

# Gender Assessment

---

## **FP142: Argentina REDD-plus RBP for results period 2014-2016**

Argentina | FAO | B.27/02

19 November 2020



**GREEN  
CLIMATE  
FUND**

# Gender Assessment Argentina

## **Annex to the Argentina REDD+ results-based payments funding proposal for 2014-2016**

**within the framework of the GCF Pilot Programme for  
REDD+ Results-based Payments**

**September 2020 – Version 0.4**

## Table of Contents

1. Introduction .....	5
2. Gender inequalities in Argentina .....	5
2.1 Global Gender Gap Index .....	5
2.2 Education .....	7
2.3 Health.....	8
2.4 Labour.....	10
2.5 Political participation.....	12
2.6 Poverty.....	14
2.7 Access to land.....	15
4. Gender and Public Policies.....	22
4.1 Main public policies with a gender approach .....	22
4.2 Gender and the Sustainable Development Goals .....	24
4.3 The gender approach in the National REDD + Strategy .....	25
5. The gender perspective in native forests .....	26
5.1 Rural population and native forests .....	26
5.2 Gender gaps in rural communities living in native forests: .....	28
6. Gender Assessment conclusions and recommendations .....	33
7. Gender Action Plan .....	<b>Error! Bookmark not defined.</b>
7.1 Scheduled gender-sensitive actions and budget .....	<b>Error! Bookmark not defined.</b>
7.2 Role of the gender expert and Gender Team.....	<b>Error! Bookmark not defined.</b>
7.3 Timeline .....	<b>Error! Bookmark not defined.</b>

## Table of Contents - Figures

Figure 1. Educational attainment of over-24-year-old men and women.....	7
Figure 2. Access to paid work of employed population by educational level and gender (%). .....	8
Figure 3. Life Expectancy (years) at birth, by sex, in Argentina, 1960 - 2015.....	8
Figure 4. Share of the population by age group and gender (%) in 2018.....	9
Figure 5. Share by decile of the main occupations for men and women (%), 2017.....	12
Figure 6. Share of Women in the National Congress (%), 1992 - 2018. ....	12
Figure 7. Share of Women in Provincial Legislatures (in %), in 2019. ....	13
Figure 8. Evolution of the percentage of women in political positions, 2015 - 2018.....	14
Figure 9. Incidence of poverty and destitution on households and individuals.....	15
Figure 10. Percentage of women/men living under the poverty line, by age groups, in 2018. (a= to).....	15
Figure 11. Distribution of indigenous peoples in the Territorial Planning of Native Forests. Territorial survey of indigenous peoples, 2018.....	27
Figure 12. Population with at least one UBN. Country and district total with native forests. 2010 Census. ....	28
Figure 13. Distribution of Forest Law plans among “private-individual” producers, by gender (%), in the period 2014 - 2018 .....	30

## Table of Contents – Figures

Table 1 The Global Gender Gap Index 2020 ranking.....	6
Table 2 Household population by type of health coverage, by age group and sex. Country Total in 2010. ....	9
Table 3. Share in unpaid housework, by sex, in 2017. ....	10
Table 4. Activity, employment, unemployment and under-employment rates of over 16-year-olds (%). 1994-2019 .....	10
Table 5. Participation of women in decision-making in the private sector (%), 2016 - 2019.....	14
Table 6. Percentage of participants in regional multisectoral meetings, by sector, and disaggregated by sex, in 2017 and 2018. ....	25
Table 7. Contribution of activities in small peasant and indigenous farms, <i>Parque Chaqueño</i> area .....	28
Table 8. Scheduled gender-sensitive actions for each activity within the Proposal submitted by Argentina for REDD+ Results-based payments (2014-2016) and associated budget.....	<b>Error! Bookmark not defined.</b>
Table 9. Expected outputs from the Gender Team.....	<b>Error! Bookmark not defined.</b>
Table 10. Project timeline .....	<b>Error! Bookmark not defined.</b>

## Acronyms

ALA	Local Enforcement Authority
ANA	National Enforcement Authority
ANSES	National Social Security Administration
AUH	Universal Child Allowance
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CSO	Civil Society Organization
FAO	Food and Agriculture Organization of the United Nations
FREL	Forest Reference Emission Level
GCF	Green Climate Fund
HHRR	Human Rights
ILO	International Labour Organization
INDEC	National Institute of Statistics and Censuses
INTA	National Institute of Agricultural Technology
MAYDS	Ministry for the Environment and Sustainable Development
MBGI	Forest Management with Integrated Livestock
NEA	Northeast Argentina
NFMS	National Forest Monitoring Systems
NGO	Non-Governmental Organization
NOA	Northwest Argentina
PANByCC	National Action Plan on Forests and Climate Change
PBNyC	Forests and Community Project
PGCF	Forest Basin Management Plan
PIC	Comprehensive Community Plans
REDD+	United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries
SDGs	Sustainable Development Goals
SFM	Sustainable Forest Management
SIS-AR	Argentine Safeguard Information System for REDD+
SOP	Strategic Operational Pillar
SUNITI	Single Standardized System for Clothing Sizes
UBN	Unmet Basic Needs
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN-REDD	United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation in developing countries

## 1. Introduction

This Gender Assessment and Gender Action Plan (GAAP) has been prepared by Argentina, within the framework of the Funding Proposal for REDD+ Results-Based Payments to be submitted to the Green Climate Fund (GCF). The GAAP indicates that the proposal is aligned with the gender policies of GCF<sup>1</sup>, FAO, as well as with the environmental and social safeguards, thus ensuring the consistency of the proposal with the objectives of the GCF gender policy.

The purpose of document is to analyze gender gaps in Argentina related to forests and climate change, the institutional approach to this matter, as well as the actions included the REDD+ RBP proposal so to enable compliance with national and international commitments on gender equality and women's rights. The REDD+ RBP proposal is in line with, and originates from, the National Action Plan on Forests and Climate Change (PANByCC, the Argentina's National REDD+ Strategy); among other things, the RBP proposal benefits from gender-related progress achieved in the REDD+ readiness phase. Beyond REDD+ readiness, in recent years Argentina made progress in the institutional adoption and adaptation of the 2030 Agenda's indicators and targets, as well as in the generation of information and indicators with a gender perspective. There has also been progress in gender-related legislation and regulations, and in the design of initiatives and programmes with a view to mainstreaming gender in alignment with the Sustainable Development Goals (SDGs).

The gender perspective is addressed in this document with respect to the three autonomies of women: economic, political and physical. Economic autonomy is understood as the ability of women to provide for their own livelihoods, as well as that of the people who depend on them, and decide on the best way to do so. Salaries are not the only source of autonomy, rather this also includes access to training, education, common goods, loans, the solidarity economy and public services (FAO, 2017). Political autonomy is understood as the presence of women at different levels of decision-making and their full participation on equal grounds. Finally, physical autonomy refers to a woman's ability to lead a life free of violence in both the public and private spheres and to be able to decide on her body, sexual and reproductive health.

Regarding gender mainstreaming in forest management, the actions included in this proposal focus on the geographic areas that currently experience the greatest pressures on native forests, and where a high proportion of the rural population lives. This population depends mainly on native forests to develop and meet the requirements of their family economies. In the *Parque Chaqueño* forest region, for example, where the advance of the agricultural frontier and uncontrolled forest exploitation have caused the loss of native forests, as well as the degradation of the soil and water resources, it is estimated that between 40 to 50% of the farms' revenue comes directly from the sale of forest products, whilst livestock in many cases also depend on food from forests.

The activities to be carried out in the Project, which are described in more detail in the funding proposal (FP), aim to transform productive activities, so as to reduce or eliminate pressure on forests, create opportunities for equitable access to new economic resources through the participation of men and women in decision-making, ensure non-discrimination on the basis of gender and promote the improvement of the quality of life of communities living in forests.

## 2. Gender inequalities in Argentina

### 2.1 Global Gender Gap Index

The Global Gender Gap Index of the World Economic Forum measures the size of the gap between women and men in terms of life expectancy, educational attainments, economic and political

---

<sup>1</sup> The GCF Gender Policy and Action Plan was adopted by The GCF Board in March 2015 (GCF/B.09/10) (UN Women, GCF, 2017).

participation. Moreover, it helps to understand the extent to which resources and opportunities are being equally shared by men and women in the 153 countries it analyzes, so that they can then be compared. According to the Global Gender Gap Report 2020, of the World Economic Forum, Argentina is ranked 30th out of 153 countries (Table 1), up six positions with regard to 2018.

**Table 1 The Global Gender Gap Index 2020 ranking**

Rank	Country	Score	Rank change	Score change	
		0-1	2018	2018	2006
1	Iceland	0.877	-	+0.018	+0.095
2	Norway	0.842	-	+0.007	+0.043
3	Finland	0.832	1	+0.012	+0.036
4	Sweden	0.820	-1	-0.002	+0.007
5	Nicaragua	0.804	-	-0.005	+0.147
6	New Zealand	0.799	1	-0.002	+0.048
7	Ireland	0.798	2	+0.002	+0.065
8	Spain	0.795	21	+0.049	+0.063
9	Rwanda	0.791	-3	-0.013	n/a
10	Germany	0.787	4	+0.011	+0.034
11	Latvia	0.785	6	+0.027	+0.076
12	Namibia	0.784	-2	-0.005	+0.098
13	Costa Rica	0.782	9	+0.033	+0.089
14	Denmark	0.782	-1	+0.004	+0.036
15	France	0.781	-3	+0.002	+0.129
16	Philippines	0.781	-8	-0.018	+0.029
17	South Africa	0.780	2	+0.025	+0.068
18	Switzerland	0.779	2	+0.024	+0.079
19	Canada	0.772	-3	+0.001	+0.055
20	Albania	0.769	14	+0.035	+0.108
21	United Kingdom	0.767	-6	-0.007	+0.031
22	Colombia	0.758	18	+0.029	+0.053
23	Moldova	0.757	12	+0.023	+0.044
24	Trinidad and Tobago*	0.756	n/a	n/a	+0.076
25	Mexico	0.754	25	+0.034	+0.108
26	Estonia	0.751	7	+0.017	+0.057
27	Belgium	0.750	5	+0.012	+0.042
28	Barbados	0.749	-7	-0.004	n/a
29	Belarus	0.746	-1	-	n/a
30	Argentina	0.746	6	+0.014	+0.063
31	Cuba	0.746	-8	-0.004	n/a
32	Burundi	0.745	-1	+0.004	n/a
33	Lithuania	0.745	-9	-0.005	+0.037
34	Austria	0.744	19	+0.026	+0.046
35	Portugal	0.744	2	+0.011	+0.052
36	Slovenia	0.743	-25	-0.041	+0.069
37	Uruguay	0.737	19	+0.023	+0.082
38	Netherlands	0.736	-11	-0.010	+0.012
39	Serbia	0.736	-1	+0.006	n/a
40	Poland	0.736	2	+0.008	+0.056
41	Jamaica	0.735	3	+0.012	+0.034
42	Bolivia	0.734	-17	-0.014	+0.101
43	Lao PDR	0.731	-17	-0.017	n/a
44	Australia	0.731	-5	+0.001	+0.015
45	Zambia*	0.731	n/a	n/a	+0.095
46	Panama	0.730	-1	+0.008	+0.037
47	Zimbabwe	0.730	-	+0.009	+0.084
48	Ecuador	0.729	-7	-	+0.085
49	Bulgaria	0.727	-31	-0.029	+0.040
50	Bangladesh	0.726	-2	+0.004	+0.099

Source: Global Gender Gap Report 2020. World Economic Forum.

## 2.2 Education

According to the latest data published by UNESCO (2019), Argentina has a literacy rate of 99%.

