



**Women in Informal Employment  
Globalizing and Organizing**

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# **Informal Economy Budget Analysis in Peru and Metropolitan Lima**

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Based on research by Lissette Aliaga Linares



# WIEGO Budget Briefs

Budgetary analysis has been used widely to understand how government budgets differentially address the needs and interests of women and men, girls and boys. The global research policy network Women in Informal Employment: Globalizing and Organizing (WIEGO) has initiated a series of informal economy budget analyses (IEBAs). These aim to understand how government budgets address the needs and interests of informal workers, and also investigate what opportunities exist for informal workers, or their representatives, to participate at different stages of the budget process. WIEGO Budget Briefs provide popular versions of the longer country reports for wider dissemination of the research findings. The more detailed reports appear in WIEGO's Working Paper series - see [www.wiego.org](http://www.wiego.org).

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## Introduction

This booklet describes how government budgets affect informal workers in Peru. It looks, in particular, at how the government budgets for 2009 affect informal workers in Metropolitan Lima. It uses as examples three types of informal workers: street and stall vendors, household workers (called paid domestic workers in some countries), and waste pickers.

The booklet is divided into four sections:

- The first section describes informal workers in Lima and Peru.
- The second section describes programmes and projects in the central government (national) budget that directly or indirectly affect informal workers. It includes a description of the Budget by Results and government's Crecer anti-poverty strategy.
- The third section describes the powers and functions of provincial and regional governments in Peru.
- The fourth section analyses the provincial and regional budgets for Metropolitan Lima. It also describes how informal workers have participated in the budget process.
- The booklet ends with some recommendations.

## Informal workers in Peru and Metropolitan Lima

Peru's population is about 27 million people, and just over a quarter (28%) of the population live in Metropolitan Lima.

Peru's unemployment rate is about 8%. This means that eight in every hundred women and men who want to work cannot find work. The unemployment rate has fallen in recent years, but in Metropolitan Lima it has fallen faster for men than for women.

In the country as a whole, 39% of the population lives in households that do not have enough money to cover their basic needs. The situation is less bad in Metropolitan Lima, but even here 18% of the population cannot meet their basic needs. Women are more likely than men to live in poor households, and own-account workers are more likely than other employed people to live in poverty.

In Peru, the informal sector is defined statistically as employers, self-employed, employees and unpaid family workers who work in unregistered enterprises with fewer than ten employees. Using this definition, 53% of the working population in Metropolitan Lima worked in the informal sector. About one third of workers in the informal sector are in trade or personal services.

An alternative measure of informal employment is the proportion of working people who do not have access to social protection. In the country as a whole, 65% of working people did not have social protection in 2007. In Metropolitan Lima, 59% – nearly two million workers – did not have social protection.

Nearly a third of all people working in the informal sector in Peru are in agriculture. Retailers and street vendors each account for 7%, household workers for 4% and stall vendors for 2%. In Metropolitan Lima, the most common informal sector occupation is street vending. Street vendors account for 13% of the informal sector, while household workers account for 12%, retailers for 11%, and stall vendors for 4%. These statistics show the numerical importance of two of the three groups focused on in this booklet in that together street and stall vendors (370,000 in total) and household workers (246,000 in total) made up nearly 30% of the informal sector in Metropolitan Lima. All these occupations are dominated by women.

Our third group is waste pickers. The census of 2007 found about 3,400 waste pickers in Metropolitan Lima, of whom 42% were women. The census is done by going from door to door. This means that the 3,400 does not include the many homeless people who do waste picking. Further, many people do waste picking in between other work, and would not give their main occupation as waste picker for the census. One estimate says that there are as many as 17,600 informal waste pickers in Metropolitan Lima.

What are the needs and demands of the three groups of informal workers?

**Street vendors** want policies that give them access to fixed places from which to trade, roofed markets, credit and training. Vendors who must obtain licenses to operate – such as those selling candies, handicrafts and some types of food and drinks – want an easy registration process. They want access to health insurance and an affordable pension. And women want policies that make it easier for them to combine income-earning and domestic duties.

