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Policy Assessment for the Economic Empowerment of Women in Green Industry

Executive Summary: Peru

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What is this report about?

This Peru country report is part of the global joint programme, “Economic Empowerment of Women in Green Industry” (EEWiGI). The purpose of this report is to advise policymakers and practitioners on the establishment and implementation of a policy framework to integrate gender and green industry policies. **The aim is to affect change and empower more women to take leadership roles and participate in green industry as entrepreneurs or industry professionals.**¹

The United Nations Industrial Development Organization (UNIDO) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) are working together to assess the need for gender-responsive² green industry policy actions in four participating countries: Cambodia, Peru, Senegal, and South Africa.

In Peru, the preparatory assistance project undertaken in 2017³ has led to a fully-fledged project to advise the Ministries of Industry and Women’s Affairs, as well as private sector associations and enterprises, on the design and implementation of gender-responsive green industry policies. This national report aims to provide policymakers and practitioners with an evidence-base that will enable them to:

1. Establish and implement a policy framework to better integrate gender equality into green industrial policies;
2. Formulate new, or reformulate existing gender-responsive green industrial policies and adopt them; and
3. Facilitate efforts to prioritise areas for work plan development.

Why is it important?

The Peruvian government prioritises policies and programmes intended to promote gender equality and empowerment. These include, the National Climate Change Strategy, the Management Plan of Risks and Adaptation to Climate Change in the Agricultural Sector; the Peruvian National Coffee Action Plan; and the Circular Economy Roadmap within the framework of the National Competitiveness and Productivity Plan. Green growth and the promotion of green industry are some of the strategies within this overarching priority. However, the data available on women’s economic empowerment in green industry is scarce. This study aims to provide the necessary data to fill this gap.

Policies like the Nationally Determined Contributions; the Action Plan on Gender and Climate Change; and the Peru 2021 Bicentennial Plan have mainstreamed gender to some degree. **To ensure gender mainstreaming⁴ in policies, strategies and action plans for green industry, a solid foundation of knowledge and deeper understanding of the challenges women entrepreneurs and professionals in green industry face is required.** Hence, this project conceptualises women’s economic empowerment as requiring advancement and transformation.

Advancement includes increased access to resources, income, employment, human capital (education, skills, training), financial capital (loans, savings), social capital (networks, relationships, mentors), and physical capital (land, machinery, tools, inventory). To achieve transformation, women must have the power and agency to use their newly gained skills and make decisions over resources. This requires transforming underlying structural gender roles and social norms that reinforce and perpetuate gender inequalities.^{5, 6}

1 UNIDO and UN Women (2019). Global programme: Economic empowerment of women in green industry Phase 1: Policy prioritization, pp 1-21.

2 UN Women (2012). Gender Equality Glossary. <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder=>

3 UNIDO (2019). The Economic Empowerment of Women in Green Industry: A Synthesis Report. Unpublished, pp 1-82.

4 Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a way to make women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. See UN Women’s Glossary of Terms: <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder=&fullsearch=0&page=2>.

5 GWNEN (2019). Women for Sustainable Energy: Strategies to Foster Women’s Talent for Transformational Change, p.52.

6 See UN Women’s Glossary of Terms - UN Women (2012). Gender equality glossary. <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder=>

The impact of COVID-19 on women's economic empowerment in green industry in Peru

Across the globe, women earn less, save less, hold less secure jobs, and are more likely to be employed in the informal sector.⁷ Women are disproportionately affected by the COVID-19 pandemic as they tend to hold more precarious employment, especially in the informal sector, where their benefits and protection, including access to social protection, are inadequate or lacking.

COVID-19 has had a major impact on women across entire supply chains – executives in large companies; women working in the service sector, women who own or work in small and medium-sized enterprises (SMEs); women engaged in manufacturing, including the informal sector; and women migrant workers. This is accentuated by the uneven division of care and domestic responsibilities at home due to gendered social expectations, limiting women's livelihood choices even more.⁸

COVID-19 is exposing those vulnerabilities in social, political, and economic systems that were always present. It is forcing a shift in priorities and funding across public and private sectors, endangering the progress so far made towards gender equality and the empowerment of women and girls. Action must be taken now to stop this backsliding. Women must be the architects as well as the beneficiaries of efforts to build back stronger and better in response to these highly visible fault lines.⁹

Despite these challenges, the COVID-19 crisis also offers unique opportunities for enabling women's empowerment, bringing the transformative changes needed to address the longstanding climate, social and environmental issues and inequalities that have contributed to the devastation of this pandemic. Prioritising women and economic recovery along more equitable lines is not only morally right, it is also an economical imperative. Women are critical agents of post-crisis recovery and investing in gender equality has the potential to stimulate the economy and reverse losses to global wealth.¹⁰ Additionally, gender mainstreaming needs to be prioritised in all sectors to help women entrepreneurs start and sustain green businesses. Green industry is new, innovative, and part of a growing market pushed by a more conscious consumer. It offers many opportunities for women.

The Peruvian government issued several exceptional and temporary measures to prevent the spread of the Coronavirus (COVID-19), which include the Emergency Decree No. 026-2020 to allow, "remote working" and give access to work outside their workplace in several industries. Although the positive and negative effects of these new forms of work are still to be assessed, it demonstrates that remote working is feasible and significantly reduces greenhouse gas emissions in Peru. Prioritising women and economic recovery along more equitable lines is not only morally right, it is also an economical imperative.

In summary, women are critical agents of post-crisis recovery and investing in gender equality has the potential to stimulate the economy and reverse losses to global wealth.¹¹

How were the sectors and sub-sectors selected for this report?

"Green industry" incorporates many traditional sectors that are willing to mainstream environmental and social elements into their operations, from agriculture and energy to waste management and tourism. Based on the analysis by the project's national coordinator (NC) and the national focal points representing the Ministry of Women and Vulnerable Populations, Ministry of Production, and Ministry of the Environment; the following sectors of interest were identified as particularly relevant in Peru: the textile industry (sub-sector: tanneries for the leather and footwear industry); agro-foods; (sub-sector: coffee and cocoa) and waste management (sub-sector: waste recycling) (Table 1).

