



Key messages

- Peru is making significant progress in integrating gender approaches in the country's climate change adaptation and mitigation activities. It is doing so via a participatory process involving five government ministries that play a priority role in climate action: Ministry of Environment, Ministry of Women and Vulnerable Populations, Ministry of Culture, Ministry of Agriculture and Irrigation, and Ministry of Energy and Mining.
- Between 2014 and 2019, progress was made through four distinct stages, each with its own complexity in terms of practical application. Each stage also required capacity-building for the various professional teams responsible for each task.
- As a result of this effort, 58% of climate change adaptation measures now include a gender perspective and have action plans and roadmaps. The next step involves the effective implementation and reporting of these measures in each sector.
- The challenge going forward is to include gender approaches in the implementation of adaptation and mitigation actions at regional and local levels. There is also a need to keep generating data at these levels in a way that supports timely feedback.

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Integrating gender in Peru's Nationally Determined Contribution

This inside story describes how Peru incorporated a cross-cutting gender perspective into the development of its Nationally Determined Contribution (NDC). It highlights key steps in the process and lessons learned.

Gender equity in Peru

Gender equity is not only fundamental for the development of societies and their respective economies, it is also a matter of human rights and social justice.

In 2019, Peru ranked 66 (out of 153) on the Global Gender Gap Index.¹ This index measures the parity between men and women in economics, education, health and politics. A score of 1.0 would signify total parity between the sexes, and 0 signifies total lack of parity. The higher the number, the higher the gender equality in a country. Peru progressed from a gender equality score of 0.66 in 2006 to 0.71 in 2020. Nonetheless, there are still areas where significant further progress is needed, namely in economic participation and political empowerment.

Nationally, awareness has increased about the inequalities faced by women in Peru today. Thus, the National Institute of Statistics and Informatics (INEI) has published a Gender Inequality Index in Peru (on a scale from 0 to 1) that explores the relative situation of women compared to men. This

indicator is based on three areas: reproductive health, empowerment and the labour market.

Contrary to the Global Gender Gap Index, for this Peruvian national index, the higher the value, the more inequality and, therefore, the greater the loss for human development. The Gender Inequality Index for 2017 was 0.386.² Although it has gone down compared to the year 2000 (0.526), there is still much room for improvement in each area.

Specifically, it appears that the participation of women in the labour market has experienced rapid growth, which makes it possible to foresee that gender gaps in this area will diminish. However, it remains true that women are paid less for a working day than men. In addition, the study indicates high labour participation of rural women in economic activity (70.6%), especially in subsistence agriculture, but with no labour rights or benefits. With regard to the illiteracy rate, the gap between men's illiteracy (7.4%) and women's illiteracy (23.5%) in rural areas remains high, and for urban areas the rates are 1.7% for men, but 5.3% for women.

Gender matters are intertwined with climate change, as the negative impacts of climate change differ not only according to geographic characteristics, but also the structure of socioeconomic groups and gender roles. Women are often more vulnerable to climate change because their capacity to adapt in the face of the risks or participate in actions that help reduce greenhouse gases is limited by their place in society. Hence, it is important to develop programmes and projects to mainstream gender-sensitive approaches in adaptation and mitigation.

Integrating gender in Peru's NDC process

Over the last few years, Peru has been working to include gender approaches in the preparation of the country's NDC. This has been driven by the national and international context, and is set within Peru's comprehensive

climate change management framework. Peru's approach does not solely focus on gender, but also includes "intercultural" and "intergenerational" considerations. This recognises that different cultures and ethnic groups, as well as different age groups including the youth and the elderly, are also impacted by climate change in diverse ways.

The gender integration process followed four different stages between 2014 and 2019 (see Figure 1).

