



Cities for Life revisited: capacity-building for urban management in Peru

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1. Miranda, Liliana and Michaela Hordijk (1998), "Let us build cities for life: the national campaign of Local Agenda 21s in Peru", *Environment and Urbanization* Vol 10, No 2, pages 69–102.

2. The 79 affiliated institutions include 39 founding members:

- 11 municipalities: Arequipa, Cajamarca, Comas, Cusco, Ilo, Negritos, Municipalidad de Lima Metropolitana, Paita, San Marcos, Sechura and San Ramón;
- 23 NGOs and private organizations: Asodel, Atusparia, Aynimundo, Bartolomé de las Casas, Calandria, Centro Ideas, Cámara de Comercio y Producción de la Libertad, Ceder, Cepdel, Cidehu, Cooperación, Detec, Eciudad, Fovida, Ipemin, Inicam, Instituto

SUMMARY: *This paper describes the work undertaken by the Cities for Life Forum (CLF) in Peru and by many of its members (from local governments, NGOs, universities and the private sector) in supporting the development and implementation of Local Agenda 21s in cities in Peru over the last ten years. It also describes the many means employed to develop the possibilities for local stakeholders to work together in developing and implementing a shared vision of sustainable development.*

I. INTRODUCTION

THE CITIES FOR Life Forum (CLF) is a national inter-institutional network that actively engages Peruvians in the development of their own cities. Its formation and early development were described in a paper in *Environment and Urbanization* in 1998,⁽¹⁾ and this paper provides an update of what has happened since then. It seeks to show the many areas and themes where work was developed in the attempt to institutionalize within Peru strong, locally driven participatory Agenda 21s.

The CLF works in 29 cities (and it is assisting 15 of these in their development of Local Agenda 21s) and, by 2003, it had 79 affiliated institutions.⁽²⁾ It provides a combination of support for local action involving all local stakeholders and support for intercity and intersectoral learning. The CLF's experience is valuable for two main reasons. First, it has built the capacity of local actors – both individuals and institutions – involved in the initiative, whose improved skills have positively influenced urban management in Peru. Second, it has adapted urban management concepts, theories, practices, methodologies and tools to respond to the real problems and opportunities in the specific urban context of Peru.

The CLF strategy is based on:

- consensus-building, so the Forum, as an actor, can engage with issues and with those playing other roles;
- encouraging actors to develop their own identities, respecting their different perspectives and activities; and
- constructive competition that helps actors to make best use of their resources and capacities.

The CLF endeavours to involve all actors in its activities, proposals and communications because it is precisely the collective of actors that constitutes and drives the Forum and continually strengthens it.

Experience shows that any standardized proposal for national development that fails to consider local characteristics, resources, capacity and political will cannot work. Linking development at the local and national levels is perhaps the only way to achieve viable and lasting improvements in the well-being of the population, in particular for more vulnerable and excluded groups.

II. BACKGROUND

a. Environmental problems in Peruvian cities

THE DEVELOPMENT MODELS adopted in Latin America in recent decades have clearly failed, especially in terms of ensuring the basic rights and meeting the basic needs of the poor, who make up the majority of the population. In recent years, the poor have become poorer and the gap has widened between them and the small proportion of rich people who enjoy the full benefits of a market economy and globalization. This gap arises from the concentration of two types of power in the hands of the minority: economic power, in the form of capital, technology, natural resources and human resources; and symbolic power, by way of knowledge, information, political decisions and the ability to engage actively in citizenship.⁽³⁾

The majority of Peruvian cities have severe deficiencies in infrastructure, which has eroded the quality of life, in particular through overcrowding, air and water pollution, traffic congestion and noise pollution. Urban centres have also encroached on green and recreational areas, on agricultural land, and on natural areas such as wetlands. Industry and fishing generate very high levels of pollution that seriously endanger human life and ecosystems. Furthermore, current patterns of production and consumption are clearly unsustainable in the long term.

At present, two-thirds of Peru's population is urban, and this is expected to rise to 90 per cent in 20 years' time.⁽⁴⁾ The process of urbanization in Peru has been accompanied by a significant degradation in the urban environment and by increasing rates of urban poverty – most of Peru's poor now live in urban areas.⁽⁵⁾ The downward spiral of impoverishment and urban environmental degradation is greatly exacerbated by a highly centralized government and the systematic exclusion of the poor both from the design and approval of policies and from the benefits of development.

In Peru, poverty also extends to government institutions. Peru has more than 2,000 local governments, which receive less than 4 per cent of the national budget from central government. The housing and construction sector is allocated only 0.8 per cent and the former government (under President Fujimori) made no secret of the low priority it gave to its National Environmental Council.⁽⁶⁾

By 2010, it is estimated that Peru will have a population of approximately 30 million, concentrated in 21 cities of more than 100,000 inhabitants and located mainly in the coastal region.⁽⁷⁾ Poverty levels are likely to increase because the majority of cities will have low coverage and poor-quality urban infrastructure and services (water supply, provision for sanitation, drainage and solid waste collection, green areas). Without more effective local governance, they are also likely to experience increasing industrial pollution, serious problems with public transport, and high risks of natural and environmental disasters generated by the poorly regulated industrial, fishing, mining and construction sectors. Addressing such environmental