Street vendors started organising to fight for their rights in the mid-1950s. In 1979 they created the Metropolitan Lima Federation, FEDEVAL, which works closely with national workers' federations. Through organisation, street vendors have won some important victories. Street vendors are recognised by the Supreme Decree N° 005 of 1991, which also stops government confiscating their wares. The Metropolitan Lima Ordinance 002 of 1985 states that each district municipality must have a Mixed Commission to discuss policies for the sector. It also says that half of the payment of *sisa*, a municipal tax for the use of public space, must be paid into a Fund of Assistance to Street Vendors (FOMA). However, none of these regulations has provided good protection to workers. And most district municipalities collect *sisa* but do not have FOMAs.

**Household workers** want the Law of the Household Worker N° 279986 of 2003 to be publicised and enforced. This law says that household workers must have access to social security systems, an 8-hour work day, two holiday bonuses in a year, 15 days of vacations and severance pay based on length of service. Household workers have been organised for more than 40 years. The National Union of Household Workers in Peru (SINTRAHOGARP) was formally established in 2006 and is affiliated to the General Workers Council of Peru (CGTP). In 2009, SINTRAHOGARP won its demand that workers cannot be required to wear a uniform outside of working hours and their work environment. But workers are still struggling for enforcement of the law and the legal minimum wage.

The majority of household workers are women. Many report that they are sexually harassed by men in the employing family. This category of informal workers also includes many children. Thus 60% or more of children who are not in school are household workers. These young workers

need access to an alternative education system because the formal education system has failed them. Government has passed laws to protect child household workers. But, again, these laws need to be properly enforced.

In 2008 **waste pickers** presented a draft Waste Pickers' Law Project to Congress. This law would recognise waste pickers. It would also give them access to housing and social security policies, as well as to cheap credit and training that will help them establish micro-enterprises. Other concerns of these workers are access to social protection, safety in their work environment, work stability and no police harassment.

The Movimiento Nacional de Recicladores del Perú was established in June 2008 with the help of three non-profit organisations. The Law of Solid Waste Management of 2000 and a Ministry of Health Resolution of 2009 recognise waste pickers' associations and state that provincial municipalities must organise, regulate and supervise formalisation of these associations.

## The national government budget

The President of Peru has stated that by 2010 Peru wants to reduce informal work to 35% of the employed population. Many policies therefore aim to promote formalisation by either lowering the costs of formalising or making access to social protection easier for workers. The promotion of formal enterprises is linked to programmes and policies that open new market opportunities and give access to resources, such as credit and training.

The central administration of the national government consists of 16 ministries plus public universities and some autonomous agencies. The total national budget for 2009 is S/.72,355 million. If we adjust for inflation, this is less than the budget for 2008. And it remains less than the 2008 budget even if we add the supplementary budget that was added mid-year. (When we give budget amounts below, we include money from the supplementary budget.) The central administration accounts for 60% of the budgeted expenditure.

## National programmes and projects related to informal workers

The national budget includes 17 programmes that could affect informal workers. The programmes are shown in the table on the following page, with the government agency responsible as well as the budget. Eight of the programmes directly target workers. The allocations for the eight amount to S/.1,235 million – only 1% of the total national budget.

The Ministry of Labour (MINTRA) has six of the eight programmes that directly target informal workers. This ministry's main objectives are to generate employment, improve labour conditions, contribute to the development of micro- and small enterprises (MYPES), and promote social protection and professional training.

MINTRA has two divisions. The labour division provides free services such as legal defense, labour inspection, promotion of the special labour regime for MYPES and the protection of under-aged workers and workers with disability. These services are covered in the sub-programme of regulation and labour control which receives S/.30 million.

The special labour regime for MYPES gives workers the following rights: (1) a minimum wage; (2) 15 days of vacation per year; (3) maximum of 8 hours per day or 48 hours per week; (4) compensation for unjustified layoff; and (5) access to social security. By October 2008, 53,148 micro-enterprises had been registered under this special regime. By May 2008, MINTRA had undertaken 5,000 inspections of micro-enterprises and provided orientation on the regime to 10,000 workers. It was mainly men who were targeted for the inspections and women who benefited from the orientation.

When the inspector finds that an enterprise is breaking the law, they do not impose a penalty immediately. Instead, they encourage the enterprise to improve. If the violation continues, the fine is half the amount that would be paid by a larger enterprise. Employers of household workers are very rarely fined for violations. They are only fined for forcing a worker to wear a uniform out of working hours.

