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GENDER APPROACH APPLIED TO INTEGRATED SOLID WASTE MANAGEMENT IN PERU

Lessons learned and tools for a sustainable and inclusive development

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We would like to thank the people who were interviewed for their time and dedication and for providing valuable contributions and suggestions for this document:

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About this document:

The UNDP and UN Environment Poverty-Environment Initiative (PEI) aims to support countries in the implementation of policies, instruments, plans and budgets that combine responsible environmental management and poverty reduction to contribute to sustainable development. The program also contributes to improving capacities, at the national and local level, to foster national policies, plans and budgets that are favorable to the poor, inclusive and gender sensitive and sustainable for natural resources. This document was prepared by the PEI team in Latin America and the Caribbean to provide strategic and discussion elements from among the principal development stakeholders in the region.

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ACRONYMS

- CAM** Municipal Environmental Commission
- MIDIS** Ministry of Development and Social Inclusion
- MINAM** Ministry of Environment
- MINTRA** Ministry of Labor and Employment
- MIWIP** Ministry of Women and Vulnerable Populations
- MPA** Provincial Municipality of Arequipa
- PEI** Poverty-Environment Initiative
- PIGARS** Integrated Plan for the Environmental Management of Solid Waste
- PLANRES** National Integrated Solid Waste Management Plan
- PSFYRS** Source Sorting and Selective Collection Program
- QALI WARMA** Qali Warma National School Meal Program
- SDG** Sustainable Development Goal
- SIGERSOL** Solid Waste Management Information System
- UNDP** United Nations Development Programme
- UN ENVIRONMENT** United Nations Environment Programme (formerly UNEP)
- UNV** United Nations Volunteers





INTRODUCTION

Peru is a country of great diversity and complexity due to its multi-ethnic and cultural plurality and the variety of ecosystems and natural resources. Population growth, unsustainable consumption patterns, migratory processes and increasing urbanization are some of the factors that have led to an increase in solid waste. However, this increase has not been accompanied by adequate investments in collection and waste treatment services, which has had negative impacts on the environment and the health and quality of life of the Peruvian population, especially those living in poverty and vulnerability and who most need opportunities for development.

Preservation of the environment and the responsible use of natural resources are fundamental conditions on the path to sustainable development and among the challenges for Peru's 2030 Agenda. To this end, the integrated and inclusive management of solid waste is understood as a valuable opportunity for improving the quality of life in cities, through the fostering of environmental and ecological awareness, and represents an important contribution towards valuing, making visible and regularizing the work of people whose principal income comes from recycling.

In this context, the PEI initiative in Peru emerged with the project *Integrated Solid Waste Management for Sustainable and Inclusive Development* (2013-2017), co-executed by the Ministry of Environment (MINAM) and the Provincial Municipality of Arequipa (MPA) with the technical assistance of UNDP, UN Environment and the technical support of United Nations Volunteers (UNV). The project, aligned with the holistic and inclusive vision of the 2030 Agenda and aimed at contributing to the 10 Sustainable Development Goals (See SDG chart in page 12), had two important levels of intervention:

- a. Influencing the policies, plans and budgets of the sector through the strengthening of institutional capacities;
- b. Applying a model of waste sorting and collection in the Province of Arequipa emphasizing the empowerment of women recyclers and the development of the recycling market.
The project was created with an innovative goal, integrating social inclusion strategies, including poverty reduction, the incorporation of a gender approach and the promotion of young people to provide solutions for sustainable and inclusive development in cities.

The project has generated a considerable amount of material for analysis and has developed excellent management tools that are transferable and adaptable to other contexts with similar characteristics.

The objective of this document is precisely to extract the lessons learned from the application of the gender approach and propose recommendations that can guide and improve the work of officials of different Ministries involved in similar actions, recycling associations, representatives from public and private institutions and other people or organizations committed to sustainable development in Peru. The incorporation of this approach is a pioneering initiative in the country, particularly within the municipality of Arequipa, where 85.8% of recyclers in the formal sector are women, of which 50% are street recyclers.²

¹ The Poverty-Environment Initiative (PEI) is a joint program of the United Nations Development Programme (UNDP) and the
² RIGARS 2017-2028



CONTRIBUTION OF THE PROJECT TO THE SUSTAINABLE DEVELOPMENT GOALS

Integrated solid waste management with a poverty and gender approach, with an emphasis on the empowerment of women and the development of a recycling market model.

TARGET 1: Indicator 1

The elaboration of the Gender and Climate Change Action Plan, which contemplates the solid waste sector as strategic, was supported.

13 CLIMATE ACTION

TARGET 4: Indicator 1

For recycling paper, glass and metal, 1,152 KE/H of energy is avoided, and savings of S/. 218,938 per KWH not consumed are attained.

TARGET 8: Indicator 1

PEI has generated communications materials and awareness raising campaigns to influence towards a recycling culture, and considerably reduce the generation of waste.

12 RESPONSIBLE CONSUMPTION AND PRODUCTION

TARGET 6: Indicator 1

The AQP Recicla programme recovers 255 T/year of metals, plastics, cardboard and gives them a second life.

TARGET a: Indicator 1

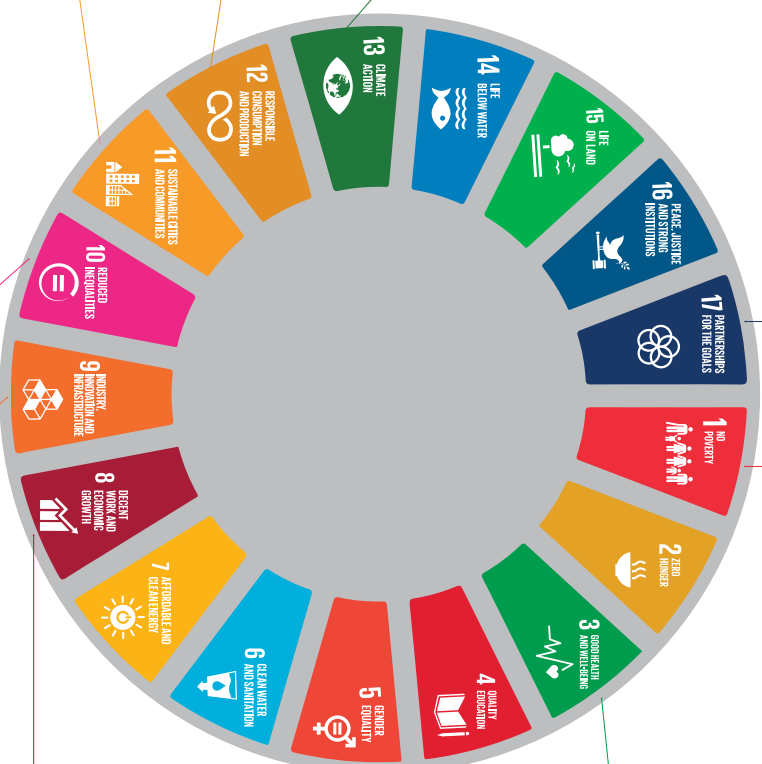
The Provincial Solid Waste Management Plan of Arequipa with a poverty and gender approach, relevant in 29 district municipalities with a total of 1,032,492 people, was elaborated in participative way.