Women's literacy rate (99.06%) is higher than that for men 98.94%.<sup>2</sup>

Figure 1 data shows that in most educational levels there are no significant differences between men and women. However, significant differences are found regarding incomplete secondary school studies, where men stand 4 percentage points above women, while at university level, 22.3% of women complete their studies compared to 17.4% of men.

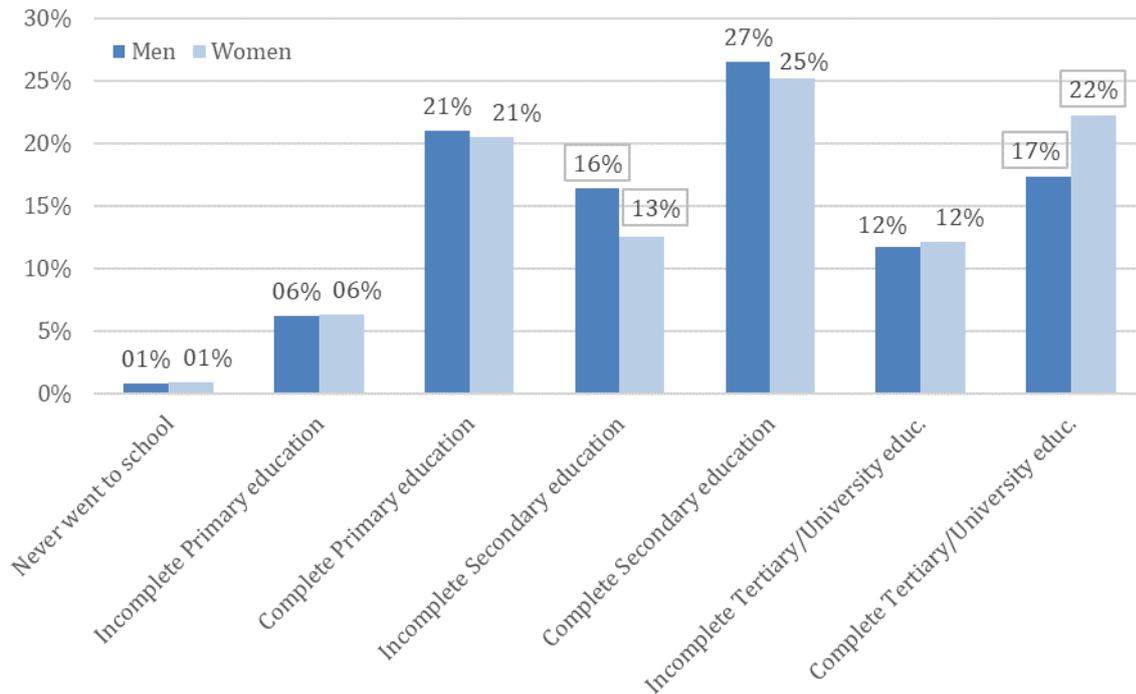
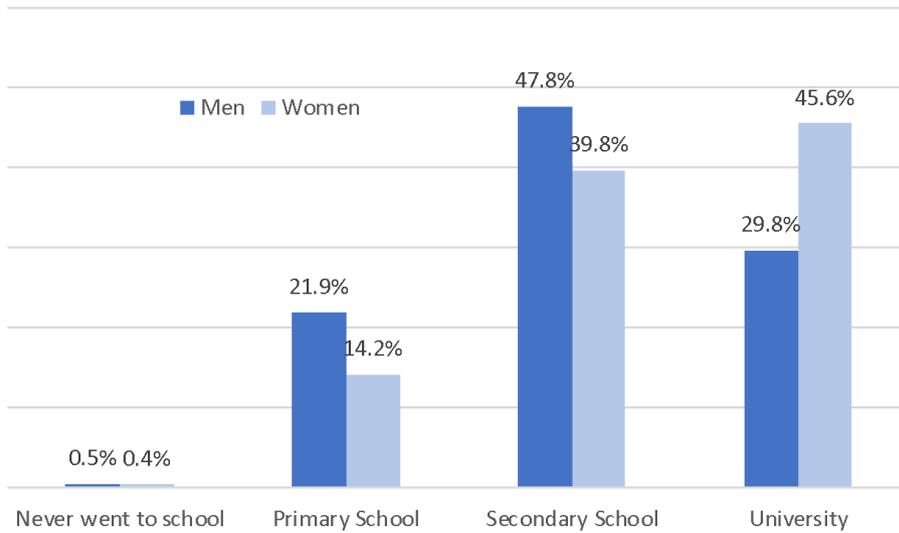


Figure 1. Educational attainment of over-24-year-old men and women.

Source: *Observatorio de la Violencia contra las Mujeres* (Observatory on Violence against Women). INAM. Based on the PHS. 2018.

However, these data do not always translate into equal proportions in terms of access to paid work within each educational level. As can be seen in Figure 2, 45.6% of the total number of employed women have a university degree, while the highest percentage of employed men is found in the group of secondary school graduates (47.8%). This shows that women have more education credentials than men to access paid work and, therefore, women without a university degree have more difficulties than men in accessing paid work.

<sup>2</sup> <http://data.uis.unesco.org/>

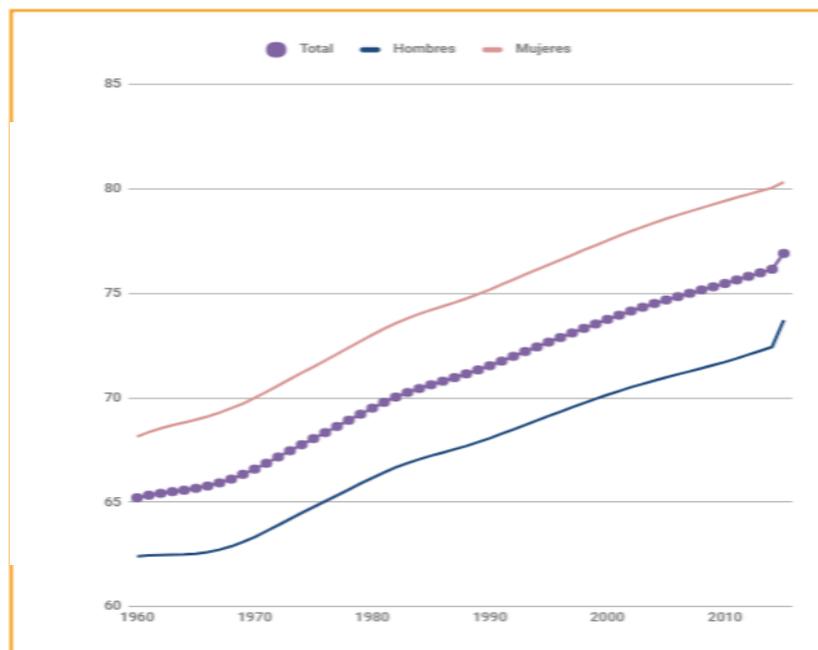


**Figure 2. Access to paid work of employed population by educational level and gender (%).**

Source: *Observatorio de la Violencia contra las Mujeres* (Observatory on Violence against Women). INAM. Based on PHS. 2017.

### 2.3 Health

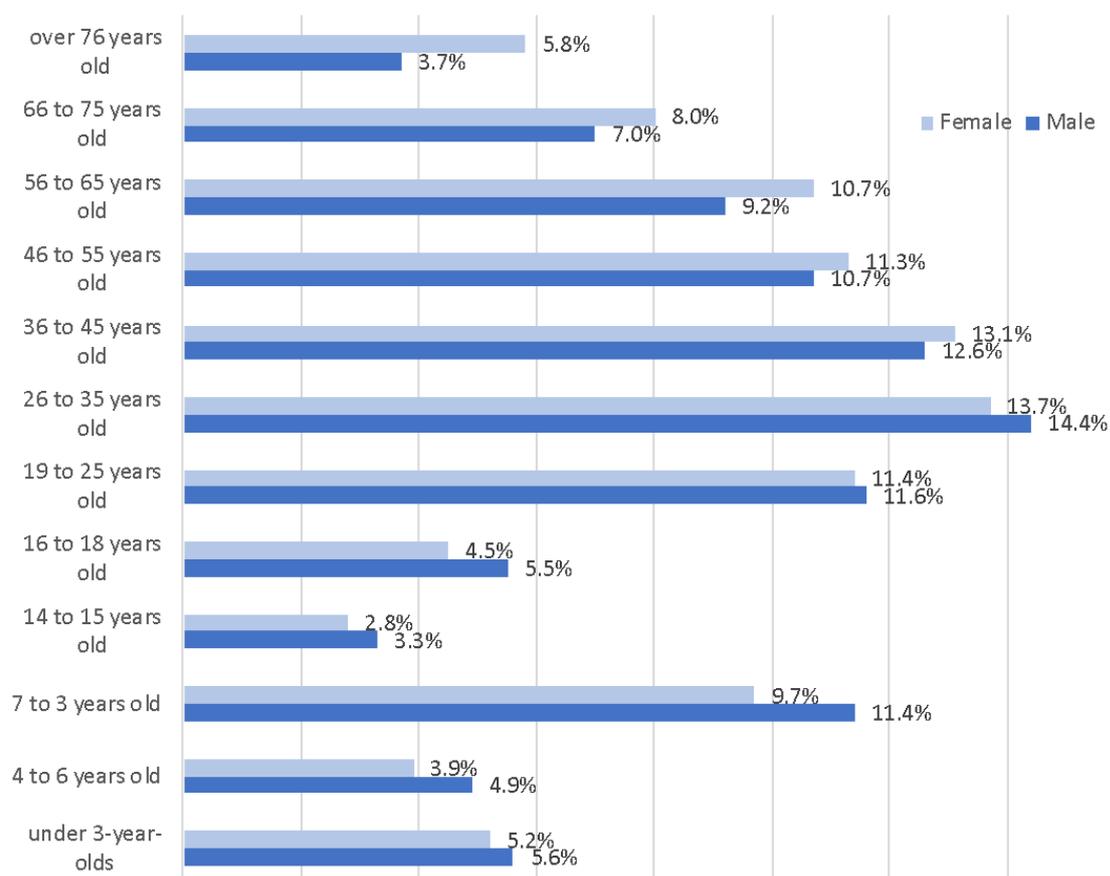
In 2014, the average life expectancy at birth in Argentina was 76 years - 80 years for women and 72 years for men. In the period 1960 - 2014, the country's life expectancy increased by 11 years, 10 years for men and 12 years for women. It should be noted that the difference in life expectancy between men and women also increased during this period, from 6 years at the beginning (1960) to 7.6 years in 2014. The difference between men and women decreased in 2015 to 6.6 years (Figure 3).



**Figure 3. Life Expectancy (years) at birth, by sex, in Argentina, 1960 - 2015.**

Source: ASIS 2018. Argentine Health Secretariat.

The difference in life expectancy between men and women has an impact on the demographic structure, where a higher proportion of women can be found in the older age groups (Figure 4).



**Figure 4. Share of the population by age group and gender (%) in 2018.**

Source: *Observatorio de la Violencia contra las Mujeres* (Observatory on Violence against Women).  
 INAM. Based on the Permanent Household Survey (PHS). 2018.

With regard to access to health coverage, the country has three systems:

- Public, free health system, run by the national or provincial governments.
- Health schemes, mainly run by trade unions.
- Health maintenance organizations (HMOs), privately managed.

According to the 2010 Census results, health coverage is similar for men and women in the different categories (Table 2).