See Table 1 for sectors and sub-sectors examined.

Table 1: Sectors and sub-sectors examined

| Sectors | Sub-sectors |
|------------------|---------------------------------------------|
| Textiles | Tanneries for leather & footwear industries |
| Agro-foods | Coffee and cocoa |
| Waste management | Waste recycling |

⁷ United Nations (2020). Policy Brief: The Impact of COVID-19 on Women.

⁸ Ibid.

⁹ UN Women (2020). From Insights to Action, Gender Equality in the Wake of COVID-19. Available at: <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/gender-equality-in-the-wake-of-covid-19-en.pdf?la=en&vs=5142>.

¹⁰ CARE (2020). COVID-19 Condemns Millions of Women to Poverty When They Could be a Solution to Prosperity. Available at: <https://www.care-international.org/news/press-releases/new-study-covid-19-condemns-millions-of-women-to-poverty-when-they-could-be-a-solution-to-prosperity> (Accessed on 19th July 2020).

¹¹ Ibid.

An analysis was performed using a points matrix that evaluated each sector and sub-sector in five (5) main aspects: (1) gender mainstreaming and the role of women; (2) market size and potential; (3) entrepreneurial level; (4) environmental consciousness of sector players; and (5) potential synergies with UNIDO's Programmes for Country Partnership (PCP) projects. Each sub sector was assigned points for indicators under each aspect. The sub-sectors selected were those with the highest scores (see Appendix 1 for selection matrix in the main report).

How was the study conducted?

The research study used a mixed-methods approach combining qualitative and quantitative data collection. The research was collected in four phases: (1) desk review and initial policy review; (2) feminist critical policy analysis (10 policies); (3) qualitative data collection in the form of Key Informant Individual Interviews (31 KIIs) and Focus Group Discussions (5 FGDs); and (4) quantitative data collection through an online survey (42 respondents). The quantitative and qualitative data were collected in January-February 2020.



Limitations of the research

1. **Lack of clarity on the “green industry”:** since the green industry is a new concept, there is a lack of clarity about the concept and what businesses require in order to be considered within the term “green.” Hence, it was difficult to segregate the sectors and sub-sectors into “green” versus “conventional”/ “non-green” industry.
2. **Recruitment of key informants:** the recruitment of the key informants started at the end of December 2019. Due to the holidays and New Year season, it was difficult to recruit participants. For example, it was difficult to schedule interviews in January 2020 because either the key informants were still on leave or busy catching up on their work schedule. Furthermore, the KIIs were mostly conducted in the capital cities. The inclusion of women entrepreneurs and policy influencers from other cities would have provided useful.

Strengths of the study

1. **A novel initiative:** this research is the first of its kind to investigate women’s economic empowerment in green industry, as both entrepreneurs and industry professionals;
2. **Research across the globe:** the research has produced an impressive international dataset, with qualitative and quantitative data gathered in 4 countries on 3 different continents;
3. **Robust, gender-responsive policy analyses:** the bespoke feminist critical policy analyses used in the study is novel in international development research. While there are several policies in the country on climate change and sustainable development, the extent to which these policies have been gender mainstreamed were previously unknown. Our analyses create a way forward for all the policies to be revisited and strengthened in terms of their gender content and commitments;
4. **Involvement at the policy level:** government stakeholders and policymakers are involved from the inception phase in evaluating the research findings;
5. **Bottom-up approach:** the study used a bottom-up approach to elicit the perceptions and everyday challenges of green industry women entrepreneurs and professionals. The data they shared will be used as a baseline for required changes in policy by facilitating the design and revision of green industry policies around their needs and priorities; and
6. **Bridging the green industry knowledge gap:** the study revealed a persistent knowledge gap regarding existing green industry policies in the country among entrepreneurs, professionals and oftentimes policy makers themselves. By exposing this gap, this report offers recommendations for raising awareness and exposing people to the opportunities present in green industry.

What are the key findings?

Key results from phases 1 and 2: policy analyses

Ten policies were evaluated, based on feminist policy analysis criteria and research questions listed in the main report. It was comprised of 3 assessments:

- Assessment I: the first assessment¹² is an index for evaluating the inclusion of gender in green industry plans across seven criteria categories;
- Assessment II: the second assessment evaluates the specific targets/commitments/indicators and/or “next steps” regarding gender planning. This is to ensure accountability in terms of gender targets/plans; and
- Assessment III: the policies were assessed in terms of their level of implementation to date (as of April 2020).

These policies were selected by the project’s national coordinator and National Focal Points through a specialised matrix. **Although the Peruvian government prioritises policies and programmes that help the nation adapt and mitigate climate change; there is currently a lack of policy focused on or incorporating women’s empowerment in green industry.**

See Table 2 for summary table of assessment I.

