

MAINSTREAMING GENDER INTO CLIMATE ACTION: LESSONS FROM PERU

**MAY 2019
CASE STUDY**

SUMMARY

- If countries are to successfully mitigate and adapt to climate change impacts while meeting their Paris Agreement commitments, gender responsive climate policies are essential.
- In 2014, Peru was the first country in Latin America to develop a gender and climate change action plan. This case study summarizes the subsequent successes and challenges the country faced in rolling out its Gender and Climate Change Action Plan across multiple sectors, providing lessons to inform other countries.
- Peru's experience demonstrates the benefits of top-level political will and strong coordination between national bodies that deal with climate change and gender equality. In addition, wide-ranging participatory consultations on the action plan integrated the views and needs of vulnerable populations, including rural and indigenous women's organizations. This has helped women to become agents of change in the climate arena.
- Ongoing challenges include: a lack of specialists in many sectors to effectively integrate gender into their programs; attitudes among some ministries that gender policy is limited to "women's issues" and not relevant to them; and a lack of budget allocations for gender-related actions.

IN CONTEXT: CLIMATE CHANGE VULNERABILITY AND GENDER IN PERU

Peru and its people will be highly affected by climate change, meeting seven of nine vulnerability characteristics recognized by the United Nations Framework Convention on Climate Change (UNFCCC) (Stevns, 2018). While worsening climate impacts will greatly affect the country as a whole, women and the poor are especially at risk.

Peru has experienced rapid economic growth, with its GDP multiplying by four between 2000 and 2013 and reaching USD 211 billion in 2017 (World Bank¹). This has sharply reduced poverty rates overall, but significant disparities remain in rural areas where the most vulnerable populations live, and where the highest rates of illiteracy, poverty and limited access to basic services are concentrated.

Climate change impacts exacerbate both of these socio-economic inequalities and endemic gender discrimination, placing women at an even greater disadvantage. Inequalities that can hamper women's ability to adapt to a changing climate include higher rates of illiteracy, especially among indigenous women, and large pay gaps, with women's average annual income at about 77% of men's in 2016. In many areas, gender discrimination also restricts women's access to resources such as

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¹ <https://data.worldbank.org/indicator/NY.GDP.MKTP.CD?locations=PE>

land ownership, credit, information, participation in decision-making, and technology, which in turn limits their ability to adapt to climate change. Rural and indigenous women, in particular, rely heavily on natural resources for livelihoods and basic needs, which climate change is making harder to secure.

At the same time, both women and men have enormous potential to be agents of change as communities across Peru seek to adapt to new climatic conditions. Among indigenous peoples, women are sources of local and environmental knowledge and can play a key role in family and community-level adaptation processes. Women are also typically responsible for making decisions about energy consumption in the home, which means they can act as key agents in mitigation efforts such as transitioning to solar power (MINAM, 2016).

Faced with this reality, and against a backdrop of growing recognition by the international community that climate change has differentiated impacts on men and women, Peru has become a regional leader in incorporating gender approaches into adaptation and mitigation policies.

MAINSTREAMING GENDER IN CLIMATE POLICY: A STRONG FOUNDATION

Peru emerged as a strong proponent of gender-responsive climate change action in the run-up to the 20th Conference of the Parties (CoP) to the UN Framework Convention on Climate Change (UNFCCC), held in Lima in 2014. As a result of the government of Peru's focus on gender, the world's countries adopted the Lima Work Program on Gender and Climate Change (LWPG) at CoP20. Over the following years, Peru developed a national Gender and Climate Change Action Plan (PAGCC) in collaboration with the Global Gender Office of the International Union for the Conservation of Nature (IUCN). Its government was the first in Latin America and the 19th in the world to produce a targeted plan, based on wide-ranging consultations with civil society, including women and women's organizations, to achieve gender-responsive climate policy. The action plan outlines specific actions and outcomes to mainstream climate change, gender, and intergenerational and intercultural approaches across eight priority sectors: forests, water resources, energy, food security, solid waste, health, education, and disaster risk management.

The PAGCC builds on a strong framework of national policy for integrating gender with national development policies. The National Policy on Gender Equality 2019-2030 sets broad gender mainstreaming objectives for public policies in Peru as well as specific climate-related actions such as management of conservation, recovery, and sustainable use of ecosystems and natural resources, with the participation of women, in a context of climate change. In addition, the National Climate Change Strategy, initiated in 2003 and revised in 2009, identifies gender as a cross-cutting implementation issue with a special focus on the poorest populations and at-risk groups such as indigenous peoples and rural communities.

