

Sida Country Report 2003

Peru



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1. Summary

The macro economic indicators for 2003 have shown a good performance compared to other countries in the region although the social and political situation has been of great concern.

The confidence in President Toledo continuously went down during 2003. A survey from mid-December showed the lowest level of popularity ever, only 10%. At the same time there were difficult social and political disturbances in the country. Teacher strikes and demonstrations led to violent uprisings where Toledo introduced a state of emergency during 30 days.

The single most important happening within the Human Rights field during the year has been the presentation and launching of the final report of the Truth and Reconciliation Commission in the end of August. The report, which consists of 9 volumes, does not only give an account of different violations against human rights, its victims and supposed perpetrators, but also gives a thorough analysis of the reasons to the origin and rise of the violence and gives recommendations that go further than proposing courtproceedings or a plan of reparations for the victims. It suggests deepgoing institutional reforms, the creation of a sense of community spirit and a reconciliation between inhabitants of the coast and the highland and other issues which all together should contribute to the establishment of a functioning democracy and respect for human rights in the country. It could be used as a tool and framework in many aspects connected to the development co-operation.

In spite of an improvement of the human rights situation in Peru during the last couple of years there are still two prominent problems: torture and the situations in the prisons.

The democratisation process is staggering. Still no natural and unimpeded relationship has been obtained between Government, Parliament and the electorate. The confidence in between them is very weak and the communication channels as good as non-existing. An internal will of changing things is missing within the majority of the public sector as well as in great part of the civil society. Peru seems far from obtaining national reconciliation.

A new strategy for the Swedish development co-operation with South America including Peru is valid from 1st of January 2003.

The goal of the development co-operation with Peru is democratic development and reconciliation. In order to reach this goal the Swedish development co-operation is concentrated to the following thematic lines:

Democratic governance and human rights as well as humanitarian assistance and conflict management.

The Swedish support corresponds to the most important development trends in the country since its intention is support to the ongoing democratisation process. It also aims at strengthening human rights. Both democracy and human rights are issues on the political agenda even though they are not entirely incorporated neither in the conscience of the citizens nor in the public sector.

The most important issue of dialogue with the Peruvian authorities and partners has been the work and recommendations of the Truth and Reconciliation Commission. Unfortunately there is no strong dialogue partner on the government level when it concerns the anti-corruption theme so the dialogue has been pursued on project level only.

2. Strategic Country Development Trends

2.1 Poverty Reduction: Overall Trends and Perspectives

In Peru poverty as well as corruption is often inherited. Poverty in Peru can be divided into three types. The first two are of structural character, the endemic and chronic poverty on the countryside where there is no access to basic services or opportunities for personal development. The third one is cyclical, as a result of economic crisis, and comes into evidence in the bigger cities. The uneven income distribution (22:1) makes the poverty issue in Peru even more complicated.

During the latest decade a reduction of poverty was experienced from 57,4% (1994) to 50,7% (1997). The percentage does however increase again in 2000 to 54,1%. During 2001-2002 the number of poor stays more or less on the same level (54,3%-2002). Approximately 17% of the population lives in extreme poverty, that is with less than one US\$ per day.

Peru does not have a PRSP and during the Toledo regime no operative development or poverty reduction plans have been elaborated nor put into action. At the beginning of year 2003 the Council of Ministers approved the document "Bases para la estrategia de superación de la pobreza y oportunidades económicas para los pobres" wherein the concerned public entities are meant to reorganise the social programmes in accordance with the ongoing decentralisation process and adopting the policies on equity and social justice put forward in the "Acuerdo Nacional" as a reference. It remains to see whether this development will be enforced.

The Peruvian macro economic indicators for 2003 have shown a good performance compared to other economies in the region although the social and political situation has been of great concern.

