

Kerstin Mohr  
Silvia Rojas Castro  
Kathrin Meyer  
Ana María Mahecha Groot  
Natalia Daza Niño  
María Laura Rojas Vallejo

# **GENDER RESPONSIVE CLIMATE POLICY**

**A Case Study  
of the Colombian  
Coal Sector**

**POLIS  
180**



# IMPRINT

## AUTHORS

### **POLIS180:**

Kerstin Mohr, Silvia Rojas Castro,  
Kathrin Meyer

KIEFHOLZSTR. 2  
12435 BERLIN

WWW.POLIS180.ORG  
INFO@POLIS180.ORG



Polis180 is a grassroots, open, and volunteer-led think tank for foreign and European affairs which was founded in 2015. Resolutely future-oriented, it aims to make the voices of the young generation heard in foreign policy debates and challenge established ways of thinking. At the heart of Polis180's mission is the development of innovative policy ideas and the promotion of dialogue. To achieve this, Polis180 was set up as independent and non-partisan, and strives to work with people of different opinions and diverse personal and professional backgrounds. Since its foundation, Polis has grown 500 members strong, has been joined by sister organizations all over Europe, and in 2016 was ranked as best new German think tank and 8th worldwide by the Global Go To Think Tank Index.

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### **TRANSFORMA:**

Ana María Mahecha Groot, Natalia Daza Niño,  
María Laura Rojas Vallejo

CALLE 72 N°6-30. OFICINA 402  
BOGOTÁ

WWW.TRANSFORMA.GLOBAL  
INFO@TRANSFORMA.GLOBAL



Transforma is a Colombian non-profit organization doing strategic and evidence-based thinking, communication, and advocacy to achieve the systemic changes required for a viable world. It was founded in 2017 by three women that have dedicated their careers to sustainability and human rights work. Transforma is convinced that sustainability is possible only when the interaction between the economy, society, and the environment aligns with a multidisciplinary understanding of the current and long-term interdependence between those three dimensions. It is in this context that Transforma works and prioritizes climate change as one of the most significant challenges humanity currently faces, which requires urgent action at all levels. Transforma works in energy transition, economic diversification, green finance, biodiversity, gender, education, international negotiations, ecosystem conservations, and private sector sustainability.

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## ABBREVIATIONS AND ACRONYMS

Abbreviation	English	Spanish
AbE	Ecosystem-based Adaptation document	Documento sobre Adaptación Basada en Ecosistemas
BAU	Business As Usual	Como Si No Pasara Nada
BIPoC	Black, Indigenous, and People of Color	Personas Negras, Indígenas y de Color / Personas racializadas
CCOT	Climate Change Considerations for Land Management	Consideraciones de Cambio Climático para el Ordenamiento Territorial
CONPES Document	Document approved by the National Council on Economic and Social Policy	Documento aprobado por el Consejo Nacional de Política Económica y Social
COP	Conference of the Parties of the United Nations Framework Convention on Climate Change	Conferencia de las Partes de la Convención Marco de las Naciones Unidas sobre el Cambio Climático
CPC	Climate Change Policy Cluster	Grupo sobre la Política de Cambio Climático
DNP	National Planning Department	Departamento Nacional de Planeación
ENREDD+	National Strategy for Reducing Emissions from Deforestation and Forest Degradation	Estrategia Nacional para la Reducción de Emisiones debidas a la Deforestación y Degradación
ENSO	El Niño Southern Oscillation	El Niño-Oscilación del Sur
FARC	Revolutionary Armed Forces of Colombia	Fuerzas Armadas Revolucionarias de Colombia
GAP	Gender Action Plan	Gender Action Plan
GHG	Greenhouse Gases	Gases de Efecto Invernadero
GIZ	German Agency for International Cooperation	Agencia Alemana de Cooperación Internacional
GPC	Gender Policy Cluster	Grupo de Políticas de Género
GRCP	Gender-Responsive Climate Policy	Gender-Responsive Climate Policy
HRPA	Roadmap for Formulating Adaptation Plan	Hoja de Ruta para la Formulación de Planes de Adaptación
IPCC	Intergovernmental Panel on Climate Change	Panel Intergubernamental de Cambio Climático
LGSME	Gender Guidelines for the Mining and Energy Sector	Lineamientos de Género para el Sector Minero-Energético
LPPNG	Guidelines of the National Public Policy on Gender Equity for Women	Lineamientos de Política Pública Nacional de Equidad de Género y de las Mujeres
MADS	Ministry of Environment and Sustainable Development	Ministerio de Ambiente y Desarrollo Sostenible
MEPC	Mining-Energy Policy Cluster	Grupo sobre Política Minero-Energética
MME	Ministry of Mining and Energy	Ministerio de Minas y Energía
NDC	Nationally Determined Contribution	Contribuciones Determinadas a Nivel Nacional
NDP	National Development Plan	Plan Nacional de Desarrollo
NGO	Non-Governmental Organization	Organización no gubernamental
OTPPNG	Guidelines for the Construction of Public Policies for Equal Opportunities for Women in the Territorial Entities	Orientaciones para la Construcción de de Políticas Públicas para la Igualdad de Oportunidades para las Mujeres en las Entidades Territoriales
PIGCC Cesar	Integral Climate Change Management Plan of Cesar	Plan Integral de Gestión de Cambio Climático del Cesar
PIGCC Guajira	Integral Climate Change Management Plan of La Guajira	Plan Integral de Gestión de Cambio Climático de la Guajira
PNACC	National Plan for Adaptation to the Impacts of Climate Change	Plan Nacional de Adaptación al Cambio Climático
PNCCC	National Climate Change Policy of Colombia	Política Nacional de Cambio Climático de Colombia
PNFMC	National Policy for Mining Formalization in Colombia	Política Nacional para la Formalización de la Minería en Colombia
PNGRD	National Plan for Disaster Risk Management	Plan Nacional de la Gestión del Riesgo de Desastres
SISCLIMA	National Climate Change System	Sistema Nacional de Cambio Climático
SNGRD	National System for Disaster Risk Management	Sistema Nacional de Gestión del Riesgo de Desastres
UN	United Nations	Organización de las Naciones Unidas
UNDP	United Nations Development Program	Programa de las Naciones Unidas para el Desarrollo
UNEP	United Nations Environment Program	Programa de las Naciones Unidas para el Medio Ambiente
UNFCCC	United Nations Framework Convention on Climate Change	Convención Marco de las Naciones Unidas sobre el Cambio Climático
UNGRD	National Unit for Disaster Risk Management	Unidad Nacional de Gestión del Riesgo de Desastres

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## SUMMARY FOR POLICYMAKERS

This paper, as one of the first approaching this topic, presents an in-depth analysis of the climate–gender nexus. Most importantly, we establish the argument that **a gender-responsive climate policy (GRCP) can foster gender equality and, in turn, that increased gender equality can lead to better climate policies.**

This is based on the finding that **climate policy can be a driver for gender equality** and social justice. Gender equality is therefore known as a potential ‘co-benefit’ of climate policies.

Moreover, **gender equality can also be a tool for climate protection.** Evidence shows that female representation in national parliaments can lead to the adoption of more stringent climate policies, which then result in lower CO<sub>2</sub> emissions. Gender quotas have been proven to make climate policy interventions for reducing greenhouse gas (GHG) emissions more effective. Thus, **gender equality is most likely underestimated as a tool to strengthen climate protection.**

In order to fully grasp the potential of the climate–gender nexus, we propose a **gender-responsive climate policy**, defined as a policy that recognizes and addresses gender inequalities as relevant factors for tackling global heating and its impacts. In doing so, it aims at overcoming this inequality while providing a more efficient and appropriate response to the climate crisis.

After establishing this argument by analyzing the climate –gender nexus, we move it forward by taking a look at the case of the Colombian coal sector. The **reasons for choosing the Colombian coal sector as a case study** are threefold and lie in 1) the urgent need here for an effective climate policy, 2) the increasing relevance of gender aspects in the international climate agenda, and 3) the current window of opportunity for the creation of a GRCP in this sector.

Colombia is the fourth-biggest exporter of steam coal worldwide and is already experiencing the effects of international decarbonization efforts: Sales markets are collapsing. Even though the country has so far exported most of its coal rather than burning it itself, the sector is now facing radical change. This change must be taken seriously and thus presents a **window of opportunity for new approaches and ideas**, not only for mitigating the climate crisis, but also for advancing gender equality. The reason behind this is the gendered nature of the coal sector, which becomes evident, for instance, by taking a look at the gender differences in employment or the gendered impacts of mining on health. In this context, a GRCP will potentially benefit both mitigation actions and gender equality.

It is important to note that, in light of the urgency of the climate crisis, our findings are relevant beyond the case of Colombia, as many regions worldwide face the need for immediate and effective policies to transition to a coal phase-out and to advance climate and gender justice.

### The Results

Regarding the **climate–gender nexus**, we found four **main arguments in support of an inclusion of gender perspectives into climate policy**, namely:

- **The sustainability argument:** Actions to combat the climate crisis must simultaneously contribute to sustainable development, including gender equality.
- **The vulnerability argument:** Women are more vulnerable and negatively affected by the climate crisis.
- **The expertise argument:** Women have expertise and skills that must be incorporated into climate policies for these to be effective
- **The normative argument:** Gender equality is a right and a value that all policies should pursue.

Alongside of this, we identified the following six shortcomings in these approaches:

- **Lack of knowledge:** Scientific knowledge on the nexus, gender-disaggregated data, and practical knowledge are lacking.
- **Lack of women in decision-making:** Hence, women’s needs and contributions to tackle the climate crisis are underestimated.
- **Lack of focus on agency:** Portraying women as vulnerable and victims of the climate crisis perpetuates gender stereotypes.
- **Lack of focus on mitigation:** The prevailing focus on adaptation measures at the micro-level disregards women’s agency to contribute to solutions at the macro-level.
- **Lack of intersectional understandings:** Approaches have not included perspectives from the Global South and usually follow binary and Western understandings of gender.
- **Lack of transformative approaches:** Very few approaches question unequal power structures and thus risk reproducing them.

In our **case study of the Colombian coal sector**, the **policy analysis** revealed that, on the one side, climate and energy policies are currently not gender-responsive and incorporate stereotypical understandings of gender roles. On the other side, it showed that gender policies have not sufficiently incorporated concerns on the climate crisis.

The **field research** confirmed the shortcomings of current climate policies that were pointed out in the policy analysis. Moreover, it showed the following:

- Women are already informal actors of transformation on the local level; yet, obstacles persist, hindering their participation in national and local formal policymaking institutions.
- Women's role as caregivers has paradoxical effects: It is a motivating factor for their grassroots' engagement and at the same time a hindering factor for their access to decision-making spaces.
- At the national policy level, efforts are being undertaken to incorporate gender into climate policy and from which we can see the possibilities for incorporating local and gender perspectives.
- A sectoral policy for a coal phase-out and the mitigation of its social, economic, and environmental consequences is nonetheless lacking.
- Planning and implementing a just energy transition is consequently urgent and must incorporate gender and local community perspectives.









The **actor mapping** shows that the international climate regime and international cooperation have been crucial in advancing awareness of the climate–gender nexus in Colombia and that especially academic institutions can take a role as intermediaries to bridge the gap between the local and national levels.

Most importantly, the study of the Colombian coal sector illustrates that **intersectionality needs to be an intrinsic component of a GRCP**, given that coal mining in Colombia has historically affected Indigenous and Black communities in a disproportionate manner – which is also the case in many other countries in the Global South.

Based on these results, we propose that a GRCP is the most appropriate approach to addressing mainstream gender perspectives in climate policy. As a consequence, climate policies would be more effective in tackling the climate crisis and in promoting gender and racial equality. A GRCP could in this way contribute to closing the gaps that we identified and would ensure that local female leadership and grassroots organizations are acknowledged and their perspectives included in national policies.

## The Recommendations

To bring a GRCP to life, we propose the following policy recommendations:

-  **1. Invest in research and knowledge generation.**  
To close the knowledge gap on the climate–gender nexus in general and the specific needs of a GRCP for the Colombian coal sector, research on these topics must be financed and expanded.
-  **2. Break down the barriers for participation.**  
Structural barriers that hinder women's meaningful participation in decision-making institutions should be dismantled, and the participation of women should be actively promoted, for instance by introducing gender-parity and other measures.
-  **3. Create networks and build trust.**  
Key actors working on climate and/or gender policies share common interests, but they do not yet have many connections among each other. The establishment of networks that stimulate exchange and collaboration could provide an important basis for this.
-  **4. Strengthen bridging actors, especially universities.**  
Universities could play an important role as intermediaries and translators between national-level policymaking and local-level communities. In the context of many polarized fronts, the role as bridging actors could be of outstanding importance.
-  **5. Develop an engaging narrative.**  
The creation of a narrative that captures a positive vision of the benefits of a GRCP can help to generate political commitment and actor coalitions.
-  **6. Strengthen capacities and raise awareness.**  
Capacity building, especially in public institutions, should lay the ground for an inclusive, intersectional understanding of gender.
-  **7. Develop long-term capacities.**  
To ensure that capacities are long-lasting and sustainable, efforts need to find a balance among creating policy frameworks, gender-budgeting, and including high- and technical-level officials and NGOs.
-  **8. Broaden the concept of just transition.**  
For it to be gender-responsive, a just transition must include gender perspectives and tackle structural inequalities to avoid reproducing them.

# 1. INTRODUCTION

Dear Reader,

The fact that the **impacts of the climate crisis are not gender-neutral**, i.e. that they affect everyone differently, is now widely uncontested [1]: Inequalities based on gender, class, ethnicity, age, and disability determine, to a certain extent, vulnerability to the effects of the climate crisis. In the case of gender, this means that women are more likely to be negatively affected.

Notably, women are more likely to die from natural disasters [2]. Moreover, due to increased droughts resulting from the climate crisis, many rural women have to walk longer distances to fetch water and fuel wood. This may cause them to have less time for other things, such as education, and increases their risk of being subject to sexual violence [1,3–6].

However, this higher vulnerability is not innate or natural. On the contrary, it is rather explained by an interconnected set of factors: 1) gendered roles in care work, such as the extra care work women have to perform in comparison to men; 2) the political, social, and labor status of women, which, for example, limits their access to financial and technological resources and participation in decision-making; and 3) the discrimination and disadvantages women face due to these roles, and how these intersect with other forms of inequality [2,3,6–11].