11 SUSTAINABLE CITIES AND COMMUNITIES

TARGET 14

208 volunteers mobilized in different activities (60% women and 40% men). Awareness raised in 30 thousand citizens in the Arequipa province. Policy coherence at territorial and sectoral level

17 PARTNERSHIPS FOR THE GOALS



TARGET 1: Indicator 1

Increase in recyclers' income as a result of the formalization of associations and the development of business plans.

10 REDUCED INEQUALITIES

As a result of new collection routes, recyclers' incomes increased, allowing them to have more than the minimum wage.

9 INDUSTRY, INNOVATION AND INFRASTRUCTURE

The emission of 207 kg of CO2 were avoided by recycling paper, plastic, metal and glass in 2016 by AQP Recicla.

TARGET 1b: Indicator 1b

Strengthening solid waste policy at the national and sub-national level with social inclusion, gender and poverty considerations.

1 NO POVERTY

TARGET 3: Indicator 4

Vaccination campaigns and access to social programs for the community of waste pickers have been supported.

3 GOOD HEALTH AND WELL-BEING

TARGET 1: Indicator 1

Solid Waste Management Information System (SIGERSOL) updated with social indicators.

TARGET 2: Indicator 1

Increased empowerment and resilience of the recyclers as a result of the cooperation of the Ministry of Women through the Women Emergency Centers, which gave support in relation to gender violence.

TARGET 5: Indicator 2

In Arequipa, 83% of the recyclers associations have women in management positions.

META 5c: Indicator c1

The elaboration of the Gender and Climate Change Action Plan, which contemplates the solid waste sector as strategic, was supported.

5 GENDER EQUALITY

TARGET 3: Indicator 1

204 recyclers (75% women) from 18 associations have improved their entrepreneurial, social and labour skills.

TARGET 5: Indicator 2

Increase in decent employment through the formalization of recyclers in the associations' public registry (25 recyclers in 2 associations)

8 DECENT WORK AND ECONOMIC GROWTH





2

METHODOLOGY OF THE SYSTEMATIZATION

For the systematization of the lessons learned and the analysis of the available tools on gender and solid waste management, a mixed method was employed that combines quantitative and qualitative data analysis techniques. The following techniques were used:

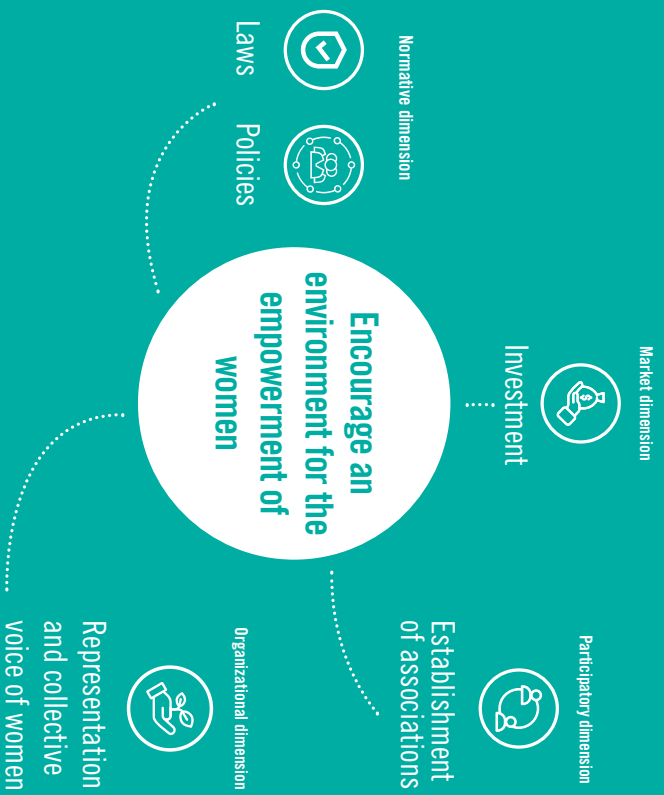
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1. Document review, which included an analysis of the regulatory framework for solid waste management in the country, project documents and guides, manuals and studies on "gender and solid waste," published training material and the systematization of the project, which served as references for the incorporation of the social and gender dimension in the project;
- 

2. Semi-structured interviews with key stakeholders who participated in the project and that, due to their characteristics, roles, interests and degrees of representativeness in the region, played an important role in the integration of the gender approach in the different dimensions of the project.

The results of this analysis were classified using the following four dimensions³: normative dimension, organizational dimension, market dimension and participatory dimension.