The economy grew with 4.1% as a result of growth in all economic sectors, except for the fishing industry. A growth of 3.6-4.0% is expected during next year (2004).²

During the year, the fiscal deficit was reduced from 2.3% to 2.0% and the goal for 2002 was accomplished. The Peruvian government took advantage of the low level and issued state obligations in March and June for more than US\$ 1 billion.³

Encuesta Nacional de Hogares 2002-IV – INEI, Documento de trabajo ESPOEP (Estrategia de Superación de la Pobreza y Oportunidades Economicas para los pobres

² PriceWaterhouseCoopers – Highlights of Peru 2003/2004

³ ibid

The mining industry and that of the hydrocarbons sector showed particular high growth rates with an increase of about 7.0%. The export earnings increased mainly through higher prices of minerals and the renewal of ATPDEA (Andean Trade Promotion and Drug Eradication Act).⁴

Economic growth has however had a limited influence on unemployment and the poverty situation, since growth primarily has been generated in the mining sector, where not so many new employments are generated. The situation on the labour market is therefore still critical. In spite of the efforts of the Government in promoting labour opportunities, the unemployment rate has stayed at 9.4%. However, the Government has partly adjusted the minimum wage in the private sector to US\$ 132/month (S/.460) against earlier US\$ 117 (S/.410).⁵

During 2003 Peru entered the Mercosur and started negotiations with the US for a free trade agreement.

According to the Central Bank the commercial balance was positive during 2003 with over 500 million US\$, a considerable increase from last year (2002) when it was approximately 200 million US\$. The increase comes principally from the mining- and gas sector and corresponds to approximately 70% of the total export.

According to the national statistic bureau (INEI) the inflation was 2.5% during 2003. The Peruvian currency (soles) was revaluated with 1.2% during the year and therefore maintained its stability.

2.2 Political Development, Good Governance and Human Rights

The confidence in president Toledo continuously acquired lower levels during the year. A survey from mid-December showed the lowest level of popularity ever, only 10%. This within the frame of difficult social and political disturbances. Teacher strikes and demonstrations led to violence that Toledo chose to keep down introducing a state of emergency during 30 days. The disputes led to the death of one person, 50 injured and 4 disappearances in southern Peru.

The teachers' demand for higher salaries led to a great debate on the state budget and as a result of this the need for restructuring the state expenditures was discussed. The government also suggested a number of fiscal reforms.

During the year a number of changes took place in Government. The Prime Minister was changed twice, in August and in December, the last one being the fourth person in office during Toledo's 2 ½ year old Government rule. In December the Government was thoroughly restructured with a number of new ministers, amongst them an ex-military as Defence Minister, something that can be considered as a setback with respect to the need for changes in the civil-military relations. However, the new minister has assured that the reform work within his sector will continue.

During the second half of the year a series of political scandals performed by senior civil servants and partisans to the governing party, Peru Posíble, acting with doubtful moral character, led to media scandals which in turn distracted the focus from the country's real problems.

⁴ ibid

⁵ ibid

The single most important happening within the Human Right's area during the year was the presentation of the final report of the Truth and Reconciliation Commission. It was presented in the end of August after nearly two years of work. The report, which consists of 9 volumes, does not only give an account of different violations against human rights, its victims and supposed perpetrators, but does also give a thorough analysis of the reasons of the origin and rise of the violence.

It also gives recommendations that go further than proposing court proceedings or a plan of reparations for the victims. It suggests deep going institutional reforms, the creation of a sense of community spirit and reconciliation between inhabitants of the coast and highland and other issues which all together should contribute to the establishment of a functioning democracy and respect for human rights in the country. It could be used as a tool in many aspects, for example within the framework of combating poverty.

The rather cool reception of the report by different actors (political parties, the church, the military etc) is a bit preoccupying. The President has asked for forgiveness on behalf of the State (even if it was three months after the delivery of the report) and he has promised a "Peace and Development Plan" for the most conflict-affected regions. The actors that can really be considered to be involved on different levels and have had responsibilities for the development in the 80's and 90's (ex president Alan García, APRA, during the second half of the 80's, the governing party Acción Popular (AP) during the first half of the 80's have hardly made any declarations in this respect and there is little hope they will do so. Fujimori fled the country and has so far not emitted any opinion either. His main argument justifying what happened might still be that he got rid of terrorism. Apart from this, it is considered from many directions, mostly human rights organisations and ex-commissioners that the Peace and Development Plan should not be considered as a compensation for the affected population directly since it is a development plan that the government has the obligation to implement anyway and it is not directed to the affected persons individually but to a whole region.