**Table 2 Household population by type of health coverage, by age group and sex. Country Total in 2010.**

Sex	Household population		
	Total	Type of Health Coverage	

		Trade-union based health scheme	HMO, through trade union	HMO, voluntary enrollment	Government-run health programmes and plans	No trade union-based health scheme, no HMO or state plan
Male	19,276,217	8,586,360	2,093,083	985,496	327,279	7,283,999
%		44.54	10.86	5.11	1.70	37.79
Female	20,394,914	9,824,604	2,099,744	1,044,220	395,663	7,030,683
%		48.17	10.30	5.12	1.94	34.47

Source: INDEC. 2010 Census.

## 2.4 Labour

Several gender gaps are identified when analyzing the working conditions of women and men: participation in caregiving tasks, participation in the labor market, level of employment and income, among others. Regarding unpaid reproductive and care activities, the imbalance is clear: women dedicate more time to these tasks than men (Table 3).

**Table 3. Share in unpaid housework, by sex, in 2017.**

Unpaid Housework	Men		Women	
	Share	Average Time	Share	Average Time
	57.9%	3.4 horas	88.9%	6.4 horas

Source: Time-use survey. INDEC. 2017.

In the last few decades, the rate of women economically active<sup>3</sup> in the labor market in Argentina has grown significantly from 29.9% in 1994 (the year in which human and women's rights treaties were incorporated into the National Constitution) to 39.8% in the first quarter of 2019 (Table 4).. In this framework, there has been also an increase in the employment rate of women, that went up from 25.8% in 1994 to 35.3% in 2019. However, it is still below the employment rate for men (49.7%).

**Table 4. Activity, employment, unemployment and under-employment rates of over 16-year-olds (%). 1994-2019**

Period	Activity			Employment			Unemployment			Under-employment		
	Women	Men	Gap	Women	Men	Gap	Women	Men	Gap	Women	Men	Gap
1994	29,9	53,1	-23,26	25,8	47,8	-21,93	13,6	10,1	3,45	15,9	6,9	9,00
1995	31,4	53,3	-21,88	25,1	45,0	-19,93	20,3	15,6	4,64	16,6	8,5	8,04
1996	30,7	52,8	-22,04	24,7	44,4	-19,67	19,4	15,8	3,62	19,0	9,4	9,65
1997	31,7	53,1	-21,35	26,1	46,2	-20,13	17,9	13,0	4,90	18,4	9,9	8,55
1998	32,0	53,0	-20,91	27,4	46,7	-19,33	14,6	11,8	2,78	19,5	9,7	9,76
1999	32,8	53,1	-20,23	27,7	46,0	-18,27	15,6	13,3	2,24	20,0	10,4	9,60
2000	33,1	52,6	-19,50	27,7	45,2	-17,52	16,4	14,1	2,31	20,0	10,9	9,16
2001	32,9	52,7	-19,83	27,2	43,5	-16,29	17,2	17,5	-0,23	20,9	12,0	8,87

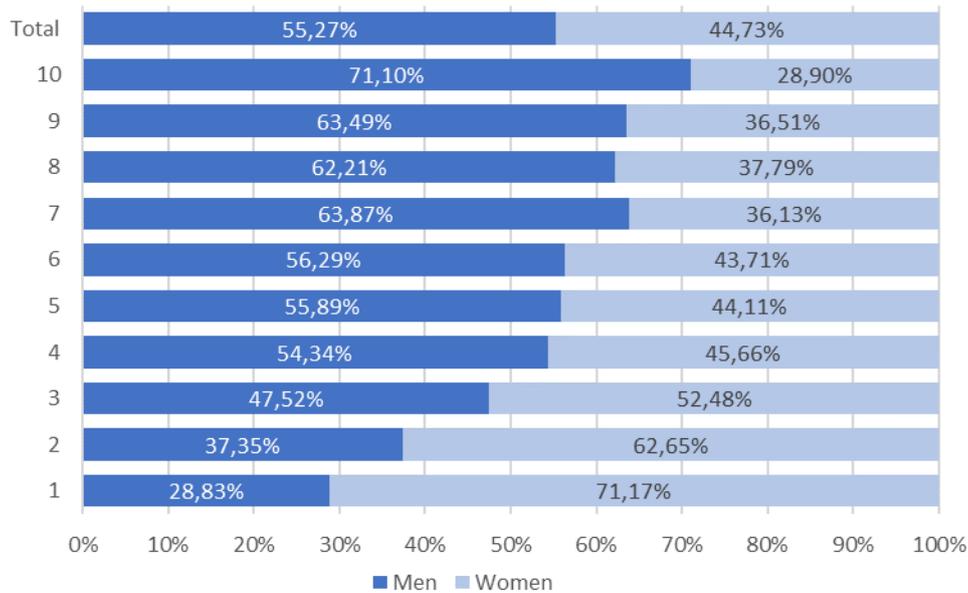
<sup>3</sup> The economically active rate define the percentage of population, in this case women, which is either employed or in search of employment.

2002	33.4	51.9	-18.48	27.1	41.5	-14.31	18.9	20.2	-1.27	24.6	15.4	9.20
2003	34.6	51.7	-17.11	29.5	43.3	-13.82	14.8	16.2	-1.40	23.9	15.1	8.77
2004	38.4	54.6	-16.21	31.6	48.2	-16.53	17.6	11.8	5.80	18.3	13.3	5.02
2005	37.8	55.1	-17.27	32.1	48.9	-16.81	15.2	11.2	3.94	15.8	10.0	5.86
2006	38.4	55.2	-16.84	33.2	49.8	-16.63	13.4	9.7	3.73	13.9	8.7	5.18
2007	38.3	55.6	-17.30	33.5	51.3	-17.75	12.4	7.7	4.65	12.0	7.2	4.75
2008	37.6	54.8	-17.17	33.7	51.1	-17.44	10.5	6.7	3.78	10.8	6.4	4.43
2009	38.3	55.4	-17.09	34.6	51.3	-16.65	9.6	7.4	2.16	11.7	7.1	4.58
2010	37.6	55.1	-17.50	33.8	51.3	-17.54	10.2	6.9	3.29	11.6	7.5	4.11
2011	36.7	55.2	-18.50	33.6	52.3	-18.70	8.5	6.6	1.98	10.0	7.0	2.96
2012	37.4	54.0	-16.58	34.2	50.8	-16.58	8.7	6.0	2.67	9.2	6.1	3.13
2013	37.3	54.8	-17.50	33.8	51.1	-17.30	9.5	6.8	2.70	9.6	6.8	2.81
2014	36.6	54.1	-17.53	33.5	50.7	-17.14	8.3	6.3	1.97	10.6	6.2	4.38
2015	36.5	53.3	-16.86	33.4	50.0	-16.52	8.3	6.3	1.98	9.5	6.2	3.35
2016												
2017	37.4	54.4	-17.06	33.6	49.8	-16.28	10.2	8.5	1.77	11.6	8.7	2.86
2018	39.4	54.5	-15.04	35.3	50.1	-14.82	10.6	8.0	2.52	11.6	8.4	3.14
2019	39.8	54.7	-14.98	35.3	49.7	-14.42	11.2	9.2	2.05	14.3	9.8	4.52

Source: Prepared by the authors, based on the PHS, 1994-2019.

Gender gaps are also reflected in unemployment and under-employment rates, with higher rates for women than for men. This situation has a direct impact on the distribution of income, with a majority of women in the lowest income group. In decile 1 (lower income bracket) there are 1,103,056 women, and 525,382 men. Conversely, in decile 10 (the population with the highest incomes is grouped here) the proportion is reversed, with 1,029,050 men and 596,869 women (Figure 5).<sup>4</sup>

<sup>4</sup> [Las mujeres en el mundo del trabajo](#) (Women at work). Argentine Ministry of Labour, Employment and Social Security. September 2017.

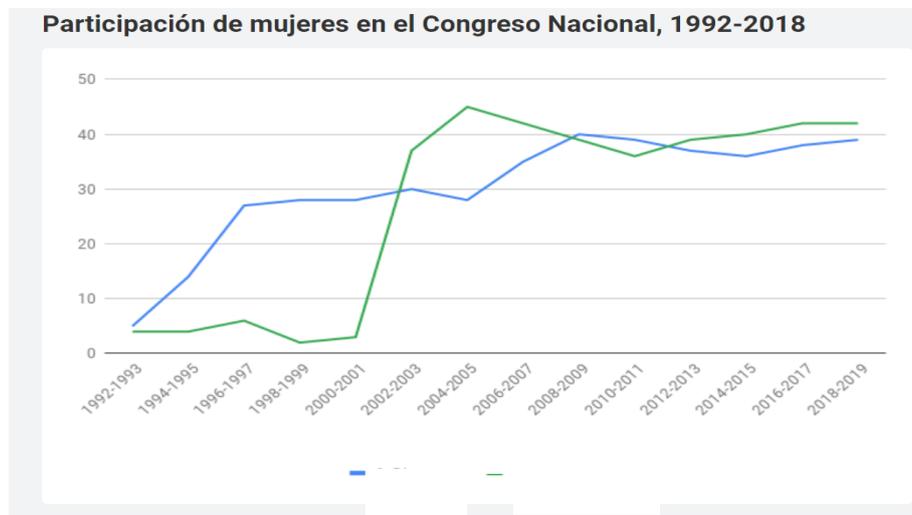


**Figure 5. Share by decile of the main occupations for men and women (%), 2017**

Source: Evolution of income distribution. PHS. INDEC.

### 2.5 Political participation

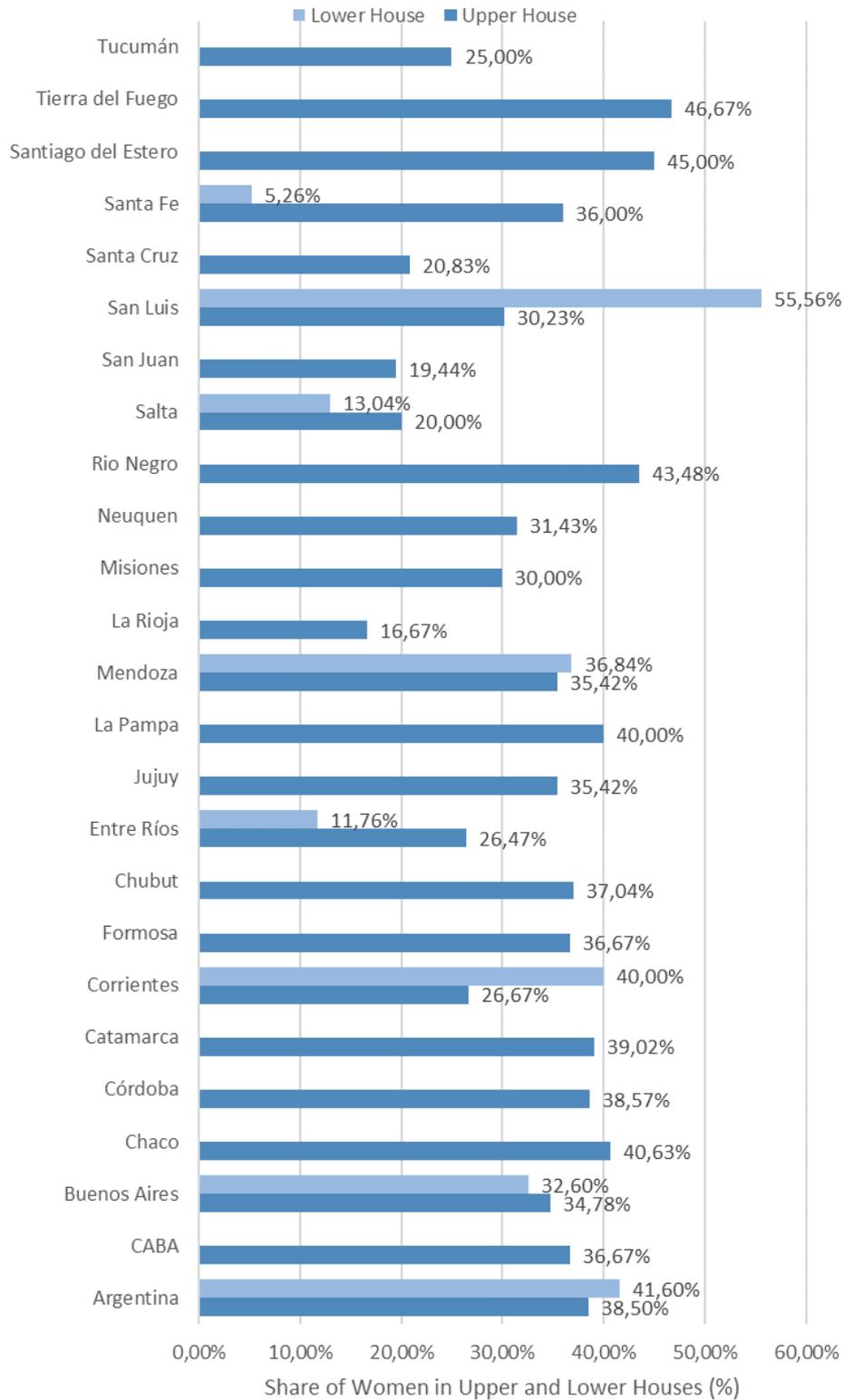
Since 1992, there has been an increase in the number of women in the Lower and Upper Houses of the National Congress, although it has never exceeded 45% (Figure 6).



