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**More information**

More information about the PFD and detailed annexes to this report can be found at <http://capacity4dev.ec.europa.eu/policy-forum-development/>

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## Glossary

AMPE	Municipalities of Peru
ANAMA	National Association of Women Authorities
ANC	National Association of NGOs
ANPE	National Ecological Agriculture Producers
CAMs	Local Environmental Committees
CAN-LA	Latin America chapter Climate Change Network with CARs Regional Environmental Committees
CBOs	Community-based Organizations
CEPLAN	Strategic Planning Center
COMUMA	Multi-sectorial Commission of Marine Environmental Management
CSO	Civil Society Organizations
EU	European Union
FITEL	Telecommunications Investment Fund
FLACMA	Latin American Federation of Cities, Municipalities and Associations of Local Governments
FMV Mi	Vivienda, Housing Fund FMV
GA	Governability Agreement
GALS	Local Environmental Policies and Plans
ICLEI	International Council for Local Environmental Initiatives
ILO	(International Labor Organization)
INDC	(Intended Nationally Determined Contributions)
LAs	Local Authorities
National Agreement (NA)	
MDGs	Millennium Development Goals
MECEP	Quality Improvement in Secondary Education Program
MIDIS	Ministry of Inclusion and Social Development
MINAM	Ministry of the Environment
MINEDU	Ministry of Education
PAPT	Water for All Program

PB	Participatory Budget
PCA	Food Supplement Programs
PCM	Presidency of Ministries Council
PDCs	Concerted Development Plans
PEAR	Education Program in Rural Areas
PER	Rural Electrification Program
PIN	Integral Nutrition Program
PMIB	Comprehensive Neighborhood Improvement Program
PMIBP	Integral Program for the Improvement of Districts and Towns
PPK	Peruanos por el Kambio
PREVAED	Reduction of Vulnerability and Response to Disaster Emergencies _
PRIAS	Program Identity and Social Support
PRONIED	National Education Infrastructure Program
PRSP	Poverty Reduction Plans
RENAMA	Municipal Association of Female Authorities
RGs	Regional governments
SDGs	Sustainable Development Goals
SINADIS	National System of Development and Social Inclusion
SIS	Integrated Health Insurance
SUNEDU	National Superintendence of Higher Education and University
UCLG	Global Network of Cities, Local and Regional Governments
UNDG	United Nations Development Group

# 1. Executive Summary

The purpose of this report is to examine the application of Agenda 2030 in Peru. While describing the evolution of the political, economic and social context in the country, it outlines how SDG-related action is likely to be integrated. At the same time, the report pays special attention to the role and evolution of Civil Society Organizations (CSOs) and Local Authorities (LAs). In that sense it provides extensive food for thought in regards to the positive and negative factors that characterize the creation of an enabling environment for both CSOs and LAs in Peru.

Although the Peruvian Government signed Agenda 2030 last year, the current electoral process has delayed the debate about how to integrate and implement this long-term agenda in the country. Peru has a number of characteristics that must be taken into consideration in the reflection about the SDGs:

1. It is one of the world's most vulnerable countries to climate change<sup>1</sup>. In addition, the recurrent effects of El Niño (ENSO by its English acronym), together with the high probability of geological hazards (earthquakes, tsunamis and volcanic eruptions), exacerbate its vulnerability.
2. Although MDG achievements have been remarkable, inequality remains a key challenge, particularly as evidenced by the persistence of precarious living conditions in rural areas and by the low capacity of marginalized groups to overcome poverty and improve their economic and social condition.
3. The country has recently been declared an upper middle-income country. As a result, it is expected to invest its own financial resources (public and private) to achieve the SDGs. Therefore, future implementation of the SDGs' depends on the Peruvian Government's political will and financial capacity.
4. Despite a recent history of authoritarian governments, the process of democratization has advanced and fostered active spaces for participation (*concertación*)<sup>2</sup>, promoting dialogue between economic, social and governmental actors.

5. Peru is still highly centralized, which poses a challenge for the process of localizing the SDGs. No appropriation of the SDGs by local governments, local authorities, academia or even NGO experts has been observed in cities inside the country (i.e. outside Lima). There is still a considerable lack of awareness about Agenda 2030.
6. Finally, Peru is currently undergoing an economic recession that may postpone the debate about the importance of Agenda 2030 for the country.

At this point it remains to be seen how the new government (starting in August 2016) will define the implementation of Agenda 2030. However, it is clear that achievement of the SDGs faces a number of specific challenges in Peru:

1. Need to reconcile the match between the SDGs and existing national plans such as the Bicentennial National Plan, the Poverty Reduction Plans (PRSP, national to local) and the sector plans (PESEMs<sup>3</sup>);
2. Low level of SDG appropriation by multiple actors (public and private), and the need to articulate a comprehensive plan of action (with strong communication tools) for the implementation of Agenda 2030 to ensure that nobody is left behind;
3. Lack of objectives, results and budget allocations in territories and/or medium to small cities with regards to the "localization" of SDG targets;
4. Lack of a strategy for capacity building on how to link the SDGs and the country's priorities with the current institutional capacity at the national, regional and local levels;
5. Lack of a monitoring system, with concrete indicators that use strong participatory follow-up tools (such as a system of National and Local Observatories with CSO participation) to oversee the implementation of the SDGs at the national and local levels;
7. No public campaign to mobilize resources from different stakeholders (CSOs, the private sector, academia, local groups) to support the SDGs;

1 Adger, W N, Nick Brooks, Graham Bentham, Maureen Agnew and Siri Eriksen (2004), "New indicators of vulnerability and adaptive capacity", Tyndall Project IT1.11, Technical Report 7, Tyndall Centre for Climate Change Research, UK, 128 pages

2 'Concertación' has no proper translation in English. It refers to the process of reaching agreements for joint action through dialogue and deliberation.

3 <http://www.ceplan.gob.pe/directiva-planeamiento/proceso-del-planeamiento-estrategico>

In order to advance the implementation of the SDGs and address the aforementioned challenges, the following overall recommendations (described more in detail in section 6) are made:

1. Use existing mechanisms such as National Policies, the Governability Agreements, the Bicentennial Plan, the National Environmental Plan, the National Annual Budget with SDGs and INEI<sup>4</sup> to define a Peruvian SDG baseline with proper indicators that will establish a good departure point.
2. Guarantee the SDGs' inclusion in local and municipal policies and planning, making use of existing plans such as the Local Concerted Development Plans<sup>5</sup> and institutions such as the National Association of Municipalities of Peru (AMPE),<sup>6</sup> which could monitor the allocation of economic resources to develop capacity building programs for local authorities.
3. Integrate all the diverse and dispersed existing CSO networks, associations and spaces under common frameworks of collective action to overcome Peru's sectorialism and build comprehensive multi-actor approaches/mechanisms/coalitions and policies based on Peru's long-standing participatory and concertative experience and tradition.
4. Establish mechanisms for the LAs' and CSOs' capacity building for their participation in monitoring and budgeting activities related to SDG implementation.
5. Build a SDG Local Observatory System with support at the highest level of National Government to coordinate, align, integrate and monitor decentralized participatory instruments, tools and budget allocation.
6. At national level, the PCM<sup>7</sup> (Presidency of Ministries Council) can lead this systemic process in collaboration with other governmental institutions, such as the National Strategic Planning Center (CEPLAN)<sup>8</sup> as the planning organism of the country, the Ministry of Economy<sup>9</sup> for proper budget allocation, the Concertation Tables for the fight against poverty, the Environmental Ministry, and the National Superintendence of Higher Education and University (SUNEDU).

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4 National Institute of Statistics of Peru, [www.inei.gob.pe](http://www.inei.gob.pe)

5 Ruled by CEPLAN

6 [www.ampe.gob.pe](http://www.ampe.gob.pe)

7 [www.pcm.gob.pe](http://www.pcm.gob.pe)

8 Ideally, the next government may guarantee the articulation of planning and project responsibilities and especially autonomy to CEPLAN and take some responsibilities from the Ministry of Economy and Finance (abbreviated as MEF in Spanish) which currently has extreme power for budget allocation, deciding which sectors or localities will be developed and how much money they will get. [www.ceplan.gob.pe](http://www.ceplan.gob.pe)

9 [www.mef.gob.pe](http://www.mef.gob.pe)

## 2. Introduction

There are two essential dynamics in Peru's recent history which frame the scope of possibilities for SDG implementation. Introducing these is key for a proper understanding of the strengths and limitations that this long-term agenda will face.

The first one is the culture of participation in public policies. In Peru, the institutionalized culture of participation has led to the much broader concept of '*concertation*'<sup>10</sup>, based on equal relations between different social, economic and governmental actors. *Concertation* processes in Peru involve multiple actors at multiple levels, as well as at different geographical and territorial scales, and have become mandatory in various contexts<sup>11</sup>.

This implies a highly sensitive and complex process of dialogue, negotiation, concertation, conflict management and consensus building. These processes are the result of active citizenship, organized civil society and vigorous social movements.

A unique initiative was created in this context to facilitate the dialogue between the state at multiple levels and the CSO community: the *Concertation* Table for the Fight against Poverty<sup>12</sup>. Its creation springs from the conviction that the participation of all public and private sectors of the country is required to successfully overcome the existing problems of inequality and social exclusion. At present, all regional governments (RGs) have a *Concertation* Table to fight against poverty and it is a frequently-used mechanism to formulate proposals with CSOs. In the past, LAs (mainly at the provincial level) used to have a *Concertation* table, but they have not been active lately.

