



Sustainable and inclusive communities in Latin America

Good practices for local governance



Women of Livitaca, Cusco

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Sustainable and inclusive communities in Latin America

Good practices for local governance

What is a good practice?

According to the Food and Agriculture Organization (FAO) of the United Nations, a good practice is a series of actions and activities that are effective, produce strong results, and can be replicated across other contexts and circumstances.

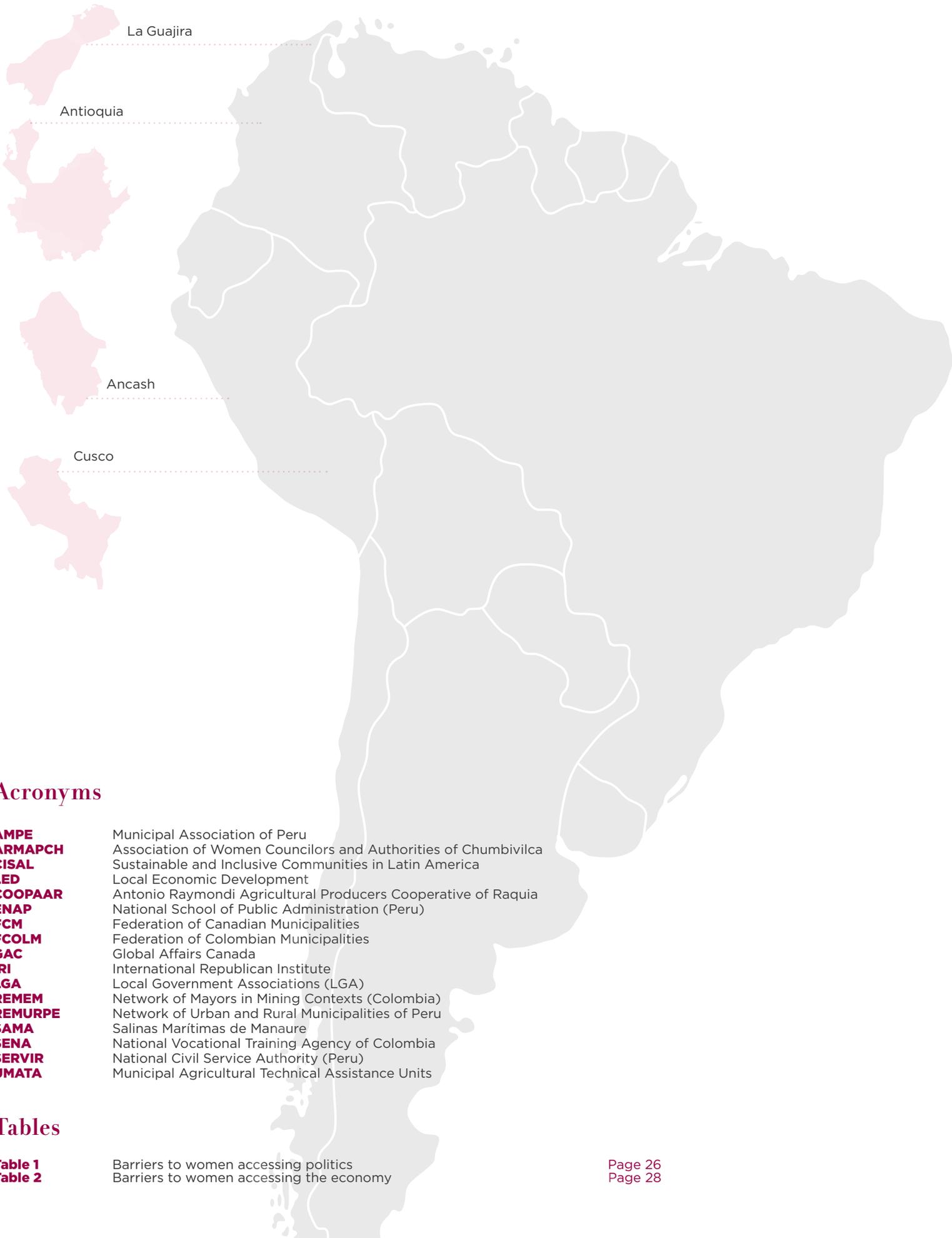
For this document, a good practice is defined as a local activity that contributes to establishing more inclusive and sustainable development in the mining regions of Colombia and Peru. The good practices in this document can be replicated or adapted for communities across the globe to address their unique local challenges.

The values and principles of good practice are:

- Local government leadership
- Transparency and accountability
- Stakeholder engagement
- Gender equity
- Sustainable development



Councillor of Santo Tomas, Cusco, at a CISAL Summit



Acronyms

AMPE	Municipal Association of Peru
ARMAPCH	Association of Women Councilors and Authorities of Chumbivilca
CISAL	Sustainable and Inclusive Communities in Latin America
LED	Local Economic Development
COOPAAR	Antonio Raymondi Agricultural Producers Cooperative of Raquia
ENAP	National School of Public Administration (Peru)
FCM	Federation of Canadian Municipalities
FCOLM	Federation of Colombian Municipalities
GAC	Global Affairs Canada
IRI	International Republican Institute
LGA	Local Government Associations (LGA)
REMEM	Network of Mayors in Mining Contexts (Colombia)
REMURPE	Network of Urban and Rural Municipalities of Peru
SAMA	Salinas Marítimas de Manaure
SENA	National Vocational Training Agency of Colombia
SERVIR	National Civil Service Authority (Peru)
UMATA	Municipal Agricultural Technical Assistance Units

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▶ Introduction

Latin American countries represent a significant percent of the extraction of natural resources in the world. However, the financial rewards have often not translated into social, economic and environmental benefits for the communities in these regions. Hence, the existence of natural resources frequently creates conflict, polarizes communities, and results in mistrust between citizens, levels of government, and industry.

As the level of government closest to the community, local governments are best placed to ensure their development and wellbeing of their citizens. However, in mining contexts, local communities are often left out of the development processes.

The Sustainable and Inclusive Communities in Latin America (CISAL) program is an initiative of the Federation of Canadian Municipalities (FCM) that seeks to strengthen local governments in mining contexts of Colombia and Peru, so that they can offer greater social benefits and sustainable economic development opportunities for their communities.

The *Sustainable and inclusive communities in Latin America: Good practices for local governance* document offers a series of tools, practices and real world examples to help promote effective governance and inclusive development for local governments and development practitioners. This document shares a set of good practices and significant experiences of the CISAL program from working with 17 local governments of Colombia and Peru.

This document covers topics like:

1. Multi-stakeholder dialogue tables in mining regions
2. The political and economic empowerment of women in Latin America
3. Planning Local Economic Development (LED)
4. The CISAL Fund: a technical assistance and financing mechanism
5. Local government associations in Latin America

Each section has a similar format:

1. Concepts & methodologies
2. Stories, experiences or case studies
3. Lessons learned

We hope this document can be part of the legacy of how CISAL has contributed to transforming local governments in Latin America to be more effective and inclusive.



Christopher L. Yeomans
CISAL Program Director – Federation of Canadian Municipalities



► Editorial note

The Federation of Canadian Municipalities is the national voice of local government. FCM brings together nearly 2,000 municipalities of all sizes, representing more than 90 percent of Canadians living in every province and territory. With funding from the Government of Canada, FCM's international programming helps building a more peaceful, prosperous and inclusive world. CISAL is a remarkable example of these efforts.

Canadian municipalities have a long history in resource extraction, with many difficult lessons learned and well-deserved successes to share with local governments in similar contexts. From 2014 - 2019, Canadian municipal experts from 25 municipalities across the country shared their knowledge and experiences with their Latin American counterparts on various topics such as long-term strategic planning, local economic development, and coordination with extractive companies. These exchanges have not only built the capacities of 17 municipalities of Colombia and Peru, but have also forged strong relationships between municipal experts in all three countries.

Each of the Canadian municipal experts contributed an important piece to the CISAL program. The team from Fort St John, BC helped empower the women in Chumbivilcas, Peru. The experts of Red Lake, ON and Sudbury, ON showed partners in Antioquia, Colombia how mining can benefit the local economy. The District of Elkford, BC and Sioux Lookout, ON helped improve dialogue between companies and indigenous communities of La Guajira, Colombia. The Capital Regional District, BC, and Kimberley, BC helped the communities in Ancash, Peru improve their solid waste management and promote sustainable tourism.

The CISAL program demonstrated that local governments matter. They are the best positioned to contribute to community development, to voice the concerns and needs of its people, to convene stakeholders, and to manage the impacts and benefits of extractive activity in their territory. By engaging in CISAL, partners in Canada and Latin America have truly helped build more sustainable and inclusive communities.

Garth Frizzell
City Councillor of Prince George, BC - FCM Vice President



Leaders and councillors from Chumbivilcas gathered



► Why do we work with local governments?

Municipalities are the order of government closest to their citizens. In Latin America, their main purpose is to promote social and economic development of their region and ensure citizen engagement and participation.



Mayors from Antioquia gathered in CISAL Summit

The CISAL program sees local governments as key allies in building sustainable and inclusive development for the following reasons:

Local governments can promote the development of their regions

Local governments can help lead the development of a town or city by implementing effective public policies, services, and programs that meet local needs and support vulnerable communities. Local governments can help ensure better lives for their communities through basic services such as water, education, and healthcare, among others.

Local governments can drive economic development

Local governments can be innovative in how they promote local economic development by strengthening entrepreneurship and creating employment in their communities, especially for women and young people.

Local governments can promote citizen engagement

Local governments have the opportunity to encourage community participation to make joint decisions on how to achieve sustainable development. They also can engage vulnerable communities in dialogues to understand their needs and interests.

Local governments can foster gender equality

There is abundant evidence to show that when women are part of the social, economic and political life of a community, it reduces poverty and child mortality and spurs local development. Local governments can contribute to increasing gender equality by identifying local needs and increasing the agency of women in social, political and economic spheres.





Mountains of Antioquia, Colombia

► Main challenges of local governments in mining contexts

COLOMBIA

contributions from royalties in the extractive sector amounted to

\$524 million
dollars in 2016

\$647 million
dollars in 2017

and over

\$771 million
dollars in 2018¹.

PERU

mining activity generated profits of

\$988 million
dollars in 2017

while in 2018 the profits reached

\$1.450 million
dollars².

¹ <https://www.portafolio.co/economia/al-2020-colombia-duplicara-su-produccion-de-oro-anm-5259782>

² https://eiti.org/sites/default/files/documents/vi_informe_nacional_de_transparencia_de_las_industrias_extractivas_-_2015_y_2016.pdf

Despite being a significant component of the Colombian and Peruvian economies, local governments have faced immense challenges when it comes to guaranteeing the well-being of the citizens who live in extractive regions, and seeing those profits flow into their communities.

The CISAL program focused on the following challenges:

- The need to have better tools to address social, economic and/or environmental challenges with mining companies, communities, and the national government.
- In mining contexts, unequal development leads to less employment and social development opportunities in these communities, especially for women and youth.
- Neither communities nor local entrepreneurs are prepared to take advantage of the economic opportunities that the development of extractive industries can bring to the region.
- Mining regions of Latin America are located far from where decisions are made. This leads to mining companies coordinating directly with the communities that are in their direct area of influence, without including local governments in long-term regional strategic planning.