**Figure 6. Share of Women in the national Congress (%), 1992 - 2018.**

Source: Political-Electoral Observatory. Ministry of the Interior. 2019.

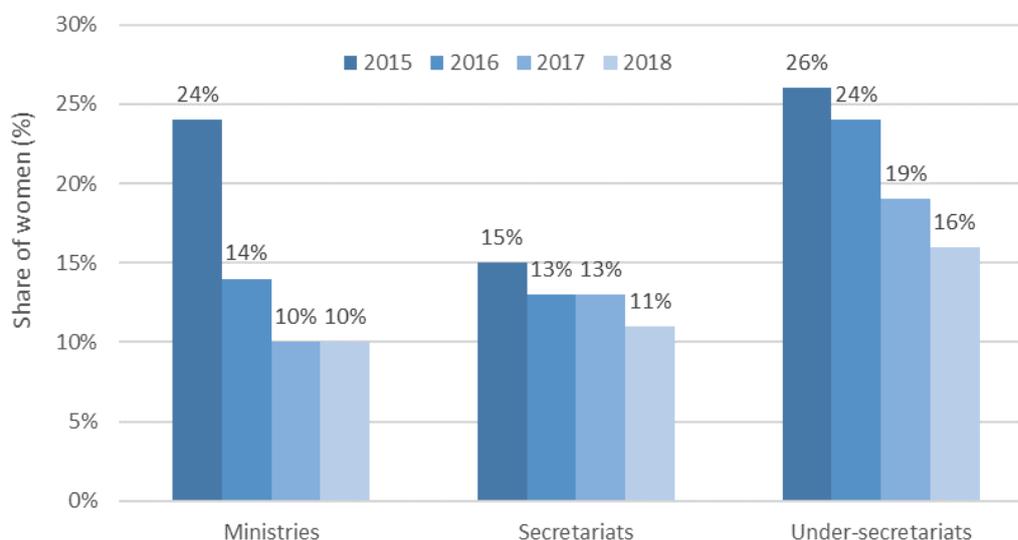
In the lower houses or unicameral legislatures of all the provinces, the average share of women is one third (33%), above the 30% floor established by the provincial electoral systems for the lists of candidates (Figure 7). The average female participation in the provincial senates is 24%, with very high deviation rates. At the lowest end of female participation are the Senate of Catamarca (with no women) and the Santa Fe Senate (only one woman). At the opposite end, the Senate of San Luis is made up of 55.6% of women and is the only provincial legislature with a majority of women.



**Figure 7. Share of Women in Provincial Legislatures (in %), in 2019.**

Source: Political- Electoral Observatory. Ministry of the Interior. 2019.

Regarding the percentage of women in charge of hierarchy political positions in the National State’s organizational chart, a decreased is visible between 2015 and 2018 (Figure 8). The highest number of women in the hierarchy of public service was achieved in 2015; with the first woman elected President by popular vote in 2007. In 2020, these percentages have changed again, and the trend is towards a greater participation of women in the civil service. Only considering the ministries, the percentage went up from 10% in 2018 to 20% in 2020.<sup>5</sup>



**Figure 8. Evolution of the percentage of women in political positions, 2015 - 2018.**

Source: Political-Electoral Observatory. Ministry of the Interior. 2019.

Disparities in women's participation were also identified in decision-making in the private sector (Table 5). It must be noted that said participation remained stable in 2016 - 2019. In particular, the participation of women who hold management positions in companies averaged 31.6%. Although data was collected over a three-year period, the low levels of women’s participation in leadership positions in the private sector is consistent.

**Table 5. Participation of women in decision-making in the private sector (%), 2016 - 2019**

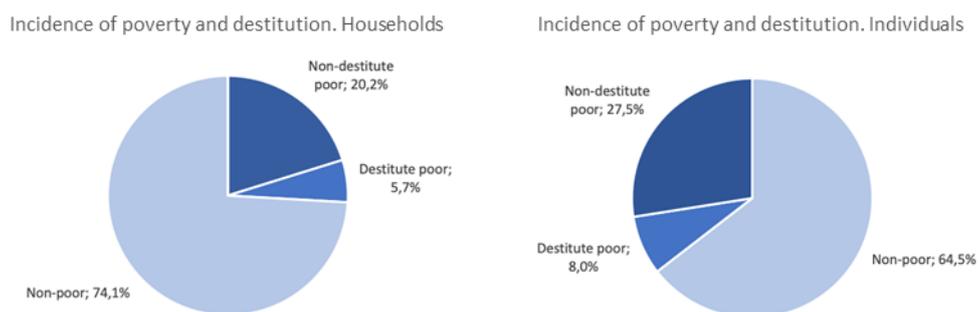
Participation in decision-making	2016	2018	2019
Women as company CEOs	3.6%	3.6%	3.7%
Women in management positions	31.5%	30.9%	32.3%

Source: PHS, Q3, INDEC.

## 2.6 Poverty

In Argentina, 25.9% of households are below the poverty line. Poor households can be divided into two sub-groups: destitute households (5.7%) and non-destitute households (20.2%). If this information is analyzed in terms of individuals, it means 35.5% of the total population lives below the poverty line (Figure 9).

<sup>5</sup> Percentages from the Argentine Executive Branch organizational chart. April 2020.

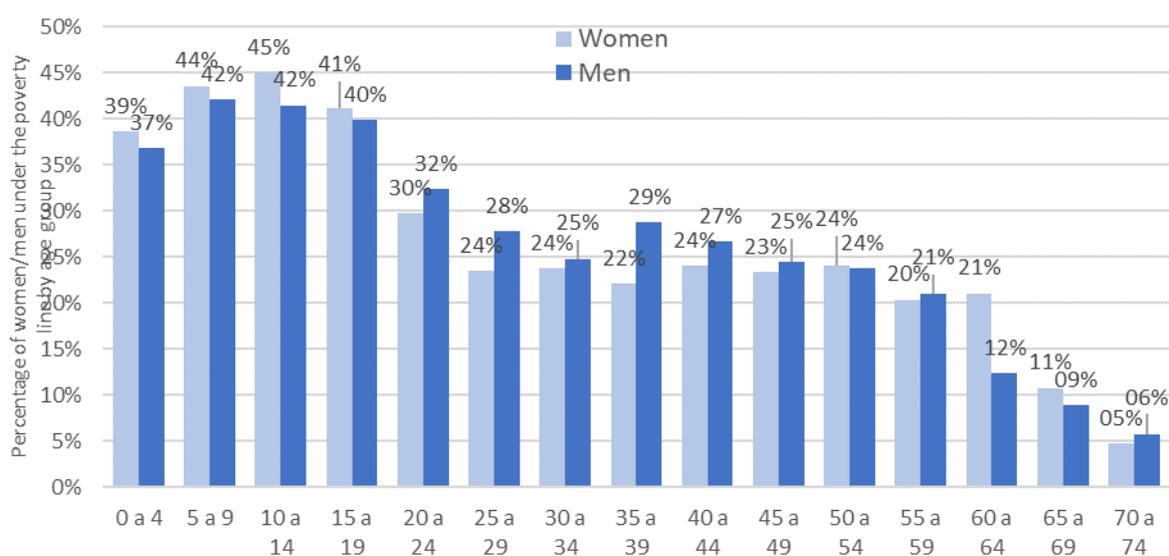


Note: the results for the second semester of 2019 do not include the results for the Gran Resistencia conglomerate (See “About Geographical Coverage” in the Methodology Annex of this report).

**Figure 9. Incidence of poverty and destitution on households and individuals**

Source: INDEC. Report, Second Semester 2019.

Between the ages of 20 and 50, the proportion of poor women is higher than that of men. This can be explained by the tasks that are socially assigned to women: care and domestic responsibilities that usually restrain women from entering the productive labor market and, consequently, from holding paid jobs (Figure 10).



**Figure 10. Percentage of women/men living under the poverty line, by age groups, in 2018. (a= to)**

Source: PHS. First Semester 2018.

### 2.7 Access to land

The gap between men and women in land ownership in Latin America is historically very large, with women accounting for historically small percentages of land owners. Gender inequality in land ownership relates to male preference in inheritance, the privileges enjoyed by men in marriage, male bias in state land distribution and in the land market.<sup>6</sup>

In Argentina, there are several difficulties to accessing available statistical information on the type of

<sup>6</sup> “[The Gender Asset Gap: Land in Latin America](#)”, World Development, Vol. 31, No. 6, June 2003: 925-947

ownership and land tenure, disaggregated by gender. One of the issues is that the survey of the National Agriculture Census shows properties, but not owners. When presenting this information, the Census outlines three types of ownership: private, government or undefined. It does not inquire about the owner of the property and, therefore, there is no information disaggregated by gender.

In recent decades, Argentina has suffered a process of increasing concentration of agricultural production and an intensification of the export orientation of its primary sector. In previous periods, it developed a strategy that combined attention to the domestic market with the export of surpluses. In this context, rural populations, *campesinos* (small farmers/peasant), indigenous peoples and rural workers have suffered from the advances of the agricultural frontier around their ancestral territories, forests and fresh water sources. These water sources are often reservoirs of biodiversity, and vital spaces for indigenous and *campesino* communities for their daily lives, since the forest and water sources provide food (through the collection of fruits, medicinal herbs and honey, and hunting and fishing for animals) and energy resources (firewood).<sup>7</sup> These effects can be even more significant for women, and can be more challenging in situations of insecure land tenure. Analyzing the 2018 National Agricultural Census, it can be inferred that 40% of the forests cover could be found in areas without clearly defined tenancy. These can include communal fields, lands under possession rights, indigenous lands, other public lands, and other areas that generally coincide with precarious forms of land tenure.

### 3. Legal framework for the protection of women and the promotion of gender equality in Argentina

Argentina adopted the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 1979, which was subsequently enacted into the National Constitution in the 1994 constitutional amendment. In addition, the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Belém do Pará Convention) was ratified in 1996 by Law No. 24632. These laws ensure that the Argentine Government and the provincial states are obliged to implement rules and policies that prevent violence against women.

It is important to highlight that the improvements achieved in the legislation protecting women, which will be briefly described as follows, “are the result of the fight waged by and the awareness levels of women organizations’ activism, and their prominent role in institutional and social political structures” (Ministry of Justice and Human Rights, 2012)<sup>8</sup>.

