Kunming - Montreal

GLOBAL BIODIVERSITY FRAMEWORK

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Aligning to Target 2

PERU

National Dialogue

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With the technical cooperation of
Food and Agriculture Organization of the United Nations
CIFOR
World Agroforestry
PERÚ Ministerio del Ambiente
PERÚ Ministerio de Desarrollo Agrario y Riego
SERFOR
WORLD RESOURCES INSTITUTE

KEY MESSAGES

Ecosystem restoration in Peru is both urgent and essential, as degradation—exacerbated by climate change—leads to further fragmentation and destruction of natural ecosystems while increasing the vulnerability of local populations. Scaling up restoration efforts with strong political support is critical.

Achieving a unified national restoration goal requires addressing governance challenges and enhancing coordination between sectors and actors through processes that ensure policy coherence and foster effective collaborative action.

Establishing a permanent dialogue and coordination platform to integrate different government sectors and facilitate regular exchanges and discussions is key to effective planning, enabling a more coherent and comprehensive implementation of the restoration agenda.

The success of the National Restoration Roadmap will depend on the collaboration and commitment of stakeholders, anchored in a shared vision that upholds the integrity of the ecosystem restoration framework, achieves consensus on national priorities, and reflects the diversity of ecosystems, sectors, and actors involved.

Capacity development and integrated monitoring are vital to achieving sustainable, long-term restoration outcomes such as resilient ecosystems, sustained biodiversity, and lasting benefits for communities over time.

K. Trautmann (CIFOR-ICRAF)

About the Target 2 Pilots

As a scientific partner and lead for the Target 2 Pilots Project, The Center for International Forestry Research and World Agroforestry (CIFOR-ICRAF) spear headed the organization and agenda-setting for four national dialogues, working in close collaboration with lead agencies, ministries, and custodian agencies in four pilot countries—**Kenya, Burkina Faso, Peru,** and **Viet Nam**, with FAO leading the national dialogue in **Brazil**. These national-level dialogues have been pivotal in ensuring the involvement of relevant agencies, working groups, and non-state actors. The primary objectives of these dialogues are to align efforts on operationalizing Target 2 and to provide training on the Framework for Economic Restoration and Monitoring (FERM) platform, the official monitoring tool for the UN Decade on Ecosystem Restoration and used in support of the Kunming-Montreal-Global Diversity Forum (KM-GBF) Target 2.

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INTRODUCTION

PERU, RECOGNIZED AS ONE OF THE MOST MEGADIVERSE COUNTRIES IN THE WORLD, significantly contributes to global biodiversity with its wealth of ecosystems, flora and fauna species, and remarkable genetic diversity. This natural abundance not only supports global development and sustainability but is also closely tied to the well-being of its people, who depend on ecosystem services for food, water, and other essential resources.

However, increasing ecosystem degradation, exacerbated by the intensifying impacts of climate change—of which Peru is one of the most vulnerable countries—has created mounting pressure on natural resources. This threatens the ability to conserve pristine areas and sustain critical ecosystem services for people.

Reports from the Ministry of the Environment (MINAM) indicate that, as of 2022, 19.3 million hectares in Peru were undergoing some form of degradation[1] —a figure that continues to rise annually. This highlights an urgent need to accelerate restoration efforts and reduce degradation to reverse these trends. Achieving effective ecosystem restoration requires strengthened governance processes that engage all levels of government and stakeholders across diverse ecosystems, supported by ambitious targets, strong political will, and enhanced institutional capacities to lead and coordinate restoration efforts.

Despite notable progress in policy development and monitoring tools[2] within individual sectors, challenges persist.

These challenges are primarily driven by limited coordination among sectors and stakeholders and a disproportionate focus on forests, leaving other critical ecosystems overlooked in restoration efforts.