The process of concertation runs in parallel with the second dynamic: a problematic decentralization process. There

have been at least seven (failed) decentralization attempts in Peru<sup>13</sup> in recent years. Thus, the country continues to be highly centralized. Some researchers also indicate that during the Humala administration (2011-2016) Peru has in fact gone through a process of re-centralization.

Metropolitan Lima is a clear example. It comprises 32% of the total population and generates 45% of Peru's GDP. Furthermore, it concentrates half of the national urban population and more than two thirds of industries, finance, services, and trade. Located in the coastal centre of the country and next to the Andean Mountains, Lima has an estimated 8.5 million inhabitants (INEI, 2013), making it the fourth largest city in South America and 10 times bigger than Arequipa and Trujillo (the second and third largest cities in Peru).

Those two dynamics will be recognizable throughout this study, which was developed between December 2015 and August 2016. It coincides with Peru's presidential elections, which took place at the end of June and which Peruanos por el Cambio (PPK) won. While at this stage the level of commitment, strategic approach and budget allocation for SDG implementation remain to be seen, some initial ideas are both identified and shared in this study.

### Relevance of the Post-2015 Agenda for the country

Having signed the SDGs, Peru is currently starting the debate about how to translate Agenda 2030 into public policies, starting with its compatibility with the Governability Agreement (GA), as described shortly in this study. As of now, it remains to be seen how the new government will define, in a logical sequence, the priorities, the strategy and the implementation.

10 '*Concertación*' (translated to "concertation") has no proper translation into English. In this document, it is understood as a process of reaching agreements for joint action through dialogue and deliberation between multiple actors.

11 Miranda Sara, Liliana, Michaela Hordijk and Rommy Torres Molinas (2011), "Water governance key approaches: an analytical framework", Chance2Sustain Working Paper 4, 23 pages, available at <http://www.chance2sustain.eu/33.0.html>

12 <http://www.mesadeconcertacion.org.pe>

13 Peru has three governmental levels: national (divided into executive, judicial and legislative powers), regional and local (divided into provincial and district municipalities), each with its own responsibilities, duties and budgets. Nevertheless, the most important decisions and more than 70% of the national budget are in the hands of the national government in Lima, the country's capital.

As an upper middle-income country, Peru is expected to increase the mobilization of its own internal resources (public and private) for SDG implementation. Taking into consideration that the MDGs were achieved with considerable support and guidance from international cooperation, the future implementation of the SDGs demands an additional effort from the Peruvian Government, which will have to live up to the expectations of an Agenda that is as relevant for the country as it is complex in its transposition into practical measures.

In this respect, there is no lack of challenges. Just to mention a few, Peru is considered one of the 10 most vulnerable countries to climate change in the world. The recurrent effects of El Niño (ENSO by its English acronym) exacerbate the situation. Additionally, Peru is exposed to geological hazards (earthquakes and volcanic eruptions) for which it is not fully prepared and which may pull back achievements made in poverty reduction and economic development (similar to what happened earlier this year in Ecuador and a few years ago in Chile).

At the same time, inequality remains one of the biggest challenges. Moreover, the country is territorially fragmented and sectorialized<sup>14</sup>. For all these reasons, achievement of the SDGs will largely depend on how these various challenges are tackled.

## Towards a new Agenda

Peru was invited by the UN to participate in the Open Working Group on SDGs that focused on the formulation, planning and implementation of Agenda 2030, as well as on the creation of indicators to assess the progress of SDG implementation.

It also participated in the dialogues of the UN Development Group (UNDG) about localizing the post-2015 agenda, focusing on six thematic areas: strengthening capacities and institutions, participatory monitoring, existing and new forms

of accountability, partnerships with civil society and other actors, partnerships with the private sector, and culture and development. Peru took on the leadership for the Dialogues on Participatory Monitoring and Accountability (abbreviated as MPRC in Spanish). A number of different CSOs were part of the initiatives.

All the above, however, contrasts with the actual progress “on the ground”, where considerable efforts are needed. The following section looks at a number of existing country agreements and how they are likely to be reconciled with the narrative and framework of Agenda 2030.

## Main country priorities (SDGs and targets)

The *Concertation* Table for the Fight against Poverty recently presented the Governability Agreement (GA) for 2016 to 2021 –signed by all political parties running during the current presidential and congressional elections- to contribute to the generation of the new social consensus needed.

The GA pursues integrated and inclusive development grouped in four dimensions of human development: social, environmental, economic and institutional. It involves, among others, issues such as health, education, the economy, the environment, women, youth, indigenous peoples and human rights. All of these have been included in this agreement to define the main priorities for the development of the country. It is important to underline that these priorities are consistent with the 17 SDGs, as illustrated in Table 1.

<sup>14</sup> With rigid sector and/or ministerial divisions between institutions.

<b>Table 1 Main Priorities of the Governability Agreement 2016-2021</b>		<b>Consistency with the SDG goals</b>
<b>Social</b> dimension	Achieving the full realization of children, youth, women, elderly rights and people with disabilities, giving priority to rural areas and indigenous populations in order to reduce the urban-rural gap.	<b>1 Poverty</b>
		<b>2 Food security</b>
		<b>3 Education</b>
		<b>4 Women</b>
		<b>5 Health</b>
		<b>14 Inequality</b>
<b>Environmental</b> dimension	Improving environmental quality, sustainable use and exploitation of natural resources and biodiversity; confronting threats and opportunities associated with climate change; promoting healthy cities and communities in harmony with their natural environment; integrating disaster risk management; strengthening environmental institutions and the development of environmental citizenship.	<b>17 Sustainability</b>
		<b>6 Water</b>
		<b>7 Energy</b>
		<b>8 Infrastructure</b>
		<b>9 Housing &amp; cities</b>
		<b>10 Climate</b>
		<b>11 Oceans</b>
		<b>12 Ecosystems</b>
		<b>13 Economy</b>
		<b>14 Inequality</b>
<b>15 Consumption</b>		
<b>Economic</b> dimension	Achieving sustained, sustainable, inclusive and diversified economic growth in the country, improving employment levels and incomes, reducing the size of the informal economy and achieving the reduction of monetary poverty by unsatisfied basic needs (NBI by its acronym in Spanish) and other forms of poverty affecting the population.	<b>16 Institutions</b>
		<b>2 Food</b>
		<b>9 Housing &amp; cities</b>
		<b>10 Climate</b>
		<b>12 Ecosystems</b>
<b>Institutional</b> dimension	Ensuring a form of state and democratic government to strengthen and guarantee civil and political rights, promote public participation, assert living conditions and the protection of human rights within a framework of governance and effective public management and consolidating the decentralization reform.	<b>13 Economy</b>
		<b>15 Consumption</b>
		<b>17 Sustainability</b>

Source: Governability agreement 2016-2021<sup>15</sup>

<sup>15</sup> <http://www.mesadeconcertacion.org.pe/acuerdos-de-gobernabilidad>

## Brief SWOT analysis of the role of the CSOs and LAs

	Strengths	Weaknesses	Opportunities	Threats
Civil society	<ul style="list-style-type: none"> <li>▪ Good knowledge of the local reality.</li> <li>▪ Experience working with Local Governments.</li> <li>▪ New organizations with autonomous agendas and objectives.</li> <li>▪ A number of laws that establish the right to civil society participation (for example Art. 2 of the Constitution).</li> <li>▪ International laws that recognize the right of indigenous people to be consulted about matters that concern them (Art.2, Convention 169, International Labor Organization).</li> <li>▪ During the last years CSO participation has played an important role in the political process in all the issues related to MDGs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Weak organizations neither coordinated nor articulated among them.</li> <li>▪ Short-term actions prevail.</li> <li>▪ Poor articulation with the different State entities and little knowledge of the SDGs.</li> <li>▪ According to the 1993 constitution, natural resources belong to the State and the local community is not involved in any debate.</li> <li>▪ Many professionals move to the public sector due to the lack of funding.</li> <li>▪ The absence of transparency in decision-making policies results in reactive, rather than proactive, CSO participation.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In the planning of local development plans, in the form of well-informed social organizations, with knowledge about the SDGs.</li> <li>▪ Although limited, increased possibilities for individuals to participate in public policies.</li> <li>▪ Social networks are currently used to inform and organize CSOs and have had success.</li> </ul>	<ul style="list-style-type: none"> <li>▪ It is not clear whether the NG will actively promote CSO participation in the implementation of the SDGs</li> <li>▪ Less funding available with the withdrawal of development cooperation from the country.</li> <li>▪ Limited access to accurate data necessary for the effective design and implementation of projects and programs that target SDGs.</li> <li>▪ Only the indigenous peoples from the Amazon forest have the right to be consulted about extraction activities, while the Quechuas (12.3% of the population) are excluded from this right.</li> <li>▪ Governmental staff don't have a trans-sectorial or holistic approach.</li> <li>▪ Criminalization of social protest during the previous presidency.</li> </ul>