#### 3.1 International protocols and frameworks on gender and human rights ratified by Argentina

##### International legal instruments on human rights that have constitutional status

- Universal Declaration of Human Rights
- American Declaration of the Rights and Duties of Man
- International Covenant on Economic, Social and Cultural Rights
- International Covenant on Civil and Political Rights
- Optional Protocol to the International Covenant on Civil and Political Rights
- International Convention on the Elimination of All Forms of Racial Discrimination

---

<sup>7</sup> “Informe 2016. Acceso a la tierra y territorio en Sudamérica.” IPDRS. 2017.

8

- Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes Against Humanity
- American Convention on Human Rights (Pact of San José, Costa Rica)
- Convention of the Elimination of all Forms of Discrimination against Women
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
- Convention on the Rights of the Child
- Inter-American Convention on Forced Disappearance of Persons
- Convention on the Prevention and Punishment of the Crime of Genocide
- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families

**Legal instruments in force in the Argentine Republic within the framework of the universal system**

- Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others
- Convention relating to the Status of Refugees
- Convention on the Political Rights of Women
- Supplementary Convention on the Abolition of Slavery, the Slave Trade and Institutions and Practices Similar to Slavery
- Convention on the Nationality of Married Women
- Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages
- Protocol relating to the Refugee Status
- International Convention on the Suppression and Punishment of the Crime of Apartheid
- ILO Convention No. 169 on Indigenous and Tribal Peoples in Independent Countries
- Agreement establishing the Fund for the Development of the Indigenous Peoples of Latin America and the Caribbean
- Rome Statute of the International Criminal Court
- ILO Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour
- Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict
- Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography
- United Nation Convention against Transnational Organized Crime
- Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the Convention against Transnational Organized Crime
- Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime
- Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
- International Convention for the Protection of All Persons from Enforced Disappearance

**Legal instruments in force in the Argentine Republic within the framework of the Inter-American system**

- Inter-American Convention on the Granting of Civil Rights to Women
- Inter-American Convention on the Granting of Political Rights to Women
- Inter-American Convention to Prevent and Punish Torture
- Additional Protocol to the American Convention on Human Rights in the area of Economic, Social and Cultural Rights (Protocol of San Salvador)
- Inter-American Convention on the International Return of Children

- Inter-American Convention on Support Obligations
- Inter-American Convention on International Traffic in Minors
- Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Belém do Pará Convention)
- Inter-American Convention against Corruption
- Inter-American Convention on the Elimination of All Forms of Discrimination Against Persons with Disabilities
- Approval of the Convention on the Rights of Persons with Disabilities adopted by the United Nations General Assembly

### 3.2 Laws that promote women's physical, economic and political autonomy

Laws in this regard have been enacted and may be classified as follows<sup>9</sup>:

- Laws on economic autonomy: such as laws on pensions and care, intended to ensure the day-to-day physical and emotional well-being of people who have some degree of dependence, and provide for the social organization of care and establish rights to care.
- Laws on political autonomy: such as laws on gender quotas and gender parity, which seek to promote the participation of women in the various Government branches on an equal footing with men.
- Laws on physical autonomy: such as Law No. 26485, on Full Protection for Prevention, Punishment and Eradication of Violence against Women in their Interpersonal Relationships; or the recently enacted Micaela Law (Law No. 27499) on Mandatory Training in Gender Issues for all officials working in the Three Branches of the State.

This set of laws constitutes a very broad basis for the protection of women's rights; these legal provisions establish the guidelines that must be followed by public policy as a whole.

#### **Laws related to Economic Autonomy**

Laws promoting women's economic autonomy include those that provide for the social organization of care and income distribution. The main laws related to social organization of care include those that grant protection to people with disabilities: i. Law on Full Protection of People with Disabilities (Law No. 22431) which was passed in 1981 and created a comprehensive protection system for people with disabilities, seeking to ensure their access to health care, education and social security benefits; ii. Law on Universal Accessibility for People with Disabilities (Law No. 24314 of 1994); iii. Creation of the Comprehensive Protection System for People with Disabilities (Law No. 25635 of 2002).

Other laws that are related to women's labour rights vis-à-vis their care duties, which also affect their economic autonomy, are: i. Law on Family Allowances (Law No. 24714), enacted in 1995, which consists of a non-contributory payment per child made to only one of the parents/guardians; and ii. Law on Special Leave for Mothers who are Employed as a Result of the Birth of a Child with Down Syndrome (Law No. 24716 of 1996).

Additionally, the legal framework envisages protection for pregnant adolescents through two laws: i. Regime for Justified Absences from Class for Pregnant Students (Law No. 25273 of 2000); and ii. Law Enjoining Public Educational Institutions from Pursuing Actions to Prevent the Beginning or Continuity of the Academic Year in the case of Pregnant Students or Mothers during the Lactation Period (Law No. 25584 of 2002). Another law related to care responsibilities is the Law on Shared Parental Rights and Duties (Law No. 23264 of 1985).

---

9 Classification according to ECLAC's Gender Equality Observatory.

The laws that address income distribution include the following:

Laws that regulate the labour market, such as Law No. 20744/1976 on the Employment Contract Regime, which governs the individual relationships of men and women workers in the private sector, and provides for “non-discrimination of workers by reason of sex, race, nationality, religion, political ideas, union affiliation or age” (article 17) and promotes equality of treatment among workers with no distinction as to sex, religion or race (article 81). This is supplemented by the Special Employment Regime for Domestic Workers (Law No. 26844/2013).

Furthermore, retirement and pension legislation has brought about significant breakthroughs in terms of the economic autonomy for women. The main laws include: Law No. 23570 on the right to have access to a partner’s pension in a domestic partnership (1988); Law No. 24828 of 1997 on the Incorporation of Housewives into the Integrated Pension and Retirement System; Law No. 25994/2005, which ensures the right to anticipated retirement benefits for people who demonstrate 30 years of service at work with social security contributions and are currently unemployed; Law No. 26425, which repeals the individual capitalization pension system previously in force and fully vests in the State the regulation of pension and retirement systems (2008); Law No. 26970, which grants a moratorium to independent workers that have not reached retirement age (2014); and the National Historical Reparation Programme for Retirees and Pensioners (Law No. 27260 of 2016).

#### **Laws related to Political Autonomy**

The first law that enshrined women’s political rights in Argentina was Law No. 13010, known as the “Women’s Suffrage Law”, enacted in 1947. It is the oldest of all the laws in force that currently enhance women’s rights. It is an iconic law granting women both the right to vote and the right to fully participate in the country’s political activity. Other laws that followed, promoted women’s participation in decision-making, such as: the Law on Gender Quotas (Law No. 24012/1991), which prescribes a minimum mandatory proportion of women on the list of candidates for elections (30%); the Argentine Constitutional amendment (1994), which included true equality of opportunity between men and women running for elected and party offices, that will be guaranteed through affirmative actions in the regulation of political parties and in the electoral system (article 37); Law No. 25674, enacted in 2002, which established mandatory quotas for women in trade unions (30%).

In recent years, progress has been made in this regard as shown by statutes such as: Law No. 27412 on Gender Parity in Political Representation, enacted in 2017. This legal provision entails an improvement in current female participation standards by amending the National Electoral Code to include, as a requirement for the official submission of candidate lists for national senators and representatives and for Mercosur parliamentarians, that every other candidate on the list must be a woman from the first regular candidate to the last alternate candidate. Lists that do not meet this requirement will not be officially recognized.

Lastly, the Law on Political Party Funding was enacted in 2019 (Law No. 27504), which requires that 30% of the amount to be allocated to partisan training must be used for the training, promotion and development of women’s political leadership skills within the political party (article 12).

#### **Laws related to Physical Autonomy**

Argentina has a vast corpus of legislation that ensures prevention and punishment of violence against women, with a view to advancing their physical autonomy. Below, the most relevant laws are listed in the order of their enactment:

- 1980 - Law No. 23179 – Approval of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

- 1987 - Law No. 23515 – Divorce Law.
- 1994 - Law No. 24417 – Protection against domestic violence. Possibility to request precautionary measures.
- 1996 - Law No. 24632 – Approval of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Belém do Pará Convention).
- 1999 - Law No. 25087 – Crimes against sexual integrity. Amendment of the Argentine Criminal Code. It eliminates the notion of “virtuous woman” and expands the definition of rape. It also recognizes different types of sexual assault and spells out aggravating circumstances.
- 2001 - Law No. 25543 – It mandates that any pregnant woman must be tested for HIV, following a signed informed consent.
- 2002 - Law No. 25673 – It creates the National Programme for Sexual Health and Responsible Family Planning.
- 2004 - Law No. 25871 – Migration Law. "Any actions or omissions based on reasons such as ethnic group, religion, nationality, ideology, political opinion or trade union affiliation, sex, gender [...] shall be considered discriminatory " (article 13).
- 2004 - Law No. 25929 – Humanized childbirth.
- 2005 - Law No. 26061 – Full Protection of Boys, Girls and Adolescents.
- 2006 - Law No. 26130 – Regulation of Surgical Contraception.
- 2006 - Law No. 26150 – National Programme for Comprehensive Sexuality Education.
- 2008 - Law No. 26364 – Prevention and Punishment of Human Trafficking and Assistance to Victims.
- 2009 - Law No. 26485 – Full Protection for Prevention, Punishment and Eradication of Violence against Women in their Interpersonal Relationships.
- 2009 - Law No. 26618 – Same-sex marriage.
- 2012 - Law No. 26743 – Gender identity.
- 2012 - Law No. 26791 – It defines aggravated homicide of women and incorporates femicide as a crime.
- 2015 - Law No. 27210 – It creates the Corps of Women and Men Attorneys for Gender-Based Violence Victims within the Ministry of Justice and Human Rights.
- 2016 - Law No. 27234 – Equality in Education: Prevention and Eradication of Gender-Based Violence in all Public Educational Institutions in Argentina.
- 2017 - Law No. 27352 – It amends the Argentine Criminal Code for purposes of clearly defining the actions that constitute the crime of sexual abuse.
- 2017 - Law No. 27363 – Deprivation of Parental Responsibility for Persons Convicted of Femicide.
- 2018 - Law No. 27452 - *Brisa* Law – Monetary Reparation System for Boys, Girls and Adolescents. Children of femicide victims receive compensation from the Government amounting to a minimum pension payment.
- 2018 - Law No. 27455 – Child Abuse. Amendment of article 72 of the Argentine Criminal Code. It defines child sexual abuse as a publicly actionable offence.
- 2019 - Law No. 27499 - "*Micaela* Law", on Mandatory Training in Gender for all Officials working in the Three Branches of the State at all levels.
- 2019 - Law No. 27501 – It adds to article 6 of Law No. 26.485, street harassment as a form of violence against women. It creates a hot line to provide assistance, free of charge, to gender-based violence victims.
- 2019 - Law No. 27521 – Law on Sizing. It establishes a Single Standardized System for Clothing Sizes (SUNITI, in its Spanish acronym) for standardized body measurements.
- 2019 - Law No. 27533 – Law that defines political violence as gender-based violence. The amendment proposed to Law No. 26485 was approved, and the law now includes political violence as one more form of gender-based violence.

### 3.3 Gender, rurality and environment in Argentina's legislation

There is a regulatory framework regarding environmental issues that has mainstreamed the gender perspective with various degrees of explicitness, as follows:

Starting at the top of the Argentine legal pyramid, the 1994 constitutional amendment added **article 41** to the **Argentine Constitution**, which states: *"All inhabitants enjoy the right to a healthy and balanced environment, fit for human development and for productive activities that meet current needs without compromising those of future generations; and have the duty to preserve the environment. Environmental damage shall, on a priority basis, result in restoration obligations, as provided by law. The applicable authorities shall endeavor to ensure the protection of this right, a rational utilization of natural resources, the preservation of the natural and cultural heritage and biological diversity, and shall promote environmental information and education. The Federal Government is responsible for issuing provisions that include minimum environmental protection standards and the provinces must adopt any necessary provisions to supplement them, without any alteration to local jurisdictions..."*

The addition of this article entails at least two innovative elements: the constitutional recognition of collective rights or interests, on the one hand; and the power vested with the Federal Government to issue laws on minimum protection standards, on the other hand. This entailed a huge leap forward regarding environmental policy within the context of a federal country like Argentina.