In spite of an improvement of the human rights situation in Peru the last few years there are still two prominent problems which are torture and the human rights situation in the prisons.

The democratisation process is staggering. Still no natural and unimpeded relationship has been obtained between the Government, Parliament and the electorate.

There is little confidence and trust and the communication channels are weak. An internal will of changing things is missing within the majority of the public sector as well as within in great part of the civil society. Peru seems far from obtaining national reconciliation.

The frustration among the population when not discovering any real changes to the better (which all too often are expected to come solely from the state) is also great in view of that the fight against corruption in the aftermath of Fujimori and Montesinos is moving slowly. However, a positive sign is that several ex-militaries, ex-ministers and other public officials have been sentenced to imprisonment. Many more are still waiting to be sentenced despite the quite effective ad-hoc system set up within the legal sector to be able to handle the great number of corruption cases.

Public institutions and the political parties are still far too weak and absent in order to be a base for a strong democratic process. Ongoing reform programs within different sectors seldom get enough impact or remain as paper documents of what should be done. At the end of 2003 the first law on political parties was adopted in congress which should be considered a big step forward. It was conceived through participation of different actors in society and is now being implemented by a number of parties. Internal democracy and transparency are mayor issues. The process, mainly conducted by Transparencia and International IDEA received financial support from Sida.

There exists a big difference between the expectations and needs of the population and the culture and organisation prevailing in the state institutions. This gap is even getting wider since persons have very little knowledge of their rights and obligations.

Popular participation and engagement in the social development is therefore very important and a number of processes are set forth. Many times thanks to the initiative and collaboration with non-governmental organisations. The control of public expenditure, the participation in formulating objectives for and evaluating the different social programs strengthen the role of the citizens and the civil society which in turn leads to democratisation and a more effective implementation of different social actions. Several processes of this kind take place in Peru and are supported by Swedish NGO's and Sida.

The reformulation of the law on popular participation, adopted during the 90's, have been discussed during 2003 and in many places processes have started for enhanced participation on regional and local level. During a number of years there has been ongoing work with participatory broad based "round tables" (mesas de concertación) where different actors in society participate in the formulation of local development plans, etc. Also here Sida funded initiatives take place, mainly through Diakonia.

The decentralisation process advances at high speed. The largest obstacle encountered at present is the low capacity of the elected authorities in the regions and local districts. The National Decentralisation Council (CND) is elaborating a national capacity development plan. There is at present a weak co-ordination between different state actors (involved institutions) involved in the recently started decentralisation process of the Government's social programmes.

In January 2004 a number of 24 728 cases of Aids had been registered at the Ministry of Health. This is an accumulative figure since 1983 when registration started with one or two cases per year. Since 1997 the incidence rate is decreasing from more than 1 400 per year to 971 cases in 2003. The ratio men/women was 2.65 in 2003. In 96% of the cases the transmission is sexual. Peru, through the co-ordination mechanism in health issues, has applied for more funds from the Global Fund to combat Aids and Tuberculosis, from which they have received funding during 2003.⁶

⁶ Oficina General de Epidemiología – Ministerio de Salud (MINSA) – Boletin epidemiológico enero 2004

2.3 Development Co-operation and Partnership

The informal group of donors established in 1996 to debate and coordinate issues in the area of governance has now split up in different sub-groups dealing with specific issues such as Human Rights and Truth Commission, judicial reform, decentralisation, anti-corruption and elections. The different groups have also slowly incorporated multilateral actors such as the World Bank and IDB (especially in the issue of decentralisation). Sida takes active part in the above initiatives.

During the year a substantial effort has been made by the Italian presidency of the EU in collaboration with the EU Commission and some member countries to produce a matrix on the EU's commitments in Peru, as a follow up of an initiative during the Spanish presidency. This instrument is not only meant to facilitate the harmonisation of activities in the field of development co-operation between member countries but also further on constitute a base of discussion with other donors and the Peruvian counterparts. The co-ordination at EU level is otherwise weak and Sida has encouraged the Delegation in Lima to promote further co-ordination mechanisms, in particular within in the field of Truth and Reconciliation Commission and the recommendations put forward in the final report.