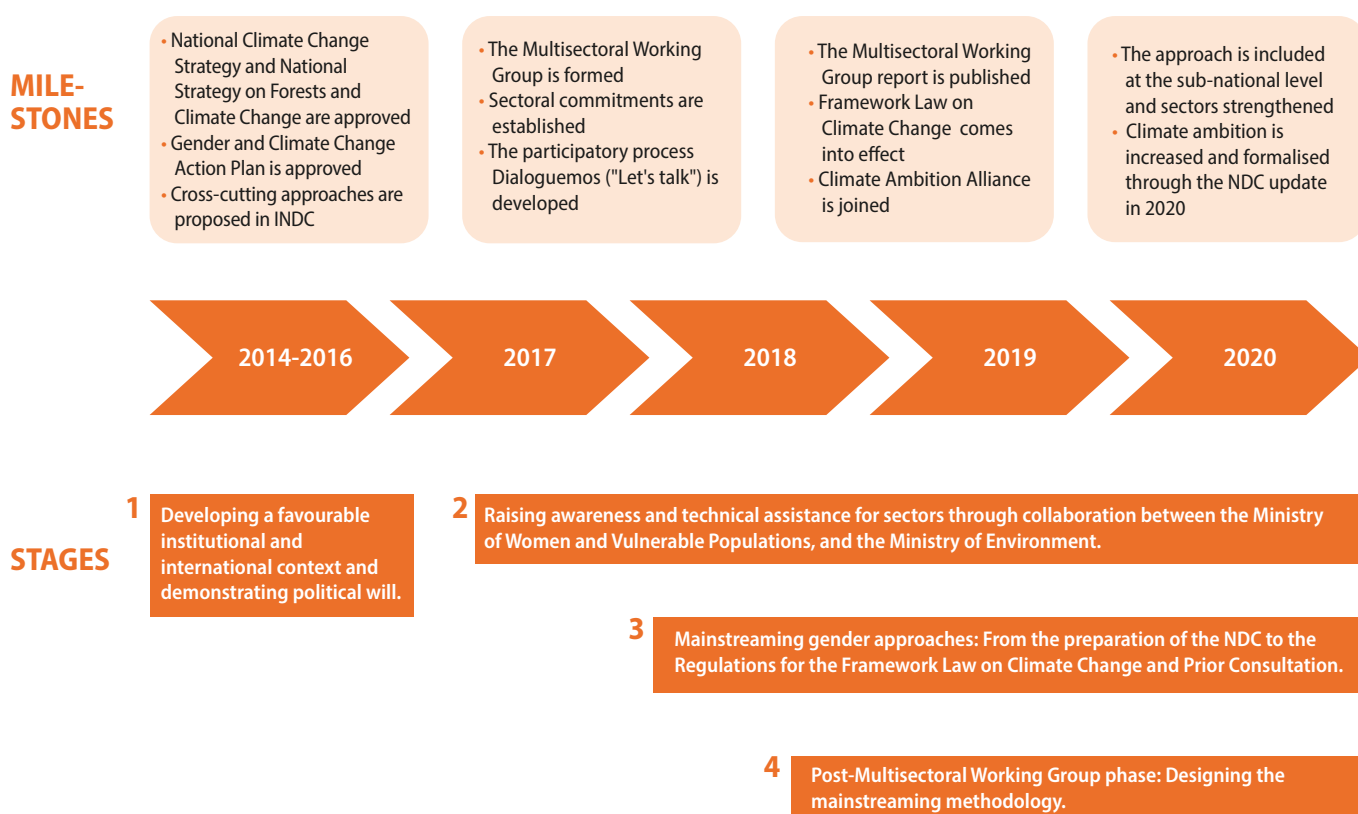
Stage 1: Developing a favourable institutional and international context and demonstrating political will (2014-2016)

Peru has been focused on addressing climate change since 2003, in line with national goals for economic development, poverty reduction, and social inclusion. This has included a robust participatory process and consultation with citizens. Building on

this solid foundation, Peru prepared its Intended Nationally Determined Contribution (INDC)³ and presented it on 26 September 2015, within the framework of the United Nations Convention of Climate Change (UNFCCC). The INDC announced Peru's national commitment to reduce greenhouse gas emissions by 30% by 2030, to undertake concrete actions to achieve those reductions by the target year, and to prioritise adaptation in the vulnerable sectors of water, agriculture, fishing and aquaculture, forestry and health. The INDC commitment included five cross-cutting approaches⁴ to address climate change adaptation, one of them being gender.

In the following years, further strategies and action plans were developed. In 2015, the update to the National Climate Change Strategy⁵ was approved, guiding the actions of the Ministry of Environment and providing the

Figure 1. Timeline for incorporating gender in Peru's NDC



institutional and governance framework for implementing climate actions. In 2016, the National Strategy on Forests and Climate Change⁶ was approved. The strategy highlights gender equity and equality among its principles. Both strategies recognise the differentiated roles of men and women in relation to climate change and forests. In addition, the National Strategy on Forests and Climate Change included actions focussed on strengthening the institutional framework for gender and intercultural approaches.

In 2016, the Gender and Climate Change Action Plan⁷ was completed,

making Peru the first country in South America and the 19th in the world to publish this type of document. The Gender and Climate Change Action Plan seeks to guide the different state entities to reduce gender inequalities in managing greenhouse gas emissions and adapting to climate change. It promotes actions to give women and men the same opportunities to tackle the impacts of climate change.