Áreas Verdes, Iresima, LABOR (Arequipa), LABOR (Pasco), Natura, Predess and Procampiñas; and

- 5 universities: Universidad Nacional del Santa, Universidad Nacional de San Agustín (Arequipa), Universidad Privada Antenor Orrego (Trujillo), Universidad Nacional de San Antonio de Abad (Cusco) and Pontificia Universidad Católica del Perú (Lima).
- The other 40 members are:
 - 21 municipalities: Ate Vitarte, Casma, Coishco, Chancay, Cerro de Pasco, Huancayo, Ilave, Huanchaco, Huaramey, Yanacancha, Nuevo Chimbote, Laredo, Piura, Puno, Santa, Simón Bolívar – Pasco, Sullana, Supe, Tarapoto, Trujillo and Villa el Salvador;
 - 17 NGOs and private organizations: Asap, B&C Consultores, Cenca, Ciclored, Cipca, Cecycap, Colegio de Arquitectos de la Libertad, Desco, Diaconía, Fundación Maria Elena Moyano, Indes, Idefe, Minka, Patronato de Trujillo Histórico, Oaca, Adecmaps and Comunidad Autogestionaria de Huaycán; and
 - 2 universities: Universidad Nacional de Ingeniería UNI (Lima) and Universidad Nacional Alcides Carrión (Cerro de Pasco).

3. Based on Bombarolo, Félix (2000), *Cuaderno de Trabajo PROMESHA*, Cochabamba, Bolivia.

4. United Nations (2002), *World Urbanization Prospects; the 2001 Revision*, Population Division, Department of Economic and Social Affairs, ST/ESA/SER.A/216, United Nations, New York, 321 pages.

5. Although the highest levels of deprivation are in rural areas, three-quarters of the people defined as poor live in urban areas.

The Peruvian government has developed this information on poverty based on the analysis of who has unsatisfied basic needs as well as who has incomes below the poverty line. Furthermore, the recession of recent years has increased urban poverty levels: in 1996, a new social category was created to represent those who cannot even afford the basic food basket.

6. National Environmental Council: Consejo Nacional del Ambiente (CONAM).

7. CONAM (2000), "Informe Nacional sobre el estado del ambiente", Lima, Peru.

8. Definitions based on those from Davidson, Forbes and Geoffrey Payne (2000), *Urban Projects Manual: A Guide to Preparing, Upgrading and New Development Projects Accessible to Low-income Groups* (second revised edition), Liverpool University Press, Liverpool, UK, 167 pages.

9. In this document, the term *concertación* is used to describe the process through which agreements are reached between different actors with different interests so that solutions can be negotiated and responsibilities assigned. It goes beyond consultation and is not the same as consensus. The term "concerted collaboration", also used in this paper, means the same thing.

10. McGranahan, Gordon and David Satterthwaite (2003), "Urban centres: an assessment of sustainability", *Annual Review of Environmental Resources* Vol 28, pages 243-274.

11. López Follegatti, Jose Luis (1999), "Ilo: a city in transformation", *Environment and Urbanization* Vol 11, No 2, pages 181-202; also Boon, Ronald G J, Nancy Alexaki and Herrera Becerra (2001), "The Ilo Clean Air Project: a local response to industrial

problems will require integrated and long-term strategies, anchored within proposals for sustainable development and applied competently on different scales in both urban and rural areas throughout Peru.

Peru is now emerging from a decade in which the vast majority of public decisions were taken by an authoritarian and corrupt centralized government. The wide gap that opened up between the government and the rest of society enabled corruption to pervade almost all areas of the public sector. Although this seriously undermined social and institutional structures, one positive outcome is that civil-society organizations that are not affiliated with political parties have taken on the important role of criticizing and monitoring the government and presenting it with alternative proposals. Civil society has acquired an increasingly prominent role, and one that is unprecedented in Peru's political history.

b. Good urban governance and environmental management

One of the strategic problems facing Peruvian cities is weak governance in terms of style, leadership and capacity to manage scarce economic and institutional resources. Good urban governance and management are essential to achieve effective planning that, in turn, furthers the development of "cities for life". Urban management is defined as the organization of the city for the implementation of government decisions (taken through acts of government).⁽⁸⁾ Such decisions, if taken through *concertación*⁽⁹⁾ and in collaboration with civil society on equal terms, will have the greatest potential for being sustainable.

Democratic governance and effective management should be participatory, *concerted* and transparent. Governance requires competent individual and institutional actors, because independent participation and collaboration and the capacity to mobilize resources form a solid basis for promoting real actions, based on a positive shared vision of the future that respects the needs of nature. Good governance and management are based on the principle that all actors should participate in relevant decisions in an independent and integrated manner. Good environmental management recognizes and respects nature's carrying capacity, minimizes the use of non-renewable resources and/or promotes alternatives, and makes rational use of renewable resources.⁽¹⁰⁾ It is therefore appropriate to consider nature as another actor to whom a voice should be given, allowing it to "participate" through the recognition of its expectations, interests, needs and limits. Incorporating nature as an actor is a different way of exercising governance and management that fosters a focus on sustainability. Neglecting the limits of nature could lead to an increased risk of an epidemic or natural disaster (earthquake, flood, drought), or just the exhaustion of the resources that are necessary for any development process.

