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Influencing Gender-Inclusive Climate Change Policies in Latin America

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Abstract

This paper provides an overview of the state of gender inclusion in national policies related to climate change in seven target countries of the CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS) in Latin America. A rubric for evaluating policies' levels of gender integration was developed based on guidelines and methods for gender inclusion. Preliminary findings suggest that gender-sensitive consultation processes and increased efforts at cross-sectoral coordination can lead to successful gender integration in climate change planning.

Keywords: Latin America, policy, climate change, gender

Introduction

Latin America is currently preparing for the impacts of climate change, and many governments and influential sectors are in the process of developing mitigation and adaptation strategies. As gender influences men's and women's experiences of climate change, associated vulnerabilities, and adaptation capacities, it is important that national policies on climate change adaptation incorporate gender concerns.

The following analysis provides an overview of the state of gender inclusion in policy and policy instruments related to climate change and agriculture in the CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS) target countries in Latin America. This desk review focuses on policymaking processes and does not address the impacts of the various policies reviewed; however, the analysis provides important baseline information on the state of climate change-related policies with respect to gender, and constitutes a critical first step in identifying the ideal political-institutional foundation for the promotion of gender-inclusive climate change planning.

We first provide a conceptual framework for understanding the importance of gender-inclusive policymaking. Next, we describe existing international mandates on gender equality as they pertain to climate change and sustainable development. Subsequently, we discuss the mechanics of integrating gender into a policy or program, in the process elaborating the method of evaluation used in our policy analysis. The results of the analysis follow, and we conclude with recommendations for policymakers.

Literature Review

Theoretical frameworks on gender-inclusive policies

Policies and institutions are products of socially constructed norms and consequently are not impervious to biases regarding gender and other aspects of social differentiation (Elson, 1999; Farah, 2010). Yet, many policies are designed to be "gender blind" (Burns and Patouris, 2014; UNDP, 2000; RECOFTC, 2015; Kabeer and Subrahmanian, 1996), making no distinction between male and female actors. A gender blind approach fails to take into account the socially ascribed roles, responsibilities, and relations that vary between men and women, and in so doing tends to perceive men as the primary beneficiaries of policies. Contrastingly, "gender aware" approaches differentiate men and women actors, recognizing that they have different needs and interests that may often conflict (UNDP, 2000; Brugere, 2014).

Gender aware approaches can be sub-categorized as gender neutral, gender specific, or gender transformative (Kabeer and Subrahmanian, 1996; RECOFTC, 2015; UNDP, 2000). Gender neutral policy design takes into account gender differentiated needs and responsibilities; while it does not seek to address any gender specific need, it is careful not to cause any unintended harm to one gender. A gender specific approach meanwhile aims to meet a need specific to either men or women; however, this type of policy design does not seek to address existing gender divisions of resources and responsibilities. A gender transformative approach is distinct from the previous two in that it focuses on effecting a change in gender roles or relations in order to promote gender equality.

In addition, a gender aware policy approach may seek to answer either gender-specific practical needs or strategic needs (Molyneux, 1985). A focus on practical needs seeks to answer the needs that men's and women's roles and obligations require; in comparison, when strategic gender needs are targeted, the intent is to change certain practices or institutions that structure the distribution of benefits between men and women. The two foci are not mutually exclusive; a policy may respond to both. Wisborg (2015) similarly distinguishes between a utilitarian vs. a human rights approach to gender equality in policy. A utilitarian approach focuses on the maximization of the common good via attention to gender considerations, while the human rights orientation prioritizes the promotion of gender equality.

The various frameworks highlight the importance of the processes underlying policy development and the extent to which actors involved in the policymaking process are committed to achieving gender goals. For example, Kabeer and Subrahmanian (1996) note that participatory processes can be key to ensuring that marginalized groups have the opportunity to represent their needs and priorities in policymaking. Molyneux (1985) emphasizes the importance of distinguishing among different approaches to gender inclusion and their corresponding policy consequences; certain approaches may result in gender interests being integrated throughout the policy, while others may result in an addressing of gender interests that are viewed as subordinate to "principal" policy objectives.

Our analysis makes recommendations for developing gender transformative policy approaches.

International mandates on gender equality

There exist important international mandates on gender equality for development policies, including climate change initiatives. We provide a summary below of the primary instruments that relate to rural development and environmental issues, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action, the Millennium Declaration and the Millennium Development Goals, and the United Nations Declaration on the Rights of Indigenous People (DECRIPS). We also discuss references to gender made by the United Nations Framework Convention on Climate Change (UNFCCC). All countries analyzed in this study have approved these instruments.

The United Nations adopted CEDAW in 1979, and an additional protocol on implementation was adopted in 1999. With regards to rural development, CEDAW posits that parties must take into account specific problems faced by rural women and develop measures to ensure that rural women are not prevented from participating in and benefiting from rural development. To this end, parties must ensure women's meaningful participation in decision-making in rural planning and guarantee their access to trainings, extension services, agricultural credit, loans, and technology (Aguilar, 2009).

The Beijing Platform for Action of 1995 developed detailed action plans for promoting gender equality and for ending discrimination against women. In its strategic objectives, it specifically addresses gender and the environment. For example, it states that women should be actively involved in environmental decision-making; emphasizes that gender issues should be integrated into policies and programs on sustainable development; and calls for evaluations of the impacts of development policies on women.

The Millennium Declaration calls for equal rights for all, independent of race, sex, language, or religion. Furthermore, it identifies specific values as fundamental to international relations in the 21st century, such as: equal rights between men and women; gender equity as an effective means of combatting poverty and promoting sustainable development; and the ability for all to benefit from new technologies. Several of the target countries analyzed below make reference to the Millennium Declaration and Development Goals.

DECRIPS, adopted in 2007, mandates the just application of the declaration to both men and women. Of particular consequence, DECRIPS posits that indigenous people have the right to participate in decision-making that affects their rights. It also highlights that indigenous peoples have the right to determine their priorities and strategies for the development of their territories.