3 Dimensions to build an environment that is favorable to the empowerment of women



3. http://www.pefund.org/content/peur/es/home/libreria/empowerment_energy/aportando-soluciones-para-la-gestion-integral-de-residuos-solidos.html





3 LIMITATIONS AND OBSTACLES THAT WOMEN FACE IN THE RECYCLING SECTOR

Recyclers face a number of difficulties with respect to waste treatment, where the environmental and economic benefits for cities are not always valued. Women recyclers, as is the case in many other sectors, also face the additional limitation of encountering the reproduction of unequal gender relations at home, place of work and in their respective communities. From the review of different guides and studies on gender and recycling, at the global level, a number of coinciding aspects can be seen in the analysis of the limitations and obstacles that women face in this sector with respect to men:

1. Women have less access to higher value⁴ recyclable material and tend to work fewer hours than men because of the additional tasks associated with domestic and family work, which results in a lower daily work income.
2. The distribution of activities is based on a sexual division of labor. Statistically, it can be seen that a greater number of women are involved in the classification process, while there is a greater number of men collecting material from the streets or from large waste producers, thus solidifying female and male stereotypes in the sector.⁵
3. Both women and men are exposed to numerous health risks when working with waste and this lack of safety increases in informal contexts due to the unhealthy conditions in which they work. In these situations, different studies have shown that women are more vulnerable, since they do not always have access to bathrooms and are more exposed to situations of sexual harassment and other types of violence that may arise in the negotiation and acquisition of waste⁶, or simply due to the lack of safe public places.
4. Women have limited access to decision-making and political participation spaces. The causes lie in patriarchal relations, a lack of knowledge and skills or a lack of self-confidence or security.⁷

4. Dias y Fernandez, 2012.
5. Rofrioy Calavera, 2012.
6. Wright-Assante, 2013.
7. Muller y Scheinberg, 2007.



LIFE STORY - CELIA CONDORI

(Association of Eco-efficient Women of Cayma)® When Celia Condori Quiroz was very young, her father sent her from Puno to Arequipa, where she attended school. She paid for primary and secondary school by working as an employee in a house. There, she was mistreated until she was 18. One year later, she became a single mother. "I would have liked to have gone to university. Now, my only hope is for my son."

Recycling came as an opportunity that, at first, she did not like. She worked on and off. After months of comings and goings, she became interested. "I saw that I could not only earn 10 soles- I could earn more, but it was poorly managed. That's the point. That's why I stayed."

Celia has been president of an association of 11 formal recyclers for a year and a half now. Of these "eco-efficient women," only 3 had worked recycling the garbage in bags on the streets previously.

For Celia, the coaching workshops, organized with the support of the Poverty-Environment Initiative, were important to understand that, "to take steps forward you have to make a lot of changes and you have to be demanding, of yourself as well." Now, as a female force, their association has 2 male members as well, and they collect between 25 and 34 tons of waste to attain an income of 800 to 900 soles each, per month.

For some years now, Arequipa has been celebrating the day of the Peruvian recycler every year, thanks to the Poverty-Environment Initiative. This day was a special celebration for Celia because they interviewed her on a local radio station. The fact that people understand her work and that her son feels proud, means her aspirations, on the day of the recycler, became a reality.

Now Celia shares a new dream with her partners: "to grow as a company." But she aspires to achieve a little more: "we see ourselves sending containers of waste abroad."

8. <https://pnu.pe/tema/exposiciones/mujeres-del-reciclaje>





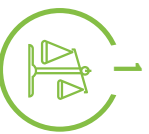
ANALYSIS OF THE LESSONS LEARNED

The incorporation of the gender approach is based on the awareness that our behavioral models are influenced by traditional values and stereotypes with respect to gender and, consequently, must be revised, deconstructed and reformulated, especially when other forms of discrimination are also involved such as ethnicity, social class, age or sexual orientation. Taking into account these differentiating variables, the PEI project in Peru created an intervention model that incorporates the gender approach, which integrates the different opportunities and inter-relationships among the stakeholders in the solid waste value chain in order to provide guidance for egalitarian decision making for the formalization and promotion of “green employment.”

The recommendations in the document have been formulated with a view to furthering learning to be replicated in similar initiatives and, therefore, are directed to the different participating government agencies, UNDP and UN Environment and the recycler associations that are part of the project for future initiatives.

NORMATIVE DIMENSION

The objective is to create a favorable normative-regulatory environment for the solid waste sector that incorporates the social variables of poverty, gender and youth.



LESSON 1: COHERENCE AND CONGRUENCE OF LAWS AND POLICY INSTRUMENTS WITH A FOCUS ON GENDER AT THE NATIONAL AND LOCAL LEVEL

The project is innovative by incorporating, in a traditionally technical area, the dimensions of social inclusion and gender in laws, policies and plans for integrated solid waste management at the national and local level.



ANALYSIS OF THE
LESSONS LEARNED

REGULATORY FRAMEWORK WITH A SOCIAL AND GENDER APPROACH:



PROGRESS:

- **Integrated solid waste law:** During the process of elaborating the proposed law, the project, in conjunction with the various public institutions involved, provided support for the drafting of an article specifically indicating the gender and social inclusion approach and the promotion of local employment (chapter 3, article 53, legislative decree No. 1278 - published December, 2016).
- **The revision of the National Integrated Solid Waste Management Plan (PLANRES 2016-2024)** addresses not only purely technical components for management, but also aspects of poverty reduction and gender, including, among its instruments and national reference initiatives, the Law on Equal Opportunities for Women and Men, the National Gender Equality Plan 2012-2017 - PLANIG and the Gender and Climate Change Action Plan - MIMP - MINAM.
- **The Integrated Plan for the Environmental Management of Solid Waste (PIGARS) of the province of Arequipa 2017-2028:** based on the knowledge from the Gender Analysis of public cleaning personnel and recyclers, the Arequipa PIGARS plan incorporates, for the first time, poverty and gender variables, identifies gaps in inequality and proposes mechanisms for equality and equal access to opportunities in the waste management services offered by each municipality, through the inclusion of specific targets and indicators. In addition, it is the basis for generating key instruments such as the **Guide for incorporating aspects of gender, poverty and green employment in the Municipal Solid Waste Management Plans, the Record for the incorporation of social aspects in the district waste management plans** and the questionnaires for recyclers and cleaning personnel.



LIMITATIONS:

- **RESISTANCE TO THE GENDER APPROACH:** With Bill No. 976, in February of 2017, the Constitution and Regulation Committee approved the withdrawal of the paragraph on gender and social inclusion, in response to a context in which the congressional majority questioned the foundations of the gender approach and its inclusion in public policies, not understanding it as the exercising of equal rights, responsibilities, opportunities and equal value of men and women. The current text specifically mentions the sustainable approach, without mentioning a gender or social approach.
- **LACK OF A SYSTEMATIC INCORPORATION OF THE GENDER APPROACH:** PLANRES is a document that has included the gender approach in an appreciable manner and, despite the advances and efforts, this incorporation remains only in the strategic axis related to the strengthening of capacities and does not go beyond the axis of institutional development and the promotion of investments.