For practical reasons, environmental management in Peru needs to take both short- and long-term perspectives in order to overcome government authorities' lack of legitimacy with the population and the discontinuity of policies, which result from frequent changes of government. It needs to build a positive shared vision of the future and *concertación*, based on a local institutional framework or integrated system of environmental management, anchored in sustainability, and geared towards organizing actions and promoting the mobilization of local people and resources for development.

In this way, local and/or urban Agenda 21s are genuine tools for sustain-

able development in their particular contexts. Drawn up through autonomous and accountable leadership, they can produce clear and workable action plans to address problems affecting the poorest groups, thus contributing to sustainable human development in Peru – as shown by the experience in the city of Ilo.⁽¹¹⁾ There is also the interesting experience in Chimbote, where a large and diverse coalition of groups, including NGOs, local universities and local government officials, have promoted and developed a Local Agenda 21 despite the lack of support from parts of the local government.⁽¹²⁾

III. THE OBJECTIVES AND EVOLUTION OF THE CITIES FOR LIFE FORUM (CLF)

a. The Forum's objectives

“THE TASK OF the Cities for Life Forum is to make contact with key actors and individuals in priority cities, and bring them together in a neutral setting to develop appropriate solutions to their environmental problems. The key actors are those who cause or bear urban environmental problems; the key individuals are those who lead the processes for causing or resolving them. Priority cities are those with evident environmental problems, and with aware and motivated citizens who have local resources at their disposal that they are willing to use to address these.”⁽¹³⁾

The CLF uses concepts from traditional urban planning, but with a critical perspective in order to overcome the gaps and weaknesses apparent in the urbanization processes in Peru over the last few decades. It emphasizes the use of tools that address the specific needs and dynamics of both conflict resolution and actual urban environmental problems. Its main strategy is building consensus and agreements, both between civil society and the state and within civil society.

In order to achieve its objectives, the CLF promotes and strengthens coordination and collaboration between:

- government actors (municipal level) and civil society (NGOs, community-based organizations, trade unions);
- municipalities (including the Association of Coastal Towns⁽¹⁴⁾ and the National Association of Mining Towns⁽¹⁵⁾);
- different geographical scales⁽¹⁶⁾ (local, city-wide, metropolitan region, provincial and national level);
- different institutions (such as universities, professional bodies, NGOs); and
- different disciplines and sectors (National Campaign for urban Agenda 21s).

To mobilize collaboration between these different actors and sectors, permanent fora need to be established where agreements can be made and put into practice based on coordination, associations and/or alliances within the framework of the Cities for Life Forum (Figure 1).

The Forum's experience with *concertación* for urban environmental management has shown it to be a productive and successful model that can be replicated in other situations. By pursuing sustainable human development through strategic inter-institutional and interdisciplinary alliances between universities, local government and civil-society organizations, it is also capable of mobilizing and securing funding from both national sources and international development agencies.

From the outset, the Forum sought to strengthen existing initiatives in a city before developing new ones. The introduction of Agenda 21 brought a

pollution control in Peru”, *Environment and Urbanization* Vol 13, No 2, pages 215–232.

12. Foronda F, Maria Elena, (1998), “Chimbote's Local Agenda 21: initiatives to support its development and implementation”, *Environment and Urbanization* Vol 10, No 2, pages 129–147.

13. Paper by Liliana Miranda and Micky Hordijk presented at the conference entitled Pathways to Sustainability, held in Australia in May 1997.

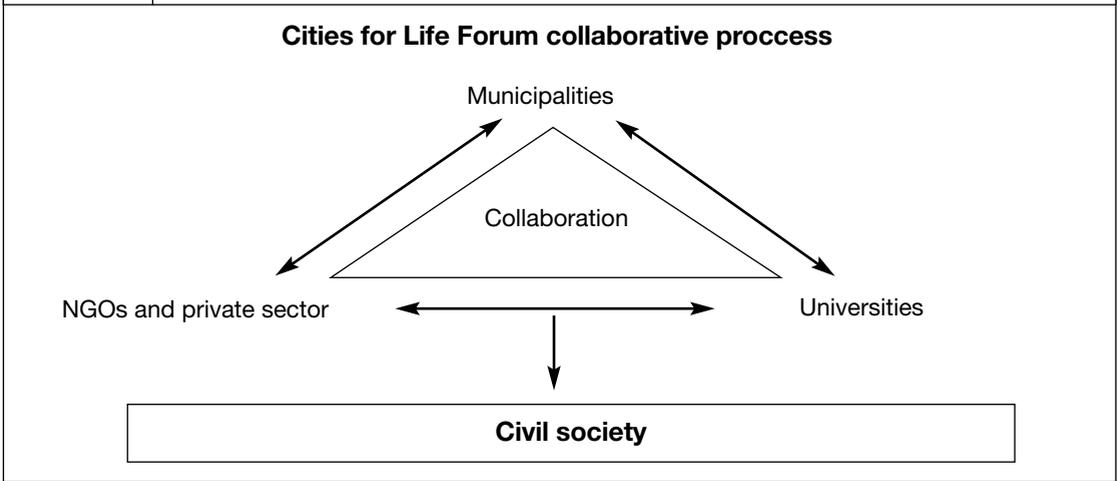
14. Association of Coastal Towns: Asociación de Municipalidades del Litoral Peruano (AMULPE), reactivated in 2000 through the activities of the CLF's group of coastal cities, and run as a cooperative initiative.