While the UNFCCC makes no explicit references to gender, subsequent decisions of the UNFCCC do (Burns and Patouris, 2014). Decisions treating gender equality specifically highlight the need for gender balance in UNFCCC bodies (Decision 36/CP.7, Decision 23/CP.18). Furthermore, subsequent decisions call for workshops on gender and climate change policy within the UNFCCC for capacity-building purposes and for monitoring the implementation of gender-sensitive policies (FCCC/SBI/2013/L.16). One decision has additionally highlighted how gender equality is essential to effective climate change action (Decision 1/CP.16).

These decisions highlight the significance of gender considerations for adaptation; fewer decisions address gender's role in mitigation. While ten decisions on adaptation integrate gender references, with several stating that national adaptation planning must be based on gender-sensitive considerations (Decision 28/CP.7, Decision 5/CP.17, Decision 12/CP.18, Decision 18/CP.19), only three decisions on mitigation refer to gender. One calls for the investigation of the repercussions of implementation measures on vulnerable groups, including women (Decision 1/CP.16).

Other decisions make reference to gender. Decisions on finance mechanisms emphasize that they must contribute to gender-sensitive funding approaches. Those on technology transfer specify that these initiatives must address gender considerations. Capacity-building must take into account gender considerations, and with regards to damages and losses, there is a need for gender-disaggregated data to assess impacts on vulnerable sectors. A decision pertaining to agricultural sectors notes the importance of developing adaptation measures that take gender into consideration. Despite the multiple references in existence, the Women's Environment and Development Organization (WEDO) notes that gender-related language is still not robust enough to promote the implementation of gender-sensitive policymaking and actions (Burns and Patouris, 2014).

The climate change policymaking process

Historically, research and policymaking have significantly favored technical approaches to addressing climate change problems; in the process, they have neglected to consider social concerns. While recent policy solutions have attempted to address this gap, they often fail to consider gender equity aspects in a meaningful way, and many prioritize market-based solutions that could disadvantage women (due to women's relative lack of access to resources like land, credit, and capital).

The analytical framework developed by CCAFS for climate change policymaking disaggregates national adaptation planning into various stages and processes for examination, although the approach does not take into account gender equality considerations (Kissinger *et al*., 2013; 2014).

- Risk assessment and ranking: Risks are identified using varying means (such as modeling and scenarios analysis) and then are ranked according to urgency.
- Design of strategy and measures: This involves developing a strategy or action plan that prioritizes processes and results desired, and also identifies the institutional structures needed to accomplish this.
- Implementation: A concrete plan is constructed, including a system of monitoring and evaluation.

The framework also highlights that funding and capacity building, consultation and stakeholder engagement are integral to the above stages. Furthermore, the political economy context is critical to understanding the processes that are unique to each country's situation.

In comparison to the CCAFS framework, considerations for gender integration in climate change policymaking developed by the International Union for the Conservation of Nature (IUCN) and Global Gender Climate Alliance (GGCA) member organizations use similar stages and

processes; however, the guidelines direct themselves to earlier points in the policymaking process than those considered by the CCAFS framework (IUCN, 2011; Reyes, 2014). The latter guidelines also incorporate an analytical focus that is sensitive to social differentiation.

A new rubric for evaluating gender integration in climate change policy instruments

In general, gender considerations inform all stages of policy—from pre-planning through implementation—in order for meaningful gender integration to occur. Parallel or even prior to risk assessment activities, it is critical that a diagnostic phase focusing on gender differences take place. This diagnostic phase consists of a review of the available data that identifies existing gender inequalities. The review should allow for an understanding of the differential situations of men and women, and should involve sex-disaggregated data (when possible). After the completion of the data analysis, it becomes possible to evaluate the existence of inequalities between male and female groups.

While the CCAFS framework identifies consultation and stakeholder engagement as important to efficient adaptation planning, meaningful gender integration requires consultation activities that ensure equal representation of men's and women's issues. Gender equality should be emphasized as a crosscutting issue during consultations, and men's and women's equal participation in consultative workshops and meetings should be established. Additionally, it is important to identify stakeholder groups that represent women's interests and provide capacity building to women's groups so that they can participate meaningfully in consultations.

In the drafting and design of the document, it is critical that gender equality be highlighted in the priorities and objectives. The strategy or plan should make use of the sex-disaggregated data reviewed in the diagnostic phase and, correspondingly, address gender inequalities. In its content, the document should also recognize existing policies on women's rights.

Policy implementation and associated budgeting should also be based on gender equality goals. Gender indicators should exist for budgeting purposes. Gender equality goals should furthermore be critically considered in monitoring and evaluation.

Taking these considerations into account, the following rubric for evaluating the degree of gender integration in policy instruments related to climate change, agriculture, and food security has been developed (Table 1).

This rubric resonates with other frameworks and evaluative instruments for gender mainstreaming, such as the International Fund for Agricultural Development's (IFAD) Prerequisites for Gender-sensitive Design, developed for IFAD projects and programs (IFAD, 2003; IFAD, 2008a; IFAD, 2008b). It is important to highlight that the rubric is not meant to measure the mere mention of gender but rather enhance the capacity of policy instruments to comprehensively address gender considerations (IUCN, 2012).

Table 1: Rubric for degree of gender integration in climate change, agriculture and food security policies

Grade	Level of gender integration
Grade 1	No reference to gender issues
Grade 2	Gender mentioned in overall objectives but absent from subsequent implementation levels
Grade 3	Gender clearly presented as one relevant entry point in relation to main objective, but absence of clear road map leading to implementation
Grade 4	Gender included in action plan, but absence of clear earmarked resources for implementation
Grade 5	Gender included in document from objective down to action plan, with clear resources identified for implementation

Methodology

105 national-level policy documents related to climate change, agriculture, and food security from seven CCAFS target countries in Latin America were reviewed for their degree of gender integration. The seven countries were Colombia, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Peru. Central American regional documents were also included. Critical policy documents were identified via: the CCAFS Climate-Smart Agriculture Country Profiles for Latin America and the Caribbean; CCAFS Latin America country briefs on "The State of the Art in Climate Change, Agriculture, and Food Security"; discussions with policymakers from the target countries; and grey literature. The documents were furthermore categorized according to thematic area of focus: climate change; agriculture and food security; forest ecosystems and biodiversity; risk management; water and marine resources; and development planning. Climate change documents pertaining to the food and agricultural sector were categorized separately. National communications to the UNFCCC were also studied as a separate category of documents, due to the specificity of their purpose. The CONPES documents specific to Colombia's national policymaking processes were also categorized separately.