	Strengths	Weaknesses	Opportunities	Threats
LA	<ul style="list-style-type: none"> <li>They are organized in a network and an association at country level, and are the governmental entity closest to the population, knowledgeable of the realities and, therefore, competent agents to plan the development of the community.</li> <li>Legal framework that allows them to realize joint actions with other LAs, inside and outside of their municipalities.</li> <li>They have competences that can lead to actions, which help the implementation of the SDGs on a local level.</li> </ul>	<ul style="list-style-type: none"> <li>Short-term vision, which conflicts with the SDGs long-term plans.</li> <li>The SDGs are quoted often, but no targets or indicators are established.</li> <li>Many authorities have neither training nor knowledge about SDG matters.</li> <li>Staff rotation makes it difficult to continue policies and build capacities.</li> <li>Severe corruption at all levels.</li> <li>Reduced funding creates insecurity about the actions, plans and projects of the municipalities.</li> <li>Limited social and political stability.</li> <li>Recent creation of RG and LG, which has not allowed the development of capacities yet.</li> </ul>	<ul style="list-style-type: none"> <li>Possibility that the new NG gives major resources, responsibilities, and competences to the municipalities.</li> <li>Planning and implementing the SDGs.</li> <li>International cooperation funding for the implementation of the SDGs.</li> <li>Recent scholarship programs for high-level national and international courses for young people who could use their skills in government and CSOs.</li> </ul>	<ul style="list-style-type: none"> <li>Continuation of the centralization of economic resources, capacities and responsibilities.</li> <li>Gradual reduction of the municipality budget.</li> <li>The new NG interferes in the association of municipalities.</li> <li>The local and regional Governments do not have decisive power over extraction activities in their territory (Art. 66 of the Constitution).</li> <li>No capacity-building programs are offered that help municipalities apply for the funds.</li> <li>New laws reverse the competences of LAs in a number of specific areas (e.g. the supervisory and control function of the state and the OEFA).</li> </ul>

### 3. Learning from the past

To understand the lessons learned from the past and the level of achievement of the MDGs it is important to have a quick look at Peru's history of CSO and LA participation. The last four decades have witnessed two periods that defined the context for CSO participation in the country, both connected to the re-establishment of democracy.

The first one was at the end of the 70s, and the second one from the early 2000s to the present. The terms under which democracy was established determined the conditions for an enabling environment for CSO participation and the impact on public policy.

In parallel, multiple decentralization attempts influenced the role and participation of LAs. During that process, forms of co-management to distribute the municipal budget in a *concerted* manner in several districts around the country were tested (e.g. Villa El Salvador, Ate, El Agustino in Lima and Ilo in Moquegua). These methods were later spread to other parts of the country.

In 1993, a new political agenda was imposed and a new liberal constitution was established, which is still in force. The autocratic government during that time disregarded and questioned the work of some CSOs, especially the ones working on human rights issues.

As a result of the mobilization of pro-democratic groups and street protests, the dictatorial regime came to an end at the beginning of the new millennium. The beginning of new political activism began, and on 8<sup>th</sup> September 2000, Peru signed its adhesion to the MDGs.

With the new democratic regime, attempts to articulate the work and objectives of CSOs and the government have been renewed since 2001.

#### Did the government engage with CSOs (especially marginalized groups) and LAs (and vice versa) during the implementation of the MDGs? How?

During the implementation of the MDGs, the government increasingly involved CSOs and LAs in social development through different programs and mechanisms. Though these programs helped achieve the MDGs, they were not directly developed to target the MDG agenda but rather to respond to the basic needs of the population. Other mechanisms were developed as an answer to social movements and protests for the protection of human rights and concrete local demands.

As previously mentioned, Peru lacks a holistic approach to social, environmental and economic issues. There is neither enough articulation between public entities – horizontally or vertically – nor among different NGOs and social platforms.

Taking these trends into consideration, we can better understand the programs and mechanisms (explained in the next section) that were created. While there was an attempt to increase the participation of CSOs and LAs, that did not always happen, resulting in a mix of positive and negative experiences.

Among the positive ones we can count the following:

The **Ministry of Inclusion and Social Development** created in 2011 (abbreviated as MIDIS<sup>16</sup> in Spanish) involved LAs in

16 The National System of Development and Social Inclusion (SINADIS) subsequently approved the National Development Strategy and Social Inclusion "Include for Growth" (ENDIS) which guides the joint interventions of public entities at all three levels of government (National, Regional and Local) to prioritize development outcomes and social inclusion, recognizing skills and processes in place. Since the implementation of ENDIS and integrated work in the territory, the Peruvian state has made significant progress in reducing the poverty gap, which decreased from 7.8% in 2011 to 5.8% and stood out in 2014. In addition, school attendance (gross coverage rate) by children 3 to 5 years old in Basic Education increased from 80.5% in 2011 to 85% by 2014. It also identified an integrated package of services, including improved water (public network or pylon), drainage (public network or septic tank), electricity and telephone (fixed or mobile), whose simultaneous coverage increased from 60.5% in 2011 to 66.3% by 2014. It also reduced the rate of chronic malnutrition in children less than 5 years of age from 19.5% in 2011 to 14.6% in 2014.

five different programs that helped the implementation of the MDGs. These are:

- **Pension 65**, targeting the protection of elderly people living in extreme poverty;
- **Juntos** (Together), guaranteeing conditional economic transfers to poor families in order to target poverty as well as promote school attendance by children and adolescents, and pre-natal checks for pregnant women;
- **Qali Warma**, supplying food to primary schools;
- **Foncodes**, increasing the quality of life and productivity of farmer families;
- **Cuna Más**, promoting good practice day care for children from 0 to 5 years old and recently implementing itinerant platforms in the Amazon (floating mobile integrated social services for the Amazonian indigenous population).

The **Ministry of Women and Vulnerable Populations** focused on gender rights through a participative process that engaged different CSOs. It approved the Law for Equal Opportunities among Women and Men with the main objective of “defining a normative, institutional and public policies framework on the national, regional and local levels to guarantee both women and men the exercise of their right to equality, dignity, free development, well-being and autonomy, without discrimination in all spheres of life, public and private.”<sup>17</sup> The Ministry of Women and Vulnerable Populations also works with the National Network of Women formed by Local and Regional Authorities.

In 2007, an important national campaign that included the participation of the Ministry of Women and Vulnerable Populations, CSOs and the National Register of Identification made it possible to provide ID documentation for thousands of people from vulnerable groups. This, in turn, allowed them to exercise their rights to apply for and benefit from social programs.

An important stepping-stone was crossed in 2008 with respect to environmental matters and the implementation of MDG7 (to ensure environmental sustainability) with the creation of

the **Ministry of the Environment** (abbreviated as MINAM in Spanish). Its specific functions include the “promotion of citizen participation in decision-making processes for sustainable development and the fostering of a national environmental culture”. The Ministry supported CSO and LA participation in the implementation of the MDGs through national programs and projects such as the Municipality Incentive Plan related to the Integral Management of Solid Waste, Management of Air Quality, and Management of Water Resources, among others.

Other positive initiatives promoted by MINAM were the incorporation of the environmental perspective in the work of universities, aiming to improve the contribution of higher education institutions to national environmental management. In terms of public-private partnerships, the Environmental Inter-university Network (abbreviated as RAI in Spanish) was created in 2012 with the objective of increasing and promoting the participation of the university community in activities that could improve environmental sustainability inside and outside of universities.

With respect to the oceans and seas, there are initiatives that involve different multi-sectorial actors, such as NGOs working with marine species. Activities and coalitions such as the Beach Campaign (since 2010) or the multi-sectorial group “Friends of the Sea” with the participation of MINAM, have actively addressed this issue. Nowadays the COMUMA<sup>18</sup> is also recognized as the Commission of Marine Environmental Management (January 2016). A pilot guide for Environmental Marine Coastal Education was launched in Piura in 2015. Training for environmental promoters was also organized with the participation of the CSOs from April to June 2015.

Unfortunately, there are also negative examples:

The **Ministry of Education (MINEDU)** tried to promote education in different sectors with the support of CSOs. However, it mainly worked with private enterprises.

LAs, RGs, CSOs and marginalized groups do not have decisive power or influence in matters connected to the extraction of

17 Own translation from: Law 28983, Art.1, [https://www.mef.gob.pe/contenidos/presu\\_publica/capacita/programacion\\_formulacion\\_presupuestal2012/Anexos/ley28983.pdf](https://www.mef.gob.pe/contenidos/presu_publica/capacita/programacion_formulacion_presupuestal2012/Anexos/ley28983.pdf)

18 COMUMA: Multi-sectorial Commission of Marine Environmental Management

natural resources. According to Article 66 of the Peruvian Constitution (1993) "Natural renewable and non-renewable resources are a national heritage. The State is sovereign in their use."<sup>19</sup> This gives the NG the power to make unilateral decisions over the extraction of natural resources in its territory, excluding RGs, LGs and CSOs from the process.

The only two parties that participate in the granting of rights to exploit natural resources are the State and the extractive enterprises. The population, indigenous communities and regional and local governments are not entitled unless they are specifically consulted. They are only informed about the possible effects that the extractive activity may have on the region once the concessions have already been granted. Moreover, LAs and RGs do not have a say over the assessment of who will be, directly or indirectly, affected by extractive activities; instead, it is consultancy firms hired to carry out Environmental Impact Evaluations which ultimately determine the direct and indirect impacts of the extractive activities on the population.

Unfortunately, CSOs found little opportunity to participate in the implementation of MDG7 despite their many efforts and programs carried out for this purpose during the administration of President Humala. The opportunities for open debate and dialogue with the CSOs have been reduced since 2011 (e.g. the New National Strategy against Climate Change was approved without any intention to engage with CSOs).

## How did CSOs and LAs participate in the implementation of the MDGs?

CSO and LA participation in the implementation of the MDGs took place within the framework of the social programs carried out by the NG. As said, these programs were not part of a cohesive national strategy that integrated all MDGs, but rather a reaction to perceived social demands.