Sweden has also actively tried to get the UNDP to act as facilitator for the co-ordination of donors in the area of support to the implementation process of the recommendations of the Truth and Reconciliation Commission and other areas within for example anti-corruption/transparency.

There exists no promotion of donor co-ordination by the state agency for development co-operation, APCI, neither sector wise nor on a general development level.

3. Swedish Development Co-operation

3.1 Strategic assessment and considerations

A new strategy for the Swedish development co-operation with South America including Peru is valid from 1st of January 2003.

The objective of the development co-operation with Peru is democratic development and reconciliation. In order to reach this goal the Swedish development co-operation is concentrated to the following thematic lines within Sida's work; *Democratic governance and human rights* as well as *humanitarian assistance and conflict management*.

Within the first thematic line of action the intention is to work with:

- contributions that promote transparency and restrain corruption, contributions for institutional strengthening as well as contributions that work for popular participation and influence in political decision processes
- contributions within human rights that work for protection and respect of the rights for the most vulnerable populations groups (women, children, indigenous people, internal refugees, and handicapped persons)
- contributions that promote a functioning legal system and a modernisation of the different institutions' way of working, increased access to justice, reduced impunity, knowledge about human rights amongst the poor and discriminated groups in society.

Within the second line of thematic action the strategy advocates support to different forms of reconciliation on the basis of the recommendations put forward by the Peruvian Truth and Reconciliation Commission presented in 2003.

Sida also intends to reach a greater balance and focus in its support. Considering that strategic contributions already exists in the area of human rights, the field office in Lima, Peru works towards enhanced support in the field of anti-corruption, reconciliation and institutional strengthening.

The Swedish support corresponds to the most important development trends in the country since its intention is to support the ongoing democratisation process. It also aims at strengthening human rights. Both democracy and human rights are issues on the political agenda even though they are not entirely incorporated neither in the conscience of the citizens nor in the public sector.

The most important issue of dialogue with the Peruvian authorities and partners during 2003 has been the work and recommendations of the Truth and Reconciliation Commission. Unfortunately there is no strong dialogue partner on the Government level in the area of anti-corruption so the dialogue has been on project level.

3.2 Overall Country Programming Review

Comisión de la Verdad y Reconciliación/Truth and Reconciliation Commission
An additional contribution of SEK 1 million was approved (in addition to the former support of SEK 2 200 000). In August the Commission handed over the final report to the Peruvian Government. Actions for follow-up of the different recommendations have moved slowly ahead. There are different actors that could be supported and Sida will thoroughly continue to analyse and come to a conclusion of what could be a strategic support considering the limitation of funds available.

Fiscalía Especializada para desapariciones forzadas ejecuciones extrajudiciales y exhumaciones

This is a special authority within the National Prosecutor's Office that deals with human rights cases (both the ICHR's recommendations on Peruvian human rights violations as well as the excavation of mass graves).

The Peruvian State has officially undertaken to fulfil the recommendations brought forward by OAS/ICHR to the Peruvian Government with respect to different human right violations. A special office within the Prosecutor's authority was established in April 2002. It was deemed necessary to establish this office since the national authority considered itself not having enough competence. A special prosecutor was appointed. The main objectives of the project are to contribute to the clarification of human rights violations during the years of political violence, to contribute to justice and to combat impunity.

The project was initiated during this year but the start has been rather slow depending on the change of Special Prosecutor and other institutional obstacles. The Swedish support 2002–2004 is channeled through UNDP and will hopefully be complemented with additional contributions from other donors since the Prosecutor's Office has a leading role in the investigations of violations of human rights and excavations, issues whose importance were brought forward in detail by the Truth and Reconciliation Commission in their report.

Defensoría del Pueblo/Ombudsman

In January 2003 a new co-operation was initiated with Defensoría del Pueblo. The new project "Fortalecimiento Institucional de la Defensoria del Pueblo para promover la superación de las secuelas de la violencia política en el Perú". (Institutional support for their work to overcome the consequences of the political violence in Peru) lies within the the frame of the institution's five-year workplan "Programa Marco"

2002–2006". The project intends to, within the "Programa Marco", specifically address problems connected to the consequences of the political violence. The project is mainly based on the experiences and the method of work used within the "Programa de Poblaciones Afectadas por la Violencia Politica" (PPPAV) and the project "Secuelas de la Violencia Politica", both having received earlier support from Sida. A smaller component of the project is also intended to improve different internal administrative routines.