Table 2: Summary table of assessment I

| National laws, policies and strategies assessed | Engendering of the policy | Structural understanding of gender equality | Intersectionality | Women’s empowerment | Incremental transformation | Gender responsive industrial policies | Regional/ international context | Total Score |
|---------------------------------------------------------------------------------------------------------------------|---------------------------|---------------------------------------------|-------------------|---------------------|----------------------------|---------------------------------------|---------------------------------|-------------|
| Intended National Determined Contributions (2015, 2017-2018) ¹³ | 5/5 | 0.5/1 | 0.5/1 | 4/4 | 1/1 | 0.5/3 | 0.5/1 | 12/16 |
| Peruvian National Coffee Action Plan ¹⁴ | 2/5 | 0/1 | 0.5/1 | 0.5/4 | 0/1 | 0/3 | 0.5/1 | 3.5/16 |
| Circular Economy Roadmap in Industry Sector (2020) ¹⁵ | 0/5 | 0/1 | 0/1 | 0/4 | 0/1 | 1/3 | 0/1 | 1/16 |
| Action Plan on Gender and Climate Change (2016-2021) ¹⁶ | 3/5 | 0.5/1 | 0/1 | 3.5/4 | 1/1 | 0/3 | 1/1 | 9/16 |
| The Framework Law on Climate Change - Law No. 30754 (2018) ¹⁷ | 2/5 | 0/1 | 0.5/1 | 0/4 | 0/1 | 0/3 | 0/1 | 2.5/16 |
| The National Climate Change Strategy (2024) ¹⁸ | 0/5 | 0/1 | 0/1 | 0/4 | 0/1 | 0/3 | 0/1 | 0/16 |
| The Management Plan of Risks and Adaptation to Climate Change in the Agricultural Sector (2012 -2021) ¹⁹ | 0/5 | 0/1 | 0/1 | 0/4 | 0/1 | 0/3 | 0/1 | 0/16 |
| The National Forest and Climate Change Strategy (2015) ²⁰ | 1/5 | 0.5/1 | 0/1 | 0/4 | 0/1 | 0/3 | 0/1 | 1.5/16 |
| Peru 2021 Bicentennial Plan ²¹ | 3/5 | 0.5/1 | 0.5/1 | 2.5/4 | 0/1 | 0.5/3 | 0.5/1 | 7.5/16 |
| National Plan for Competitiveness and Productivity (2018-2030) ²² | 0/5 | 0/1 | 0/1 | 0/4 | 0/1 | 0/3 | 0/1 | 0/16 |

12 The criteria and research questions for the first exercise are adapted from: Druzca, K and Rodriguez, C.M. 2018. Feminist Policy Analysis: Implications for the Agricultural Sector in Ethiopia. CIMMYT, Addis Ababa, Ethiopia.

13 Republic of Peru. (2015). National Determined Contributions (2015, 2017-2018). Lima, Peru. Available online: <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Peru%20First/iNDC%20Per%20C3%BA%20english.pdf>.

14 Ministry of Agriculture and Irrigation. (2018). National Plan of Action for Peruvian Coffee 2018-2030. Lima, Peru: Ministry of Agriculture and Irrigation. Available online: <http://repositorio.minagri.gob.pe/xmlui/handle/MINAGRI/386>.

15 Ministry of Production (PRODUCE) and the Ministry of the Environment (MINAM) (2020). Roadmap towards a Circular Economy in the Industry Sector (2020). Supreme Decree No. 003-2020-Produce. Lima, Peru: PRODUCE and MINAM.

16 Ministry of the Environment and Ministry of Women and Vulnerable Populations (2014). Action Plan on Gender and Climate Change (2016-2021). PAGCC- Perú. Available online: <https://www.minam.gob.pe/cambioclimatico/wp-content/uploads/sites/11/2015/12/PLAN-G%20c3%a9nero-y-CC-16-de-JunioMINAM+MIMP.pdf>.

17 Congress of the Republic. (2018). The Framework Law on Climate Change – Law No. 30754 (2018). Lima, Peru. Available online: <https://www.lse.ac.uk/GranthamInstitute/wp-content/uploads/2018/04/1638161-1.pdf>.

18 Ministry of the Environment. (2014). The National Climate Change Strategy (2024). Lima, Peru: Ministry of the Environment. Available online: https://www.minam.gob.pe/wp-content/uploads/2014/07/Estrategia-Nacional-ante-el-Cambio-Climatico_ENCC.pdf.

19 Ministry of Agriculture. (2012). The Management Plan of Risks and Adaptation to Climate Change in the Agricultural Sector (2012 -2021): The PLANGRACC (2012 -2021). Lima, Peru: Ministry of Agriculture. Available online: http://euroclimplus.org/intranet/_documentos/repositorio/Plan%20de%20gesti%C3%B3n%20de%20riesgos%20y%20adaptaci%C3%B3n%20sector%20agrario%202012-2021.pdf.

20 MINAM. (2016). The National Forest and Climate Change Strategy (2015). Lima, Peru: MINAM. Available online: <http://bosques.gob.pe/archivo/enbcc-ds-007-2016-minam.pdf>.

21 Republic of Peru. Peru 2021 Bicentennial Plan (2021). Lima, Peru. Available online: <https://www.mindbank.info/item/2826>.

22 Republic of Peru. National Plan for Competitiveness and Productivity (2018-2030). Lima, Peru. Available online: https://www.mef.gob.pe/contenidos/archivos-descarga/Politica_Nacional_de_Competicividad_y_Productividad.pdf.

Assessment I (Table 2)

ENGENDERING POLICY

The National Determined Contributions, Action Plan on Gender and Climate Change (PAGCC) and Peru 2021 Bicentennial Plan are gender mainstreamed. Policies with limited mention of “gender” or “women” are the Peruvian National Coffee Action Plan, the Framework Law on Climate Change - Law No. 30754, and the National Forest and Climate Change Strategy. Beyond this, all the policies have room to improve on addressing gender equality, gender stereotypes and including sex-disaggregated data.

STRUCTURAL UNDERSTANDING OF GENDER EQUALITY

In general, Peruvian green industry policies do not consider structural factors that impact gender equality. Exceptions are the National Determined Contributions, Action Plan on Gender and Climate Change (PAGCC); the National Forest and Climate Change Strategy; and the Peru 2021 Bicentennial Plan. None of the ten policies includes historical, legal, and/or socio-cultural factors that influence gender equality.

INTERSECTIONALITY

Limited consideration is given to the intersection of gender with other factors such as disability, race, youth and/or rurality. Exceptions are the National Determined Contributions, Peruvian National Coffee Action Plan; the Framework Law on Climate Change - Law No. 30754, Action Plan on Gender and Climate Change (PAGCC); and the Peru 2021 Bicentennial Plan. These policies all address women and other vulnerable groups such as children, elderly, ethnic and religious minorities.