The plan outlines the priorities of different actors at the national and subnational levels in eight areas: forests, water resources, food security, energy, solid waste, education, health

and well-being, and risk management. For each priority area, existing data on gender gaps related to climate change are presented. A matrix is also included that details strategic objectives, results, indicators and actions for incorporating gender across four specific areas: 1) information management, 2) capacity building, 3) management of policies and instruments, and 4) measures for adaptation and mitigation.

Stage 2: Raising awareness and technical assistance for sectors through collaborative work

This stage includes the period between 2017 and 2018. As in the previous stage, certain actions were framed as milestones. The three most prominent ones are as follows:

a. Establishing the Multisectoral Working Group to guide NDC implementation

To promote coordinated climate action, Peru created the temporary “Multisectoral Working Group”,

The Gender and Climate Change Action Plan-Peru (2016-2021) proposes comprehensive and multisectoral solutions built collectively and by consensus. Its main objective is for the Peruvian state, in its three levels of government (national, department and province-level), to include gender approaches when dealing with the adverse effects and opportunities related to climate change.



Sixth meeting with the Agriculture and Forestry sector. © Ministry of Environment of Peru (MINAM)

in charge of generating technical information to guide the implementation of the Nationally Determined Contribution.⁸ The Working Group was created temporarily and made up of representatives from the Ministries of Environment, Foreign Relations, Agriculture, Economy, Energy, Transport, Production, Housing, Education, Development and Social Inclusion, Culture, Women and Vulnerable Populations, and the National Centre for Strategic Planning. The sectors were identified by the Ministry of Environment and the Presidency of the Council of Ministers. The number of participants for each sector varied from three to six, from different offices of each ministry.

The diverse composition of the Working Group reflected Peru's effort to include cross-cutting gender, intercultural and intergenerational approaches in formulating and delivering the NDC through various strategic planning instruments.

As a starting point specific actions were prioritised: understanding the role of gender in the different sectors, reviewing each of the NDC's measures, establishing commitments in each

sector, and analysing these measures with respect to vulnerable groups. During 2018, the Ministry of Women and Vulnerable Populations, advised by the Ministry of Environment, began supporting the sectoral ministries in charge of implementation – raising awareness of how to include gender in different mitigation and adaptation measures.⁹

b. Raising awareness and providing training

Starting in December 2017, various training processes were held both for the Working Group members and for other state entities. General training was conducted for the sectors in charge of implementing gender approaches (production, health, water, agriculture, transportation, social inclusion). Later, this training was supplemented in a more specific way, depending on the sector, the level of interest and the required depth.

c. Analysing NDC measures from a gender perspective

During 2018, meetings were held with the various sectors to analyse their implementation plans for gender approaches in the prioritised areas for adaptation (agriculture, forestry, fishing and aquaculture, health and water) and

to share tools for integrating gender into their respective adaptation and mitigation measures. The measures were then analysed and additions made to the NDC in order to incorporate a gender perspective (see Table 1).

Going forward, it is important that the Ministry of Women and Vulnerable Populations and the Ministry of Environment commit to carrying out analysis on a regular basis to identify structural causes and forms of discrimination. However, international support is required because Peru does not typically allocate public resources for research.

To carry out this analysis, the starting point should be the Gender and Climate Change Action Plan-Peru, which provides guidance regarding what needs to be done at the national level to analyse structural causes of inequality, identify forms of discrimination, and strengthen capacities on the topic. It is then up to the women's and environment ministries to provide technical assistance to complement this analysis. From there, it is the responsibility of each sectoral ministry to apply the findings in their specific areas. There are already several interesting results from this type of cooperation in 2020.

Table 1. Example of incorporating gender approaches in adaptation and mitigation measures in rural areas

Adaptation and mitigation measures	Actions planned with rural women
Implementing interventions related to planting and water use in support of agriculture-related water security in climate-vulnerable river basins.	Adapt the awareness- and capacity-building plans of the relevant water management bodies to include gender and intercultural approaches.
	Strengthen the capacities of community leaders responsible for promoting the relevant practices.
Managing natural grasslands to ensure livestock are fed and thus reducing their vulnerability to climate change.	Strengthen capacities and technology transfer to farmers and land managers, to integrate a gender perspective.
Using renewable energy technologies to bring electricity supplies to off-grid areas.	Design and manage a technical institute for rural women that will enable the inclusion of various subjects related to rural development and sustainable housing, in which women would have the opportunity to get involved in energy-related matters (for example, electrification, cooking and heating) with a special emphasis on renewables.

