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Gender equality, employment and green transition: policies for inclusive development

Peru in the «Fair transition energy and green job creation» study

COUNTRY

PERU

Peru is at a key moment in the implementation of a fair transition and energy transition model and in the creation of green jobs, as the country has updated its National Determined Contribution for the period 2021-2030. On January 25, 2022, the Ministry of the Environment of Peru declared the climate emergency of national interest by Supreme Decree. The country faces significant structural challenges, such as historical dependence on fossil fuels and the need to ensure equitable access to clean energy, especially in rural, indigenous and women's communities.

To overcome these barriers, Peru is working on the implementation of policies that incorporate cross-cutting approaches of gender and interculturality in the articulation of climate action. In addition, Peru has vast reserves of minerals critical for the energy transition, such as copper (10% of world reserves), zinc (8.1%) and silver (18%). These resources are essential for the production of clean technologies, which has the potential to have a significant impact on green employment.

1. Public Policy Review

1.1. National policies for a just and energy transition

* Regulation of the Framework Law on Climate Change: Adopted in 2019, aims to establish the principles, approaches and general provisions for coordinating public policies for integral management, participatory and transparent adaptation and mitigation measures to climate change, including the shift from the energy matrix to renewable and clean energies. It also considers cross-cutting approaches to interculturality, gender and intergenerational.

* National Environment Policy 2030: It was approved in 2021, with the desired future situation in 2030. Aims to reduce air, water and soil pollution, improve solid waste management and ensure that 64 per cent of the energy in the national electricity grid comes from renewable sources.

* National Policy: National Climate Change Strategy 2050: Adopted in 2024, it is the main instrument for comprehensive management of climate change that guides and facilitates action by the State at the national level on long-term climate change. Considers the gender and intercultural approach to climate change adaptation in national policies and regional and local development plans.

* National Energy Policy of Peru 2010-2040: It aims to meet the national demand for energy in a reliable and efficient manner, with emphasis on renewable sources and energy efficiency, self-sufficiency and universal access.

* National Decent Employment Policy: Adopted in 2021, it seeks to achieve fundamental labour rights, access to a fair income, and access to employment without any type of discrimination, mainly based on gender. Includes the need to promote the generation of green jobs with a gender dimension in the framework of a just transition.

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1.2. Planning tools and instruments

* Update of Determined Contributions at National Level 2021-2030: Peru increased its mitigation ambition and committed to reduce 30% of its GHG emissions by 2030. Highlights the importance of energy transition, with targets for increasing non-conventional renewable energies and energy efficiency. In addition, the update includes gender, interculturality, and human rights as cross-cutting principles.

* Wiñay Warmi Strategy: An intersectoral strategy that promotes better jobs and working conditions for women, thus helping to reduce the gender gap in access to decent employment and employability for women.

* Conceptualization of green jobs in Peru: Proposes a conceptual and operational definition of green employment for the private sector in Peru and provides ways to measure it, with the objective of supporting the Ministry of Labour and Employment Promotion in the process of collecting information related to green jobs in Peru, focusing on labor quality, social security, remuneration, formality and gender.

* Plan of Action on Gender and Climate Change: Its objective for a just energy transition is to incorporate the gender approach in policies and actions on energy efficiency, renewable energies and transport. Proposes to develop training programmes for women and men in renewable energy technologies for the maintenance of rural community energy.

* **Indigenous Peoples' Platform to Confront Climate Change**: Arises as a demand from the indigenous population of the country during the consultation on the Regulation of the Framework Law on Climate Change. Its functions include articulating and exchanging proposals for climate action by indigenous peoples with state actors. It is made up of representatives of indigenous peoples' and women's organizations and government representatives.

* Roadmap for Smart Grids in Electric Distribution 2023-2030: Establishes the strategy of Peru to drive the transition in electrical distribution towards smart grids, contributing to the achievement of the objectives of the National Energy Policy 2010 - 2040. Its objective is to achieve the migration from the traditional system to one that uses non-conventional renewable energies.

1.3. Inclusion of the gender dimension in public policies

The National Gender Equality Policy (PNIG): It is an initiative of the Peruvian State approved in 2019, with the objective of eradicating structural discrimination against women and promoting their full participation in all spheres of society. To ensure effective implementation of the NIG, the National High-Level Commission for Gender Equality (CONAIG) was established to coordinate and monitor actions necessary to

meet the objectives of the NIG, Involving various entities of the state in its work.

