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**Title of the paper**

*Lessons learned from the implementation of the participatory budgeting process in Apurimac, Peru*

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## Lessons learned from the implementation of the participatory budgeting process in Apurimac, Peru

### 1. Introduction

The implementation of the participatory budgeting in Peru began in 2002. It was developed in accordance with an amendment to the Political Constitution of Peru in the section referred to the decentralization process. According to this section, regional and local governments should prepare their budgets with the participation of the citizens, and account for its annual execution, at its own expense, in accordance with law (Article 199 of the Political Constitution of Peru).

This constitutional provision was subsequently complemented with regulations such as the Law on Decentralization Foundations and the Organic Law of Municipalities, the Participatory Budgeting Framework Law and its Decree. In spite of the normative development that was later complemented with a manual of the Ministry of Economy and Finance, the implementation of the participatory budgeting in Peru was not consistent. Different authors have explained some reasons, for example, one of the causes that discouraged the population from participating was due to the fact that the participatory budgeting agreements were not mandatory for authorities. It was also given to the fact that the technical approach was given priority during decision-making processes, the rigidity of the normative framework, among others. (Llona 2018, Remy 2005, SD-PRODES 2017).

This study case makes a systematic review of the implementation of the Multi-annual participatory budgeting process in the Municipality of Coyllurqui, located in the Region of Apurimac, executed by the “*Apurimac Buen Gobierno Municipal*”<sup>1</sup> project. This paper is the result of a process of analysis and reflection by which the most significant lessons of the implementation experience are taken and preserved for the purpose of disseminating the most relevant experiences. It involves understanding the different steps of a process and the tools used and its effectiveness towards learning from the lessons required for similar future experiences. In this regard, this document firstly introduces the context of the Region of Apurimac and its provinces in which the program “Apurimac – Good Municipal Government”

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<sup>1</sup> “Apurimac - Good Municipal Government” Project (ABGM, in Spanish).



was implemented, secondly, the program and its components and good practices are presented; thirdly, we refer to the participatory budgeting process followed by the methodology used and, finally, the lessons learned from the process are shared.

## **2. Apurimac, social and economic context**

Apurimac is the third poorest region of Peru, with poverty rates reaching 38.2% of its population in 2016, while the national average is 20.7% (InfoMidis 2017). In all provinces and in more than 90% of districts in Apurimac there are many cash transfers and activities conducted by national social programs (Juntos, Pensión 65 and Qali Warma). Upon deducting these sources of income, it is estimated that extreme poverty in Apurimac would be 49%, exceeding by more than 20% the national average (26%). In addition, only 45% of its population have access to the full package of basic services like water, sewerage, electricity and phone services (InfoMidis 2017).

Apurimac faces challenges in terms of poverty reduction and access to basic services. At the same time, the region has become relevant nationwide as mining operations in Las Bambas mine started in 2016, and the increase of its share in the GDP. The region's mining opportunities have attracted the attention of national and multinational companies, existing concession rights over an area equivalent to 47% of the region territory (Diaz 2018).

Its poorest provinces are Cotabambas and Grau, with a poverty rate of 71% and 78.3%, and extreme poverty of 47.8% y 42.2%, respectively. Furthermore, the highest regional rates of malnutrition in children are found in these provinces, with rates of 50.2% and 43.5%, respectively (InfoMidis, 2017). Both are rural provinces and their economy is based mostly in small-scale subsistence agriculture, using traditional agriculture practices. However, both provinces have great mining opportunities, existing concessions in 68.5% of the area of Cotabambas and 63.8% of the area of Grau (Cooperación, 2016).

In fact, the income of this region and both provinces resulting from mining tax-collection revenues increased, which meant a challenge for the municipalities in terms of implementing mechanisms to give priority to investment projects.



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Diaz (2018) mentions that in consideration of the opportunities and challenges of this region, the International Finance Corporation (IFC) decided to implement the project “Apurimac – Good Municipal Government” in 7 municipalities within the region, especially in those with the highest challenges in terms of economic and social indicators and with presence of mining operations.

This study gives documentary evidence of the implementation of the participatory budgeting process in one of these municipalities<sup>2</sup>. For this purpose, the program components of “Apurimac – Good Municipal Government” are presented, and then, the process carried on in one of the municipalities, Coyllurqui, which, in spite of having one of the lowest budgets and employees, achieved better policy outcomes.