For example, Forest Trends, an organisation that has received international funding from the United States and Canada, has prepared a study on “The gender gap in water and natural infrastructure management” as well as an infographic for dissemination (see page 7 and Figure 2).¹⁰

Another interesting example of joint work is the publication of guidelines to explain how to include gender approaches in climate change adaptation measures related to water for agricultural use under the state of emergency due to the Covid-19 pandemic. This was accomplished thanks to the support of Adaptation to the Impacts of Climate Change on Water Resources in the Andes (AICCA) project, financed by the Global Environment Facility via the Development Bank of Latin America and executed by the Consortium for the Sustainable Development of the Andean Ecoregion.

d. Including citizen participation

Citizen participation is essential to

achieve sustainable development that is low in emissions and resilient to climate change. In order to encourage participation in the comprehensive management of climate change, an initiative called “Dialoguemos” (“Let’s talk”) was created in 2018 (see Box 1).

From October 2017 to November 2018, 26 different “Let’s talk about the NDC” events (see Box 1) were organised in the form of national and regional meetings, business meetings and executive breakfasts. They covered all the regions of the country, convening more than 1,500 key actors at national, regional and local levels, from different interest groups across the public sector, business associations, companies, farmers and land managers, international donors, NGOs, research centres and indigenous peoples. The themes of the events were targeted to the group in question, and covered both adaptation and mitigation aspects of Peru’s NDC.

These spaces for participation made it possible to create links with citizens,

as well as provide information, collect contributions, and help people learn about (and recognise) their own climate actions. In the course of creating these spaces, the need to empower women and strengthen their capacities and abilities to self-organise was notable. But we also observed that it is necessary to find ways to build new masculinities, making it clear that the gender approach does not imply only working with women.

The following outcomes of the “Let’s talk” dialogues were achieved:

- Gender approaches have been effectively included in the concept of comprehensive climate change management (through Article 5.15 of the Regulations for the Framework Law on Climate Change (RFLCC)).
- Each sector involved has allocated a budget to mainstream gender approaches or implement climate change adaptation measures that include the gender approach. It remains a challenge to allocate public funds for research related to the structural causes of discrimination and identification of gender gaps and, as mentioned above, international support is required to partner with Peru in order to meet this need.
- Sectors have generated more detailed gender-related analyses. For example, the Ministry of Energy and Mines developed materials such as a video that showcases ‘e-Mujer: the energy school for women’, where women are trained in renewable energy technology deployment.¹¹ The National Water Authority, with the international support from the United States and Canada, published a report on “Gender approach and adaptation-related Nationally Determined Contributions: Water for agricultural use in the context of Covid-19”.¹²
- There has been an increase in requests from the stakeholders working at sectoral level for tools to include the gender perspective.

Box 1: What is Dialoguemos?

Dialoguemos (“Let’s talk”) is as a continuous, participatory process of meetings and multisectoral exchanges between multiple actors and governance levels in order to raise awareness and discuss adaptation and mitigation responses that will be part of Peru’s comprehensive management of climate change.

Who is it for?

Public sector, private sector, academics, non-governmental organisations, international cooperation, youth, people of African descent, women, indigenous villages and general citizens.

Four formats have been created for the Dialoguemos space:

- Let’s talk about the Regulations for the Framework Law on Climate Change
- Let’s talk about Peru’s NDC
- Let’s talk about forests and climate change
- Let’s talk about desertification and climate change



Event participants: “Let’s talk” about the Framework Law on Climate Change (FLCC). © Ministry of Environment of Peru (MINAM)

Stage 3: Mainstreaming gender approaches (2019)

During this stage, the most relevant milestone was the Regulations for the Framework Law on Climate Change coming into effect in 2019. This law laid out the principle that the state must guarantee timely and effective participation and consider intercultural and gender approaches.

Similarly, the law is governed by diverse approaches to climate change management. These include an expectation that intercultural, intergenerational, and gender equality approaches should be applied, in line with the National Gender Equality Policy and the Law on Equal Opportunities for Women and Men.

Stage 4: Post-Multisectoral Working Group phase for NDC implementation

a. Designing a mainstreaming methodology (2019-2020)

In 2019, the design of a methodology began for including cross-cutting (gender, intercultural and intergenerational) approaches in the NDC, as well as regional and sectoral climate change planning (Figure 2). This training and communication programme, developed by the Ministry of the Environment together with the Ministry of Women and Vulnerable Populations, helps the decision-maker to understand the different impacts of climate actions on men and women, and how to integrate their needs and interests in designing and implementing public policies.

