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The post-2015 development agenda

Peru stakeholder perspectives on a water goal and its implementation

Global Water Partnership

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1 Introduction

Opening the consultation workshop. Dra. Nicole Bernex (PUCP), Ing. Jorge Montenegro (Chief of National Authority of Water), Lic. Francisco Dumler (General Secretary of National Authority of Water)

Peru is one of the 26 countries invited to be part of the worldwide external consultation (facilitated by GWP) to contribute to the post-2015 international development agenda for water and sustainable development. The national consultation meeting was held on Monday 31st of March. It focused on understanding the priority water issues and examining the relevance and applicability of the options and recommendations presented in the UN-Water paper on a dedicated goal for water. The objective was to mobilize the voice of very representative stakeholders in a broader national development consultation, to obtain their views with respect to post-2015 for water development and the sustainable development agenda. In addition to creating awareness, the participants examined the recommendations presented in the document of the UN-Water, the detailed illustrative targets and associated indicators, their applicability within a national perspective, the benefits they may provide and some suggestions.

The consultation process incorporated three stages: the first stage included the identification of stakeholders, communication and organization of the consultation; the second and main one is the consultation meeting held on 31st March; the third stage being the Country Consultation Report. Reference materials have been the UN-Water document "A Post-2015 Global Goal for Water: Synthesis of key findings and recommendations from UN-Water", as well as the results of the 14 regional workshops done by the National Water Authority (ANA), held with the purpose of elaborating the National Water Resources Plan (PNRH). The latter involved 407 institutional actors who are part of the Water Resources Management National System (SNGRH).

The consultation meeting was attended by 48 stakeholders from various institutions of the public sector (27), international cooperation (3), business (3), NGOs (10) and Academy (5). The focal group integrated 9 persons: Francisco Dumler (Secretary General of ANA) and Sonia Gonzales (Head of the Research Department of the Ministry of Environment) as facilitators; Gustavo Palacios (ANEPSSA[1]), Guido Bocchio (SNMPE[2]), Yuri pinto (ANA), Ricardo Rebisso (DICAPI[3]), Liliana Ricalde (NGO Centre Guaman Poma) as rapporteurs; and, Nicole Bernex and Sofia Castro (Pontifical Catholic University of Peru) as organizers.

Largely spread into the MDGs (2005-2015), the UN-Water purpose of defining a goal centered on water as part of the SDG (2015-2030) is very important for a country like Peru, which has the first place in terms of water availability (more than 70,000 m³/cap/year) in Latin America and is one of

[1] National Association of Water and Sanitation Utilities (ANEPSSA).
[2] National Society of Mining Petroleum and Energy (SNMPE).
[3] General Direction of Port Authorities and Coast (DICAPI). [4] ANA. Peru: national Plan of Hydric resources. Report 2013: 91.

the worst in the ranking for access to water (14/17). Nowadays, with more than 31 million of inhabitants and, despite of the economic progress, Peru has still 4´245, 925 inhabitants who don't have drinking water and 9´786, 833 inhabitants, lacking of sanitation services. Four out of ten children under five years of age do not have access to clean water and are from rural families. Only 54% of the rural population has access to domestic water (most of it is not potable) and 21% has sewage systems, but only 3% of the latter are in good condition. The use of sanitary latrines is relatively spread, mostly without proper use. In addition to its domestic use, water is used for primary and productive activities. The total water demand reaches about 49717,97 hm^3/year, of which 52% is used for consumptive purposes and the remaining amount is used for non-consumptive ones[4], the agricultural sector using 89% of all the consumptive demand and the energy sector 96% of the total non-consumptive one.