15. National Association of Mining Towns: Asociación Nacional de Municipalidades impactadas por la Minería (ANMIN), formed in July 2000 with the support of the CLF and various member NGOs and municipalities.

16. The CLF is organized by a national executive council that coordinates activities undertaken by four regional assemblies (Northern Peru, Central and Amazon regions, Southern Peru and Lima Metropolitan region) and seven thematic groups. In addition, each city involved with the CLF has fora for concerted collaboration on urban environmental issues.

17. Project entitled Capacity-building for the Urban Environment, undertaken by the Institute for Local Development (Instituto para el Desarrollo Local – IPADEL), Peru, Institute for Housing and Urban Development Studies (IHS), the Netherlands, and the Centre for Integrated

Figure 1: Structure of *concertación* (concerted collaboration) within the Cities for Life Forum (CLF)



Services for Urban Development (Centro de Servicios Integrados para el Desarrollo Urbano – PROA), Peru, from 1994 to 1996.

18. In this competition, five innovative experiences were documented, and awarded prizes: Pantanos de Villa Parks Service (Servicio de Parques – SERPAR), Lima and Lima Metropolitan Municipality (Municipalidad Metropolitana de Lima – MML); Urban Environmental Management in Ilo, Southern Peru (Association for Development, LABOR: Asociación para el Desarrollo – LABOR) and Ilo Provincial Municipality (Municipalidad Provincial de Ilo – MPI); Inter-institutional Consultation and Urban Environmental Management in San Marcos (Coordinadora Inter-institucional y Mejoramiento Ambiental – CINDESAM), Cajamarca Province; Microenterprises for Solid Waste Collection (Institute for the Promotion of Social Economic Development: Instituto de Promoción de la Economía Social – IPES), Lima; and Revolving Credit Funds for Water and Sanitation (the NGO Support for Life: Fomento de la Vida – FOVIDA), Lima.

new dimension to its work, as it was a powerful political and practical tool that enabled independent initiatives to be linked.

b. First phase: best practices in urban environmental management (1994–1996)

The Cities for Life Forum was formed from the partnerships generated by a project⁽¹⁷⁾ that set out to analyze, systematize, compare and disseminate best practices in urban environmental management in India, Peru and Bolivia. In Peru, the first step was to form a database of available specialists/practitioners and experiences, and a competition was held for the best urban environmental practices in Peru.⁽¹⁸⁾

A CLF workshop in Puno in 1994 was the first serious attempt to secure commitment from local authorities and other institutions to collaborate on urban Agenda 21s. This was followed by four round-table meetings and a second workshop in Ilo in 1995, at which an informal network of institutions was set up with the goal of analyzing the best practices identified in the competition noted above,⁽¹⁹⁾ carrying out capacity-building and training on themes relevant to urban environmental management, and developing proposals for policies and strategies.

Initially, the Forum mainly attracted the attention of urban management specialists and practitioners (especially NGO staff), but it was approached increasingly by local government staff and even by a few from central government. Since 1996, around 300 people from 26 different cities have regularly volunteered their time to meet, exchange ideas, discuss, collaborate and develop proposals for their cities, and more than 7,000 have participated in some way in CLF meetings, courses and seminars.

c. Second phase: initiating the National Campaign for Local Agenda 21s in Peruvian cities (1997–1999)

The first major CLF workshop, held in Lima in March 1996, was organized jointly by Peru and Bolivia, and aimed to share the results of the CLF initiative with as many interested institutions and individuals as possible. A

permanent network was created as a forum for documenting and sharing local experiences and lessons, working from the premise that the most important knowledge came from the people who created their own experiences in their own cities rather than from the CLF coordinators or international experts.⁽²⁰⁾

These initiatives formed the basis for the National Campaign for Urban Agenda 21s, whose first activity was the participatory compilation of the *Manual for Urban Agenda 21*. Training courses were also provided for environmental promoters in 18 provincial cities in Peru, many supported by these cities and their own resources. As a result of these courses, the Arequipa Manifesto was drawn up, calling upon citizens, government authorities, institutions and businesses to collaborate actively in setting up an Agenda 21 in their city. This, in turn, formed the basis for the National Campaign for Agenda 21s in cities, which was then consolidated and developed by the Cities for Life Forum in different cities.