Based on these findings, it has been established that **climate policy can be a driver for gender equality** and social justice. Gender equality is therefore known as a potential ‘co-benefit’ of climate policies.

What is still less known, however, is that **gender-equality can also be a tool for climate protection**. Recent research has shown that female representation in national parliaments can lead to the adoption of more stringent climate policies, which then result in lower CO<sub>2</sub> emissions [12,13]. Moreover, gender quotas have been proven to make climate-policy interventions for reducing greenhouse gas (GHG) emissions, such as forest conservation, not only more equal, but also more effective [14]. Thus, **gender equality is most likely underestimated as a tool to strengthen climate protection**.

Hence, we argue that connecting gender and climate policies in GRCP is mutually beneficial for both achieving gender equality and combating the climate crisis and its impacts.

As a **gender-responsive climate policy (GRCP)** we define a policy that recognizes and addresses gender inequalities as relevant factors for tackling global heating and its impacts. In doing so, it aims at overcoming this inequality while providing a more efficient and appropriate response to the climate crisis.

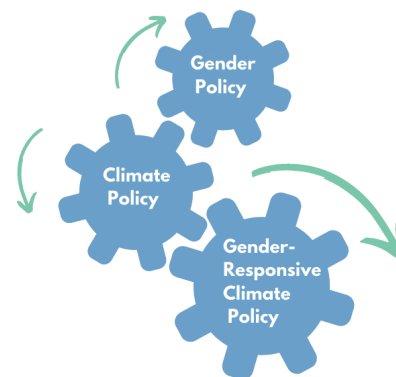


Figure 1: Relation of Gender, Climate, and Gender-Responsive Climate Policy

We advance this argument by taking a look at the case of the Colombian coal sector. The **reasons for choosing the Colombian coal sector as a case study** are threefold and lie in 1) the urgent need here for an effective climate policy, 2) the high relevance of gender aspects, and 3) the current window of opportunity for the creation of a GRCP in this sector.

The Paris Agreement aims to **limit global heating to a maximum of 1.5 or 2°C** [15]. To achieve this target – and thus prevent dangerous and irreversible effects of the climate crisis – far-reaching decarbonization is necessary. Worldwide decarbonization efforts focus on coal as the ‘dirtiest’ fossil fuel, meaning the one with the highest emissions. For this reason, a **fast coal phase-out** is one of the most important steps [15,16]. Calculations show that approximately 80% of all coal reserves must stay in the ground in order to achieve the international climate targets [17].

Colombia is the fourth-biggest exporter of steam coal worldwide and is already experiencing the effects of international decarbonization efforts: Sales markets are collapsing [18]. Even though the country has so far exported most of its coal rather than burning it itself, the sector is now facing radical change. This change has to be accounted for and thus presents a **window of opportunity for new approaches and ideas**. However, because of the gendered nature of the coal sector, which, for example, becomes evident in gendered impacts on health and employment, as well as in traditions and culture [19,20], this is a window of opportunity not only for mitigating the climate crisis but also for advancing gender equality. This context thus calls for a GRCP which will potentially benefit both aspects.

Moreover, this momentum for a GRCP is further amplified by the implementation of the provisions of the Paris Agreement and its related instruments: Colombia has committed itself to seizing this opportunity and has made international pledges. Besides ambitious mitigation targets, its commitments to the Paris Agreement include a gender perspective until 2030, reflected in the integration within the country’s update of its nationally determined contributions (NDC), as well as a commitment in its Long-Term 2050 Strategy [21].

Based on this, we will use this case study to assess whether and how gender is considered in governmental approaches to the Colombian coal sector and offer recommendations regarding additional steps that need to be considered in creating a GRCP.



Figure 2: Window of Opportunity for a GRCP

However, our findings are relevant beyond the case of Colombia, as in light of the urgency of the climate crisis, many regions worldwide face the need for immediate and effective policies to transition to a coal phase-out.

**In the first part of our study**, we present **the state of the art on the climate–gender nexus**. To begin with, we present the key concepts and methodologies we used and then summarize the current knowledge on the interrelations between climate and gender. To this end, we clustered the common arguments and distilled their shortcomings.

While the vulnerability argument, as mentioned above, is well established, we intend to take it one step further and **focus on women’s agency, particularly in their role as actors for transformation**.

**In the second part**, we turn to **the case study**: In a short introduction, we present the interrelations between climate and gender in the Colombian coal sector and the current climate policy framework. In our policy analysis, we investigate whether a GRCP is already in place. Through a series of expert interviews, we have explored which aspects need to be considered in a Colombian GRCP. Our mapping shows the relevant actors for the creation of a GRCP.

**The third part** summarizes our results and presents the **policy recommendations** which we derived from our findings.

Lastly, a **note on the terminology** we use in this paper: To reflect the urgency of the matter, we speak of “climate crisis” and “global heating” instead of “climate change” and “global warming” whenever possible.

## 1.1. DEFINING THE CONCEPTS<sup>1</sup>

### Gender

The term **gender** refers to the socially and culturally constructed understandings of the attributes, norms, roles, and attitudes that are considered appropriate for different people, e.g. men and women. As such, gender is not immutable or universal and can vary significantly among socio-cultural contexts, especially outside Western cultures.

We follow a **non-binary understanding of gender**, meaning that gender constructions may refer not only to men and women but also to other constructions that might diverge from these two categories. It is important to stress that the term ‘gender’ is not equivalent to ‘women’. Yet, as we had to limit the scope of our research, we focus mainly on women and their relationship with other genders – admittedly mainly men – to shine some light on the existing gender differences and inequalities.

Gender shapes and reinforces power relations among different groups, and understanding power dynamics and differentiated roles is key to understanding gender. These roles intersect with other social categories. For this reason, we applied an **intersectional understanding** which recognizes the dynamics that occur when these overlap with gender identity.

### Intersectionality

**Intersectionality** is a concept which serves to understand the interaction, overlaps, and entanglements of different categories such as gender, race, ethnicity, sexuality, economic status, and ability, which can lead to different forms and layers of discrimination and marginalization. Moreover, it is necessary to shed light on how these categories shape our lives and experiences and in consequence, sociopolitical relations. Viveros Vigoya [27] traces back the development of this concept and its particularities for the Latin American context.

For example, intersectionality helps us uncover the different ways in which individuals and communities experience the impacts of the climate crisis and mining. In our case, an intersectional perspective means that the analysis of communities’ engagement in favor of or against coal mining in La Guajira and Cesar must necessarily take into consideration the fact that Indigenous, Afro-Colombian, and Afro-Campesino communities are the most relevant actors at the grassroots level. There are multiple categories at play here that need bearing in mind for this assessment. To name a few, the structural discrimination historically faced by the communities, particular customs, traditions, and gender roles all play a role in the organization and defense strategies of their ancestral territories.

### From Gender-Negative to Gender-Responsive

The integration of gender perspectives into policies, known as **gender mainstreaming**, can be done in different ways. The terms to describe the extent to which policies incorporate gender perspectives are varied and not rigidly defined. They partly overlap and are subject to constant further development.

The following selection of terms can help to understand the different degrees of integration of gender perspectives:

**Gender-negative** and **gender-blind** interventions do not recognize their different effects on different genders and can thus reinforce existing inequalities and discriminations. **Gender-aware** and **gender-sensitive** interventions recognize such differences and are less harmful, but they do not pursue approaches to overcome them. **Gender-responsive** and **gender-transformative** interventions recognize gender inequalities and aim at overcoming them. While **gender-transformative** interventions pursue the direct transformation of gender roles and inequalities, **gender-responsive** interventions are embedded in interventions with a broader set of priorities and indirectly respond in order to change gender-unequal structures, hence, our use throughout the paper of “Gender-Responsive Climate Policy”.

It is through gender mainstreaming that policies can be transformed from gender-negative to gender-responsive.



Figure 3: From Gender-Negative to Gender-Responsive

### Climate Policy

The term **climate policy** refers to policies which aim at **combating the causes and impacts of the climate crisis**. Climate action is usually differentiated into the two categories of mitigation and adaptation. **Mitigation** refers to interventions aimed at reducing the sources of greenhouse gases and thus minimizing the extent of global heating. **Adaptation** refers to interventions that aim at learning to live with the impacts of the climate crisis, i.e. to adjustments in natural and human systems that minimize risks and seize new opportunities.

Climate policies can be local, national, and international in scope. At international level, in the **Paris Agreement** of 2015 countries agreed on the goal to limit the increase in global average temperature to below 2°C, or even better to 1.5°C. In 2018, the Intergovernmental Panel on Climate Change’s (IPCC) Special Report on Global Warming of 1.5°C found that human activities have already caused an increase of approximately 1.0°C (+/- 0.2°C). It also found that limiting global heating to 1.5°C would be possible and beneficial, yet it would require rapid and unprecedented transitions in all aspects of society. The report found that efforts to limit global heating could align with efforts to achieve a more sustainable and just society.

### Gender-Responsive Climate Policy

A gender-responsive climate policy (GRCP) recognizes and addresses gender inequalities as a relevant factor for tackling global heating and its impacts. In doing so, it aims at overcoming this inequality while providing a more efficient and appropriate response to the climate crisis. It incorporates an intersectional and non-binary approach and identifies and seizes opportunities to transform gender-unequal power structures.

<sup>1</sup> For the definition of the following concepts, we found the following literature helpful [15,16,22–32].

## 1.2. METHODOLOGY

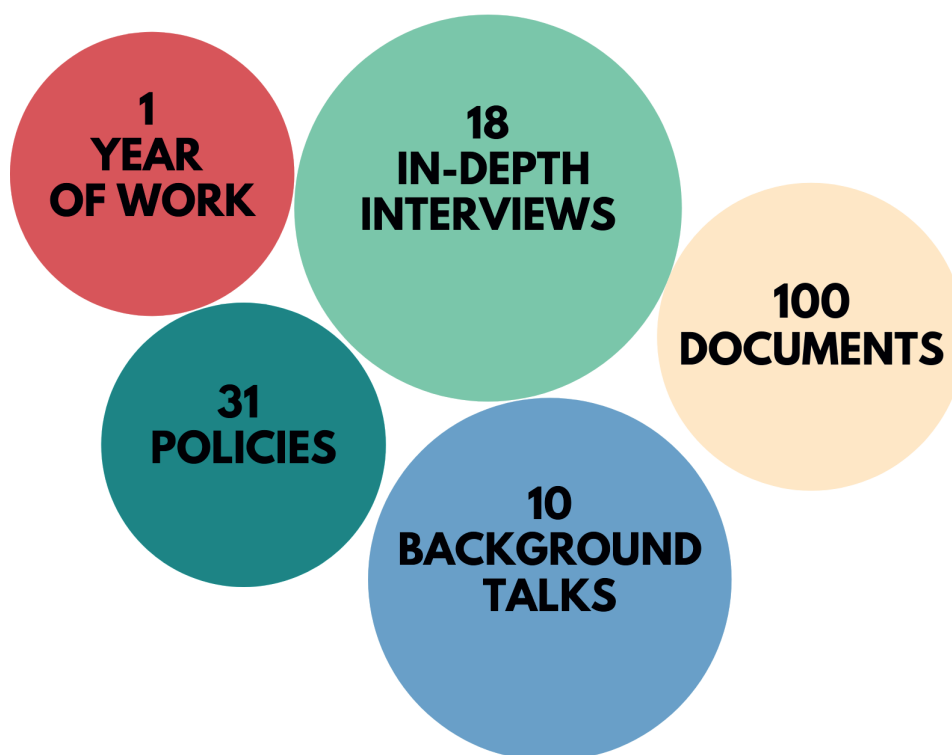


Figure 4: Research Data and Sources

### A FEW WORDS ON OUR METHODOLOGY

This policy paper is the result of one year's work. We based it on an extensive literature review in which we analyzed about 100 documents including (peer-reviewed) research articles, policy documents (e.g. policies, laws, regulations), and gray literature (national and international NGO publications, newspaper articles, etc.). In addition, for the case study of the Colombian coal sector, we conducted 18 semi-structured expert interviews. Interviews lasted between 45 and 90 minutes and were conducted with experts from relevant governmental bodies, academia, and civil society. The interviews were transcribed using specialized software and analyzed using qualitative methods.

For the policy analysis, we identified 31 policy documents as relevant. We based the analysis of the policy documents on a threefold approach: critical discourse analysis, corpus-informed analysis, and additional quantitative and qualitative data. Both our interviews and our policy analysis were complemented with background talks. Over the course of the whole project, we conducted about 10 background talks with further experts in Colombia and Germany to gain even deeper insights and cross-check our findings. The policy recommendations are derived from the findings of this one-year project.

### FEW WORDS ON THE LIMITATIONS

Our theoretical understanding of gender as a non-binary concept was unfortunately not included in our fieldwork, in which we directed our attention to women in the communities and actors we talked to. Nonetheless, this does not exclude our acknowledgment of the existence of other genders, and the differentiated impacts of the climate crisis on them. Sadly, because of time and expertise constraints, this was not the specific focus of our research. Because of its complexity, in-depth ethnographic and sociological research might provide a better understanding of the existing gender constructions in Colombia, including among the Wayúu Indigenous and Afro-Colombian communities relevant for our study, and their gendered experiences regarding coal mining and the climate crisis.

Also, as we had to limit the scope of our work, we focused our local-level research on the perspectives of Afro-Colombian and Indigenous women. This focus was based on previous research which indicated that they were particularly affected by the coal sector and the climate crisis because of their gender, race, and/or ethnicity, yet there was (and still is) very little knowledge on their perspectives and activism in this issue.

Furthermore, due to scope limitations, the analysis of policies was centered on policy texts rather than their execution and specific outcomes. Although this analysis provides an innovative approach to policies highly relevant when studying gender, we recognize the importance of results-driven analysis.

## 2. THE CLIMATE AND GENDER NEXUS: WHY IT MAKES SENSE TO INTEGRATE GENDER PERSPECTIVES INTO CLIMATE POLICIES

The fact that the impacts of the climate crisis are not gender-neutral is now mostly uncontested. The acknowledgement of the role of gender aspects in the Paris Agreement, the subsequent agreement on the creation of a Gender Action Plan at COP23, and the strong role of gender in the 2030 Agenda for Sustainable Development have opened a window of opportunity for the creation of gender-responsive climate policies. Yet, despite apparent consensus on the international level, there is still very little knowledge and few examples on how to integrate gender perspectives into climate policy on national levels.