Table 2 summarizes the number of policies included in the review, by country and by thematic area of focus.

The policies, strategies, plans, and other instruments reviewed are meant to represent the countries' regulatory frameworks on climate change, agriculture, and food security. Despite the review's methodological objective, it is important to note that particular instruments were not included, notwithstanding their informative and influential value. For example, information on monitoring, reporting, and verification (MRV) systems were not included, due to the sole technical purpose of these documents.

Table 2: Total policies included in review by country and by thematic area

	Country/Region								
Thematic Area	*Costa Rica*	*Nicaragua*	*Colombia*	*Peru*	*El Salvador*	*Honduras*	*Guatemala*	*Central American Region*	**TOTAL**
Climate change policies	2	1	1	4	1	2	2	1	**14**
Agricultural sector climate change policies	1	2	0	1	1	0	1	0	**6**
National communications to UNFCCC	2	1	2	2	2	2	1	0	**12**
CONPES	0	0	5	0	0	0	0	0	**5**
Agriculture and food security	1	6	0	0	1	10	7	1	**26**
Biodiversity and forest ecosystems	4	4	1	7	1	1	5	0	**23**
Risk management	0	1	1	0	0	3	3	0	**8**
Water and marine resources	0	1	0	0	0	2	0	0	**3**
Development planning	1	2	0	1	0	2	1	1	**8**
TOTAL	11	18	10	15	6	22	20	3	**105**

In addition to the baseline policy analysis, four case studies of specific policy-making processes were carried out to provide further details on the processes underlying the development of the policies, strategies, plans, and other instruments studied. Where possible, supplementary information for the case studies was collected through semi-structured interviews with one to two functionaries from each of the government agencies or ministries primarily responsible for the policy. Accordingly, five key contacts in total were interviewed. The interview instrument used was based on the "Guidelines for Gender Integration in Agricultural and Climate Change Policies in Latin America," developed by CCAFS Latin America and the CIAT Gender and Policy research group (Tafur et al., 2015).

Results

Country by country highlights

Colombia

Out of ten policy documents reviewed, two make reference to gender, scoring a grade of 2 (See Figure 1). These are the National Counsel on Economic and Social Policy (CONPES) 3527 on Competitiveness and Productivity of 2008 and the Second National Communication to the UNFCCC of 2010. While CONPES 3527 recognizes the importance of a gender focus for national development, this does not carry into subsequent CONPES documents or other policies related to climate change (i.e. CONPES 3700). Similarly, though the Second National Communication at least cursorily recognizes the importance of a gender focus for climate change planning, subsequent policies related to risk management, forest ecosystems, and climate change do not gesture toward a gender focus at all.

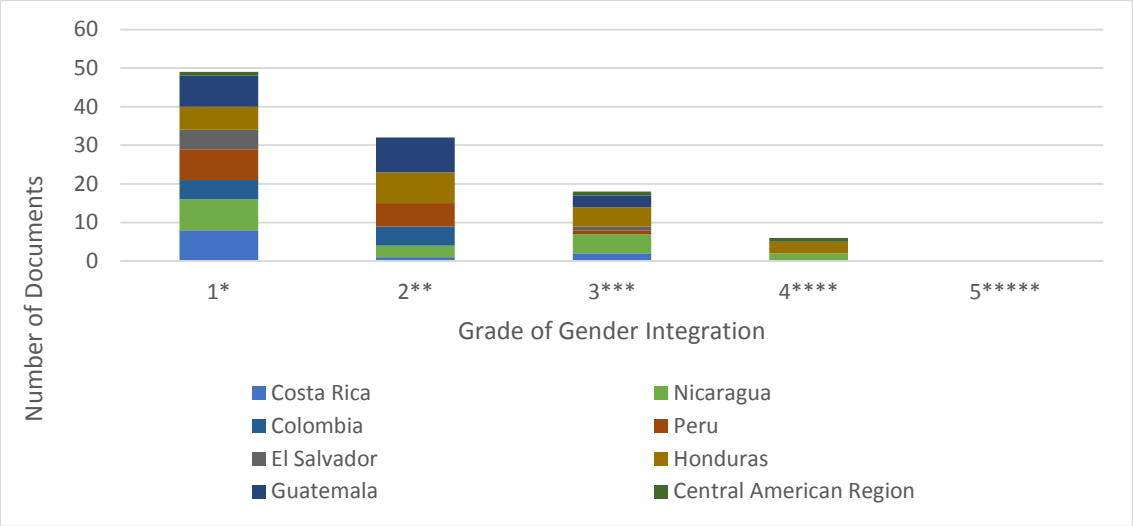

Figure 1: Gender Integration in Climate Change, Agriculture and Food Security Policies in Latin American Countries

Costa Rica

Of the 11 policy documents reviewed, those related to food security and to development planning clearly indicate gender as integral to their objectives (scoring a 3), while policies focusing specifically on climate change do not. The high-scoring documents in question are the State Policy for the Agro-Food Sector and Rural Development for 2010-2021 and the National Development Plan of 2011-2014. Subsequent climate change policies do not reflect this level of gender integration; for example, the National Action Plan and Strategy on Climate Change of 2012 makes cursory reference to gender, scoring a 2, but it does not identify it as key to achieving Plan objectives. Furthermore, although the agricultural sector integrated gender significantly in the above-mentioned food security policy, it does not reflect this in its sectoral Action Plan on Climate Change for 2011-2014, which scored a 1.