Nevertheless, CSOs and LAs did participate in the implementation of the MDGs. For example, the *Concertation*

Tables for the Fight against Poverty (described previously) played an important role in the participatory achievement of MDG1 (eradication of extreme poverty and hunger), mainly implemented at the regional level.

CSOs and LAs connected with PDC (*Concerted Integrated Development Plan*)<sup>20</sup> priorities through participatory budgeting. Part of the annual investment of the municipality budget was geared towards the implementation of the MDGs.

Other programs and mechanisms that helped municipalities to participate in MDG implementation were: 1) Municipal Schools (MDG1), promoting constant learning from other schools in other municipalities; 2) the Defendant of Children and Teenagers in each municipality that protects the right of vulnerable groups in all spheres of civil and personal life; 3) the Program for Complementary Nutrition that gives food to the poorest who do not receive aid from any other source; and 4) the 'Glass of Milk' Program which offers food to vulnerable groups.

Regarding MDG7, in addition to the CARs (Regional Environmental Committees) and the CAMs (Local Environmental Committees), MINAM developed Local Environmental Policies and Plans<sup>21</sup> (abbreviated as GALS in Spanish).

Another important achievement was the universalization of SIS (Integrated Health Insurance)<sup>22</sup>, which advanced progress on MDGs 4 (reduce child mortality), 5 (improve maternal health) and 6 (combat HIV/Aids, malaria and other diseases). The participation and political incidence campaigns of CSOs such as the Health Foro<sup>23</sup> (annual national and decentralized conferences raising awareness and debating policy proposals) have been key in this process.

While there have been important examples of LAs and CSOs participating in the implementation of the MDGs, it is worth highlighting that the participation of **marginalized groups**

20 Integral long-term development planning instrument formulated in consultation and participation with different actors on a long-term basis.

21 There were 24 CARs and 382 CAMs in 2015 as reported by MINAM

22 Nevertheless, though it is supposed to be universal, there are many people in the country that have contracts as consultants and are not covered by it.

23 www.forosalud.org.pe

19 Los recursos naturales y su dominio en el contexto constitucional, Manual de Legislación Ambiental, [http://www.legislacionambiental.spda.org.pe/index.php?option=com\\_content&view=article&id=28&Itemid=3926](http://www.legislacionambiental.spda.org.pe/index.php?option=com_content&view=article&id=28&Itemid=3926)

has not been particularly encouraged in the implementation of the MDGs, especially MDG 7. In fact, despite the existence of the Organic Law of Regional Governments, the Law of Municipalities and the Law of the Right to Previous Consultation for Indigenous Peoples, their participation was overlooked, particularly when it comes to extractive activities.

Lastly, the increasing restrictions on demonstrations imposed by the Humala government have given rise to new channels of CSO participation, such as social networks (Facebook, Twitter, blogs). Several government entities and municipalities in Peru use webpages and blog posts to inform and communicate with citizens and gather votes for participatory budgeting processes. They have even developed 'apps' to facilitate citizen reporting about what is happening in their streets and localities. Overall, the use of social media for greater participation in political decision-making is evident. For instance, there were two mass manifestations in 2016 against Keiko Fujimori, the Fuerza Popular candidate. The first one in March gathered approximately 40 to 50 thousand people (in Lima and 14 other cities simultaneously), and the second, in May, around 80 to 90 thousand.

### Is there an overall assessment of the MDGs at the country level and what lessons can be learned from it?

According to interviews, the MDG assessment undertaken in Peru highlighted positive outcomes due to four main reasons: (i) the goals were not particularly challenging in the context of the Peruvian reality, (ii) existing international cooperation funds and support, (iii) the significant and continuous level of economic growth during the last two decades (mainly due to high international commodity prices that helped to provide the resources for the implementation of the goals), and (iv) greater allocation of the national budget for social programs. The participation of LAs and CSOs was also found to be important to accomplishing the goals, especially given the high diversity that characterizes Peru.

Nonetheless, the assessment also mentioned that the overall indicators do not fully reflect the real attainment of the goals, and called for a more critical and comprehensive examination of the progress made on the MDGs.

With respect to MDG1, there was a significant reduction in poverty in the country (a 53% reduction in national monetary poverty rates between 2004 and 2014), but it was not fully complemented with adequate rates of social development. For example, even though GDP per capita increased by 167.5% between 2004 and 2014, that hardly benefited a large part of the population and Peru remains one of the most unequal countries in the world. Rural areas still have a large number of poor families and individuals. The majority of social programs also disregarded urban poverty: the most forgotten and invisible poor are living in the periphery of large cities (like Metropolitan Lima) under extreme conditions, without access to water, electricity or sanitation.

MDG2 underscored existing gaps between rural and urban populations and indigenous communities. The data showed that the problem of primary school completion persists in rural areas and in indigenous communities. The Amazon region has particularly high rates of late primary school completion for girls and pregnant teenagers.

Regarding MDG 3, 4 and 5, there have been important achievements, such as the reduction in the mortality rate of women. While in the year 2000, 180 women died for every 100,000 births, by 2010 this had been reduced to 94. This is a result of the Ministry of Health's extensive work, giving extra attention to vulnerable groups and including an intercultural approach such as institutionalizing typical indigenous practices including Vertical Birth. Nonetheless, the evaluations showed that there is still a long way to go, as gender inequality remains deeply rooted in Peru.

With respect to MDG6, some groups still continue to be stigmatized and considerable improvements need to happen to combat AIDS, especially taking into consideration the high cost of treatment compared to neighboring countries.

In relation to MDG7, a separation between environmental and human rights programs and economic projects was observed. New targets and goals are needed to integrate the articulation of those three spheres. Another key issue is that economic concerns are still considered more important than any other criteria.

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## What did the EU do to promote CSO and LA participation in the implementation of the MDGs? Was it effective?

Two issues merit individual consideration with respect to the EU's role in MDG achievement in Peru: the contribution of development cooperation and the impact of trade agreements.

International cooperation (in its different forms and quantities) made a remarkable contribution to achieving the MDGs until 2008, especially in the poorest areas of the country. However, from that year onwards, international cooperation (including that offered by the EU) began to decrease, once Peru was declared an upper middle-income country (UMIC). Important sources of cooperation have thus left the country and the EC officially announced the withdrawal of bilateral aid from emerging economies, including eleven other Latin American countries.

A second and more serious factor is related to international trade agreements, such as the Free Trade Agreement between the EU and Colombia/Peru. During the agreement negotiation process, the EU highlighted well-known imbalances in labor standards and human and environmental rights and thus required Colombia and Peru to present a roadmap with key mechanisms to improve them<sup>24</sup>. Trade agreements have thus put external pressure on Peru to include broader development issues as a priority of the national agenda, and consider the levels of economic growth as an incentive to make progress on those development issues (as conditional to the agreements).

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## 4. Realizing present needs

### Policies, legal frameworks, programs and other mechanisms that promote the implementation of Agenda 2030

During the Toledo Presidency (2001-2006), a National Agreement<sup>25</sup> (2002) was created to bring together high-level representatives of national government, the private sector, political parties, unions, and religious and indigenous communities to agree on the most important national developmental policies. It initially integrated four main objectives: 1) Democracy and Rule of Law, 2) Equity and Social Justice, 3) Competitiveness and 4) the Efficient, Transparent and Decentralized State. These goals are associated with 34 policies approved since, distributed in four objectives as shown in Figure 1 page 15.

CEPLAN<sup>26</sup> was created in 2008 to lead strategic development planning in Peru. It had a mandate to coordinate and ensure the consistency of public policies as well as national, sectorial, Regional and Local (Provincial and District Municipalities) *Concerted Development Plans* (PDCs).

A few years afterwards, in 2011, CEPLAN developed the Strategic National Development Plan - Bicentennial Plan Peru to 2021 - which has yet to be formally approved. An update to this Plan was submitted in October 2015 of which only six of the main objectives have been approved. It still requires the validation of the new government. This document contains the "strategic thrusts" with the corresponding objectives, guidelines, priorities and programs that should guide the State's decisions and actions to achieve the development goals by 2021. Yet, the plan still needs to articulate its proposals in line with both the National Agreement and the SDGs.

Refinement of these policies and the new consensus needed will certainly happen once the new government is in office. As a contribution to this, CSO members of the National Agreement (NA) have proposed a minimum set of policies to be adopted by the new PPK government, which enjoy large social support (with CSO member support mentioned by all Political Parties during the elections).