Coyllurqui is a district with significant social inequality and with insufficient resources to face its biggest problems, such as the monetary poverty levels affecting 71% of its population. In the past, when the Municipality of Coyllurqui was preparing participatory budgeting processes, it hired external consultants, who developed a workshop for giving priority to projects without usually considering the participation of the municipality’s key officials, nor the proper training for the participants of the communities. As a result, the resulting participatory budgeting was a report that was mostly filed with the municipal records, without being widely considered for formulating the institutional budget (ABGM 2016).

According to a survey conducted on June 2015, only 2% of the district’s population considered that the municipality was providing solutions to the main problems of the community. In addition, the population mentioned that the district’s most needed investments were related to water and sanitation, education, health and transportation. Nonetheless, in that year, the municipality only invested 30% of the budget in said sectors.

The main difference cause between the interests of the population and the priorities of the local government was due to the lack of dialogue and participation of the population, such as the

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<sup>2</sup> For this purpose, we revised the biannual reports about the implementation of “Apurimac – Good Municipal Government” project, the diagnosis report about PP process in Coyllurqui conducted by the field team, the systematization of the project done by Diaz (2018), the reflections on the gender approach done by Diaz and Toledo (2017), the systematization of the PP process in Coyllurqui done by Romero (2018) and finally the summary notes of the workshops with field teams.



participatory budgeting. In this context, the “Apurimac – Good Municipal Government” project was implemented.

### **3. “Apurimac – Good Municipal Government” Project, objectives and components**

The project was implemented between October 2015 and December 2017 in 7 municipalities of Apurimac: Abancay, Aymaraes, Grau, Coyllurqui, Cotabambas, Chalhahuacho and Haqira. The purpose was to strengthen the investment management practices of municipal authorities and officials, as well as the abilities of local leaders to participate in processes of dialogue and prioritizing investments, in order to make the most of the opportunities that arise due to the presence of mining companies for local development.

The project provided a Good Governance framework that defined it as the way of managing the economic resources by local authorities to favor development, orienting their actions to respond the needs of the population, managing their resources responsibly and informing permanently about the resources available and how they are used (Diaz 2018, ABGM 2015b). In fact, the 3 components of the Good Municipal Governance are:

- a. Responsiveness to the needs of the community.
- b. Responsibility in resource management.
- c. Transparency and accountability in the use of resources.

In line with these three components, the project encouraged the implementation of Good Practices of investment management. These practices were developed by the IFC based on the experiences of previous projects of municipal investment improvement, with local governments, as well as the civil society leaders. The practices were implemented by following the logic of the budget schedule and the public investment cycle in municipalities. Thus, firstly, the Good Practices were implemented, which may affect all the project cycle and key aspects, such as the investment scheduling, and subsequently, the other Good Practices were implemented. The Good Practices implemented per project component were as follow (ABGM 2015).



### **A. Component 1: Responsiveness**

The Good Practices of this component seek to promote the development of mechanisms and process by municipalities to know the priorities and needs of the population in order to make investments. The Good Practices implemented under this component were the following: Multi-annual Strategic and Budgetary Scheduling of Multi-annual Participatory Budgeting.

#### **Multi-annual Strategic and Budgetary Scheduling of Public Investment (PEPMIP, in Spanish)**

The planning and scheduling actions of a municipality are essential in the investment management cycle, as they help to determine the priorities of municipal public investment depending on the local and national development objectives, look after basic needs, and extend the coverage of public services. This is primarily important for municipalities located in regions with extractive industries where, where due to social conflicts, it is common to make requests to the National Government that do not always meet the priorities nor the problems of the population.

The PEPMIP practice seeks to develop the capacities of local authorities and officials to plan their medium-term investment project portfolio, by giving priority to those projects that are in line with the basic needs of the population, and their local development objectives.

As a result, the officials prepared the PEPMIP for their municipality. The PEPMIP is a dynamic management instrument that helps scheduling the formulation, evaluation and execution of public investment projects within a three-year term. It must be updated at an annual basis at least, and meet the requirements of the Convened Local Development Plan, which, in turn, must be consistent with the other local, regional, sectorial and national plans. One of the important activities of this practice is to update the institutional Project Bank. This was especially important for municipalities because each area managed a list of priority investment projects, making it difficult to carry out the projects.