The labour promotion division within MINTRA develops policies to support MYPES (Mi Empresa), the labour market (Empleo Peru), employment and professional training, and also does research. The division's budget amounts to S/.10 millions.

Mi Empresa aims to formalise MYPES. The programme coordinates several regulation institutions so that they can provide a 'package' of services and information for MYPES. Participant institutions are the Tax Revenue Office (SUNAT), the National Public Registry (SUNARP), the Municipal License Office, the Labour registry and information services related to credit, assistance and training as well as government procurement and international market opportunities. Mi Empresa aims to formalise 300,000 MYPES in 2010

Mi Empresa includes the project Mi Mercado, which was launched in 2008. The project did a study of roofed markets and training for associations of roofed markets. It also channels funding for infrastructure projects, using funds of the Program Construyendo Peru.

Empleo Peru, with a budget of S/1.8 million, connects job seekers to job offers by registering enterprises and job-seekers. It also assesses job-seekers.

The programme for employment policies and professional training, with a budget of S/.4 million, includes two initiatives. Firstly, the programme Revalora Peru offers work and training opportunities to retrenched workers and those affected by the international crisis. It prioritises youth, women and people with disabilities. Its work is supported by training from the Ministry of Education (MINEDU) in the Support Programme for the Professional Formation and Labour Insertion, APROLAB, which is allocated S/.84 million. Lima is one of the areas targeted by APROLAB.

The second initiative is 'Your experience counts' (Tu experiencia vale). This certification programme provides training and assessment to household workers. The cost of participation is S/.20.

PROJOVEN, with a budget of S/.51.3 million, gives technical training for 16-24 year olds from poor households. Registration with PROJOVEN is free. Another option to guarantee further education for young people and adults is provided by the Programme of Basic Education for Everyone of the Ministry of Education. This programme, with a budget of S/.618.7 million, gives loans at 12.4% annual rate to pursue higher and technical education. Within these programmes, there is also a component of primary, secondary, special and alternative

**Programmes and projects that could affect informal workers**

<b>Agency</b>	<b>Programmes/Sub-programmes</b>	<b>Projects/activities</b>	<b>Budget (S/.)</b>
MINTRA	Regulation and Labour Control	Regulation and control of the labour relation	30,590,089
DP	Defense of Citizens' rights	Defense of constitutional rights and modernisations of services	19,438,735
MINJUS	Defense of Citizens' rights	Access to justice for population with non sufficient economic resources	56,453,689
MINDES	PNCVFS	Support to the citizen and family and prevention of domestic violence	17,099,907
MINTRA	Labour Promotion	Development of policies for the promotion of MYPES (Mi Empresa)	5,234,107
INDECOPI	Market Efficiency	Installed capacity extension of services to the citizen	3,000,000
MINTRA	Labour Promotion	Development of the labour market (Empleo Peru)	1,859,673
MINTRA	Labour Promotion	Generation of employment policies and professional formation (Revalora Peru)	3,390,834
MINTRA	PROJOVEN	Labour Training	
MINEDU	Education for Everyone	Technical education, primary education for adults and scholarships	414,442,522
MINEDU	APROLAB	Funds training programmes for Ayacucho, Piura, Ica, La Libertad, Cajamarca, Puno and Lima	60,975,267
MINSA	Integral Health Insurance (SIS)	Various	429,760,000
ONP /1	n.a	n.a	4,751,659,000
VIVIENDA	COFOPRI	Management and Urban development	111,800,000
MINTRA	Labour Promotion	Development of studies, research and statistics (PEEL)	2,524,446
INEI	Public Information	Produce specialised and basic information on life quality and economic activities	38,994,365

education. Alternative education directed to night schools, in which most students are household workers, has a budget of S/.1,480,025.

The Ministry of Justice provides free legal defense services and free training services. The budget for its programme ALEGRA amounts to S/.51 million. Protection and assistance for sexual harassment, with a particular emphasis on household workers, form part of the National Programme against Domestic Violence (PNCVFS) with a budget of S/.17.

The programmes described above all directly target informal workers. There are other programmes that do not target informal workers but that can affect them. These programmes aim to improve market competitiveness through the promotion of formal entrepreneurship and fair competition. Most of these programmes aim at encouraging exports and increasing productivity among MYPES.

