



The Ecological-Economic Zoning Process in the Constitutional Province of Callao, Peru: a Case of Synergy between Public Sector, Private Sector and Organized Civil Society.

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Introduction

Peru is an interesting case to examine in terms of synergy between public and private sector and organized civil society, because of its long-term commitment to *'concertacion'* processes, in which stakeholders play an integral part¹. Therefore, this policy brief focuses on a major example of such processes involving the use of spatial knowledge management within a context of regional cooperation between province and local governments and CSOs, in the most important industrial area adjacent to Lima, the Constitutional Province of Callao.

The Constitutional Province of Callao is the smallest of twenty-five Regional Governments, located west of Lima, the country's capital, along the Pacific coast. It is part of the metropolitan area (Lima Callao), and holds the most important national and regional economic activities as well as Peru's first port and main international airport – chosen as the best airport in South America for the fourth consecutive year. Different administrative powers coexist within Callao's area: the Regional Government of Callao and the Provincial Municipality of Callao coexist with the national government's administration of the port (National Port Authority) and the airport (Ministry of Communications and Transport).

These characteristics help define Callao as a complex organizational space where public organizations and civil society have been developing participatory processes in the last few years (*concertacion*). The outcomes of these participatory processes are considered useful for guiding the design and management of other planning instruments according to the responsibilities of each administrative level.

The aim of this policy brief is to share the experience of the Regional Government of Callao in the design and management of the "Ecological-economic Micro-zoning of the Constitutional Province of Callao" as a preparatory phase for formulating its land-use plan. The Regional Government carried out this micro-zoning process through its Spatial Planning Office, part of the Regional Office of Budget, Planning and Spatial Planning. It shows how issues of *participation, spatial information and knowledge management,*



1 Concertacion is the mandatory process by which stakeholders are included in participatory decision-making processes in the public sector.

the use of **geographic information systems** as basis for integrated knowledge management and **multi-level governance** come together in such processes.

According to the existing legal framework, the Ministry of Environment is responsible for leading the National Spatial Planning process in Peru in coordination with other organizations. This spatial planning process starts with the ecological-economic zoning, which is a spatial assessment made by regional and local governments contributing to overall regional spatial planning. It is important to note that local governments, under the Organic Law of Municipalities and overseen by the Ministry of Housing, are responsible for the spatial planning in their jurisdictions.

What is ecological-economic zoning?

The Presidential Cabinet of Peru, by Supreme Decree N° 087-2004-PCM, approved the regulation for the ecological-economic zoning (EEZ):

“Article 1° - Nature of the ecological-economic zoning (EEZ). (...) The EEZ is a dynamic and flexible process aimed to identify different alternatives for the sustainable use of a certain space, based on the evaluation of its opportunities and limitations according to physical, biological, social, economic and cultural criteria. Once approved, the EEZ is the technical and guiding instrument for the sustainable use of a certain space and its natural resources.”

“Article 3° - Objectives of the ecological-economic zoning (EEZ). The objectives of the EEZ are:

- a) *To reconcile the conservation of natural heritage with the sustainable use of natural resources.*
- b) *To guide the formulation, approval and implementation of national, sectorial, regional and local public policies on the sustainable use of the space and its natural resources, as well as the environmental management in harmony with the characteristics and potentialities of ecosystems, the environmental conservation and the population’s well-being.*
- c) *To provide the technical support for the formulation of both development and land-use plans at national, regional and local levels.*
- d) *To support the strengthening of skills of the corresponding authorities to lead the spatial and natural resources management within their jurisdictions.*
- e) *To supply technical information and the reference framework required for promoting and guiding public and private investments.*
- f) *To contribute to the processes of “concertación” among different social actors for the occupation and adequate use of the space.”*

The ecological-economic zoning process in the Constitutional Province of Callao

The process was developed in agreement with the Organic Law for the Sustainable Use of Natural Resources (Law N° 26821), the Ecological-economic Zoning regulation (approved by D.S. 087-2004-PCM) and its methodology approved by the Board of Directors of the National Environmental Council, (Decree N°010-2006-CONAM/CD). Currently, the Ministry of Environment oversees the process, as competent authority in spatial planning.