The **National Committee on Women and Climate Change (CONAMUCC)** is one of the driving groups for climate action in Peru. This committee seeks to promote the active and continuous participation of women in the country's climate management, recognizing their fundamental role in the implementation of environmental strategies and measures. Its role is evidenced in the Gender and Climate Change Action Plan, the incorporation of the gender approach in the implementation of the Regulation of the Framework Law on Climate Change and the presence of the gender and climate change agenda.

2. Analysis of opportunities and potential

2.1. Identification of policies that favor the integration of women in green jobs

The National Decent Employment Policy as a priority objective to increase equality in the employment of the potential labour force. To this end, it establishes specific guidelines to eliminate gender discrimination and actively promote the participation of women in the labour market, including emerging sectors linked to the green economy. In addition, it establishes the need to disaggregate data and monitor employment equality. It also addresses the formalization of women in productive units, promoting their access to labor and social benefits.

The link between green employment and gender approach is clearly outlined in the National Climate Change Strategy 2050, which establishes the need to integrate gender equality into technical capacities, Dissemination of tools for a just transition and promotion of green jobs and businesses.

While the gender approach is present as a cross-cutting principle, one remaining challenge is to strengthen specific actions that ensure the equitable participation of women in the transition to a green economy.

Recommendations to improve the inclusion of gender in public policies:

The just energy transition in Peru cannot be effective without

explicitly integrating the gender approach and active participation of women, especially in rural and indigenous areas. This requires closing gaps in access to clean energy, including women in the governance of energy projects and ensuring that they benefit from the economic opportunities associated with the green transition.

To do this, it is necessary to move towards **specific training and green employment programmes for women**, as well as ensuring that investments in renewables integrate equitable gender participation from project design to implementation.

Practices to highlight

The National Dialogue of Actors for a Just Transition in Peru took place on October 10, 2024, with the objective of encouraging inclusive discussions among multiple stakeholders to gather information about perspectives, opportunities, challenges and approaches for a just transition in the country, as well as to gather information for Peru's NDC update and national position on a just transition in international negotiations.

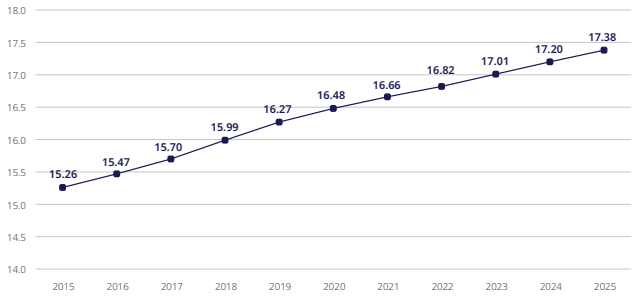
During her participation in COP28, the Minister of Environment of Peru proposed the creation of a **Climate Fund for Indigenous Women** to address the impacts of climate change, to strengthen the capacities of indigenous women and facilitate access to small funds for implementation of mitigation and adaptation actions in their territories. This initiative strengthens the gender inclusion agenda in climate transition, focusing on empowering indigenous women as key agents of change in climate action and just transition.