In 1997, the powerful climatic phenomenon of El Niño struck Peru, predominantly affecting the cities on the northern coast but also towns in the Andean highlands. Supported by the United Nations Human Settlements Programme (UN-Habitat), the CLF responded by producing a *Manual for Community Preparation for Managing Natural Hazards* and, in February 1998, it held a series of training workshops in Chimbote for municipal authorities (civil defence, fire brigade) and local voluntary organizations (NGOs and local brigades). The manual has been evaluated and revised, with significant contributions from the Education Programme in Urban Management for Peru (PEGUP), and is being published in Spanish and English, again with the support of UN-Habitat.

d. Third phase: period of consolidation (1999–2001)

Since its creation, the CLF has stressed the urgent need to build the capacity of local institutions and individuals. The Education Programme in Urban Management for Peru (PEGUP) was created to fill this gap. It led to the creation of three Master’s programmes in urban environmental management offering postgraduate training to professionals in association with four universities that are members of the CLF: the National University of San Agustín⁽²¹⁾ in Arequipa, Antenor Orrego University⁽²²⁾ in Trujillo, and the National University of Engineering⁽²³⁾ and the Catholic University of Peru,⁽²⁴⁾ both in Lima. These programmes are in addition to the activities and events that the CLF continues to undertake for training community leaders, local authorities and business leaders at the national level, all of which are supported by the Institute for Housing and Urban Development Studies (IHS) and the International Institute for Geo-information Science and Earth Observation (ITC), both in the Netherlands.

PEGUP benefits from the capacity and expertise of its affiliated universities and international institutions as well as from the individual and collective experiences of the local CLF members, which enables the lessons of successful Peruvian experiences to benefit the poorest urban groups. The multi-level institutional structure has enabled the CLF to increase both the quantity and the range of its activities. At present, 15 Peruvian cities are initiating, developing and/or restarting their processes of *concertación*, planning and management of Local Agenda 21s, some with direct support from the CLF and most with significant input from NGOs.

In 2000, the CLF made links with more international institutions, which helped reinforce the CLF’s National Campaign for Agenda 21s. It entered

19. See reference 1.

20. For more details, see reference 1.

21. National University of San Agustín: Universidad Nacional de San Agustín (UNSA).

22. Antenor Orrego University: Universidad Privado Antenor Orrego (UPAO).

23. National University of Engineering: Universidad Nacional de Ingeniería (UNI).

24. Catholic University of Peru: Pontificia Universidad Católica del Perú (PUCP).

25. Network of Local Agenda 21s for Latin America and the Caribbean: Red de Agenda Local 21 para América Latina y el Caribe (REDAL 21).

into an agreement with the Carl Duisberg Gesellschaft (CDG, now Inwent) in Germany to train professionals in Integrated Coastal Zone Management (Coastman). It also teamed up with the International Council for Local Environmental Initiatives (ICLEI) and the German government's technical cooperation aid agency (GTZ) on their joint initiative, the Network of Local Agenda 21s for Latin America and the Caribbean (REDAL 21).⁽²⁵⁾ The role of the CLF is to promote Agenda 21s in ten Peruvian cities in association with the Coastal Consortium, a joint undertaking with three Peruvian NGOs – Natura, Cooperación and LABOR – CLF member organizations that have been very active in supporting the development of Local Agenda 21s (Map 1). This was financed by the international charity Bread for the World, which is also promoting Agenda 21s in five coastal cities. Since late 2001, the CLF has also acquired a new partner, the German Development Service (DED), which is supporting its capacity-building activities in Local Agenda 21s.

e. Fourth phase: formal institutional consolidation (2002 onwards)

The CLF has recently approved a set of internal regulations and a statute and is in the process of being legally registered as a non-profit association. By September 2003, it had received letters of authorization from the 44 institutions that have become the founding partners of the newly formalized network, and a further 4 agreements of cooperation with universities, 7 agreements of cooperation with municipal governments, 11 letters from NGOs and 1 letter from La Libertad School of Architecture⁽²⁶⁾ are being prepared; other declarations of association have also been received from a further 34 institutions in 28, mostly provincial, cities.

26. La Libertad School of Architecture: Colegio de Arquitectos de La Libertad.

At present, the CLF is organized into a national assembly and four regional assemblies (Northern Peru, Central and Amazon regions, Southern Peru and Lima Metropolitan region), each with its own coordinators who together make up the National Executive Council. The CLF also consists of three action programmes:

- Capacity-building and Local Agenda 21s for cities (REDAL 21 and DED). This includes thematic groups on integrated management and Local Agenda 21s for coastal zones and cities, participatory budgeting and sustainable tourism.
- Urban development and sustainable construction (supported by Ashoka, the Avina Foundation and UN-Habitat), which includes thematic groups on community preparation for natural hazards and sustainable urban development.
- Urban environmental quality (for which funds are being sought), which includes thematic programmes on air quality and transport and integrated management of water, sewerage and solid waste.

Since May 2003, the CLF's executive director has been an Ashoka fellow (Ashoka is a group that promotes and supports social entrepreneurs), and has also received support from the Avina Foundation. This has allowed the CLF to develop the project entitled Development of Sustainable Building Capacities in Peru, which encourages the building of sustainable houses and neighbourhoods in Lima and Chimbote through mobilizing resources and activities from social institutions. Within this project, the CLF is working currently to get a national law passed that forbids the use of any kind of asbestos in Peru, as well as conducting a campaign to protect Paracas Bay in south Lima where the Camisea fractionating gas plant is being constructed. These activities are included in the CLF programme of

Urban Development and Sustainable Construction

The CLF is a member of the Peruvian National Society for the Environment⁽²⁷⁾ and the Mining and Development Discussion Group.⁽²⁸⁾ In 2001, CLF representatives attended the Habitat+5 meeting in New York as part of Peru’s official delegation; they were represented on the Peruvian executive board at the Rio+10 conference (2001–2002); and CLF representatives also attended the World Summit on Sustainable Development in 2002 as part of Peru’s official delegation. At this conference, the CLF presented its work at several meetings and had a stand at the NGO exhibition. It established links with other environmental national civil-society networks in order to draw up proposals for policy and strategy on urban environmental management and governance from the perspective of civil society. The CLF also joined the advisory council of the Inter-American Development Bank as part of its collaboration with civil society in Peru, the National Climate Change Commission and the National Environmental Education network promoted by the education minister of Peru.