El Salvador

Of the six policy instruments reviewed, a policy from the agriculture and food security sector clearly indicated gender as key to its objectives, scoring a 3 (See Figure 1). This is the Family Agriculture Plan of 2012. All others, including those targeting climate change, made no reference to gender. As noted in other country highlights, increased cross-sectoral involvement in climate change policymaking would be advantageous in order to promote gender-sensitive planning. Whereas particular sectors—like food security, in this case—have made efforts to integrate gender in policies, this could spur more effective planning if the sector were to include climate change in its focus.

Guatemala

In Guatemala the food security sector makes notable efforts to include gender in its policies. In general, there exist a significant number of policies targeting food security (seven total) and forest ecosystems and biodiversity (five total); more importantly for this analysis, all the food security policies except one make efforts to integrate gender. It is worth highlighting that the majority of these food security policies focus on nutrition. Furthermore, of the three highest-scoring policies, two pertain to the food security sector while one pertains to development planning. Three climate change policies, four food security policies, one forest ecosystem policy, and one risk management policy make mention of gender. Of the three climate change policies, one—the Strategic Climate Change Plan of the Ministry of Agriculture, Livestock and Food of 2012—pertains to the agricultural and food security sector.

Honduras

In Honduras, the food security sector also makes significant efforts to integrate gender into its policies. All food security policies make an effort to integrate gender to a certain extent. For example, out of ten food security policies, three surpass a level 3 score, meaning that they incorporate gender into their action plans. Climate change policies make no reference to gender. None of the food and agricultural sector's policies address climate change, either. In this case, it would be beneficial for the sector to include climate change in its policymaking. Furthermore, increased cross-sectoral climate change planning that includes the agricultural sector could be helpful, in order to promote more effective, gender sensitive planning.

Nicaragua

In Nicaragua, the agriculture and food security sector makes notable efforts to integrate gender into its policy instruments. Of the policies that score a 4, one is from the food security sector and the other is from the forest ecosystems sector. All food security policies except one include gender to a certain extent. No climate change policies make reference to gender except for one, which comes from the agriculture and food security sector. This is the Climate Change and Variability Adaptation Plan of the Agriculture, Livestock, Forest and Fish Sector of 2013, scoring a 3. Increased cross-sectoral coordination with the agriculture and food security sector could be beneficial for climate change planning in this case, as well.

Peru

Peru has several policy instruments focused on climate change, including strategies, plans, and national communications; however, these either make no reference to gender or cursorily refer to

gender, scoring a 1 or 2 (See Figure 1). One policy on development planning, the Bicentennial Plan of 2012-2021, scored a 3. The plan includes a focus on climate change, although it does not incorporate gender in this section. Increased efforts to include gender and climate change in national development planning could prove beneficial here.

Central American Region

Policies concerning development planning, food security, and climate change exist at the regional level in Central America. In particular, the Regional Strategy on Climate Change of 2010 provides a helpful example and resource for integrating gender in climate change policy. This scores a 4, and can be drawn upon by countries in the region for climate change planning.

Analysis by thematic area

The results demonstrate that policies from the food security and agricultural sector make the most significant efforts to integrate gender (See Figure 2). These policies are found in Central American countries or the Central American region. Over half of the policies from this sector score a 3 or higher. All policies, except for three, at least refer to gender in their texts.

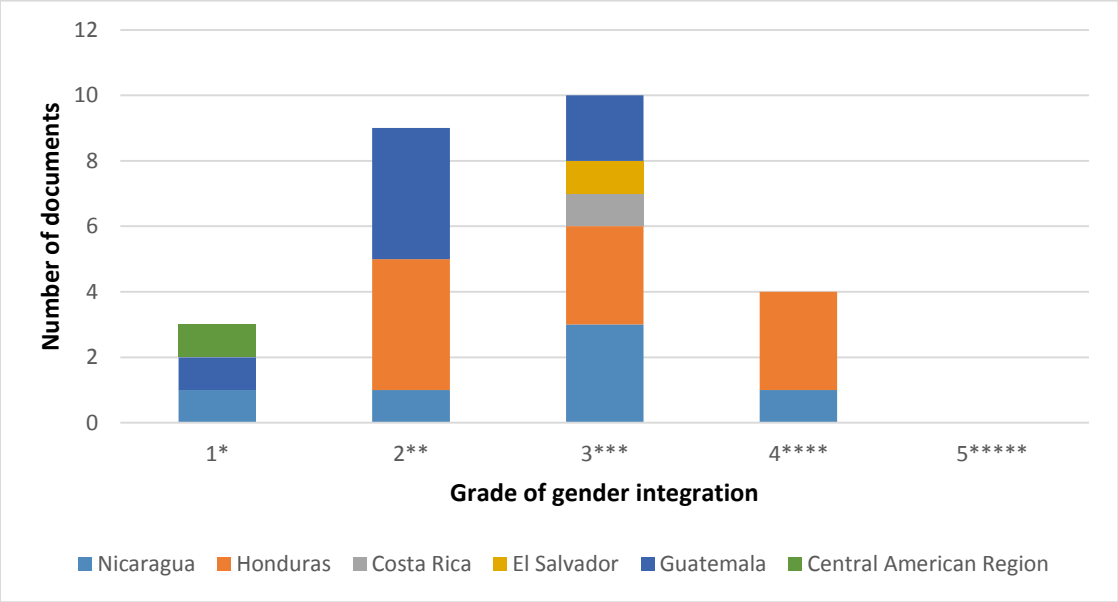

Figure 2: Gender Integration in the Agriculture and Food Security Sector

Policies from the sectors of development planning, forest ecosystems, and risk management make notable attempts to integrate gender, although not to the same extent as those from the food security sector (See Figures 3-5, respectively). These range mostly between scores of 1 and 3. All policies except for one from the development planning sector score above a 1. One-third of policies from the forest ecosystems and biodiversity sector at least make reference to gender. Also, one policy—Nicaragua's National Forest Program for Citizen Power of 2008—scored a 4. For risk management, three out of seven policies at least make reference to gender.