3. Statistical data

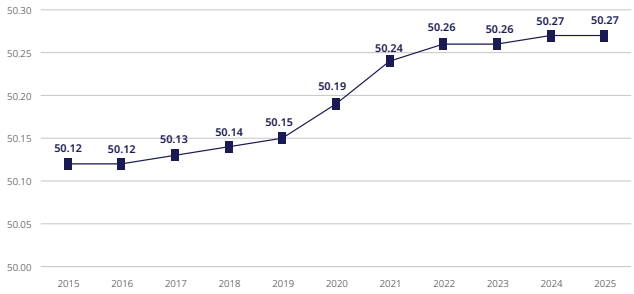
A. Demographic data

Population distribution statistics

Number of woman, millions

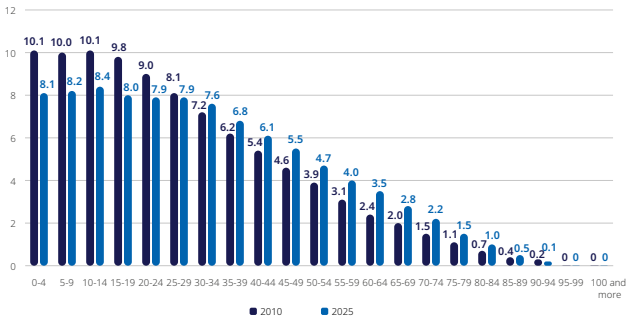


Percentage of woman



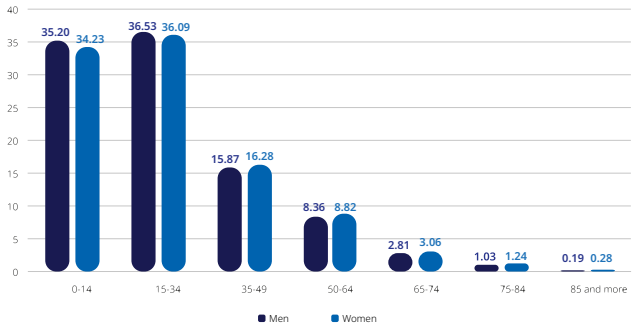
Age distribution statistics

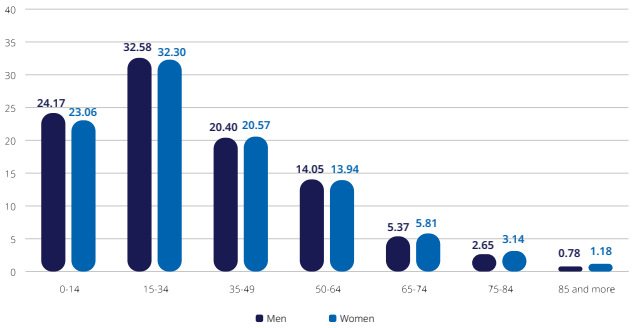
Age distribution of the female population



Population distribution statistics by age

Age distribution by sex, percentage





Ages	Women			Men		
	2000	2025	Difference in percentage points	2000	2025	Difference in percentage points
0-14	38.49	27.80	-10.69	39.47	28.94	-10.53
15-34	33.96	32.93	-1.03	34.31	33.84	-0.47
35-49	15.22	19.42	4.2	14.94	19.58	4.64
50-64	7.86	12.35	4.49	7.75	11.70	3.95
65-74	2.96	4.72	1.76	2.46	4.00	1.54
75-84	1.25	2.21	0.96	0.9	1.63	0.70
85 and more	0.26	0.58	0.32	0.14	0.30	0.16

Interpretation of demographic data

Distribution of the population by age and sex (2000 vs. 2025): Peru shows a clear demographic ageing process. In 2000, 34.2% of women and 35.2% of men were in the 0-14 age group. By 2025, this proportion will be reduced to 23.1% and 24.2%, respectively.

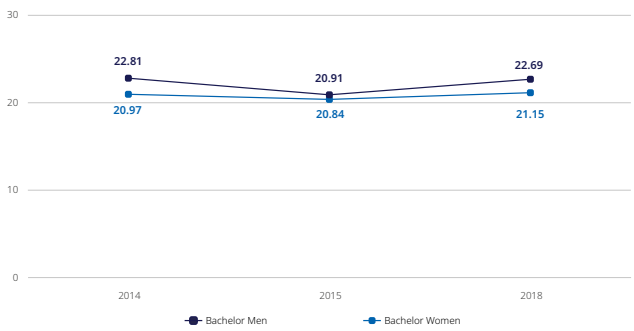
At the same time, the proportion increases in the older age groups: women aged between 50 and 64 years go from 8.8% to 13.9%, and those aged between 65 and 74 years from 3.1% to 5.8%. This implies growing demands for health services, pensions and long-term care, especially with a gender focus.

Evolution of the percentage of women in the total population (2015-2025): the proportion of women remains stable, ranging from 50.12% to 50.27% between 2015 and 2025. However, their greater presence in advanced ages reinforces the need for differentiated policies for old age.