### **Multi-annual Participatory Budgeting**

This practice was aimed at strengthening the capacities of the key actors of the territory to participate in defining the objectives and priorities of investment. Additionally, it was intended to improve the capacity of dialogue and agreement between municipal authorities and officials with the population in order to assure that the objectives and quality of life improvements in the territory are achieved. For that purpose, technical capacities of the team of municipal officials were strengthened and local leaders understanding of the investment project cycle and the rules of the public budget.

### **B. Component 2: Responsibility in resource management**

The Good Practices of this component were oriented towards encouraging that municipalities manage investment resources in an efficient, effective and timely basis.

This component is comprised by three Good Practices: Investment Management Committee (CGI, in Spanish), Investment Operational Scheduling (POIP, in Spanish) and Maintenance Scheduling (PROMAN, in Spanish).

#### **Investment Management Committee (CGI)**

The purpose of this practice was to implement an internal municipal coordination committee that enables dialogue and coordination between the officials of the technical and administrative areas related to investment management, so that they may take informed and reliable decisions on the progress of priority projects.

It is important to point out that this was one of the most valuable practices from municipal officials. The greatest benefits from implementing this practice include: the connection between technical and administrative areas, the common definition of priorities and the monitoring and follow-up of projects, resulting in a more effective progress of investment projects.



### **Investment Operational Scheduling (POIP)**

The purpose of this practice was to encourage the capacity for executing investments based on the solution of bottlenecks and the connection of management tools of the different Government administrative systems. For this purpose, the technical and administrative processes of investment management and their activities were identified for working towards their optimization by reducing activities and times for execution.

A proper operational scheduling allows the municipality to achieve higher effectiveness in executing the investment resources, improving the time taken to execute the projects; executing the projects according to the priorities set forth in the multi-annual scheduling and development plans, and finally, following up each step, settling clear goals for the projects.

### **Maintenance Scheduling (PROMAN)**

The purpose of this practice is to make the inventory of the public infrastructure under municipal responsibility, as well as to give maintenance priority in order to guarantee life span and sustainability of the investments. Successfully managing the public infrastructure means improving the preventive and corrective maintenance for the purpose of preserving the public infrastructure at the highest operational quality and reducing the issues that affect users due to inoperability.

### **C. Component 3: Transparency and accountability**

This component focused on having a transparent municipality and accountability of the investment resources that it manages.

### **Participatory Budgeting Surveillance Committee (CVPP, in Spanish)**

The purpose of this practice was to strengthen the performance of local leaders elected to make up Surveillance Committees to supervise that the agreements adopted in the Participatory





Budgeting are fulfilled. Actions were taken to develop activities towards improving the organization, as well as knowledge and skills to conduct efficient surveillance actions on the use of municipal resources intended for investment, benefiting the use of mechanisms of dialogue and access to information.

### **Ask your mayor**

The purpose of this practice was to encourage the population to use their right as citizens to request information to their authorities regarding the progress of the investment portfolio. This practice encouraged municipal authorities to give response to questions posed by the population as a clear evidence of their intention to have a transparent administration, look after the population concerns, and account for the actions taken. In addition, this practice was aimed at promoting dialogue between leaders and municipal authorities.

### **Public audiences for accountability**

The purpose of this practice was to strengthen dialogue between municipal authorities and the population. On one hand, between majors and officials in order to account for their administration in a friendly way, and on the other hand, authorities listening to the population respectfully, seeking to share information in a simple and friendly way and establish an informed and permanent dialogue based on understanding. The agenda and calling to audiences, as well as formats to prepare accountability reports for the population were prepared with the municipalities, which were user-friendly and adapted to the cultural context.



### **Information Fair**

This fair was an interactive space that was organized to make part of public audiences. The fair was made up by one or more stands or tents where the officials who were acquainted with the services and actions conducted by the municipality provided information to the population and gave reply to their questions. Information panels with images were used to show the projects being executed, as well as the regular activities carried out by the municipality for the benefit of the population.

### **Transparency portal and board**

This portal or page was an online tool that provided information of the municipality to the population, about municipal functions and competences, plans, projects, hiring processes, services provided, activities or any other information relevant to the population. The transparency board was similar to the portal, but it was placed in a high-visible area of the municipality so that the population may access to information easily. In addition, it was encouraged that the board should be interesting, user-friendly, easy-to-read, with a simple language level, and with updated and useful information for the population.