The ongoing updates to Peru's National Biodiversity Strategy and Action Plan (NBSAP), undertaken as part of its commitments under the Convention on Biological Diversity (CBD) to integrate the Kunming-Montreal framework, and the National Development Plan[3] offer concrete opportunities to enhance restoration ambitions. These updates align with transformative principles and present innovative pathways to advance restoration efforts. Initiatives such as the creation of the "Grupo de Trabajo Multiactor de Restauración" are pivotal in establishing the governance foundation for coordinated restoration efforts.

Within this context, the KM-GBF Target 2 National Dialogue process involved a structured engagement culminating in a multistakeholder workshop jointly organized by CIFOR-ICRAF, FAO, WRI, MINAM, and SERFOR. This process combined technical meetings and active participation in updating the NBSAP to ensure alignment and provide information to the broader strategy update.

These inputs are also contributing to the development of a national restoration target roadmap. Preparatory steps included a preliminary stakeholder mapping to identify institutions with political and technical mandates for restoration in Peru. This exercise also assessed existing institutional arrangements, data flows, restoration platforms, and capacity gaps to provide a solid foundation for the dialogue.


(CIFOR-ICRAF)

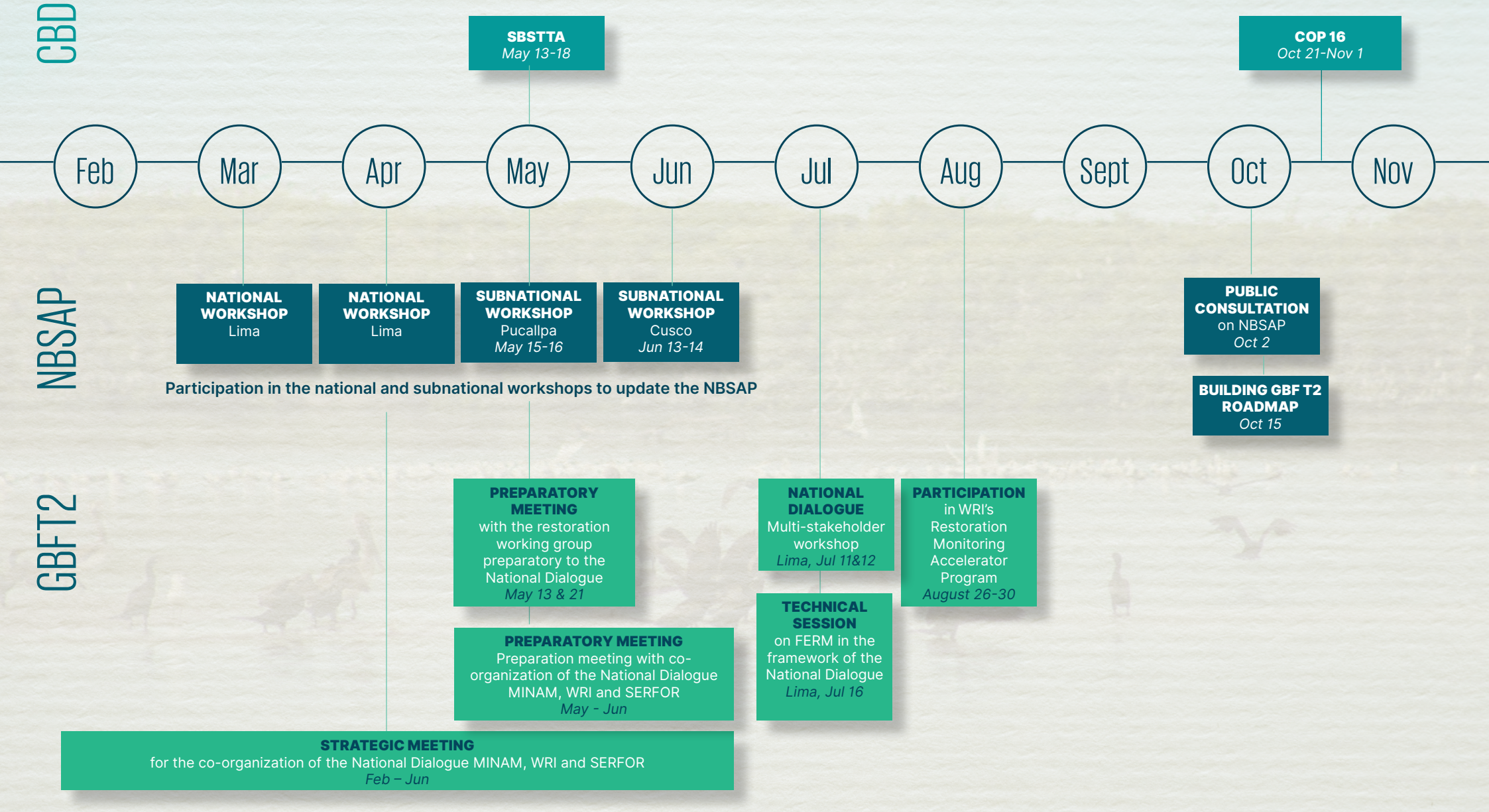
The National Dialogue brought together 59 participants, including directors and technical experts from various government sectors and institutions such as the Ministry of Agriculture (MIDAGRI), the National Service of Natural Areas Protected by the State (SERNANP), the Institute of the Sea of Peru (IMARPE), regional governments, research organizations, cooperation agencies, and both international and national NGOs. This event facilitated open and collective reflection on the challenges and opportunities for effectively implementing Target 2 of the KM-GBF in Peru. It created a collaborative space to explore alignment between the initiatives and activities led by participating institutions. Ultimately, the dialogue consolidated interests and defined actionable steps for developing a national restoration roadmap to guide Peru's efforts moving forward.