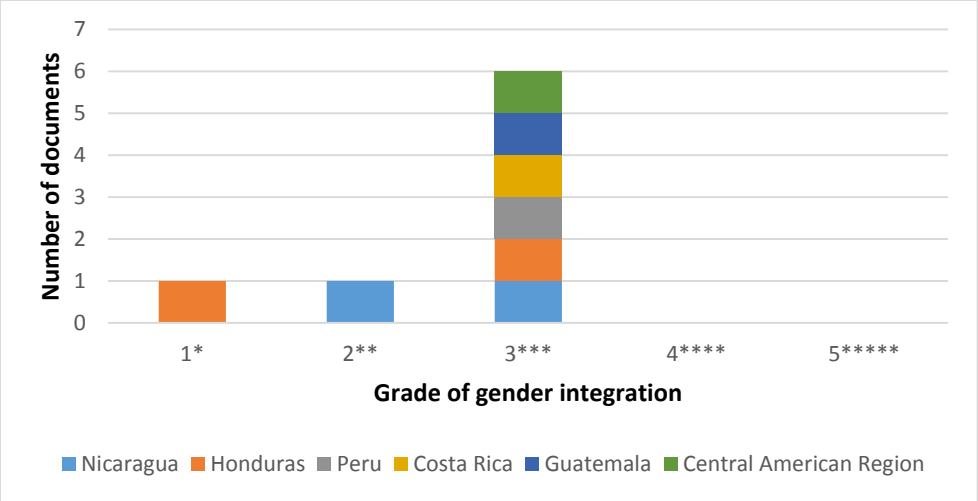

Figure 3: Gender Integration in the Development Planning Sector

Colombia's CONPES documents, due to their specificity, were reviewed separately. Most of these (except for two which scored a 2) made no reference to gender. While a category for the water and marine resources sector was also included, the number of policies available and pertinent to the analysis was low. Furthermore, these policies addressed gender aspects minimally: one out of the three policies reviewed referenced gender, scoring a 2.

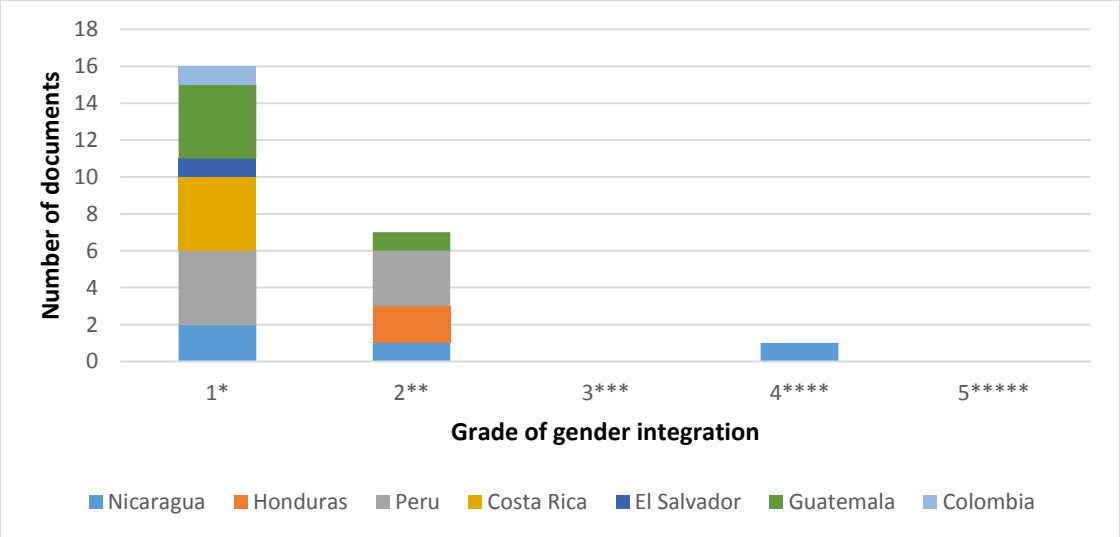

Figure 4: Gender Integration in the Forest Ecosystems and Biodiversity Sector

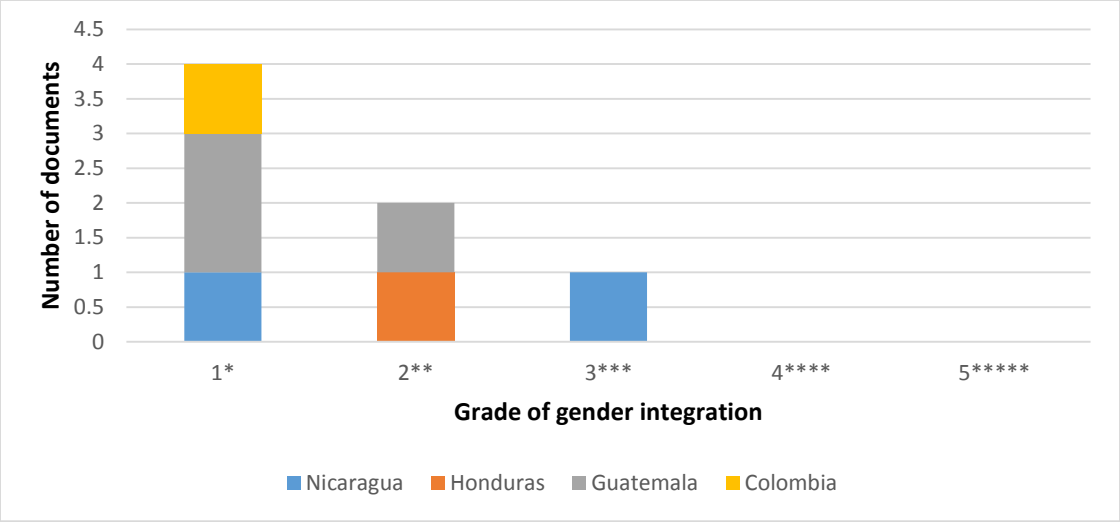

Figure 5: Gender Integration in the Risk Management Sector

With regards to climate change policies, these tend to not integrate gender significantly, at least not in comparison to those from the food security and agricultural sector (See Figure 6). Slightly over half of national level climate change policies do not include gender to any extent. Of those that do, the majority make cursory reference to gender, scoring a 2. The one policy that scored a 4 is the Central American Regional Strategy on Climate Change. Additionally, the majority of the national communications to the UNFCCC do not reference gender (See Figure 7).