Mountains of Ancash, Peru



Mountains of Cusco, Peru



► Five strategies for sustainable and inclusive development

The CISAL program utilized five main strategies to strengthen local governance, promote local economic development, and gender equity while working with 17 municipalities in Colombia and Peru. The program also provided technical assistance and built relationships with municipal leaders and development practitioners from Canada, Colombia, and Peru to ensure these strategies were implemented effectively and will remain in place for years to come.

CISAL promoted the following strategies to help local governments offer better social and economic opportunities for their communities:

1. Creating multi-stakeholder dialogue tables

How can local governments coordinate with mining companies and other key stakeholders to build inclusive and sustainable development? **Read more on page 14.**

2. Promote political and economic empowerment of women

How can local governments improve women's participation and leadership in public spheres? How can local governments offer better social and economic opportunities to women?

Read more on page 24.



Exchange between the mayor of Forst St. John, BC, and Quiñota, Peru

3. Planning local economic development

How can local governments pave the way for a more participatory and inclusive local economic development process in mining contexts?

Read more on page 41.



Leaders from Colombia and Peru in a workshop in Antioquia

4. Managing the CISAL Fund

How can a culture of transparency and accountability be fostered in mining contexts in Latin America? How can local governments empower entrepreneurs and vulnerable groups through a technical assistance and financing fund?

Read more on page 56.

5. Strengthening local government associations

How can regional associations represent best the interest and needs of local governments in Latin America?

Read more on page 67.



Rural community of Ancash, beneficiary of the CISAL Fund

1 Multi-stakeholder dialogue tables in mining communities

Sustainable development is only possible with strong partnerships and institutional cooperation. In mining contexts, coordinated efforts between government, mining companies, and local communities are essential so that all parties work toward the same goal. However, lack of coordination stifles socio-environmental growth and limits strategic planning, challenges that municipalities are not always prepared to address.

One of the CISAL program's strategies was to establish multi-stakeholder discussions that could foster citizen engagement and institutional coordination with public and private organizations. We have referred to these spaces as multi-stakeholder dialogue tables.



Mayors from Ancash with mining companies at the CISAL Summit

A multi-stakeholder dialogue table is a management tool that gathers different development stakeholders to address issues that affect them.

Why do multi-stakeholder dialogue tables work in mining contexts?

1. They promote governance

There is an opportunity to strengthen democracy by managing a region's different interests. Local governments can enhance efficient and effective services for all communities through a multi-stakeholder mechanism. For example, municipalities can use a multi-stakeholder dialogue table to seek out alternative solutions to addressing water management issues.

2. They strengthen citizen engagement

These roundtables can promote conversations between citizens and groups with different points of views. They can offer vulnerable communities an opportunity to negotiate and participate in relevant discussions that affect the issues that matter to them.

3. They strengthen transparency and accountability

Any process where several public and private organizations come together for regional development fosters better transparency. These roundtables provide an opportunity for each party to pronounce their needs, interests, and positions concerning different topics and challenges on the local agenda.

4. They strengthen the relationship with key stakeholders

In some cases, local governments in mining communities do not have any kind of relationship with mining companies or the national government. In other cases, these relationships are limited. Multi-stakeholder dialogue tables work as platforms that recognize the different needs and interests of various actors and help them make progress towards reaching a consensus.

5. They build trust among different stakeholders

Once stakeholders have established relationships, these roundtables can work towards long-term coordination. This process leads to build trust among stakeholders, a key need towards achieving development results.

6. They foster the creation of a long-term vision of development

Reaching consensus among public, private, and community institutions in mining contexts can be a long, extended process, but it is essentially to identify and implement the type of local development that communities want.

The multi-stakeholder dialogue tables supported by CISAL



The Regional Coordination Table of Antioquia

The CISAL Project supported three types of multi-stakeholder dialogue tables.

Multi-stakeholder tables to coordinate with mining companies

Transparent dialogue is crucial to building trust and fostering participatory planning between various stakeholders. However, in mining regions, tensions and disputes can arise around natural resources like water or land.

For local governments, the ideal starting point is to serve as the voice of the community's interests and needs, to represent the community in talks with extractive companies. Peaceful, creative and participatory dialogue can help local governments manage tensions and conflicts and turn them into opportunities for transformation.

CISAL Experience

ANTIOQUIA, COLOMBIA

The Regional Coordination Table of Antioquia

In 2016, illegal mining led to a social, political and environmental crisis in the western region of Antioquia, Colombia. A multi-stakeholder table was created to serve as a space for safe, transparent dialogue between four different municipalities, the mining company Continental Gold, and the regional government.

Since then, this roundtable has fostered transparency and communication between the public and private sectors. It has allowed them to discuss issues that could otherwise lead to tensions among actors, and has become the place to coordinate investment opportunities in the region. For example, in collaboration with Continental Gold, the roundtable has helped support the region's value chain for coffee and other agricultural products and create jobs in the region.

This roundtable is an example of how a crisis can become an opportunity to coordinate investment opportunities with the mining company. In page 51, a case study shows main results from the Regional Coordination Table of Antioquia.

The Technical Table for the Development of Chumbivilcas

Chumbivilcas in Cusco, Peru, is a region with a mining presence that has made a large impact on the national economy. Despite this, Chumbivilcas is also a region with many social and economic needs.

In Chumbivilcas, a conflict between the mining company and its surrounding communities was addressed through a roundtable that included leadership from the central, provincial and local governments. Communities in the region felt that extractive development had a negative impact on their quality of life. Then, this participatory mechanism established guidelines to support public investment in the region, in order to rectify some of those issues.

As a result of this Table, investments were approved for the province's eight municipalities for 166 million soles, designated for educational, healthcare and infrastructure projects. It was an innovative experience, as it was the first time that eight municipalities in Peru coordinated the investments of the national government with a mining company in a same scenario.

CUSCO, PERU

Multi-stakeholder tables offer better services to communities

Latin America is home to the most urbanized cities in the world. According to reports from the United Nations, 81% of the Latin American population lives in cities. Given this context, one of the main challenges local governments face is to provide effective public services that respect the rights of all citizens³.

With this in mind, CISAL established two different tables to hold multi-actor discussions:

The Technical Roundtable for Solid Waste Management

Waste management is a challenge for all Peruvian municipalities. Only the biggest cities in Peru have landfills where garbage is collected. Even though regulations require local governments to have solid waste management plans, only 3% of municipalities have adequate infrastructure to treat solid waste.

In 2016, after a study tour to Capital Regional District, British Columbia, to understand the regional approach of a solid waste management system of 13 municipalities, the region of Ancash established a multi-stakeholder mechanism with the goal of finding joint solutions for solid waste management.

Through this multi-stakeholder initiative, five municipalities from Ancash (including mayors and technical officials) are seeking out alternatives to resolve a crucial problem that affects more than 200,000 citizens.

The Ministry of the Environment of Peru has endorsed this initiative, and has stated that it would be the first case in Peru in which several municipalities have taken a joint approach to solve the challenges of solid waste management.

This roundtable also contributed to putting the need to find joint solutions to this problem on the 2018 election agenda. As a result, new local authorities have continued this initiative and have appointed technicians to participate in this technical multi-stakeholder table, which now also includes the participation of different nationwide actors from academia and the public sector.

ANCASH, PERU

³ <https://www.un.org/development/desa/es/news/population/2018-world-urbanization-prospects.html>

The Water Dialogue Table

According to the Constitution of Colombia, the government must guarantee the right to access to clean and potable water. In La Guajira, however, a water shortage is affecting a region where over 50% of the population is indigenous. The Water Dialogue Table was created in 2017 as a multi-stakeholder mechanism to identify the region's main needs and potential solutions for accessing water.

The local government of Barrancas led the process that brought together 11 municipalities, two indigenous communities, the Cerrejon mining company and a number of representatives from the public sector and civil society organizations.

The process helped to build trust between all stakeholders and continued until the Ministry of Housing and Territory created a water management program called Guajira Azul, which was one of the products of the Water Dialogue Table. Between 2019-2022, the program will invest 200 million dollars to capture and store 70% of La Guajira's water.

Multi-stakeholder tables to promote economic development

Local governments can face challenges in finding alternatives and solutions to boost sustainable and inclusive economic growth. One of the biggest challenges of the new millennium is how local governments can contribute to reducing economic inequality. Multi-stakeholder tables are intended to remove politics and interference from the equation, so that creative solutions can be implemented that benefit communities and promote better opportunities for all.

Steering committees for local economic development (LED)

Most municipalities in Latin America don't plan or for the long term. Every four years the new elected officials come in and restart planning efforts, often disregarding or dismantling the work that came before them. CISAL has helped changed this situation through the design and development of local economic development plans that plan 10-years at a time.

LED steering committees are tables for coordinating and promoting the implementation of local economic development plans. Local governments lead the process and include social and business organizations that represent the community. Their primary function is to execute, monitor and evaluate LED plans.

In the past three years, CISAL has contributed to creating 16 of these types of committees (see page 41 to learn more about how to plan for local economic development).

The Table for Tourism in Ancash

One of the main pillars of the economy of Peru is tourism. However, in Ancash, a beautiful destination, lack of formalization among service providers means that tourist dollars are being lost.

The Table for Tourism was established to design innovative alternatives on how to promote tourism in the region. The table included two municipalities (Independencia and Taricá), two rural communities (28 de Junio and Collón) and six private companies.

The Table designed the "Vive Ancash" tourism package, which combines experiential, cultural and environmental tourism for a 12-day stay in the region. The package promotes formal and specialized tourism, strengthening the capacities of all the service providers and communities involved. This package was implemented successfully in 2017 and 2018.



The Roundtable for the Development of the Salt Sector

In Manaure, Colombia, private companies, indigenous organizations and the local government needed a mechanism where each could express their needs, interests, and expectations about how to most effectively extract salt in the region.

Background

The Municipality of Manaure is located in the Alta Guajira region in northern Colombia, close to the Caribbean Sea. Home to over 100,000 people, the majority of its population is indigenous. For years, salt extraction has been the main source of its local economic development and the majority of its inhabitants extract or sell the resource, leading to a high dependency on the salt business.

Challenges

For over 30 years, salt mining was in the hands of the national government, and in 2000, Manaure was the country's main salt producer. In 2004, the Colombian government gave mining titles to a joint venture company called Salinas de Manaure (SAMA). Consisting of three indigenous associations and the local government of Manaure, one of SAMA's conditions was to contract out a private operator to handle the company's operations.

A series of different issues among the stakeholders of the salt value chain have negatively affected its production and operational development, resulting in a weakened local economy and the quality of life of the residents of Manaure. With its heavy dependence on the salt business, these issues affected the entire community and the industry's ability to guarantee development opportunities to all. In 2019, Manaure is one of the poorest municipalities of the northern part of Colombia.

Approach

With the support of CISAL, the local government established the Roundtable for the Development of the Salt Sector in Manaure (RDSSM), a participative mechanism for increasing the salt industry's contributions to the economic and social development of the region.

The RDSSM gathered national public institutions to meet with the mining company, civil society and indigenous communities, including artisans and the tourism industry. The Chamber of Commerce, the academia, the regional government, and the environmental ministry, also joined the Table to collectively envision, build, and establish a plan for the future for Manaure.

Methodology

A *Are the actors ready?*

Manaure was once known as the salt city of Colombia. However, assessments made by CISAL showed that coordinated, peaceful, and creative dialogues among actors from the salt value chain could help recover the trust in each other to start envisioning a new future.

Together with the local government of Manaure, the CISAL team identified leaders and representatives from the salt value chain. The second step was to meet individually with each of the actors to understand if they wanted to be part of a multi-stakeholder mechanism. They all agreed.

