annex 1 in the document), the Secretariat recommends that the Conference adopt the draft resolution with some proposed editorial changes. These include suggestions for revised wording to improve clarity and align with more commonly used language in the context of gender and wildlife trade. The suggested changes are set out below:

Proposed new text is underlined, proposed deletions are indicated in ~~strike through~~.

[...]

FURTHER NOTING that the engagement and empowerment of women is high on the UN agenda and is being achieved through gender programmes and action plans of various UN organizations; and that the United Nations General Assembly Resolution 70/2196 calls ing upon Member States to ensure full and effective participation and equal opportunities for women, and further calls un upon United Nations (UN) agencies to ensure gender mainstreaming into all UN policies and programmes;

[...]

RECOGNIZING that women and girls are integrally involved in the conservation and sustainable use of biodiversity and protection of endangered species, and yet continue to face discrimination and remain marginalized in decision-making processes, and limited in access and receipt of benefits from the sustainable use, trade and protection of wild species;

CONSIDERING that gender-blind approaches to tackling illegal wildlife trade result in ~~huge significant~~ gaps in understanding real-world illegal wildlife trade activities, processes, and opportunities for intervention; and also deepen inequality and discrimination, thus perpetuating the cycle of poverty and extreme poverty; and *[the last underlined section of this paragraph was present in the Spanish original, but not translated in the English version]*

CONSIDERING that a better understanding and consideration of taking into account gender dynamics can improve the likelihood of conservation success, improve living conditions and governance and reduce conflict, while being a catalyst for challenging social inequalities and eradicating ~~e~~ gender-based violence;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

[...]

4. RECOMMENDS that Parties explore ways to further enhance the participation of women in conservation and addressing issues relating to wildlife trade, including in CITES decision-making;

[...]

6. INVITES Parties and observer organizations to include women delegates on official delegations and provide ~~learning~~ capacity building opportunities at CITES meetings;

[...]

D. The Secretariat recommends that the Conference adopt the draft decisions in Annex 1 with some amendments.

E. In relation to draft decision 19.AA, the Secretariat notes that the draft decision could benefit from a more precise focus on gender aspects related to international wildlife trade to remain within the mandate of the Convention. The Secretariat has the following specific comments

a) In the chapeau of the draft decision, the reference to the establishment of a working group of the Standing Committee should be deleted since the Standing Committee is able to choose the best way to implement this draft decision.

b) Paragraph a) should be moved to the opening paragraph to distinguish the information intended to guide the development of the gender action plan from the substantive elements that the gender action plan is meant to address [paragraphs b) through h)]. The Secretariat further recommends that consideration be given to other relevant gender plans of action, such as the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women and the gender plan of action being developed for the post-2020 global biodiversity framework (see <https://www.cbd.int/doc/recommendations/sbi-03/sbi-03-rec-03-en.pdf>) as a basis for the development of a gender action plan for CITES.

c) In paragraph c), the meaning of fair and equitable sharing of benefits should be clarified and alternative text is proposed to that effect. In place of *women and girls ...have the fair and equitable sharing of benefits arising from the use and trade of such wildlife*, it is suggested to put an emphasis on the engagement of women and girls in wildlife trade and the corresponding receipt of benefits to read: *women and girls ... can fully and effectively engage in wildlife trade, and receive a fair and equitable share of benefits arising from its utilization*.

d) In paragraph d), it is suggested that the CITES Gender Action plan should focus on reducing gender-based violence in wildlife trade chains as in subparagraph e) and f) to remain within the mandate of the Convention. In this context, see the IUCN report on [Gender-based violence and environment linkages](#).

e) In paragraphs e) and f), the text *in processes related to wildlife trade and related to wildlife trade*, are proposed to be added, in order to clarify the context in which gender equality, inclusive decision-making, participation and leadership are meant to be promoted, increased and strengthened.

f) In paragraph h), in order to avoid potential confusion between recommendations and specific actions within the gender action plan, it is proposed that *generate recommendations and* be deleted and replaced with *identify* before specific actions. Some editorial changes are proposed to distinguish the activities such as law enforcement and policy development, which may be considered separately from pathways through which wildlife are traded.