This process is not only technical but also characterized by **citizens’ participation** in all the different stages of the EEZ, starting with the confirmation of the Regional Technical Commission of the EEZ². The Commission’s members include representatives from

² This commission is created and modified by regional ordinances (N° 010-2007-Región Callao and N° 004-2008-Región Callao, respectively).

municipalities, other public entities, private organizations, academic bodies and civil society, who after training participated during the entire process – mainly in the formulation and validation stages.

The D.S. 087-2004-PCM defines that EEZ processes are of national (macro-zoning), regional (meso-zoning) and local (micro-zoning) scope, the last one being the most detailed. Considering the small area of its jurisdiction as well as the national, regional and local administrative competences simultaneously exercised there, the Regional Government of Callao decided to start work on the EEZ at the micro level – **a bottom-up approach**.

Due to reasons of administrative efficiency, all the districts of the region (namely Callao, Bellavista, Ventanilla, La Perla, La Punta, Carmen de La Legua and Reynoso) were considered under a single process. These districts bound themselves to participate and actively support the process by providing information, validating and ratifying the study at local and provincial levels, approving the document by municipal ordinance and finally to using the study in the spatial planning and management of their jurisdictions. This has meant that **knowledge generation is linked integrally to processes of implementation**.

The Regional Government of Callao financed the study, which is currently a source of information for the municipalities of the region, public and private organizations as well as for civil society groups. Graph N° 1 shows the different stages of the EEZ process in the Constitutional Province of Callao.

Achievements of the ecological-economic zoning process

Once concluded and validated, the first version of the ecological-economic micro-zoning (EEMZ) was approved by Regional Ordinance N° 008-2009. Local governments received the EEMZ in a public ceremony and were urged to include it in their corresponding planning documents. In addition, these local governments were also given GIS software to support their functions as well as to update the EEMZ.

The participation of local governments’ representatives, who promoted the sanctioning of the EEMZ in their corresponding districts is very important. The Provincial Municipality of Callao has approved the EEMZ and stipulated its incorporation in the Master Plan of



Graph N° 1. Ecological-economic micro-zoning process in the Constitutional Province of Callao.

the Constitutional Province of Callao since 2011³. The Municipalities of La Punta and Ventanilla confirmed the importance of the EEMZ as a guiding instrument in the spatial planning by sanctioning municipal ordinances N° 014-2010-MDLP/ALC and N° 019-2010/MDV, respectively.

The importance of incorporating the EEMZ in the urban master plans, especially the one of the Provincial Municipality of Callao, was that a **regional multi-level governance strategy** counteracted the lack of a national normative framework for formulating Regional Land-use Plans.

In addition, a Regional Spatial Information System (RSIS) was developed. This RSIS is based on ICT-GIS: there is a GIS Server platform that can be accessed via Internet by anyone interested in obtaining physical, environmental, economic, social, cultural and historical information on Callao. Specifically for local governments, a module has been implemented for information exchange. In the RSIS, GIS maps and databases are available for consultation with SQL tools. They are also available in PDF format and can be freely downloaded⁴. This instrument provides the possibility of incorporating various sources of information into one spatially integrated database.

In 2011, the EEMZ was updated. To do so, the Regional Technical Commission of the EEZ was called together again, including local municipalities on the front line together with other public and private entities and civil society groups. As an updating process it was more specific and shorter, but also validated in an official event and approved by Regional Ordinance N° 00005-2012.

In addition to working with the municipalities and as part of the implementation phase, the Regional Government of Callao promotes the EEMZ in conferences, participates in inter-organizational commissions and disseminates the study through bulletins and other channels.

What Regional Government initiatives use the ecological-economic micro-zoning results?

Within the regional level, the EEMZ has been used in various governance initiatives including a variety of public and civil society stakeholders, at different scale levels:

- a) *Development Plan of Callao Region 2011-2012*. It rules the Regional Government administration in the mid and long-term, according to national environmental policies. It is the result of participative workshops where municipalities, public and private entities, civil society and the regional government's technical team participate.
- b) *Master Plan for Ventanilla Wetlands Regional Conservation Area 2009-2014*. Ventanilla Wetlands is a natural protected area administered by the regional government in order to preserve representative samples of existing ecosystems and biodiversity. This Master Plan is the highest-level instrument for its management.
- c) *Regional Emergency Management Plan*. This document resulted from the active participation of public and private organizations. It is mainly aimed at members of regional, provincial and local risk management working groups (Civil Defence working platforms) and it defines the responsibilities for emergency response and subsequent recovery.
- d) *Environmental Monitoring and Evaluation Annual Plan 2013*. This document was developed by all those organizations that constitute the National Environmental Monitoring and Evaluation System. It is a normative technical instrument essential to strengthen the coordination between the Environmental Monitoring and Evaluation Body (attached to the Ministry of Environment) and the environmental monitoring entities (e.g. regional governments). The final goal of this document

³ by Municipal Ordinance N° 00063-2010

⁴ For more information please access the following link: <http://sitr.regioncallao.gob.pe/sitr/>

is to define an action plan to assess environmental quality by components (e.g. air, water, land, flora and fauna).

- e) *Population Regional Programme 2011-2015*. The territory is not only a physical space but also a space of relations between social actors, organizations and the environment. Then, the territory is an organized and complex group of human, natural, physical and institutional potentials.
- f) *Spatial Zoning for the Demarcation and Spatial Organization of Ventanilla District, Callao*. The document is intended to guide the demarcation and spatial organization actions in the district in order to allow the adaptation of the space to the dynamics of political, social and environmental processes.

Finally, the EEMZ can be used by the various organic units of the Regional Government for the assessment of public investment projects and proceedings of the planned activities.

What other public or private organizations use the ecological-economic micro-zoning?

Besides municipalities, the EEZ is also used by other public and private entities that have specific competences with regard to spatial planning in the Constitutional Province of Callao, namely:

- a) *National Service of Areas Protected by the State (SERNANP)*. Under the Ministry of Environment, this public body elaborates the “*Tourism Plan for Cabinzas and Palomino Islands*” as part of the strategy for citizens’ integration in the conservation and sustainable tourism development in these islands. Throughout *Puntas Guaneras, Islets and Islands National Reserve System*, SERNANP conducts the plan’s formulation in a participatory manner, inviting various public and private organizations and mainly the fishers from the area.
- b) *The National Port Authority*, for designing the “*Master Plan of Callao’s Port Terminal - 2010*”.
- c) *PRO INVERSIÓN*. “*EIA – Construction, Operation and Maintenance of Taboada Wastewater Treatment Plant*”. Pro-Inversión 2008.
- d) *PRO INVERSIÓN*. “*Pre-investment feasibility study of the Logistic Activities Area (LAA) of Callao*”. The aim of the study was to identify and design the strategic sites for logistic platforms.
- e) *Provincial Municipality of Callao*, in its “*Institutional Development Plan 2010-2014*”.
- f) *Urban Plan of the Municipality of Ventanilla*.

Conclusion

This policy brief shows the innovative nature of the ecological-economic zoning process in the Constitutional Province of Callao. First, it has enabled implementation of a more **participatory** management strategy reinforcing synergies between municipalities and other public entities, as well as with different private organizations and civil society (concertation). Second, civil society has been empowered by realizing the importance of a planned **management of spaces**, and the contributions they can make to such processes. Third, **spatial information and knowledge management** through reports on specific issues and a ICT-GIS system has been integrated into the EEMZ process. Fourth, the use of **geographic information systems** as basis for integrated knowledge management is being integrated in a **multi-level governance system**, involving public, civil society and private sector actors.

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Chance2Sustain examines how governments and citizens in cities with differing patterns of economic growth and socio-spatial inequality make use of participatory (or integrated) spatial knowledge management to direct urban governance towards more sustainable development.

Consortium partners: European Association of Development Research and Training Institutes (EADI, Germany), Governance for Inclusive Development (GID) at the Amsterdam Institute for Social Science Research (AISSR-UvA, Netherlands), Centre National de la Recherche Scientifique (CNRS, France), Centro Brasileiro de Análise e Planejamento (CEBRAP, Brazil), Cities for Life Forum (FORO, Peru), Norwegian Institute for Urban and Regional Research (NIBR, Norway), School of Planning and Architecture (SPA, India), University of KwaZulu-Natal (UKZN, South Africa)

Chance2Sustain Policy Brief
ISSN 2305-5960



Funded under
Socio-economic
Sciences & Humanities



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European Research Area