B *Study Tours to understand and connect*

In November of 2016, CISAL invited representatives from the local government, the indigenous communities, the private mining company, the tourism and artisan industry, and representatives from the Chamber of Commerce to learn about the experiences of the salt mines from Maras, Cusco in Peru.

The study tour to Maras was an opportunity to learn about different success stories of local economic development in the Latin American region. It was also an opportunity to share strategies about how to diversify and commercialize salt, add value to the product, and how to make a tourist attraction from a salt town.

In 2017, municipal experts from Elkford, British Columbia, shared good practices with members from the Manaure community, based on experience working with mining companies and First Nations communities.

These exchanges served as an incentive to analyze the development opportunities that exist in the region, and the importance of working together and having a shared vision.

C *The Roundtable for the Development of the Salt Sector*

Over six months, three plenary tables were held at the Cultural Center in the municipality of Manaure. The inaugural session established the objectives, methodologies, expectations, and rules of the table, and three technical roundtables were established: one to strengthen indigenous associations, another for local economic development, and a third focused on the environment.

A second plenary roundtable was held to share progress and follow up with each of the technical roundtables. At the last plenary roundtable, the technical roundtables shared their results, the commitments of the actors involved, and established the next steps.

D Stakeholders: Who is part of the Table?

Participants in the RDSSM included:

- the municipality of Manaure
- indigenous associations
- the mining company
- the Chamber of Commerce of La Guajira
- the National Service for Training (SENA)
- the National Competitiveness Commission of La Guajira
- the Regional Government of La Guajira
- the Ministry of Mines and Energy
- the Ministry of Environment and Development
- the University of La Guajira
- the National University of Colombia
- Chevron, a think tank called Guajira 360

E Who leads?

The CISAL program served as the RDSSM technical secretariat and was responsible for: calling meetings together with its different local, regional and national actors; organizing timelines and work schedules by roundtables; and following up on the agreed commitments.

Manaure, La Guajira

F Rules of the Table

Despite the tensions between actors and the presence of potential conflicts, the RDSSM and the technical roundtables were successful due to a series of rules that were set at the beginning of the process. The rules were sought to establish an environment based on respect and constructive dialogue.

Some of the agreed-upon rules:

- Controversial issues would not be included in the agenda, but instead be addressed in other dialogue tables.
- Anyone can change opinions and all opinions will be respected.
- The common good must rule over private interests.

G Technical Roundtables

Technical tables were established in order to address and structure technical and specific discussions with relevant actors.

The capacity-building roundtable for indigenous associations was responsible for connecting the indigenous associations with other regional and national institutions to identify and plan actions for strengthening technical and financial areas.

The local economic development roundtable got leaders from the municipality's economic sectors to meet with the La Guajira Chamber of Commerce, SENA and other key institutions. Their work focused on developing a tourism profile for Manaure together with the salt mining industry.

The environmental roundtable discussed how to improve the municipality's environmental practices. Led by the local government, this roundtable addressed issues such as minimizing the impact of salt extraction, informal mining and implementing good environmental practices in the salt ponds.

The main results of the RDSSM



Salt in Manaure, La Guajira

1 After over 10 years of not using the salt ponds of the Waya Wayuu Indigenous Association, today, it is being extracted and is benefiting 875 indigenous families.

2 Three hundred indigenous women have been trained in good environmental practices. Today, the salt ponds are clean and free from plastic and garbage.



Woman from the Chamber of Commerce of La Guajira, Colombia

3 The National University of Colombia documented the salt value chain, a subject that is under-represented in academic literature.

4 Women's associations, the Chamber of Commerce and SENA worked in collaboration to produce the value-added product of salt for cattle. Financing for this project was obtained from the General System of Royalties of Colombia.

5 Manaure was the host for the first International Salt Forum, which included different levels of government, gas and oil companies, and municipal experts from Canada.

A multi-stakeholder table was created for participatory development in order to establish a common and positive vision of the region, prioritizing salt and tourism as key economic industries and bringing different actors to work and coordinate for the development of Manaure.

Creating a space based on trust and respectful dialogue led to the positive transformation of the relationship between the main actors in conflict. By visiting Maras, and through the coordinated efforts of the technical roundtables, the different actors were able to recognize the opportunities, potential and challenges to diversifying and recovering the economy of their region. Most importantly, it became clear that it was necessary to work as a team and to coordinate with each other to reach that vision and redefine each actor's role in different development processes. Today, the local governments keep leading the development of the salt industry with the collaboration of local, regional and national institutions.

How local governments can lead a multi-stakeholder dialogue table

- First, local governments should identify the advantages and disadvantages of leading a multi-stakeholder dialogue table; based on what is identified, commit as a local government of leading the process in an institutional way. If it is best for the local government to not lead the table, it is important for a neutral actor to be involved that can bring actors to the table, ensure transparent communication and – if necessary – strengthen the negotiation skills of the actors involved.
- Create interest among different stakeholders to become involved in the process in a collaborative and constructive way so that all are willing to listen to each other to understand and meet different needs, interests, opinions and perceptions.
- Understand that beyond reaching agreements, these multi-stakeholder tables seek to generate knowledge and trust among their participants, from which point they can resolve problems, conflicts or make different types of agreements.
- Set an agreed-upon action plan that clearly identifies activities, deadlines, actions and responsible parties and that establishes a communication strategy to reach out on main results and development efforts. This helps build trust and strengthens the role of each actor.

Questions that can help guide multi-stakeholder dialogue tables:

Before

- What is the main objective of the multi-stakeholder dialogue table? Who can lead the multi-stakeholder initiative? What is the role of the local government?
- Who are the stakeholders? What are their needs, interests and perceptions? How can they be engaged? How can the participation of women be ensured?
- What methodology can be useful to achieve the objectives?
- How long would the table exist for? What would its budget be?

During

- What rules of the game will be made in the first meeting?
- How will decisions be made?
- What strategies will be implemented to keep actors committed and informed?
- Who are the champions of the table? How can they engage others?

After

- What roles and responsibilities will be agreed upon?
- How will the process be monitored and evaluated?
- Who will be responsible for sharing the roundtable's achievements and outcomes?

2 The political and economic empowerment of women

In Latin America, the feminist movement to attain equal opportunities and gender equity took a big step forward just 60 years ago when women won the right to vote.

It all started in the 1930s, when some women in Brazil, Chile, Cuba, and Uruguay went to the polls for the first time. In Colombia, the right to vote was extended to all women in 1954, while Peruvian women gained the right in 1955. While this movement has gained momentum in recent years, and major struggles have been fought to secure equal rights, the task of breaking down sexist paradigms and stereotypes continues.

Sustainable development is only possible if it is inclusive, with social, political, and economic opportunities that allow women to fulfill their full potential as human beings and equal members of society.

Women are being respected as agents of change and advocates that can transform the dynamics of entire communities. This is why, in 2017, the Government of Canada adopted the Feminist International Assistance Policy, which firmly establishes that promoting gender equality and empowering women and girls is the most effective approach to eradicate poverty and build a more peaceful and inclusive world ⁴.

In response to this public policy, the CISAL program has supported local governments to focus on offering better social, political and economic opportunities to all women in their communities.



Woman in Livitaca, Cusco

⁴ https://www.international.gc.ca/world-monde/issues_developpement-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng

WOMEN IN POLITICS

Why is the political empowerment of women important?

Women make up, at a minimum, half of the population, half of the voices, and half of the potential of any given region⁵. But women in regions like Cusco or La Guajira have been assigned a more passive role of doing housework, and their voices are often not heard in the public sphere. Women have lived at the margin of any collective development efforts.

This is why creating inclusive and sustainable regions requires integrating women's voices in the development process. All development efforts need to involve women in decision-making spaces, consulting women about their needs and priorities, and enabling access to political and public participation to all women.

There is also research, including from the United Nations, that demonstrates women are powerful agents of change, whether in the way they manage resources or the ideas that they bring to public and private management. So what are local governments waiting for to support all women?



What barriers do women face to participate in politics?

According to the World Economic Forum, if we do not take effective and urgent measures to reduce gender inequality, it will take 170 years before women have access to the same social, educational, economic, and political opportunities as men⁶.

This task belongs to all of society: from governments, to the private sector, academia, and civil society. We must move forward with efforts and actions that lead to changing paradigms for effective and sustainable transformation.

However, it is important to understand the main barriers that women face. To do this, CISAL completed a series of assessments to understand women's barriers in Latin America to participate effectively in politics.

⁵ <https://www.un.org/sustainabledevelopment/wp-content/uploads/2016/08/5.pdf>

⁶ <https://www.weforum.org/press/2016/10/beyond-our-lifetimes-prospects-for-workplace-gender-equality-slip-to-2186/>

Barriers women face to participating in politics

Social norms, paradigms and preconceived notions about women's roles

For centuries, men have dominated politics. Women who pursue public office constantly face prejudice about what a woman's role should be: a mother and a wife. Often, this social pressure leads to guilt and even family conflict, limiting the participation of women in social and political spheres. Women in rural areas face even more pressure and limitations.

Keeping balance with the responsibilities at home

In most cases, especially in rural areas, household and parenting responsibilities are automatically assigned to women. Women often do not have the time to participate in activities, meetings or political campaigns.

Holding political office requires dedication and effort. If women do not have the support of their partners, it is very difficult for them to maintain a balance between their personal and public lives.

Accessing education in politics and leadership

Women have limited access to strengthen their leadership and political education skills. This may be due to tuition costs, transportation costs, or limited access to take online courses.

Economic resources to run political campaigns

Pursuing elected positions requires receiving support from a political party or from politicians that already have a career and experience.

For the women that decide to start their campaigns, their main challenge is financing activities. This is why many women involved in politics ascribe to political parties that may or may not represent the main needs of women.

Legal and institutional gaps

Public policies that promote women's participation in politics need to check for legal gaps. While policies that promote women's participation exist, they are not always adhered to or are only partially adhered to, inhibiting progress towards a society full of equal opportunities for men and women.

Political violence

Harassment, threats, intimidation, and even death have made politics a risky option for women in Latin America⁷.

Once elected, women can experience hostile situations in dealing with politicians, media, opinion leaders and political enemies. This can affect their performance, political image, and motivation and even make them think of not running again for office. Political violence against women seeks to intimidate and exclude them from public spheres.

⁷ <http://www.unwomen.org/es/news/stories/2018/11/feature-across-latin-america-women-fight-back-against-violence-in-politics>

WOMEN IN THE ECONOMY

Why is the economic empowerment of women important?

When women work outside their homes and earn a salary, the contribution they make to the well-being of their family is more visible, they gain more respect, and they can contribute to reducing serious issues like child malnutrition.

In Latin America's rural areas, women often encounter more barriers to participate in the economy than their urban counterparts do. However, participating in economic development and taking a more visible role has a transformative effect. One such result can be reducing gender violence and motivating other women to move forward and participate in public office.

Additionally, the more women work and participate in the economy, the more a region's economy will grow. Evidence and research shows that women's economic empowerment increases municipal productivity and economic diversification, and leads to other positive development results⁸.

Local governments should address all barriers that women face to access economic opportunities to ensure local economies grow and diversify, but also so that women's and children's lives improve.