2 Comments on recommended SD Goal and Targets for water

2.1 Discussion of the recommended Goal and Targets in relation to local development aims.

The national water resources legislation recognizes the importance of ensuring water for all and the need of efficient and sustainable water use in a short, medium and long term. The global goal dedicated to water and the targets adopted by UN-Water in its twentieth session, on January 27th 2014, are consistent with the main goal of the National Water Resources Management Strategy and Policy:

> "*To achieve the integrated water resources management at a national level which allow to satisfy the present and future demands, as well as ensuring the conservation, quality and availability of water resources and its sustainable utilization*",

and with the National Plan for Water Resources' main goal (Law n°. 29338, art. 97 °):

> *"Balance and harmonize the supply and demand of water, protecting its quality and quantity, promoting their efficient use and contributing to the local, regional and national development."*

The National Environment Policy (2009) and the National Agenda for Environmental Action (2009), the 33rd State Policy (2012) are orientated in the same way.

The National Environmental Policy and the National Water Resources Strategy and Policy orient the National Water Resources Plan (PNRH), providing a common methodology for the development of watershed management plans. The PNRH has been formulated on the initiative of the National Water Authority (ANA), entity that supervises, conducts, and evaluates its development within the framework of the National Water Resources Management System (SNGRH).

In the consultation meeting, there was a general agreement on the new global goal and the targets, underlining the importance of sustainability, but at the same time emphasizing the imperative of reducing global poverty and improving human welfare.

2.2 Consideration of the approach for target setting (national or global level) and any country specific issues related to the targets and elements to the targets to enable countries to set its level of ambition according to local circumstances.

These consultation process recognizes obvious linkages between global and national levels, but also topics according to their own national reality, i.e. the impact of illegal activities (illegal gold mining, illegal crops of coca and cocaine production, Illegal logging) in ecosystems services and in welfare.

2.2.1 Safe drinking water, sanitation and hygiene

Recognizing water as a vital element for all people, the Peruvian government has set a goal of universal access to safe drinking water and sanitation. According to the Ministry of Housing Construction and Sanitation (MVCS), drinking water access for 2016 will reach 95.7% of urban population and 76.9% of rural.

Up to 2030, it is expected to achieve gradually the universalization of both services, increasing the number of people with access to these, improving existing service levels and progressively eliminating inequalities in the access to services all over the country.

The Drinking Water Supply Facility Operators play a key role in providing an adequate, continuous and sustainable service. This process has to be orientated and coordinated under the guidance of the MVCS; promoting the adequate funding to achieve the universalization.

The MVCS' Direction of Sanitation is developing a National Investments Plan with the purpose of quantifying the amount of investments that should be made in the coming years, so that to achieve universal coverage of water supply and sewerage services, and waste water treatment in urban and rural areas. All the indicators of access must reach 100% coverage, and new indicators need to be defined to reflect progress on water quality and treatment. It is necessary to complete the water resources inventory and define basic requirements of water treatment for human use, and the measurable biophysical indicators for monitoring the quality of water. Indicators have to register and qualify the state of the sewerage and drains, comparable with the environmental quality standards (EQS), allowing the development of sewerage plans and wastewater treatment plant management.

2.2.2 Water Resources Management

The uneven distribution of water resources, the rapid glacier retreat in the past 50 years, and the decrease of water supply, the continuous population growth and the increasing of water demand from all the sectors pose a huge challenge for the country. Responsible, efficient and sustainable water uses is necessary in national watersheds as well as in those shared with other countries, so that to ensure adequate supply. This entails moving from an inefficient sectorial management of water to a more integrated and holistic approach that takes into account the need for conserving ecosystems services.

In the third item, it is suggested to change the term of "water productivity" for water supply and efficiency, since seasonality affects water availability along the year for all sectors. In addition, it is

recommended to include quality indicators related to water demand, especially for domestic purpose due to the importance of water diseases[4]. In the case of Peru, it is also significant to consider indicators that have to do with the use of water in the industry sector, particularly the extractive industry sector.