### **Dialogues for the Good Municipal Governance**

It was a space for communication and meeting between mayors and local leaders in which they shared points of view and requested information on different topics of the local agenda. The Dialogue for the Good Governance was an opportunity for mayors to:

- Listen, identify and classify directly the feeling and interests of local leaders regarding the key topic in question.
- Identify key actions to be considered for improving municipal administration.
- Clarify doubts and challenge wrongful myths that may exist with regard to the municipal practice.

The project developed these activities during two years following the logic for budget scheduling. As it was mentioned earlier, the participatory budgeting was one of the practices

promoted by the project. The following section presents in detail, phases and activities comprised in this practice.

#### **4. Multi-annual participatory budgeting, phases and activities**

The process of Multi-annual Participatory Budgeting started in the Municipality of Coyllurqui on October 2015 with the elaboration of a stakeholder mapping to identify the organizations existing in the municipality for calling them to the process, in order to improve the call for participating agents. This call focused on identifying organizations of women and youth. In fact, several organizations of women were identified, mostly of them were related to the “*vaso de leche*”<sup>3</sup> committee of the corresponding districts.

After identifying the actors, the attitudes and resources of these actors towards the Participatory Budgeting (PB) were analyzed, in order to consider it when designing the communication actions and strategies to increase their participation.

Additionally, a diagnosis of the participatory budgeting of previous years was reached with the participation of municipal officials for identifying improvement opportunities in the phases of the Participatory Budgeting process (See Table 1 – Diagnosis Matrix).

**Table 1: Balance Matrix of Previous Year Participatory Budgeting Process**

<b>Phase</b>	<b>Steps</b>	<b>Problems</b>	<b>Right decisions</b>	<b>Improvement proposals</b>
1. Preparation	1. Training the municipal team			
	2. Planning and formalizing the Participatory Budgeting process			
	3. Calling and registering the participating agents			
	4. Training the participating agents			
2. Execution	5. Diagnosing and prioritizing local issues			
	6. Multi-annual scheduling and formalizing agreements			

<sup>3</sup> Social program that provides rations of food to the poor.

Phase	Steps	Problems	Right decisions	Improvement proposals
	7. Electing the Surveillance Committee			
	8. Disseminating the agreements of the Participatory Budgeting process			
3. Monitoring and follow-up	9. Training the members of the Surveillance Committee			
	10. Organizing the population surveillance			
	11. Population surveillance of public investment			
	12. Municipal accountability of the public investment			

Source: ABGM (2015). Methodological designs for the PB workshops.

The main problems of the previous year participatory budgeting process observed in the diagnosis workshop may be divided in two: the first ones refer to the process organization and the others refer to the weaknesses of the process and its objective.

With regard to the process organization, the following was highlighted: it took too much time to start with the enquiry process, when it should have started at the beginning of the year; no training was given to the participating leaders in the prioritization workshops; no communication channel existed between the authorities and population informing about the agreements of the participatory budgeting for said year; the call for meetings was not conducted in a timely basis; no joint efforts were made with other activities, so that the local leaders residing far away might participate in different activities within a same period of time; low participation of women; no mechanisms existed for registering local leaders living far away; and the Participatory Budgeting application was out of date.