We have grouped the arguments for the inclusion of a gender perspective into climate policies into four clusters which we call: the vulnerability argument, the expertise argument, the sustainability argument, and the normative argument. These argumentation clusters are not mutually exclusive; however, this categorization may be helpful for a general understanding.<sup>2</sup>

### The Expertise Argument

This argument contends that women have expertise and skills that must be incorporated into climate policies for these to be effective. Common examples include coping mechanisms for managing climate variability developed by women in Indigenous and local communities based on their traditional knowledge.

### The Sustainability Argument

This argument contends that actions to combat the climate crisis must simultaneously contribute to sustainable development and thus, among other aspects, also to the promotion of gender equality. This argument is based on the understanding that, due to social, economic, political, and ecologic interrelations, gender becomes a transversal category for tackling the climate crisis.

### The Normative Argument

This argument follows a value-oriented approach. It posits that climate policies need to incorporate a gender perspective to be effective, sustainable, and just. Moreover, considering that equality is a fundamental right, all actions to face the climate crisis and diminish its impacts should contribute to fighting gender, racial, and economic inequalities.

### The Vulnerability Argument

This argument stresses that women are more vulnerable, and hence, disproportionately affected by the climate crisis. The causes of this vulnerability are explained either by women's greater dependence on natural resources or, more broadly, by their marginalization in terms of access to various economic, social, and political assets. The impacts of the climate crisis deepen these inequalities.

Figure 5: Main Arguments for the Integration of Gender Perspectives into Climate Policies

<sup>2</sup> For the definition of these arguments, we found the following literature helpful [1,2,4-6,10-14,28,33-44].

## 2.1 CLIMATE AND GENDER: SHORTCOMINGS IN CURRENT APPROACHES

Current approaches to integrating gender and climate issues are constantly developing and improving. In what follows, we present the shortcomings which we identified in the literature and which contribute to the persistent lack of awareness,

capacity, and financing of gender-responsive climate action. Pointing out and overcoming these shortcomings is helpful to determine what a GRCP should look like.<sup>3</sup>



Figure 6: Lacks in Current Approaches to the Climate–Gender Nexus

<sup>3</sup> For the definition of these categories, we found the following literature helpful [1,2,4–6,10–14,28,33–48].

## 2.2. CLIMATE AND GENDER: WHAT HAS COAL GOT TO DO WITH IT?

Reducing GHG emissions in the energy sector is a crucial measure to face the climate crisis, since electricity, heat and other energy industries amounted to over 40% of worldwide CO<sub>2</sub> emissions in 2018 [49]. The phase-out of fossil fuels and particularly phasing out the production and consumption of coal as the most pollutant fuel is therefore a critical part of (global) mitigation measures. These actions are part of the energy transition, referring to the gradual replacement of fossil fuels – particularly coal – as sources of energy, along with the massification of renewable energies. However, as we pointed out above, mitigation initiatives have commonly lacked the inclusion of gender perspectives. The coal sector, being a part of the energy sector, is no exception to this.

First attempts to include gender perspectives criticized the traditional view of the coal sector as a ‘masculine’ activity in which only men participate [20,50]. To counter this, a focus has been placed on arguing in favor of the inclusion of women in the coal labor market [50,51], while others have pointed out the ethnic and gender-differentiated health and socioeconomic impacts of coal mining [19,46,52].

More broadly speaking, authors have pointed out that, in addition to reducing GHG emissions, a switch from fossil fuels to cleaner renewable energies can either benefit society or continue to reproduce social inequalities. Ultimately, this depends on the way in which renewable energies are introduced and regulated in local and national markets. In this sense, it has been argued that renewable energy projects can promote opportunities for sustainable growth for communities, while also contributing to gender equality by promoting women’s participation, focusing mostly on their employment in the sector [9,24,53–70].

Another important concept in this context is the demand for a “just energy transition” [71], which reflects the idea of incorporating socioeconomic aspects of the otherwise technical energy transition [72]. While the concept was initially developed to provide suitable alternatives for the workforce (e.g. in coal mines), some initial steps are being taken to also include gender justice as part of the concept of a “just energy transition”.

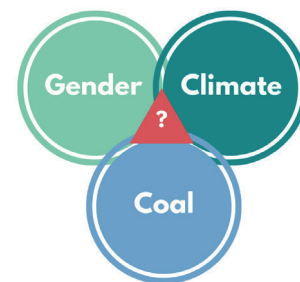


Figure 7: Triad of Gender, Climate and Coal

Up until this point, we have discussed the relationships that exist between gender perspectives and climate, between climate and coal, and between gender and coal. These are rather dichotomous or twofold approaches, but we are yet to understand the threefold relationship between these three components:

### What role does gender play in climate policies for the coal sector?

Here, we have detected a major gap in research and policies addressing these topics. While there have been initial approaches to incorporating gender justice in energy transition, for the coal sector not much is being discussed in terms of how to understand and address simultaneously the gender differentiated impacts of coal mining and the climate crisis. Much less is being said on how gender equality can contribute to better and more efficient climate policies. One aim of this paper is to contribute to closing this gap by providing insights into a GRCP for the Colombian coal sector.

### 3. CASE STUDY: THE CLIMATE AND GENDER NEXUS IN THE COLOMBIAN COAL SECTOR

As pointed out in the introduction, we chose the Colombian coal sector as a case study due to the urgent need for an effective climate policy, the high relevance of gender aspects, and the current window of opportunity for the creation of a GRCP in this sector.

Our objective is to contribute to increasing the understanding of the climate–gender nexus and the benefits of mainstreaming gender perspectives in climate policies. In short, we show the need for a GRCP and develop some important elements that such a policy should entail.

First, we provide some introductory context on Colombia. Second, we move to a policy analysis of the gender and climate nexus. Third, we present the results of our interviews on this matter. Lastly, we map the actors relevant for the introduction of a GRCP.

#### Colombia at a Glance

With more than 50 million inhabitants, Colombia is the third-most populated country in Latin America. Politically and culturally, the country is characterized by a history of an internal conflict which lasted over 50 years and deepened political, social, and economic disparities. The country has experienced rapid economic growth over the past ten years, with an estimated GDP of USD 333 billion in 2018 [73]. The country’s natural resource endowments are its main economic drivers, including petroleum and coal products, coffee, flowers, and gold [74]. Nonetheless, in terms of income, Colombia remains one of the most unequal countries in the world [75]. In 2016, a peace agreement between the government and the Revolutionary Armed Forces of Colombia (FARC) was signed, and the country has started to transition into a post-conflict era. This era brings opportunities and challenges, also including the reallocation and use of resources, which runs in parallel to the transitions necessary to tackle the climate crisis.



Figure 8: Colombia on the World Map

#### Climate and Coal in Colombia

Climate regulations in the Colombian coal sector have emerged in the following context: Colombia joined the UNFCCC regime in 1994 and ratified the Kyoto Protocol in 2000. Yet, the climate crisis did not gain a prominent role on the country’s political agenda until 2010/2011, when the country was hit hard by El Niño Southern Oscillation (ENSO), commonly known as La Niña [76]. The devastating impacts of this multi-hazard weather event revealed Colombia’s vulnerability to the impacts of the climate crisis and led to it being put on the political agenda. Since then, the country has carried out an institutional reform, which included putting the Ministry for Environment and Sustainable Development (MADS) and National Planning Department (DNP) in charge of climate and creating a National Climate Change System (SISCLIMA). Moreover, an initial policy framework has been developed which includes a national climate policy, a climate change adaptation plan, and a climate law [77–81]. In Section 3.1, we conduct a deeper analysis of climate-related policies.

At the international level, Colombia ratified the Paris Agreement in 2017. The country’s intended nationally determined contributions (NDC) include ambitious pledges on mitigation: one scenario foresees a 20% reduction in emissions by 2030 covering all emissions sectors (compared to a business-as-usual scenario (BAU)). A second scenario, conditional to international support, foresees emissions reductions of 30% below BAU [81].

In Colombia’s climate mitigation policy, deforestation has been the focus of attention nationally and internationally, as it is the sector with the highest emissions. Nonetheless, it is also important to take a closer look at the energy sector – the sector with the second-highest emissions. This sector shows the contradictions between climate ambitions and models of growth/development based on fossil fuels. Particularly in Colombia, the energy and mining sector plays a very dominant role for economic development strategies, as the sector is seen as a ‘locomotive of development’ [82–84].

The contradictions become clear when taking a look at the country’s energy system and the resource coal. **Colombia possesses considerable resources of hard coal**, mostly in the northern regions of La Guajira and Cesar, where 90% of Colombian coal is extracted [85] (see Figure 9). These are remote regions, characterized by ethnic diversity and high levels of poverty (see Table 1).

	La Guajira	Cesar
% of population self-identified as Indigenous	45.44%	4.9%
% of population self-identified as Black, <i>mulato</i> , Afro-descendant or Afro-Colombian	10.3%	12.5%
% of female-headed households	95.36%	65.77%
% of population with unsatisfied basic needs (NBI)	53.01%	22.81%
% of coal mining participation in regional GDP	47%	38%

Table 1. Basic Information on La Guajira and Cesar Departments  
Sources: [86–88]

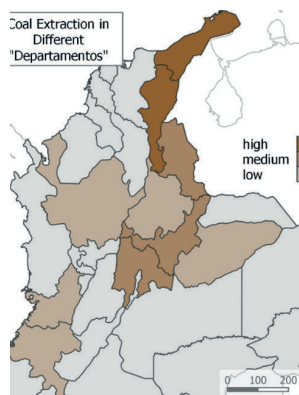


Figure 9: Coal Extraction in Different Departments  
Source: [89]

In these regions, in 2015 the coal industry made up 47% and 38% of the regional GDP, respectively, for La Guajira and Cesar. Nonetheless, little of the economic value produced stays in the country or benefits the communities near the coal mines. For instance, the mining sector only generates around 2% of the jobs in La Guajira and Cesar [90], and in 2018, Cerrejón, the largest mining company operating in La Guajira, invested only 0.32% of its produced economic value in mining-affected communities [90,91]. Moreover, countless reports and studies by Colombian civil society have pointed out the negative socioeconomic and environmental effects of coal mining in the territories close to coal mines [90,92–96]

Up till now, 97% of Colombian coal has been exported, making the country the fourth-largest exporter of hard coal in the world and accounting for 1 to 2% of the Colombian GDP [97]. Main buyer countries include countries of the European Union, including Germany and the Netherlands [97]. Nonetheless, international decarbonization efforts and the impending energy transition is causing the Colombian sales market to collapse [18]. Since the Paris Agreement, **international mitigation efforts have focused on coal phase-out** (as the energy source with the highest emissions). In order to reach the goal to limit global heating to a maximum of 2°C, models show that about 80% of worldwide coal reserves have to stay underground [17]. For this reason, the attention shifted from the demand-side, i.e. reducing emissions during the combustion of coal, to the supply-side, i.e. reducing coal mining directly.

In this context, Colombia is now facing the questions of how to handle its coal resources in the future and what an energy transition would look like. These are no minor questions, given the socioeconomic consequences that the coal phase out can have in Colombia, and especially in the regions whose economies heavily depend on coal extraction. Currently, the economic consequences of the COVID-19 restrictions have added to the losses faced by coal companies because of the decline in European markets. As a result, operations are stopping or will be stopped in the near future [98].

These changes in the coal market coincide with imminent changes in the Colombian electricity system. While Colombia's GHG emissions per capita are still relatively low because of low energy consumption and a predominant use of hydropower in its energy matrix (78–80 percent) [99], this is expected to change in the near future. Expected rapid economic growth, the fact that energy demand has already been growing faster than energy supply, and the increasing fluctuation of hydropower due to the impacts of the climate crisis are likely to increase Colombia's GHG emissions [97,100–102]. This vulnerability of the energy system has led to discussions about burning more coal for consumption in Colombia [102]. Domestic coal consumption has grown significantly over recent decades, and coal-fired electricity has been the fastest-growing technology in Colombia's electricity mix [97].

The international priority to drastically diminish coal extraction to reduce emissions on the one hand and Colombia's national future energy needs on the other are conflicting priorities that a climate policy in this sector will have to address. At a first glance, this might appear to be a rather abstract and technical discussion. Nonetheless, as we have shown in Section 2.2, incorporating gender perspectives into climate policy for the coal sector is necessary to ensure its success.

### Climate, Coal, and Gender in Colombia

Gender equality has slowly found its way into Colombia's political agenda, and the climate and coal mining sectors are no exception. Gender-responsive regulations in the mining sector are relevant to shining light on the inequalities inside the sector, especially because of the gender-differentiated impacts that mining has on the lives of women and girls. While this issue has been largely overlooked by policymakers, reports have pointed to a wide set of impacts, particularly on Indigenous women, ranging from health and child-bearing complications to the relationship between gender-based violence and coal mining regions [19,103–109].

Moreover, critical perspectives have emerged in Colombia regarding the different understandings of the climate crisis and gender, breaking away from Western paradigms and highlighting the importance of Indigenous knowledge, concepts, and understandings [46,47,103,110].

The coal sector is not only in need of climate regulations, but also of a gender-responsive climate policy. Colombia, in its updated NDC and in its 2050 Long-Term Strategy to fulfill the commitments of the Paris Agreement, has pledged to include gender perspectives. Also, the country is advancing to incorporate a gender approach into its national climate policy, as well as its implementation tools. These processes are carried out under the lead of the Ministry of Environment, with support from the United Nations Development Program (UNDP) [21].

Nonetheless, and as our analysis in the following section shows, there is still a long way to go in making Colombia's climate policy gender-responsive. Putting these ambitions into practice in the coal sector offers the opportunity to ensure that any emerging climate policy is gender-responsive from the outset and promotes a just transition. However, gender-responsive climate policies, particularly for the coal sector, remain under-researched. Hence, in this case study we take a look at the inclusion of gender perspectives in current climate policies.