The mainstreaming methodology aims to include gender approaches (as well as intercultural and intergenerational approaches) in the comprehensive management of climate change.

To achieve this, it suggests general guidelines for adoption across four dimensions:

- **policy** – a commitment to and allocation of resources at sectoral and subnational levels;
- **institutional** – the development of technical capacities and policy instruments;
- **executive** – the implementation of the NDC and generation of knowledge about policy instruments; and
- **citizen participation** – the inclusion of citizens in mainstreaming processes.

Currently, adaptation and mitigation measures are being assessed in terms of the degree to which they contribute to the Gender and Climate Change Action Plan and the National Gender Equality Policy. For example, in the fishing sector

Box 2: Gender gap in water management and natural infrastructure

The study titled “Gender gaps in the management of natural infrastructure and water in Peru” commissioned by Forest Trends, aimed to identify gender gaps and inequalities in the management of natural infrastructure and water. Gaps were evaluated using statistical information available at the national level and analysis at four sites, namely Huamantanga, Lima; Samanga, Piura; Chalhuanca, Arequipa; and Piuray-Ccorimarca, Cusco.

The main findings were:

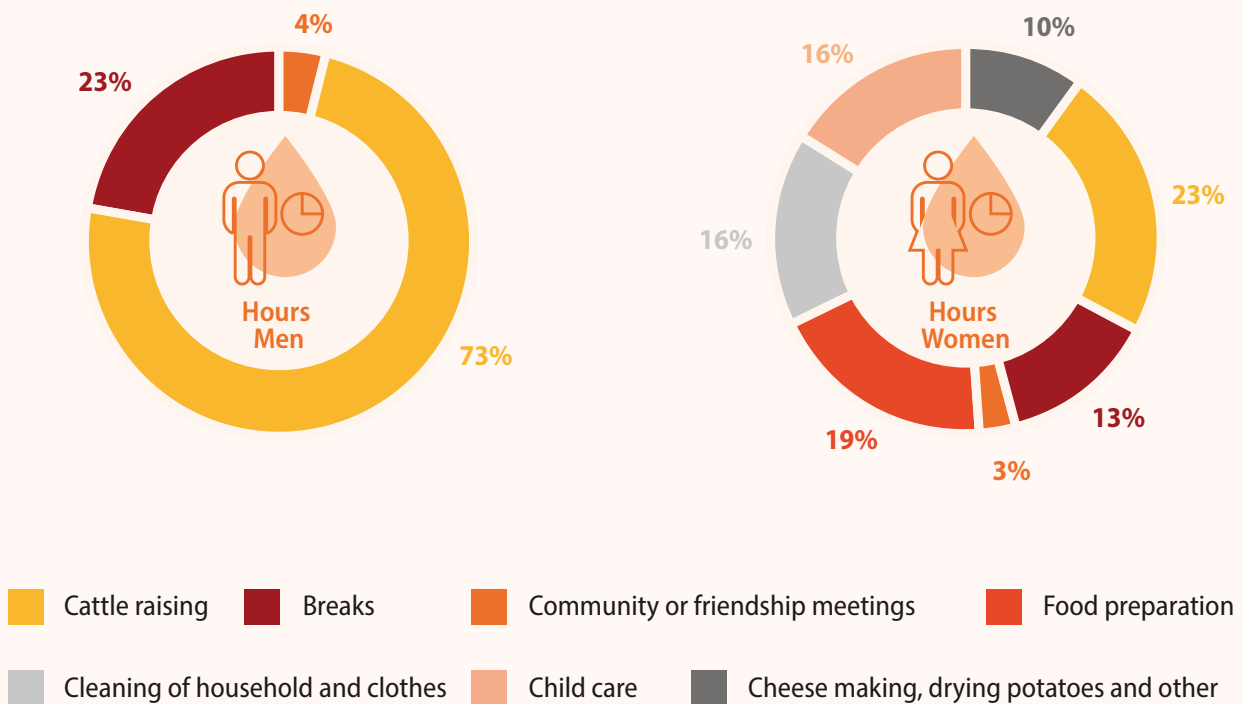
Despite their contributions, women participate less than men in decision-making related to natural infrastructure and water. Out of 20 key roles in water management evaluated at the national level, 19 are occupied by less than 35% women. Technical positions are almost always taken up by men, except those of a legal or social nature, while those in administrative positions (secretary, treasurer, etc.) are almost all women.

