

CISAL Impact Report 2014-2019

Sustainable and Inclusive Communities in Latin America





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SUSTAINABLE AND INCLUSIVE COMMUNITIES IN LATIN AMERICA | COMUNIDADES INCLUSIVAS Y SOSTENIBLES EN AMÉRICA LATINA | COLLECTIVITÉS INCLUSIVES ET DURABLES EN AMÉRIQUE LATINE



FEDERATION OF CANADIAN MUNICIPALITIES | FÉDÉRATION CANADIENNE DES MUNICIPALITÉS



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Garth Frizzell meets a coffee producer family in Colombia who are beneficiaries of the CISAL project.

▶ Local governments are agents of change

Latin American countries are faced with many challenges related to inequality, governance, and the environment. In regions where mining activities are taking place, communities need to respond to specific challenges that require strong local governments and the enabling of sustainable, community led, development.

When the Federation of Canadian Municipalities (FCM) was presented with the opportunity to empower local governments in Colombia and Peru, we realized that there was an incredible promise to the project. Global Affairs Canada gave its support to the Sustainable and Inclusive Communities in Latin America (CISAL) project, and we began a six-year journey that has led to incredible advances for thousands of people in the Americas.

In this final public report of the project's implementation, we highlight the key impacts CISAL made for local governments in Colombia and Peru. We also share the stories of the many leaders involved in this project, from mayors to public servants to citizens themselves.

I saw first-hand the effectiveness of Canadian local governments when they shared successful approaches with our partners. The multi-stakeholder approach used to create the Roundtable for Salt Development in Manaure showed that Canadian local government methods could be effectively adapted and result in a prosperous new commercial agreement for Wayuu women in La Guajira, Colombia.

I saw how the CISAL Fund, based on similar funds in Canada, helped create thriving small enterprises. And I saw the growth of networks, which connect mayors and local governments to one another, in order to share advocacy, experience and best practices, just like the networks we have in Canada.

It is no wonder that when I talk with partner communities back in Canada about their experiences with CISAL project, they are extremely pleased with what we have all achieved together, and enthusiastic about the long-lasting impact.

We are thankful to the individuals, local governments, communities, civil society groups, academic institutions and private sector actors that contributed to CISAL's success over the past six years. We are proud to have demonstrated, once again, that local governments are agents of transformation for vulnerable communities everywhere.

A handwritten signature in black ink that reads "Garth Frizzell".

Garth Frizzell

City councillor for Prince George, BC, and FCM First Vice-President

► Putting local governments in the driver's seat

Since the 1990s, there has been a proliferation of mining projects in Latin America, including in Colombia and Peru. While the mining industry has led to macroeconomic growth, it has also presented its fair share of challenges, such as environmental impacts, inequality of wealth redistribution, and limited opportunities for marginalized communities including women and young people.

Although an important part of the development equation, municipalities in Peru and Colombia have had limited opportunities to engage in the economic development of their communities. There are many reasons for this: ineffective or limited decentralization, the partisan nature of municipal politics, and the low levels of professionalization as well as high turnover rates of municipal staff. Further, the high levels of social and political tension surrounding mining activities in both countries resulted in a challenging international development context for the Federation of Canadian Municipalities (FCM).

The Sustainable and Inclusive Communities in Latin America (CISAL) project was an initiative of FCM that sought to strengthen the capacity of local governments in Colombia and Peru to take advantage of the presence of mining development and achieve long-term benefits for their communities. CISAL was implemented in two regions of Colombia (Antioquia and La Guajira) and two in Peru (Ancash and Cusco).

CISAL recognized that Colombia and Peru needed to capitalize on the opportunities from mining activities, while also diversifying their economic activities. The project aimed to increase the capacity of local governments to manage resources transparently, to lead dialogue with multiple stakeholders, and to promote sustainable local economic development. CISAL also worked with local government associations to strengthen the voice of local governments in the region and have a greater impact at the national level.

From chaos to prosperity: Buritica, Antioquia, Colombia

In 2012, Buritica, Antioquia, was a quiet farming town with a tradition of coffee production. In 2013, Continental Gold obtained the license to extract gold. What looked like an opportunity for development became a nightmare in 2014, when there was a massive influx of illegal miners to Buritica and neighboring municipalities. For years the region lived in violent conflict with illegal mining, which overwhelmed public services like water, sewer and education for the families of the miners and sparked an environmental, social, and political crisis. In 2016, a military operation was carried out, with the support of regional institutions and the national government, to restore law and order to the territory.