WOMEN’S EMPOWERMENT

The reviewed policies have limited mention of women’s empowerment except for the National Determined Contributions, Action Plan on Gender and Climate Change (PAGCC); and the Peru 2021 Bicentennial Plan. No policies mention engaging women or women’s civil society groups and associations meaningfully during their development. Although stakeholders were clearly consulted; it is not clarified in the policy document whether women’s groups or advocates were included.

INCREMENTAL TRANSFORMATION

The National Determined Contributions, Action Plan on Gender and Climate Change (PAGCC) is the only policy to build on previous national gender-equality achievements and/or policies. The lack of coordination across policies is a missed opportunity given the robust national framework to ensure gender equality.

GENDER-RESPONSIVENESS

Policies that focus on gender-responsiveness are the National Determined Contributions, Circular Economy Roadmap in Industry Sector; and the Peru 2021 Bicentennial Plan. The remaining policies do not consider ways to overcome gender norms and social traditions that impair women’s involvement in the green industry. Moreover, the policies do not address the steps necessary to increase women’s leadership roles in green industry. The Action Plan on Gender and Climate Change (PAGCC) mentions that women are poorly represented in designing policies due to a lack of women in leadership roles. One section states that efforts have been made to improve the number of women leaders, but the policy does not state how, or to what extent or it has been successful.

REGIONAL AND INTERNATIONAL CONTEXTUALISATION

None of the policies analysed mentions international normative frameworks for gender equality, such as the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW). This is a missed opportunity to build on and revise current legislation; such as the Peruvian National Coffee Action Plan, the Action Plan on Gender and Climate Change (PAGCC) and the Peru 2021 Bicentennial Plan. However, the National Determined Contributions policy does build on the National Plan on Gender Equality (PLANIG 2012-2017) and the Gender Action Plan and Climate Change policy.

Assessment II (Table 3)

The second assessment in the feminist critical policy analysis assesses the quality of the policy’s conclusions of specific targets, commitments, indicators and/or “next steps” for gender planning. These measures ensure accountability of the policy’s gender targets and plans. This assessment uses the system below:

o= No mention of gender in the conclusion

- 1= Irrelevant/tokenistic conclusion
- 2= Has some sex but not gender conclusions²³
- 3= Has some gender conclusions but basic or unhelpful
- 4= Highly relevant gender-aware conclusion

Assessment III (Table 3)

Lastly, the policies were assessed based on their level of implementation to date as of April-June 2020.

See Table 3 for the summary table of assessment II and III.

Table 3: Summary table of assessment II and III

| No. | Name | Assessment II Score | Assessment III Score |
|-----|-----------------------------------------------------------------------------------------------------------------------------------|---------------------|----------------------|
| 1 | National Determined Contributions (2015, 2017-2018) | 3 | 0.5 |
| 2 | Peruvian National Coffee Action Plan (2018-2030) | 0 | n/a |
| 3 | Circular Economy Roadmap in Industry Sector (2020) | 0 | 0 |
| 4 | Action Plan on Gender and Climate Change (2016-2021) | 2 | n/a |
| 5 | The Framework Law on Climate Change - Law No. 30754 (2018) | 1 | n/a |
| 6 | The National Climate Change Strategy (2024) | 0 | n/a |
| 7 | The Management Plan of Risks and Adaptation to Climate Change in the Agricultural Sector (2012 -2021): The PLANGRACC (2012 -2021) | 0 | n/a |
| 8 | The National Forest and Climate Change Strategy (2015) | 0 | n/a |
| 9 | Peru 2021 Bicentennial Plan (2021) | 0.5 | n/a |
| 10 | National Plan for Competitiveness and Productivity (2018-2030) | 0 | 0 |

Assessment II Keys: 0= No mention of gender in the conclusion; 1= Irrelevant/tokenistic conclusion; 2= Has some sex but not gender conclusions; 3= Has some gender conclusions but basic or unhelpful; 4= Highly relevant gender-aware conclusion.

Assessment III Keys: 1=The policy is fully implemented; 0.5= The policy is partially implemented 0= The policy is not implemented; n/a = level of implementation not assessable based on available data.

Key takeaway

The shared limitation of these policies is that they do not consider any international normative frameworks on women’s rights, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) nor do they build on any women’s empowerment and gender equality policy. The extent to which women, or women’s civil society groups and associations, were consulted in developing these policies is not mentioned. **These policies do not address the specific needs and interests of women entrepreneurs or women working in green industry; they do not consider ways to overcome gender and social norms that impair the participation of women in green industry.** Gender is rarely mentioned in these policy conclusions, and their level of implementation is unclear. However, there is still potential to revise some of these policies, such as new policies continuing until 2030, and make necessary amendments to integrate gender equality. Moreover, the effective implementation of existing policies is lacking in Peru. There is a need for more collaboration between the private and public sectors in order for businesses to meet ambitious government targets.

Key Results Phases 3 and 4: qualitative and quantitative data

Women entrepreneurs in green industry

The women entrepreneurs interviewed reported that the main barriers to starting a business in green industry are:

- High business start-up costs;
- Unavailability or lack of access to technology;
- Lack of information and resources on how to start a business;
- There is no clear-cut definition of “green industry”—what makes a business green— in Peru as in most countries. The sectors and sub-sectors identified in this study have not yet fully adopted green practices, but have great potential for becoming green;

²³ ‘Sex’ includes reference to ‘women’ or ‘men’. ‘Gender’ refers to the relations, social norms, and power dynamics between ‘women’ and ‘men.’ See UN Women’s Gender Equality Glossary: <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder=>

- There is limited documentation to understand how women are marginalised within the sectors identified. Sex-disaggregated information and data on green businesses are scattered. Without a baseline and clarity about the current situation of women in green industry, it is difficult to establish goals and action to promote women's participation in green industry;
- Due to lower production costs, products manufactured by conventional industry are often less expensive than those produced by green industry. These higher costs place women producing green industry products at a competitive disadvantage; and
- Lack of incentives for women-led businesses operating in green industry.