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<sup>25</sup> <http://acuertonacional.pe/>

<sup>26</sup> National Strategic Planning Center, [www.ceplan.gob.pe](http://www.ceplan.gob.pe)

**Figure 1 State Policies of the National Agreement**

**State policies of National Agreement**

Democracy and Rule of Law	Equity and Social Justice	Country competitiveness	Efficient, Transparent and Decentralized State
Strengthening democracy and the rule of law	Poverty Reduction	Affirmation of the social market economy	Affirmation of an efficient and transparent state
Democratization of political life and strengthening of the party system	Promoting equal opportunities without discrimination	Search competitiveness productivity and formalization of economic activity	Cautious of the institutions of the Armed Forces and their service to democracy
Affirmation of national identity	Universal Access to Free Public Education and Quality and promotion of Culture and Sport	Sustainable development and environmental management	Ethics, transparency and eradicating corruption in all its forms
Institutionalization of dialogue and consultation	Universal Access to Health Services and Social Security	Development of science and technology	Eradication of production, trafficking and illegal drug use
Strategic planning and transparent procedures	Access to full employment decent and productive	Development in infrastructure and housing	Full observance of the Constitution and human rights and access to justice and judicial independence
Foreign policy for peace, democracy, development and integration	Promoting Food Security and Nutrition	Trade policies for expanding markets reciprocity	Access to information, freedom of expression and press freedom
Eradication of violence and strengthening of citizenship and public safety	Strengthening the Family Promotion and Protection of Children, Adolescents and Youth	Agriculture Policy and rural development	Elimination of terrorism and a affirmation of National Reconciliation
Political, economic and administrative decentralization			Fiscal sustainability and reduced debt burden
National Security Policy			Disaster Risk Management
			State policy on water resources
			Planning and land use management

Extracted from: <http://acuerdonacional.pe/politicas-de-estado-del-acuerdo-national>

In addition, there are other existing – and more specific - programs that promote sustainable development in the country:

SECTOR	PROGRAMS
Development	<ul style="list-style-type: none"> <li>▪ National CRECER Strategy, for the reduction of poverty and chronic malnutrition in children. Restitution Program Identity and Social Support (PRIAS) - RENIEC, to provide free identification documents to urban and rural low-income citizens.</li> </ul>
Health	<ul style="list-style-type: none"> <li>▪ Comprehensive (universal) Health Insurance (SIS) to provide health services and insurance to Peruvians who do not have it.</li> </ul>
Work	<ul style="list-style-type: none"> <li>▪ PROJOVEN: The Youth Job Training Program.</li> <li>▪ Construyendo Perú (ex-A Trabajar Urbano): which helps unemployed Peruvians.</li> <li>▪ Mi Empresa, for the formalization of micro and small businesses.</li> </ul>
Social Development	<ul style="list-style-type: none"> <li>▪ Integral Nutrition Program (PIN) - Ministry of Women and Social Development, to prevent malnutrition in children under the age of 12 and pregnant and lactating women.</li> <li>▪ Food Supplement Programs (PCA) transferred to municipalities, to provide a supplement to the population living in poverty or extreme poverty and vulnerable groups.</li> </ul>
Education	<ul style="list-style-type: none"> <li>▪ Quality Improvement in Secondary Education Program (MECEP) to improve secondary education with curriculum modernization.</li> <li>▪ Education Program in Rural Areas (PEAR) to reduce inequality gaps and deficits to access and quality in basic education in rural areas.</li> <li>▪ National Education Infrastructure Program (PRONIED) to expand, improve, replace, rehabilitate and/or build public educational infrastructure.</li> </ul>
Housing and Infrastructure	<ul style="list-style-type: none"> <li>▪ Water for All Program (PAPT), from the National Urban Sanitation Program, which generates and guarantees the supply of drinking water to urban and rural populations.</li> <li>▪ Integral Program for the Improvement of Districts and Towns (PMIBP) to finance basic infrastructure projects and urban settlements.</li> <li>▪ Fondo Mi Vivienda, Housing Fund (FMV), to promote access to adequate housing for low-income citizens.</li> <li>▪ Support Program Habitat Rural / Rural Housing National Program (it later changed its name to National Rural Housing Program -PNVR.) to improve the quality of life in poor and extremely poor rural population centers.</li> <li>▪ Generation of Urban Land Program, based on the My Plot Program, which promotes the development of affordable housing and urban rehabilitation.</li> <li>▪ Comprehensive Neighborhood Improvement Program (PMIB), based on the Integrate Our Cities Program, to improve the quality of life of the urban population living in marginal urban neighborhoods.</li> <li>▪ Neighborhood Improvement Program and Towns, part of the Territorial Management Program.</li> <li>▪ Tambos National Program, which works together with the Program of Support to Rural Habitat to build state buildings to serve populations in poverty and extreme poverty in rural areas.</li> </ul>
Communication	<ul style="list-style-type: none"> <li>▪ Telecommunications Investment Fund (FITEL), to promote universal access to telecommunication services.</li> <li>▪ Provias Decentralized (highways and roads), to promote infrastructure projects and rural transport.</li> </ul>
Energy	<ul style="list-style-type: none"> <li>▪ Rural Electrification Program (PER) to finance electrification projects that are not profitable for distribution companies.</li> </ul>
Environment	<ul style="list-style-type: none"> <li>▪ Sustainable management of Natural Resources and Biological Diversity for the recovery and sustainable management of natural resources of several indigenous communities.</li> <li>▪ Integral Management of Solid Waste to improve environmental quality for efficient and sustainable management of solid waste.</li> <li>▪ Reduction of Vulnerability and Response to Disaster Emergencies _PREVAED to reduce the vulnerability of populations and disaster areas.</li> <li>▪ Environmental Prevention and Recuperation to promote both prevention and environmental recovery of contaminated sites and areas degraded by illegal mining activities.</li> </ul>

## Do CSOs and LAs play an active role? How?

After evaluating the different participation mechanisms that exist in the country, one could say that both CSOs and LAs could play a much greater role in the implementation of development goals in general and of the SDGs in particular.

LAs have limited capacities, budgets and responsibilities. It is important to understand the overall state of territorial development in the country. The Peruvian model of territorial governance divides the country into 25 regional governments, 194 provincial municipalities and 1828 district municipalities. Additionally, the national government includes 118 institutions and 50 de-concentrated autonomous agencies. Peru has often been defined as a functional de-concentrated structure of government. It has proved quite difficult and ineffective to develop policies, programs and projects from the central government that answer the specific needs of each part of the country which is characterised by a rich variety of contexts.

There is still a long way to go to create an enabling environment for CSOs in Peru. The EU roadmap for engagement with civil society 2014-2017 has noted that "some CSOs [...] work in a difficult and sometimes hostile environment, such as in the field of defense and the promotion of human rights and, in particular, the defense of the rights of indigenous and peasant communities. The difficulties faced by these CSOs are manifested in various ways in the criminalization of protest and treatment that they are given by some media outlets. This situation keeps CSOs that work in these areas and in areas of conflict alert to respond to cases of repression".<sup>27</sup>

While the previous description does not reflect the situation of the whole CSO sector, there are clear grounds for improvement. That is also backed by new forms of participation, such as the extensive use of social media, which motivates citizens and encourages them to go into the streets and protest against social injustices and violations of human or environmental rights. These channels are not institutionalized, yet they are powerful, quite influential and help the creation of a critical

society, aware of its rights, with environmental values capable of achieving policy changes in accordance with the SDGs.

Unfortunately, the changing context of development cooperation in Peru and the trend to declining funds will not make things easier for CSOs. In that context, they will have to adapt to a new situation, in which diminished resources are likely to affect their technical and advocacy capacity.

## What are the challenges to the implementation/creation of these policies/legal frameworks/programs/mechanisms?

There are a number of obstacles preventing a more favorable policy and legal frameworks, programs and mechanisms to implement Agenda 2030. The following describe the most relevant ones:

- 1. Political uncertainty:** The immediate future of the country is still uncertain following the recent elections; the actions of the new PPK national government remain to be seen. However, it is a good sign that the new President mentioned SDG implementation during his national address on 28<sup>th</sup> July.
- 2. From proposals to action:** the electorate is slowly backing proposals that support sustainable development practices. However, it remains to be seen if campaign promises will be upheld in relation to crucial issues, such as extractive economic activities, water company non-privatization, gender equality, traditional fishing customs and legal indigenous land tenure rights, among others.
- 3. Lack of state capacity:** Despite creating a diverse range of laws, the state often does not have the means to ensure their enforcement. In cases when laws are, indeed enforced, public officials often lack the necessary training to execute them properly and efficiently.
- 4. Gender bias:** A pervasive culture remains that prevents gender equality and nonviolence from being realized in practice. This is even worse in the case of indigenous women who are often subject of violence and whose participation in the decisions of their communities is either marginalized or secondary.

<sup>27</sup> UE, Perú. Hojas de ruta de la UE para el compromiso con la sociedad civil en los países socios 2014-2017. Page 2

**5. Threatened labor rights:** The Peruvian State has not ratified the 189th ILO (International Labor Organization)<sup>28</sup> Convention yet. In addition, there were large protests against a law last year – the “Pulpin” Law – that threatened to make major cuts to the rights of young people entering the labor force. Unfair working practices remain, particularly in sectors where participatory mechanisms are vetoed, as is the case in the mining and hydrocarbon sectors, and there does not seem to be enough political will to reverse this trend.

### Do they work at three levels: political, policy and operational?

Pre-existing strategies and mechanisms (such as the AN, the GA, and the *Concertation* Tables for the Fight Against Poverty) already provide an important policy framework for the incoming administration to implement SDGs.

Moreover – as previously mentioned in this report – existing legislation and government mechanisms can encourage the participation of CSOs in both the operationalization and implementation of SDGs.

The incoming President has already included some references to the SDGs in his political party’s governmental plan, showing a certain level of political commitment to advance this agenda. However, his focus on involving the private sector in development strategies leaves questions about the participation of CSOs in the implementation of Agenda 2030.

With regards to LAs and subnational government entities, his plan aims to support local planning through the creation of a central Ministry to Support Regional Governments (RG). That, however, raises the question of how a central government entity such as a ministry can effectively advance the decentralization process and the delegation of functions and capacities to local governments.