The following chart summarizes some findings regarding the barriers women face to access economic opportunities in Colombia and Peru:

⁸ International Monetary Fund (2018). Pursuing Women's Economic Empowerment

Two women artisan leaders of La Guajira, Colombia



Barriers women face to access economic opportunities:

Access to information	<p>Women say that limited information is available on markets, demand and business opportunities.</p> <p>In addition, for those women who do not speak Spanish, information is not available in other languages (Wayuunaiki or Quechua, for example). There is also little information on formal employment and human development opportunities.</p>
Unbalanced household responsibilities	<p>Influenced by the community, family and husbands, women are expected to fulfill responsibilities in their homes, with childcare and looking after their husbands. This prevents women from finding the time and support to have a role in different economic activities.</p>
Illiteracy	<p>Women who do not have the ability to read or write are limited when it comes to getting training or to accessing resources or opportunities in human development.</p> <p>There are also women in indigenous or rural communities who do not speak Spanish and therefore normally face barriers to accessing economic opportunities.</p>
Gender violence	<p>Violence against women is a critical issue both in Colombia and Peru. It prevents them from participating in their community, lowers their self-esteem and limits their agency as actors in development. In addition to physical violence, women can face also psychological violence.</p>
Few job opportunities for women	<p>Women are overrepresented in informal and vulnerable jobs⁹ and they have few opportunities for decent employment, either because they have few human development and training opportunities or because they do not have enough support in taking care of their home and family.</p> <p>In extractive contexts, mining companies tend to attract and retain male employees in greater proportion, distancing them from rural jobs and redefining the roles of the rest of the family.</p>

⁹ <http://www.unwomen.org/en/what-we-do/economic-empowerment/facts-and-figures>

Access to financial and business education

Women in rural areas have little internet access to take online courses and have few financial resources to access training offered by universities or other institutes related to entrepreneurship and financial and business.

Limited access to financial loans

Financial institutions do not trust women's abilities to pay and sometimes even consider them a high risk for granting them loans.

Weaknesses in women's organizations

When women's associations are not legally constituted, they cannot participate in local management spaces such as Participatory Budgets (PP, presupuestos participativos), in the case of Peru, and they cannot access public benefits or resources.

Public and civil society institutions lack the coordination and strategic partnerships to make women's voices stronger.



Women threshing wheat in Ancash, Peru

The CISAL experience: listening to women's voices

The Sustainable Development Goal (SDG) #5 is to achieve gender equality and empower all girls and women¹⁰. Although local governments should be at the main stage of this SDG and may intend to promote the participation and inclusion of women in development processes, along the way they may encounter limitations to achieve it.

With this in mind, The CISAL Project supported the design and development of a series of strategies and tools to help local governments in extractive contexts encourage the participation of women in political, social, and economic processes by listening to their needs and priorities.



Flora, a women leader from Cusco, Peru

Meeting women's needs

If a local government is committed to design projects, programs or public policies that improve women's lives and reduce gender inequality, the best way to achieve this is to consult directly with women. What are the most urgent priorities local governments should address? Making sure the voices of different women are heard is a central component of having a gender-based approach to assure women are well represented.¹¹

CISAL consulted women, people with disabilities, the elderly, youth and other vulnerable groups in municipalities to understand what the main needs were of excluded communities. Based on this assessment, local governments could identify, or at least confirm, a group's most urgent needs.

¹⁰. <https://www.sdgfund.org/es/objetivo-5-igualdad-de-g%C3%A9nero>

¹¹. UN Women.



Participatory planning

As a result of the assessment's findings, there was an urgent need to involve women in planning and decision making processes in order to take their voices into account. One example was the creation of local economic development plans. Women's organizations and women leaders were invited to be involved in LED planning.

In Ancash, Peru, women's participation helped ensure the local government's commitment to strengthen the productive chain of flowers, and the production and sale of guinea pigs.

In Santa Fe de Antioquia and Manauere, Colombia, the participation of women was key to the process of introducing the LED Plan to the Municipal Council and to getting it approved as a ten-year public policy. Women were also included in LED steering committees, whose task is to implement and monitor LED plans in each region.

The representation and participation of women was present in the different forms of local management in the four municipalities of Chumbivilcas, Peru, such as with participatory budgets of 2019.

Women in the media

In Ancash, Cusco and Antioquia, radio programs were used to facilitate constructive dialogue about issues regarding sustainable and inclusive municipal development in the regions.

Women's empowerment has been a common theme in these programs, where visibility was given to the leadership and life stories of women leaders from political, social, and business spheres.

In Chumbivilcas, where women are excluded from the public and political arena, of the 60 guests that were invited to the radio programs, an impressive 35 were women who stepped up to the microphone to talk on the radio about women's empowerment, gender equity, and the role of women in sustainable development.

CISAL participant, Yudy, has been trained as a municipal expert



Promoting women's political leadership

The following examples demonstrate how the CISAL Project worked with several organizations and partners to encourage more women to participate in politics:

Networks that promote collaborative learning

The Network of Women Mayors of the Federation of Colombian Municipalities (FCOLM) connects 132 women mayors in Colombia to strengthen their leadership and strategic communication skills, to exchange good practices in municipal management, and to promote a local management model with a gender-based and socially inclusive approach.

The network has served as a bridge towards holding effective dialogue between women mayors with the national government and international cooperation agencies to position their needs regarding women's participation in Colombian politics. Later in the document, we illustrate how the Network has promoted a local management model with a gender-based and socially inclusive approach.

In Peru, the Association of Municipal Councilors of the Province of Chumbivilcas was also led by CISAL with the support of other civil society organizations. While this network already existed, its efforts focused on strengthening the skills of 20 women councillors and leaders who were promoting the development of the Political Agenda of the Chumbivilcan Women, to put it on the local political agenda.

These networks for exchanging knowledge and experiences served as platforms to strengthen skills and develop support and communication systems among women leaders and regional and national actors.

More women in decision making positions

Another strategy was to promote the participation of women in decision-making spaces. For example, the incursion of women in the Saline Development Board of Manaure in La Guajira. The local government guaranteed to include the associations of women artisans and indigenous people who extract the salt, to know their main needs and to help propose solutions. The women proposed training that was carried out with public institutions, benefiting more than 300 women.

The presence of women on committees was important to make more inclusive decisions, promote accountability, and effectiveness in the implementation of the annual plans.



LED Steering Committee of Buritica, Colombia

Education for political leadership

Campaign School is an initiative of the Colombian Federation of Municipalities that took place in more than 10 regions of Colombia to qualify women who made the decision to participate in politics. In the last section of the document, this strategy is deepened, which sought to strengthen the capacities of women politicians.

In Peru, more than 180 leaders of the Province of Chumbivilcas, gathered for the construction of the Political Agenda of Chumbivilcana Women. In Ancash, the Network of Regidoras was encouraged to identify the main problems that they faced and prioritized which one to start working together.

Women artisans from La Guajira, Colombia, sell their goods at the Expobarrancas Fair.



Women's economic empowerment

CISAL promoted a series of strategies so that local governments could offer better social and economic opportunities for women:

Better opportunities for entrepreneurs

Through the CISAL Fund, women's entrepreneurial ability was strengthened. In total, 61% of the 831 people trained in business planning were women; this enabled them to compete, under better conditions, for the resources normally available only to men.

Gender-specific workshops were carried out in the 17 municipalities, to help women to develop their ideas, to fill out the CISAL Fund forms and so that they could present their business ideas more competitively.

A total of 474 women participated in these training sessions, which highlighted the importance of promoting women in the local economy.

In total, 91 (56%) of 162 projects financed and supported by the CISAL Fund are led by women or by women's associations. Chapter 4 discusses the CISAL Fund mechanism in detail and the main lessons learned from the Fund.

Strengthening women's associations

Some of the barriers for women to enter the job market or contribute to the local economy include limited job opportunities, poor access to finance, and access to entrepreneurial training and education. Therefore, the CISAL Fund concentrated its efforts on convening women's groups and associations.

In Ancash, for example, the CISAL Fund supported women's guinea pig production associations in Raquia, and women's flower producers in Taricá. They required specific technical assistance and training to market their products and thus position themselves on the market

In La Guajira, the CISAL Fund supported an association of female coffee producers who are victims of the armed conflict, to formalize the association in order to strengthen marketing, their access to new financing opportunities and the opening to new markets.

CASE STUDY:

The political agenda of the women from Chumbivilcas



Background

Historically, the needs and problems faced by women have not been taken into account in the region of Chumbivilcas. This has fostered a constant state of human rights violations and exclusion, reflected in high levels of poverty, gender-based violence and women's low level of education.

Challenges

In the region, 79.4% of women have suffered psychological or verbal violence and 44.7% physical violence; and the rate of women with low levels of education ranges from 73.5% to 85%¹².

Approach

Based on a social inclusion study led by CISAL, one of the research proposals was to design a Women's Political Agenda in the region of Chumbivilcas.

The Agenda is a local management tool that is created in a participatory manner between men and women, where interests and needs are expressed, and problems that affect living conditions and development opportunities are identified. It is also a political instrument for negotiation and which enables local authorities to identify gender priorities.

The Political Agenda of the Women from Chumbivilcas is aligned with the United Nations reference framework, which establishes equality and non-discrimination between women and men as guiding principles, and the State must guarantee the full exercise of these rights.

The Agenda has a sustainable human development approach, because it emphasizes the protection of rights, in terms of gender, recognizes asymmetric power relations existing between men and women, and is sustainable because it is created in favour of economic growth, prioritizing equity and the environment, placing women at the center of the debate.

¹² INEI (National Institute of Statistics and Computer Sciences) 2013 Province and District Poverty Map

Methodology for the design of the agenda

A *The Steering Committee for the Governance of Chumbivilcas*

The construction of a management tool such as the Political Agenda required allies to convene, design, and implement the entire work methodology. The Agenda benefited from the synergy and commitment of several NGOs that generated trust and credibility among different stakeholders, ranging from community sectors to politicians. For this occasion, CISAL led the efforts with the support of the Arariwa Association and Human Rights Without Borders.

B *The revision of the national gender plan and the regional plan for equal opportunities*

It is important to align local initiatives with national and regional plans in order to propose actions, programs, and projects that can benefit women at the three levels: local, regional, and national. This also contributed to having a more agreeable relationship and engagement with the provincial and national government.

Thus, the strategic elements of these plans were taken into account for the design of the Agenda:

- Health: sexual and reproductive rights
- Political and citizen participation
- Gender-based violence
- Income generation
- Education and culture
- Resources, environment, and food security

C *Diagnosis of the current situation*

An initial workshop was held to understand the problems faced by women in the province. Community leaders, civil society representatives, local government, and productive associations were invited.

The strategic focal points mentioned above were prioritized. Participants identified their problems: the importance of women's empowerment according to their potential, the proposals for solutions, and those who are responsible for carrying them out.

D *Building the agenda*

The Technical Committee made up by the NGOs and ARMAPCH (Association of Municipal Councilors and Authorities of Chumbivilcas) suggested building the Agenda at two levels. First, at the participatory level, where the indicators and expected results, the goals and those responsible for achieving them were identified. Secondly, at the technical level, civil society representatives and NGO's met to systematize, organize and categorize information.



Moutains of Quiñota, Cusco

E *Validation of agenda strategies*

The female leaders of the province, in charge of presenting the results to the local authorities, participated in the validation workshop.

F *Implementation of strategies to implement the agenda*

Presentation of the Agenda to candidates for Mayor in 2018, signing of a pledge of commitment and creation of a follow-up committee for the implementation of the Agenda by women's organizations and local actors.

LESSONS LEARNED

How to promote women's participation through local management

Municipalities wishing to undertake gender policies at the local level should bear in mind that:

“We can't do it alone”

Changing attitudes and norms that are rooted in our culture regarding the role of women in society and politics requires the commitment of everyone.