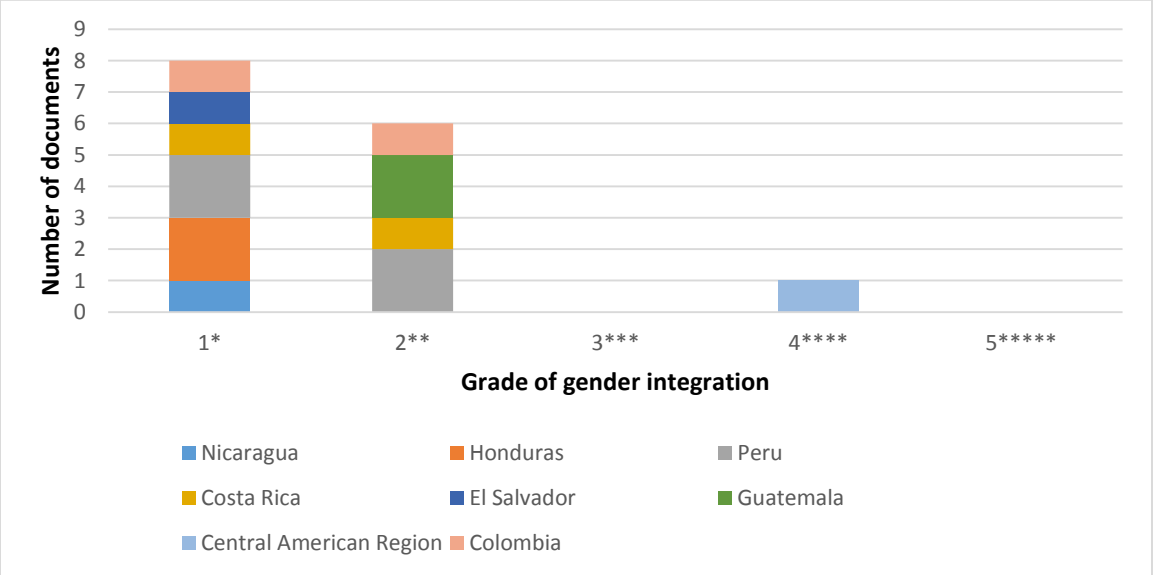

Figure 6: Gender Integration in Climate Change Policies, Laws, Plans and Strategies

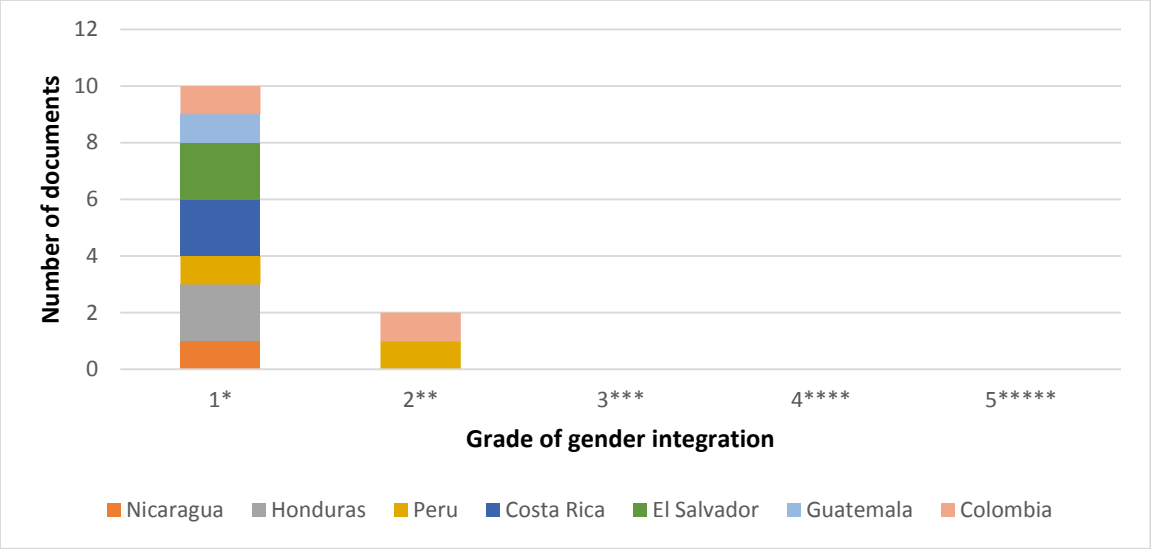

Figure 7: Gender Integration in National Communications to the UNFCCC

Similarly, climate change policies from the agricultural sector do not include gender significantly (See Figure 8). Two-thirds of policies make no reference to gender. Two policies scored a 2 and a 3, respectively: the Guatemalan agricultural sector's Strategic Plan on Climate Change and the Nicaraguan agricultural, livestock, forest, and fish sector's Adaptation Plan for Climate Change and Variability.