As the MDGs have remained integrated in governmental structures and social programs (and thus will be continued in the following administration), the prioritization and operationalization of some SDGs is likely to take over the previous agenda. In that regard it is expected that the 2017 government budget will allocate funds prioritizing the priority areas inherited from the MDGs and linked to the SDGs, while the remaining may be pursued and financed at a later stage.

### Do they encourage the participation of marginalized groups?

In general terms, the participation of marginalized groups occurs mainly at the local, community level.

The most important CSO actors in Peru over the last 30 years have been the Community-based Organizations (CBOs) set up by residents (urban or rural) who organize themselves to carry out projects that directly benefit their neighborhood or territory.

Peasant and indigenous communities have developed their own initiatives, which aim to exercise the right to political participation at all levels. For example, the participation of citizens and indigenous communities in the National Environmental Management System is a result of an advocacy process between indigenous, peasant and human rights organizations concluded in November 2014, to prevent initiatives against their will.

<sup>28</sup> The Convention on Domestic Workers, formally the Convention concerning Decent Work for Domestic Workers is a convention setting labor standards for domestic workers. It is the 189th ILO convention and was adopted during the 100th session of the International Labor Organization. It entered into force on 5 September 2013. The main rights given to domestic workers as decent work are daily and weekly (at least 24 h) rest hours, entitlement to minimum wage and to choose the place where they live and spend their leave. Ratifying states must also take protective measures against violence and enforce a minimum age which is consistent with the minimum age at other types of employment. Workers furthermore have a right to a clear (preferably written) communication of employment conditions which must, in case of international recruitment, be communicated prior to immigration. They are furthermore not required to reside at the house where they work, or to stay at the house during their leave.

## Are there multi-stakeholder coalitions (at both national and international levels through cross-border and regional integration schemes) active in the support of the Agenda 2030?

There are many coalitions that join forces at different levels in order to achieve collective goals. The following are a few examples:

- 1. At the regional (Latin America) level:** there are several organizations (CSOs and LAs) working on the SDGs. These are, to mention a few: the Articulation Table of NGO Associations; CAN<sup>29</sup> (Climate Change Network) with a Latin America chapter (CAN-LA)<sup>30</sup>; Habitat International Coalition, HIC with its LA<sup>31</sup> chapter; the Puentes (Bridges) network of corporate social responsibility<sup>32</sup>; Consumers International<sup>33</sup> besides several others. With respect to LAs, UCLG<sup>34</sup> (Global Network of Cities, Local and Regional Governments) with a regional chapter; FLACMA<sup>35</sup> (Latin American Federation of Cities, Municipalities and Associations of Local Governments); and ICLEI<sup>36</sup> (International Council for Local Environmental Initiatives) with an office in Sao Paulo<sup>37</sup> that serves as a regional organization of Municipalities clearly committed to the SDGs.
- 2. At the national level:** there are different CSO/LA platforms that can be grouped in five categories: i) agrarian, peasant and indigenous platforms, ii) business associations, iii) worker associations (e.g. labor unions), iv) CSO networks (of NGOs, universities<sup>38</sup> and associations for the protection of consumers, among others), and v) CBOs made up of Federations, Defense Fronts and/

or coordinators (for local, regional or neighborhood demands for water, territory, natural resources and other services). Just to mention a few: the National Association of NGOs (ANC by its acronym in Spanish)<sup>39</sup>, the Cities for Life Foro<sup>40</sup>, the Health Foro<sup>41</sup>, the National Ecological Agriculture Producers (ANPE)<sup>42</sup>, the national private sector associations<sup>43</sup>, the national indigenous organizations<sup>44</sup>, the national peasant organizations<sup>45</sup>, the unions<sup>46</sup>, the national federation of organizations for people with disabilities<sup>47</sup>, but also other organizations such as the Afro-American organizations, the LGTB movement, environmental activists and different groups that promote collective actions related to SDGs (e.g. The Habitat III Platform).

Nationally, municipalities are also organized in Associations, networks and/or Mancomunidades, with AMPE<sup>48</sup> and the Mancomunidades being the only ones created by Law (although they depend nonetheless on their slim budgets to finance their operations). A very relevant example is the Municipal Association of Female Authorities (RENAMA)<sup>49</sup>.

29 <http://www.climatenetwork.org/> with a South American group

30 <http://www.can-la.org/>

31 <http://www.hic-al.org/>

32 <http://www.mapeo-rse.info/pagina/acerca-del-mapeo>

33 <http://es.consumersinternational.org/>

34 <https://www.uclg.org/>

35 <http://www.flacma.com/>

36 <http://www.iclei.org/>

37 <http://sams.iclei.org/>

38 An interesting example is the Environmental Inter-University Network (abbreviated as RAI in Spanish), created in 2012 to increase the environmental sustainability perspective inside and outside of universities with 68 member universities (public and private).

39 A national association of 56 NGO's ([www.anc.org.pe](http://www.anc.org.pe)) concerned with poverty reduction and social development, member of the Board of Directors of the Table for the Fight against Poverty. ANC used to promote the National Conference of Social Development (Conades) [http://www.mef.gob.pe/index.php?option=com\\_content&view=article&id=875&Itemid=1002](http://www.mef.gob.pe/index.php?option=com_content&view=article&id=875&Itemid=1002)

40 The Cities for Life Forum is comprised by 54 member institutions, among them Municipalities, Universities and NGOs from 20 of the most important cities of the country. It promotes democratic practices and unites efforts and local resources to design a new logic of sustainable development: one which begins at the local level and moves towards the national level and vice versa; integrating human, economic and environmental concerns; promoting a planning culture with a long-term perspective and practical short-term actions; channeling state and private sector funds on the basis of participatory budgeting and applying the principle of co-responsibility of public and private actors. [www.ciudad.org.pe](http://www.ciudad.org.pe)

41 [www.forosalud.org.pe](http://www.forosalud.org.pe)

42 [www.anpe.org.pe](http://www.anpe.org.pe)

43 Mainly also organized by sectors, CAPECO [www.capeco.org](http://www.capeco.org) for construction, SNI [www.sni.org.pe](http://www.sni.org.pe) for industries, SNMPE [www.snmpe.org.pe](http://www.snmpe.org.pe) for mines and hydrocarbons, SNP [www.snp.org.pe](http://www.snp.org.pe) for fisheries.

44 AIDSESP, [www.aidesep.org.pe](http://www.aidesep.org.pe), CONAP, [www.conap.org.pe](http://www.conap.org.pe) and COICA, [www.coica.org.pe](http://www.coica.org.pe) for example. For others (regional and locally concerned) see <http://bdpi.cultura.gob.pe/lista-de-organizaciones-bdpi>

45 CNA, [www.cna.org.pe](http://www.cna.org.pe), CCP <http://movimientos.org/cloc/ccp>, FENMUCARINAP, <http://www.fenmucarinap.org/> <http://www.fenmucarinap.org/>, ONAMIAP, <http://www.onamiap.org/>. For other regional and locally concerned, see <http://bdpi.cultura.gob.pe/lista-de-organizaciones-bdpi>

46 CGTP, <http://www.cgtp.org.pe/>, CUT <http://www.cutperu.org.pe/> and others (see <http://www.mintra.gob.pe/mostrarContenido.php?id=342&tip=909>)

47 See CONADIS, [www.conadis.gob.pe](http://www.conadis.gob.pe) for the registration of every regional and local organization.

48 Asociación de Municipalidades del Perú, <https://www.facebook.com/ampe.peru/timeline>

49 <http://www.renamaperu.net/>

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Most of them are active in promoting sustainable development, even though they don't explicitly address SDGs yet. Most have long-standing experience in contributing to the achievement of the MDGs.

## How are they organized? Is there an adequate dialogue with the policy level?

The level of dialogue varies considerably depending on the theme and, in fact, there are many examples where a certain degree of generalization is needed. In that sense, the dialogue on social issues (education, health, etc.) runs with some deficiencies but without major conflict. For example, the Social Programs are having a proper dialogue with CBOs.

Unfortunately that is not the case in relation to environmental (extractive activities), labor rights and urban (water and green areas) issues. These provide the most controversial and critical examples of inadequate dialogue between the government and CSOs. A number of cases have come to light in the past years (Conga, Tía María<sup>50</sup>, Lima Water Company Privatization, etc.) which reflect the divergences between government and CSO positions, particularly when the exploitation or use of natural resources is debated (i.e.: mining, hydrocarbons, coastal infrastructure megaprojects and water privatization).

Activism for environmental protection and labor defense is an emergent process in CSO participation which doesn't have a formal organization and isn't institutionalized yet. Despite that, it has demonstrated a quick and strong capacity to react and mobilize large numbers of people, leading to some judicial victories.

At the urban level, in Lima and other localities of Peru, strong divergences have arisen between the Local Government (Metropolitan Municipality of Lima, MML) and social and environmental groups in regards to infrastructure projects. Scarcity and deterioration of green, recreational areas and public spaces, both within the urban area and its

surroundings, can be seen in a number of cases in Lima<sup>51</sup>, Arequipa and some other cities, implemented mainly by municipal interventions without a prior consultation process. As reported by a number of neighborhood conflicts, the situation is worsening, leading to more frequent public protest and opposition from neighbors and local organized groups.

## Is there a territorial approach to favour the localisation of SDGs? Is it coordinated?

As explained, centralization, fragmentation, sectorialization and budgetary concentration are detrimental to a territorial approach to localize the SDGs. In recent years there has been more awareness about the need for a territorial approach in the country due to Peru's geographical, climate, ethnic, cultural and economic diversity. But achieving a territorial focus is still a difficult and conflictive task, since sector-based approaches - biased due to strong centralist impetuses - have historically tended to overpower more territorially integrated, decentralized or autonomous governance schemes.