There are barriers to women participating in decision-making and benefitting from natural infrastructure and water. For example, women have less access to resources such as land and water. According to data from the National Agricultural Census (CENAGRO 2012), women run very small plots. In plots smaller than 0.5 hectares, the gender gap is smaller, and it widens as the surface area of the plot grows. Furthermore, this study revealed that women perform more unpaid domestic work and earn less income in the same jobs than men.

On the other hand, the National Time Use Survey (NTUS) carried out in 2010 showed that women work an average of 75:54 hours a week, of which 36:27 hours are dedicated to paid work and 39:28 hours are unpaid domestic work. With regard to men, their weekly work averages 66:39 hours per week, of which 50:46 hours are dedicated to paid work and 15:54 hours to unpaid domestic work. This trend in time-use is also seen at the regional level where natural infrastructure is managed.

Figure 2. Percentage of weekly hours that men and women dedicate to daily activities in Huamantanga.

Extracted from the research report: “Gender gaps in the management of natural infrastructure and water in Peru”.



Source: Primary research by the authors at learning sites in Huamantanga in the Lima region of Peru.

it has been identified that 56% of the measures contribute to advancing the aforementioned policies.

b. Enhancing climate ambition

During 2020, Peru joined the Climate Ambition Alliance,¹³ and the Ministry of the Environment then began working on a proposal to increase the ambition of the country’s NDC in 2020 and reach the goal of net-zero emissions by 2050. This goal is expected to be officially presented at COP26, the next conference of the UNFCCC.

c. Establishing spaces for dialogues with women

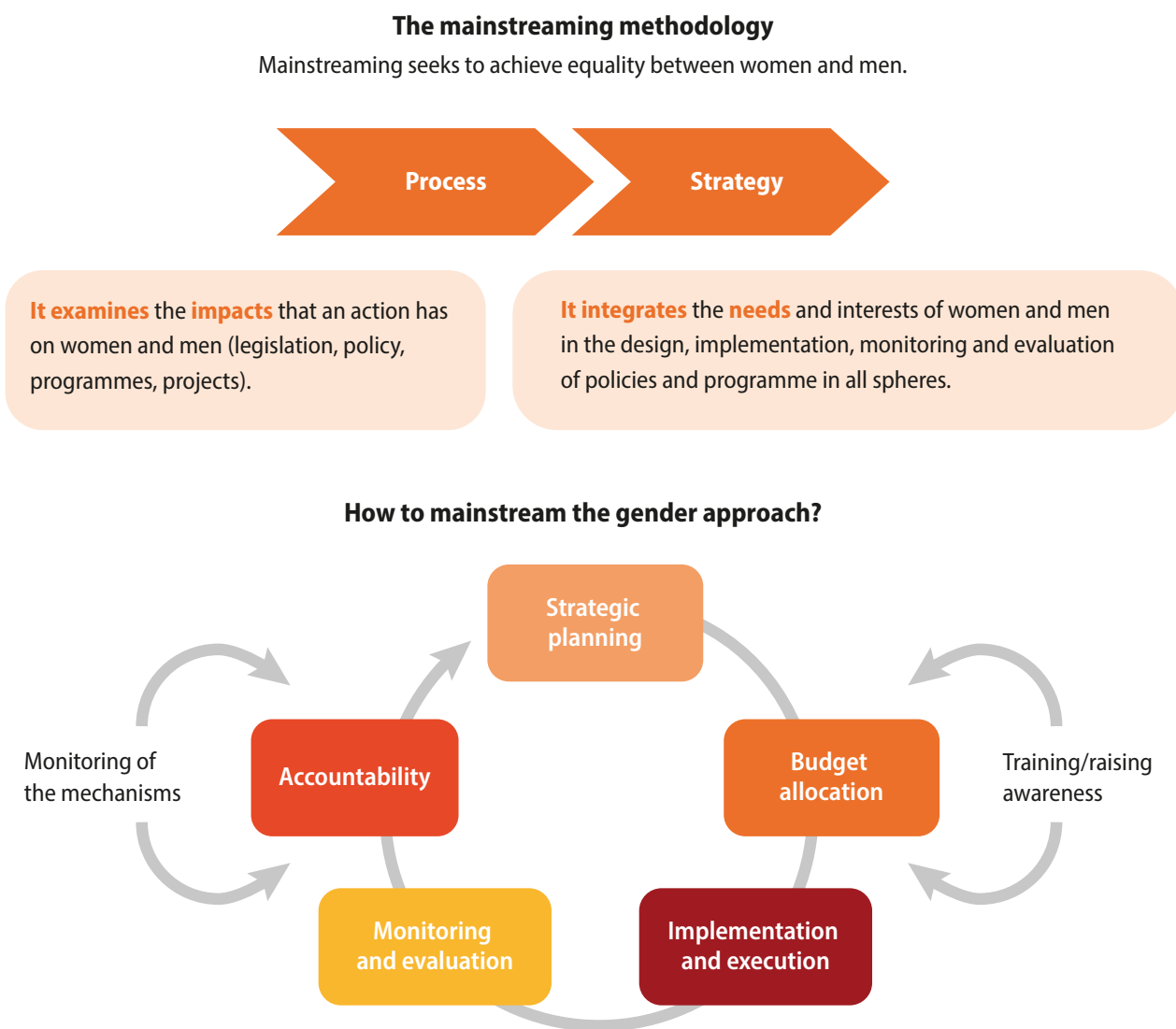
In coordination with other state policies, such as the National Gender Equality Policy, actions are being developed to help increase participation and improve the dialogue between rural and urban women’s organisations committed to the fight against climate change. Women’s participation is being emphasised in the National Commission on Climate Change¹⁴ (a multi-stakeholder forum on climate change) and in the coordination of comprehensive management of