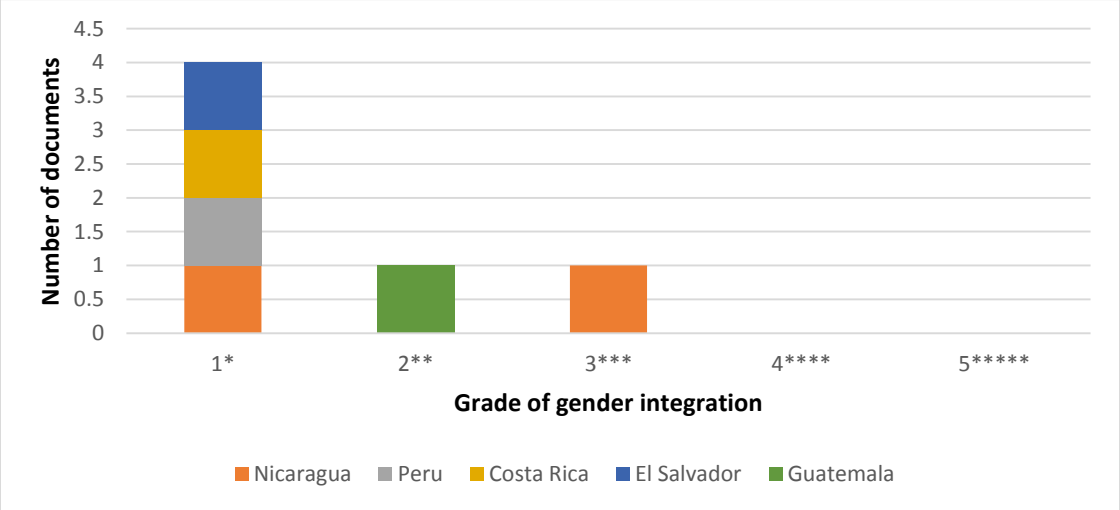

Figure 8: Gender Integration in Agricultural Sector Climate Change Policies, Laws, Plans and Strategies

Case studies

The following case studies allow for a more nuanced analysis of the institutional arrangements that promote gender integration. One to two cases were chosen from three primary categories of

documents, with a preference for cases that specifically address climate change or agriculture: 1) national communications to the UNFCCC, 2) national climate change strategies/plans/policies, and 3) agricultural and food security sector. Accordingly, the first and second national communications to the UNFCCC of Colombia and the National Climate Change Strategy of Peru and its updated version were chosen due to the positive change in the level of gender integration they demonstrated. The 2004-2021 State Policy for the Agri-Food Sector and Rural Areas of Honduras was chosen due to the country's seemingly gender-sensitive agricultural sector: in terms of high-scoring policies, strategies, and plans, Honduras was one of the leaders in comparison to other countries' agricultural sectors. Additionally, analysis of the Honduras policy provides information on the processes underlying the development of a more long-term instrument. That policy is also one of the few agricultural sector policies in the study to have been developed with a gender equity policy already in existence. Another agricultural sector that has a gender equity policy is that of Guatemala, with its Ministry of Agriculture's Institutional Policy for Gender Equality and Strategic Framework for Implementation 2014-2023, which came out just as the research for this article was being finalized; however, the Policy has yet to serve as an input for the development of new agricultural and related sectoral policy instruments. A case study of the Central American Regional Climate Change Strategy is also included because of its significantly high level of gender integration, although it was not possible to carry out semi-structured interviews with key contacts for the Strategy (as we did in the other cases). While the case studies provide additional details on policymaking processes, it is important to emphasize that the information gathered is preliminary and warrants additional research.

First and Second National Communications to the UNFCCC of Colombia

National communications are reports on implementation progress of the UNFCCC that signatories submit on a regular basis. While these are not policies per se, they constitute strategic country diagnostics that aim to provide foundational information and guidance for the development of national and sectoral policy.

Colombia's First National Communication to the UNFCCC (issued in 2001) made no reference to gender; however, its Second National Communication to the UNFCCC (2010) made notable efforts to include gender, addressing gender in its overall objectives, although not incorporating it into concrete steps of action, giving it a score of 2. In Colombia, national communications are led by the Hydrology, Meteorology and Environmental Studies Institute (IDEAM).

Incentives to include gender: Leading up to 2001, there were few existing guidelines from the UNFCCC on how to develop a National Communication. But by the time the Second National Communication was being prepared, there was more detailed guidance, a more substantial budget, and more time to thoroughly develop the Communication. Additionally, the process for the Second Communication was carried out across a greater institutional scale than what was organized for the first.

Mechanisms for including gender: For both the first and second communications, no support from a gender specialist, gender focal point from a government ministry, or organization with gender experience was sought. However, in comparison to the first, the second relied upon a more extensive participatory process for its elaboration. This process included Inter-Institutional Round Tables in which international aid agencies and public and private institutions participated,

as well as workshops to socialize results. This participatory process permitted the inclusion of diverse institutions and, consequently, the inclusion of gender in the Second National Communication.

Information sources: Neither the First nor the Second National Communication relied significantly on sex-disaggregated data or research specifically focused on identifying gender gaps.

Finance and monitoring and evaluation: Neither the First nor the Second National Communication had specific funding for gender inclusion. Neither considered means for the monitoring and evaluation of gender equality.

The National Climate Change Strategy of Peru and 2014 Update

Peru's National Climate Change Strategy of 2002 makes no reference to gender, scoring a 1; however, the updated version that was published in 2014 considers gender in the areas of climatic risk management and national development plans. Nonetheless, the gender perspective is not grounded in objectives and concrete activities and, for this reason, the updated Strategy has a score of 2. The Climate Change and Water Resources Authority of the Ministry of the Environment (MINAM) was responsible for the development of both strategies.

Incentives to include gender: The UNFCCC, as well as diverse policies and guidelines published by Peru's Ministry of Women and Vulnerable Populations, highlight the need for effective social inclusion, a key factor contributing to the updated strategy's inclusion of gender.

Mechanisms for including gender: Neither the strategy of 2002 nor its 2014 update utilized a gender unit or gender focal point. The 2014 update did rely on a general expert group to guide its development, as well as international documents (such as the Rio+ 20 Conference Report and other United Nations legal instruments) that emphasized the need to incorporate a gender focus in climate change planning.

Information sources: Neither version of the strategy made use of sex-disaggregated data, nor carried out an initial assessment of existing gender gaps.

Finance and monitoring and evaluation: Neither the strategy of 2002 nor its 2014 update designated funds specifically for gender inclusion. Neither considered means for monitoring and evaluation of gender equality.