B. Education level data

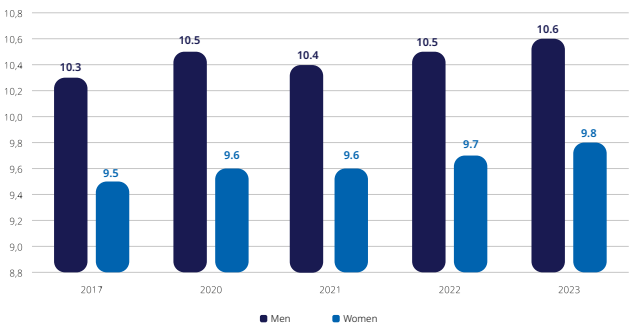
Educational attainment statistics

Percentage of bacherol, population 25+

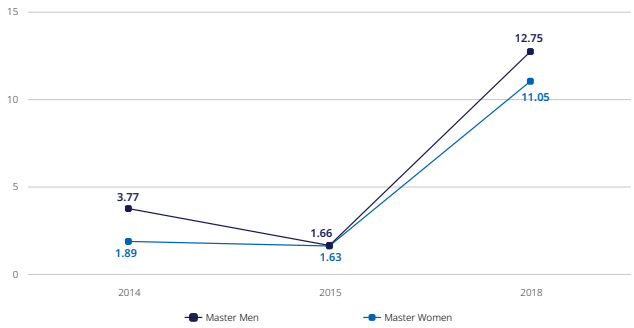


Statistics on years of study

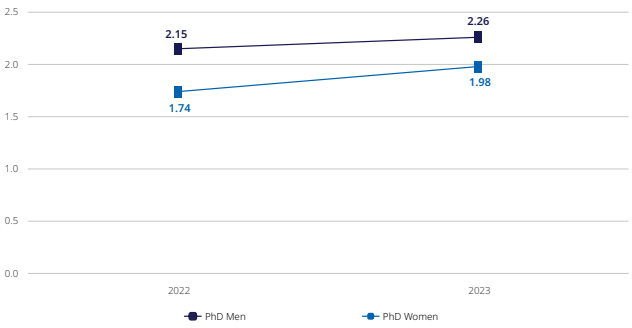
Years of education



Percentage of master, population 25+



Percentage of PhD, population 25+



Interpretation of training data

Access to tertiary education: gross enrolment in tertiary education has risen steadily. In 2022, women reached a rate of 48.5%, compared to 42.9% for men.

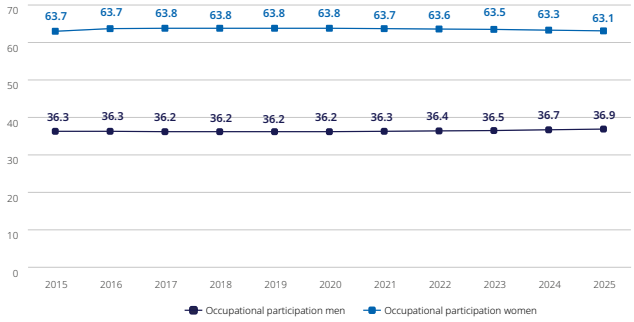
Level of education achieved (bachelor's, master's and doctoral degrees): women outnumber men at undergraduate levels since 2014. In 2018, 22.81% of women had a bachelor's degree, compared to 20.91% of men. In masters and PhD, the differences are smaller, but women also have a slight advantage in doctorates in 2023 (2.15% versus 2.26%).

Average years of formal education: in 2023, women had an average of 10.6 years of schooling compared to 10.5 years for men. This parity reflects significant progress, although gaps remain in terms of the economic return on education.