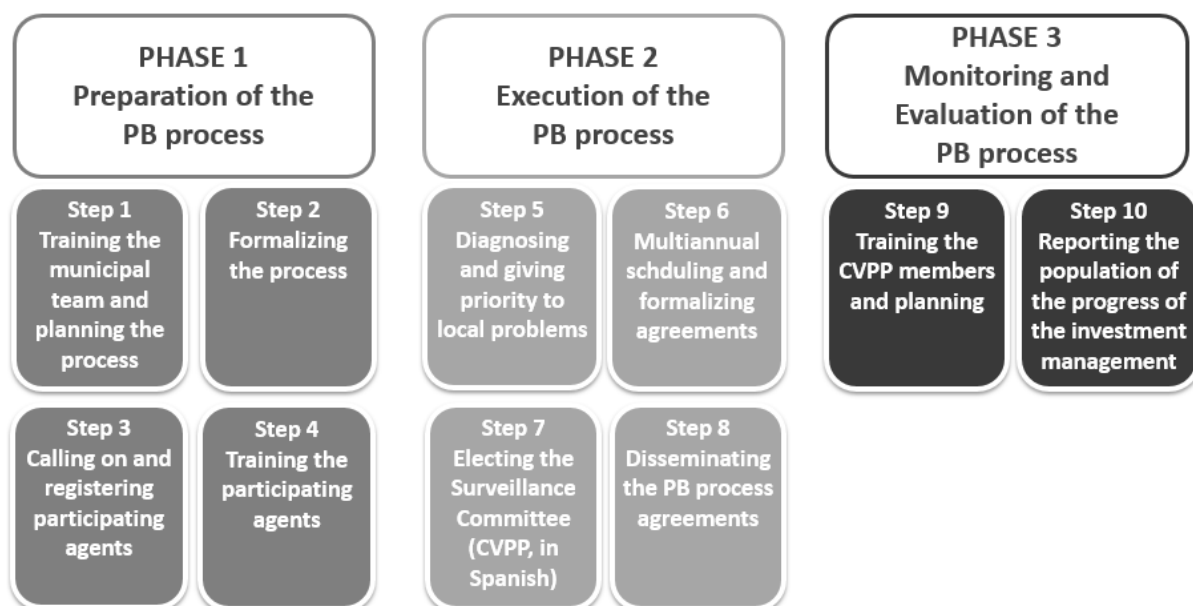
With regard to the participatory budgeting process, there were no efforts made to group ideas, there were disperse project ideas, for example, the field team reported that “the main problems affecting the population as a group were not identified, each one looked after their personal interests”; there was few coordination between government levels for organizing and making consistent projects, resulting in not making joint efforts aimed at solving a same problem; the Surveillance Committee was not able to comply with its functions that were unknown to them

and due to lack of resources; the Participatory Budgeting was not part of a transparent accountability nor of an effective social surveillance, resulting in the loss of credibility in the process.

In parallel with the diagnosis workshop, the process for formulating the Multi-annual Budgetary Strategic Scheduling of Public Investment 2016-2018 (PEPMIP 2016-2018) started, which consisted on prioritizing the objectives of the local convened development plan and aligning and giving priority to the municipality's public investment project portfolio, in order to be consistent with said objectives. This helped the municipality to have a project portfolio organized according to the three-year project cycle. Said document was approved by the municipality's Investment Management Committee on December 2015.

Upon completion of the PEPMIP preparation, the Municipality proceeded to step 2 of phase 1 named "*formalizing the process*". In fact, the regulations were prepared for the Multi-annual Participatory Budgeting that was approved by means of Municipal Ordinance No. 001-2016-MDC-PC/RA dated March 18, 2016, in order to begin with the process of calling on participating agents and strengthening the capacities of the municipal team, which carried out between March and April 2016. Figure 2 shows the phases and activities conducted.

**Figure 1: Multi-annual Participatory Budgeting**



Source: ABGM (2015a). Methodological designs for PB workshops



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As mentioned before, step 3 of phase 1 was aimed at ensuring the presence of women, youth, neighborhood representatives, and especially, representatives of rural communities. Likewise, preliminary visits and activities were conducted for disseminating the process before the beginning of the Participatory Budgeting in order to make the leaders aware of the importance of their participation.

On April, 2016, workshops for developing and strengthening the abilities of local leaders and participating agents were conducted. Methodological guides were designed based on a dynamic and broadly participatory approach, which were validated for them to reflect the cultural characteristics of the area and to cover key topics to facilitate dialogue based on a better understanding of municipal processes. Topics covered in the workshops with participating agents included:

- Participatory budgeting with multi-annual approach: basic concepts and phases.
- Cycle of public investment projects: basic concepts, their relationship with participatory budgeting and responsibilities of the population and municipality.
- Source and characteristics of municipal income and expenditure.
- Existing rules and limitations for the use of resources in municipal administration.
- Analysis of priority problems of the territory related to existing gaps and solution proposals. Relationship with objectives of local development and multi-annual scheduling of investments.
- Multi-annual scheduling of municipal investments.
- Surveillance Committee: importance of the role and territorial representation.
- Knowledge and dissemination of agreements of the participatory budgeting with Multi-annual approach.

These workshops with participating agents were innovative since adult learning techniques involving the use of prior knowledge for new knowledge integration were applied. In this regard, comparisons were made between the investment projects cycle and the agricultural cycle, and between the household budgeting rules with short- and medium-term expenditure



and the rules of municipal budgeting and short- and medium-term investments. This allowed a greater and better understanding of municipal processes.