Finally, on this target, stakeholders underlined the need to incorporate indicators on access to information and participation in decision-making according the principle 10 of the Rio Declaration on environment and development. It was also highlighted the importance of developing databases (sources of water, climate, floods/droughts, networks of monitoring, population, GDP, income, health, education, agriculture, industry, infrastructure, water and sanitation, water infrastructure, governance, etc.) with their respective categories, variables and indicators at national, regional and watershed levels.

2.2.3 Water governance

Considering the poor implementation of IWRM reflected in the divorce between urban and rural water accessibility, the lack of regulation and administrative registration of water use rights and the informal use of water, it is essential to develop effective water-related institutions with sustainable administrative systems that enable efficiency and equal benefits for society as a whole. Consequently, it requires the creation and implementation of water planning instruments, such as the "National Water Resources Plan" and the "National Environmental Agenda", including measurable indicators on water quality, water quantity and water opportunities.

In the governance of water issues, it is fundamental to emphasize citizen participation, access to decision making (Principle 10 of the Rio de Janeiro Declaration) and accountability, which allows avoiding conflicts, improving responsible and shared use of water resources and safeguarding the integrity of vital ecosystems.

Achieve and sustain water security provides a framework for action from a sustainability approach. In that sense, better information will help modeling best scenarios and estimating the amount of resources available, which allow better planning decisions. The inclusion of indicators of water use efficiency as well as the ratio of infrastructure investment/Gross National Income is also significant.

Amongst the suggested UN-Water indicators, it is recommended that the indicator of number of communities with risk strategies is a very complex one and should be adjusted for its application in the country. In the same way, the indicators 3 and 4 are very general and, i.e., the third one should be applied to operators only.

[4] Water-borne, water-based, water-related, water-washed and water-dispersed diseases. Study held by Dr. Cabezas, Chief of the National Health Institute. Lima. 2013.

2.2.4 Wastewater and water quality

Water security means not only reliable availability of an acceptable quantity of water but also an "acceptable quality of water for health, livelihoods and production, coupled with an acceptable level of water-related risks"[5]. That means making emphasis on wastewater management, protection and improvement of the water quality, water treatment and reuse. Participants specified several concrete targets and indicators needed for each thematic issue:

1. Reduction of no treated domestic, industrial and agricultural wastewater, by 50%;
2. Increasing the safe disposal of sewage by 20%;
3. Reduction of nutrients pollution by 50%.

Similarly, with respect to the industrial sector, it has been suggested to include more precise indicators related to the levels of lead, arsenic and other metals as well as processes for the application of appropriate quality standards and impacts of development of technologies.

2.2.5 Water-related disasters

In Peru, the water-related disasters have been increasing in the last 30 years. In the water resources strategy, prevention should be a key pillar, so it is important to incorporate an indicator of investment in prevention of disasters.

This is why it will be relevant to have an indicator that shows the amount of funds invested by the country in disaster's prevention and its relationship to gross domestic product (GDP). It is also important to quantify the direct economic losses due to disasters related to water as a percentage of GDP to enable measuring progress in the implementation of disaster risk management initiatives. Participants suggested that the target does not differentiate natural and anthropogenic disasters, since there is no clear distinction between them.

In relation to the quantification of the targets, and due to the lack of national reliable information, the working group could not establish figures and recommended developing a baseline study to orient the definition of indicators, according to legal framework. In the case of Peru, especially in the Pacific hydrographic area, the very high water stress related to water inefficiency and waste, makes more obvious the need for good financial management and governance, accompanied by stronger and more adaptable institutions, appropriate policies, and good governance structures that support the engagement of the different stakeholders in decision making processes.

3 Key implications and means of implementation identified for achieving the Goal and Targets over the period 2015-30

3.1 Safe drinking water, sanitation and hygiene

For the implementation of this target, a key element is the strengthening of an "enabling environment" to facilitate institutional reforms, capacity building of communities and individuals, taking into account the diverse realities existing in our country (biophysical, social and normative). This also involves the modernization of enterprises and institutions.