The Gender and Climate Change Action Plan not only provides specific actions across sectors, but also addresses previous challenges encountered in mainstreaming the National Gender Equality Plan and National Climate Change Strategy's gender dimension. While Peru's Ministry of Environment

(MINAM) has supported gender integration, other sectors lacked the will and/or adequate capacity to do so effectively.

PAGCC's approach is to connect climate change, gender, and intergenerational and intercultural equity as cross-cutting issues as well as to link all relevant national policy and international agreements in a concrete and synergistic manner. The plan then proposes comprehensive, whole-of-government, multisectoral solutions to drive more efficient and effective national responses to the impacts of climate change. A survey of 330 national-level initiatives to address climate change found that 30 percent integrated gender, suggesting that Peru's efforts to pursue a whole-of-government approach to climate and gender action are bearing fruit.

IMPLEMENTING THE GENDER AND CLIMATE CHANGE ACTION PLAN

To develop the PAGCC, Peru's Ministry of Environment and Ministry of Women and Vulnerable Populations (MIMP) first analyzed national priorities in terms of climate change and gender equity. The government then presented draft gender-sensitive climate policies for discussion at two participatory workshops with civil society organizations and sector representatives, including more than 20 women's groups. This process resulted in proposed indicators and actions for eight priority areas critical to mitigating and adapting to a changing climate: forests, water, food security, energy, solid waste, education, health, and risk management. A team from the two lead ministries then evaluated the results and presented them to stakeholders in four macro-regional workshops for validation (MINAM 2016). In a diverse and multicultural country like Peru, this participatory process enabled the inclusion of a wide range of experiences and needs critical to address the gendered aspects of climate change. The workshops served the dual purpose of informing the plan's focus and actions while also promoting dialogue on gender and climate change in ways that strengthened participants' capacities, knowledge, and contributions.

Throughout the process, the ministries took steps to ensure equal and meaningful participation between men and women. After organizers observed that women contributed less than men in some gender balanced workshops, participants were separated into male and female working groups to discuss issues and then report back.

This resulted in the highlighting of additional gender issues that would have been missed otherwise.

The PAGCC was developed through participatory processes involving civil society organizations and sector representatives.

RESULTS ON THE GROUND

Through 2018, 18 gender-related activities mapped out in the action plan across four sectors were underway. These include training for ministry officials, preparation of guidelines by MINAM and MIMP on mainstreaming gender and climate change across sectors, new focal points in agencies, and focused multilateral coordination. In addition, a project where indigenous women share how they use ancestral knowledge in climate adaptation has resulted in a publication that can be used to scale successful women-led approaches. USAID/Peru has also used the PAGCC to frame gender equality mandates in the Green Infrastructure for Water Security program that it funds (Isaacson, 2018, see illustration).

Peru’s Framework Act on Climate Change, currently undergoing a participatory process, will consider gender in its approach and actions including implementation of the National Environmental Education Policy and the National Environmental Education Plan. Both the policy and plan will consider equality in climate change adaptation and mitigation, and will be translated into all local languages.

Illustration: the process, sectors and impacts of the Peru CCGAP



Source: IUCN

CHALLENGES TO PROGRESS

Sub-national and sectoral implementation

More than two years after its launch, the Peru Gender and Climate Change Action Plan is not being fully implemented in the country because the sectors in charge of its management have failed to put a process of vertical integration in place. Doing so requires identifying the right institutional mechanisms within each of the three levels of government to advance the plan's priority areas, since Peru's sub-national governments manage policies and resources relatively autonomously.

Gender-responsive budgeting

A major flaw in rolling out the PAGCC is that it does not have a specific budget for implementation. The MINAM Supreme Decree that approved it only establishes that state entities must provide resources in their annual budgetary requirements (Zegarra, 2017). In 2007, Peru's budget law introduced a results-based public policy strategy that included nine strategic programs for poverty reduction as national priorities. Some of these have explicit gender implications, including access to civic documentation, improvement of maternal health, achievements in education, and access to basic social services and markets. Yet, the lack of specific instructions to allocate dedicated budgets to address gender inequalities, and the lack of inclusive language in the national priorities, has prevented sufficient gender budgeting. Another opportunity for progress, the 2003 Participatory Budget Law, dictates that the capital investment costs of each regional budget must be developed with civil society input. However, while the law states that the process should embrace equality, women represent less than a third of participants. Barriers include a lack of literacy and identity cards among women, women's dual workloads at home and in the workforce, and weak organization of women's groups (McNulty, 2012).