But after the trouble, where was the town to go? How could they rebuild the lasting institutions that they needed to create a sustainable economy, rooted in its traditional culture? And what would be the role of modern mining by the Continental Gold project in the town?

This is where CISAL was able to make a difference.

A unique technical assistance model leveraged the expertise of the Canadian municipal sector to work with local governments in Colombia and Peru. The process involved strengthening institutions, developing a culture of participatory planning, and establishing a multi-actor regional roundtable. The roundtable led Western Antioquia to create a 10-year local economic development (LED) strategy. Now, this LED plan is a roadmap for the international miner, Continental Gold and other economic drivers in the region that is allowing new businesses to flourish.

Buritica, Antioquia



► CISAL's technical assistance model

Leveraging the expertise of Canadian municipal experts, CISAL developed a world-class technical assistance model. The core of CISAL's approach was facilitated knowledge exchange between peers of Canadian experts and their Latin American counterparts, that quickly built trust and bridged good practices with local understanding.

The CISAL approach aimed at empowering and equipping local governments in Colombia and Peru to embrace multi-sector, inclusive, and sustainable approaches to development. The combination of a strong professional field team (FCM staff members), the targeted deployment of Canadian municipal experts on loan from municipalities and communities from across Canada, the contracting of dozens of local consultants, and the engagement of local and regional institutional implementing partners, including top universities, has ensured the sustainability of the technical assistance efforts. The model has proven effective in a multi-regional and multilingual context, leveraging language and cultural interpreters to facilitate understanding and trust.

Canadian municipal experts participating in a water treatment technical assistance mission in La Guajira, Colombia.



HOW DID WE DO IT?



If we strengthen the capacity of local governments, and if we work with local government associations and promote mechanisms to connect local governments with regional and national institutions,

then, local governments will be in a strong position to offer:

better social, environmental, and economic opportunities for their communities and take advantage of the mining presence in their territory.





BY THE NUMBERS REACH & PARTNERS

320

Mayors from Colombia and Peru gained new knowledge and skills

6

Mining companies

THREE

Universities + civil society institutions

398000

inhabitants of 17 municipalities of Colombia and Peru

GOOD GOVERNANCE

17

MUNICIPALITIES

led multi-stakeholder dialogue tables to address social, economic, environmental and gender equality issues.

+700
PEOPLE

including over
400
women

were trained in local management, dialogue, and transparency

2 investment mechanisms

were adopted so that local governments in Colombia have greater access to resources that benefit hundreds of communities.

COLLABORATION AND KNOWLEDGE MANAGEMENT



CISAL promoted collaboration with four universities and educational institutions

+160

professionals and community leaders are part of the CISAL School and have been trained as leaders of sustainable and inclusive development for their communities

+300

local governments' officials, staff and practitioners from Colombia and Peru obtained certification in local public management and economic development.

LOCAL ECONOMIC DEVELOPMENT



17 MUNICIPALITIES
strengthened their local economic development office

+1000 PEOPLE

participated in the construction and implementation of **16 local economic development plans**

12

priority value chains were strengthened by local governments, private companies, regional institutions and the CISAL Fund that benefited thousands of **coffee growers, artisans, entrepreneurs and leaders.**



CISAL FUND

THE CISAL PROJECT

invested in developing the capacities of **local entrepreneurs** and to drive sustainable development:



160 projects supported by the CISAL Fund with an investment of:

\$1,35 MILLION
• CANADIAN DOLLARS •

830
people trained in business plans and projects

87 projects
and ventures led by women

3900
direct beneficiaries

+500
service and products providers vendors formalized and supported



Local governments and mining companies from Ancash share lessons learned with Canadian municipal experts.

1. Local governance for inclusive and sustainable development

One of the main issues that municipalities in Colombia and Peru faced at the beginning of the program was a lack of dialogue between different orders of government, the private sector, and civil society groups. CISAL sought to create new relationships by establishing various types of municipality-led roundtables that were complementary to those participatory spaces given by law. In time, these dialogues secured new commitments and funding from governments and private companies.