C. Employment data

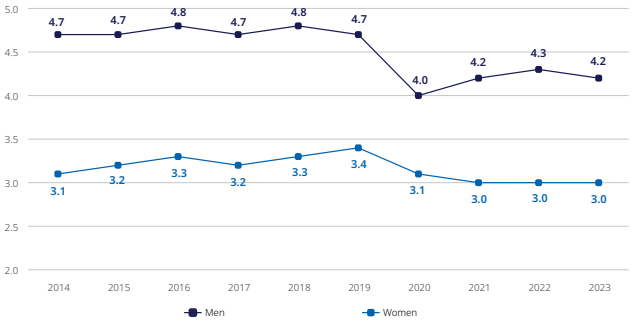
Employment statistics

Economic participation rate, percentage

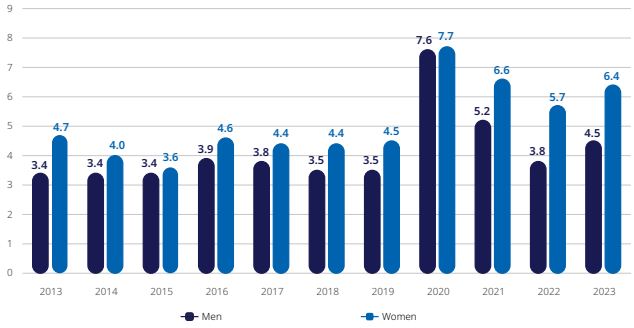


Income Statistics

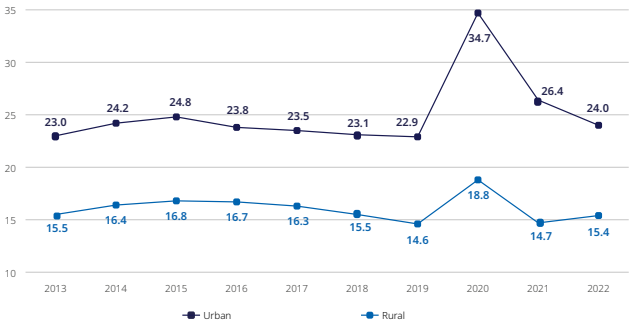
Average income, in multiples of the poverty line



Unemployment rate, percentage



Percentage of adult women dedicated exclusively to unpaid work



Interpretation of employment data

Economic participation rate: female labour market participation has remained around 36% between 2015 and 2025, compared to over 63% for men. This structural gap limits women's economic autonomy.

Unpaid work: in 2022, 24.8% of rural women and 16.3% of urban women reported full-time unpaid work, compared to marginal figures for men.

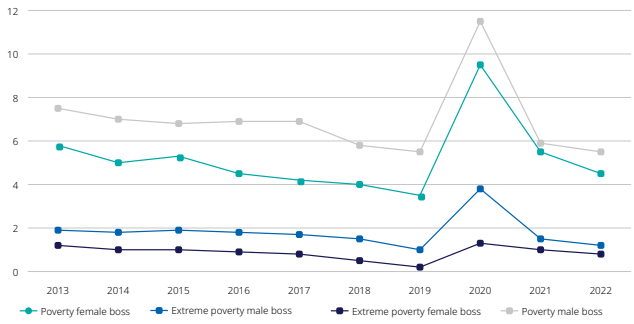
Unemployment rate: the female unemployment rate has been consistently higher: in 2023 it was 4.7% for women compared to 3.0% for men.

Income: in 2023, women received an income equivalent to 3.9 times the poverty line, compared with 5.0 times for men, showing a persistent gap.

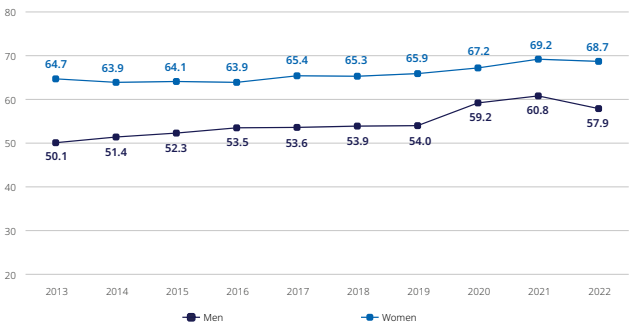
D. Poverty data

Statistics on poverty and extreme poverty

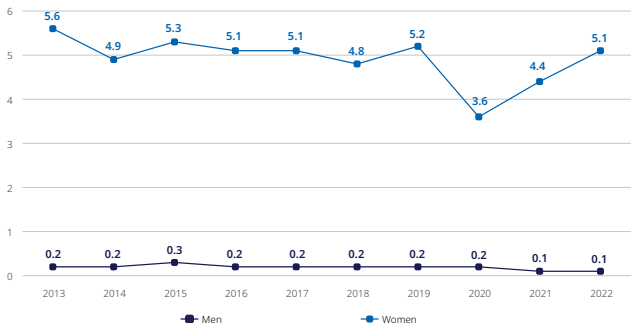
Poverty gap coefficient, percentage



Percentage of employed people in low-productivity jobs



Employment in domestic work, percentage



Interpretation of poverty and vulnerability data

Low-productivity jobs: in 2022, 69.2% of employed women were in low-productivity jobs, compared to 54.0% of men. This reflects precarious employment and low social protection coverage.