[5] GWP, TEC Background Paper 14: 16.

The development of capacities for management should be reinforced at all levels (local, regional and national). In addition, funding sources should increase.

In terms of hard infrastructure, giving priority to the renovation of the networks is essential for expanding coverage as well as developing the construction and operation of waste water plants with added value. However, to be effective and adapt to climate change, "water management will have to include a combination of 'hard' (infrastructural) and 'soft' (institutional) measures and go far beyond what is normally considered to be water business"[6].

3.2 Water Resource Management

The National Water Resources Management System (SNGRH) should be led by the National Water Authority (ANA) and strengthened through the integration of citizens in decision-making (especially the agricultural users of water), and the inclusion of some key ministries such as the Ministry of Economy and Finance, Ministry of Foreign Affairs and Ministry of Education. The adaptive capacity of individuals as well as institutions and authorities needs to be enhanced.

To count on good quality information is imperative to guide and improve decision-making processes. In this sense, it is important that the ANA benefits with increased resources for better knowledge management (creation, dissemination, and application) within the framework of National Water Resources Information System. Priority has to be given to information on supply and demand of water, its uses in areas of high consumption as agricultural, domestic, and energetic as well as identify the stakeholders related to that consumption for better control and regulation.

Big data analysis played a large role in development. Information has to be dynamic, reliable, free, accessible, available and massive (formats, web, print, radio, television, information-sensing mobile devices, remote sensing, software logs, cameras, etc.) and connected with relational database management systems, desktop statistics and visualization packages. There is a need for closing the gap between access to information and decision-making. In the same way, it is important to promote the establishment and consolidation of the National Institute of Water Sciences and Technology (INCTA).

Legal security as well as economic and political stability is required at a national level for creating an enabling environment for investments. It is therefore essential the implementation of the following instruments: National Water Resources Plan and National Water Resources Management System (supported by the public and private sectors). Considering the great deficit of water infrastructure (128 billion Nuevos Soles), better conditions for investment are required in order to attract public-private-partnerships (PPP) that contemplates sustainability as a core principle. Within a competitive perspective, it is needed more work to offer greater legal security and socio-economic and political stability to attract investors.

Funding is essential for the sustainability of water resources; nevertheless, today, it is still an issue to reinforce. There is a need for more research on how to use the mining license fees and how to improve its redistribution. The academic sector should be protagonist through efficient and relevant research development, with emphasis on public decentralized universities. A key issue consists in studying supply and water demand for the whole country, as well as collecting ancestral beliefs, practices and knowledge.

[6] GWP. Tec background Paper n° 14; 2009: 62.

3.3 Strengthening governance of water

The participants noted that better governance of water requires an improvement in the inter-agency coordination as well as the support and integration of new actors into the National Water Resources Management System, such as the Ministry of Economy and Finance, Foreign Affairs, among others. Also, it has to be improved the way of participation of users' organizations in the local watershed.

Good governance requires the strengthening of capacities of all the actors at local, regional and national levels in order to ensure continuity of technical and professional teams on the basis of meritocracy criteria. In respect to investment and financing, PPP investment mechanisms and other mechanisms should be promoted to ensure improved efficiency and transparency, and prevent the bureaucratic impediments to the granting of licenses and permits.

To obtain resources for water management, it is possible to expand and improve revenues collection from water users, taking into account the socio-economic reality in which they live. Also, it has to be established a system of incentives to promote private investment in infrastructure, especially PPP and other mechanisms that guarantee the investment in sanitation works and broadens the base of contributors in the financing of infrastructure projects. As some users do not pay economic compensation, self-sustaining works are not made. Finally, all that will facilitate the implementation of genuine participatory budgeting and participatory community development plans with local government planning. A key challenge is efficiency and transparency in the management of public budgets.