Gendered division of labour among professionals in green industry

The gendered division of labour within the waste management sector was described in FGDs with professionals working in green industry as follows:

1. Tasks associated with waste collection and transportation were perceived as "better performed" by men because they require a certain level of physical strength;
2. However, women participants emphasised that these tasks could also be done by women with the right technology and equipment;
3. Women work more in waste selection and sorting than men. These tasks are labour intensive and require great attention to detail; and
4. In Sinba, in a green business which recycles organic waste produced by restaurants, women are part of the entire production chain and quality control processes.

In order to develop effective women's economic empowerment initiatives in green industry, several policymakers stressed it is critical to conduct a gender analysis of employment and entrepreneurship across the prioritised sub-sectors and value chains. This would help to understand power relations; and division of labour and wages; as well as opportunities for women's participation in the provision of goods and services; decision-making and leadership roles.

Barriers faced by women entrepreneurs and professionals in green industry

The primary data collected revealed pervasive barriers for entrepreneurs and professionals in green industry to women's economic empowerment, including the following:

- **Workplace discrimination:** women are underrepresented in corporate ownership and senior management positions; they face discrimination at work while, for example, negotiating with suppliers and buyers or applying for credit. Furthermore, practices in recruitment, retention, re-entry and promotion discriminate against women who are or expectant mothers and exasperate the motherhood pay gap.²⁴ Gender pay gaps, violence, and sexual harassment at work are additional barriers for women entrepreneurs and professionals in green industry;
- **Social discrimination:** women find it difficult to start a business due to social and gender norms and stereotypes that shape gendered roles and responsibilities. Further, women have less access to networking and engaging in other leisure or productive activities outside of the home in the evening;
- **Unpaid care and domestic work:** the unequal division of care and domestic responsibilities in the home add a disproportionate burden on women. This limits their employment options, as well as their ability to participate fully in the labour market. The lack of childcare support and services makes it particularly difficult for women to achieve a work-life balance. Furthermore, women reported finding it difficult to attend day long meetings due to unpaid care and domestic responsibilities; and
- **Access to markets, information and knowledge:** women's access to business networks, although expanding, is relatively under-explored; a lack of access to market information and opportunities to develop business skills is a particular challenge for women. This can be attributed to unequal amounts of time for networking activities and a lack of mobility to learn about markets and other information needed for the business.
- **Lack of dialogue between cross-cutting gender policy frameworks and specific sector policies:** most government programmes are "gender neutral." If government programmes are not intentionally gender responsive; the challenges and specific issues women face (e.g. time and length of trainings, locations, etc.) will not be addressed. This may also worsen existing gender inequalities.

See Table 4 for the summary table of reported barriers to women's economic empowerment in green industry.

²⁴ See for example, the International Labour Organization (ILO) 2015 study: The motherhood pay gap: A review of the issues, theory and international evidence. https://www.ilo.org/global/publications/working-papers/WCMS_348041/lang-en/index.htm.

Table 4: Summary table of reported barriers to women's economic empowerment in green industry

| Barriers to advancement |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Lack of awareness about policies and programmes designed to benefit women and/or encourage participation in green industry |
| <ul style="list-style-type: none"> - Only 38% of green entrepreneurs reported that they are aware of any policies or programmes to encourage women to start businesses - Only 12% of green entrepreneurs were aware of any policies or programmes encouraging women to start businesses in green industry |
| Reduced mobility and safety |
| <ul style="list-style-type: none"> - Women's unpaid care and domestic reduce their mobility compared to men - Women find it challenging to further their education after office hours, meet potential investors or network to grow their business, especially in the late evening |
| Women lack access to mentoring and networks for investment funding and job opportunities |
| <ul style="list-style-type: none"> - The prevalence of "Boys Clubs" blocks and limits women's opportunities in these industries; while this informal system helps men access the necessary social capital, networks and investment funding - The industries are male-dominated; men may learn about unadvertised job opportunities from personal connections |
| Gender-based discrimination during business deals |
| <ul style="list-style-type: none"> - Women face gender-based discrimination during business activities, such as negotiating with suppliers, buyers or banks for credit |
| Women lack access to markets to sell their products |
| <ul style="list-style-type: none"> - 58% of green entrepreneurs reported lack of access to markets to sell their products as a key barrier |
| Women face other value chain challenges and "hidden costs" of doing business |
| <ul style="list-style-type: none"> - Accessing basic supplies for business, sexual harassment while conducting business, obtaining technical trainings, obtaining a business license, dealing with law enforcement officials, and paying kickbacks were also listed as barriers by women entrepreneurs |
| Time availability and gender disparities |
| <ul style="list-style-type: none"> - Unequal distribution of paid and unpaid work time between women and men; women hold disproportionately higher responsibility for unpaid care and domestic work and spend less time in paid work than men |
| Consumers consider price more important than environmental impact when evaluating a product |
| <ul style="list-style-type: none"> - Products produced by conventional industries are often less expensive than those produced by green industry, putting green industry products at a disadvantage, particularly when targeted at mass consumption |
| Poor targeting of government programmes |
| <ul style="list-style-type: none"> - Most government programmes attempt to reach the population irrespective of their gender through "gender-neutral" programmes. This lack of gender-responsive policy benefits men at the expense of women's participation and outcomes |