From public institutions to the private sector, from civil society to communities, it is necessary to work daily to change paradigms to achieve a more equitable society. A group of women can mobilize an entire society, as long as it has strong and strategic allies for its causes; local government should be the first ally of women in the territory.

It is a paradigm shift in the long-term

Every small success is a big success in the fight for gender equality. It is important to celebrate every step closer to a more equal society that includes women in development processes. However, gender equality is an ideal to which every society should aspire. This aspiration, of course, will demand long-term efforts. Recognizing that it is a long-term structural change that needs to be planned and addressed is one big step.

Maureen, a leader of people with disabilities, speaks at a CISAL event in La Guajira, Colombia



Perform an assessment to recognize priorities

As a first step, local governments can explore the main needs, opportunities and threats faced by women in order to design solutions, public policies and programs based on the reality of the territory.

The responsibility of local government is to ensure that all women feel that they are taken into account by their representatives and leaders, with their possible solutions and alternatives and to prioritize the most urgent needs.

Training for everyone

If a local government wants to take concrete action to ensure that women have better social, political and economic opportunities and lead the fight against gender-based violence, it needs to ensure that its government team is trained and understands the basic concepts of gender equity.

Training workshops for local governments, social leaders, politicians, the media and other actors in the territory can serve to add allies to the cause, but above all to enrich the language, critical thinking and position that people take on issues such as gender equity.



Yudy, a woman mayor from Antioquia, Colombia



Mariela, a women entrepreneur from Ancash, Peru

Positioning the issue on the political agenda

Civil society organizations and women's associations should make use of traditional and alternative media to raise awareness on the issue. For example, sharing women's experiences through the radio to share experiences and encounters is an effective and economical way to position key messages.

Local governments can support such initiatives and participate in forums, events and the celebration of important dates such as Women's Day or the Day Against Gender Violence to position the issue on the political agenda.

Using the media as a platform to give women a voice can be an effective strategy, especially if the right media, messages addressing the specific audience (in this case women, for example, from rural contexts) and appropriate language are used.

Closing gaps at all levels

In order to really address gender equity, all actions must be aimed at closing the gaps between men and women.

Today, painful educational gaps remain that keep girls limited to household chores and close the door on economic and social development options; they also contribute to violent and asymmetrical relationships, especially in rural areas.

Another regrettable gap is access to the job market. Female participation is lower in job markets and this phenomenon is not limited to low- and middle-income countries.

Another gap that high-income countries also share with less developed countries is the wage gap: women still earn lower wages on average for jobs similar to those of men.



Mayors and civil society with Fort St. John and Ccapacmarca.

The contribution of the canadian municipal sector

“The advancement of gender equity is impossible if women in our communities fear for their personal safety and have no clear options for access to justice.

After many dialogues and hours of work with women from Chumbivilcas, the municipality of Fort St. John, British Columbia, Canada, committed under the leadership of Mayor Lori Ackerman, to join efforts to address violence against women in the Peruvian region.

To this end, we focused and advised local governments to train men and women on human rights issues. Surprisingly, some women of Chumbivilcas did not know that they were subjects of law. We also supported an awareness-raising campaign for men to engage in combating violence against women, and the ones who were most surprised by the response were women.

Education, justice and institutional presence are key when it comes to addressing a multidimensional problem such as violence against women. Local governments and other orders of government must commit and lead these types of causes in order to increase the work of women in the territories.”

Dianne Hunter, Municipal Manager of Fort St. John.



Coffee producer in Cañasgordas, Antioquia

3 Local Economic Development Planning in Mining Contexts

What is local economic development planning?

A prospective, inclusive and sustainable exercise

“To plan Local Economic Development (LED) we asked ourselves a couple of questions: How do we see ourselves in ten years? How do we integrate urban and rural communities, public and private organizations, young people and women, in the development of our town or city? How do we plan LED while respecting our cultural backgrounds and our environmental challenges? How do we plan LED with a gender focus?”

Lucelly Graciano Betancur
Leader and member of the LED Committee of Buriticá, Antioquia

To prepare and organize our region

“The Local Economic Development Plan was an exercise of community preparedness, to seize the opportunities we have in our region. We were not prepared and did not have a plan. For us, development meant producing in order to sell at the farmer’s market. Now we have a LED Plan: now we have our house in order and we have a strategic horizon.”

Juan Úsuga
Municipal Official of Cañasgordas, Antioquia

A process that promotes citizen participation

“We brought social, political and economic leaders to participate in building local economic development. The community, the private sector, academia, youth and women, and minority groups have been engaged because we want to hear their priorities, perspectives, and ideas for development.”

Yudy Pulgarín
Mayor of Frontino, Antioquia (2016 - 2019)

Long-term vision for development

“Local Economic Development Plans have been approved as public policy by municipal councils and this enables municipalities to plan in the medium and long term. Now municipalities are planning for the long term, something that was not a priority.”

Jonnathan Osorio
Social Management Manager Continental Gold, Antioquia

What is local economic development?

There are multiple definitions and ways of approaching local economic development. The approach of CISAL was based on the definition of Francisco Alburquerque (2015) and the International Labor Organization (ILO):

Local Economic Development is “a participatory development process that fosters collaboration agreements between the main public and private actors in a territory, enabling the design and implementation of a common development strategy based on taking advantage of local resources and competitive advantages in the global context, with the ultimate goal of creating decent jobs and stimulating economic activity”¹³.

The LED approach, as promoted by CISAL, includes:

- Fostering local government leadership by encouraging a culture of LED planning
- Generating benefits for all actors in the city or town (shared value)
- Valuing the importance of small and medium businesses (SMBs)
- Promoting women’s participation in the economy
- Promoting innovation in all economic processes
- Enabling local producers to be a part of the supply chains of mining companies and new markets

Why is LED planning important in mining contexts?

At the national level, the extraction of non-renewable resources is an economic activity that can generate foreign investment, taxes, and royalties to finance public expenditure. However, at the local level, communities have often seen that few, lasting jobs are created, the cost of public services increase, and even armed conflicts can be exacerbated. Ultimately, mining projects can often result in more negative than positive social and environmental outcomes for local communities.

On the other hand, academic research provides evidence that, in Latin American countries where economic resources are well managed, communities can benefit more positively from mining activity. Peruvian author Omar Narrea points out that countries who practise strategic and long term planning, design social and economic policies that help the most vulnerable, and fairly distribute resources can reduce conflict and minimize the negative impacts of mining.

The LED Plan as a Tool for Governance

A Local Economic Development Plan (LED Plan) is a local management and governance tool, designed with the participation of all of the strategic stakeholders of a town or city, to establish a roadmap in the promotion and implementation of local economic development.

What is a city’s desired outlook in ten years? Who are the main development allies? What are the city’s competitive advantages? What value chains can boost employment and the local economy? Answering these questions can help local communities and ultimately help to achieve the United Nations’ Sustainable Development Goals (SDGs).

Based on the reference framework of SDGs, CISAL undertook the task of supporting 17 municipalities in Colombia and Peru in promoting local economic development. CISAL facilitated structural change for communities in extractive mining contexts by enabling economic diversification, improving competitiveness, and promoting the inclusion of women in development processes.

¹³. <https://www.ilo.org/empent/areas/local-economic-development-led/lang--en/index.htm>

The local economic development planning process

Women leaders from Ancash



Coffee producer in Cañasgordas, Antioquia



In recent years, local governments around the world have taken a leading role as promoters of local development. Local governments have enabled dialogues to improve social fabric, have strengthened entrepreneurship, and supported organizations that represent women, youth and vulnerable social groups.

However, the local economic development planning is a very difficult process if regional and national governments do not provide better tools, resources, and capacities to local governments. Local governments in Colombia and Peru face many challenges. Some of the main challenges identified by CISAL include:

- Local governments do not have a culture of long-term development planning. Instead, they tend to push for short-term proposals and policies in reaction to structural problems.
- Local governments have to overcome negative perceptions regarding their effectiveness in the use of public resources.
- Local economic development initiatives are often formulated without taking into account demand and markets for the production and sale of products.
- The national government, international actors, and NGOs have promoted paternalism through their projects to communities in mining contexts.
- Local governments invest more in infrastructure because it is “more visible”, rather than investing in strategic projects that strengthen value chains at the local and regional levels.
- The inequitable distribution of the economic benefits from mining entail social and environmental consequences that directly affect communities.

Below is a step-by-step account of CISAL's experience in facilitating local economic development planning. The exercise is not a recipe, but rather a process of reflection that shares what has worked with our partner municipalities.

A roadmap to promote local economic development:

- 1 Step one:**
Minimum conditions & community preparedness
- 2 Step two:**
The local economic development (LED) plan
- 3 Step three:**
The LED plan as a public policy
- 4 Step four:**
Practicing governance based on the LED Plan

1 Step one: **minimum conditions and community preparedness**

As John Kotter, a Harvard professor, explains in his book "Leading Change", specific steps are needed to foster change. The steps to create change are:

- Create a sense of urgency
- Form a powerful coalition
- Create a vision for change
- Communicate the vision
- Build a legion of volunteers to support it
- Remove obstacles
- Create short-term wins
- Build on the change
- Anchor the changes in corporate culture¹⁴

To promote an LED plan as a tool for social and economic change, it is necessary, to begin with preparing the community and setting the minimum conditions for success.

Two of the conditions that Kotter outlines should be expanded upon to prepare a community for an LED plan:

Creating a sense of urgency

In order for changes to be successful, they have to be backed by the community. To get the necessary support, Kotter recommends creating a sense of urgency about the need for change. It is not enough to simply show bad indicators. You can, instead, start dialogue with a community, discussing what needs to change and why. The more people talk about the need for change, the more urgency and support a plan for change will have.

To create a sense of urgency, the first step is to build a team. Questions to ask include: who are the actors who should be a part of this initiative? Which institutions should be a part of the process? Who are the agents of change - at the institutional and community level - who have the motivation to be a part of the process?

Building a powerful coalition

A coalition should be created that progressively involves motivated actors help to convince people that change is necessary and that the Local Economic Development Plan can be the vehicle of change. Typically, a coalition in a local government is led in most cases, by the Mayor and his/her team.

¹⁴ <https://articulosbm.files.wordpress.com/2012/04/el-modelo-de-cambio-de-kotter.pdf>

The CISAL experience in Antioquia

In Colombia, although local governments should promote social and economic development, LED planning was never heard before CISAL came into the picture. Given this reality, CISAL found a great opportunity to collaborate with Canadian municipal experts on knowledge exchange. Kim Worthington and Ted Treller, contributed to establishing the minimum conditions for the promotion of local economic development in eight municipalities. They presented the basic LED concepts, created a sense of urgency, and formed a coalition of support led by the local government along with development partners in the region.

The initial training offered by CISAL was focused on the basic concepts of local economic development, and directed towards municipal employees and key civil society representatives. Then, community leaders as well as representatives from academia, private companies, and civil society were invited to take part in constructive dialogues regarding local economic development.

The multi-stakeholder conversation promoted citizen participation, social inclusion, transparency, and accountability, as well as other universal principles in the practice of local economic development. The Chamber of Commerce and the University of Antioquia were among the key actors that took part in these first conversations regarding economic development.