27. Peruvian National Society for the Environment: Sociedad Nacional del Ambiente.

28. Mining and Development Discussion Group: Grupo de Diálogo en Minería y Desarrollo.

IV. THE FORUM’S NATIONAL PROGRAMME FOR ACTION 2003–2007

THE FINAL VERSION of the National Action Programme 2003–2007 was approved in May 2003. Boxes 1 and 2 summarize the CLF’s objectives, programmes and priorities for national and city levels. A primary focus is to facilitate documentation and to offer training to key actors, but in ways that will allow institutions and individuals to build on their own experiences as well as discover and evaluate lessons from national and international initiatives. This enables them to draw up priorities, strategies and proposals for their city as a whole, including its poorest areas. By enhancing and making best use of their individual and collective capacities, actors can design their own ways of implementing these, but in a non-prescriptive way in order to respond to each specific case.

Box 1: National programme for action 2003–2007		
GENERAL OBJECTIVES OF THE PROGRAMME		
To contribute to overcoming the barriers to sustainability in cities, and improving environmental quality and the working capacity of public and private actors through the Agenda 21 process.		
SUB-PROGRAMMES		
Environmental quality	Developing working capacity	Urban development
<i>Objective:</i> To contribute to improving the quality of the air, water and soil through good practices for control, monitoring and recycling as well as managing solid wastes.	<i>Objective:</i> To strengthen the capacity for decision-making and management to promote and implement the Local Agenda 21 and participatory budgeting in the cities and their surroundings.	<i>Objective:</i> To develop capacities and synergies to reduce social vulnerabilities, conserve the ecosystems and encourage sustainable construction to achieve “cities for life”.
THEMATIC AREAS		
<ul style="list-style-type: none"> • Air quality • Water • Solid wastes 	<ul style="list-style-type: none"> • Local Agenda 21 campaign • Participatory budget 	<ul style="list-style-type: none"> • Sustainable construction • Management of risks and prevention of natural disasters

Box 2:	The Cities for Life agenda of priorities	
NATIONAL LEVEL	CITY LEVEL	
<ul style="list-style-type: none"> • Through advanced specialized training and education programmes (e.g. PEGUP – Education Programme in Urban Management for Peru), build capacity of individuals and institutions at the local level for urban management and sustainable development. • Develop two national campaigns: Agenda 21s in cities (underway since 1996); and participatory budgeting for local governments (introduced in September 2001). • Promote a conceptual framework and policies appropriate to urban environmental management and local and urban Agenda 21s, by presenting these to Congress and the National Environmental Council and by creating and/or strengthening specialized municipal environmental associations such as the Association of Peruvian Coastal Municipalities (reactivated), Area of Integrated National Management (created July 2001) and the Federation of Municipalities for Sustainable Development (underway).* • Encourage a favourable attitude to urban environmental management, improving institutional relations and the potential to complement other initiatives. <p>* Association of Peruvian Coastal Municipalities: Asociación de Municipios del Litoral Peruano (AMULPE); Area of Integrated National Management: Área Nacional de Manejo Integrado Nacional (ANMIN); Federation of Municipalities for Sustainable Development: Federación de Municipalidades para el Desarrollo Sostenible (ANMDES).</p>	<ul style="list-style-type: none"> • Promote the creation and implementation of urban Agenda 21s, particularly in provincial cities and those susceptible to natural hazards, and strengthen local actors' existing initiatives. Agenda 21s should focus on seven priority themes as indicated in Box 1. • Promote planned urbanization, increasing the coverage and quality of urban services, and controlling pollution. 	

The CLF's various strategies for different areas are set out below.

General strategies:

- promote and mobilize permanent fora for *concertación* to encourage consensus and strengthen alliances;
- endorse successful experiences in urban environmental management in Peruvian cities;
- direct its work at the national policy level, acknowledging the valuable contribution of civil-society organizations in creating their own role and setting their own agendas, reinforced through public statements, publications and national events;
- support the recognition of NGOs and civil society organizations by local governments, and their inclusion on the executive board of the National Environmental Council and in the regional environmental commissions in order to work towards an equal representation between state and civil society (and within civil society by working inclusively);
- establish strategic alliances at the national level, prioritizing alliances with other environmental organizations and developing leadership among women and young people;
- promote thinking and dialogue on urban environmental issues at the national, regional and local levels; and
- disseminate information using directories of specialists, initiatives, documents and studies, its own newsletters (printed and electronic), events and conferences, as well as through the mass media.