[1] https://geoservidor.minam.gob.pe/monitoreo-y-evaluacion/restauracion-de-areas-degradadas/

[2] Explained in detail in section: 2. Building a common vision for restoration and biodiversity.

[3] CEPLAN has led the development of the Strategic Plan for National Development to 2050, a strategic planning instrument that defines the country's national priorities; and, in this sense, it is consistent with the preparation of the multi-year budget programming. https://peru2050.ceplan.gob.pe/

Timeline of Key Actions in Peru's NBSAP Review Process (2023-2024)



01 The National Biodiversity Strategy as a Public Policy: Challenges & opportunities for alignment with the Restoration Strategy

In Peru, the National Biodiversity Strategy and Action Plan (NBSAP) functions as a public policy, underscoring the institutional and political prioritization of biodiversity conservation. However, as a public policy, its formulation and enforcement must align with the guidelines of CEPLAN (Centro Nacional de Planeamiento Estratégico)[4] to ensure its full integration into the National Strategic Planning System and coherence with sectoral, territorial, and institutional plans. This alignment is essential to embed biodiversity management within the broader framework of national public policy.

Since the adoption of the KM-GBF in late 2023, the Peruvian government has initiated the process of updating the NBSAP.

This effort has involved participatory consultations through multi-stakeholder and decentralized workshops, resulting in a preliminary draft that is expected to be made public by COP-16. To date, the process has successfully completed the initial stage of policy formulation, advancing the alignment of national priorities with existing restoration policies to optimize efforts and resource allocation. This progress has been achieved despite financial constraints and the challenges of policy adjustment. The next stages will focus on implementing the policy, mobilizing institutional stakeholders, and monitoring and evaluating compliance.

Despite these advancements, the NBSAP update process has revealed several gaps and risks that must be addressed to ensure robust outcomes, particularly in relation to restoration.

Critical gaps include:

01 A clear framework for mapping, consultation, and stakeholder participation to ensure meaningful involvement in decision-making.

02 A mechanism to prioritize national goals in alignment with KM-GBF targets.

03 A structured platform to convene relevant institutions across government agencies and partners, including representatives from the agrarian, mining, energy, marine, fisheries, and economic sectors, as well as key non-governmental actors such as the private sector, academia, and resource user organizations.

04 Adequate supporting data and information on restoration, essential for target setting, establishing baselines, and building consensus for a strategic implementation plan with shared indicators.