Another way that CISAL worked to create and strengthen relationships was by engaging municipal leaders through the Federation of Colombian Municipalities and their Women Mayor's Network, the Network of Mining Municipalities in Colombia and the local governments associations in Peru. Through these networks, the project ultimately impacted far more than its initial 17 partner municipalities, reaching over 300 municipalities in Colombia and an additional 30 in Peru.

More strategic local governments, more opportunities for their communities



The Regional Coordination Table of Antioquia gathered local and regional governments and mining companies to coordinate local economic and social development.

Engaging with public and private institutions

In Cusco, Peru, CISAL helped strengthen the Technical Table for the Development of Chumbivilcas as a space for dialogue between the national government, its ministries, the mining companies of the region and local and regional institutions. The goal was to identify joint solutions to the development of the region. As a result of the work done by the Table, in 2018 the national government agencies committed \$65 million CAD to implement 32 projects in agricultural, education, housing, and transportation.

In Antioquia, Colombia, CISAL promoted the establishment of the Regional Coordination Table of Western Antioquia as a space for coordination between local governments, private companies, the regional government, and public institutions to find solutions to regional problems. The dialogue with Continental Gold, the mining company operating in the area, has resulted in investment projects promoting value chains such as coffee and sugarcane, investment in human development, and job creation in the region. Further, the National Service for Learning (SENA) in Antioquia has developed courses related to the mining sector with the support of Continental Gold. Between 2017 and 2018, SENA programs certified 4,624 people from four municipalities.

Addressing environmental challenges with a regional perspective

In La Guajira, Colombia, a multi-actor Water Roundtable, led by the local government of Barrancas, was formed to identify resource challenges and needs. The Table included two indigenous communities, 11 municipalities, actors from civil society, the Cerrejon Coal mining company, and the public sector. The process built trust and contributed to finding coordinated solutions. It prompted the national government to become involved and create a water storage program called Blue Guajira for the whole region. The program will invest \$262 million CAD over five years with the goal to capture and store 70% of the water in La Guajira by 2022.

In Ancash, Peru, a Technical Board for Solid Waste Management was created, bringing together the five mayors and 17 municipal professionals, to carry the initiative forward. The project is expected to benefit 200,000 people in the region. Meanwhile, in Tarica, a roundtable was created to find solutions on malnutrition and childhood anemia. The municipality received recognition and a donation from the Inter-American Development Bank for reducing the level of anemia and malnutrition from 56% to 18%.



Yrma Minaya, an environmental leader from Ancash visited Canada to learn how various municipalities from British Columbia planned waste management. She is working to make the regional approach a reality.

Increasing local government efficiency

In the mining regions of Colombia and Peru, municipalities rarely worry about collecting taxes for municipal financial sustainability. Instead, they rely on national government transfers and royalties they receive from mining companies. Once the mining company leaves the region, the municipalities in these regions have limited resources with which to provide services to their communities.

The municipality of Independencia, the most populous district of Ancash, Peru with 80,000 inhabitants, requested assistance from CISAL to help with this problem. Canadian municipal experts contributed in creating the structures essential to municipal management, and also helped create a cadastral platform. 75 municipal officials had access to support and training, which constituted the greatest effort invested in the Ancash region by CISAL.

A new municipal administration took power in January 2019 and chose to pursue the cadaster process and keep the same staff, which is atypical in Peru when there is a change of authorities. The municipality also hired a new team in order to accomplish the tasks recommended by Canadian experts. Other changes involved remodeling the municipality's offices to provide better services to the public.



“Manaure was a municipality that was nearly forgotten. Thanks to CISAL, Manaure was rediscovered by the Chamber of Commerce, Corpoguajira, SENA, the University of La Guajira and the National University of Colombia.”

Iris Fajardo
Social leader and beneficiary of the CISAL Fund in Manaure



Coffee producer from Antioquia, Colombia

▶ 2. Local economic development: planning and action

As the public institutions closest to communities, local governments should promote economic and social opportunities for all their citizens and particularly vulnerable populations. However, Latin American local governments in extractive contexts often do not have the necessary skills and tools to plan the development of their territories and offer sustainable economic activities.