LIMITATIONS:

KEY ISSUES THAT SHOULD BE DEVELOPED: While the analysis of gender as an input for elaborating PICGARS is an extraordinary tool for changing solid waste management, by incorporating relevant aspects of gender at the level of occupational health, training and access to social programs, it did not adequately address other key elements for the empowerment of women recyclers and public cleaning personnel, such as:

1. Women's access to loans or other forms of credit.
2. Unpaid domestic work.
3. The important issue of violence, both at home, in the workplace and in public spaces.
4. Their decision-making power in the sector.



RECOMMENDATIONS AND STRATEGIES FOR ACTION:



ADVOCACY ACTIONS AT THE POLITICAL LEVEL:

Although the framework law does not include a gender and social inclusion approach, there are management instruments at the national and local level that do. The risks identified with non-compliance with this approach are relatively low, as each municipality has the technical autonomy to implement solid waste management regulations within its jurisdiction. However, it is essential to undertake advocacy actions at the political level to disseminate the gender approach and its impact on public policies with the objective of modifying erroneous conceptions of the term "gender."



EMPHASIS ON LOCAL CAPACITY BUILDING:

Given the lack of similar projects, it is essential that initiatives such as this one maintain their focus on building local capacities so they can continue to provide



STRENGTHEN GENDER ANALYSIS

to serve as an input for developing the Provincial Solid Waste Management Plans (PICGARS), making them more consistent and ensuring greater empowerment of women recyclers in the sector.



PROPOSE CONCRETE ADVOCACY ACTIONS TO WIDELY DISSEMINATE THE AREQUIPA MODEL

so that it is adopted by current and future elected officials (for example, dissemination of relevant materials and guides, training of ministry technical staff, meetings with new national authorities, meetings with local officials following regional and municipal elections).



LESSON 2: PROMOTING INTER-INSTITUTIONAL COORDINATION ENSURES THE STRENGTHENING OF GENDER- FOCUSED POLICIES

Several sources of information within the project framework reveal certain deficiencies in terms of inter-institutional coordination mechanisms. This undermines their efficiency, effectiveness and relevance, but if one considers the large number of stakeholders involved, which adds some degree of complexity to the intervention, and the innovative nature of the Arequipa model, one cannot understate the efforts made to coordinate approaches and strategies and construct a common language among the different ministries and local authorities.



PROGRESS:

SUCCESSFUL EXAMPLES OF INTER-INSTITUTIONAL COORDINATION: The coordination established between the Ministry of Environment (MINAM) and the Ministry of Women and Vulnerable Populations (MIMP) added great value to the project. This was the case with the improved technical validation of PLANRES, the Gender and Climate Change Plan, and the strengthening of the gender question in the Arequipa project through training and legal counsel.

INTER-INSTITUTIONAL PROGRAMS: Effective coordination between the Ministry of Environment and the Ministry of Economy and Finance has resulted in important initiatives, such as the

Program of Incentives for the Improvement of Municipal Management, which aims to promote the implementation of an integrated municipal solid waste management system in the municipalities of major type A and B cities to encourage municipalities to generate a better quality of life for the men and women who work in the recycling sector.

⁹ There are 250 municipalities nationwide considered main cities, with Arequipa categorized as type A.



LIMITATIONS:

LIMITED ROLE OF MIMP: As a collaborating institution in this project and, above all, as the main public administration reference in the area of women's rights, MIMP's role in the project, and more specifically in the Arequipa project, should have been reinforced. Stronger ties between MINAM and MIMP would have helped to position and consolidate the innovative approach of the project, fostering a more favorable environment for similar interventions in the future at the municipal level.



RECOMMENDATIONS AND STRATEGIES FOR ACTION:



DESIGN EFFECTIVE COORDINATION

STRATEGIES: Environmental management is cross-sectoral and decentralized and the attainment of objectives and targets is the shared responsibility of all state institutions, as well as the private sector and society as a whole, so it is essential that the government, in collaboration with the other stakeholders, design coordination strategies in order to work effectively and in a coordinated manner.



A MORE EFFECTIVE PRESENCE OF MIMP

would help to consolidate and monitor the processes of change in progress, especially at the local level, and to channel them into other local initiatives already underway, providing continuity of the project.



KEY FORUMS OR SPACES FOR PARTICIPATION:

The Annual Meeting for the Integrated Management of Municipal Solid Waste should include the presence of MIMP and key stakeholders who have actively promoted a social inclusion approach to generate appropriation and future decision-making.





PROGRESS:

UPDATING OF INFORMATION SYSTEMS: The project worked to successfully update the SIGERSOL¹⁰ platform, incorporating, among other items, data disaggregated by sex for selective collection services, street sweeping, transportation, treatment plants and final disposal.

MODEL TOOLS TO INCORPORATE SOCIAL ASPECTS: The file designed for the incorporation of social aspects in the PIGARS Action Plan of Arequipa is a tool that mainstreams the gender focus in activities, targets and indicators and a model to be followed by other municipalities.

¹⁰ A solid waste information system shared among municipalities. It includes environmental quality standards to evaluate the progress of management, decision making and the association of volumes of waste handled and personnel dedicated to the tasks of sweeping, waste collection, transport and final disposal.



LESSON 3: STRENGTHENING INFORMATION MANAGEMENT SYSTEMS AND TOOLS FAVORABLE FOR AN INCLUSIVE APPROACH ENSURES INFORMED DECISION-MAKING

Contemplating the inclusion of social and economic aspects in management systems and tools has had an impact on planning and at the management level of municipalities. This implies recognition of the participation of women, in equality with men, in the body of technical operations and provisions, community and public policy provisions and their visibility as agents for local development.



LIMITATIONS:

INCLUDE IMPROVEMENTS IN THE CURRENT INFORMATION SYSTEM: Although the updating of the SIGERSOL platform implies an important and necessary change in the platform for the analysis of information, the included fields are insufficient, as they may not serve to identify situations of inequality or may even introduce biases when characterizing the reality of women and men in the sector.



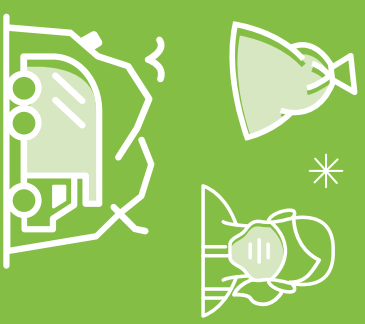
RECOMMENDATIONS AND STRATEGIES FOR ACTION:



STRENGTHEN THE COLLECTION OF DATA IN A FUTURE UPDATE OF SIGERSOL with the inclusion of two or three gender indicators related to the average working hours of men and women or the number of people participating in gender training.