We can identify 14 programmes of this type. Together, their budgets amount to S/.346 million, approximately 0.3% of the total national budget. Many of the projects require that an enterprise is registered before it participates. This excludes informal sector enterprises. Some projects also focus on enterprises that are likely to become competitive internationally. This again excludes many informal sector enterprises, and especially those in which most poor people work.

## Budget by Results and Crecer

Alongside these programmes and projects, Peru's government has introduced the Budget by Results (PpR) for some state institutions, including regional governments. PpR, approved in 2008, aims to integrate planning and budget, with a focusing on poverty alleviation. It is linked to the Crecer Strategy, which coordinates actions across Ministry of Education, Ministry of Women and Social Development, Ministry of Health, Ministry of Transport and Communications, Registry of National Identity and Civil State and Regional governments.

PpR does not have a separate budget. Instead, it aims to ensure that existing budgets are spent in the best way. Its focus is regional governments, but local governments are also encouraged to undertake activities that will strengthen Crecer. They are encouraged to do so using a participatory approach.

Crecer reaches 880 districts. These were selected as being the 20% poorest districts in the country. Because many informal workers are poor, they may benefit from Crecer.

At national level Crecer has five strategic programmes, which together have a budget of S/.3,090 million.

- The child nutrition activities account for 28% of the total Crecer budget. These activities will be helpful for many women informal workers who have both income-earning and childcaring responsibilities.
- The maternal and neonatal health activities account for 7% of the Crecer budget. The activities target poor pregnant women. They could assist women working in the informal economy.
- The identity activities make up 1% of the budget and aim to reduce the large number of adults and children without a National Identify Card. Without this card, informal workers will



not be able to access many other services, including educational programmes, free health services, the right to vote, formalisation of property, access to a formal job as well as filing a labour case in court.

- Education activities account for 7% of the Crecer budget. These include an adult literacy programme that can open up opportunities for the younger generation as well as for older people who missed out on formal education.
- The access to basic services and market opportunities activities account for the biggest part of the Crecer budget – 58%. These activities combine infrastructure projects with initiatives that aim to increase the profitability of income-earning activities of poor people. These activities, which fall under six different ministries, are clearly of potential importance for informal workers.

## Regional and local governments and budgets

Peru has 26 regions, 196 provincial municipalities and 1,282 district municipalities. Since the 1990s, the powers and responsibilities of local governments have increased. Local governments (provinces and districts) have also increasingly been required to include local people in planning processes.

Regional governments in their current form were created in 2002. Their responsibilities include regional planning, public investment projects, promotion of economic activities, and administration of public property. The Regional Council votes and discusses budget proposals. The coordination council is composed of the provinces' mayors and representatives of civil society. This council does not have executive or legislative powers but it is consulted on planning and budgeting.

Regional and local budgets receive public transfers from different funds. Regional governments receive funds from the Regional Compensation Fund (FONCOR), which is distributed on the basis of poverty and unmet needs. Local governments get funds from the Municipal Compensation Fund (FONCOMUN). Both regional and local governments may also receive transfers from the Intergovernmental Fund for Decentralization (FIDE) for development projects. These funds are allocated through a competitive process. Local and regional governments can also independently receive grants and loans and collect revenue.

Since 2002, the Law of Decentralisation Bases has gradually transferred administration of national budgets to regional and local governments in Peru. Initially, transfers to local governments were made for actions against poverty while regional governments received transfers for investment projects. Beginning in 2004, transfers include money for health and education services that are administered at the lower level. Regional and local governments manage these and other programmes but their budget allocations are centrally decided.

Participatory planning and budgeting started in 2002 with the Transitory Councils of Regional Administration and the Roundtable for the Fight against Poverty. The National Public Budget Administration (DNPP) issues instructions on how the participatory process must happen.

The Law of Participatory Budget of 2004 states that all province and district governments must have a participatory budget. The participatory budget focuses on investment projects. The funds for the investment projects come from both public and non-public sources. Public funds may be transferred from the Ministry of Women and Social Development as part of the national initiative against poverty.