climate change. The contribution of women is being recognised in the implementation of the NDC and the Framework Law on Climate Change and its regulations.

Achievements

- **Peru’s commitment and political will:** To summarise the above, since 2015, there have been several advancements in Peru’s commitment to tackling climate change and gender inequality – the

Figure 3. Methodology for integrating gender approaches





Indigenous women participating in “Let’s talk” about the Framework Law on Climate Change regulations. © Ministry of Environment of Peru (MINAM)



“Let’s talk” about climate change and forests. © Ministry of Environment of Peru (MINAM)

National Strategy on Forests and Climate Change highlighting gender equity principles; action plans that consider gender approaches; the collaborative cross-sectoral preparation of the NDC that considers gender as a cross-cutting theme; and the appointment of gender specialists in the Ministry of Environment and the Ministry of Women and Vulnerable Populations.

- **Establishing international commitments:** Peru’s presentation of its NDC at COP22 in 2016 demonstrated its commitment to international frameworks. Later, during the 2019 United Nations Secretary General’s Climate Summit, Peru signalled its intention to increase the ambition of its NDC in 2020 and reach the goal of net-zero emissions by 2050.
- **Incorporating gender approaches:** The inclusion of gender considerations as a cross-cutting theme in the NDC has helped ensure that gender is included in sector-specific mitigation and adaptation actions. Furthermore, mainstreaming the Gender and Climate Change Action Plan into the NDC enabled matching priority adaptation sectors and measures with complementary



Participants in gender training. © Ministry of Environment of Peru (MINAM)

gender-related actions. Currently, work is also being done on including gender as a cross-cutting theme at sub-national levels.

- **Inter-sectoral work:** The inter-sectoral nature of the work was valued by all the sectoral representatives interviewed for this study. The Ministry of Women and Vulnerable Populations and the Ministry of Environment also give their institutional support to this approach. This is a pioneering experience in the country, and officials from different sectors have gained experience on inter-sectoral working. According to those interviewed, the richness of the process has strengthened capacities across the sectors.

Challenges

- **Gradual and complex process:** The inclusion of gender approaches into climate policy and action is a complex and gradual process, which was not sufficiently considered in the beginning. At first, its scope was merely confined to the notion of developing inclusive language. Even the adequate use of inclusive language has been challenging.

- **Limited understanding of the subject:** Knowledge about gender and climate change issues is lacking. This limits progress, as this knowledge gap must first be addressed.
- **Institutionalisation of approaches:** Although all the interviewees indicated that there is a greater awareness of gender issues among civil servants, the approach is not yet institutionalised in any sector. Institutionalisation at a sectoral level would require ensuring that:
 - 1) sector budgets are allocated for training or activities with a gender perspective;
 - 2) the sectors request the Ministry of Women and Vulnerable Population's support in the mainstreaming process; and
 - 3) the annual sector plans include actions with a gender perspective.