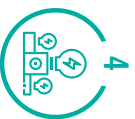
PREPARE A REPORT TO SUPPORT DECISION-MAKING. Analyze the SIGERSOL information to convert it into a report that reviews trends and includes possible strategies specifically aimed at promoting the employment of women. The National Institute of Statistics could be a strategic ally given its experience in gender statistics.



IMPROVE THE PI-GARS INDICATORS: The form for the incorporation of social aspects in the PI-GARS Action Plan should review some indicators that could be disaggregated by sex and consider the feasibility of including an impact indicator able to measure changes resulting from the training actions, for example.

ORGANIZATIONAL DIMENSION

The objective of this dimension refers to the operation of the different organizational and capacity building modalities of men and women recyclers, identifying and consolidating networks and associations to develop representation in the integrated management of solid waste.



LESSON 4:

A SOLID COMMITMENT TOWARDS FORMALIZATION, AT THE LOCAL LEVEL, ENCOURAGES THE DEVELOPMENT OF AN ACCESSIBLE AND COMPETITIVE MARKET

The project has had an influence on the importance of valuing solid waste with an inclusive approach, recognizing the importance of recyclers in the recycling value chain, and the fostering of formal recycling markets that promote organizational improvement, formalization and sustainability in their operation.¹¹ The increasing formalization of associations is a fundamental axis for the development of a more accessible and competitive recycling market.

¹¹ The new regulatory framework determines that local governments will be the regulatory bodies for the activities of recyclers within their jurisdiction, adopting an inclusive approach and considering them as part of the local management system, potentializing their activities through the elaboration of norms and establishing that local governments keep a record of the registration of organizations for the granting of authorizations and certifications, which should also serve as the basis for access to benefits (Recyclers Law and the New LGIBS Regulation).



PROGRESS:

FORMALIZATION AS A MEANS OF ATTAINING SECURITY: Through the assistance provided by the project, the formalization of 58 recyclers (88% women and 12% men), in five organizations, was achieved. The prevalence of women in the sector, at the local level, reveals that this is a group that perceives formalization as a means of attaining respect and security.

MONITORING AS AN EFFECTIVE STRATEGY: The coordination of the project has been able to develop an extremely useful dynamic for monitoring the processes of formalization and the promotion of "green employment" of recyclers by integrating the application of the gender approach in solid waste management instruments and in the strengthening their capabilities.



LIMITATIONS:

CHALLENGES TO ENSURING SUSTAINABILITY: Formalization, as mentioned in various program documents, is a complex process, given the characteristics of the sector (turnover, informality and volatile prices in the market). Although the municipality has a defined policy, the project has provided support for the main activities: the provision of equipment and the effective monitoring of formalization and training. The completion of the project does not ensure the sustainability of some processes that are not yet consolidated and there is the possibility that recyclers will fall back into informality.

LACK OF ALTERNATIVES FOR THE ELDERLY POPULATION: A significant part of the recycling labor force is advanced in age and, largely, they are women. Gender analysis shows that men and women 61 or older account for 22.3% (8.9% men and 13.4% women) of the active recycling labor force. Similarly, 40.3% (16.1% men and 24.2% women) of the studied group is 51 or older, an aspect that must be taken into account, both in terms of productive performance and when considering schemes to provide pensions, and for other types of social assistance or for improvements in their activities to improve their quality of life and well-being.

DEPENDENCE ON THE POLITICAL CONTEXT: This type of project with a clear component for strengthening public policies, is associated with high levels of dependence on the state and the political situation, which can lead to changes in priorities and may undermine the chances of firm commitments from the State.



RECOMMENDATIONS AND STRATEGIES FOR ACTION:



ESTABLISH INTER-INSTITUTIONAL AGREEMENTS SPECIFICALLY AIMED AT IMPROVING THE WORKING CONDITIONS OF RECYCLERS, including men and women of advanced age. Examples include:

- Training and censuses in conjunction with the Ministry of Labor.
- Synergy between social programs such as the Qalit Warma program of the Ministry of Development and Social Inclusion, or Impulsa Peru of the Ministry of Labor.
- The provision of support and guidance in cases of gender violence in conjunction with the Emergency Centers for Women of the Ministry of Women and Vulnerable Populations.



CREATE SPACES FOR DISCUSSION AND DEBATE: Consider the organization of an annual event for recyclers to promote a common forum to discuss and debate their roles as workers and leaders in their cooperatives and associations.



STRENGTHEN THE LINKS BETWEEN RECYCLER ASSOCIATIONS AND REGIONAL NETWORKS IN THE SECTOR, such as IRR¹² or WIEGO¹³ and others that allow them to participate in debates at the regional and global level and share experiences and management and leadership models.



FACILITATE ACCESS TO SOCIAL PROGRAMS for recyclers to help improve their quality of life.

¹² IRR, the 'Regional Inclusive Recycling Initiative,' was created in 2011 and is a regional platform for the coordination of actions. Investment and knowledge related to inclusive recycling involving stakeholders from the public and private sectors, social organizations and recyclers.

¹³ WIEGO is a global network focused on securing the livelihoods of the working poor, especially women, in the informal economy.



LESSON 5: STRENGTHENING CAPACITIES FOR THE EMPOWERMENT OF RECYCLER AND CLEANING PERSONNEL ASSOCIATIONS PROMOTES GENDER EQUALITY

Capacity building is one of the core components of the project. The effort made in the creation of new training materials, the updating of guides and the coordination between different institutions has been able to consolidate a very valuable body of knowledge to strengthen the capacities of the authorities, public cleaning personnel and recyclers for solid waste management with a focus on equality.



PROGRESS:

PROGRESS BEYOND INDIVIDUAL EMPOWERMENT: The project through training modules social skills with a gender focus for recyclers, which addresses issues such as family violence, gender, children, self-esteem, assertive communication, social skills and inter-personal relations and teamwork, in addition to leadership, business management and conflict resolution training, has managed to develop, not only **capacities for individual empowerment**, but it has also been expanded to **wider and more structural levels of political, economic and symbolic empowerment**.