**Article 75, paragraph 17 of the Argentine Constitution**, recognizes the *"ethnic and cultural pre-existence of indigenous peoples, (...) legal personality of their communities and community possession and ownership of the land they have traditionally occupied"*. Additionally, it acknowledges their *"right to participate in the management of their natural resources and any other matter that might affect their interests."* In the same article, **paragraph 23** provides for the right to equal opportunity and equal treatment: *"Legislate and promote affirmative action measures that ensure actual equality of opportunity and treatment, and full enjoyment and exercise of the rights recognized in this Constitution and in the applicable international human rights treaties, particularly regarding children, women, the elderly and people with disabilities."*

Along this same line, in 1992, **ILO Convention No. 169** (on Indigenous and Tribal Peoples in Independent Countries) was approved by Law No. 24071. This Convention, which has constitutional status, makes reference to the duties of the State in connection with indigenous peoples and their rights. In two different sections, it mentions equal opportunity and treatment for men and women. On the one hand, article 3 states: *"1. Indigenous and tribal peoples shall fully enjoy human rights and fundamental freedoms without any hindrance or discrimination. The provisions of the Convention shall be applied without discrimination to male and female members of these peoples."* On the other hand, article 20 seeks to ensure *"(d) that workers belonging to these peoples enjoy equal opportunities and equal treatment in employment for men and women, and protection from sexual harassment."*

The 2015 amendment to the Argentine Civil and Commercial Code included the rights of indigenous peoples in article 18, as it provides that *"... Recognized indigenous communities have the right to community possession and ownership of the land they have traditionally occupied and any other territories that are suitable and sufficient for human development, as provided by law, subject to the provisions of article 75, paragraph 17 of the Argentine Constitution"*.

Finally, there are laws that refer to the people targeted by these policies, promoting their participation in decision-making and benefit-sharing, namely:

#### **Law No. 25675, General Law on the Environment (2002)**

It establishes minimum standards to achieve sustainable and appropriate environmental management, preservation and protection of biological diversity and implementation of sustainable development. Article 2 spells out the purposes of the law, including *inter alia*:

- c) Promoting social participation in decision-making processes;
- h) Introducing changes in social values and behaviours that may enable sustainable development.

Additionally, articles 16, 17 and 18 ensure access to public environmental information, while articles 19, 20 and 21 provide social participation guidelines that govern the entirety of environmental policies.

**Law No. 26331, on Minimum Environmental Protection Standards for the Enrichment, Restoration, Conservation, Sustainable Use and Management of Native Forests (2007)**

Although the Forest Law makes no explicit provision for gender issues, it does prescribe the obligation to perform territorial planning through a participatory process, and seeks compliance with the provisions regarding access to public environmental information and citizen participation as foreseen in the General Law on the Environment.

**Law No. 27118, on Historical Reparation of Family Agriculture for the Construction of a New Rurality in Argentina (2015)**

This law declares family, peasant and indigenous agriculture to be a matter of public interest due to the contribution it makes to the peoples' food security and sovereignty, and as a result of its practicing and promoting means of livelihood and production systems that preserve biodiversity and sustainable productive transformation processes. Article 4 sets forth the goals of the law, which include gender considerations:

- Contribute to eliminate divides and gender stereotypes, ensure equal access for men and women to the rights and benefits provided for in this law, tailor concrete actions and implement specific public policies that favour women devoted to family agriculture.
- Strengthen organization and upward social mobility in family, peasant and indigenous agriculture, with special attention to the conditions and needs of rural women and youth.

**Law No. 26160, Emergency Law on Possession and Ownership of Lands and Fund for Assistance to Indigenous Communities**

National Law No. 26160 was passed at the end of 2006 for a four-year term, to address the situation of territorial emergency of Indigenous Communities in the country, consistent with Article 75, paragraph 17, of the National Constitution, and to partly fulfill Article 14, para. c, of ILO Convention 169.

This law was extended three times: in 2009, Law No. 26554 was passed; in 2013, Law No. 26894, and in 2017 Law No. 27400 were enacted, extending validity through to November 2021. This is an emergency and public order law.

Its objectives are as follows:

- Declare the territorial emergency of indigenous peoples' communities in the country.
- Stay judgment enforcement, court or administrative proceedings aimed at eviction or vacation of the lands they live on.
- Order a technical, legal and cadastral survey of the Indigenous Communities and, if necessary, of the currently, traditionally and publicly occupied lands.

## **4. Gender and Public Policies**

### **4.1 Main public policies with a gender approach**

Within the framework of current regulations, Argentina has developed social policies with a gender perspective that have had a direct impact on the improvement of women's educational attainments,

the increase in their economic income, the development of new capacities and consolidation of stronger social and community relations, providing more empowerment and autonomy in decision-making. The following are among the most important regulations:

- Universal Child Allowance (AUH – Executive Order 1602/2009) consisting of a monthly, non-contributory monetary allowance for each child under the age of 18 (or with no age limit in the case of a disabled child), up to a maximum of five children per household. The greatest impact is noted in the NOA and NEA regions, where this allowance covers 34.5% and 40.01% respectively, of the total population of Boys, Girls and Adolescents in the region. (ANSES, 2019)<sup>10</sup>. Likewise, 97% of the beneficiaries of the AUH are women. In this regard, the National State economically recognizes women's care and reproductive tasks in most Argentine households. This is a social protection measure for the most vulnerable sectors.
- Housewives' Retirement Benefits: in 2008 over 2 million people who had not made contributions into the Argentine Social Security System were allowed access to this benefit, mainly targeted to housewives who were able to access a minimum pension.
- *Ellas Hacen* Programme: in 2013, it was setup within the Social Work-based Income Programme that aims at improving the quality of life of the most vulnerable families and neighborhoods, and at promoting the development of the personal and social capacities of recipients, setting up cooperatives, providing comprehensive training and generating social-occupational opportunities. It is targeted to women with children, heads of household, who are in a situation of violence and / or social vulnerability. It allowed access to and completion of formal studies, training in trades, access to health through health schemes, as well as access to cultural and recreational activities for over one hundred thousand female heads of household.,
- *Pro Huerta* Programme (Resolution No. 239/1990). It is implemented by the Argentine Ministry of Social Development and the National Institute of Agricultural Technology (INTA), aimed at the self-production of agroecological food, to improve food sovereignty, promote the participation and organization of vulnerable sectors of the population, and encourage the marketing of surpluses. Present in 88% of the country's municipalities, *Pro Huerta* currently includes more than 630,000 orchards and 130,000 small farms that provide a food and nutritional contribution to over 3.5 million people. In 2015, INTA and the National Women's Council signed an agreement to promote the programme among women experiencing gender-based violence, with a view to promoting the physical and economic autonomy of rural women.

The creation of the Ministry of Women, Gender and Diversity (in December 2009) was a milestone in the development of public policies with a gender perspective. This substantive area was set up in acknowledgment of a demand that had been in place for decades. In Argentina, for over 30 years, pluri-national meetings of women and LGBTBI+ persons have been organized to build knowledge collectively, to hold horizontal debates and to call upon the State to provide answers, to put an end to inequalities and all forms of male chauvinist violence. Since 2015, the #NiunaMenos movement has further strengthened this collective demand led by a pluralist, diverse, dissident, heterogeneous and empowered feminist movement<sup>11</sup>.

On 3 July 2020, the Ministry of Women, Gender and Diversity launched the National Plan of Action against gender-based violence (2020-2022) , which is a Plan drawn up with the participation of over three thousand people from across the country, with the support and commitment of other

---

<sup>10</sup> [Monitoring Report](#): Universal Child and Pregnancy Allowance for Social Protection purposes, National Council for Social Policy Coordination, 2019.

<sup>11</sup> <https://www.caserosada.gob.ar/gobierno-informa/46609-el-ministerio-de-las-mujeres-generos-y-diversidad>

Ministries and State agencies, including the Ministry for the Environment and Sustainable Development.

The following are the strategic guidelines of the National Plan of Action:

1. PREVENTION of gender-based violence, coordinating all National State programmes, measures and actions.
2. ASSISTANCE to persons experiencing gender-based violence, coordinating all National State programmes, measures and actions.
3. PROTECTION of persons experiencing gender-based violence, coordinating all National State programmes, measures and actions.
4. STRENGTHENING OF ACCESS TO JUSTICE for persons experiencing gender-based violence, coordinating all National State programmes, measures and actions.

The development of these guidelines includes several measures that can be seen in the full document of the Plan, which aim at institutional and territorial strengthening to address gender-based violence.

The Ministry for the Environment and Sustainable Development undertook the commitment to provide support with regard to:

- Development of contents to disseminate the possibilities of comprehensively addressing gender-based violence from an inter-sectional perspective for different environments such as the indigenous communities, migrants, pregnant women, victims of trafficking in persons and exploitation.
- Training in trades and vocational training to fund and support social and productive projects, either in the form of co-ops or independent start-ups, targeted to the campesinos and indigenous peoples.
- Development of tools to harmonize the different languages and cultural practices so as to facilitate access to justice for indigenous peoples, migrants and rural population experiencing gender-based violence.

#### **4.2 Gender and the Sustainable Development Goals**

In line with the aforementioned legislation, the 2030 Agenda for Sustainable Development considers a world in which there is “universal respect for human rights and dignity” and in which “all women and girls enjoy full gender equality, and where all legal, social and economic obstacles impeding their empowerment have been removed” (UNDP, 2019). Consequently, achieving gender equality is an essential goal of the 2030 Agenda (United Nations, 2019a). The commitment to gender equality, as well as the rights and the empowerment of women cut across the whole of the 2030 Agenda, since this has been stated in the declaration and in the SDGs (targets and indicators).

Regarding SDGs, the Agenda includes a specific goal to achieve gender equality and empower all women and girls (SDG 5) and, furthermore, SDG 1 (target 1.b) and SDG 4 (targets 4.5 and 4.7) explicitly support this commitment. Thus, it can be noted that both the cross-cutting gender approach and the protection of women's rights are a part of the mandate and must guide the implementation of sustainable development policies.

By adopting this 2030 Agenda, Argentina also undertook the commitment to mobilize the necessary resources to implement this gender approach, particularly taking into account the needs of people who are in a situation of greater vulnerability.<sup>12</sup>

---

<sup>12</sup> *Implementación de la perspectiva transversal de género en la adaptación de la Agenda 2030 en Argentina* (Mainstreaming gender in adapting the 2030 Agenda to Argentina). Final Report of 24 December 2019. Consultant: Valentina Waisman.

### 4.3 The gender approach in the National REDD + Strategy

Within the framework of the National Action Plan on Forests and Climate Change (PANByCC), an implementation strategy was developed, with actions aimed at ensuring gender equality in forest management programmes and policies, taking into consideration the following:

- a) All political initiatives have direct and indirect impacts on the population, and these effects are different for men and women, according to what a given society considers masculine and feminine in each context (i.e. gender roles);
- b) There is a significant part of the population that cares for and depends on forests; among them, women have specific knowledge and relationships that must be taken into account; and
- c) Women, as well as other agents across the territory (youth, ethnic minorities, landless farmers) are usually relegated in decision-making processes regarding the territory, and this trend must be reversed.