| Barriers to advancement |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Harmful social norms |
| <ul style="list-style-type: none"> - Social norms that discourage women from starting businesses - Reputational risks associated with working late or travelling and working with men |
| Institutionalised and internalised sexism |
| <ul style="list-style-type: none"> - Women entrepreneurs lack self-confidence |
| Unpaid care and domestic work |
| <ul style="list-style-type: none"> - Domestic and community obligations and lack of access to childcare services and subsidies. 73% of green entrepreneurs surveyed often worry or always about work-life balance - Inflexible work schedules clash with childcare needs. 73% of green and 75% of conventional entrepreneurs often worry or always about childcare arrangements |
| Barriers for businesses from becoming greener |
| <ul style="list-style-type: none"> - The three main barriers listed that prevent businesses becoming greener for green entrepreneurs were affordability (58%), technology not available (42%), lack of awareness of how to make changes (31%) |
| Violence and harassment |
| <ul style="list-style-type: none"> - Only 19% of green businesses in the online survey, and 6% of conventional businesses have written policies preventing sexual harassment |
| Discriminatory recruitment, retention, and promotion practices |
| <ul style="list-style-type: none"> - Women are not hired or promoted based on their potential of taking maternity leave - Prevalence of "Boys Clubs" and gatekeepers - Organisations give women less-skilled positions |
| Lack of clarity on the definition of "green industry" |
| <ul style="list-style-type: none"> - Lack of statistics and lack of clarity on the terms and definition of green industry - No available statistics on women's participation in green industry |

Opportunities for women entrepreneurs and professionals in green industry

Despite these constraints, the opportunities in the green industry are immense:

- MINAM and PRODUCE are working to **promote private and public financing opportunities** for companies that are becoming greener. However, there is less evidence on if government will take additional efforts to promote women’s participation in these programmes; and
- Interviewees commonly perceived that green industry is more inclusive, less gender-biased than conventional industries with more room for women to grow and advance.

See Table 5 for key social transformation indicators highlighted in the online survey.

Table 5: Key social transformation indicators highlighted in the online survey

| Indicators green industry has a high potential for gender equality and social transformation |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 42% of entrepreneurs and 44% of those in conventional industries reported that they did not feel that family obligations have limited their opportunities as an entrepreneur. |
| 88% of green businesses and 75% of conventional businesses reported providing equal pay for work of equal value for women and men. |
| 65% of entrepreneurs in green industry and 56% in conventional industries reported receiving “a lot of support” from their family since starting their business. |

Key takeaway (opportunities): While there are promising indicators of growth in green industry, there is a budding awareness of the obstacles and opportunities, including promising initiatives to support and promote women entrepreneurs. Notwithstanding the marginal role of women in most business associations, an increasing number of groups have formed in Peru to support capacity building for women, including leadership skills, mentoring programs, networking, and discussions to solve common problems. MINAM, PRODUCE and Peru Export and Tourism Board (PROMPERU) have programmes under implementation that promote green and/or women-led entrepreneurship.

Recommendations for closing gender and green industry gaps²⁵

Key gaps between policy and implementation on the ground are:

- **Few programmes specifically target women**, although these programmes are often more effective than “gender-neutral” programmes;
- **Draft legislation is often approved but takes too long to become law** and even longer to be implemented through specific plans. The National Policy on Gender Equality, which addresses discrimination against women as a central and structural problem in the country, was approved in April 2019. However, its implementation mechanisms are still under development;²⁶
- **Laws often lack specific guidelines** for implementation and accountability. Key informants of the public sector have expressed that policies have vague actions to reach stated objectives. Ministries that are not focused specifically on women need more gender-responsive guidelines to develop programmes and action plans;
- **All sectors lag on key issues facing women and green industry** due to the scarcity of data and information; as well as a lack of prioritisation by authorities. Gender equality and mainstreaming indicators are currently developed with a focus on generating indicators on violence, labour and wage gaps, unpaid labour, etc.

Closing gaps between policy and implementation on the ground

A key strategy to close these gaps would be to ensure compliance with the National Plan for Gender Equality. In addition, raising more awareness about the benefits of gender equality and women’s inclusion through gender mainstreaming capacity building in the government would also improve policy implementation. Lastly, capacity building programmes targeting policymakers on gender equality should:

²⁵ For additional recommendations for the role of the private sector in closing gender and green industry gaps, see: UN Women, Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development (New York, 2018). Available at: <https://www.unwomen.org/en/digital-library/publications/2018/2/gender-equality-in-the-2030-agenda-for-sustainable-development-2018>; UN Women, Progress of the World’s Women 2015-2016; ILO. 2019. A Quantum Leap for Gender Equality: For a Better Future of Work for All. ILO, Geneva. https://www.ilo.org/global/publications/books/WCMS_674831/lang--en/index.htm; and International Labour Organization (ILO), World Employment and Social Outlook: Trends for Women 2018: Global Snapshot (Geneva, 2018). Available at: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_619577.pdf.

²⁶ Supreme Decree No.; 002-2020 approved the Multisectoral Strategic Plan for Gender Equality of the National Gender Equality Policy, which incorporates the matrix for monitoring the implementation of services. <https://cdn.www.gob.pe/uploads/document/file/545925/1862100-1.pdf>.

- **Provide data** that can help policymakers understand women’s rights and the denial of these rights due to gender-based discrimination, discriminatory laws and policies, and consequently, missed economic opportunities due to the limited participation of women as business leaders in green industry;
- **Aim to develop a common understanding** of key concepts and ensure policymakers can explain them; and
- **Provide practical guidelines** to apply and operationalise the Policy on Gender Equality in each prioritised sector. Capacity building programmes should be practical and include a guideline on applying the concept.

See Table 6 for recommendations for proposing new gender-responsive green industry policies.