The first step in the participatory budget is for the local authority to present a report on progress in the accomplishment of the previous year's agreed projects. Both organisations and individuals can register to participate. Registered participants attend a series of workshops in which they analyse the problems of the local community, and learn about the scoring system to prioritise projects. The scoring system assesses whether projects are in line with the development plan, target the vulnerable population, encourage the use of local resources, and fulfill other development objectives. After voting, all the scores are added and the prioritised projects are presented to the DNPP. Some participants are then nominated to be part of the Regional/Local Coordination Council, which has representatives of both government and civil society. A Committee for the Control and Supervision of the execution of the prioritised projects is also established.

## Metropolitan Lima

As the capital city, Metropolitan Lima is categorised administratively and politically as an autonomous region. It is composed of 43 district governments, which are politically and administratively autonomous. Thus each local district mayor is elected independently by districts' residents. Local districts share the same responsibilities as provincial municipalities but in their own jurisdiction. District governments can decide whether or not to replicate provincial policies in the district.

The majority, 84.5%, of Metropolitan Lima's residents live on its outskirts. There are differences in the type of informal workers in different parts of Metropolitan Lima, and also in governments' and citizens' approach to informal workers. For example, outlying districts are more willing to include informal entrepreneurs in policy making since they are residents and sometimes workers in these communities. In seaside and countryside districts informal economic activity is seasonal. Central district areas have a big demand for informal services such as domestic workers, but these workers usually live in other areas.

### The regional budget

In 2009 the regional budget of Metropolitan Lima was initially set at S/.36,904 million, but by May 2009 the amount had almost doubled mainly because of grants received to improve transport infrastructure for international meetings planned for the city.

The planning department gets 11.2% of the budget. This money is used, among others, for the Economic Social Development project, which manages regional programmes for market productivity. This project was allocated S/.120,000 and includes prioritised projects from the participatory budget.

The Development of Agricultural Production programme gets 2% of the regional budget. This programme supports farmers and agricultural workers mostly located on the outskirts of the city.

The Transportation programme accounts for 79% of the regional budget. Almost half of the budget for this programme was funded by grants and transfers from the central administration.

The Education programme received 6% of the budget and includes the transfers to universities and one technical training project. The technical training project was approved in the participatory budget. It targets youth living on the outskirts of the city.

The social protection programme gets 2% of the budget. This is for a project to build containing walls in a high-risk human settlement. This expenditure was also approved in the participatory budget.

In 2009, the participatory budget was allocated S/.309,962,391 for 52 projects. This is much more than the S/.8,554,630 for 30 projects allocated in 2007. For 2009, the amount approved in the participatory budget is bigger than the total regional budget. However, in the period 2007 to 2009 only two projects that are relevant for the informal economy have been implemented. Both are linked to the technical training project. Other projects approved in 2007 and 2008 but still awaiting execution are the construction of workshops for small entrepreneurs who need to improve product quality and productivity and the identification of economic circuits in Lima.

From 2006 to 2009, the total number of participants in the participatory budget increased from 76 to 142. The number of participants from informal workers organisations increased from 2 to 7. Participation in the exercise is often difficult for informal workers because they must take time off earning, to participate. Also, neighbors are not often willing to recognise projects for vendors and waste pickers as legitimate.

## The provincial/municipality budget

Most of the programmes in the Municipality of Lima cover all districts in the province. However, some policies cover only the Cercado de Lima District. Such policies include those that are linked to particular regulations, such as street vending and general licensing, solid waste management and social protection services.

As at May 2009, the budget for the Province of Lima for 2009 was S/.1,210 million. The budget is distributed to 10 management offices and 15 municipal enterprises.

The function of planning and management accounts for 29% of the total budget. The amount includes financial transfers that can be distributed to other decentralised national institutions, district municipalities, other public institutions or public funds.

The function of public order and safety receives 2% of the budget. It includes spending for the municipal police and patrols. Street vendors tell many stories of abuse of authority by municipal police, but there is no standard training on ethics for these officials. However, some districts have their own training course which emphasise self-esteem and public service.

The trade function receives 2% of the total budget. Almost 77% of this amount is for upgrading the Santa Anita wholesale market which is managed by the Municipal Enterprise of Market (EMMSA). EMMSA also runs promotional campaigns.