TRAINING IN GENDER INCLUSION FOR BOTH WOMEN AND MEN: What usually happens in gender training is that the issues and participation are directed exclusively toward women, not allowing for all the people in a community to reinforce gender norms. One of the advantages of this project is that the training has been directed to both men and women recyclers, thus contributing to social change by breaking free of the norms and stereotypes embedded in society.



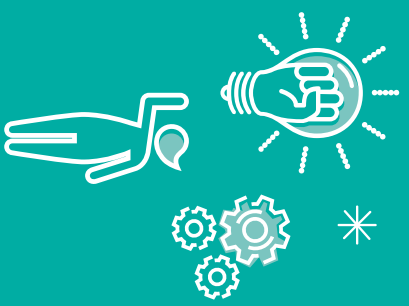
LIMITATIONS:

DIFFICULTIES IN MEASURING THE IMPACTS OF TRAINING: Despite the evidence of individual and collective empowerment from the testimonies of some women recyclers and public cleaning personnel interviewed, current management instruments do not have indicators to measure the impacts of these training programs in economic or political spheres.

TRAINING MODULES THAT NEED A REVIEW OF THE FOCUS: There are training tools such as the modules on leadership, conflict resolution, and business management or, currently, the diploma for inclusive recycling for municipal representatives coordinated by the NGO Ciudad Saludable [Healthy City], which require a review in order to integrate more inclusive language and reinforce the gender focus.



RECOMMENDATIONS AND STRATEGIES FOR ACTION:



NEW INDICATORS TO MEASURE THE RESULTS OF TRAINING: Incorporate training impact indicators in the management instruments, such as the businesses generated from training or access to decision-making positions.



USE LOCAL RESOURCES TO REINFORCE AND UPDATE THE CONTENT OF GUIDES, MODULES AND TRAINING MATERIAL to create a homogeneous model that is consistent with the aims of the integrated waste management plans within their axis of capacity building.



FINISH AND TEST THE GUIDE ON THE 7 THEMES OF THE EMERGENCY CENTER FOR WOMEN on how to address issues of violence among women recyclers for use in the social areas of municipalities.



STRENGTHEN THE TRAINING PROGRAMS FOR ENTREPRENEURSHIP OF WOMEN, especially older women.



MARKET DIMENSION

The analysis of the interactions between recycler associations and the recycling market, as well as relations with intermediaries and the commercialization of recyclable waste and their working conditions in the value chain.



LESSON 6: CREATE A MORE ACCESSIBLE AND COMPETITIVE MARKET THAT ALSO INCLUDES WOMEN RECYCLERS

The project in Arequipa has undoubtedly contributed to the construction of a frame of reference for the stakeholders that shape the recycling market, creating specific opportunities for women through affirmative actions and empowering them to contribute to the improved efficiency and competitiveness in the market.



ANALYSIS OF THE
LESSONS LEARNED



PROGRESS:

ANALYSIS AND RESEARCH WITH A GENDER FOCUS: One of the actions that has had the greatest impact on decision-making was the development and dissemination of a **study on the recycling market** which incorporated a socio-economic baseline and gender analysis. The study appropriately considered a second stage, focused on the development of business ideas to improve the quality of life of men and women recyclers, by making the Source Sorting and Selective Collection Program (PSFYS) more efficient and by detailing relevant aspects with respect to the recycling activity that allow for the future maintenance of demand, supply and the income of the associations.

SAFE, EFFICIENT AND MORE PROFITABLE ROUTES: Optimization of Selective Collection routes of the Arequipa Recicla Program (household, commercial and business routes) has allowed formal recyclers to work in a cleaner and safer manner and improve their income, at the end of the day, by saving time, fuel and treatment and final disposal costs.

AFFIRMATIVE ACTIONS THAT PROMOTE EQUALITY: The Guide to incorporate gender aspects in PI-GARS includes gender equality criteria for the hiring of waste collectors, drivers, helpers and technicians, in such a way as to provide equal opportunities for women and men through affirmative actions.



LIMITATIONS:

LACK OF STABLE CONDITIONS IN THE MARKET: Stable conditions have still not been created that ensure that formal recyclers earn better incomes, make use of efficient routes, and that the population collaborates more proactively, and has greater access to social programs and long-term incentives are generated.



RECOMMENDATIONS AND STRATEGIES FOR ACTION:



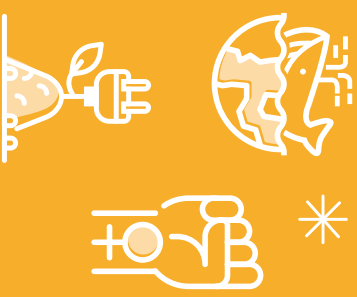
IMPROVE COORDINATION MECHANISMS:

Optimize the role played by coordinating bodies such as the Regional and Municipal Environmental Commissions and the Technical Groups for Solid Waste (GTRS) to inform, study and propose suitable mechanisms to improve the integrated management of solid waste, such as the Salud Saludable Initiative, to create a network of municipalities and associations of recyclers for the storage and commercialization of reusable solid waste and use of PET plastic grinders.



STRENGTHEN LOCAL LEADERSHIP THROUGH INSTITUTIONS AND EDUCATIONAL INSTITUTIONS

that allow for the creation of a larger political and social advocacy network and that can continue contributing to the development of innovative solutions.





LESSON 7: PROMOTING INNOVATIVE ENTREPRENEURSHIP IN RECYCLING INCREASES ECONOMIC OPPORTUNITIES FOR RECYCLERS

The technical and financial assistance provided by the project for the preparation of business and local development plans in Arequipa, including sustainable economic initiatives focused on the empowerment of women recyclers, made the strategy of applying the gender approach more comprehensive. Furthermore, it has been a valuable force for the articulation of the different sectors with respect to the problem of integrated solid waste management, endeavoring to implement sustainable strategies for the improvement of the quality of life of recyclers and the transition to green employment.



PROGRESS:

BUSINESS PLANS FORMULATED WITH A FOCUS ON EQUALITY: The business plans that were implemented to add value and increase the income of men and women recyclers¹⁴ were developed taking into account the different experiences and needs of men and women by applying a gender approach.

SEARCH FOR ALTERNATIVES THAT PROVIDE ADDED VALUE: In particular, the business plan for the production of handicrafts made with recycled materials, an economic activity carried out almost entirely by women, is an option that provides added value to waste and allows for the continuing development of a formal recycling value chain.