Diakonia

The work of Diakonia in Peru is divided into four areas: democracy and civic participation, human rights (concentrated to the recommendations of the Truth Commission), equality and economic justice. Continuos review meetings between Sida and Diakonia have been held in Lima with the purpose of follow-up and mutually reinforce each other's programs/projects and dialogue with Peruvian counterparts and key-actors.

During 2003 a new proposal for a program to Diakonia's projects in Peru (and the region) has been elaborated. The project preparation process in Sida for a possible support to Diakonia and to other Swedish NGO's with relevant programs in Peru was initiated in mid-October.

KTS-Contract Financed Technical Co-operation

Sida's efforts to introduce contract financed technical co-operation in the development co-operation to Peru started to take form during 2003.

Eight selected institutions participated in a project formulation course in March. An externally recruited consultant provided guidance and follow-up in order to achieve- according to Sida guidelines- acceptable project proposals. After this process there are currently 5 institutions left as possible partners of technical co-operation from private Swedish enterprises or public institutions.

INEI, the national statistic agency has signed an agreement with Swedish SCB for technical support of SEK 3 475 000 and the activities started in 2003. They aim at strengthening the institution's technical capacity in order to be able to respond to the requirements of an independent and competent authority. Support is specifically provided to strengthening the capacity within system design and managing of databases.

Two other institutions, i.e. CONAM (the National Environmental Council) and Contraloría General de la República (National Auditing Agency) have at the end of the year reached as far as having presented acceptable project documents to be reviewed by Sida.

The remaining two institutions, i.e. Defensoría del Pueblo and the Municipality of Cuzco are in an initial phase of formulating their needs.

International Training Programmes (ITP)

Peru was offered 28 different courses during the year from different programme organisers in Sweden. There were 38 Peruvian applicants to 15 of theses courses and finally 14 applicants were accepted, i.e. practically one per course.

New appraisals

Appraisals of new initiatives in the area of democratic governance were also included in the regional plan for 2003. Several appraisals have taken place.

Sida seeks to obtain a more balanced approach in the support to Peru and is trying to increase support to areas such as anti-corruption/transparency and institution building considering that the human right issue is sufficiently covered (in relation to the funding available to Peru) with the support given to the Ombudsman's office and through Swedish NGO's as well as parts of the support to the Prosecutor's Authority.

The issue of corruption is crucial within the Peruvian society considering the huge and deeply ramified corruption scandals during the Fujimori regime that also have been officially demonstrated (through a series of video films). In spite of having affronted corruption openly, the Toledo Government has not produced any central policy with respect to combating the phenomenon and it is difficult to find a strategically located actor on Government level that could be subject for financial support. However, there exists interesting initiatives within the civil society and during the year Proética, an umbrella organisation for four already established institutions, has sought support from Sida for work already initiated in three regions in Peru.

The project of Proética aims at increasing capacity in three regions (Lambayeque, Junín and Cajamarca) to fight corruption and work with transparency. This will be done by elaborating an anti-corruption plan in each region in close co-operation between the regional government and council as well as the civil society. The Sida supported project is supposed to begin in February 2004.

Follow-up of the previous year's regional/country plan

During 2003 Sida's regional plan for South America stipulated 6 new project preparations in Peru. The outcome was 3 completed project preparations and 3 initiated project preparations. The planning was considered adequate.

3.3 Office and Administrative Issues

The Sida office in Lima is located within the premises of the Swedish Consulate General. A National Program Officer is in charge of the office and all issues arising in connection with the Swedish Development Cooperation in Peru. This person is contracted by the Swedish Embassy in Santiago de Chile and works in close co-ordination with the Desk Officer at the Regional Department for Latin America and with relevant sector departments within Sida (mainly DESO/DESA and INEC/KTS).

Annex

Current Planning Overview 2003

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Annex 1 Plan Overview 2003PERUSEKTOR 2004-07-15

CURRENT PLANNING OVERVIEW, PERU, PER SECTOR

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Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.



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