### 3.1. THE CLIMATE AND GENDER NEXUS IN COLOMBIAN POLICIES: AN ANALYSIS

We begin our case study by conducting an analysis of existing Colombian policies on gender, climate change, and the mining sector. The objective of this analysis is to **present and evaluate how the climate crisis and gender are introduced and related to each other in existing policies on gender, climate change<sup>4</sup>, and the coal sector in Colombia**. Hence, we provide insights into the following aspects:

- a) Does the gender–climate change nexus appear in the agenda of existing policies concerning gender, climate change, and the mining and energy sector in Colombia?
- b) To what extent and depth is this nexus incorporated within these policies?
- c) What are the representations of gender within the climate–gender nexus, and to what extent do these representations perpetuate stereotypes or enable women to be agents of social transformation?

Our analysis is based on the following assumptions [111]: first, policies are not limited to ‘public policies’ but encompass any form of public document that aims to shape, guide, or affect people’s behavior and the environment; second, rather than being the result of purely technical and neutral processes, policies are social constructs that are determined by the social, historical, and political realities, including how gender and the climate crisis are addressed.

As we will show throughout this section, Colombia’s **climate policies do not explicitly integrate gender perspectives, despite recent international efforts to incorporate gender in climate action**, while gender policies do show efforts to articulate policies that serve as a path for gender-mainstreaming to be developed at all policy levels and through a wide range of policy themes (including climate change). In turn, the energy-mining sector is one of the first sectors to incorporate a sectoral gender policy and the first to have had a sectoral climate policy. Nonetheless, the climate policy for the energy-mining sector does not include significant regulations on the coal phase-out. Moreover, the gender and climate nexus remains unexplored, and there is still ample opportunity to reflect on how to further develop it within the sector.

#### A Few Words on the Methodology

We analyzed the policies by grouping policy documents thematically in three clusters<sup>5</sup>:

1. cluster on climate change policy, consisting of 23 documents,
2. cluster on mining-energy policy, composed of six documents, and
3. cluster on gender policy, consisting of three documents.

These documents were then analyzed with the aid of the linguistics specialized software LancsBox.v.4.x [112] through a corpus-informed analysis of each cluster [113], complemented with critical discourse analysis [114]. The specialized character of each of the three clusters was verified according to whether the words “*cambio climático*” (climate change), “*minera/minero/minería*” (mining), and “*género*” (gender) and “*mujer(es)*” (women/woman) were ranked within the 10 most iterated words in each respective cluster [115].

For the climate and the mining-energy clusters, the examination of the documents focused on gender-responsiveness and gender representation. For this, a set of gender-related associated words<sup>6</sup> was created to conduct the analysis. In the case of the gender cluster, the analysis focused on the climate crisis and words associated with it<sup>7</sup>.

#### Scope of Analysis

The analysis focuses on two main points: 1) narratives on gender<sup>8</sup>, including discourses on gender mainstreaming, and gender, nature, and climate change [8,31,68,116–124]; and 2) the inclusion of gender and climate in the three-stage policy model of diagnosis and planning, implementation, and monitoring and evaluation [31,121–124].

We aim to identify whether these texts approach the climate–gender nexus and gender in itself according to the scale of concepts we presented in Figure 3. Specifically, for this policy analysis, we also take a look at whether the policy documents approach gender from an agenda-setting or an integrationist manner. An agenda-setting approach implies a reorientation and transformation of existing paradigms both at the level of policy and of gender. By contrast, an integrationist approach incorporates women into policy without questioning existing paradigms on gender and policymaking [58].

#### Outline of the Analysis

The analysis was structured as follows: Each cluster was analyzed individually under the following structure: (a) a general overview of the key words used to examine the documents in each cluster; (b) an analysis of the forms in which the relevant discourses are addressed throughout the texts and to what extent; and (c) an analysis of gender-responsiveness or climate-crisis responsiveness along with the three policy stages. Finally, overall conclusions are presented. The key words used to examine the documents in each cluster; (b) an analysis of the forms in which the relevant discourses are addressed throughout the texts and to what extent; and (c) an analysis of gender-responsiveness or climate-crisis responsiveness along with the three policy stages. Finally, overall conclusions are presented.

<sup>4</sup> This policy paper acknowledges the importance of changing the language of the climate discourse. It is no longer considered that ‘climate change’ is an accurate term to reflect the graveness of the overall crisis. Thus, the term ‘climate crisis’ describes the broader impact of climate change and the urgency of action. However, this section uses the term ‘climate change’ because the Colombian climate policies do not contemplate the shift in language mentioned above, and it was important to maintain the climate term adopted by the policies.

<sup>5</sup> In our methodology, we made use of what is known as a corpus analysis. A corpus, or what we refer to in this text as a cluster, is a group of texts centering around the subject of analysis. These include public policy roadmaps, CONPES documents, national development policy plans, government regulatory frameworks, law enactments, and presidential decrees. In this case, documents included in the corpus are in the time range starting from 1993 until 2020, when relevant regulations on environmental law were introduced (Law 99/1993). Tables including information on all the texts analyzed can be found in the annex section.

<sup>6</sup> The gender-associated words used were: “*género(s)*” (gender(s)), “*mujer(es)*” (woman/women), “*sexo(s)*” (sex(es)), “*hombre(s)*” (man/men), “*madre(s)*” (mother(s)), “*LGBT*,” “*LGTBQ*,” “*LGTL*,” “*LGTLB*,” “*orientaciones sexuales diversas*” (diverse sexual orientations), “*orientaciones de género diversas*” (diverse gender identities).

<sup>7</sup> The climate crisis-associated words were: “*crisis climática*” (climate crisis), “*cambio climático*” (climate change), and “*variabilidad climática*.”

<sup>8</sup> A thorough analysis of gender would ideally include intersectionality, representations of the non-human, and peace and conflict. Although these were not the focus of the current analysis, the climate change cluster briefly analyses intersectionality, and the gender policy cluster discusses some narratives on nature that are present.

## Results of the Analysis

### Cluster #1: Climate change policy and gender

#### General Overview

The analysis suggests that (a) to a large extent, few narratives on gender exist that imply a transformation on current paradigms, and (b) efforts on gender-responsiveness remain incipient when it comes to climate change policy. Mainly, gender-responsiveness appears only in the stages of policy diagnosis and planning but is not incorporated at all in the implementation mechanisms of policies which would actually make it operational.

#### Gender Narratives in Climate Policy

In the climate policy cluster, **gender remains a largely ignored and unexplored agenda for climate policy in Colombia**. Out of the 23 policy documents analyzed, only nine included gender-associated words. Less than 20% of this cluster (4 out of 23 policy documents) evidenced some mid to high level of gender-responsiveness. However, the narratives remain to a large extent associated with oversimplifying and integrationist approaches to gender mainstreaming in which the policy subject attends to a generalized understanding of women rather than one which attends to the particularities and contextual specificities of women throughout Colombian territory.

This oversimplifying approach can be seen in at least three ways. First, there are no references to diverse sexual orientations or gender identities. Second, **attempts to address gender from the lenses of intersectionality appear only in the document ENREDD+** (*Estrategia Nacional para la Reducción de Emisiones debidas a la Deforestación y Degradación*), where five mentions recognize the contextual specificities of Afro-Colombian and rural women, even though there are no mentions of disabled or Indigenous women. Finally, whenever women are considered, they are passive policy subjects, portraying them as victims rather than as actors capable of leading and taking responsibility for specific actions within the plans. Only two documents, ENREDD+ and PIGCC Guajira (*Plan Integral de la Gestión del Cambio Climático para la Guajira*), attempt to recognize women's local knowledge and practices as key inputs for the articulation of climate change policies. For instance, ENREDD+ acknowledges the importance of women's organizations within the plan; however, they do not assign specific responsibilities to them as they do to Afro-Colombian and Indigenous organizations.

Moreover, our analysis of this cluster of documents suggests that narratives on gender, when they are present, do not recognize the differentiated effects of climate change on different genders, which can reinforce existing inequalities and discriminations by assuming that climate policies equally affect men and women. When gender associated words appear in this cluster, they are not always related to gender-responsiveness or to agenda-setting narratives regarding gender. Out of the nine documents, three of them, the HSPA, the CONPES Document 3700, and the PNACC (respectively *Hoja de Ruta para la Elaboración de Planes de Adaptación al Cambio Climático*, *Documento aprobado por el Consejo Nacional de Política Económica y Social CONPES 3700*, and *Plan Nacional de Adaptación del Cambio Climático*) are gender-blind. This can be seen in the use of “*hombre*” (man) as the universal term for “human being” as in “mankind.”

This was also evident in the *PIGCC Cesar* (“*Plan Integral de la Gestión del Cambio Climático para el Cesar*”), which only recognizes women in their role of mothers. In the case of the policy document AbE (“*Adaptación basada en ecosistemas*”), the only mention of gender-associated words is when “*mujeres*” (women) is used along with children and the elderly in reference to the category of “vulnerable population”.

#### Gender Perspectives Throughout the Stages of Policy

Within the four documents that include gender perspectives, the extent, depth, and approach levels vary from one another at each of the stages formulated in the policies.

At the policy **diagnosis and planning stages**, all of the four documents CCOT (*Consideraciones de Cambio Climático para el Ordenamiento Territorial*), PNGRD (*Plan Nacional de la Gestión del Riesgo de Desastres*), ENREDD+, and PIGCC Guajira to some extent incorporated gender perspectives. The ENREDD+ document is the most advanced of them, having a gender-aware approach.

The incorporation of gender perspectives is evidenced at this policy stage by:

1. the introduction of the narrative of gender equality in addressing climate change (ENREDD+), or at least stating the importance of introducing a “gender approach” (PNGRD);
2. suggestions to incorporate gender-differentiated and locally validated data (CCOT, PIGCC Guajira);
3. the recognition of the participation of women's organizations and collectives in the policy-building process (ENREDD+).

However, only the ENREDD+ document includes initial elements for a gender-responsive approach at the implementation policy stage, thus indicating that efforts to effectively integrate gender should also be included in the more practical policy stages (implementation, monitoring, and evaluation).

At the stage of **policy implementation**, gender is only addressed by three documents (PNGRD, ENREDD+, and PIGCC Guajira). The implementation strategies in these documents include:

1. promotion of educational programs to raise gender awareness among government officials (PNGRD) or of an environmental education agenda with a “gender perspective” (PNGRD and PIGCC Guajira) which recognizes the existing local experiences and knowledge of women (PIGCC Guajira);
2. implementation of programs for investment to build gender-related adaptive capacities, including an early risk alert system that involves gender-disaggregated data;
3. encouragement of the “active” participation of women and women's organizations in the policy strategies and actions, for instance through the establishment of specific platforms such as the *Plataforma de Mujeres Negras* (Black Women's Platform) where their insights are recognized (ENREDD+);
4. recognition of the specific participation and capacity-building quotas for women through the implementation process (ENREDD+).

These documents, especially ENREDD+, recognize the role that female local leadership plays. Nonetheless, it is not clear how the policy can secure female participation given that care work is often considered a responsibility of women in Colombia, limiting their ability to participate unless this is addressed directly and appropriately. Besides, although women are recognized as agents who deserve to participate, within the documents they are not given specific responsibilities as other actors are.

Finally, at the stage of **monitoring and evaluation**, only ENREDD+ includes a gender approach by setting gender-sensitive indicators on participation and capacity-building. As such, it can be asserted that despite some gaps, ENREDD+ represents a significant advance in incorporating a gender-responsive framework at all policy levels.

## Cluster #2: Mining-energy policy sector and gender

### General Overview

Within the mining-energy policy cluster, the analysis included approaches to gender and to the climate crisis. Our analysis suggests that: (a) to a large extent narratives on gender tend to be integrationist rather than agenda-setting; (b) efforts on gender-responsiveness are primarily related to the sector-specific gender policy while the other policies of the sector remain to a large extent gender-negative; and (c) recognition of a climate crisis–gender nexus remained absent throughout the policies.

### Gender Narratives in Mining-Energy Policy

Only two out of the six documents, the PNFMC and the LGSME (*Política Nacional para la Formalización de la Minería en Colombia* and *Lineamientos de Género para el sector minero energético*, respectively), presented some degree of gender-responsiveness through gender-associated mentions. This is explained by the different nature of each document.

Two central narratives on gender were identified in the LGSME. The first one addresses gender inequality results from an integrationist approach, pointing to the lack of participation of women as both the root-cause of and the solution to gender inequality within the sector. **Specifically, the lack of participation of women in projects, the job market, and the existing capacities of the sector are deemed as crucial elements to be addressed to achieve gender equality. However, the document ignores the gender-differentiated impacts of mining** – for instance, environmental damage to specific resources which are vital to women such as water, or sexual trafficking, in which women are the most affected [19].

Accordingly, the solutions provided by the plan are limited to the integration of women and ignore the role of women in transformative processes that position them as leaders in their communities and their knowledge of and experience in resource management.

**A second discourse that shows women as vulnerable victims of gender-based violence within their communities has become a predominant narrative.** In the PNFMC, the narratives include a gender-sensitive approach. Although gender is not one of the main priorities of the plan, nor is it highly developed within the plan, the policy recognizes the demands on gender equality, gender-associated violence resulting from mining activities such as sex trafficking, and the need for these to be addressed. Nonetheless, when undertaking these efforts, women are not perceived as active agents of the process, but rather as subjects dependent on the state or the companies of the formal mining sector.

Moreover, it is worth noting that **gender narratives rarely intersect with those of climate change.** Indeed, this intersection was made evident only on two occasions within the LGSME, which recognized the risks that the environmental crisis might pose to women, as well as the role these might play in adaptation to climate change. In the case of the PNFMC, although climate change is addressed at two opportunities, none of them establish a link between climate change and gender issues.

Finally, as in the climate policy cluster, ideas on gender are limited to addressing women's issues as no mentions of diverse sexual orientations and gender identities occur.

### Gender Perspectives Throughout the Stages of Policy

Both documents (PNFMC and LGSME) introduce gender issues at the stage of policy **diagnosis and planning**. However, because of the nature of the LGSME, this is further elaborated within this document. Specifically, the plan offers both a highly developed framework on the nature of gender inequality in the mining sector and gender-disaggregated data on the subject. The LGSME focuses on inequalities within the sector, rather than on inequalities produced by the sector, and most of the disaggregated data comes from studies carried out in countries such as Canada and are not context-specific. In the case of the PNFMC, two issues are brought up at this stage: one acknowledging gender equality as a goal to be achieved, specifically as a demand resulting from the CONPES 161 on Gender Equality, and the second recognizing sexual trafficking as another issue to be targeted.