GUIDANCE FOR ASSOCIATIONS: Included in objective five of PIGARs (Sustainability Principle), as a Green Employment compliance activity, is: "the establishment of a coordinated process between the Municipal Economic Development Area and new businesses," so that professionals in this area can provide guidance and advice for the different associations of recyclers.

¹⁴ See the business plans in the document "Providing solutions for the integrated management of solid waste for sustainable and inclusive development."



LIMITATIONS:

RISK OF INADEQUATE INSTITUTIONAL MONITORING: Again, with the completion of the project, there is the risk that certain business plans established under the project may not be continued, or may be abandoned, due to lack of institutional support or monitoring.

THE NEED TO STRENGTHEN RELATIONS WITH FINANCIAL INSTITUTIONS AND PRIVATE COMPANIES: The project merely explored ways to strengthen or establish links with financial institutions and/or private companies to obtain loans and investments with a gender perspective for associations of recyclers.



RECOMMENDATIONS AND STRATEGIES FOR ACTION:



PROMOTE AFFIRMATIVE ACTIONS: Propose that both national and municipal programs, such as the one to modernize municipal management (Law No. 27658), include participation quotas for women as an affirmative action.



PROMOTE GENDER-SENSITIVE LOAN AND INVESTMENT POLICIES: Develop the capacity of associations of women recyclers to get involved and advocate gender-sensitive investments and credit terms for their economic empowerment, *mujeres de edad avanzada*.



PROMOTE TRAINING ACTIONS FOR FINANCIAL INSTITUTIONS: on the development of financial products and services that take into account gender issues.



ESTABLISH A SPECIAL FUND IN CONJUNCTION WITH PUBLIC AND PRIVATE INSTITUTIONS that adopts measures for gender mainstreaming and to ensure access to financial resources, for both for men and women, dedicated to facilitating access to credit for business activities, especially for older women.

PARTICIPATORY DIMENSION

Analyze the roles of the stakeholders in the waste value chain: the people that sort waste, recycler associations, businesses, civil society, universities, policy makers (such as the Municipal Environmental Commissions) and the Solid Waste Working Groups



LESSON 8: CREATING BROAD ALLIANCE NETWORKS AND AWARENESS- RAISING ACTIONS FOSTERS THE CULTURE OF INCLUSIVE RECYCLING

The project was able to initiate a process of change in public attitudes and behavior concerning the management of solid waste among families, educational institutions and companies with the support of a multidisciplinary team of United Nations Volunteers with gender training.



PROGRESS:

MUNICIPATION AND AWARENESS STRATEGIES BUILD SOCIAL AWARENESS: There has been a significant amount and variety of awareness and communication material designed with a gender approach: sector data disaggregated by sex, documentary videos of the project, portrayals of the situations of women and men through infographics and accounts of change due to women. In this way, an inclusive social conscience is constructed that breaks down stereotypes and offers an image of a workforce in which women actively participate.

SYMBOLIC ACTIONS WITH GREAT TRANSFORMATIVE POWER, as an example, on Women's Day, in 2016 the Management for Development of the Provincial Municipality of Arequipa recognized the work of women recyclers, represented by Dorotea Chalco Galeano, president of the Nuevo Mundo Recyclers Association, who was awarded the honor of Illustrious Woman by the city for her immense contribution to environmental conservation¹⁵.

ACTIVE PARTICIPATION OF A WIDE VARIETY OF STAKEHOLDERS: The project was able to attract the



interest and active participation of a wide network of stakeholders that play fundamental roles in environmental issues in the waste sector and poverty and gender area, from ministers (including MIMP and its Center for Attention to Woman and MIDIS and its Quail Warma National School Meal Program) to academia, civil society, recycler associations and the private sector.

THE FUNDAMENTAL ROLE OF VOLUNTEERS: The commitment of volunteers was key, due to their dedication, empathy and sensitivity (women volunteer's accounted for 80% of the technical team). This was fundamental to the success of the project.

¹⁵ The project proposed this action in 2015 and it has been carried out since then. Similarly, since 2014, recyclers have been participating in the parade in the Plaza de Armas to commemorate the Day of the Recycler and have participated in the raising of the city flag.



LIMITATIONS:

LACK OF PRIVATE SECTOR PARTICIPATION: The project could have designed a more conscious strategy to ensure the involvement of the private sector in the entire cycle of the Source Sorting and Selective Collection Program (PSFYRS) in terms of communication, dissemination and waste sorting campaigns in public and private media. This way, the private sector could have been part of this multi-stakeholder process and contributed to the breakdown of stereotypical gender roles and the social stigma encountered in the sector.

THREAT TO THE CONTINUITY OF COMMUNICATION ACTIONS: The completion of the project may mean that the continuity of communication and awareness actions will not maintain the focus of social inclusion.



RECOMMENDATIONS AND STRATEGIES FOR ACTION:



CARRY OUT A SURVEY OF HOUSEHOLDS/INSTITUTIONS: To analyze the perceptions of neighbors, police and the community with respect to the work of recyclers. The objective of this survey would be to determine actions that contribute to changing the way society perceives recyclers.



DEFINE A STRATEGY FOR OBTAINING STRATEGIC partners, which include the private sector, civil society, academia and educational institutions and their participation in different communication actions with an inclusive approach.



5 OPPORTUNITIES TO REPLICATE THE EXPERIENCE

The process presented in this document emerges as an innovative model in the recycling value chain and has been consolidated as an initiative that operates with key elements that endeavor to transform social and power relations through the development of regulatory schemes that allow for the development of an egalitarian, supportive and participatory market that is in alignment with the Sustainable Development Goals (SDGs). The approach has focused on integrating social inclusion strategies such as poverty reduction, incorporating gender approach and promoting youth to provide solutions for sustainable and inclusive development in cities.

The Arequipa experience is the path to a model that broadens the knowledge base on **integrated solid waste management with a gender focus**. The results and tools developed allow to continue developing and expanding a policy framework for integrated solid waste management at the national level.

The systematization of the lessons learned with a gender approach applied in its four dimensions shows that this approach offers extremely viable options for replication. The social and economic advances that the project has generated constitutes a clear step forward toward the revitalization of the recycling industry, the inclusion of recyclers in the solid waste value chain and the generation of new business opportunities, while also reducing environmental pollution. It has managed to build an intervention model that is transferable to other municipal contexts in Peru, and other countries in the region.