Within the trade function, S/.5.3 million is given for licensing and promotion of micro-enterprises. The 'Licenses Now' programme has simplified administrative procedures to obtain an operating license. Nowadays it takes only 2 days to obtain a licence compared to 163 days previously. The cost of the license has also decreased for smaller businesses. This has led to an increase in the number of businesses registered in Cercado de Lima, from 1,632 in 2005 to almost 13,085 for 2006–2007. Licensing has been simplified in 23 out of the 43 districts.

Another programme whose main target is licensed street vendors is *Capitalizando*. This programme promotes group savings deposited in a private bank. In 2007, there were almost 2,738 vendors from 39 associations in the programme, with 67% being women. Participants are also offered training workshops as an incentive to save.

The industry function receives less than 1% of the budget. Its main activity is supporting partnerships between producers and promoting their products. Actions include the Munimype Club, in which the registered associations are given information about courses, training, credit support, export opportunities, exhibitions and promotional activities. Businesses must have an operating license to participate. Credit is only provided to those that are registered in the taxation system.

The tourism function also receives less than 1% of the budget. The money is used, among others, for 15 events to promote tourism in Lima. One of these involves food fairs in which women in the Cercado de Lima are selected for their dish speciality and participate in the food fair every Sunday for that year.

Transport receives 40% of the budget. The vision of the municipal enterprise PROTRANSPORTE is to incorporate transport operators within a modernised system. Transport operators are the fourth largest group within the informal sector, but there are currently no programmes that provide skills to these workers so that they can be part of the modernised transport system.

The environment function receives 8% of the budget. The budget funds, among others, management of the public cleaning service. The municipality in the Cercado de Lima has had a register of licensed waste pickers since 2005. Currently there are 2,000 registered waste pickers who are part of a regulatory scheme that determines routes and schedules. The municipality's policy has encouraged organisation, resulting in 16 associations in the Cercado. The administration supports the initiative to convert the waste pickers' associations into enterprises and works together with NGO Ciudad Saludable. But there is still no funding for construction of collection centers. Further, the initiative has not been extended to other districts.

The function of health receives less than 1% of the budget. This money partly funds the Solidarity Hospitals within the Metropolitan System of Solidarity (SISOL), a municipal enterprise that provides low-cost package of health services to residents within poor districts.

The social protection function receives 1% of the budget. The programme covers a range of different services and initiatives. It includes two infrastructure projects to build childcare

centers in the Cercado de Lima. Activities related to protection of children and teenagers complement implementation of the household workers' law. The municipality plans to introduce a register and training programme for the young workers but there is no budget allocated for this.

## Recommendations for government

### For **central government**:

- Government should include employment conditions as an indicator of poverty reduction. The Crecer strategy must aim to create good jobs, not just any jobs.
- Government actions in respect of self-employed people must not focus only on entrepreneurship as some self-employed people are not easily classified as working in micro-enterprises.
- Government should decrease the costs of registration as well as the costs that associations pay.
- Government should include actions that help women workers, such as childcare programmes.
- Government should publish regular reports showing trends in informal employment, with breakdowns by occupation, sector and gender.

### For **regional and local governments**:

- Government should implement and enforce the existing occupation-specific laws and regulations.
- More local municipalities should implement initiatives, such as those for waste pickers and street vendors described in this booklet.
- Government should work to increase participation of informal workers within decision making.

**About Inclusive Cities:** The Inclusive Cities project aims to strengthen membership-based organizations (MBOs) of the working poor in the areas of organizing, policy analysis and advocacy, in order to ensure that urban informal workers have the tools necessary to make themselves heard within urban planning processes. Inclusive Cities is a collaboration between MBOs of the working poor, international alliances of MBOs and those supporting the work of MBOs. For more information visit: [www.inclusivecities.org](http://www.inclusivecities.org).

**About WIEGO:** Women in Informal Employment: Globalizing and Organizing is a global research-policy-action network that seeks to improve the status of the working poor, especially women, in the informal economy. WIEGO builds alliances with, and draws its membership from, three constituencies: membership-based organizations of informal workers, researchers and statisticians working on the informal economy, and professionals from development agencies interested in the informal economy. WIEGO pursues its objectives by helping to build and strengthen networks of informal worker organizations; undertaking policy analysis, statistical research and data analysis on the informal economy; providing policy advice and convening policy dialogues on the informal economy; and documenting and disseminating good practice in support of the informal workforce. For more information visit: [www.wiego.org](http://www.wiego.org).



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