At the stage of **implementation**, the LGSME focuses on plans which allow for the inclusion of women, such as integrating them in the job market of the sector by promoting quotas and positions at the directive level to be occupied by women; enhancing women's participation in decision-making processes; promoting cultural changes towards gender equality in the sector; and intersectoral actions which enhance gender equality such as equity certificates for companies in the sector. In the case of the PNFMC, four strategic lines of action were introduced, one towards capacity building within the sector and alternative sectors for women, one on enhancing gender-aware corporate social responsibility within the formalized sector, a third one on eradicating sexual trafficking, and a fourth one related to the provision of structures for the formalization of the sector. It is worth noting that in this document women are not perceived as active subjects at the implementation stage.

Finally, at the stage of **monitoring and evaluation**, both the LGSME and the PNFMC establish gender-sensitive indicators. Interestingly, the PNFMC develops indicators on a target percentage for the eradication of sexual trafficking and the number of women benefited by the plans. Nonetheless, in neither document are women given specific roles and spaces to participate at this stage of policy themselves.

### Cluster #3: Gender policy and the climate crisis

#### General Overview

For the gender policy cluster, we found that concerns on the climate crisis do occur; however, these acknowledge a traditional understanding of gender, nature, and the state.

#### Climate Crisis Narratives in the Gender Policy

The concern for the climate crisis is evidenced through the iteration of the words “*cambio climático*” (climate change) and “*variabilidad climática*” (climate variability), which only appeared eight times. These occurred only in the LPPNG and the OTTPNG (“*Lineamientos de Política Pública Nacional de Equidad de Género para las Mujeres*” and “*Orientaciones para la Construcción de Políticas Públicas para la igualdad de oportunidades para las mujeres en entidades territoriales*”, respectively). No concerns on this matter were expressed in CONPES Document 161 (“*Documento aprobado por el Consejo Nacional de Política Económica y Social 161*”).<sup>9</sup> This is surprising given the central role this policy has when it comes to the incorporation of gender in both territorial and local plans, as well as through other policy subjects, including climate change. Moreover, it is worth noting that most word appearances (seven out of eight) were identified in the LPPNG.

Despite the different number of iterations between the LPPNG and the OTTPNG, a common narrative emerges when climate change is addressed, particularly given that the assessment of this issue is mainly associated with risks and situations of vulnerability specific to women. The OTTPNG mentions “climate change” as a differentiated threat to women. In the case of the LPPNG, it is similar, and “climate change” appears when the document refers to the need to create protocols that prevent, attend to, and safeguard women (specifically rural women) from climate change.

## 3.2. THE CLIMATE AND GENDER NEXUS: A VIEW FROM THE GROUND

In the previous section we demonstrated the need to better integrate gender perspectives in climate policy in Colombia. Based on interviews with relevant stakeholders, we now assess the different perspectives that exist surrounding a climate policy for the coal sector in Colombia and the role of women in this scenario. The interviews identified the different components that a GRCP for the Colombian coal sector needs to include.

**These public documents recognize the differentiated impacts of climate change for women and the need for them to be addressed. However, they fail to move beyond the narrative of women as victims of a wild, uncontrollable natural environment, rather than considering how climate change exacerbates pre-existing socioeconomic vulnerabilities over which public policy has influence [125].** When associated words such as “*mitigación*” (mitigation) are iterated in the LPPNG, it is in the form of calls for the state to protect women from the situation of risk they are confronted with. The narrative does not allow reassessment of the relationship between the state, women, and nature, nor does it recognize women as active agents in both environmental and climate change-related risk management.

#### Climate-responsiveness Through the Stages of Policy

In the LPPNG and the OTTPNG, concerns on climate change were solely addressed at the stage of **diagnosis and planning**. While there is a recognition of the climate and gender nexus, this remains without specific steps on how to deal with it. Neither the OTTPNG nor the LPPNG evidence any attempts to provide meaningful insights on the climate–gender nexus at the **implementation, and monitoring and evaluation stages**.

#### Conclusions

Recognition of the climate–gender nexus has evolved during the last ten years in Colombia’s policies on climate change, gender, and the mining and energy sector. However, **the policy analysis shows that there is still a long way to go for a comprehensive agenda-setting approach that contributes to the transformation of gender paradigms and inequalities within this nexus. Three reasons explain this:**

1. **A large number of documents** on climate policy and mining and energy sector policy continues to **leave this nexus unattended**.
2. **The central gender-mainstreaming policy does not include the climate crisis as a field of action**.
3. Even in the documents in which recognition of the climate–gender nexus appears, it is approached **without questioning nor transforming existing gender paradigms** at the policy level.

#### A Few Words on the Methodology

Between April and June 2020, we interviewed 18 persons (12 women and 6 men, from a total of 13 organizations and institutions)<sup>10</sup>, via video- or teleconference, as the COVID-19 travel restrictions made it impossible to conduct in-person field work. We identified possible interviewees based on our research and background talks, using a snowball sampling system, and made sure that we included a balanced set of actors from relevant governmental bodies, academia, and civil society, both from Bogotá and from the mining regions Cesar and La Guajira.

<sup>9</sup> The document CONPES Social 161 of 2013 presented the National Public Policy on Gender Equity. It specifies the indicative action plan to address the problems outlined and prioritized in terms of inequalities affecting women in Colombia.

<sup>10</sup> Given the security situation in Colombia, and the fact that coal and environmental activism are high-risk activities, we opted not to mention our sources and to anonymize the results of the interviews. We have slightly edited the citations for clarity, while making sure that the content stayed the same.

To present our results, we firstly introduce the current shortcomings we identified in the climate–gender–coal nexus in Colombia. Secondly, we point out the windows of opportunity that are starting to open in line with the worldwide decarbonization efforts and its expected coal phase-out.

### Shortcomings in Current Climate Policies for the Coal Sector

During our interviews, we discovered three central shortcomings within Colombia’s climate policy with regard to gender and the coal mining sector. In the following, for each of them we present, first, the evidence from our field work and, second, our analysis of this evidence. The three shortcomings are:

- Shortcoming #1: Lack of inclusion of local discourses and expertise on the climate crisis and coal mining in national policy.
- Shortcoming #2: Lack of data and knowledge on the gendered impacts of CC and mining.
- Shortcoming #3: Lack of participation of women in formal decision-making spaces.

#### Shortcoming #1: Lack of inclusion of local discourses and expertise on the climate crisis and coal mining in national policy

At the national and regional level, government officials reported that aspects of gender-responsiveness are slowly starting to gain prominence and there are attempts to integrate gender perspectives into climate policies and programs (Interviews 6, 10, 11, 13).

“In its formulation, the policy did not integrate a gender approach. Therefore, we decided to integrate it in some implementation instruments.”

On the local level, our interviews with women grassroots activists, experts, and NGOs pointed out that the climate crisis is perceived as an important issue whose impacts are starting to affect their everyday life. However, when asked about their engagement to face this crisis, the responses were centered on the defense of their territory (“*defensa del territorio*”) as an all-encompassing issue that involves not only adaptation to the impacts of the climate crisis but also resisting the social and environmental damages of coal mining (Interviews 1, 2, 4, 5, 8, 9, 14, 15).

“The topics of climate change, of the need to reduce carbon emissions [...] have served us as a tool in the political struggle, in the discourse, to be able to stop the expansion of the extractive borders.”

For women in the communities, the relationship with the territory (“*territorio*”) is a fundamental element in the construction of their collective identity and worldviews.<sup>11</sup> The defense of the territory, thus, becomes the central struggle at the local level, which according to our exchanges refers to the resistance to coal mining and holding the government and mining companies accountable for the environmental, health, and social damages they have inflicted on the communities (Interviews 5, 12, 14, 15).

From this we derive a discrepancy between the discourse on the national and the local levels. **While at the policy level the climate crisis has a central role in the actions of government institutions, at the local level it is inserted in a much broader context of the engagement against the impacts of coal mining in the communities and their territories.**

In the context of local communities, it seems that the protection and defense of the territory takes priority, regardless of whether the damage stems from coal mining or the climate crisis.

An explanation for this may be fundamental differences between the policymaking spheres located in Bogotá and the Afro-Colombian and Indigenous communities in the coal regions. In Bogotá, climate policymaking is strongly influenced by the international climate regime, centered around mitigation efforts and adaptation measures to reduce vulnerability. As we described in the very beginning of this case study, the coal regions are characterized by high percentages of Afro-Colombian and Indigenous communities, especially the Wayúu in La Guajira. The particular and local perspectives of this communities are not incorporated in the national policies formulated in Bogotá.

Moreover, our interviews revealed that women and their communities have traditional and specific expertise on the land and environment, which is related to their close relationship with their territory (Interviews 1, 5, 8, 9, 10, 11, 12, 14, 15). For instance, this can be seen in the role of “dreamers” (*soñadoras*) in the Wayúu culture in communicating with the earth; according to some interviews, the noise generated by the machinery in the mines inhibits women from continuing to exert this role, affecting the cultural identity of the Wayúu community (Interview 1, 5). Other examples include the male elders of the community being able to predict weather patterns based on winds or the presence of certain birds (Interview 11).

However, despite this ancestral expertise, some of the interviewees reported perceptions of discrimination, invisibilization, distrust, and disregard of national authorities towards this expertise and experiences and hence, this is reflected in the lack of inclusion of their perspectives and expertise in local and national policies (Interviews 1, 11, 15) [cfr. 128].

#### Shortcoming #2: Lack of data and knowledge on the gendered impacts of CC and mining

“If there is something that’s always been clear for us in the topic of climate change is that its impact is differentiated. It does not affect a pregnant woman in the same way as a young male worker.”

Throughout the interviews with actors on national and regional government levels, we noticed a **general awareness of the gender-differentiated impacts of the climate crisis** (Interviews 6, 10, 11, 13). Nonetheless, we identified two gaps. First, not enough detailed and gender-disaggregated data exists on the impacts of the climate crisis at the local level in Colombia, particularly in coal-affected regions (Interviews 6, 7, 9, 13).

<sup>11</sup> Different strands of feminism, such as feminist geography, communitarian, or territorial feminisms have further explored this relationship from a post- and de-colonial perspective in Latin America. See for example [103,110,126] for an overview on this topic. A definition of the concept of territory in relation to Indigenous communities can be found in Gray [127].

Second, there is lack of knowledge on the coexisting impacts of the climate crisis and mining, including gender-differentiated impacts. Interviewees from civil society at the national and grassroots levels have a deep understanding of the impacts of mining, in some cases because they have experienced these impacts first-hand. On the one hand, they referred to the damage to the territory and the environment (Interviews 1, 5, 7, 8, 12, 14, 15).

On the other hand, they described the gender-differentiated impacts of mining, confirming those impacts referred to in the literature (see above Section 2.2). They include:

- negative impacts on women’s health, such as infertility and miscarriages (Interviews 1, 8, 10, 14, 15);
- impacts on gender roles, including increased care work for women (Interviews 1, 5, 14, 15);
- impacts on other cultural aspects related to the separation of communities from their territory or changes in ancestral activities (Interviews 2, 5, 8, 9, 12, 14, 15);
- and a relationship between mining and gender-based violence, including child prostitution and trafficking (Interviews 2, 8, 12, 14, 15).

Nonetheless, when asked how these impacts are related to the climate crisis, we did not receive clear answers. Some interviewees mentioned that it is difficult to determine which environmental changes can be attributed to the climate crisis and which to coal mining and that the climate crisis refers to a general phenomenon that involves many different variables and impacts, not all of them related to mining (Interviews 9, 11, 13).

Based on these statements, we identify a difference in the understanding of the relationship between the climate crisis and mining, particularly in the areas most impacted by coal mining. As we have explained above, the coal sector is related to the climate crisis because of the GHG emissions it produces. However, this is a rather abstract and technical concept that stands in stark contrast to the lives of those experiencing first-hand the impacts of coal mining. For our interviewees, it is indeed difficult to determine to what extent environmental and climatic changes are caused by mining or by the effects of the climate crisis. This situation is further complicated considering that currently, not enough information exists on this issue, which is necessary for developing effective climate policies.

### **Shortcoming #3: Lack of participation of women in formal decision-making spaces**

Women remain marginalized within formal decision-making spaces, such as Parliament or Congress. However, through our field research it became clear that Afro-Colombian and Indigenous women take an active role in the grassroots defense of their territory against mining operations (Interviews 2, 4, 5, 12, 14). Our results indicate that, in this context, **female community members participate more frequently in informal political spaces, such as community organizations, while men take over formal leadership roles, as in trade unions or local governmental institutions** (Interviews 3, 5, 9, 11, 14).

This shows that **women are, indeed, actors of transformation at the local level**. Nonetheless, comparing this with current levels of political participation in state institutions, a stark gap exists in the inclusion of women, especially Afro-Colombian and Indigenous women. For instance, in the Colombian Congress for the period 2018–2022, female participation amounts to only 19.7% or 55 out of 279 seats [129]. Unfortunately, based on the available official data, it is not possible to determine what percentage of these 55 women in Congress self-identify as Black or Indigenous. However, simply increasing the number of women in Congress is not perceived as a sufficient measure. When asked whether an increase in female participation in Congress would result in better climate policies, our interviewees indicated that this depends on their perspectives and commitments, but that it is important for the perspectives and agendas of women and their communities to be represented in these spaces (Interviews 5, 7, 14).

“Putting more women in Congress will not change anything. Putting more women there that are clearly on the frontline of their struggles, that are empowered, or with an empowering process for them: Absolutely, it will change something.”

In response to the question of why women are more actively involved at the local level in the defense of their territory, local interviewees pointed to their **role as caregivers** and their motivation to provide a safe future environment for their offspring (Interviews 1, 2). Also, more intensive care work due to the increase in diseases as well as the lack of food and water were mentioned as reasons for increasing concerns for the future of their children and communities (Interviews 1, 2). This could be interpreted as motivation to fight for community rights.

Another reason quite frequently mentioned for these striking differences in women’s participation in decision-making spaces is the **structural exclusion of local communities** (Interviews 2, 3, 4, 5, 7, 8, 10, 11, 14, 15 ) which refers to minimal state presence in many regions in rural Colombia, such as La Guajira and Cesar, along with the lack of representation in local, regional, and national governmental, legislative, and other decision-making bodies. Additionally, several respondents mentioned the lack of knowledge of and interest in cultural differences shown by public institutions (Interviews 1, 2, 4, 14, 15).