The model, due to its replicability, has the following favorable conditions:

Tools for integrated waste management with poverty, gender and youth focus

- **National Plan for Integrated Solid Waste Management** (PLANRES 2016-2024), with a focus on reducing poverty as well as gender and youth.
- **Gender and Climate Change Action Plan** (PAGCC).
- **The Information System for Solid Waste Management** (SIGERSOL), with social indicators and gender variables

Pilot experience in the municipality of Arequipa tested and evaluated and with positive results

- **Environmental diagnosis** and characterization study of Public Cleaning Services.
- **Gender diagnosis** of public cleaning personnel and recyclers.
- **Training of recyclers** (modules, courses and workshops)
- **Plan for the Integrated Environmental Management of Solid Waste** (PIGARS) of the province of Arequipa 2017-2028 with a focus on inclusion and gender.

Technical guidelines for solid waste management aimed at sustainable and inclusive development

- **Guide for incorporating aspects of gender, poverty and green employment** in the District Plans for Municipal Solid Waste Management
- **Form for the incorporation** of social aspects in the district waste management plans
- **Questionnaires** for recyclers and cleaning personnel
- **Guidelines for the Municipal Incentive Program.**
- **Guide for Training Recyclers** for inclusion in municipal formalization programs




The following elements are necessary:

- **Political will:** Support from state officials is key to ensuring the modernization of solid waste management and the improvement of public cleaning services with a social and inclusive approach. Currently, the strategies and policies for solid waste management of the provincial municipality of Arequipa are fully aligned with the national priorities of the Ministry of Environment and there are mechanisms in place for institutional coordination.
- For this reason, it is essential that both the officials at the highest level and the staff of the municipalities adopt a model of equal opportunity and incorporate it into their management indicator systems. A system that operates with these integrated variables is a decisive step forward in the implementation of public policies with a gender approach in an innovative, sustainable and democratic manner and will, over time, transform the provinces and municipalities into agents of change at the national level.
- **A multidisciplinary technical team:** It is fundamental to have a solid and cohesive team in the municipality, with a high level of understanding of the situation, with the appropriate capacities to establish source waste sorting and selective collection programs (PSFYRS) that include experts on gender.
- **Strategic articulation mechanisms:** a strong Municipal Environmental Commission that favors participatory planning and municipal integrated waste management policies is essential for promoting dialogue among stakeholders, consensus, inter-district coordination and the participation of organized civil society.
- **Articulation with social programs:** this facilitates the access of recyclers to social programs, considering they represent a segment of the population that lives in, or is vulnerable to, extreme poverty.
- **Access to credit:** a priority for the economic empowerment of this sector is the effort to connect with the financial sector and link it to the recycling sector to facilitate access to credit for associated recyclers. Similarly, it would be advisable to have credit lines that address the needs of women recyclers, who often have lower incomes and fewer bank guarantees.


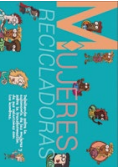

"Formal jobs in the recycling sector will stop being an aspiration by the time there is a commitment from every individual and institution to recycling" Gregoria Cruz, Recycler, Asociación Recicla Vida



TOOLBOX

TOOLBOX	
Title	Description
 <p>Gender and recycling: From theory to action. Notebook 1: Theoretical considerations on gender, empowerment and waste</p>	<p>Instruments to disseminate useful practices for the process of encouraging the gender mainstreaming perspective in social projects and, especially, projects with workers in the recycling sector.</p> <p>Notebook 1:</p> <p>http://www.wiego.org/sites/default/files/resources/default/Dias-Ogando-Ge%CC%81nero-Y-reciclaje-Cuaderno-1.pdf</p>
 <p>Gender and recycling: From theory to action. Notebook 2: Project design, tools and recommendations</p>	<p>Notebook 2:</p> <p>http://www.wiego.org/sites/default/files/resources/default/Dias-Ogando-Ge%CC%81nero-Y-reciclaje-Cuaderno-2.pdf</p>
 <p>Gender and recycling: From theory to action. Notebook 3: Reference materials</p>	<p>Notebook 3:</p> <p>http://www.wiego.org/sites/default/files/resources/default/Dias-Ogando-Ge%CC%81nero-Y-reciclaje-Cuaderno-3.pdf</p>



	<p>Gender and Recycling: Tools to design and implement projects</p>	<p>This Guide is designed to be used for the elaboration of projects for the formalization of recyclers and their integration in the recycling value chain. With the application of the tools in the Guide, their needs can be identified and addressed in all phases of the project cycle in order to promote the creation and strengthening of spaces for the equitable participation of women and men in decision-making processes and the allocation of project responsibilities.</p> <p>https://reciclajeinclusivo.org/wp-content/uploads/2014/08/irr-generoyreciclajeheramientasparaeldiseoimplementaciondeproyectos-140722093301-fhhapp02.pdf</p>
	<p>Debate Manual: Women recyclers</p>	<p>Manual to discuss the autonomy of women recyclers and the transformation of their relations with men.</p> <p>http://www.wiego.org/sites/wiego.org/files/resources/files/mujeres-recicladoras-baja.pdf</p>
	<p>Guide to incorporate aspects of gender, poverty and green employment in the District Plans for Municipal Solid Waste Management (PMRS)</p>	<p>This tool establishes the guidelines for officials in the municipalities of Arequipa to successfully incorporate social, gender, poverty and green employment aspects in their District Plans for Municipal Solid Waste Management (PMRS) that are aligned with PI(G)ARS of the Province of Arequipa 2017-2028</p> <p>http://www.muniarequipa.gob.pe/descargas/gestionmanejoresiduos/GuiaInclusionAspectoSociales/GU%C3%8DA%20INCLUSION%20ASPECTOS%20SOCIALES%20EN%20PMRS.pdf</p>

	<p>File for the incorporation of social aspects in the district waste management plans</p>	<p>From the incorporates social aspects in the action plans (activities, targets and indicators):</p> <p>http://www.muniarequipa.gob.pe/descargas/gestionmanejoresiduos/GuiaInclusionAspectoSociales/ANEXO%2001%20EJECUTIVA%20INCORPORACION%20SOCIAL%20EN%20PLAN%20DEACCION.pdf</p>
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