In this regard, various activities have been carried out involving men, women, indigenous peoples and other social stakeholders in the construction of the PANByCC. Participation in quantitative terms in these regional multisectoral activities shows that, in the period 2017-2018, women accounted for 33.3% of the participants and men for 66.6% (Table 6), therefore, the minimum goal was reached of ensuring a 30% share of women.

**Table 6. Percentage of participants in regional multisectoral meetings, by sector, and disaggregated by sex, in 2017 and 2018.**

Sector	Share of Women	Share of Men
Government	12.1%	21.0%
Technical-Academic	7.5%	17.8%
CSOs / NGOs	5.4%	8.0%
Private sector	2.3%	8.2%
Small farmers	1.0%	3.3%
Indigenous Peoples	5.1%	8.5%
<b>Total</b>	<b>33.3%</b>	<b>66.6%</b>

Source: - UN-REDD National Programme Argentina.

The number of women participating in the meetings and affirmative measures taken to increase their level of representation are important for gender equality in the participatory process. However, it is important to focus on the specificities of their contributions in qualitative terms. The following aspects were identified during the aforementioned activities:

- Women from community spaces (grassroots organizations and indigenous peoples) highlighted the importance of networking, and collective mobilization to protect forests and nature as values in themselves and not by virtue of their commercial value. They repeatedly mentioned the need to ensure water as one of their rights, and pointed to the institutional weakness related to compliance with ongoing programmes and the laws in force.

- Empowered women leaders and women overall have had to face numerous obstacles to gain access to forest governance spaces, including symbolic violence and exclusion by local leaders, traditional leaders and authorities.
- Gender inequality in the access to and use of goods, obstacles to acquire property, obtain loans and productive support, regardless of their professional position.

In addition, studies were carried out to evaluate the gender approach in addressing and respecting each REDD+ safeguard, together with a stakeholder training workshop on gender mainstreaming in forest management and climate change; and to present management tools for decision-makers and technicians working in the field. These implementation tools comprise the following:

- Guidance for mainstreaming gender in forest and climate change management: to support decision makers and entities involved in the implementation of the PANByCC.
- Gender Perspective in the PANByCC: the idea is to include a specific chapter in the PANByCC update.

On the other hand, the institutional framework under which the respect the implementation of a gender approach is addressed, is made up of: the National Climate Change Cabinet, which carries out initiatives to mainstream the gender perspective in transparency promotion mechanisms; the National Climate Change Directorate that prepared the PANByCC and follows the gender approach guidelines in its implementation; the Directorate for Environmental Education and Citizen Participation that addresses gender aspects within MAgDS; the National Ombudsperson's Office that has an Area for Vulnerable Groups that works on gender issues; and the National Institute for Women, which develops policies, programmes and initiatives to empower women, and promotes gender equality and eradication of violence<sup>13</sup>.

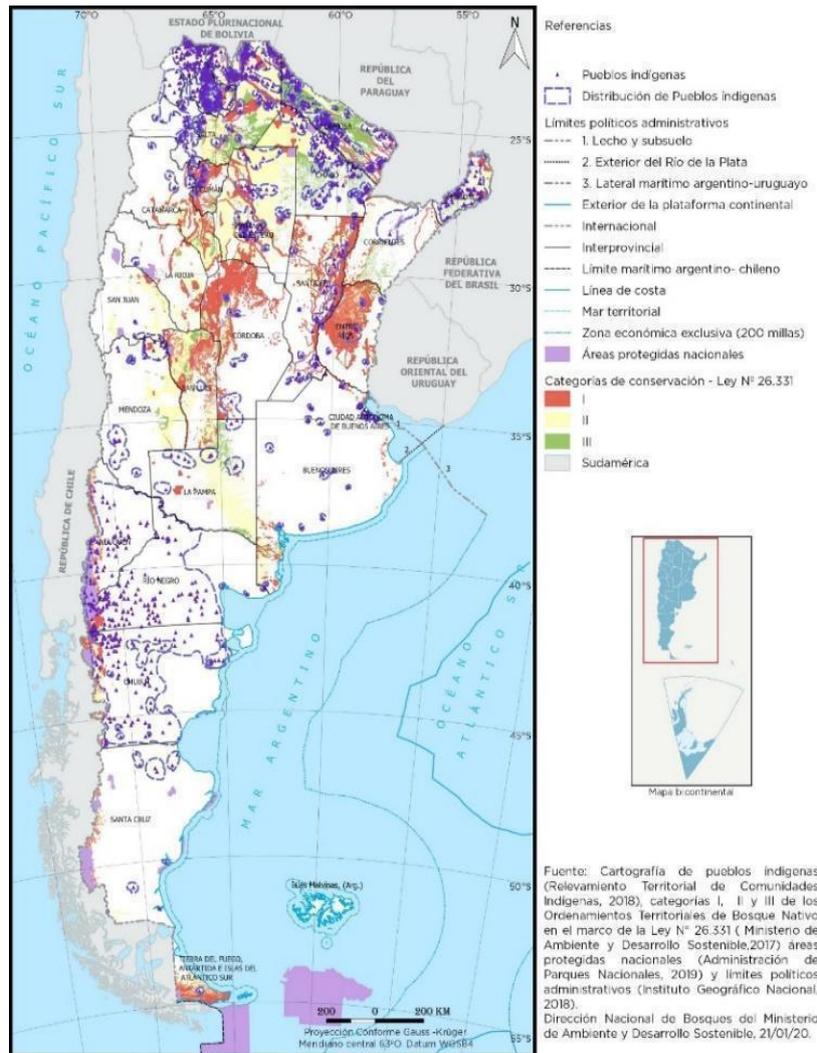
## 5. The gender perspective in native forests

### 5.1 Rural population and native forests

According to the 2010 National Population, Household and Housing Census (INDEC), only 9% of the total population of Argentina lives in rural areas. However, 81% of the rural population lives in districts with native forests; and 66% of the country's indigenous population is found in areas with native forests (Figure 11). This evidences the importance of native forests for the communities living therein, and whose livelihoods depend on the forest.

---

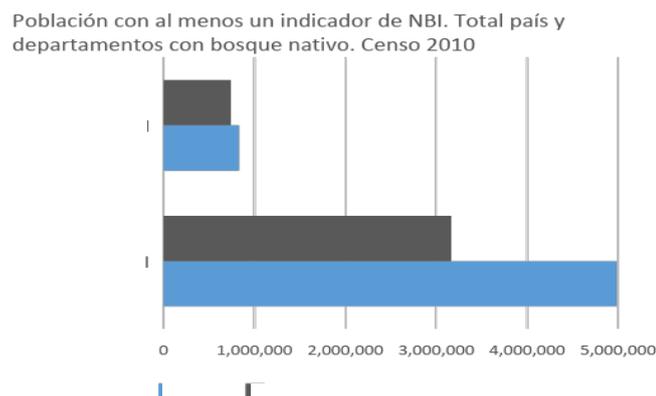
<sup>13</sup> Summary of Information on REDD+ Safeguards in Argentina. 2019.



**Figure 11. Distribution of indigenous peoples in the Territorial Planning of Native Forests. Territorial survey of indigenous peoples, 2018**

Another fundamental aspect is that most peasant and indigenous communities live below the extreme poverty threshold. Within this context, the forest represents a strategic resource to support livelihoods, and can also help households to overcome poverty, particularly if measures to address the difficulties of accessing resources and markets are implemented, in a sustainable manner.

Sixty-four percent (64%) of the country's population with Unmet Basic Needs (UBN) lives in districts with native forests, whilst 89% of the rural population with UBN lives in these districts (Figure 12). Native forests may therefore be a key element for sustaining cultural diversity and the family economy, as generators of employment opportunities and jobs, and a fundamental support for the dynamics of production for self-consumption.



**Figure 12. Population with at least one UBN. Country and district total with native forests. 2010 Census.**

Source: Prepared by the authors based on the 2010 Census. INDEC

The contribution of forest production activities on family economies was studied in a sample of 10,441 small peasant and indigenous farmers in the *Parque Chaqueño* area. Forestry activities on their farms accounted for 54.8% of family income, including income from the sale of products and from those intended for self-consumption (Table 7).

**Table 7. Contribution of activities in small peasant and indigenous farms, *Parque Chaqueño* area**

Sector	Number of Households	Average Annual Income from the Farm, by Household (ARS)	Total Annual Income
Timber	2,098	18,127	38,030,328
Non-timber	1,009	10,140	10,231,735
Forestry	2,129	22,669	48,262,064
Livestock	1,063	35,811	38,067,249
<b>Total</b>	<b>2,188</b>	<b>40,240</b>	<b>88,045,558</b>

Source: Prepared by the authors based on surveys carried out within the IBRD Forests and Community Project.

The maintenance of native forest cover can be fundamental for sustaining cultural diversity and the family economy, and for protecting the rights of the most vulnerable populations. In this context, it is important to consider the impact of the Forest Law on these aspects (Law No. 26,331), as it is the main management instrument for native forest protection and conservation in the country.

### 5.2 Gender gaps in rural communities living in native forests:

One of the problems identified by the PANByCC was the differential impact of deforestation and forest degradation on women. This analysis, enriched by debates at multi-sectoral meetings at the regional level, provides a few elements to analyze the reasons for the vulnerability of women living in forests.

Below are the outcomes of this analysis:

**Demographic factor:** In demographic growth scenarios, a greater pressure is expected on ecosystems, particularly those related to the production and supply of resources in support of daily life; that is to say, not only the direct impact related to human survival - livelihoods - is envisaged, but also the indirect impact on the set of needs for social reproduction - care.

**Cultural factor:** forest degradation and deforestation are linked to the symbolic prevalence of those goods and services with a quantifiable economic value within the markets, compared to those that are less appreciated from a commercial standpoint as, for instance, forest ecosystem services. From a gender perspective, it can be asserted that this invisibility of ecosystem services is similar to the low value and low valuation of women's reproductive work, part of it linked to the care economy.

**Economic factor:** At this point there is tension between what is considered economically productive and successful vis-à-vis what is considered important for sustaining life. The prevalence of the monetary economy appears as an element of order. Likewise, the sexual division of labor values the importance of economic and productive aspects, above those related to the care and sustainability of life. A gender perspective entails evidencing how the care for nature and the sustainability of life are linked to the feminized notions of society - since they emulate forms of social reproduction.

**Production factor:** Pressures due to use. Overall, the real estate pressure or the expansion of the agricultural frontier is a determining factor in the patterns of permanence, use and control of forest resources, both by private individuals as well as by groups that have traditionally lived in the area. As a result of the pressure on forests, community women and men that depend on them may be deprived of the material resources needed for their livelihoods, which may mean losing control over the territory and their particular knowledge of it. Because of the different gender roles within communities, men and women are affected differently when expelled due to real estate pressure.

**Political-institutional factors:** This includes tensions between different levels of government, asymmetries of power and competences and, on the other hand, structural factors that affect the forest's management capacity by oversight agencies. Regarding precarious land tenure, it must be noted that, although it is a problem that affects entire populations, it differentially affects women who are a minority among the identified producers and generally have less access to land or the means to obtain it.

A number of different factors and impacts related to forest degradation and deforestation give rise to at least **three types of vulnerability** faced by women who live in native forests: economic vulnerability, linked to the restriction in accessing resources and financing; political vulnerability, related to their low level of participation in decision-making; and physical vulnerability, due to situations of violence.