Additionally, by modifying a recurring practice of this process related to the absence of mechanisms for monitoring the PB, recognition and accreditation were conducted by the local leaders who were elected to make up the Surveillance Committee of the Participatory Budgeting. This took place the same day of their election, which gave them full legitimacy in the meeting of participating agents and, consequently, their commitment increased. In line with the calling, criteria for election of the Surveillance Committee members were improved so that they broadly represent the district's diversity.

In the step of monitoring the PB, a training program was developed for the elected members of the Surveillance Committees to enable them to accomplish their mission to supervise the agreements reached during the Participatory Budgeting. Among the addressed topics, the use of virtual tools to access public information, such as the Integrated System of Financial Management (SIAF) and InfObras, was covered, which was the first experience concerning the use of tools available in the Internet for most of the leaders.

The members of the surveillance committees prepared reports related to the monitoring of the municipality's project portfolio through general indicators of the portfolio and the institutional investment budget, as well as the monitoring of some priority investment projects. The committees also built networks with the surveillance committees of nearby municipalities in order to strengthen their work.

### **Aspects where the practice of Multi-annual Participatory Budgeting was different in comparison with the practice of participatory Budgeting that was normally developed in the municipalities in Peru**

The approach of a Multi-annual Participatory Budgeting in Coyllurqui was innovative for the following reasons:

- First, because this practice is usually developed in an annual basis, committing the authorities and leaders to give priority to short-term investments. The new practice encouraged the participatory planning and giving priority with a medium-term outlook.



- This new practice prioritizes the entire amount of the municipality's investment budget with the participating agents instead of only a percentage of the budget, which is usual in the PB processes developed by municipalities in Peru.
- Submit the entire municipality's investment program for the population's consideration, ensuring in that way the sustainability of the prioritizing of local investments since they are known by the population and can be required and demanded in case of change in administration.
- Provides the municipality with a project portfolio that is ready to respond to an increase in resources (which in this case, it was very likely as the municipality is located in the influence area of mining projects).

### **Difficulties in the implementation of the Multi-annual Participatory Budgeting**

The implementation of the PB process was not exempt from both internal and external difficulties. Thus, one of the difficulties was the fact that officials and council members of the Municipality were initially resistant to change. In order to overcome this resistance, the importance of the Participatory Budgeting process was made clear through awareness-raising workshops and technical assistance sessions. In this way, after municipal officials identified the process as one of their main tools and materials to successfully accomplish their work, the involvement was greater.

Another difficulty was the limited financial resources to implement the process. In this regard, it was sought to involve all the officials of the municipal administration in the process, maximizing available human resources and avoiding outsourcing this task, thereby, freeing up these resources to allocate them to the PB process itself.

Both, the refusal to the "Multi-annual" approach and the difficulty to understand it, were also made clear in the process by the local leaders. In this regard, training and awareness-raising workshops on the importance of investments and medium-term expenditure in both households and municipalities were organized in order to make the concept easier to be learned.

The municipality's failure to carry out previous participatory budgeting agreements caused the participating agents to be skeptical of the new process. In this regard, in comparison with other





processes, the minute of agreements was signed in public and before a Justice of the Peace (the Justice authority nearer to the people). Agreements were shared with all of the attendants and a Surveillance Committee was elected to continuously monitor the compliance with agreements. The elections were democratic and the secrecy in election of previous years was avoided. Similarly, to the workshops for leaders, 5 training workshops were organized for the members of the Surveillance Committee in order to strengthen their capabilities by introducing them to reporting tools and information systems to improve the accomplishment of their tasks.

## **5. Results of implementing the Multi-annual Participatory Budgeting**

The implementation of the participatory budgeting achieved general and specific results (See table 2) that can be summarized as follows:

- Closer approximation between authorities, municipal officials and the population.
- Strengthening of existing social organizations.
- Greater involvement of the population in the definition of initiatives in which the participatory budgeting resources, based on the urgent needs of the population, can be invested. For example, a result from PP, 3 schools have already been implemented benefiting more than 2,000 children between 3 and 15 years old from 3 communities. The projects included the construction of classrooms, with desks, chairs and smart boards, new science laboratories, library, green areas with a playground for children, bathrooms, sanitation system with potable water and cafeterias in each school. The project also included a capacity building component for teachers and parents.
- Reflection on the importance of prioritizing the key needs in a medium-term forecast.
- Better understanding of how the municipal investment cycle and the municipal budget work.
- Better knowledge of the operation of the municipality and the services provided to the population.
- Empowerment of the members of the Surveillance Committee of the Participatory Budgeting to monitor the agreements and prepare a report on those actions. This report was submitted to the authorities as well as to the population.