F. Regarding draft decision 19.BB directed to the Standing Committee, the Secretariat understands that the draft resolution referred to in the draft decision would be the Resolution on *Gender and wildlife trade* proposed for the present meeting. The Secretariat suggests that this be clarified in the event that the Resolution is adopted by the Conference of the Parties. If the Resolution is not adopted, the Secretariat recommends that the Standing Committee be directed to review the draft resolution and submit a revised draft to the CoP20, taking into consideration the discussions at the present meeting and any work on a draft CITES Gender Action plan by the Secretariat.

Additions are shown in underline text, and deletions are shown in ~~strikeout~~ text.

DRAFT DECISIONS ON A GENDER ACTION PLAN

Directed to the Secretariat

19.AA The Secretariat, subject to available resources, shall draw on knowledge, case studies, other relevant gender action plans and other relevant information on the gendered dimensions of wildlife trade, to develop a ~~gender~~ draft gender action plan for submission to the Standing Committee. ~~The draft gender action plan should potentially through the establishment of an inclusive and diverse intersessional working group at its 76th meeting following the close of the nineteenth Meeting of the Conference of the Parties [which should, *inter alia*...]~~

- ~~a)~~ draw on knowledge, case studies and other relevant information of the gendered dimension of wildlife trade;
- ~~ab)~~ take into account consider the needs of indigenous and local women and girls as well as local and traditional knowledge;
- ~~be)~~ ensure that women and girls have equal access to, and ownership and control over wildlife, can fully and effectively engage in wildlife trade, and receive a that they have the fair and equitable share sharing of benefits that arising arises for from its utilization, the use and trade of such wildlife, thus reducing poverty and gender gaps;
- ~~ce)~~ reduce gender-based violence in ~~access to wildlife resources~~ trade chains;
- ~~de)~~ promote gender equality, inclusive decision-making and participation in processes related to wildlife trade;
- ~~ef)~~ increase and strengthen the participation and leadership of women at all levels of decision-making related to wildlife trade;
- ~~fg)~~ enhance the full, equal and meaningful participation and leadership of women in processes of the Convention, including through the engagement of women's groups and women delegates; and
- ~~gh)~~ generate recommendations and identify specific actions ~~throughout the~~ across sustainable and legal wildlife trade chains, including ~~its~~ those for wildlife parts and derivatives, and including associated activities (from harvesting to the law enforcement process and policy-making generation).

Directed to the Standing Committee

19.BB The Standing Committee shall consider any draft gender action plan received from the Secretariat under Decision 19.AA and, if considered appropriate, submit a final version of that action plan, as an annex to ~~a draft~~ the Resolution on Gender and wildlife trade, for approval by the Conference of the Parties at its 20th meeting.

Directed to Parties and relevant stakeholders

19.CC Parties and relevant stakeholders, are encouraged to:

- a) support the preparation of the “CITES ~~and~~ Gender Action Plan” by sharing knowledge, case studies and other relevant experiences;
- b) strengthen the evidence base and understanding of the gender-differentiated impacts of wildlife sustainable use and trade, and fair and equitable benefit-sharing; and
- c) provide financial support towards the development and implementation of the Gender Action Plan.

DRAFT DECISION ON A GENDER ACTION PLAN

Directed to the Secretariat:

- 19.AA** The Secretariat, subject to available resources, shall develop a gender draft action plan for submission to the Standing Committee, potentially through the establishment of an inclusive and diverse intersessional working group at its 76th meeting following the close of the nineteenth Meeting of the Conference of the Parties [which should, *inter alia*...]
- a) draw on knowledge, case studies and other relevant information of the gendered dimension of wildlife trade;
 - b) take into account the needs of indigenous and local women and girls as well as local and traditional knowledge;
 - c) ensure that women and girls have equal access to, ownership and control over wildlife and that they have the fair and equitable sharing of benefits that arises for the use and trade of such wildlife, thus reducing poverty and gender gaps;
 - d) reduce gender-based violence in access to wildlife resources;
 - e) promote gender equality, inclusive decision-making and participation;
 - f) increase and strengthen the participation and leadership of women at all levels of decision-making;
 - g) enhance the full, equal and meaningful participation and leadership of women in processes of the Convention, including through the engagement of women's groups and women delegates; and
 - h) generate recommendations and specific actions throughout the sustainable and legal wildlife trade chain, including its parts and derivatives (from harvesting to the law enforcement process and policy generation).

Directed to the Standing Committee:

- 19.BB** The Standing Committee shall consider any draft gender action plan received from the Secretariat under Decision 19.AA and, if considered appropriate, submit a final version of that action plan, as an annex to a draft Resolution, for approval by the Conference of the Parties at its 20th meeting.