Table 6: General recommendations for proposing new gender-responsive green industry policies

| General recommendations for proposing new gender-responsive green industry policies | |
|-------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Contents/topics to be covered in policy | |
| - | Include specific gender targets and indicators and collect sex-disaggregated data and gender statistics for monitoring and evaluation |
| - | Eliminate gendered language (e.g. Chairman to Chair) |
| - | Generate S.M.A.R.T. indicators (specific, measurable, achievable, relevant, and timely) using robust sex-disaggregated data |
| Process | |
| - | Integrate women’s agency and meaningful, equal participation and decision-making at home, in the economy and in government |
| - | Address the needs of women through an intersectional perspective that considers the multiple, intersecting forms of discrimination based on gender, rurality, race, migration status, and poverty and other |
| - | Support education and awareness (e.g., STEM courses, knowledge and skills transfer, mentorship programmes, partnerships and networking platforms) |
| - | Create and ensure access to financial products, services and information including through gender-responsive budgeting and gender-responsive procurement from women in green industry |
| - | Ensure the engagement of women at every stage of the planning and policy process, including consultation, monitoring and evaluation |
| - | Conduct gender impact assessments and ensure consultation and dialogue with local women’s groups and organised civil society |
| - | Diversify women’s access to financial resources and start-up capital |
| - | Promote women’s equal access to education and vocational studies to provide technical knowledge and skills in green industry |
| - | Identify strategies to root out institutionalised sexism/discrimination, especially in the private sector |

Specific recommendations for government, civil society, universities and private sector

Recommendations for policy makers: on how to formulate new, or reformulate existing **gender-responsive green industrial policies** and adopt them:

1. Policy makers should ensure that laws pertaining to climate change and green industry are non-discriminatory. Measures must contain specific guidelines and work plans to help different ministries and sectors implement gender-responsive policies;
2. Incorporate gender-responsive budgeting to enhance awareness and understanding of gender issues in budget policies; to foster measurable government accountability for progress towards gender equality;
3. Accelerate the approval of laws that pertain to women, gender equality, and green industry; close the implementation gap;
4. Create programmes targeted at private corporations that recognise the importance of green industry and advance gender equality in the workplace, marketplace and community using the Women’s Economic Principles.²⁷ For example:

²⁷ Established by UN Global Compact and UN Women, the Women’s Economic Principles (WEPS) are informed by international labour and human rights standards and grounded in the recognition that businesses have a stake in, and a responsibility for, gender equality and women’s empowerment. For more information, see <https://www.weps.org/about>.

- a. Design voluntary sustainability standards and certifications to promote gender equality in the sectors prioritised for green development (e.g. Empresa Segura);
 - b. Offer tax incentives for businesses operating in green industry that develop gender-responsive policies, practices and outcomes (similar to “Obras por Impuestos” and MEF);
 - c. Offer differentiated tax brackets for “green businesses” led by women;
5. Promote women’s participation as entrepreneurs and/or the growth of green industry led by women, implementing actions such as:
- a. Programmes that help identify green industry potentials in different communities and train women to help them gain from these opportunities;
 - b. Establish gender-responsive procurement measures that create purchase quotas from government entities and/or large corporations. A certain percentage of purchase values should be procured from women-led businesses that demonstrate certain “green” actions;
 - c. Create innovation labs that focus on helping women-led/women-owned businesses in green industry, generate product and manufacturing innovations for growth and/or transform women-led/women-owned businesses into “green businesses.” This can be replicated the FAB Woman model;
 - d. Provide added incentives and financing to incubators and accelerators sponsored by the PRODUCE, focused on women in green industry (Innovate Peru);
 - e. Continue current programmes but add specific targets to support women participants (such as the Bio-Challenge, R&D projects promoted by the Innovate Peru programme from the Ministry of Production; and
 - f. Integrate a gender-responsive approach in the UNIDO project “Development of Sustainable Industrial Zones in Peru”. This project seeks to develop a model of sustainable industrial zones in Lima and Callao that could be replicated in other industrial zones of the country with cleaner production methods, energy efficiency and renewable energy;
6. Promote access to information and capacity building programs for women entrepreneurs, for example:
- a. Generate a database of green industry businesses led by women and distribute key information to government programmes, civil society and the private sector;
 - b. Generate a “good practices” repository of successful national and international cases of green industry businesses and/or guidelines on how to “become green” to encourage benchmarking of good practices; and
 - c. Create an “Online Academy” for women and girls to learn about new, environmentally-friendly technologies, circular economy, and other topics to spur the growth of green industry. An online academy would consider the physical mobility limitations women face. The barriers to women’s access, use and control of relevant technologies would also need to be considered;
7. Start building new generations of conscious consumers, gender-sensitive population and future green industry professionals by raising awareness among girls and boys about green industry in education institutions. For example, by adding topics and activities on climate change and green industry to the national curricula (pre-school, school and university).

Recommendations for civil society

1. Advocate and help establish accountability mechanisms to remove discriminatory laws, promote the equal participation of women in green industry, and ensure a supportive environment for gender equality and women’s economic empowerment;
2. Raise awareness of gender inequalities by engaging as partners with the public to establish accountability mechanisms and advocate for gender equality and women’s empowerment:
 - a. Campaigns to promote both women and men to take action on eliminating gender inequality in the workplace, including encouraging equal unpaid care and domestic work responsibilities;
 - b. Campaigns to raise awareness and present on gender-based pay differences and sexual harassment, particularly in the recycling sector and other green industry sectors; and
 - c. Raise awareness about covert forms of discrimination, as well as raise visibility of all gender inequalities in green industry;
3. Raise visibility and promote women role models: position women entrepreneurs as leaders in the green economy, create opportunities for them to share their stories and inspire others, especially women and girls, to venture in the sector;
4. Promote women’s collaborative networks and spaces: It is important to promote and use collaborative networks and spaces for women as platforms for exchanging learning processes, tips, contacts and information. A good option would be to support programmes promoted by the government, such as the networks of women entrepreneurs created by MIMP and the Centres for Women Empowerment, a project within the MIMP to support women in entrepreneurship; and

5. Leverage relationships with labour unions, collective bargaining, and social dialogue to advance gender equality and women's empowerment in the workforce.²⁸

Recommendations for private sector stakeholders

1. Eliminate gender-based discrimination in all workplaces and marketplaces (e.g., along the supply chain);
2. Regularly measure and eliminate gender pay gaps and establish measures for equal pay for work;²⁹
3. Raise visibility and position women entrepreneurs as leaders in the green economy, create opportunities to share their stories and inspire others (especially, women and girls) to venture in the sector;
4. Ensure women have equal access to decision-making and leadership roles;
5. Establish and enforce family-friendly workplace policies that encourage sharing equal unpaid care and domestic labour;³⁰
6. Eliminate sexual harassment in the workplace;³¹ and
7. Ensure women have equal access and participation in mentoring and learning programmes.