CISAL promoted two strategies:

1. Strengthening LED offices

- With the support and technical assistance of Canadian municipal experts, the local economic development offices of 17 local governments learned how to plan and implement local economic development in the short, medium, and long term.
- 1055 public and private sector leaders received training for the design and implementation of an LED strategy.
- In 2017, the public and private sectors, community leaders, and entrepreneurs from 16 municipalities designed their local economic development plan.
- 16 municipalities created LED committees for the implementation and monitoring of the LED plans, with the participation of approximately 140 representatives of academia, mining companies, social leaders and the women's associations, and other local and regional actors.
- Councils in 15 municipalities approved the LED Plan as a 10-year planning and management tool, converting them into public policy.
- To ensure inclusion and representation, local governments integrated the voices of women, young people, indigenous groups and disabled people into the construction of the LED plans, their implementation and monitoring.

The Local Economic Development Committee in Buritica, Antioquia, is in charge of the implementation and monitoring of the LED plan.





Beneficiaries of the CISAL Fund who are promoting better social and economic opportunities for hundreds of women in Chumbivilcas, Cusco.

2. Promoting economic diversification and business development

- Communities identified the value chains that would boost the development of their territories. Through the LED plans, 50 value chains were identified in 16 municipalities.
- Local governments in Colombia and Peru promoted 12 value chains with the support of the public and private sectors. In Antonio Raymondi, Ancash, Mayor Jorge Vicente Nina, leveraged \$26 million CAD to finance agricultural projects for communities by using the LED plan as a development management tool.
- The CISAL Fund trained 831 people in three years and provided technical assistance to 160 businesses and social projects in Colombia and Peru.
- Of the 90 businesses and social projects from the first call of proposals, almost all of them duplicated their incomes. In total, the fund generated 91 new jobs.
- Women led 55% of these projects.

How did CISAL change the way many see local economic development?

CISAL helped strengthen municipal LED offices, promoted business development and entrepreneurship in the regions, and strengthened the capacities of people working in LED. The project also contributed to the integration of businesses and small enterprises in the mining supply chain, and to strengthening of women's associations, youth businesses, and socio-environmental initiatives.

In Latin America, the view that local governments are responsible for promoting the economy and strengthen the local entrepreneurial and business sector is rather new.

"Before, you didn't hear about local economic development. Now, we are all talking about local economic development. CISAL has encouraged local governments to plan and implement development by promoting citizen participation and the inclusion of all communities."

Dayana Giraldo
Secretary of economic development of Santa Fe de Antioquia

How did the CISAL Fund change the way local governments work?

Local governments saw the CISAL Fund as a strong example of transparency. It was an effective exercise to promote accountability in all the decisions made by local governments. The coordinated work with civil society, academia, and communities made them feel a part of the decisions that the municipality took throughout the years.

"For the first time, I am making decisions with the municipality about the future development of the territory."

Jaime Montoro
School Principal, Teacher and member of the CISAL Fund Committee, Jangas, Ancash

3. Women's empowerment as a condition for sustainable development

Women mayors from Colombia share good practices and lessons learned on how to promote a gender equality agenda in their municipalities.

CISAL used three approaches to promote gender equality:



1. Supporting political participation

Through various women's networks in Colombia and Peru, CISAL led processes to strengthen the leadership, strategic communication, and local management capacity of 132 Colombian mayors, 20 Peruvian politicians and leaders, and over 200 women who aspired to elected office.

The Network of Women Mayors for Democracy and Peace of the Federation of Colombia Municipalities was reactivated in 2016 with the support of CISAL and others. The network adopted an action plan and identified its priorities: to promote a gender equality agenda in the municipalities; to promote the participation of women in politics; and to strengthen the capacities of women mayors.

The Network of Women Mayors offered workshops for women interested in running for office in 10 different regions, based on the Canadian “campaign school” model. 90 women were certified in strategic communication, with more than 500 women accessing the online resources.

In Peru, the Network of Women Councilors and Leaders of Chumbivilcas received training in using a gender lens for planning local projects. In Ancash, Peru, an existing network of women councilors was reactivated, and they began to tackle crucial issues in their region, such as chronic malnutrition. In addition to tackling a problem in their community, the women also increased their ability to analyze and jointly manage complex social problems.

2. Increasing economic empowerment

When women participate in the economy and generate their own income, they transform their lives, their families, and their communities.