Strategies for strengthening institutions:

- increase the wider adoption of urban environmental policies and strategies that give priority to addressing critical urban environmental problems (which have both national and local impacts), and promote municipal legislation that enables local responses to these issues rather than a legal framework in which environmental policies are imposed

- from higher levels of government in a top-down manner;
- create projects that bridge citizenship, democracy and environmental issues, in order to build the capacity and strengthen the leadership of grassroots organizations, supported by environmental movements and local government environment authorities;
- develop the negotiation and leadership skills of the key actors in order to strengthen and promote agreements between the CLF, municipalities, NGOs, the private sector and universities, thereby encouraging and facilitating a link between universities' academic work and Agenda 21s in their own cities;
- establish a Peruvian Environmental Truth Commission to build actors' negotiating skills for dealing with environmental conflicts, so that development decisions are based on a system of information, monitoring, evaluation, observation and auditing, with the participation of the most affected groups; and
- support project initiatives to work at the national, regional and local levels, consolidated through regional projects, encouraging the inclusion of different members and partners and the integration of the CLF priority programmes.

Financial strategies:

- support the creation of a fund for awarding grants on a competitive basis for capacity-building for sustainable urban environmental development;
- promote participatory budgeting and incorporate it into current Agenda 21s;
- develop shared management projects between different cities and institutions, thus promoting cooperative agreements between municipal governments, universities, NGOs, the private sector and grassroots organizations;
- create a fund for developing environmental activities in cities in collaboration with the National Environmental Fund;⁽²⁹⁾
- mobilize resources (for the Master's programmes, paid professional staff and equipment, etc.) from international donor agencies, government (central, regional and local), the private sector, civil society, grants and other sources; and
- seek to establish alliances at both the national and international levels.

29. National Environmental Fund: Fondo Nacional del Ambiente (FONAM).

V. KEY ACHIEVEMENTS

THE MOST SIGNIFICANT achievement of the CLF is having contributed to the creation and/or implementation of Agenda 21s in 15 of Peru's 26 largest cities. This has been achieved by developing local institutional capacity and leadership and has resulted in cities being built not only of bricks and mortar but also by responsible citizens who are capable of leading their own development process, focused on sustainable development.

The knowledge and experience of CLF members, as well as the experience of developing the National Campaign for Cities' Agenda 21s, have contributed directly to the development of many new laws that have great importance for urban environmental management in Peru. These include the new law of municipalities, the new participatory budget law, the legislative framework for Peru's decentralization and the new law for the national system for environmental management, which gives more power to munic-

ipal and regional governments. For example, local governments now have a law that encourages the development of sustainable development plans through *concertación*, as well as presenting participatory budgets to obtain financing from central government. These laws are systematically changing Peruvian municipalities, with the support of civil-society organizations.

Other achievements include capacity-building for management through national and international workshops, training courses, Master's programmes, distance-learning, manuals (developed collaboratively), printed and electronic newsletters, dissemination of information from studies, and the CLF website (Box 3).

The CLF's value is demonstrated by:

- the continuous requests from institutions wishing to join and asking for advice and support from the Forum;
- the fact that both members and others pay their own travel costs to attend CLF events in different cities across Peru;
- the number of publications and CD-ROMS purchased;
- more than 3,500 hits on the website; and
- admissions to the Master's programmes promoted by the CLF, which charge fees at the standard rate for Peru, meaning the programme will continue independently after the Dutch support concludes.

The CLF has also achieved recognition at the national level as it co-organized the international conference on Participatory Budgeting and Local Governance with the Peruvian National Congress in February 2002.

The successful urban management experiences examined by the CLF indicate that its work is long term, calling for patience and perseverance. In years to come, the Forum must continue to make contact and work with those individuals and institutions that are active in all aspects of developing urban environmental management, and must continue to establish alliances that make a positive contribution to sustainable human development in Peru.

The indirect results of the CLF's work, through its support to existing local activities, include:

- the Agenda 21s currently underway in 15 Peruvian cities;
- the legislative proposals presented;
- the air pollution control scheme in Arequipa;
- the bylaws passed to implement environmental measures;
- the recommendations coming out of Master's students' dissertations that are being taken up by different institutions;
- various NGO projects based on the principles of the CLF;
- the syllabuses of undergraduate and postgraduate university programmes, whether or not affiliated to PEGUP; and
- various other activities that the CLF aims to analyze further in due course.

The PEGUP, REDAL 21 and Coastman initiatives have contributed to the following outcomes:⁽³⁰⁾

- professional development is being carried out through academic training (three doctorates, 122 Masters and 314 postgraduates – 260 PEGUP postgraduates and 54 REDAL postgraduates) and capacity-building within the public sector, civil society, academia and the private sector. This will enable actors to participate and play relevant roles in urban and environmental management and Agenda 21s;
- information and awareness-raising has reached approximately 4,000 civil-society representatives (e.g. NGOs and community-based organizations), professionals and community leaders who are involved in

30. This information, compiled by the author, is based on PEGUP reports prepared in collaboration with Florian Steinberg (Institute for Housing and Urban Development Studies (IHS), the Netherlands).