²⁸ For example, see ILO.(2016). Labour relations and collective bargaining: Negotiating for gender equality, Issue Brief No 4, pp1-12. Available online from: https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---travail/documents/publication/wcms_528947.pdf.

²⁹ See for example: WEPs Guidance Note on Closing Gender Pay Gaps to Achieve Gender Equality at Work <https://www.weps.org/resource/closing-gender-pay-gaps-achieve-gender-equality-work>.

³⁰ See for example, WEPs Guidance Note on Attracting and Retaining Talent through Inclusive Family-Friendly Policies <https://www.weps.org/resource/attracting-and-retaining-talent-through-inclusive-family-friendly-policies>.

³¹ See for example, WEPs Guidance Note on Tackling Sexual Harassment in the World of Work. <https://www.weps.org/resource/tackling-sexual-harassment-world-work>.

Conclusion

This study highlights many opportunities in the emerging green industry of Peru. **There is no clear-cut definition of “green industry”** and what makes a business “green” in Peru. Many of the sectors and sub-sectors identified in this study have not yet fully adopted green practices but have great potential for improving their sustainability and environmental impact. There is limited documentation to understand how women are marginalised within the sectors identified. Sex-disaggregated information and data on green businesses are scattered. However, participants from government, industry professionals and entrepreneurs in the textile, agro-food and waste management sectors are **optimistic about the opportunities for women in their respective sectors**. Most importantly, women entrepreneurs are excited about their businesses and are optimistic that their business will flourish.

MINAM and PRODUCE are working to promote private and public financial opportunities for companies transitioning into green industry. However, there is no evidence that the government will take additional effort to promote women’s participation during this process. **Key informants voiced the common perception that green industry focuses on caring for the environment; therefore, the sector is more inclusive and less gender-biased with more potential for women to grow and advance in green industry**. Another commonly articulated belief is that many women are attracted to green industry because these professional roles build off gendered domestic roles. This allows women to become leaders and/or professionals in businesses with less “backlash” from men. These gendered dynamics are also connected to a wide range of professional activities in green industry, such as producing organic food for health and recycling waste to improve the sustainability of the planet.

The Peruvian government has made positive commitments in their policies. Peru has incorporated gender equality in national laws and its green industry plans are ambitious. However, implementing current policies is a key constraint in Peru. **As indicated in the Circular Economy Roadmap in Industry Sector, there needs to be more intersectoral collaboration between the private and public sectors for businesses to meet and adopt ambitious government targets**. Although gender equality is protected by the constitution, women continue to face discrimination.

Women in Peru spend more than twice as much time as men on unpaid care and domestic work. Unequal division of household responsibilities fully impacts the participation of women in the economy, from disproportionate representation in the informal economy to their relatively weak use of technology to build and expand their businesses. Although there are woman-run enterprises throughout the economy, they need more support. Due to a shortage of sex-disaggregated data on women’s participation in the economy, neither the government nor the public fully understands the unfulfilled economic potential of women. **Narrowing the information gaps of the economic conditions affecting women would demonstrate the case for the government, private sector, and civil society to prioritise reform and take action**.

Managers continue not to hire women of child-bearing age who could take maternity leave. Men in the workplace demean women when they assume that women are not capable of jobs with physical activity or are outdoors. Furthermore, additional practices that do not consider gender in the workplace prevent and stop women from participating fully at work. These measures include inflexible working hours and expecting all staff to attend meetings or conferences in the evening or late at night. Women interviewed stated and stressed their difficulties balancing unpaid care and domestic work with their jobs.

In order for women to succeed and subsequently, for the country’s economy to succeed; businesses and industry professionals must adopt measures to mitigate the demands of childcare. There should be harsher penalties for employers who do not hire a woman because she is of child-bearing age and could take maternity leave. Furthermore, it is important to make clear to men that women are just as capable at all aspects of the work, including physical labour. Further, there is a need to design inclusive job descriptions, implement gender-neutral language in job vacancies; and standardise and diversify job candidate short-listing. Finally, panel interviews are also important to prevent and avoid a biased selection process. Flexible workplace policies should be included in strategies for an inclusive workplace.

Peru has several public-private or private initiatives that provide mentorship or showcase the accomplishments of women in science. For instance, the multinational IT company Cisco is developing a mentorship programme for its employees. Moreover, L’Oréal Peru, UNESCO and CONCYTEC established the National Prize for Women in Science (Por las Mujeres en la Ciencia) to recognise the contributions of women in science. However, more of these initiatives are needed to support and promote women’s participation and roles in science.

The government should implement strategies to build transparency and accountability as a key enabler to overcome gender inequality. Robust monitoring and indicators linked to targets with national and international data collection organisations will enable the government to be held accountable for ambitious targets. Additionally, promoting and raising awareness of policies and gender mainstreaming measures amongst public sector employees is crucial.

The “green industry” concept is new in Peru. Integrating gender in programmes and policies will help Peru to achieve the Sustainable Development Goals (SDGs) of Sustainable Industrialisation (SDG 9) and Gender Equality (SDG 5). Additionally, during the current situation of COVID-19, gender mainstreaming must be prioritised in all sectors to help women entrepreneurs start green businesses, sustain their business and ensure a quick economic recovery. Empowering women would bring the transformative change needed to address climate and environment issues. As green industry is new, innovative and part of a growing market pushed by conscious consumerism, it offers many opportunities; especially for women.



Vienna International Centre
Wagramerstr. 5, P.O. Box 300,
A-1400 Vienna, Austria



+43 1 26026-0



www.unido.org



unido@unido.org



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