Over the course of the project, the CISAL Fund trained 500 women in the formulation of business plans and social projects and provided technical assistance to 87 projects led by women or women's associations. These projects benefited more than 2,450 women. The Fund also offered training to 370 women to increase the possibility of being selected for the financing of their initiatives.

More than half of the funded projects focused on women's empowerment or women's equity. With the support of the CISAL Fund, the women could go on to create jobs in their community for other women, thus creating a multiplying effect in the municipality.

An association of artisans in Cusco receive their materials as part of the technical assistance of the CISAL Fund.



3. Creating inclusive municipal services

CISAL contributed to the development of political agendas led by women, which then became roadmaps for local governments to offer better social, political, and economic opportunities to women.

In Cusco, Peru, 180 women leaders were part of the construction of the Political Agenda of Chumbivilcan Women. Today, women use the Agenda in participatory budgeting processes and to advocate for inclusive and equitable policies and programs in their municipalities.

Study tours and international meetings helped to position the gender agenda in mayors, councilors, and municipal officials. The mayor of Frontino, Yudy Pulgarín became a spokesperson for the women's agenda and shared experiences in Peru, China, the United States and other countries on how she strengthened indigenous women in her municipality.

In La Guajira, Colombia, the municipality of Barrancas adopted a public policy on women that raised the profile of women's full participation in the community and enabled exclusive loans for women entrepreneurs.



"CISAL has driven me to be a better professional and person. I started as a municipal official and decided to run for mayor. I did not win, but today I am a municipal manager of Colquioc, exercising a position normally held by men."

Yudy Díaz León
Responsible for the DEL Antonio Raymondi municipality - Raquia (2016 - 2018)

CISAL Stories

How CISAL built better lives in Colombia and Peru

To promote sustainable and inclusive development in mining regions, local governments need to work with communities, private and public sector, and civil society. This is why we have gathered a series of life stories that are part of the legacy of CISAL throughout the Americas, to share the voices that led small changes with big impacts in Latin America.

Envisioning a new future for Colombia's mining regions

Mauricio Cardenas is the Planning and Project Manager of the mining company Continental Gold, which will begin extractive operations in Antioquia in 2020. During the past four years, CISAL has helped build a strategic development vision with local governments, institutions, communities, and the mining company.

What has been the most significant change since your work with CISAL began?

Political, social, and economic leaders in Antioquia, Colombia, were invited by CISAL to be part of the design of an economic development vision of the region. This resulted in four municipalities in Antioquia adopting and implementing local economic development plans.

From the beginning, Continental Gold has been part of this process. Today we are part of the committees that promote and monitor the LED plans and support the value chains prioritized by the communities. Our company helps to promote the coffee and sugarcane value chains, among others, and we have included other companies in diversifying the local economy to offer better opportunities for all.

What has been the most important legacy of CISAL in the region?

Without any doubt, the local economic development plans - because they define a vision and a route that all actors in the region concerted. We are all committed to continue supporting them. The LED plans and the technical committees are part of CISAL's legacy, and the mining company wants to keep on this legacy.



“Thanks to the CISAL Fund, our business has generated more than 30 jobs for artisans in the region.”

Paula Epiayu

Indigenous leaders strengthen a cultural legacy

Paula Epiayu is a leader of the Wayuu indigenous group, the largest in Colombia. She grew up with her mother and her siblings in Hatonuevo, La Guajira. She learned to weave the crafts from her mother, Paulina, with light of oil lamps. Paulina made these crafts in order to feed and educate her children. Paula and Paulina created an association of artisans in 2007 in order to participate in fairs and increase sales of their products. Today, that association includes 17 Wayuu families dedicated to strengthening their culture through the Arejuajirrawa craft workshop.

How did the CISAL Fund help your business?

Thanks to the CISAL Fund, our business has generated more than 30 jobs for artisans in the region. The machinery and supplies delivered to them have increased production and sales. We learned to market our products – to identify our customers, to create and manage a website, and create business cards. CISAL really changed our mentality and life.

How has the CISAL Fund affected you, personally?

After working her whole life, my mother can finally take a vacation, knowing that her children and grandchildren have a better quality of life thanks to a dream that began more than 50 years ago.

Now I am an empowered woman, thanks to the knowledge in entrepreneurship and marketing that I received in the trainings with CISAL. I am sure that I can lead the association and meet large hotel chains that are currently our market and I continue to dream of growing and having other points of sale and always export with essence of the best Wayuu crafts.