Box 3: Progress since 1996 in the Cities for Life Forum (CLF)

(PEGUP, REDAL 21, Peruvian Coastal Cities and Coastman)

- 260 students on eight postgraduate courses under PEGUP (Education Programme in Urban Management for Peru) at five Peruvian universities: National University of Engineering, Lima; National University of San Agustín, Arequipa; Antenor Orrego University, Trujillo; National University of Santa, Nuevo Chimbote; and Catholic University of Peru, Lima.
- 122 students on three Master's programmes in urban environmental management under PEGUP: Antenor Orrego University, Trujillo; National University of San Agustín, Arequipa; and National University of Engineering, Lima.
- 54 graduates from 12 inter-institutional teams (representing 11 cities) on a two-year distance-learning diploma course about Agenda 21 (under REDAL 21 – Network of Local Agenda 21s for Latin America and the Caribbean), in agreement with Flacso (Facultad Latinoamericana de Ciencias Sociales).
- CLF representatives participating in many events such as: Coastman (Integrated Coastal Zone Management Programme) in Bremen (Germany) and San Andrés (Colombia); and the conference on Latin American Cities for a Better Environment, in Porto Alegre (Brazil).
- Four CLF directors concluded a two-year training programme in coastal management (Coastman) with Inwent (formerly the CDG – Carl Duisberg Gesellschaft).
- Coordination of 75 events, 11 of which were international, in 17 cities. The events involved more than 70 institutions (municipal governments, universities, NGOs, CBOs, civil society organizations and the private sector) and were attended by approximately 4,000 participants.
- Agenda 21s have been implemented by local institutions in 15 cities: Arequipa, Ilo, Villa El Salvador, Lima, Chancay, Negritos, Trujillo, Nuevo Chimbote, Santa, Tarapoto, Puerto Supe, Cajamarca, Casma, Huarmey and Huancayo.
- PEGUP has provided technical assistance in Arequipa, Trujillo, Villa El Salvador and Ilo, and has supported 10 “action research” case studies:
 - Environmental Atlas of Lima (Lima Metropolitan Municipality and IMP [Metropolitan Institute of Planning])
 - Environmental Atlas of Arequipa (National University of San Agustín)
 - Environmental Management Plan for Arequipa (Arequipa Provincial Municipality and LABOR, Arequipa Office)
 - Integrated Study of Solid Waste in Arequipa (National University of San Agustín)
 - Land Tenure and Income Levels in Trujillo (Trujillo Provincial Municipality)
 - Agenda 21 for Nuevo Chimbote (Natura, MDNCH [Municipalidad Distrital de Nuevo Chimbote])
 - Environmental Management Plan VES (Villa el Salvador) (contribution to Agenda 21) (Ecociudad, MDVES [Villa el Salvador Municipality])
 - Urban Environmental Management for Mining Cities: Case Study of Cerro de Pasco (LABOR, Pasco Office).
 - Agenda 21 for Ilo: Institutional Aspects of Environmental Management (Ilo Provincial Municipality)
 - Report on the State of the Urban Environment in Peru (Ecociudad).
- Three PhDs are in progress, funded by scholarships from PEGUP, and seven grants were awarded to university lecturers to undertake MSc and short courses at the IHS (Institute for Housing and Urban Development Studies) and the ITC (Institute for Geo-information Science and Earth Observation) in the Netherlands.
- Eight PEGUP manuals, and others, are to be published under an agreement with the Catholic University of Peru Press:
 - Agenda 21 for Cities (compiled by the CLF, finalized with PEGUP and published by UIM [Unión Iberoamericana de Municipalidades] and IIED)
 - Strategic Urban Planning (PEGUP and IHS)
 - Manual for Municipal Environmental Workshops (PEGUP and CLF)
 - Geographical Information Systems (PEGUP)
 - Municipal Financing (PEGUP, USAID, CLF and Ecociudad)
 - Participatory Budgeting (USAID, CLF and Ecociudad)
 - Community Preparation for Natural Hazards (Habitat, Ecociudad, CLF and PEGUP)
 - Guidelines for Joint Leadership (PEGUP, Ecociudad and the Avina Foundation)
- The Cities for Life Forum website (www.ciudad.org.pe) was set up under an agreement with the Peruvian Scientific Network (RCP) and the IHS website (www.ihs.nl) also contains some pages with information on PEGUP and the CLF in Spanish.
- Three computing laboratories with Geographical Information Systems have been set up at the National University of Engineering, Antenor Orrego University and the National University of San Agustín, supported by PEGUP.

urban development, environmental management and poverty reduction; and

- five Peruvian universities have engaged in varying degrees of dialogue with civil society and other urban actors (private sector, municipal government, NGOs and community-based organizations).

Capacity-building has made an important contribution to the process of decentralization (or municipalization), particularly in terms of the wider mobilization of human and material resources for urban development at the local level. The process has helped to increase the effectiveness of community participation, especially that of women and the poorest urban groups, and has also strengthened the commitment of local governments, NGOs and community groups to urban development (illustrated by the creation of Agenda 21s in 15 cities).

Since its creation, all CLF members – both individuals and institutions – as well as the CLF in its role as an umbrella organization, have matured. Its members are increasing their capacity to manage tensions and balance the perspectives of the different actors within the process of collaboration and reaching consensus, leading to healthy competition and the ability to offer and accept criticism in a constructive way. They realize that a challenge lies ahead that can be met alongside new partners from government and the responsible business sector, and indeed all those interested in helping to build “cities for life” in Peru.