Within this context, the National Dialogue has provided valuable contributions to the updated NBSAP draft and the development of a National Restoration Roadmap, led by MINAM. This roadmap aims to guide restoration efforts in Peru, align national restoration targets with regional and global commitments, and integrate with key multilateral environmental agreements and strategies, including the Nationally Determined Contributions (NDCs) under the UNFCCC, the UNCCD, and related KM-GBF targets.

[4] The National Policy Guide guides interventions to address public problems that affect people or their environment and whose solution is a priority demand of society. Similarly, they must contribute to achieving the objectives of the Strategic Plan for National Development (PEDN) to 2050 and the Vision of Peru to 2050; and to be coherently articulated with sectoral, territorial and institutional plans, ensuring harmonization between policies and plans within the National Strategic Planning System (Sinaplan). https://www.gob.pe/institucion/ceplan/informes-publicaciones/4172566-guia-de-politicas-nacionales-actualizada

02 Building a Common Vision and Shared Space for Ecosystem Restoration

PERU HAS MADE SIGNIFICANT STRIDES IN DEVELOPING PUBLIC POLICIES AND PROGRAMS that support ecosystem restoration, underscoring its commitment to halting degradation and restoring productivity and biodiversity across ecosystems and landscapes. A notable achievement in this regard is the creation of management instruments that facilitate public funding for sectors dedicated to addressing ecosystem restoration and combating drivers of degradation.

Despite the recognized need to address restoration across multiple natural ecosystems, forest ecosystems remain the central focus of national restoration efforts in Peru, primarily managed by the forestry and environmental sectors. This is reflected in two key budgetary programs: the Program for the Conservation and Sustainable Use of Ecosystems (PP144), managed by MINAM, and the Budget Program for Competitiveness and Use of Forest Resources (PP130), overseen by SERFOR. These programs fund critical restoration initiatives, including the National Strategy for the Restoration of Ecosystems and Degraded Forest Lands (ProREST), which aims to restore 330,000 hectares by 2030 through projects aligned with the National Restoration Gap.[5] Public investment projects led by MINAM also promote restoration actions to address the National Gap in ecosystem recovery.[6].

HOWEVER, FRAGMENTED APPROACHES TO SECURING PUBLIC FUNDING[7] FOR TACKLING FOREST DEGRADATION HAVE LED TO SEVERAL CHALLENGES AND INCONSISTENCIES:

- weakened governance of the restoration process,
- limited involvement of key sectors (e.g., agriculture, mining, energy, fisheries) and stakeholders (e.g., land users, local governments, private sector, research institutions),
- a disproportionate focus on forests, while other critical ecosystems such as marine, inland water, and agricultural ecosystems suffer from policy and knowledge gaps,
- scattered efforts and resources with a lack of integration among monitoring tools and inter-institutional arrangements, resulting in independently collected data, and
- difficulty in tracking restoration efforts and investments effectively.

For instance, the potential contribution of budgetary programs targeting agricultural land restoration, such as PP089 administered by MIDAGRI, is often overlooked. This omission stems from a narrow view that prioritizes ecosystems directly linked to biodiversity conservation, neglecting the broader restoration continuum. Such fragmented approaches hinder the establishment of a unified national restoration target and the development of a comprehensive strategy to meet the ambitious goals of the KM-GBF, particularly through a whole-of-government approach.

Establishing robust governance mechanisms for the country's restoration efforts should be a priority. This requires transformative processes to ensure coherent and coordinated policies across all sectors and actors. It must be grounded in a shared vision that reflects the holistic nature of ecosystem restoration, achieves consensus on national priorities, and recognizes the diversity of ecosystems, sectors, and actors involved, as well as the gradual nature of restoration along the continuum. A shared vision will enable clear definition of roles and relationships among stakeholders, fostering complementarity and synergy essential for achieving the country's restoration objectives.