“Today, local economic development is a concept that is recognized in the region. Entrepreneurs know which are our strengths and business opportunities, local governments and private companies have a clear vision of where and how to direct their efforts, and civil society is empowered with the monitoring and implementation of the LED plan.” Dayana Giraldo, Secretary of Economic Development in Santa Fe de Antioquia, Colombia.

Woman agricultural leader from Cajacy, Ancash



2 Step two: building the local economic development plan

The design of the LED plan seeks to align different voices towards achieving a municipality's goals for well-being¹⁵. Albuquerque (1997) asserts that for a local development plan to be sustainable it must be built consensually with participation from local actors, addressing the local community's main requests and needs.

To build consensus among local actors, CISAL used participatory methodologies and techniques in the 16 municipalities in Colombia and Peru, as shown below:

¹⁵ Velásquez, Fabio y González, Esperanza, 2003, ¿Qué ha pasado con la participación ciudadana en Colombia? (Current state of citizen participation in Colombia), Bogotá, Fundación Corona.

3 participatory workshops to design the LED plan

Workshop 1

A reflection workshop to create a participatory diagnosis and assessment that reflects the current situation of the town or city and municipal governance.

Workshop 2

A workshop to define the strategic proposals that seek to transform the region.

Identify the municipality's value chains and competitive advantages.

Workshop 3

A workshop to define the model for monitoring and evaluating the LED plan.

Methodologies implemented in the participative workshops:

Consensus building

Promote creative and innovative exchanges. Propose creative solutions for complex problems, stimulate collaborative brainstorming.

Focused discussions

Help converse effectively in groups, promote a meaningful dialogue and broaden the perspectives of the participants; foster collaborative learning. The goal is to direct the dialogue and conversation to extract information, promote intuitive and interpretive thought of the participants and delve into those aspects that are most important or noteworthy.

Action plan

Develop a general context of the situation, a successful vision of the future, evaluate the current reality and clarify the group's commitment. Determine the tasks and teams responsible for them, and create an action timetable.

Note: A team of local consultants and Canadian experts helped to compile the information for an in-depth assessment of the municipality, frame the group conversations and analyze the information to be included in the LED plans.

Women from Ancash in an innovation workshop in 2017



Some important elements of the LED plan are stated below:

The diagnosis:

This is the initial effort to collect information about the city or town. The goal is to use it as a basis for the LED strategy design. The local governments, together with their steering team, will evaluate which elements should be included in the diagnosis.

From CISAL's experience, it is important to highlight the following information in the diagnosis:

- Demographics (# population by age and gender, analysis of demographic transition for the benefit of development)
- Basic social statistics (monetary or multidimensional poverty, child malnutrition, degree of education, public services coverage)
- Economic statistics (GDP/per capita, average income per activity, types of companies and organizations, unemployment)
- Economic, environmental, and social infrastructure
- Economic cycles (if formal, informal, or subsistence economy is predominant)
- The local community's capacity for organization and collective action, 1 or 2 productive chains with demand or market potential.
- Vocation and productive profile of the area (analysis of the matrix of opportunities and limitations)

It is also important to ask communities about their most urgent needs: Which economic activity has driven economic growth in your municipality? What are the main problems or difficulties related to the economic-productive aspect? Which economic activity should continue to promote economic growth in the community? What new economic activities with competitive potential should be encouraged?

The prospective analysis:

This does not intend to predict a single future or limit to only one projected activity. It is an open reflection that explores multiple scenarios offered by the local, regional, national, and international environment.

To achieve an effective analysis, establishing possible future scenarios with a group of experts is recommended.

The strategic proposal:

The strategic approach consists of creating the medium and long-term shared vision of the municipality, the goals, the actions and plan, the budget, the community branding, and the governance model for LED plan implementation.

Strategy = goals + strategic actions

The vision of the LED plan should be ideal, positive, and hopeful, and highlight the municipality's differentiators. It should be realistic, flexible, and all actors should be able to take ownership of it.

The strategic objectives:

The strategic objectives reflect the expected change. They should be relevant, measurable, attainable, and specific. The strategic objectives are qualitative while the goals are quantitative. Then, the SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis is consulted in order to study the internal and external variables that can restrict or facilitate each goal's achievement.

The strategic actions:

The strategic actions are those initiatives that contribute to the implementation of the strategy established by the strategic objectives. These actions should be viable, appropriate, and accepted by the communities. For each objective, the strategic actions are prioritized in a single, ascending order. The financing and cost of the strategic actions is calculated in order to understand its scope and requirements so that other actors can become involved and provide funding for different initiatives.

CISAL Experience

“Independencia, agritouristic district, is recognized for its competitiveness, hospitality, and generation of added value that leads to improved employability and well-being among the population.”

ANCASH-PERU

Strategic objectives

- Strengthen the inter-institutional network with a shared vision of development
- Improve the technical and associative skills to improve productivity and collaboration with the market for tourism, avocado, and textile chains
- Increase added value of touristic and agricultural products
- Develop skills for entrepreneurship and business development

Strategic actions

- Strengthen the inter-institutional network with a shared vision of development
- Creation of an inter-institutional network (Establish a LED Committee / Start a leadership school / Promote the creation of an ecological and economic zoning plan)
 - Developing a district digital platform for area and market information

3 Step three: LED plan as a public policy

In Colombia and Peru, the LED Steering Committee presented the LED plan to the municipal councils and they were adopted as public policy, with a duration of 10 years.

Approving the LED plan as public policy will produce a sense of urgency for the communities and local institutions in planning for long-term development, especially in mining contexts. Also, it positioned the need to look for creative ways for collective construction to articulate the long-term development efforts and prevent changes in government administrations from affecting the priorities.

During the election period, in Colombia as well as Peru, the steering committees socialized the LED plans to candidates who were running for office so that they would use this tool as a reference for their proposed government plan. In the case of Peru, once the leaders were elected, there was a transition process so that the elected mayors would become familiar with the municipal management tool, its design process, and the importance of continuing with it to strengthen the productive chains prioritized in the plans.

Adopting the LED plans as public policy is a strategy to guarantee the sustainability of long-term planning.

4 Step four: LED governance

The governance model for the LED plan should be founded on the joining of local actors committed to the community's future, organized in two levels: the first level can be made up by the Committee for Local Economic Development or the LED Steering Committee, integrating key public and private business actors of civil society and academia.

A second level is a specific work group, derived from the strategies and projects of the LED plan. For example, a work group for tourism can be created that details the group of actions needed to achieve the goals established in the LED plan.

The LED Steering Committee is responsible for:

- Managing local economic development.
- Monitoring, evaluating, and showing accountability regarding LED plan implementation.
- Securing financing for the plan from relevant public or private entities.
- Signing agreements for monitoring and accountability with public and/or private actors who commit to project financing and execution.
- Coordinating the implementation of the LED plan.
- Strengthening and complementing the local public institutions.
- Not holding political party/partisan activities.

CASE STUDY:

Plan and actions for local economic development in Antioquia

Cañasgordas

Antioquia,
Colombia

Context

Antioquia is a Colombian region that has 125 municipalities, the majority of which depend on agriculture as their main economic activity. The traditional crops have been coffee, plantains, and sugar cane. Western Antioquia, comprised of 19 municipalities, is in the area of influence of various national and international projects.

Buriticá, for example, is where the mining company Continental Gold (CG) has been operating in its construction phase for the last three years. The municipality of Cañasgordas is only one hour from the mine, making it part of the mine's indirect area of influence. Cañasgordas is a small town with more than 16,000 people, with 60% of them in rural areas.

The construction of important highways and tunnels that connect the small towns with bigger cities promise better opportunities for the people of Cañasgordas. These huge infrastructure projects diminish the distances from the municipality to the sea and the department's capital, Medellín. Thus, there are possibilities to boost international trade relations.

Challenges

Cañasgordas has different types of soil and thermal floors, which allow for diversification of the economy and the availability of a great variety of products.

However, there are a series of challenges faced by the small municipality:

- Rural technical assistance for producers from the UMATA (Municipal Agricultural Technical Assistance Units) recognized limited ability to meet the challenges of local and social development.
- There is limited long-term vision in local economic development planning.
- Not enough locals have been trained to be integrated into the business and regional work dynamic.

Good practices

The municipality of Cañasgordas undertook the planning process for Local Economic Development as a strategy to take advantage of the opportunities and mitigate the risks of the mining presence in the region.

Here we present three good practices for local governments in the planning process for LED.



Good practices

Local governments can strengthen their role of promoting local economic development

Through their technical assistance office, UMATA, the local government decided to:

- Lead the LED planning process
- Strengthen agricultural production
- Stimulate job creation
- Drive urban and rural economic activities

Milestones

1. The mayor prioritized economic and productive development in the Municipal Development Plan and the LED Plan to find effective strategies to improve the quality of life of the people of Cañasgordas.

2. The mayor appointed a business administrator with a corporate vision to direct the UMATA, now called UMATA and Local Economic Development.

3. The UMATA consolidated as a team that offers innovative business assistance in the design, implementation, and monitoring of productive projects directed towards farmers, traders, and producers in the small town.

4. The local government led a participative process for the creation of the LED Plan, with a shared vision of development. Some value chains were prioritized, results were projected, and actions were defined to achieve them.

5. The 10-year LED plan was presented to the Municipal Council and approved as public policy.

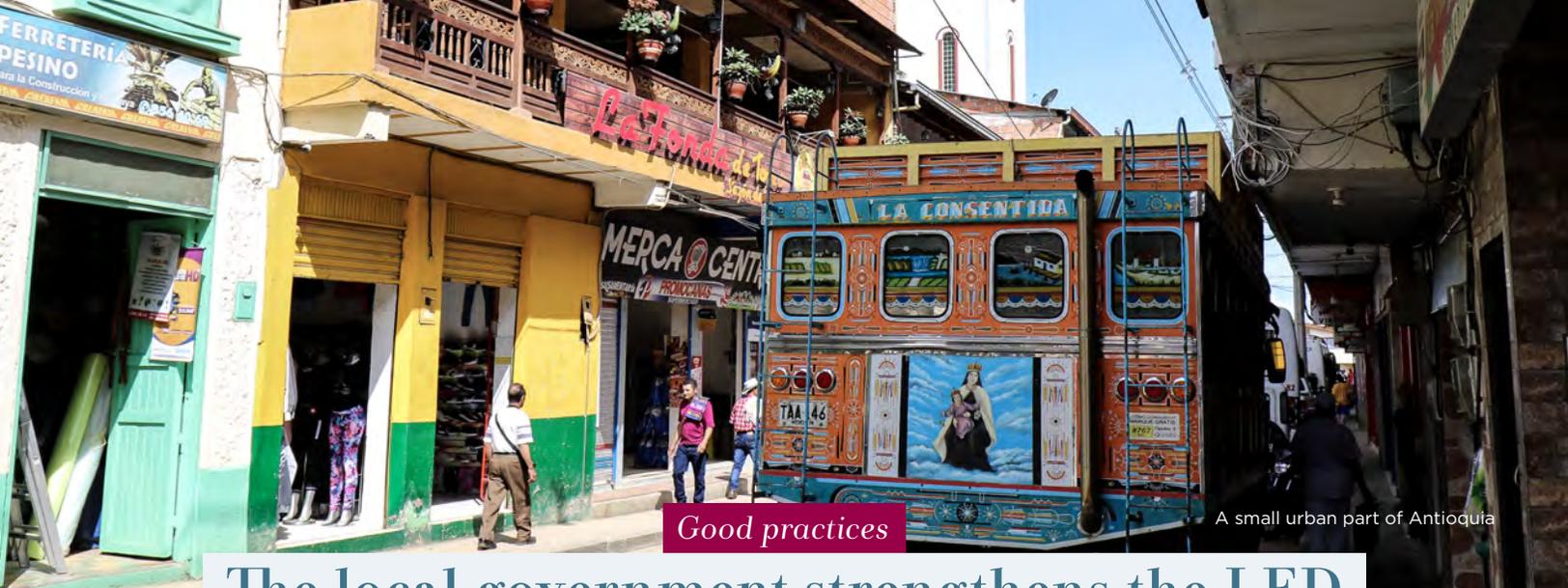
6. The UMATA led the actions established in the LED Plan with the support of a Steering Committee comprised of civil society representatives and different economic actors.