***“We started with 20 women, and today, the Women’s Association supports 150 women, who can work the land and feed their families.*”**

Doris Cruz

Gaining power, having a voice

The CISAL Fund is a capacity building mechanism that provides opportunities for entrepreneurs, social leaders, youth and women. Doris Cruz, President of the Women’s Association of Ccapacmarca, Peru, and beneficiary of the CISAL Fund in 2017, explains how the CISAL Fund transformed her community.

What was life like before the CISAL Fund?

Before the CISAL Fund, 32 women were part of the Association of Women of Ccapacmarca. We weren’t organized at all, we didn’t meet regularly, and we weren’t legally constituted. Many of the women were locked in their homes, without a voice, and most did not produce vegetables or fruits in their farms.

How did the CISAL Fund help you?

The CISAL Fund helped us to legally organize the association and to buy agricultural production equipment for 20 female heads of household. We started with 20 women, and today, the Women’s Association supports 150 women, who can work the land and feed their families. But more importantly, women can now sell products on the market for additional income.

In cooperation with the municipality, we manage a farmer’s market where women sell their vegetables and fruits. Women have the opportunity to earn money and support their families. Women are now empowered: providing income, earning space, and having a voice in their homes. This transforms everything, including domestic violence, because men no longer feel that they own everything.

What are some of the biggest impacts of the CISAL Fund?

Since the CISAL Fund, we have gained power in decision making and local government. For the first time in Ccapacmarca, we can participate in participatory budgets, because we are now legally constituted, thanks to the help of the CISAL Fund. We presented three projects that will benefit the 150 women who are part of the organization. And they are not just 150 women - they are all our families.



Collaboration and exchange in the Americas

In total, 76 municipal experts from 35 Canadian municipalities, regional districts and local governments associations who participated in missions to Colombia and Peru. One of the most committed municipalities was Fort St. John, British Columbia. The main focus of Fort St. John was to support and build the capacity of women leaders and women authorities, in an environment characterized by gender inequality and a high rate of violence against women. Dianne Hunter is the City Manager of Fort St. John and was part of the technical assistance process of strengthening the voice of women in Cusco, Peru.

Can you tell us about the Agenda of Chumbivilcana Women?

The Political Agenda of Chumbivilcana Women brought together 180 leaders to identify the main problems faced by women and propose solutions in health, participation, gender-based violence, economy, education and the environment. Today, the Agenda is a tool that women use to negotiate with the public and private sectors, and they have managed to integrate civil society and other organizations into its implementation. In Chumbivilcas, they have understood that the problems related to women are not just women's problems. They are problems of society as a whole.

What was the most important thing you learned through working with CISAL?

The opportunities we have had through CISAL allowed us to reformulate many of the questions that we ask ourselves as a municipality. We have increased our opportunities for citizen participation to ensure that our projects and initiatives are in line with the needs of the community. In other words, the lens through which we look at our world has changed. This leads to better decisions and a better understanding of our community.

▶ Reflecting on CISAL's legacy

Local governments are essential to the development of their territories. This is an approach that FCM has used throughout the CISAL years with regional and national governments, with NGOs, academia, and mining companies. And it worked!

Empowering local governments as development institutions has helped them to better address the needs of their communities. After CISAL, local governments are better equipped with the capacity to plan in a participatory, strategic, and inclusive manner and grow the local economy led by the municipality.

Together, with their communities, local governments now lead the change that their citizens need.



In November 2019, we met with some of our partners and allies from Bolivia, Canada, Colombia, and Peru in a closure event in Ancash, Peru, to share best practices and stories of how our lives changed in the past years.

Serafina Munoz is the president of the Women's Association of Livitaca, Cusco, and a beneficiary of CISAL. In her intervention, she shared in Quechua how proud she was of herself for talking in front of so many people about women empowerment and the importance of gender equity. Being the president of the Women's Association, she said, having finished only until second grade, was for her revealing and a motivation for all women in her small town over 4,000 meters above sea level in the Peruvian Andes.

Serafina is one of the leaders behind the Women's Political Agenda in Chumbivilcas, a CISAL Fund beneficiary, and an example of why we believe CISAL represented a great milestone and a life-changing experience for hundreds if not, thousands of people!

Christopher L. Yeomans
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