[5] National Restoration Gap, in charge of the Agrarian Development and Irrigation sector and led by SERFOR, for the Multiannual Investment Programming process 2023 – 2025, amounts to 2,150,172 ha, area of forest ecosystems and other degraded wild vegetation prioritized for restoration at the landscape scale. This gap is monitored with the indicator "Percentage of degraded forest ecosystem area that requires restoration" https://cdn.www.gob.pe/uploads/document/file/2642910/R.%20M.%20N%C2%B0%200374-2021-MIDAGRI.pdf.pdf?v=1640217789

[6] National Ecosystem Recovery Gap, in charge of the Environment sector for the Multiannual Investment Programming process 2023 – 2025, amounts to 3,217,389.29 ha, area committed to ecosystem recovery. This gap is monitored by the indicator: "Percentage of degraded ecosystem area that provides ecosystem services that require recovery" https://cdn.www.gob.pe/uploads/document/file/2855272/PROGRAMA%20MULTIANUAL%20DE%20INVERSIONES%20%28PMI%29%202023-2025%20DEL%20SECTOR%20AMBIENTE.pdf.pdf?v=1645800113

[7] https://www.gob.pe/12305-aspectos-a-considerar-en-la-programacion-multianual-de-inversiones

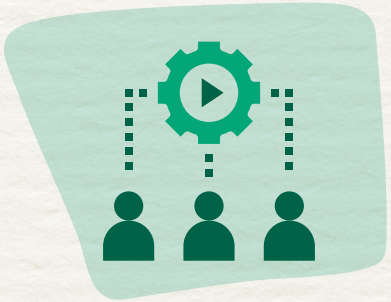
03 Indicators of Progress: Monitoring Restoration Efforts for Target 2

A critical component of enforcing any restoration strategy is the establishment of a comprehensive monitoring system. In Peru, sectoral authorities have made significant progress in monitoring ecosystem restoration efforts by developing ecosystem-specific guidelines to assess conservation status[8] and mapping degradation in continental ecosystems.[9] Additionally, a data restoration platform is under development.[10] Though still in the conceptual phase, this platform will align with the Aurora framework of indicators,[11] enabling the evaluation of restoration impacts across multiple dimensions. While these initiatives are promising, limited coordination between responsible sectors continues to hinder progress, disrupting the flow of restoration data. Fragmented monitoring tools,[12] and independent inter-institutional arrangements with subnational authorities and stakeholders exacerbate these challenges.

The development of accessible and integrated information systems is essential for assessing the progress and impacts of restoration efforts across diverse ecosystems. Currently, monitoring efforts are largely confined to documenting project initiatives, falling short of capturing broader restoration outcomes.

To establish robust restoration monitoring, strong inter-institutional support is necessary to:

ensure alignment with national monitoring and reporting frameworks



clearly define roles and responsibilities among authorities

engage non-governmental actors by incorporating their initiatives into systematic monitoring and reporting structures, with clear operating procedures and standardized data protocols.

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8 Guidelines for assessing the state of ecosystems developed by MINAM for the following ecosystems: Amazon plain humid forest, páramo, relict forests, dry forests and wetlands https://geoservidor.minam.gob.pe/informacion-institucional/publicaciones/

9 As of 2018, the MINAM through the DGOTGRN reports annually the degradation of ecosystems at the national level, having updated information to 2022, considering only continental ecosystems: https://geoservidor.minam.gob.pe/monitoreo-y-evaluacion/restauracion-de-areas-degradadas/

10 SERFOR is developing the Restoration Monitoring Submodule, part of the National Forest and Wildlife Information System (SNIFFS) https://sniffs.serfor.gob.pe/monitoreo/

11 AURORA, a tool developed by FAO and WRI, aims to help stakeholders develop a monitoring system tailored to their needs by identifying indicators and metrics to monitor progress towards set goals. https://www.auroramonitoring.org/#/

12 MINAM has a tool for monitoring the recovery of degraded areas: https://geoservidor.minam.gob.pe/monitoreo-y-evaluacion/seguimiento-a-la-recuperacion-de-areas-degradadas/
SERFOR is in the process of building the Restoration Monitoring Submodule, a platform that seeks to monitor and report on restoration initiatives: https://sniffs.serfor.gob.pe/monitoreo/