Key results

• The UMATA went from having 4 employees in 2016 to having 12 employees in 2019.

• The local government was able to start a regional fridge for animals with the support of the Government of Antioquia. The modern cold store for cattle and pigs benefits more than 200,000 people in 11 towns of the region.

• The local government joins efforts with the National Federation of Coffee Growers and the mining company, Continental Gold, with an agreement to strengthen coffee's value chain.



A small urban part of Antioquia

Good practices

The local government strengthens the LED Steering Committee

This committee promoted actions towards compliance with the region's LED Plan through citizen participation and empowerment of the public, private, and community actors, so they took ownership of the Local Economic Development process.

Milestones

1. The local government invited key actors to be a part of the Steering Committee, guaranteeing the presence of public, private, and community representatives.
2. The Committee guaranteed that the representative actors of the area take part in the collective construction of the LED Plan, the accountability processes, and the evaluation of the management tool.
3. The Committee was in charge of the design of the community brand: Cañasgordas, land of opportunities, and promoted its adoption by producers, traders, and the whole community in general.
4. The Committee communicated, in a timely and transparent manner, all achievements, big and small, of the LED process in Cañasgordas on the radio and at events and forums without political or partisan differentiations.
5. The Committee led initiatives for awareness and socialization of the municipal economic development program with unions, companies, entrepreneurs, youth, and regional institutions.
6. The Committee established the LED Awards as a way to recognize the communities, entrepreneurs, women and youth that contribute to Local Economic Development. This is a strategy to position the LED Plan and make it known and show that all actors in the area are contributing to its success.

Key Results

- The Committee has achieved efficient execution of the Annual Operation Plan with people in charge and execution times.
- The LED Awards have been held twice, with more than 200 participants and people recognize it as a successful strategy to make visible the LED Plan.
- When socializing the LED Plan with the candidates running for office, commitment to continuing and improving it was achieved, with actions programmed for the next governance period (2020-2023) as a premise of public policy.



Good practices

LED Steering Committee in Antioquia

Coordination with the mining company

The local government worked together with the private companies to look for better social and economic opportunities for the communities, and designed strategies for coordinating small producers and entrepreneurs into the mining company's supply chain.

Accomplishments

1. Launching the Regional Coordination Table of Western Antioquia has been an important space for public and private actors to share opportunities, interests, and needs. The municipality took advantage of this multi-actor space to generate trust and broaden work opportunities among the public and private sector.
2. The mayor took advantage of different opportunities to present the LED plan objectives to the mining company, Continental Gold, and other companies to find support for productive projects with a strategic vision.
3. The municipality supported or promoted strategies for strengthening the municipality's businesses or entrepreneurships with the CISAL Project, Continental Gold, the National Service for Learning, the National Federation of Coffee Growers, among others. Through the CISAL Fund, technical assistance for entrepreneurs is offered which supports value chains for coffee, panela, and other agricultural products.
4. Continental Gold implemented a development program for suppliers that includes businesses in Cañasgordas.

Key Results

- An agreement was made between 5 municipalities in Western Antioquia, the National Federation of Coffee Growers, and Continental Gold to strengthen the value chain for coffee by building drying canopies.
- In the construction phase of the Continental Gold mine, in April 2019, the company reported 3,640 employees: 1,083 direct and 2,557 subcontracted. Of these, Cañasgordas registers 139, with an increase of 38% between May 2018 and April 2019.
- Continental Gold has a program called Productive Linkage Projects, oriented to strengthening businesses that can be suppliers for the company and other companies in the region. In the second semester of 2018, 12 out of 45 businesses from Cañasgordas participated.

Finally, the municipality of Cañasgordas designed and executed strategies to involve the communities, civil society and the public and private sectors in the implementation of long-term LED Public Policy.

In Cañasgordas, the regional strategic vision has been strengthened and relationships with regional institutions, universities, and companies from the private sector have been consolidated in order to achieve concerted development in the area.

LESSONS LEARNED:

How can local governments promote LED?

Political support

For local governments to promote local economic development, having approval and constant support from the mayor is fundamental.

A mayor who is a spokesperson and promoter of LED planning can engage a whole community to work towards generating better social and economic opportunities for all. Further, a mayor can use the LED Plan as a tool for negotiation with public and private institutions. This way, mayors can enable more actors to be development partners in a region.

The LED coalition

To establish a coalition that supports LED planning, a local government needs to identify and map all the stakeholders in the region, their roles, interests, and influence capacity.

Local government can build a diligent, diverse and trained coalition, making sure that it does not represent only the political ideas of the mayor, but also different collective interests. This LED coalition should represent the most significant stakeholders in the region. So deciding who is part of this coalition is a way to define who will be responsible for monitoring and evaluating the LED Plan.

Coffee producer and beneficiary of the CISAL Fund



Communication, transparency, and accountability

The LED Steering Committee is a body of governance for LED Plans and as such has the opportunity to share the plan's design process and control to all communities in the municipality.

Then, awareness of the importance of the LED Plan can spread through the Municipal Council, the public and private entities, the unions and producer and community groups, in order to involve them in the plan's implementation.

Also, this is an opportunity to share all achievements of the implementation in order to reinforce the message that the LED Plan is for everyone, as well as show the accountability regarding the accomplished goals, achievements and what still needs to be implemented.

Artisan women in Cusco



4. LED plan sustainability

Adopting the LED Plan as public policy is not enough to guarantee sustainability. As shown below, the Cañasgordas, Antioquia strategy was to dedicate time to the process of awareness, communication, and ownership in the entire community and with institutions and union groups in the municipality.

Another strategy for LED Plan sustainability during the election period is to have events and forums similar to those held in Ancash, Peru, to turn over the processes to elected officials in order to continue the process.

4 The CISAL Fund

What is the CISAL Fund?

The CISAL Fund is a mechanism for providing technical assistance and financing to businesses as well as social projects.

The fund is managed by a tripartite committee consisting of local government representatives (chaired by the mayor), members of civil society, and a representative of CISAL.

The CISAL Fund committee scores and selects proposals submitted for tender according to criteria for promoting local economic development and building social fabric in the region. The committee then provides strategic financing, training, and technical assistance to the selected companies and projects.

The principles of the CISAL Fund

- **Local approach:** The CISAL Fund takes a local approach. Projects submitted must fit within the framework of each municipality's LED plan, which is the tool used for achieving a region's economic and productive development.
- **Gender equity:** It seeks to finance sustainable, environmentally friendly initiatives that promote gender equity and the empowerment of women.
- **Capacity building:** The fund has been designed to build the capacities of local governments so that they may provide local economic development and employment promotion services.
- **Demonstrate local government leadership:** The CISAL Fund comes from the need to show that local governments in extractive contexts have the capacity to manage funds in a transparent, responsible, and inclusive way.
- **Fund key needs:** The fund supplies equipment, goods, and services (not money), according to properly supported business plans, and its participants receive training and technical assistance from the LED offices of each municipality.

Woman leader of the Association of Women from Ccapacmarca



The five stages of the CISAL Fund

The CISAL Fund has been developed based on an evaluation of the best practices of other funds started by the Federation of Canadian Municipalities. Like all FCM competitive grant funds, the CISAL Fund supports vulnerable populations and local entrepreneurs.

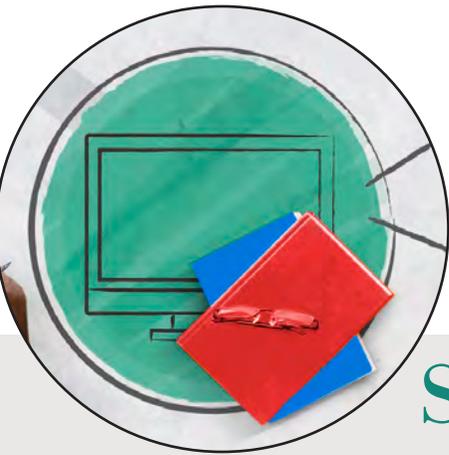


The Local Administrative Committee of the CISAL Fund is a group of five people who handle the fund's operations and who ensure that its practices are transparent.

- It consists of the mayor, the director of the municipal LED office or its equivalent, two representatives from civil society and a CISAL representative.
- The technical secretariat handles convening and preparing meetings and handling the fund's documents, correspondence and official communications. In most cases, the director of the LED office has held this position.
- The committee operates under the principle of "one person, one vote" and its meeting minutes are signed by each member and then released.

The responsibilities of the Local Administrative Committee include the following:

- To ensure that its mechanisms are transparent, by documenting all its activities.
- To disseminate the information that it produces through different channels of communication on an ongoing basis, and to address the concerns that different stakeholders may have.
- To score and approve the proposals submitted for each call for tender, follow up and monitor the implementation of the selected initiatives, and address any issues that may arise.



STAGE 2

Open calls for and submission of proposals

The committee makes open calls to applicants through different forms of media (radio, specific professions, posters, digital media). Any interested parties fill out a “business/project fact sheet” and submit it to the LED office of each locality.

To increase women’s participation and access to these types of opportunities, specific workshops are also held so that they can have more detailed information and complete the application with extra support.

The fund has two categories for its call for proposals:

Social projects that seek to empower populations living in vulnerable conditions, to meet social or environmental needs, or to improve the quality of life of a group of people.

Individual or collective business projects that, under the framework of local LED plans, create jobs and improve opportunities for entrepreneurs.

- The committee scores the “fact sheets” (business projects and social projects) submitted and selects the initiatives that are best qualified to move on to the next stage.
- The entire process is documented. Last, a list of all initiatives with their scores and comments is published in the municipalities.



STAGE 3

Developing the first draft of business plans

Selected groups enter a series of trainings to develop a business plan that corresponds to the proposal they sent.

- Trainings focus on the strategic, administrative, and financial management of each business project, and they emphasize different ways of connecting to the market. For social projects, trainings focus on developing a logical framework.
- The workshops (a minimum of 16 hours) end with a verification site visit and the consultant that is supporting the preparations for each plan writes a report.
- The product of these workshops is a draft of the business plan or social project which is then submitted to the committee. The committee then scores and evaluates the submitted initiatives again.
- The draft business plans with the best scores are shortlisted and move on to the next stage.
- Each shortlisted initiative is then announced in the municipalities along with its score. Local governments then provide more information about the rest of the process.

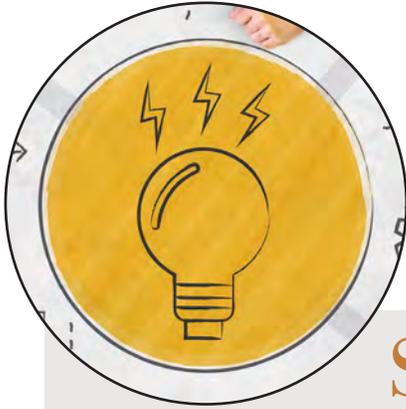
Evaluation criteria

For business projects:

- Do they fit within the framework of LED plans or within one of the productive chains that have been prioritized?
- Are they environmentally sustainable?
- Do they promote the participation of women?
- Do they have any experience in the business sector that the initiative belongs to?
- How many people are involved in the proposal?