The 2004-2021 State Policy for the Agri-Food Sector and Rural Areas of Honduras

The Honduras State Policy for the Agri-Food Sector and Rural Areas of 2004-2021 highlights gender equality as a crosscutting principle necessary for economic development and social justice. It addresses this clearly throughout the document; however, it does not reflect this clearly in an action plan, nor does it designate corresponding funds. Consequently, the Policy receives a score of 3. The Secretary of Agriculture and Livestock (SAG) was responsible for the development of the policy.

Incentives to include gender: The motivation to include gender in the Policy stemmed from a multi-stakeholder consultation process initiated at the beginning of the Policy's development. The government at the time (led by President Ricardo Maduro) instated a "Round Table on Honduran Agriculture" made up of diverse stakeholders (e.g. small and medium-holder producers, women, representatives of the agricultural industry, banking, and government sectors). The Round Table was divided into sub-groups: sugarcane, basic grains, African palm, vegetables, peasant agriculture, and gender. The Round Table established that it was necessary to recognize women's role as agriculturalists in the policy. The various sub-groups identified the need to adopt measures that recognized the needs and interests of rural women.

Mechanisms for including gender: As suggested above, participatory processes served as important mechanisms for the inclusion of gender in the policy. Rural women participated in all of the sub-groups of the Round Table, and a sub-group focusing on gender was formed, as well. In addition to these participatory mechanisms and tools, expert guidance was sought from international consultants.

Information sources: The policymaking process did not rely on sex-disaggregated data or other research to identify gender gaps. (Policymakers fault a lack of updated rural census data.)

Finance and monitoring and evaluation: Specific funds were not designated for gender inclusion in the policy; however, funds were allocated for the consultative processes associated with the Round Table and all its sub-groups, including that on gender. Primary institutions that provided funding for the policy's development were the Inter-American Development Bank and the United States Department of Agriculture. With regards to monitoring and evaluation of the policy, gender equality was not considered.

Central American Regional Climate Change Strategy

The Central American Regional Climate Change Strategy was the only climate change policy, law, plan, or strategy to score a 4. Gender equality is clearly identified among the strategy's cross-cutting strategic priorities, and it is applied coherently and effectively across sectors in the strategy's plan of action; however, the strategy lacks a clear identification of resources to carry out the measures and actions proposed, and consequently is not robust enough for the grade of 5. The System for Central American Integration (SICA) and the Central American Commission for the Environment and Development (CCAD) were primarily responsible for the Strategy; however, the level of gender integration in the strategy was largely a result of a process facilitated by the International Union for the Conservation of Nature (IUCN) and civil society organizations (IUCN, 2012).

Incentives to include gender: Interest in including gender in the strategy stemmed from an initiative coordinated through the Women's Forum for Central American Integration (FMICA), the Regional Unit for Technical Assistance (RUTA), and civil society organizations like (CoopeSoliDar) to carry out consultations with local men and women in four areas of Central America where women are most affected by the impacts of climate change. The consultations generated information on local level effects of climate change, as well as recommendations for climate change policy. The gender concerns that arose from the consultations helped to generate

interest in effectively considering gender aspects in the Regional Climate Change Strategy (then under development).

Mechanisms for including gender: The IUCN served as a primary institutional actor with gender expertise that helped facilitate the integration of gender into the strategy. The IUCN provided capacity building in gender and climate change themes to the strategy's regional technical committee. The IUCN credits the Strategy's level of gender sensitivity not only to the bottom-up processes underlying its development, but also to working partnerships among Central American governments, the women's movement, and civil society organizations.

Information sources: The information and recommendations generated by the consultations noted above served as important inputs.

Finance and monitoring and evaluation: Information related to finance and monitoring and evaluation was not available for this case study.

C**onclusions**

This analysis suggests that, across countries, a lack of articulation among policy instruments may hinder the development of a political-institutional framework that promotes gender inclusion in climate change planning. Correspondingly, increased cross-sectoral coordination could improve gender inclusion. Often, policies that effectively include gender in themes related to, for example, development planning or the agricultural sector, are largely overlooked when it comes to climate change policymaking. Additionally, policies from the agriculture and food security sector include a particularly high integration of gender concerns, in comparison to other sectors and themes across countries; in several instances, however, these do not extend to climate change planning. Accordingly, the inclusion of climate change in agricultural sector policymaking would also promote more effective gender-sensitive climate change planning. Although more countries from Central America than from South America were included in this analysis, the Central American region—particularly the agricultural and food security sectors of Nicaragua and Honduras—demonstrated significantly higher levels of gender integration compared to the other countries and sectors/themes. A closer investigation of the processes underlying policymaking in these countries—particularly in their food and agricultural sectors—would provide useful information on how to include gender in climate change policymaking.

Participatory processes can help promote the inclusion of gender in policymaking. Additionally, national policies on gender and social inclusion, as well as international legal instruments that effectively highlight gender equality as a crosscutting objective, can all provide important guidance and motivation for including gender. Alliances that include the state and civil society can introduce valuable gender expertise into the policymaking process, as well as promote a greater commitment to gender inclusion at the institutional level.

Our findings show that gender considerations must be taken into account from the beginning of a policy's formulation—from the setting-out of a policy's objectives to the design of its action plan to the construction of a supporting budget for implementation. In order for effective gender inclusion in policymaking to take place, our study found that policies must rely on: data and research that specifically identifies gender differences and trends; inclusive consultation

processes with diverse stakeholders; and specific funds allocated for the implementation of gender-sensitive policies and the monitoring and evaluation of same.

Such elements are important in order to ensure that gender is included in a meaningful way in climate change policymaking. It is critical that policies on climate change adaptation and mitigation be gender-aware; moreover, it is important that climate change policymaking recognize men's and women's differential needs and priorities as these relate to climate change adaptation. Increased research to identify mechanisms and processes that promote gender transformative policies are key to ensuring that climate change policies do not exacerbate gender inequalities, but rather reduce them.

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