04 Need for Capacities and Capabilities Development & Strengthening

THE NATIONAL DIALOGUE HIGHLIGHTED THE FOLLOWING PRIORITY AREAS REQUIRING ATTENTION to orient the development of capacities and capabilities of government agencies and stakeholders in implementing restoration across various sectors and scales:

Technical capacities:

Enhancing technical expertise across all agencies and stakeholders is essential, particularly in the planning and monitoring phases, where significant gaps exist at both national and subnational levels. This includes aligning objectives and tools, assessing information, and adaptively managing projects. For local actors, the emphasis should be on implementation, ensuring an approach that prioritizes equity, contextual adaptability, and tailored solutions.

Funding capacities:

Strengthening financial capacity for restoration programs and initiatives is critical. Efforts should focus on mobilizing public and private resources and transferring these skills to subnational levels. Promoting self-sustaining initiatives with clear institutionalization or sustainability pathways is key to improving local livelihoods while supporting long-term restoration goals.

Coordination and inclusive participation:

Establishing effective coordination spaces is necessary to engage diverse sectors and actors in restoration efforts. These platforms should foster collaboration, knowledge sharing, and streamlined implementation of restoration interventions, creating synergies across initiatives.

Policy development:

Developing policies that ensure active and equitable participation of land and resource users across all restoration phases is vital. This includes safeguarding land tenure rights, promoting sustainable resource use, and reinforcing community involvement in restoration processes. Such policies will provide a coherent and inclusive foundation for restoration efforts, driving long-term success.

04 A Collaborative Roadmap for Effective Restoration in Peru

Strengthening collaboration among stakeholders to improve governance in restoration processes was a central focus of the national dialogue. Addressing governance challenges is essential for establishing a unified national restoration goal that reflects ecosystem integrity, aligns with national priorities, and accounts for the diverse ecosystems, sectors, and actors involved. To support this, the creation of a **"Grupo de Trabajo Multiactor de Restauración"**—a permanent platform for collaboration—is proposed to guide the development of a national restoration roadmap.

Knowledge management also emerged as a critical priority, emphasizing the need to improve access to information for informed decision-making and to evaluate the progress and impacts of restoration across ecosystems. Developing evidence-based platforms for knowledge exchange, incorporating both empirical and traditional knowledge, is vital for achieving restoration objectives and ensuring alignment with broader KM-GBF goals.

Lastly, ensuring financial sustainability is critical to meeting restoration targets. This requires innovative strategies to mobilize funding from public and private sectors and to enhance the ambition of restoration efforts.

Key opportunities include:

- aligning the restoration goal with various sectoral budget programmes[13];
- exploring mechanisms to integrate restoration objectives across sectors; and
- creating conditions that attract private sector investment while safeguarding land tenure and sustainable resource use for local communities.

Emerging Key Issue		Workshop Section
Enhance governance in restoration processes	Strengthening collaboration among stakeholders by the creation of "Grupo de Trabajo Multiactor de Restauración"	■ Key focus across of the national dialogue
Knowledge management	Developing evidence-based platforms for knowledge exchange	■ Mapping data flows ■ Challenges for the implementation of target 2 in Peru
Financial sustainability	Innovative approaches to mobilize funding from public and private sectors	■ Challenges for the implementation of target 2 in Peru ■ Capacity gaps and needs

[13] Budget Program on Degradation of Agricultural Soils, by MIDAGRI (PP089); Budget Program on Conservation and Sustainable Use of Ecosystems, by MINAM (PP144); Budget Program on Competitiveness and Use of Forest Resources, by SERFOR (PP130); Budget Program on Disaster Risk, in charge of the PCM (PP 068); Budget Program on Alternative Development, by DEVIDA (PP072); and Budget Program on the articulation of small agricultural producers, in charge of MIDAGRI (PP121).

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