Also, **gender roles** were mentioned repeatedly as a factor that contributes to the exclusion of women. In many communities, there is a clear distinction between the roles of men and women, the latter being perceived primarily as family caregivers. As a result, these strict roles restrict women’s participation because oftentimes they are not asked to formally participate, for example in prior consultation (“*consulta previa*”) processes (Interviews 1, 5, 8, 9, 10, 11, 12, 14, 15). Several interviewees observed the perception of women as caregivers and the care work itself as a hindering factor when it comes to the participation of women in formal spaces (Interviews 3, 5, 8, 11, 12).

This leads us to a paradoxical observation: While women referred to their role as caregivers as their motivation to participate, this role at the same time is one of the factors constraining their participation in official decision-making spaces. Interviewees considered that **the inclusion of women in decision-making processes is an indispensable tool for more effective climate policy** (Interviews 7, 10, 14).

## Window of Opportunity: Energy Transition

As mentioned above, Colombia is confronted with the need to rethink the future of its national coal sector. The trend pursued by many countries worldwide to phase out coal, the declines in hydropower reliability due to the impacts of the climate crisis, and the ratification of international climate agreements have created a window of opportunity to expand the solar and wind energy sector and minimize mining operations. Renewable energy projects in coal regions, such as wind turbines in La Guajira, are an example of existing nationwide efforts to increase the production of ‘green’ energy [95,97].

However, as pointed out in the policy analysis above, despite the existence of a national climate policy, and current efforts to incorporate gender perspectives in the mining and energy sector, we found **no evidence of a sectoral policy for a coal phase-out** and/or a policy that addresses the expected changes in the international coal markets. As such, there is not yet a comprehensive policy on an energy transition (Interviews 5, 8, 9, 11).

Although this window of opportunity would contribute to mitigating the impacts of the climate crisis, it would not necessarily exclude the continuation of the disastrous practices coal mining has brought about in communities, nor would it – in itself – put an end to existing inequalities. In Colombia, this is particularly relevant as La Guajira is not only the main coal-producing area, but its territory has suitable conditions for solar and wind park projects, some of them in lands traditionally owned by Indigenous communities.

Hence, during our interviews, the possible pitfalls of these renewable energy projects were highlighted: National and international projects were criticized for failing to take account of the cultural specificities of the territories where they are implemented (Interviews 5, 9, 11, 14). Project-related displacement from the territories or drastic changes in the environment due to new renewable energy projects were mentioned as threats to local communities and their livelihoods (Interviews 8, 9, 11, 15). Hence, the lack of adequate regulations for a national energy transition was described as a further obstacle to transforming the sector (Interviews 8, 9, 11). Consequently, the idea of a just transition within national renewable energy projects has not been sufficiently considered, much less the gender aspects of it (Interviews 2, 6, 8, 12, 15).

To achieve a just energy transition, our respondents explained that new conflicts related to renewable energy projects must be prevented and conditions such as the safety of local leaders must be ensured (Interviews 5, 12, 14).

## Lessons from the Ground

Based on the results of our interviews, we identified the following elements that need to be included in a GRCP.

Considering that the impacts of coal mining are very specific to the affected areas, **a GRCP for the coal sector must include a localized and community-based approach which recognizes local female leaderships**. This requires an intersectional and territorial approach which recognizes how the different forms of discrimination are linked and have shaped the lives of women and their communities.

The fact that in Colombia the communities most affected by coal mining self-identify as Indigenous or Afro-Colombian and that women are at the frontlines of the defense of their territories highlights the racialized and gendered components of the negative effects of coal mining. At the same time, these categories of discrimination shed light on the motivation and ways in which women have become actors of transformation at the grassroots level.

This means that a GRCP must also strive to include communities’ particular expertise on their own territories, particularly those that local women traditionally possess. As such, the discourse on ‘defense of the territory’ (*defensa del territorio*) and the intrinsic relationship of communities with their territory are important because it shows the particular knowledge that women and communities can bring to a GRCP. Moreover, rather than limiting its scope to developing new female leaderships, a GRCP should first recognize and prioritize existing local female leaderships. In this way, a GRCP will be perceived as more relevant inside the communities and thus will be implemented in a more effective manner in the long term. As we have seen, some activists mentioned the importance of using the climate discourse, especially international climate standards, as a tool to fight against coal mining (Interviews 5, 8).

A GRCP can also contribute to **closing knowledge gaps by ensuring that enough gender-disaggregated data and information is available**. Particularly for the coal mining sector, data must be generated on the gender-differentiated impacts of the climate crisis and mining, disaggregated also at the local level, and considering cultural and ethnic features. This means understanding the different ways in which gender is constructed and experienced based on the particular characteristics of communities. Ultimately, a lack of understanding of how the climate crisis and coal mining affect the territories would result in climate policies being less effective in the adaptation and mitigation of the crisis in coal-affected communities. Moreover, these policies would miss the opportunity to address and transform gender inequalities.

Regarding the lack of **participation of women, a GRCP should not reproduce gender stereotypes in order to create equal opportunities for participation**. Furthermore, a GRCP can contribute to **providing visibility to the agency and activism of women at the local level** and promote their inclusion in decision-making spaces. In this respect, intersectionality is, once again, a key concept for a GRCP. While it is crucial that more women take part in formal decision-making spaces, our field research indicates how important it is that particularly Indigenous and Afro-Colombian women are represented in these spaces.

Equal participation of women is necessary for including gender justice as part of a just energy transition and for its essential goals to be achieved. **Facilitating and promoting the participation of Indigenous and Afro-Colombian women** as a key element of a GRCP is also crucial to ensure that the future energy transition contributes to gender equality. This includes incorporating women’s own knowledge on the territory and the cultural connection of communities to it as an essential component for the implementation of a GRCP and a just energy transition.

### 3.3. MAPPING OF ACTORS FOR A GRCP IN COLOMBIA

The results of our interviews pointed out the lack of participation of local women in formal decision-making spaces and the consequent insufficient inclusion of their perspectives in national policies. With the help of the mapping of actors in this section, we aim at identifying the relevant actors for a GRCP, especially to point out, on the one hand, the exclusion of women activists at the local level and Afro-Colombian and Indigenous communities affected by coal mining. On the other hand, we propose that other actors could take a bridging role in order to amplify the voices of women and the communities as a necessary element of a GRCP.

#### A Few Words on the Methodology

The mapping situates actors according to their level of interest and influence in a GRCP [130], based on their influence to transform (or perpetuate) harmful and essentialist representations of women only as victims of the climate crisis. For this, we compiled an initial list of actors based on our field research and background talks.

As with any public policy, a GRCP requires the involvement of diverse and engaged actors throughout the policy cycle. This is why the actor mapping looks not only at the formal decision-makers, but also at those who play a role throughout different policymaking stages and mechanisms. What is particular about a GRCP is that it aims to highlight and strengthen the role of women as actors for transformation. With this in mind, the analysis of the different actors includes:

- (a) public institutions that are directly involved in the public policy cycle of both climate policy and policies in the energy and mining sector;
- (b) local NGOs and grassroots organizations that advocate for climate justice, gender justice, energy transition, and the defense of the territories and rights of peoples;
- (c) international and national NGOs, think tanks, and academia who provide scientific and technical support to the construction of a GRCP, as well as advocating for climate and social justice and, above all, providing advice throughout the policy process;
- (d) international cooperation organizations that provide funding, build technical capacity, and facilitate the implementation of policies; and
- (e) key actors in the private sector – such as multinational companies in the energy-sector – who may have conflicting interests with climate and gender priorities and that are fundamental in order to achieve a long-lasting transition and just transformation of the mining and energy sector with stronger gender perspectives.

Rather than representing an exhaustive list of all the actors involved, **this actor mapping presents relevant examples** of some of them, particularly of those from civil society given that it includes some of the highly impacted but less influential actors with respect to the climate–gender nexus.

Figure 10 presents the results of the mapping, showing their potential level of interest and influence of actors in a GRCP. Mainly, the analysis focuses on:

- (a) actors positioned at the high-interest/high-influence point of the graph who should be proactively engaged in almost all the stages of the policy cycle;
- (b) actors positioned in low-influence/high-interest point of the graph who must be kept engaged and whose participation should be actively encouraged and guaranteed; and
- (c) actors positioned at the mid influence/high-interest point, who can contribute to bridging the gap between the national and local levels.

While recognizing the importance of state actors and their political influence to support a GRCP, this map also points out the key role that could be played by the actors positioned in the low-influence/high-interest point of the graph. These are some of the organizations we interviewed in our field research which are part of the civil society and grassroots organizations. As we showed in Section 3.2, the women participating in these organizations already take an active role at the local level and, in the case of Afro-Colombian and Indigenous communities, have perspectives and expertise that climate policies should include.

Actors positioned in the mid-influence/high-interest point of the graph – such as national and international NGOs, international cooperation organizations, universities, and think tanks – are also fundamental as **‘bridging’ actors**. Their role is critical for increasing the visibility of other actors such as women and communities affected by coal mining and working collaboratively to defend the territory. Besides, these actors can assess and collaborate with the implementation of genuinely transformative solutions to the climate crisis and the consequences of mining activities that are highly specific to each context. Bridging actors also collaborate with a diverse array of other actors towards policy advocacy purposes.

In a GRCP, the joint efforts of public institutions, bridging actors, and local female leaders towards a more thorough understanding of the climate–gender nexus could bring benefits in at least the three following ways. First, they can bring insights and data which help create a comprehensive panorama of the needs and perspectives of actors on the local level, which is especially needed at the stage of policy diagnosis and planning. Second, both public institutions and bridging actors can guarantee the required resources to amplify civil society voices, such as regional female leaders, women’s organizations, LGBTIQ organizations, along with other gender-affiliated organizations. Third, building more open, democratic, and informed dialogue might open the door for more transformative approaches to gender equality and climate protection.

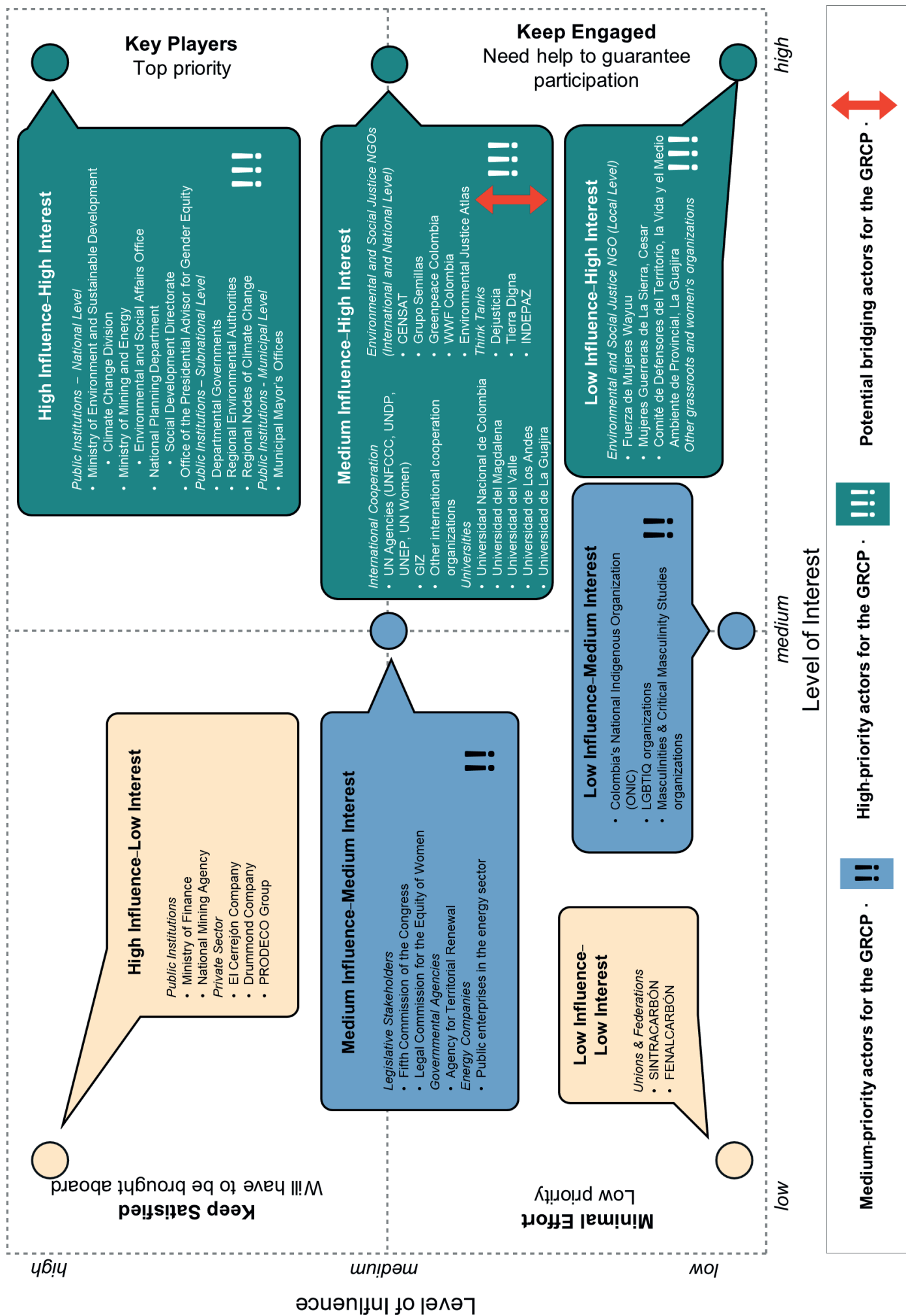


Figure 10: Mapping of Actors

## 4. CONCLUSIONS: MOVING FORWARD WITH A GENDER RESPONSIVE CLIMATE POLICY

This paper, as one of the first approaching this topic, has presented an in-depth analysis of the climate–gender nexus. Most importantly, we established the argument that **a gender-responsive climate policy (GRCP) can foster gender equality, and in turn, increased gender equality can lead to better climate policies.**

This is based on one year of work, including desk and field research in which we analyzed the current status of the climate–gender nexus and conducted a case study analyzing the Colombian coal sector.