In terms of research, universities should strengthen themselves and reinforce links with public and private institutions to complete financing for water-related studies and also promote interfaces between research institutions. In the water sector, the most important government agencies responsible for collecting information: National Service of Meteorology and Hydrology (SENAMHI), Geological, Mining and Metallurgical Institute (INGEMMET), National Geographical Institute (IGN), Peru's Geophysical Institute (PGI) have to provide more processed and accessible information for decision-makers and population in general.

Research requires investment, and incorporation of PPP offers mechanisms to carry out studies. It is also necessary to promote the exchange of information, collect experiences from other countries and establish information networks.

For an effective monitoring of data, it is necessary to strengthen the National Water Resources System, allowing a better decision-making for all, through facilitating the structure of water resources information, by applying the law of transparency and access to public information.

Finally, it is important to incorporate into the educational curriculum (at all levels) courses related to "water culture", "integrated management of water resources", etc.

3.4 Water quality and wastewater management

A better water quality and a good wastewater management requires an improvement of the legal framework and the existing regulations for political decision-making, the application of economic and financial instruments and mechanisms, the improvement of statistical management and key indicators for monitoring and promoting technologies for wastewater treatment and reuse.

3.5 Resilience to water-related disasters

To achieve the target set in relation to disasters, on a regulatory side, the Disaster Prevention Law has to be implemented as well as the National Risk of Disasters Management Plan. In that way, a

coordinated and integrated work has to be done between the Civil Defense National Institute (INDECI) and National Centre of Estimation, Prevention and Risk Reduction of Disasters (CENEPRED)[7].

In relation to funding, investment schemes on mechanisms for the prevention of water-related disasters should be created. Within the municipal modernization program, it can be included and prioritized targets that promote investment in infrastructure of prevention, which after accomplishment, can be refunded as an incentive to increase the amount that each municipality has for this purpose.

In terms of infrastructure, it is necessary the establishment of points of monitoring (satellite network) to cover the whole country, since there are large sections of the Amazon basin and the Andes that do not have basic data to monitor climatic parameters. The monitoring system has to be public, transparent and accessible to all people, and help the collection of relevant information that contributes to decision-making. In addition, information has to be understandable by all citizens. Also, the creation of specialized institutions is required to study water science and technology, risk and vulnerability for the whole country, incorporating local practices concerning territorial management. Social networking of stakeholders committed to disasters risk management, including young people, women, authorities and others, will help in the generation of resilience capabilities.

4 Concluding comments specific to the country

During the meeting, the 5 groups emphasized the importance of generating knowledge, creating programs of applied research, including development of laboratories and field schools. They also insisted on strengthening dialogues, raising awareness and developing capacity building. All the participants considered water education as a strategy to develop a new water culture for better governance and management.

It has been recommended a general public access to information (including access to inventory, monitoring and investment information) to facilitate the dialogues between the different actors, in a multi-scale level, in favor of social peace and governance.

Stakeholders insist upon the importance of developing different monitoring processes: aquatic ecosystems, ocean acidification, groundwater and water quality monitoring, as well as monitoring and assessing glacier changes and their associated hydrologic and ecologic effects, and governance monitoring.

Discussions have highlighted the need to improve the legal framework (legal security, investment promotion systems, …), reinforce political commitment to action encouraging good practice and developing partnerships for sharing technology, information, research and knowledge.

There was a general agreement that efforts should be intensified, especially to mobilize additional financial resources. For that reason, it is important to develop PPP as a way of sustaining high standards of environmental protection, catalysing changes and allowing accountable choices on water services management. It is a priority to catalyse additional funding, through the development of new, flexible and innovative funding mechanisms.

[7] Institutions in charge of reactive management of disasters (INDECI) and prospective management (CENEPRED).

Everyone recognize the priority of a central goal for drinking water and sanitation for all, achieved within the context of a holistic approach to integrated watershed management.

Finally, different stakeholders point out the importance of continuing to hold this type of consultation dialogues to improve the post-2015 for water development and the sustainable development agenda.

Annex 1: List of Participants

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