- Contribution to decrease rumors and disinformation arising from the lack of continuous dialogue between authorities and population.
- Creation of spaces for the leaders to regularly dialogue with their authorities about their concerns and to express their interests, doubts and thoughts such as the *Diálogos por el Buen Gobierno Municipal* (Dialogues for the Good Municipal Governance).

Municipal officials understood that carrying on the PP process this is a collective effort and not only an effort of the official in charge of community participation. Under the Multi-annual approach, diverse areas of the municipality got involved in the preparation of information and organization of workshops.

Moreover, participating agents began to restore their confidence in the process again because now they understood better how the investment cycle and their budget work, and now they know that it requires time. On the other hand, considering it is Multi-annual, they were aware that it will not be possible for officials or authorities to ignore the agreements in the future.

For example, in 2017, the participatory budgeting was called during carnival season, being assimilated in the social imaginary of celebration and exchange. Likewise, by increasing the leader's knowledge and making officials and authorities aware of the importance of citizen participation, resistance in both sides was reduced, facilitating the dialogue and communication based on respect.

## **6. Lessons learned**

After a process of systematization and reflection on the implementation of the good practice conducted by the team, the following lessons were learned, which must continue to be integrated into its design and implementation:

- Mayor's political will is key to revitalize change processes within the municipality and to increase community participation in municipal administration.
- Teamwork and creation of synergies between the different municipality areas are necessary to ensure a successful implementation of improvements in promotion of citizen's



participation.

- In order to reduce the distrust and motivate participation being more open and committed to the territorial development management, it is important to provide the leaders and the population with the essential knowledge of topics such as public investment, municipal budget and participatory budgeting. Additionally, it is fundamental to express the contents of these tools in plain words, using examples related to their daily activities.

**Regarding the Multi-annual Participatory Budgeting process, the following lessons were learned:**

- The success of the process requires the effort and involvement of diverse municipality areas in both, planning and implementation phases.
- The good development of the stakeholder mapping ensures an appropriate calling and the participation and representation of the population.
- Awareness of officials as well as civil society leaders is key to ensuring a process based on a respectful and open dialogue.
- Including, as part of the participatory budgeting process, an initial workshop on exploring key concepts related to the process is essential to increase the commitment of leaders and the understanding of the importance of process.
- Comparing the Multi-annual approach with the management processes of agricultural activity and households facilitates the understanding of diverse steps required for investment management, and, consequently, a greater openness to dialogue.

**The opportunities for improvement identified during the implementation of the PB process were the following:**

- Before the workshops on participatory budgeting, it was shown the importance of organizing awareness-raising visits to key leaders of diverse territorial areas, especially to those who were opposed to the municipal administration, in order for them to better understand the process and to allow it to be conducted in an atmosphere of dialogue and respect.



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- Considering that the lack of transport and road infrastructure was a limitation for most participating agents to go to the location where the participatory budgeting activities take place, the municipality provided transport for a bigger number of people to attend to the workshops that were part of the process. This improved the calling of participating agents.
- Calling on the last year process's participating agents to attend the workshops on the new process of participatory budgeting was positive because it allowed the new agents to know the compliance status of the agreements of the previous participatory budget.
- It is important to institutionalize the Dialogues for a Good Municipal Governance on a monthly basis, based on an agenda mutually agreed by local leaders and officials.
- The agreements of the Dialogues for a Good Municipal Governance must be monitored by officials as well as by the community leaders themselves, and be reported in the following dialogue session. This strengthens population's confidence in communication and dialogue with their authorities.