Regarding the general **climate–gender nexus**, we found **four main arguments in support of an inclusion of gender perspectives into climate policy**, namely:

- **The sustainability argument:** Actions to combat the climate crisis must simultaneously contribute to sustainable development, including gender equality.
- **The vulnerability argument:** Women are more vulnerable and negatively affected by the climate crisis.
- **The expertise argument:** Women have expertise and skills that must be incorporated into climate policies for these to be effective.
- **The normative argument:** Gender equality is a right and a value that policies should pursue.

While these arguments have helped to raise awareness of the need to include gender perspectives in climate actions, we identified the following six shortcomings in these approaches:

- **Lack of knowledge:** Scientific knowledge on the nexus, gender-disaggregated data, and practical knowledge are lacking.
- **Lack of women in decision-making:** Hence, women’s needs and contributions to tackle the climate crisis are underestimated.
- **Lack of focus on agency:** Portraying women as vulnerable and victims of the climate crisis perpetuates gender stereotypes.
- **Lack of focus on mitigation:** The prevailing focus on adaptation measures at the micro-level disregards women’s agency to contribute to solutions in the macro-level.
- **Lack of intersectional understandings:** Approaches have not included perspectives from the Global South and usually follow binary and Western understandings of gender.
- **Lack of transformative approaches:** Very few approaches question unequal power structures and thus risk reproducing these.

Moreover, we detected a **major gap in research and practice**, as so far there are few approaches **that link the triad of climate, coal, and gender**. To contribute to filling this gap, we analyzed the **Colombian coal sector**. This choice was based on the urgent need for an effective climate policy in this sector, the particular relevance of gender aspects, and the window of opportunity to create a GRCP. We aimed at exploring this triad and addressing the identified shortcomings by focusing on the mitigation of GHG and acknowledging women’s agency in their **role as agents of transformation**, thus focusing on their agency.

The case study consisted of three components: a policy analysis, field research, and a mapping of actors.

Our **policy analysis** revealed, on the one side, that climate and energy policies are currently not gender-responsive and incorporate stereotypical understandings of gender roles. On the other side, it showed that gender policies have not sufficiently incorporated concerns on the climate crisis.

Our **field research** confirmed the shortcomings of current climate policies pointed out in the policy analysis. Moreover, it showed that the following:

- Women are already informal actors of transformation on the local level; yet, obstacles persist hindering their participation in national and local formal policymaking institutions.
- Women’s role as caregivers has paradoxical effects: it is a motivating factor for their grassroots engagement and at the same time a hindering factor for their access to decision-making spaces.
- At the national policy level, efforts are being undertaken to incorporate gender into climate policy and from which we can see the possibilities for incorporating local and gender perspectives.
- A sectoral policy for a coal phase-out and the mitigation of its social, economic, and environmental consequences is nonetheless lacking.
- Planning and implementing a just energy transition is therefore urgent and must incorporate gender and local community perspectives.

On its part, the **actor mapping** displays how grassroots organizations affected by coal mining have a high interest in climate policy and yet low influence in the policymaking process. In this way, the mapping reasserts our finding that grassroots organizations and women are currently not sufficiently included despite their activism and engagement. Nonetheless, the mapping allows us to see that especially academic institutions can take a role as intermediaries to bridge the gap between the local and national levels. The analysis of the actors and the interviews also showed that the international climate regime and international cooperation have been crucial in advancing recognition of the climate–gender nexus in Colombia. They can therefore maintain their relevance in this area by continuing to support state actors and civil society in developing long-term capacities and strengthening local and bridging actors.

Based on these results, we propose that a GRCP is the most appropriate approach to addressing mainstream gender perspectives in climate policy. As a consequence, climate policies would be more effective in tackling the climate crisis and in promoting gender and racial equality. A GRCP could in this way contribute to closing the gaps that we identified and ensuring that the activism of women and grassroots’ organizations is acknowledged and their perspectives included in national policies.

More gender-responsive approaches lead to a better understanding of the climate crisis and, hence, to more effective solutions. A GRCP is inclusive and responds to the needs of women and communities and, thus, it fosters change that is sustainable and widely supported (i.e. through actors' coalitions). **Given the urgency of the climate crisis, we can't afford to lose the expertise of about half the population on how to best solve it.**

Most importantly, the study of the Colombian coal sector illustrates that **intersectionality needs to be an intrinsic component of a GRCP**, given that coal mining in Colombia has historically affected Indigenous and Afro-Colombian communities in a disproportionate manner. The fact that the climate crisis impacts disproportionately Black, Indigenous, and people of color (BIPoC) in the Global South – among them particularly women – brings intersectionality to the forefront as a concept that has to necessarily be integrated in climate policies – including, but not limited to, the coal sector.

This means that a GRCP understands the categories of 'gender' and 'women' in relation to other social categories such as race, ethnicity, and class. For the Colombian coal sector, we have seen that Indigenous and Afro-Colombian women are, indeed, actors of transformation on the grassroots level; a GRCP would amplify and strengthen their voices, incorporate their perspectives and knowledge, and enhance their participation in decision-making institutions, such as local councils, assemblies, and the national legislative bodies.

### Three Scenarios for the Future

As we have shown, **climate policies are at a crossroads from where they can either deepen or tackle existing inequalities**. Before providing policy recommendations, we present three scenarios for the future of climate policies for the coal sector in Colombia and the losses or benefits it can bring for climate protection and gender equality: the first one is a **lose–lose scenario** in which no policy for a coal phase-out is developed; the second is a **win–lose scenario** through the introduction of a coal phase-out policy albeit without gender perspectives; and the third one is a **win–win scenario** through introduction of a GRCP and the opportunities it would bring for gender equality and better climate protection.

#### Lose–lose scenario #1: no coal phase-out policy

In this business-as-usual scenario, international coal markets collapse, while international pressure in favor of decarbonization increases. The coal and renewable energy sectors change in an unregulated manner, and state regulation is only reactive to minimize the negative consequences of the unplanned phase-out. The expansion of the renewable energy sector lags behind because of this lack of management. It is a lose–lose situation: there are no advances in climate protection and existing inequalities, including gender inequalities, are deepened. The closure of mines will not be planned to protect workers and repair communities; and the implementation of renewable energy projects will continue to exclude and marginalize women and communities.

Eventually, this can increase conflicts over land and resources, together with the loss of communities' cultural identity over the continued lack of control of their territory. Lastly, neither emissions targets nor sustainable development goals (SDGs) are reached.

In the international arena, Colombia loses its position as a frontrunner in the international climate regime, and in consequence, the financial support of international cooperation donors diminishes.

#### Win–lose scenario #2: gender-blind coal phase-out policy

Colombia introduces regulations to ensure a planned coal phase-out in order to meet its international climate commitments. However, it includes neither gender nor local perspectives. Assuming that the policy is adequately implemented, Colombia reduces its emissions, but communities traditionally affected by coal mining do not see an improvement in their living conditions. The disparities between the local and the national level continue, as well as gender, racial, social, and political injustices, which continue to negatively impact the social cohesion of the country. Overall, while this scenario contributes to the realization of climate goals being achieved, this is not the case for SDGs on gender equality.

#### Win–win scenario #3: introduction of a GRCP

In contrast, introducing a GRCP brings a win–win situation: climate protection goals are effectively achieved, and gender equality is improved. Through its intersectional approach, it also addresses other categories of discrimination, such as race, ethnicity, and class. It recognizes the activism of women, particularly Black and Indigenous women, amplifies their voices, and promotes their participation in policymaking institutions. In this way, their perspectives are incorporated in national policies. Furthermore, detailed and localized data is produced to understand the impacts of the climate crisis in coal mining regions. Hence, climate mitigation and adaptation actions are more effective. As they reflect the needs and distinctive features of local communities, their implementation is easier and the results more impactful.

Consequently, a GRCP shapes just energy transitions to promote gender equality by making sure that in renewable energy projects communities are included. This prevents conflicts along with social and environmental damage. Moreover, it tackles the historical exclusion of Black and Indigenous communities and women, including the impacts that coal mining has had on them. The grassroots leadership of women is recognized and – with state and international support – they develop economic alternatives in line with their own traditions and expertise. In this way, women have increased access to resources and decision-making institutions, and the living standards of the communities are improved. Ultimately, marginalized communities are empowered, interrupting historical cycles of poverty and exclusion. In this manner, emissions reduction targets are achieved along with SDGs.

To make this win–win scenario a reality, we conclude this paper with the **following policy recommendations**.

## 5. POLICY RECOMMENDATIONS

Based on our in-depth analysis, we developed a set of recommendations useful for the conceptual strengthening and implementation of a gender-responsive climate policy. These are aimed at the stakeholders we identified in Section 3.3, mostly policymakers and actors in international cooperation, research, and academic institutions, as well as NGOs.

This set of recommendations is structured to be generally applicable to countries aiming to strengthen the climate–gender nexus in their policies. When relevant, we exemplify what these recommendations would look like in the Colombian context.



### 1. Invest in research and knowledge generation.

Our research has shown that there are still enormous knowledge gaps regarding the climate and gender nexus, including a GRCP. Knowledge, however, is the foundation of effective policies. It is, therefore, important to promote the generation of knowledge on the climate and gender nexus, including knowledge based on the local and gendered understanding of the climate crisis.

**Overall**, research in the climate–gender nexus should focus on the following aspects:

- a) mitigation of the climate crisis;
- b) the agency of women and the obstacles they face to access formal decision-making spaces;
- c) intersectional understandings, including cultural and territorial understandings of gender;
- d) transformative approaches.

**Particularly in Colombia**, the high-quality university system offers very good conditions to achieve this. **Financial support for targeted research and outreach programs at Colombian universities** could make an important contribution to closing the identified knowledge and data gaps. The integration of the climate–gender nexus into university programs and curricula, the creation of interdisciplinary research groups, and international research cooperation, for example with other regions facing coal phase-out, can help to generate and expand knowledge. Special attention should be paid to **making the knowledge widely available**. Research outputs should be accessible **free of charge and adapted to different target groups** in different forms, including scientific journal articles, policy papers, and social media posts. Most importantly, it should be made **accessible in different formats to all women from all backgrounds and regions**.



### 2. Break down the barriers for participation.

All around the world, structural barriers that hinder women’s meaningful participation in decision-making institutions should be dismantled. Gender parity in representation and participation is a necessary, but not sufficient, step to achieve this. In the realm of climate policymaking, it is important that all policy stages have a participatory character. This includes multistakeholder dialogues, promoting exchange, and fostering processes that are characterized by transparency, complete information, and clear expectations.

Promoting participation and eliminating the obstacles that hinder it, must necessarily include an **intersectional approach**. For BIPoC women and non-binary persons, the barriers to participation often have special dimensions given unequal societal structures.

Particularly, for the Colombian case, this means: (i) **understanding the specific barriers that Afro-Colombian and Indigenous women** face to participate in formal decision-making institutions; (ii) **reflecting on internalized prejudices and biases** to approach and engage with local communities from an equal standing; (iii) involving Afro-Colombian and Indigenous women in **developing societal and policy mechanisms** to dismantle these barriers. The role of bridging actors, in this respect, is also crucial.



### 3. Create networks and build trust.

Key actors working on climate and/or gender policies share common interests; however, they do not yet have many connections among each other. The **establishment of networks that stimulate exchange and collaboration** could provide an important basis. A first step to establishing connections could be holding events of various kinds such as conferences, seminars, webinars, workshops, or brown bag lunches. The experiences drawn from these first events could provide the basis for the establishment of a long-term platform.

More connection and trust are also needed between the national policy level and the women working on gender and climate at the local level. It is therefore important that national actors approach communities beyond one-time interventions, and that instead **relationships and networks are built with a long-term perspective and are based on reciprocity**. This can help **increase trust** between actors, which is important given the sometimes polarized settings, and recognizes the expertise of local women activists and their communities. Already existing spaces, such as the Regional Nodes on Climate Change (*Nodos Regionales de Cambio Climático*) are starting points where these networks can be consolidated.



### 4. Strengthen bridging actors, especially universities.

In addition to scientific excellence, universities in Colombia have established contacts and trust at local levels. **Universities could also play an important role as intermediaries and translators between national-level policymaking and local-level communities. For this, financial support for transdisciplinary research projects involving communities is key.** In the context of many polarized fronts and the need to amplify local female voices, the role of **bridging actor** could be of outstanding importance.



### 5. Develop an engaging narrative.

**Narratives play an important role in Colombian policymaking.** For instance, the narrative of past Colombian administrations of the ‘locomotives of development’ was used to create support for coal mining. Nonetheless, our research has shown that dominant narratives do not yet reflect the urgency of the climate crisis and much less the importance of a gender-responsive climate policy. The **creation of a narrative that captures a positive vision of the benefits of a GRCP** can help to **generate political commitment and actor coalitions**.

Experiences from other cases show that narratives can be created and promoted by ministries and NGOs. Good starting points for the development can be: Colombia's very high vulnerability to changes in climate patterns; the current and potential conflicts arising from this; and the new opportunities from an energy transition for societal transformation and different forms of development. Emphasizing the economic, social, and environmental benefits of increased gender equality and better climate protection should be at the center.

## 6. Strengthen capacities and raise awareness.

Knowledge of the climate–gender nexus and the benefits of a GRCP is not yet widespread. Incorporating this into already existing training opportunities for key actors, especially for policymakers at local and regional levels, can contribute to raising awareness. It is particularly important that trainings include the contextual and cultural specificities of gender understandings and issues, avoiding the creation of one-size-fits-all concepts. Instead, **capacity building should lay the ground for an inclusive, intersectional, and non-binary understanding of gender**. A central entry point for enhancing such capacities could be, for example, the work that the Ministry for the Environment and the Ministry for Mining have already started on gender-related training programs and workshops. Here, **interinstitutional training offers also bear the chance to strengthen the mainstreaming of climate-related concerns into other policy agendas and sectors and the cooperation between the relevant institutions**. For instance, this can increase the awareness inside the High Office of the Presidential Advisor for Women or the Legal Commission for Women's Equality so that they can champion a climate perspective in Colombia's gender policies. Moreover, within central institutions such as the relevant ministries, capacities should be enhanced through the **appointment of specialized staff**.

At the local level, training opportunities would require coordination with and inclusion of local organizations, experts, and communities that can provide more insights into the situation on the ground and create dialogues and shared understandings between civil society and the public sector.