Regarding **economic vulnerability**, the gender roles in a given community must be taken into consideration. Gender roles consist of social expectations with regard to the behavior expected from men and women. The expectations and values assigned to these behaviors are upheld by a hierarchical system based on which power relations between the sexes are built. The rural sector is no exception, and there are two relevant aspects to be taken into account at the time of interventions and project implementation from a gender perspective:

**Sexual division of labour:** Productive and monetarized tasks, usually related to paid work, are mainly carried out by men (paid forest and livestock activities) and unpaid reproductive tasks (and forest and livestock activities for self-consumption), are mainly carried out by women. In addition, a higher valuation is usually assigned to productive work than to reproductive work, placing men in positions of power, decision-making, management and distribution of resources. This sexual division of labor is a historical and cultural construction that has been consolidated over the centuries since the times of the conquest, and is subject to being reaffirmed or transformed by state policies at each historical moment, as well as by the evolution of the social, political, and women's organizations that either question it or consider it natural.

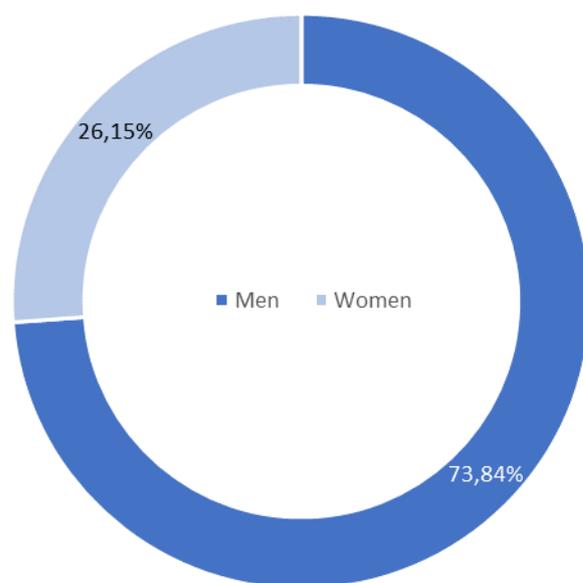
- **Invisibility of women's productive work:** This is based on the marked asymmetry in power

relations that cuts across the entire agrarian structure, leading to gender gaps in access, use and control of resources and goods, in opportunities, in participation and decision-making.

These factors translate into significant inequities to the detriment of women, who are often not identified as producers. When providing offers of technical assistance, loans or training, women are not considered valid interlocutors, thus confirming their exclusive domestic reproductive role, granted and assumed by cultural guidelines built over time. Women work and make production-related decisions, although this is more within the realm of households. However, farming-related matters are still nowadays identified with males, and technical assistance and loans continue to be targeted to men. . In this regard, it is essential to consider the distribution of economic resources to women, and the improvement of their production and marketing conditions to favor their economic autonomy.

For all women to achieve economic autonomy, it is necessary to build a society in which work - in all its forms - is recognized and valued.<sup>14</sup>

Regarding access to economic resources, in the period 2014 - 2018, the distribution of Forest Law implementation plans has been mostly assigned to private individual producers, accounting for 80% of the financing provided through Conservation and / or Management Plans, under Law No. 26,331. Among these beneficiaries, 73.84% of the plans were assigned to men (1,869) and 26.15% (662) to women (Figure 13).



**Figure 13.** Distribution of Forest Law plans among “private-individual” producers, by gender (%), in the period 2014 - 2018

Source: Prepared by the authors based on the National Register of Plans.

When evaluating the impact of the Forests and Community Project (PBNyC) under the modality of a Comprehensive Community Plan, aimed at indigenous and peasant communities, it was noted that

<sup>14</sup> *Mujeres de Algodón. Roles de género y participación en las cadenas de valor en Argentina, Bolivia, Colombia, Paraguay y Perú* (Women in Cotton: Gender roles and participation in value chains in Argentina, Bolivia, Colombia, Paraguay and Peru) (FAO, 2017).

46.7% of the beneficiaries were women (4887) and 65.3% were indigenous (6826).<sup>15</sup> These indicators show the effectiveness of a positive discrimination policy such as the PBNyC, and the differential impact of distributing benefits under the Comprehensive Community Plan (PIC) scheme. This line of work is essential to improve the quality of life of the indigenous and peasant communities that live in the forests. It is thus relevant to strengthen community production experiences because they are the ones that best protect forests, create embeddedness and propose development thought of locally by and for the communities, with good outcomes in terms of social inclusion and gender equity.

Through the planned REDD+ RBP project the diagnostic will be updated and strengthened so to include the economic, productive and organizational situation in the different territories, mainstreaming the gender perspective. Disaggregated information is expected to be obtained on the challenges faced by households headed by women and indigenous women, during the diagnostic and planning process on the ground. The implementation of the RBP project aims, among other things, at contributing to the strengthening of economic autonomy of communities that live in native forests, particularly by providing women equitable access to these resources and the possibility to decide on their use.

Regarding **political autonomy**, the objective of the project is to promote participation spaces for women so that their contributions can be integrated into the collectively-designed Plans, ensuring that their needs are taken into account and are duly considered at the time of the project's investments and implementation.

In this regard, in the case of indigenous women, the observations made by the Indigenous Peoples area of the former Secretariat of the Environment and Sustainable Development (currently MAgDS) with regard to mainstreaming the gender perspective were as follows:

- The inclusion of gender must take place according to the cultural and ethnic principles of social organization. There should be no imposition with regard to patterns of participation and representation of women in spaces for consultation and dialogue, but rather an invitation to facilitate inclusive forest governance.

- Communities must be actively involved in participatory processes, consultation and planning on the ground. It is therefore important to understand the preexistence of worldviews (cosmovisions) on communities and nature, in terms of gender. The latter entails broadening the understanding of the impact of public policies; and thus, the knowledge, traditions and values of indigenous peoples must be an integral part of forest management.

Finally, with regard to **physical vulnerability**, we know that measures or projects that aim at transforming existing power and inequality relationships can bring about resistance and may generate controversial and / or violent situations. Likewise, promoting the participation of women in the different project stages can provide visibility to pre-existing gender-based violence.

The National Observatory on Violence against Women, currently within the structure of the Ministry of Women, Gender and Diversity, issued a report in 2018 entitled: "*Mujeres rurales y violencia de género: Una aproximación desde la Línea 144*" (Rural women and gender-based violence: An approach based on Hotline 144). The report describes the specificities of gender-based violence in rural areas:

Domestic violence against women can take on different expressions in a rural context. Some of them

---

<sup>15</sup> The percentages and amounts were obtained from the household survey (baseline) applied to the 2246 included in the PBNyC related census.

concern property, such as the lack of access to land ownership and the possession of farming tools. There can also be specific forms of economic violence: for instance, when men spread pesticides in agroecological gardens cultivated by women or refuse to feed animals while women are out of home. The report also adds that, in terms of physical and sexual violence against women perpetrated by their intimate partners, it is significantly higher in urban areas compared to rural areas, although the acceptance of intimate partner violence is higher in the latter.

The project will deliver gender training to all state agents participating in project implementation, so as to avoid revictimization and raise awareness on how to act in these circumstances.

With regard to the mechanism for addressing potential situations of gender-based violence, since the enactment of Law 26,485 on the "Comprehensive Protection of Women", passed in 2009, a hotline (No. 144) was set up pursuant to Article 9. This emergency telephone number is used in Argentina to help women who are experiencing violence. This toll-free nationwide line operates 24 hours a day, 365 days a year and is a protection system aimed at granting comprehensive support to people who experience gender-based violence, wherever they are in the country. -Guidance, reassurance, referral and follow-up can be provided in response to a call that can be made either by someone who is experiencing violence or by a relative or any other person close to the victim. It is an interdisciplinary system, within a framework of coordination with national, provincial and municipal organizations, as well as with civil society organizations working in this field.

Preempting points to be further detailed in the Gender Action Plan, and responding to the above-mentioned aspects, the RBP Project will:

1. Carry out a gender analysis on the roles and tasks of women and men in forest management, as well as the conditions of access to and control of resources. This analysis will be developed in the planning and diagnostic stages that will take place at the beginning of the implementation, essentially for Project Components A and B.
2. Promote participation spaces for women so that their contributions can be integrated into the collectively-designed Plans, ensuring that their needs are taken into account and are duly considered at the time of the project's investments and implementation
3. Train all the technicians involved in the project's activities in gender matters so as to avoid the replication of discriminatory practices.
4. Use inclusive language, with explicit mention to women in all the project's calls for proposals and dissemination material.
5. Promote the accessibility of women to participation and decision-making forums.
6. Take into account the tools existing and/or endorsed in the country for Consultation with indigenous peoples
7. Undertake two key measures to face possible situations of gender-based violence. Prevention will be the most important, including through the above mentioned trainings and participatory spaces. Secondly the Project, supported by/in coordination with the Ministry of Women, will develop a protocol at inception phase to address situations of gender-based violence that could arise during the project.

## 6. Gender Assessment conclusions and recommendations

**Argentina has a broad national and international legal framework** on gender and human rights that provides guidelines on the protection of human rights of women and communities. Therefore, the **guiding principles** to implement this proposal include **compliance with national and international legislation on gender-related matters in force, and the establishment of social, gender and environmental safeguards and guidelines to ensure gender equality as well as the rights and full participation of women.**

Moreover, the statistical analysis included in the first section of this document shows that the **main gender gaps in Argentina** are linked to **income levels and participation in policy decisions.** The efforts and resources of the actions included in the RBP proposal focus on women and communities that live in the forest, to help them achieve a sustainable development and production model that also reduces the gender gap to access resources and participate in the benefits of public policies.

Basing on the results of the assessment, the RBP proposal developed a **Gender Action Plan**, presented in the next section of this document. The **priority objective** of the GAP is to **give the RBP project the elements to strengthen the economic autonomy** of the communities that live in native forests particularly by providing women equitable access to these resources and the possibility to decide on their use. The GAP will provide inputs also so that this decision-making, could take into consideration the impact women's increased engagement in sustainable use of forests, or any other activity envisaged in the RBP, may have on their productive or reproductive workload to avoid any undesired increase in said workload. Another key objective is to include gender considerations in existing practices and processes to develop forest management plans or actions, along with other social and environmental safeguards, i.e., to **mainstream gender in the planning, decision-making and implementation process and not as a separate stage.**

One of the problems that was identified at the time of the preparation of the RBP funding proposal, was the existing low proportion of indigenous and peasant communities who benefit from the Forest Law. While priority actions for enhanced engagement and integration of women were recognized in Argentina also during the development of the PANByCC, one of the challenges to implement the agreed priority actions was to achieve effective participation of the beneficiaries and stakeholders involved in its implementation, in the benefits and in the processes. Only through the participation of men, women, boys, girls and indigenous communities, among others, can their needs, concerns, desires, social inequalities and violence be voiced. Inequality and power relations may be decoded by listening and paying attention to what the stakeholders say, to avoid reproducing them and to bring about change. The effective participation of men and women has thus been recommended as a core element of the Gender Action Plan as from the planning stage.

Also relevant to the mainstreaming of the gender perspective in the implementation of the proposal is the identification of issues such as allocation of access, use and control of resources and assets, and distribution of tasks according to certain gender roles in the specific territories where local interventions will be implemented.

Gender mainstreaming requires the identification of gender-sensitive actions and satisfaction indicators for all the priority actions included in the funding proposal, as reported in Section 7.1 (Table 8).

**The gender-related recommendations arising from the assessment for the implementation of the components are as follows:**

- Ensure that the activities will neither discriminate against women nor strengthen gender-based inequalities.
- Identify the differentiated needs of women, men and other stakeholders with regard to the activities that will be carried out.
- Promote effective participation of women in decision-making to achieve equitable benefits

from implementation.

- Strengthen equitable access to economic, financial and training resources through the necessary positive discrimination mechanisms to reduce the gender gap in access to resources.

**Addressing these recommendations with the actions included in the Gender Action Plan and in the design and implementation of the project will contribute to achieving more equitable results with a gender approach.**