Capacity building for gender mainstreaming:

Efforts to strengthen policymakers' capacity to mainstream gender in climate action is hindered by misunderstandings and bias about its value and applicability. Officials commonly view gender issues as primarily "women's issues" and therefore not as relevant to ministries outside MIMP. Another big capacity challenge is expanding gender mainstreaming into mitigation actions, with gender-responsive actions in energy efficiency, solid wastes, and forests a major focus for the PAGCC. While Peru now has a history of integrating gender through adaptation actions, government officials at all levels often perceive the links between gender and mitigation as solely a technical issue, ignoring social aspects. At the same time, gender specialists need to develop competence in environmental issues in order to contribute more effectively to the design and implementation of policies, plans and programs for climate change. In addition, changes in government may lead to policy reorientations (Zegarra, 2017).

DRIVERS OF SUCCESS

Strong political commitment

Peru's strong political will to integrate gender and climate change has been evident since the lead up to COP20. National policies, such as the National Climate Change Strategy and National Plan for Gender Equality 2012-2017, were strategically linked, creating a stronger strategy based on national interest. By linking the PAGCC with these existing national processes, the government avoided overburdening implementing actors and created a more efficient, coordinated process (Pearl-Martinez, Aguilar, Rogers, Siles 2013). In terms of driving on-the-ground action, this political will is exemplified by the Ministry of Women and Vulnerable Populations and the Ministry of Environment and the collaborative relationship between them.

Use of sex-disaggregated data and gender analysis in planning

Data gaps on the specific links between gender and climate change is a common barrier to effective policy responses, but in Peru several initiatives have built a strong base for understanding this link. When the Inter-American Development Bank (IDB) reviewed 1,235 unique indicators disaggregated by gender, 1,168 indicators were from Peru, the highest in the region (Betts, Paez, Kearney, 2016). Information that was fed into the PAGCC included the results of government studies, and a gender analysis developed by the USAID project PARA-Aqua on the Quilca-Chili and Chira-Piura watersheds to identify the needs of both women and men in adaptation strategies (AECOM, 2017). A capacity-building workshop where 50 representatives from about 27 organizations around the country identified differentiated impacts of climate change by gender supplemented data gaps.

Multi-sectoral coordination mechanisms and civil society engagement

To complement its broad cross-sectoral approach to climate change and gender, Peru recently established the NDC Multi-Sectoral Working Group. Made up of 13 ministries and the National Center for Strategic Planning, the working group's role is to implement Peru's NDC roadmap, including integrating gender dimensions through concrete actions. The NDC Partnership supports development of the NDC roadmap by identifying gaps in technical needs and providing assistance to improve engagement with non-public actors. In addition, the NDC Partnership is providing support to the government to align its NDC roadmap and PAGCC, to strengthen NDC-related actions and avoid duplication of efforts between implementing sectors.

LESSONS LEARNED

In addition to the drivers of success above, potential lessons that policymakers in other countries may draw from Peru's experience to date in mainstreaming gender into climate policy and action include the following:

- Strong inter-institutional coordination between national bodies that deal with climate change and gender equality supports more gender-responsive policies. In Peru, this is evidenced by the

close collaboration between the Ministry of Environment and the Ministry of Women and Vulnerable Populations.

- Involving a wide range of actors across civil society, government, and NGOs facilitated the sharing of knowledge on the state of gender and climate change and enabled stronger buy-in for the PAGCC's action agenda.
- Participatory consultations on public policy can help include the voices of vulnerable populations and the specific, differing needs among them. However, ensuring diverse representation across a country's population requires time, awareness-raising, and careful planning and design.

Replication and Scalability: The Role of IUCN

Since January 2010, IUCN's Global Gender Office has helped lead the development of national action plans on gender and climate change in countries and regions around the world. Standard elements of this development process include an understanding of the local political, socio-economic, and environmental circumstances; capacity-building to ensure strong engagement and ownership; and a meaningful participatory and multi-stakeholder process. On-the-ground capacity building and training – not only on the links between gender and climate, but also to build technical knowledge on gender and climate change – helps improve equal participation between genders in development. IUCN's approach also involves broad input from across sectors and departments of government, non-governmental institutions, academia, international institutions, and community groups to enrich the substance of the action plan and ensure greater collaboration and buy-in (Pearl-Martinez, Aguilar, Rogers, Siles 2013).

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