Lessons learned

The following lessons can be drawn from Peru's experience:

- **The mainstreaming of gender approaches enables moving from initial resistance to transcending spaces and**

issues: In a context such as Peru's, a developing country where there was little awareness of gender issues, the inclusion and mainstreaming of gender approaches generated initial resistance in the areas where it was applied for the first time. However, because of its cross-cutting nature, it is gradually extending beyond the climate change arena. Peru's experience has also shown that resistance often occurs, for the most part, in the practical application of the approach, rather than at the political level. As proof of this, various political commitments to gender approaches have been strengthened – influenced by increasing national and international recognition of gender issues.

- **Cross-sectoral working increases the value added by each of the sectors toward overall progress, so strengthening their resolve to consolidate gender mainstreaming:** To feel a part of the process and with the same level of priority as the other sectors is a key factor in each sector's practical commitment to apply gender strategies and actions.

- **Clear methodologies and concrete tools facilitate the involvement of the sectors responsible for application:** In order for the mainstreaming process to be effective, it is essential to have clear methodologies and adaptable guiding tools for each implementing sector, which facilitate the active involvement of civil servants.
- **Having sufficient numbers of team members who are trained in gender approaches in each of the leading sectors and in charge of articulating the vision, is a key factor for advancing and consolidating the inclusion of gender:** The sectors in charge of both articulating and

implementing this approach have expressed that not having sufficient human resources with the necessary technical capacity is a very limiting factor, given the depth of the work involved in mainstreaming gender approaches in the practices of each sector.

- **Political support for gender issues must be tangibly reflected in the management tools of each ministry:** Once the political will to engage in gender approaches has been expressed by the sectors, this must take practical shape in the ministerial organisational charts, regulations and institutional management documents so that they include duties, staff and budget to carry out the required roles in practice.

- **Including gender approaches in NDC preparation highlights the role of women in managing and administering various natural resources:** Climate change adaptation and mitigation measures are not gender-neutral, and interventions must be assessed with this understanding. One example is irrigation boards, where women play a key role in all aspects of water management, but their participation in irrigation board decisions is absent. Evidence of the lack of participation of women in decision-making spaces, has also emerged in the study of gender gaps in water and natural infrastructure management, as mentioned in previous sections.



Sixth meeting with the Agriculture and Forestry sector. © Ministry of Environment of Peru (MINAM)

Endnotes

- ¹ World Economic Forum. (2019). *Global Gender Gap Report 2020*. Retrieved from: http://www3.weforum.org/docs/WEF_GGGR_2020.pdf
- ² The GDI is a methodology developed by the United Nations Development Programme (UNDP) that captures these dimensions in a synthetic index. This index is an important advance in gender equality measures.
- ³ Republic of Peru. (2015). Intended Nationally Determined Contribution (INDC) from the Republic of Peru. Retrieved from: <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Peru%20First/INDC%20Per%C3%BA%20english.pdf>
- ⁴ The five cross cutting issues identified in Peru's INDC for addressing climate change adaptation are: disaster risk reduction, resilient public infrastructure, poverty and vulnerable populations, gender and interculturality, and the promotion of the private sector.
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- ¹² <https://cdn.www.gob.pe/uploads/document/file/1451409/3.%20Cartilla%20del%20enfoco%20de%20g%C3%A9nero%20y%20NDC%20de%20adaptaci%C3%B3n%20al%20cambio%20clim%C3%A1tico%20agua%20para%20uso%20agrario%20en%20el%20contexto%20del%20COVID-19.pdf.pdf>
- ¹³ <https://unfccc.int/news/climate-ambition-alliance-nations-renew-their-push-to-upscale-action-by-2020-and-achieve-net-zero>
- ¹⁴ <https://www.minam.gob.pe/cambioclimatico/cncc/>



Participants in the "Let's talk" dialogues on the Framework Law on Climate Change (FLCC) regulations. © Ministry of Environment of Peru (MINAM)

Climate and Development Knowledge Network (CDKN)

The Climate and Development Knowledge Network (CDKN) works to improve the quality of life of the poorest and most vulnerable to climate change. We support decision-makers in the design and delivery of a climate-compatible development. In Latin America, the network's actions are coordinated and implemented by Fundación Futuro Latinoamericano.

Please visit www.cdkn.org

Fundación Futuro Latinoamericano (FFLA)

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Ministry of Environment of Peru

The Ministry of Environment (known in Peru by its Spanish acronym MINAM, for Ministerio del Ambiente) promotes the conservation and sustainable use of natural resources, enhancing biological diversity and environmental quality for the benefit of people and the environment in a decentralised manner and in coordination with public and private organisations and with civil society, within the green growth and environmental governance framework.

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