With the previous Government, there were some isolated efforts from the NG such as in the field of education. In the educational sector an expression of the territorial approach is the Pedagogical Support Program. The new Matrix for Decentralized Management of the Education Sector was approved in 2015. As very little time has passed since its approval, not much has been done yet, and therefore there is still much to discuss for a real and effective territorial approach.

Regarding the SDGs related to the environment, it can be stated that there is a territorial approach. The MINAM makes efforts to strengthen the capacities related to territorial and spatial planning by the RGs. The implementation of the INDC (Intended Nationally Determined Contributions) has a territorial approach that respects the functions of the

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<sup>50</sup> This protest re-started with another strike in the Tambo River basin in May 2016.

<sup>51</sup> Some district municipalities in Lima, and MML itself, are not providing adequate protection to areas for leisure, recreation and citizen encounters. These spaces give a range of services, including increasing property values. Just to mention some cases in Magdalena, at Kennedy Park in Miraflores, Los Olivos and in Costa Verde (e.g. cutting trees, building parking places under urban parks) are tragic examples of how the lack of attention to green urban spaces and beaches is destroying the environmental quality in Lima. The vast majority of these cases are increasingly related to the need for space for cars.



actors involved and allows targeting of all of the sources of greenhouse gas emissions, as well as the vulnerable areas affected by climate change.

### Do CSOs and LAs participate in SDGs/PRSP planning and monitoring? How?

It is too early to answer this question since there is no specific agenda for the SDGs yet. However, there are a few areas where participation has been institutionalized. For example, the municipalities participate through local development planning, which includes the environmental dimension and the formulation, implementation and evaluation of the local environmental policy, plan and agenda. The Environmental Units of the municipalities, the Regional and Local Systems for Environmental management and the Environmental Commissions play an important role in decision-making for sustainable development. What is still missing is a synergic articulation that connects the SDGs and the *Concerted* Regional and Local Development Plans as documents of integral planning of the given territory that include sustainable economic, social, cultural and environmental development dimensions.

## 5. Strengthening the means to achieve the SDGs

### What mechanisms/coalitions/policies will enable the achievement of the SDGs?

Comprehensive multi-actor approaches/mechanisms/coalitions and policies do not yet exist. This need is particularly important in a country with Peru's biodiversity and so many different realities, climates, cultures and contrasts. This still needs to be established based on its long-standing participatory experience and tradition, as well as by taking advantage of the institutions and legal frameworks that already exist.

Some improvements are needed, particularly with respect to the integration of minorities, preventing conflicts and incorporating participatory mechanisms and tools at every governmental level.

The political will of the new NG is apparently guaranteed with the recent election of President Kuczynski. The governmental plan of Peruanos Por el Cambio (PPK) focuses on four main objectives (citizen security; economic revival; the fight against corruption; and social investment) that already include several SDGs as priorities. These include the reduction of income inequality, education, poverty reduction, income equality for women, health, housing and urban renewal, full water and sanitation coverage and the protection of river basins (for the sustainability of water resources). Nonetheless, the level of priority they will be given during the incoming administration is still unclear, particularly as the private sector plays a pivotal role in the PPK's strategic plans to achieve these goals.

### What exists that could be elaborated or improved to support the work in implementing the SDGs?

There are already a number of national plans and institutional initiatives that can encourage the implementation of Agenda 2030 in Peru:

1. **The existing Regional and Local Concerted Development Plans** can be evaluated to ensure that SDGs are integrated. Furthermore, the monitoring and evaluation process should be developed taking into consideration any updates. As described earlier, there are different mechanisms for citizen participation. However, some should be strengthened and new ones should be promoted.
2. The **National Agreement** and the **Concertation Table** for the fight against poverty using what has been implemented, such as the **Governability Agreement** and its correlation with the SDGs.
3. **The Strategic Planning System of CEPLAN together with the sectoral Plans of various Ministries.** For example, the National Environmental Plan is directly related to SDG implementation. Nevertheless, it is necessary to update it together with other instruments like the Bicentennial Plan, and to link them to the SDGs (and particularly with Climate Change).
4. **The plans, programs and projects developed in RGs and LAs** should be compared with the SDGs, even if in the majority of cases municipal budgets will not support full implementation. Monitoring, surveillance and evaluation mechanisms should be set up.
5. MINAM promotes the approval of **the National Strategy of Environmental Citizenship** whose objectives are to facilitate access to public information and previous consultations, to strengthen CSO participation in decision-making and to implement mechanisms which guarantee environmental justice for all. The spirit of this initiative is fully in tune with the SDGs, as it promotes peaceful and inclusive societies for sustainable development, strengthening environmental education and culture.

## What potential mechanisms/policies/coalitions are relevant in this context and could be developed?

Beyond the initiatives mentioned in the previous section, there are other relevant groupings and/or coalitions that merit further consideration:

1. The existing associations of municipalities (AMPE, mancomunidades) can play a relevant role in the implementation of the SDGs, particularly if they interact better with each other.
2. The federations, associations and networks of municipalities from different Latin American countries can establish a program of training, permanent meetings, exchanges of experiences, internships and field visits.
3. Local territories and cities can adopt a sustainable development strategy to manage the environment at multiple scales. This would address the observation of such issues consistently and systematically, creating a framework that gives rise to local initiatives based on best practices. A strategy focusing on the cities' environment could follow, without losing sight of the complex interrelationship with economic and social activities and involving both innovation and the technical capacity of urban planners and professionals.
4. Government officials at different levels could learn about, and internalize, the SDGs at the conceptual, technical and operational level. The process of establishing indicators for the SDGs in the Planning Strategy System and Bicentennial Plan (CEPLAN<sup>52</sup>) and sharing knowledge among all the government levels and actors involved (public policies, at the sectorial, national, regional and local level) is meant to happen with the new NG. The change in National public policies can include LA demands and connect them with the implementation of SDGs and their inclusion in the prioritization of projects (PIPs).

52 [http://www.ceplan.gob.pe/sites/default/files/Documentos/plan\\_bicentenario\\_19-10-2015.pdf](http://www.ceplan.gob.pe/sites/default/files/Documentos/plan_bicentenario_19-10-2015.pdf)

## What can the EU do to encourage the participation of CSOs and LAs in the implementation of the Post-2015 Agenda?

Even though there are different perspectives, many opinions concur that it is probably the right time to give support to decentralized government entities (Regional Governments and/or Province Municipalities) with strong civic society movements on the basis of concrete regional and local demands.

In this respect, there are a number of areas where EU support could encourage the implementation of Agenda 2030:

1. Focus on the local level, supporting the implementation of actions that integrate and involve several SDG targets per locality and/or city. For instance, poverty reduction still needs investment to maintain (and not lose) the progress achieved so far, particularly in relation to children, women and youth rights. At the same time, it is necessary to continue working to reduce overall inequalities, which remain a key national challenge.
2. Contribute to developing democratic, decentralized and transparent governance, strengthen the "concertative" participatory spaces (supported by the legislative and institutional framework at the local level), such as the *Concertation* tables for the fight against poverty, CCLs, CAMs (and their Technical Groups), PPs, COPALE<sup>53</sup>s and support the creation of **local observatories** to monitor and report on local SDG implementation, involving CSOs (not only NGOs).
3. Reactivate local citizenship and leadership, reinforcing the participation of youth and women-led leadership (SDG 5), apply a bottom-up approach to empower vulnerable and more marginalized communities from the local level and incorporate locally-led corporate socio-environmental responsible practices.
4. Share best practices with local leaders and showcase how to achieve the SDGs locally.
5. Organize and/or facilitate seminars to debate the progress of SDG implementation, ensuring the active participation of CSOs and LA leaders from different countries.

53 Education councils promoted at local level by the Education Ministry

## 6. Conclusions, Key Messages and Recommendations

It is very likely that, during the next months, the newly elected Government will present the priorities, steps and measures to implement Agenda 2030 in Peru in more concrete terms.

While there are plenty of agreed plans and institutional frameworks in place, achieving the SDGs will require a more holistic strategy, identifying the key weak policy areas and acting on them, resolving some of the more conflict-prone spheres and, particularly, creating an enabling environment for more participation in public policies. The following points summarize the key aspects of this report.

1. Two essential dynamics in the recent history of Peru condition the possibilities for SDG implementation. The first one is the culture of participation in public policies. In this regard, the Concertation processes involving multiple actors at different levels are crucial. The second is a far-from-completed process of decentralization in the country, with has proved ineffective to respond to the territorial demands of the country.
2. Having signed the SDGs, Peru is currently starting the debate about how to translate Agenda 2030 into public policies, including the compatibility of existing national plans and programs. With the new government in office, the next months will see how the priorities, strategy and implementation of Agenda 2030 are put in place.
3. Agenda 2030 is highly relevant for the country for a number of reasons. For example, Peru is considered one of the 10 most vulnerable countries to climate change in the world, it is exposed to geological hazards (earthquakes and volcanic eruptions) for which it is not fully prepared, inequality remains one of the biggest challenges, and the country remains territorially fragmented and sectorialized<sup>54</sup>.
4. While the country evaluation shows that Peru has been highly successful in achieving the MDGs, a more thorough assessment shows that achieving the overall indicators does not match the actual progress on the ground. Poverty, gender and environmental aspects

remain problematic and will need particular attention under Agenda 2030.