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- 19.CC** Parties and relevant stakeholders, are encouraged to:
- a) support the preparation of the "CITES and Gender Action Plan" by sharing knowledge, case studies and other relevant experiences;
 - b) strengthen the evidence base and understanding of the gender-differentiated impacts of wildlife sustainable use and trade, and fair and equitable benefit-sharing; and
 - c) provide financial support towards the development and implementation of the Gender Action Plan

DRAFT RESOLUTION ON *GENDER AND WILDLIFE TRADE*

NOTING that gender equality and gender mainstreaming are vital to global sustainable development efforts and have been recognized by various international agreements and policy instruments including the SDGs;

FURTHER NOTING that the engagement and empowerment of women is high on the UN agenda and is being achieved through gender programmes and action plans of various UN organizations; and that the United Nations General Assembly Resolution 70/219⁶ calling upon Member States to ensure full and effective participation and equal opportunities for women, and further call upon United Nation (UN) agencies to ensure gender mainstreaming into all UN policies and programs;

ACKNOWLEDGING that gender differences, norms and inequalities anchor and shape legal and illegal wildlife trade and the responses to it;

RECOGNIZING that in matters relating to wildlife trade, gender is generally overlooked, with little understanding and awareness of gendered dynamics of wildlife trade;

RECOGNIZING that women and girls are integrally involved in the conservation and sustainable use of biodiversity and protection of endangered species, and yet continue to face discrimination and remain marginalized in decision-making processes, and access and benefits from the sustainable use, trade and protection of wild species;

CONSIDERING that gender-blind approaches to tackling illegal wildlife trade result in huge gaps in understanding real-world illegal wildlife trade activities, processes, and opportunities for intervention;

CONSIDERING that a better understanding, and taking into account gender dynamics can improve the likelihood of conservation success, improve living conditions and governance and reduce conflict, while being a catalyst for challenging social inequalities and eradicate gender-based violence;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

1. URGES Parties to enhance efforts to understand the gendered dynamics of wildlife trade, with a view to taking these into account when designing responses and interventions;
2. ENCOURAGES Parties to ensure that research, programming, and monitoring activities related to wildlife trade become gender-aware and gender-responsive;
3. FURTHER ENCOURAGES Parties and relevant organisations to include gender-specific indicators and collect data disaggregated by sex, age and other demographic factors.
4. RECOMMENDS that Parties explore ways to further enhance the participation of women in conservation and addressing issues relating to wildlife trade, including CITES decision-making;
5. INVITES Parties to increase public awareness of the gendered dynamics of wildlife trade;
6. INVITES Parties and observer organizations to include women delegates on official delegations and provide learning opportunities at CITES meetings;
7. ENCOURAGES Parties, inter-governmental and non-governmental organizations and other appropriate bodies, to assist in capacity-building and research efforts with respect to considering gender in wildlife trade;
8. CALLS on donors and the international cooperation community to provide financial support and other means to achieve the objectives of this Resolution.

⁶ https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_70_219.pdf

**TENTATIVE BUDGET AND SOURCE OF FUNDING
FOR THE IMPLEMENTATION OF DRAFT RESOLUTIONS OR DECISIONS**

According to Resolution Conf. 4.6 (Rev. CoP18) on *Submission of draft resolutions, draft decisions and other documents for meetings of the Conference of the Parties*, the Conference of the Parties decided that any draft resolutions or decisions submitted for consideration at a meeting of the Conference of the Parties that have budgetary and workload implications for the Secretariat or permanent committees must contain or be accompanied by a budget for the work involved and an indication of the source of funding. The Secretariat proposes the following tentative budget and source of funding.

The Secretariat considers that the implementation of the draft resolution and decisions have implications for the workload of the Secretariat and the Standing Committee, which are not accounted for within the existing allocated budgetary and human resources. The Secretariat proposes the following tentative budget for the implementation of relevant activities subject to the availability of external funds.

Decision	Activity	Indicative costs (USD) (excludes Programme Support Costs - 13%)	Source of funding
19.AA	Development of a draft gender plan of action	20,000	Extrabudgetary
	Organization of an expert workshop to support preparation of a gender plan of action	40,000 to 75,000 depending on whether the workshop is held online	Extrabudgetary