**Last but not least, lessons learnt regarding gender approach (Diaz and Toledo 2017):**

- During the project, the necessary conditions to encourage participation of women must be promoted. Activities, events and trainings must be carried out in times and locations that make their attendance easier, in an atmosphere promoting confidence and interaction. According to the cultural context, it can be considered to organize training and demonstrations only for women in order for them to feel more comfortable to participate and address topics such as self-esteem and leadership. In addition, activities in the spaces where they interact must be included, without involving going to the capital of districts.
- The project staff and trainers must show equality between both genders. This helps women feeling comfortable when receiving technical assistance and training, and confident to make questions and express their opinions.
- Knowledge in Quechua or in the mother tongue must be included as a requirement for the staff carrying out activities for strengthening of abilities in order for women to feel comfortable during trainings.
- It must be ensured that women participate in the planning sessions (that is, diagnosis and technical profiles) to know their perspectives and information about their needs and points

of view, about how to improve their situation and impact on the local development. This includes mapping and calling of women organizations and women officials of the local governments, women producers, and women leaders, in order to listen to their interests and needs, and thus to take into account their points of view in decision-making.

- It is recommended to include mandatory gender **quotas** for women participation in representative bodies and neighborhood representation. In this way, for instance, the Surveillance Committees of the Participatory Budgeting and the Investment Management Committees has a percentage of women participation since, when establishing the quota, they are encouraged to work as multiplier agents thus helping more women overcome their fear and participate.
- **Training and communication materials** must be prepared applying a **gender approach** and an **inclusive language** so that both genders, male and female, are represented and identified, making its understanding easier.
- It must be ensured that **decision-makers**, such as municipal officials and community leaders, **become aware of gender topics** so that when they hold positions of influence or become political appointees, they will assure that women priorities are addressed and will promote their participation to generate a positive impact in their development. This was observed in the Investment Management Committees, where the presence of women implied an increased focus on solving social issues.

**Table 2: Results with specific indicators of the Multi-annual Participatory Budgeting**

<b>Variable</b> What am I measuring?	<b>Indicator</b> Which measurement am I using?	<b>Situation before the Experience</b>	<b>Results after the Experience</b>
<ul style="list-style-type: none"> <li>• Participation level of participating agents.</li> <li>• Agreement compliance level of the Participatory Budgeting</li> </ul>	<ul style="list-style-type: none"> <li>• Number of participants in the participatory budgeting process.</li> <li>• Number of projects proposed in the</li> </ul>	<ul style="list-style-type: none"> <li>• Leaders have limitations to give priority and communicate the needs of their locality.</li> </ul>	<ul style="list-style-type: none"> <li>• Leaders recognize the participatory budgeting as a space to listen to and exchange ideas with their municipal authorities. Improvement in relationship is observed and conflict scenarios between both parties are reduced.</li> </ul>



<b>Variable</b> What am I measuring?	<b>Indicator</b> Which measurement am I using?	<b>Situation before the Experience</b>	<b>Results after the Experience</b>
by the municipality.	participatory budgeting process being integrated into the Multi-annual Investment Scheduling (PEPMIP).	<ul style="list-style-type: none"> <li>• Potential benefits of the participatory budgeting are not leveraged.</li> <li>• There was not a Multi-annual vision.</li> </ul>	<ul style="list-style-type: none"> <li>• Leaders participate and value the participatory budgeting as an opportunity to include their needs as part of the municipal programs and strategies.</li> <li>• 300 leaders participated in the participatory budgeting in 2016 (195 men and 105 women)</li> <li>• 257 leaders participated in the participatory budgeting in 2017 (212 men and 45 women).</li> <li>• The cycle of Multi-annual participatory budgeting has involved 3 workshops seeking to develop the basic knowledge of participating agents and ending in reached agreements.</li> <li>• The entire proposal of Multi-annual Investment Scheduling (PEPMIP), composed of 22 projects, was completely validated (100%) by the participating agents in 2016.</li> <li>• 1 new strategic objective was given priority in the participatory budgeting process regarding the 5 objectives previously defined in the initial proposal of PEPMIP that was prepared by municipal officials.</li> <li>• 14 of the projects proposed during the participatory budgeting process were added to the updated PEPMIP of 2016.</li> <li>• The Surveillance Committee of the Participatory Budgeting (CVPP) of 2016 was</li> </ul>

<b>Variable</b> What am I measuring?	<b>Indicator</b> Which measurement am I using?	<b>Situation before the Experience</b>	<b>Results after the Experience</b>
			composed of 5 leaders (2 women and 3 men). On December, 2016, this committee submitted its monitoring and surveillance report as part of its functions.

Source: Internal reports of ABGM.

### **Key words**

Peru, Local Governments, Participatory budgeting, Transparency, Community participation, Royalties, Decentralization.

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