5. Both CSOs and LAs could play a much greater role in the implementation of development goals in general and of the SDGs in particular. LAs have limited capacities, budget and responsibilities and, despite improvements, there is still a long way to go to create an enabling environment for CSOs in Peru, particularly those that work in areas such as the promotion of human and indigenous rights.
6. The dialogue between the government and civil society varies considerably. There are areas, like social issues, where progress happens, despite difficulties. Others, however, remain highly sensitive, with very divergent views, like environmental (extractive activities), labor rights and urban (water and green area) issues.
7. Even though there are different perspectives, the interviews show that opinions coincide that one of the key aspects that could speed up the implementation and achievement of the SDGs is to give support to decentralized government entities (Regional Governments and/or Province Municipalities) with strong civic society movements on the basis of concrete regional and local demands and objectives.

### Recommendations

#### National Government

- Continue to deepen MDG processes and programs, improving and strengthening them for ODS achievement, as well as granting them high-level priority (ideally led by PCM<sup>55</sup>) internalizing the interconnection of all 17 goals without exception.
- Provide support, advice and funding to local governments for the creation of a SDG monitoring system, a Local Observatory System with ample participation, including CSOs, academia, the socially responsible private sector and others. Coordinate, align, integrate and monitor decentralized participatory and transparent instruments, tools and budget allocation, including monitoring and

<sup>54</sup> With rigid sector and/or ministerial divisions between institutions.

<sup>55</sup> Presidency of Ministries Council

annual evaluation with a permanent communication system.

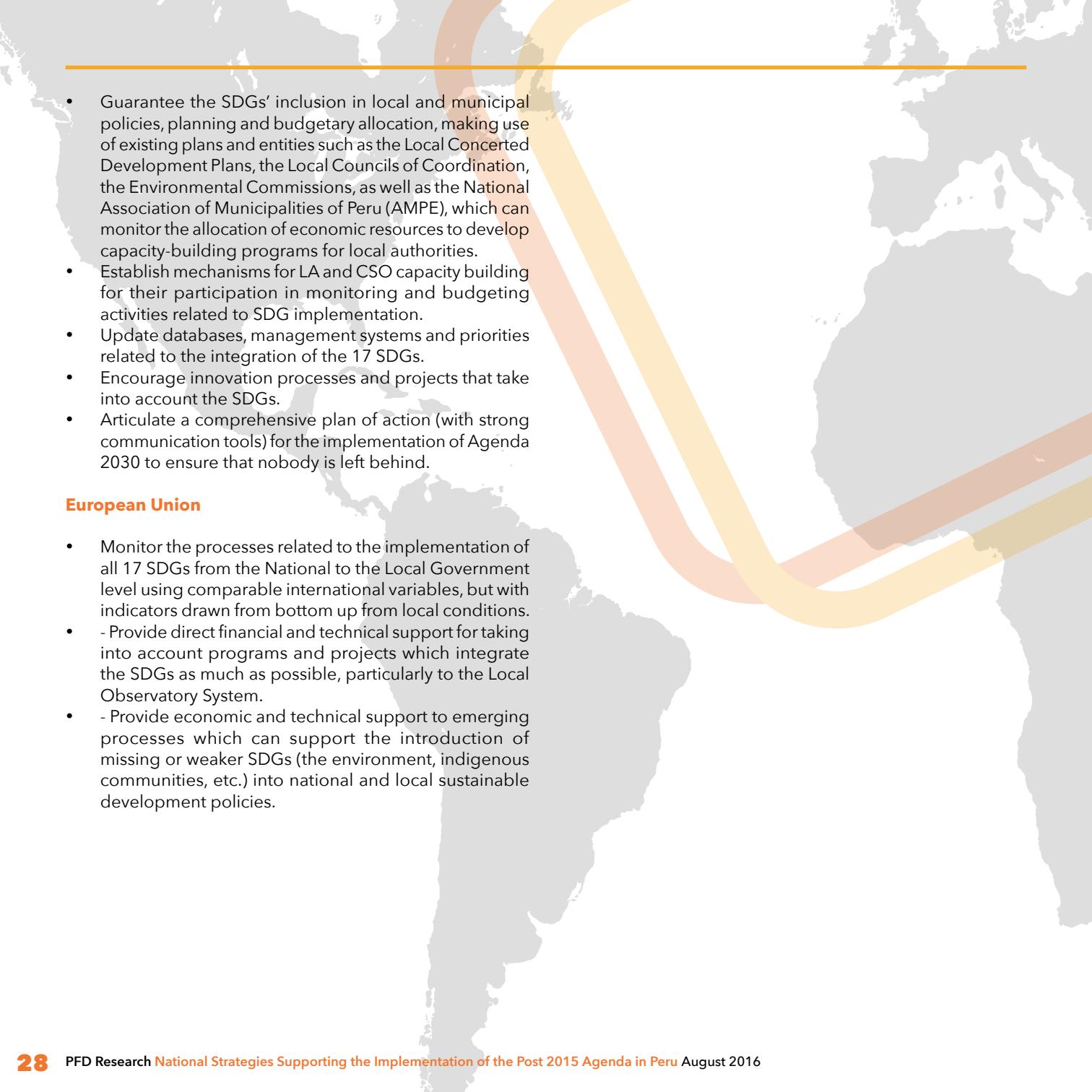
- Provide monetary support to Local Governments and Civil Society included in the national budget, develop indicators, baselines and provide advice and methodological manuals to key local actors.
- The PCM may lead this systemic process in collaboration with other governmental institutions and LAs, such as the National Agreement (NA), the National Strategic Planning Center (CEPLAN) as the planning organism of the country, the Ministry of Economy for proper budget allocation, the Concertation round tables for fighting poverty, the Ministry of Environment, Ministry of Education, the National Superintendence of Higher Education and University (SUNEDU) and the National Associations of Municipalities of Peru (AMPE).
- Encourage the linking of local governments with the various networks of civil society actors (academia, NGOs, experts, the socially responsible private sector, among others).
- Internalize and reinvigorate the SDG's related to climate change with a trans-sectoral approach, prioritizing adaptation and focusing on territorial planning at the local level.
- Gradually implement a holistic and integrated approach by each and all ministries (contributing to overcome a sectorial vision) where programs are coordinated accordingly to unify and interlink achievement of the 17 SDGs and reduce administrative obstacles for that purpose.
- Ensure that SDGs are part of the National Planning System (CEPLAN), granting a binding character to its integration in the various plans and particularly in the:
  - Bi-Centennial Plan (readjusted and realigned)
  - National Agreement (updated)
  - Governance Agreement (in the process of alignment)
  - Concerted Development Plans (PDC) articulated with Local Coordinating Councils (CCL), Environmental Commissions (CAM), Local Economic Councils and other local priorities.

## Civil Society Organizations

- Strengthen and broaden more comprehensive and inclusive CSO networks by applying new information technologies and social networks, promoting cross-sectoral discussions on issues related to SDGs locally on-site and virtually.
- There are plenty of autonomous CSO organizations as well as opportunities for consensus to be strengthened and articulated based on SDG achievement and the Local Observatory System. The CSOs' contribution could be to integrate and link the different SDGs according to local priorities in order to coordinate, agree, align, integrate and monitor decentralized SDG implementation. This system should be autonomous and, either way, receive government support and international cooperation with sufficient economic resources from the start.
- Constitute and participate in the SDG Local Observatory System in Peru and within the locality and city.
- Raise awareness about the importance of SDGs to develop capacities and to contribute to their adoption and to the commitment of all actors.

## Local Authorities

- Strengthen the capacities of civil society for their autonomous participation (both at national and local level) in concerted spaces for political decision-making at the local level.
- Strengthen the various existing local coalitions or networks such as: AMPE (National Association of Municipalities of Peru), ANAMA (National Association of Women Authorities) and the existing municipal commonwealths ("mancomunidades") and environmental networks.
- Promote the integration and coordination of the diverse and dispersed existing CSOs networks, associations and concerted spaces within common frameworks of collective action to overcome Peru's sectorial vision, building comprehensive multi-actor approaches/mechanisms/coalitions and policies based on Peru's long-standing participatory and concertative experience and tradition.

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- Guarantee the SDGs' inclusion in local and municipal policies, planning and budgetary allocation, making use of existing plans and entities such as the Local Concerted Development Plans, the Local Councils of Coordination, the Environmental Commissions, as well as the National Association of Municipalities of Peru (AMPE), which can monitor the allocation of economic resources to develop capacity-building programs for local authorities.
  - Establish mechanisms for LA and CSO capacity building for their participation in monitoring and budgeting activities related to SDG implementation.
  - Update databases, management systems and priorities related to the integration of the 17 SDGs.
  - Encourage innovation processes and projects that take into account the SDGs.
  - Articulate a comprehensive plan of action (with strong communication tools) for the implementation of Agenda 2030 to ensure that nobody is left behind.

### European Union

- Monitor the processes related to the implementation of all 17 SDGs from the National to the Local Government level using comparable international variables, but with indicators drawn from bottom up from local conditions.
- - Provide direct financial and technical support for taking into account programs and projects which integrate the SDGs as much as possible, particularly to the Local Observatory System.
- - Provide economic and technical support to emerging processes which can support the introduction of missing or weaker SDGs (the environment, indigenous communities, etc.) into national and local sustainable development policies.

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