## 7. Develop long-term capacities.

The impact of capacity building and gender-mainstreaming is severely diminished by the constant rotation of public officers, a long-standing challenge in Colombian public administration. The **sustainable and lasting mainstreaming** of recognition of the gender–climate nexus can be enhanced by **aiming for the balance between** the following five components:

i) Involve high-level positions – they bring the topic on the agenda. ii) Train technical staff – they depend less on political cycles and can become champions for the cause. iii) Create policy frameworks that require gender to be considered in all climate-relevant sectors – this institutionalizes gender-mainstreaming independent of individual persons. iv) Empower non-state actors such as NGOs – they champion the cause long-term, independent of political cycles. v) Incorporate gender budgeting for all climate actions and provide financial support for the long-term presence of gender specialists in state institutions – international funding has been an important stepping-stone, now a strategy for state funding is needed to continue.



## 8. Broaden the concept of just transition.

The concept of a just transition, which in our case study refers to the phase-out of fossil fuels and a transition to renewable energies, is an important stepping-stone for the creation of a GRCP. However, the current understanding of the concept focuses heavily on employment aspects and has lacked gender perspectives. A transition to renewable energies will not automatically make society more just, include women in value chains, contribute to gender equality, or repair the damage caused by coal mining. For it to be gender-responsive, **a just transition must include gender perspectives** and tackle structural inequalities instead of reproducing them. Energy projects should actively promote gender equality not only in relation to the participation of women in the workforce but also in considering how such projects might have gendered impacts and affect communities.

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## 7. APPENDIX

### 7.1. OFFICIAL POLICY DOCUMENTS INCLUDED IN THE CLIMATE POLICY CLUSTER (CPC) <sup>12</sup>

Document	Year	Link
Cartilla de incorporación de cambio climático en planes estratégicos de macrocuenca y planes de ordenación y manejo de cuencas hidrográficas	2015	<a href="https://es.slideshare.net/gelazapata/incorporacin-de-cambio-climtico-en-planes-estratgicos-de-macrocuencas-y-planes-de-ordenacin-y-manejo-de-cuencas-hidrogrficas">https://es.slideshare.net/gelazapata/incorporacin-de-cambio-climtico-en-planes-estratgicos-de-macrocuencas-y-planes-de-ordenacin-y-manejo-de-cuencas-hidrogrficas</a>
Cartilla Estrategia Colombiana de Desarrollo Bajo en Carbono	2014	<a href="http://www.cambioclimatico.gov.co/estrategia-colombiana-de-desarrollo-bajo-en-carbono#:~:text=La%20Estrategia%20Colombiana%20de%20Desarrollo%20Bajo%20en%20Carbono%20(ECDBC)%20es,GEI)%20del%20crecimiento%20econ%C3%B3mico%20nacional.">http://www.cambioclimatico.gov.co/estrategia-colombiana-de-desarrollo-bajo-en-carbono#:~:text=La%20Estrategia%20Colombiana%20de%20Desarrollo%20Bajo%20en%20Carbono%20(ECDBC)%20es,GEI)%20del%20crecimiento%20econ%C3%B3mico%20nacional.</a>
Consideraciones de Cambio Climático para el Ordenamiento Territorial (CCOT)	2018	<a href="https://www.minambiente.gov.co/index.php/gestion-territorial-de-cambio-climatico/desarrollo-y-planificacion">https://www.minambiente.gov.co/index.php/gestion-territorial-de-cambio-climatico/desarrollo-y-planificacion</a>
Contribución Prevista y Determinada a Nivel Nacional iNDC	2015	<a href="https://www.minambiente.gov.co/index.php/component/content/article/1784-plantilla-cambio-climatico-46#indc-contribuci%C3%B3n-prevista-y-determinada-a-nivel-nacional-indc-colombia">https://www.minambiente.gov.co/index.php/component/content/article/1784-plantilla-cambio-climatico-46#indc-contribuci%C3%B3n-prevista-y-determinada-a-nivel-nacional-indc-colombia</a>
Decreto 298 de 2016	2016	<a href="http://www.cambioclimatico.gov.co/directorio-del-cambio-climatico#:~:text=El%20Decreto%20298%20de%202016,como%20la%20informaci%C3%B3n%20atinente%20al">http://www.cambioclimatico.gov.co/directorio-del-cambio-climatico#:~:text=El%20Decreto%20298%20de%202016,como%20la%20informaci%C3%B3n%20atinente%20al</a>
Documento CONPES 3700	2011	<a href="https://colaboracion.dnp.gov.co/CDT/Conpes/Econ%C3%B3micos/3700.pdf">https://colaboracion.dnp.gov.co/CDT/Conpes/Econ%C3%B3micos/3700.pdf</a>
Documento CONPES 3934	2018	<a href="https://colaboracion.dnp.gov.co/CDT/Conpes/Econ%C3%B3micos/3934.pdf">https://colaboracion.dnp.gov.co/CDT/Conpes/Econ%C3%B3micos/3934.pdf</a>
Estrategia Integral de Control de la Deforestación y Gestión de Bosques (Bosques para la vida) (Estrategia REDD+)	2018	<a href="https://redd.unfccc.int/files/eicdgb_bosques_territorios_de_vida_web.pdf">https://redd.unfccc.int/files/eicdgb_bosques_territorios_de_vida_web.pdf</a>
Estrategia Nacional de Financiamiento del Cambio Climático	2018	<a href="https://finanzasdelclima.dnp.gov.co/Que%20hacemos/Paginas/Estrategia-Nacional-Financiamiento-Climatico.aspx">https://finanzasdelclima.dnp.gov.co/Que%20hacemos/Paginas/Estrategia-Nacional-Financiamiento-Climatico.aspx</a>
Guía de adaptación al cambio climático basada en ecosistemas en Colombia (AbE)	2018	<a href="https://www.minambiente.gov.co/images/cambioclimatico/pdf/desarrollo_y_planificacion/MADS_Guia_AbE_LIBRO_Digital-Cambio.pdf">https://www.minambiente.gov.co/images/cambioclimatico/pdf/desarrollo_y_planificacion/MADS_Guia_AbE_LIBRO_Digital-Cambio.pdf</a>
Hoja de ruta para la elaboración de los planes de adaptación dentro del Plan Nacional de Adaptación al Cambio Climático (HRPA)	2013	<a href="http://comunidadpnacc.com/hoja-de-ruta-para-la-elaboracion-de-los-planes-de-adaptacion-dentro-del-plan-nacional-de-adaptacion-al-cambio-climatico-colombia/">http://comunidadpnacc.com/hoja-de-ruta-para-la-elaboracion-de-los-planes-de-adaptacion-dentro-del-plan-nacional-de-adaptacion-al-cambio-climatico-colombia/</a>
Ley 1931 de 2018	2018	<a href="https://dapre.presidencia.gov.co/normativa/normativa/LEY%201931%20DEL%2027%20DE%20JULIO%20DE%202018.pdf">https://dapre.presidencia.gov.co/normativa/normativa/LEY%201931%20DEL%2027%20DE%20JULIO%20DE%202018.pdf</a>
Orientaciones a las autoridades ambientales para la definición y actualización de las determinantes ambientales y su incorporación en los Planes de Ordenamiento Territorial y Distrital	2016	<a href="https://www.minambiente.gov.co/index.php/temas-ordenamiento-ambiental-territorial-y-coordinacion-del-sina/24-orientaciones-para-la-definicion-y-actualizacion-de-las-determinantes-ambientales">https://www.minambiente.gov.co/index.php/temas-ordenamiento-ambiental-territorial-y-coordinacion-del-sina/24-orientaciones-para-la-definicion-y-actualizacion-de-las-determinantes-ambientales</a>
PIGme - Plan Integral de Gestión del Cambio Climático para el Sector Minero Energético	2018	<a href="https://www.minenergia.gov.co/plan-integral-cambio-climatico">https://www.minenergia.gov.co/plan-integral-cambio-climatico</a>
Plan de acción sectorial de mitigación para sector energía (PAS Minas)	2015	<a href="https://www.minambiente.gov.co/images/cambioclimatico/pdf/planes_sectoriales_de_mitigaci%C3%B3n/PAS_MINAS_-_Final.pdf">https://www.minambiente.gov.co/images/cambioclimatico/pdf/planes_sectoriales_de_mitigaci%C3%B3n/PAS_MINAS_-_Final.pdf</a>
Plan de acción sectorial de mitigación para sector energía eléctrica (PAS Energía Eléctrica)	2015	<a href="http://capacitacion.siac.ideam.gov.co/SIAC/PAS_Energia_Electrica_-_Final.pdf">http://capacitacion.siac.ideam.gov.co/SIAC/PAS_Energia_Electrica_-_Final.pdf</a>
Plan de acción sectorial de mitigación para sector hidrocarburos (PAS Hidrocarburos)	2015	<a href="http://capacitacion.siac.ideam.gov.co/SIAC/PAS_Hidrocarburos_-_Final.pdf">http://capacitacion.siac.ideam.gov.co/SIAC/PAS_Hidrocarburos_-_Final.pdf</a>
Plan integral de cambio climático del Departamento de la Guajira (PIGCC Guajira)	2020	<a href="http://corpoguajira.gov.co/wp/picc-para-el-departamento-de-la-guajira/">http://corpoguajira.gov.co/wp/picc-para-el-departamento-de-la-guajira/</a>
Plan integral de Gestión de Cambio Climático Territorial (PIGCC Cesar)	2015	<a href="https://www.corpocesar.gov.co/files/PIGCC%20CESAR%202032.pdf">https://www.corpocesar.gov.co/files/PIGCC%20CESAR%202032.pdf</a>
Plan Nacional de Adaptación al Cambio Climático (PNACC)	2015	<a href="https://www.minambiente.gov.co/index.php/component/content/article/476-plantilla-cambio-climatico-%2032">https://www.minambiente.gov.co/index.php/component/content/article/476-plantilla-cambio-climatico-%2032</a>
Plan Nacional de la Gestión del Riesgo de Desastres (PNGRD)	2015	<a href="http://portal.gestiondelriesgo.gov.co/Documents/PNGRD-2015-2025-Version-Preliminar.pdf">http://portal.gestiondelriesgo.gov.co/Documents/PNGRD-2015-2025-Version-Preliminar.pdf</a>
Plantilla Estrategia Colombiana de Desarrollo Bajo en Carbono	2014	<a href="http://www.cambioclimatico.gov.co/estrategia-colombiana-de-desarrollo-bajo-en-carbono#:~:text=La%20Estrategia%20Colombiana%20de%20Desarrollo%20Bajo%20en%20Carbono%20(ECDBC)%20es,GEI)%20del%20crecimiento%20econ%C3%B3mico%20nacional.">http://www.cambioclimatico.gov.co/estrategia-colombiana-de-desarrollo-bajo-en-carbono#:~:text=La%20Estrategia%20Colombiana%20de%20Desarrollo%20Bajo%20en%20Carbono%20(ECDBC)%20es,GEI)%20del%20crecimiento%20econ%C3%B3mico%20nacional.</a>

<sup>12</sup> All the documents in the Appendix were last accessed on 24 September 2020.

## 7.2. OFFICIAL POLICY DOCUMENTS INCLUDED IN MINING AND ENERGY SECTOR POLICY CLUSTER (MEPC)

Document	Year	Link
Lineamientos de género para política pública para el sector minero energético (LGSME)	2020	<a href="https://www.minenergia.gov.co/documents/10192/24180065/Lineamientos-de-pol%C3%ADtica-p%C3%ABblica-con-enfoque-de-g%C3%A9nero-del-sector-minero-energ%C3%A9tico.pdf">https://www.minenergia.gov.co/documents/10192/24180065/Lineamientos-de-pol%C3%ADtica-p%C3%ABblica-con-enfoque-de-g%C3%A9nero-del-sector-minero-energ%C3%A9tico.pdf</a>
PIGCCme - Plan Integral de Gestión del Cambio Climático para el Sector Minero Energético	2018	<a href="https://www.minenergia.gov.co/plan-integral-cambio-climatico">https://www.minenergia.gov.co/plan-integral-cambio-climatico</a>
Plan energético nacional Colombia: Ideario energético 2050	2015	<a href="http://www.upme.gov.co/docs/pen/pen_idearioenergetico2050.pdf">http://www.upme.gov.co/docs/pen/pen_idearioenergetico2050.pdf</a>
Plan Nacional de Ordenamiento Minero	2014	<a href="http://www1.upme.gov.co/simco/PlaneacionSector/Documents/PNOM_EN_EXTENSO.pdf">http://www1.upme.gov.co/simco/PlaneacionSector/Documents/PNOM_EN_EXTENSO.pdf</a>
Política Minera de Colombia Bases para la minería del futuro	2016	<a href="https://biblioteca.minminas.gov.co/pdf/POLITICA%20MINERA.pdf">https://biblioteca.minminas.gov.co/pdf/POLITICA%20MINERA.pdf</a>
Política Nacional para la formalización de la minería en Colombia (PNFMC)	2014	<a href="https://www.minenergia.gov.co/documents/10180/581708/DocumentoPoliticaVersionFinal.pdf/9fd087db-7849-4728-92ff-6e426accf9c">https://www.minenergia.gov.co/documents/10180/581708/DocumentoPoliticaVersionFinal.pdf/9fd087db-7849-4728-92ff-6e426accf9c</a>

## 7.3. OFFICIAL POLICY DOCUMENTS INCLUDED IN THE GENDER POLICY CLUSTER (GPC)

Document	Year	Link
Documento CONPES 161	2013	<a href="https://colaboracion.dnp.gov.co/CDT/Conpes/Social/161.pdf">https://colaboracion.dnp.gov.co/CDT/Conpes/Social/161.pdf</a>
Lineamientos para la Política Pública Nacional de Equidad de Género y de las Mujeres (LPPNG)	2012	<a href="http://www.equidadmujer.gov.co/Documents/Lineamientos-politica-publica-equidad-de-genero.pdf">http://www.equidadmujer.gov.co/Documents/Lineamientos-politica-publica-equidad-de-genero.pdf</a>
Orientaciones para la construcción de Políticas Públicas para la igualdad de oportunidades para las mujeres en entidades territoriales (OTPPNG)	2018	<a href="http://www.equidadmujer.gov.co/oag/Documents/construccion-politica-publica-mujer.pdf">http://www.equidadmujer.gov.co/oag/Documents/construccion-politica-publica-mujer.pdf</a>