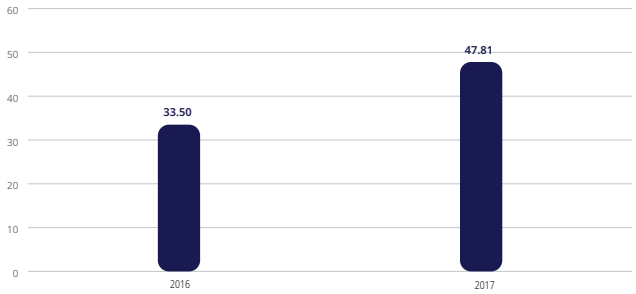
Poverty gaps by type of household head: in 2022, female-headed households had higher levels of poverty (60.8%) and extreme poverty (57.9%) compared to 54.0% and 51.4% in male-headed households, respectively.

Employment in paid domestic work: Paid domestic work mainly affects women: in 2022, 6.7% of them worked in this activity, compared to less than 0.3% of men.

E. STEM education and employment data in the energy and transportation sectors

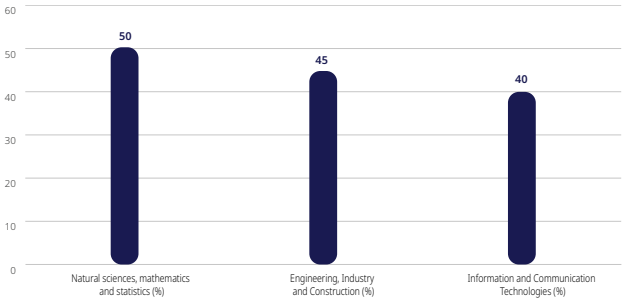
Graduate Statistics

Percentage of STEM graduates



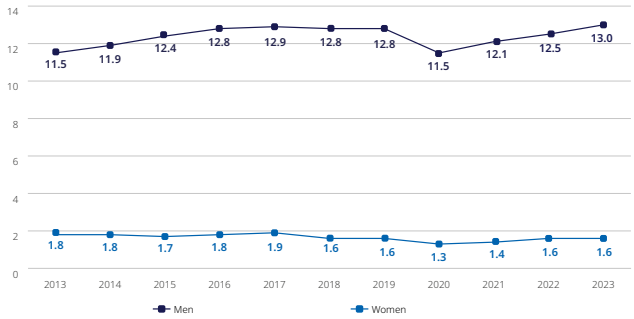
Student statistics by STEM major

Percentage of female graduates from selected STEM majors (2018)



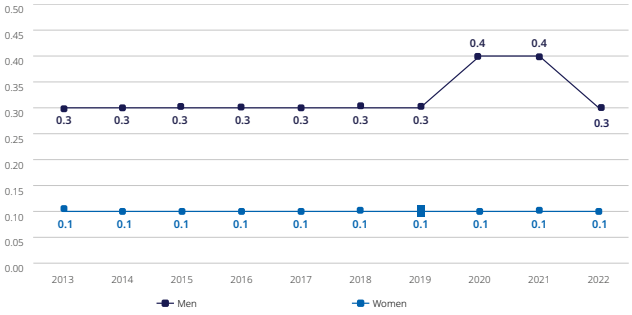
Transportation employment statistics

Population employed in transport, percentage



Energy employment statistics

Population employed in energy, gas and water, percentage



Interpretation of training and employment data in STEM and strategic sectors

Female participation in STEM careers: in 2018, women accounted for 47.8% of graduates in engineering and manufacturing, 33.5% in natural sciences and mathematics, and 0% in information technologies, showing strong inequalities by discipline.

Graduates in STEM disciplines: in 2016 and 2017, the percentage of women graduates in STEM careers remained around 33-34% of the total, with no significant progress towards parity.

Employment in strategic sectors (energy and transport): in 2022, only 0.1% of employment in energy was accounted for by women, compared to 0.3% by men. In transport, female participation was 1.6% compared to 12.8% for men.

General conclusions

Education with formal parity, but structural inequality: women have reached parity in years of schooling and outperformed men in degrees, without this being translated into employment or economic equality.

Persistence of precarious employment: the majority of women are employed in low-productivity jobs or domestic work, with low protection and pay.

Unequal burden of unpaid work: women, especially rural women, continue to assume most of the care tasks, limiting their economic integration.

Low participation in STEM and strategic sectors: although there is progress in some areas, women are strongly under-represented in information technology, energy and transport.