For social projects:

- Are they connected to the local LED plan?
- Are they environmentally friendly?
- Do they promote the participation of women?
- Do they contribute to improving the living conditions of their community?



STAGE 4

The final version of business plans and social projects

Shortlisted applicants will receive two technical assistance site visits to their business or project. The site visit is handled by CISAL Project partners, specialized consultants, or by Canadian or local municipal experts.

- The first technical assistance visit will focus on adjusting the submitted business plans or social projects as well as the verification of the actual conditions for the plan, and the material and equipment it includes, to operate properly.
- The second visit will focus on providing guidance for the purchase of goods and services included in the business plan or social project.
- After the visits, the final versions of the business and project plans will be presented to the Fund Committee. The committee will verify that the applicant has been in charge of decision-making, has developed their business plan or social project, has a detailed understanding of the risks and commitments that they will assume, and has the technical tools and/or a logical framework to develop their business plan or social project. With this information, the committee will assign a score and make a final selection according to the criteria.
- Local governments communicate the whole process of the fund and make sure communities are well-informed of the whole process.

Artisan woman and beneficiary of the CISAL Fund



STAGE 5

Implementation and monitoring

The committee will request the project to submit an implementation timeline, to be signed by all the parties.

Based on this timeline, the business/project leader – together with the consultant that oversees the provider selection process – will buy the goods and services submitted in their business plans/social projects in accordance with FCM-CISAL procedures.

The payment will be made directly by the fund once the proper provider selection process has been made and documented. CISAL Fund participants are responsible for the use of the goods and services that have been granted to them, as well as for fulfilling the commitments that they have made.

The Fund's recipients are to submit quarterly reports to the committee about the project's implementation, indicating the results and progress that have been made.

1 The CISAL Fund invested time and resources in strengthening the skills of local consultants, who assess applicants and aid participants.

What is the challenge?

Oftentimes, specialized consultants are hired that are not from the region and are unfamiliar with its socioeconomic and cultural context. In contrast, local consultants who are familiar with the context may not be used to the procedures, organizational culture or administrative requirements that an organization like FCM-CISAL demands (for example, providing a detailed quote or writing a project proposal).

As a result, it is difficult to find consultants with the technical and administrative experience, the commitment and the sensitivity that is needed to support CISAL Fund participants.

How was the problem addressed?

In this context, the CISAL Project's strategy consisted of:

- Selecting local consultants with the commitment and willingness to learn.
- Creating opportunities for local consultants to strengthen their skills and to exchange good practices.
- Designing work methods and tools together with the consultants and involving them in decision-making processes with the CISAL Fund's administrative committees and its participants.

As a result of these investments, there was a snowball effect. Trained consultants provided assessment services and technical assistance to local CISAL Fund providers of goods and services so that they could meet the fund's administrative requirements.

Outcomes

For the Fund's two calls for proposals, 19 local consultants were hired to support the 16 CISAL Fund administrative committees, to train applicants, and to provide technical assistance to the 160 initiatives that were funded. Throughout the implementation of these initiatives, over 400 local providers were hired.

Two meetings were held to document lessons learned from the CISAL Fund, and two workshops were given on LED innovation.

Today, each region has a group of consultants who are trained and have acquired the tools and good practices to be part of the human capital that can take on LED-related tasks.

Nilda, the president of an agricultural association in Ancash



2 The participants holds themselves accountable and take ownership of their initiative's development, implementation, and monitoring processes, ensuring their commitment to seeing their own business or project succeed.

What is the challenge?

Sometimes, the technical assistance and/or financial support that vulnerable communities receive from public, private or international institutions is done in a way that turns beneficiaries into simple "recipients" and not the empowered "participants" of a business or project.

In addition, communities can also develop dynamics of dependency with mining companies or with cooperation agencies, making projects often fail once the funding is gone or the company leaves.

Outcomes

The participants oversee and make decisions on the development and implementation of their social and business projects. In the four regions, 2,874 applications were received, and 831 people were trained.

How was the problem addressed?

CISAL takes on the challenge of promoting a fund that targets vulnerable communities. It follows a golden rule: make sure that participants oversee every aspect of their project's design, implementation, and monitoring.

To achieve this, the fund used a series of guidelines:

The process began with an open call to receive applications.

- Once preselected, the applicants attended several training workshops that did not require having a high level of education (workshops that cater to the target audience).
- The final product of these workshops was to have a business plan for the initiative that will be presented before the Administrative Committee.
- Throughout the entire process, applicants will receive the support of local consultants and the CISAL program team.
- The CISAL Project is committed to buying and hiring goods and services per the applicant's proposal.
- Throughout the initiative's implementation, participants get price quotes, select providers, and approve the delivery of goods and services.
- For monitoring, participants write a quarterly report about their progress, achievements, and challenges together with the consultant's help to be sent to the committee.

Farmers work the land in Cusco, Peru



3 The CISAL Fund gives visibility to and helps empower local governments in fostering local economic development.

What is the challenge?

One of the CISAL Fund's initial challenges was receiving the support and commitment from local governments it needed to implement the project.

The role of technical secretariats (local government officials) requires time and commitment that, at first, was not welcome by government administrations. On the one hand, local governments have a limited number of official staff and heavy workloads; and on the other, by having a direct impact on the population, the CISAL Fund could create expectations that could damage the image of the local government.

How was the problem addressed?

To gain the trust of local governments to implement the CISAL Fund, some strategic actions were taken:

- Held meetings with the 16 technical secretariats and members of the administrative committees to exchange experiences, good practices, and answer questions about how the fund works.
- Promoted the participation of city and municipal councilors in the fund's committees and invite them to share the progress and outcomes the CISAL Fund has had with municipal councils.
- Made the participation of the mayor or of local governments visible in the CISAL Fund's sessions or public events through radio interviews or through forums on specific topics.
- Established multi-actor committees where the weight of the votes of civil society is equal to that of local governments, where civil society can contribute productively to debate and request participation and consistency from their local government administration.

Outcomes

In Peru, this proposal sparked interest among local private and public stakeholders who are seeking out guidelines and tools to foster business development.

In Colombia, Municipal Agricultural Technical Assistance Units (UMATA, Unidades Municipales de Asistencia Técnica Agropecuaria), which are involved in planning, have incorporated fostering local economic development as part of the capacities they offer.

CISAL Fund beneficiary of Cañasgordas, Antioquia



4

In order to ensure that the support the fund provides reaches those who need it most and, at the same time, those who have a greater capacity to fulfill its requirements, the calls for proposals must take a strategic approach: Who should the call target? What is its message? What media should be used?

What is the challenge?

In the CISAL Fund's first call, hundreds of incomplete applications and applications that did not meet the fund's minimum requirements were received.

In a municipality from the Department of La Guajira in Colombia, for example, over 1,000 applications were reviewed because a call to "finance productive projects" was spread over radio, the press and television. Very few proposals met the requirements of fostering local economic development, creating jobs, or empowering excluded populations.

In the case of Cusco, Peru, the outreach strategy was different. Instead of using the media, posters were printed, and the call was shared with community leaders. The call brought in 50 applications that had potential - however, the business fact sheets were not filled out correctly. In Ancash, Peru, many of the more remote rural populations reported not having been informed of the call.

In addition, local governments did not yet have LED Plans, which later served as frames of reference for the second call.

These situations were problematic for the fund's municipal committees because in many cases, the call did not attract the expected user profiles or proposals.

How was the problem addressed?

- The goal of the call is to mass disseminate the information, making an extra effort to reach out to those who can contribute more to their region's economic development.
- The committee agreed to ensure greater participation of women, create better communication strategies for each municipality, change the framing to "technical assistance" versus "providing capital", targeted different community groups and associations to disseminate the message, and used new channels, including radio and public fairs.

Outcomes

The number of applicants was reduced from 1814 to 1060, and the percentage of women leading projects increased from 50% to 62%. In the first call, in Jangas, Ancash, for example, there were no female applicants. In the second call, the five winners were women and in Taricá, Ancash, of the seven winners, six were from remote rural areas.

The quality of applications received also clearly improved.

Craftsman from Tarica, Ancash



5 The CISAL Fund provides tools to local governments so that they can offer better economic opportunities to women.

What is the challenge?

CISAL made an assessment to identify the main barriers that women face to access economic opportunities in Colombia and Peru.

Among the most significant findings, women indicate that:

- There is limited information on the economic opportunities that women can access.
- There are fewer employment opportunities for women.
- The requirements demanded by companies and organizations to access jobs are limiting for women.

Outcomes

The percentage of women who were trained from the first to the second call went from 54% to 67%. In the first call, 50% of the initiatives were led by women; in the second call, 62%.

For example, in Cusco 17 of 22 funded initiatives were led by women, while in La Guajira 13 out of 17.

How was the problem addressed?

Local economic development should always include women.

During the second call of the CISAL Fund, local governments and administrative committees are invited to design strategies to prioritize the financing of initiatives led by women:

- Workshops on gender approach are implemented for officials and members of each committee.
- Workshops are held, in each municipality, to strengthen initiatives led by women and give prior training to fill out the form.
- As part of the selection criteria, the initiatives presented should incorporate the participation of women in their work.

Women leaders at an innovation workshop in Peru





5 Local Government Associations (LGAs) in Colombia and Peru

The objective of local government associations is to represent the interests of municipalities at a local and national level. In Colombia, the Federation of Colombian Municipalities (FCoIM) unites the majority of local governments. According to a study by the Office of the Auditor General of the Nation in Colombia, Colombia has over 50 municipal associations throughout the country¹⁶. In Peru, the law recognizes the Municipal Association of Peru (AMPE) as well as other associations such as the Network of Urban and Rural Municipalities of Peru (REMURPE) and other local municipal associations.

¹⁶ <https://www.contraloria.gov.co/documents/20181/465015/Estudio+Asociaci%C3%B3n+Municipios.pdf/b9b634f9-029a-408f-9408-16b9175b1009?version=1.0>



What are the functions of local government associations?

Local government associations such as the FCoIM, AMPE, and REMURPE can also offer a set of services that will vary depending on the mission and strategic objectives of each municipal organization. For example, according to Colombia's regulatory framework and to the Constitutional Law for Municipalities of Peru¹⁷, while the objective of local government associations (LGAs) is to focus on the region's comprehensive development, they can also be responsible for the following:

- Creating spaces to establish, coordinate and implement projects or public policies and provide services.
- Designing or developing public policies in order to strengthen the region.
- Representing the voice of local governments on a national and local level.
- Carrying out works or providing inter-municipal public services.
- Auditing local projects or the technical studies of projects and services.
- Improving the performance of local development processes.

Challenges of municipal organizations

LGAs in Colombia and in Peru, and in Latin America in general, face immense challenges to fully achieve their institutional missions. Through an institutional strengthening process held between the Federation of Colombian Municipalities (FCM) and the CISAL Project, together with the FCoIM, AMPE, and REMURPE, the following challenges were identified for LGAs in Colombia and Peru:

- Positioning the LGA before local and national governments as a legitimate organization that represents the interests of its municipalities.
- Positioning the LGA among its potential members and/or local governments as the voice that represents their interests.
- Offering effective services to meet local needs so that local governments have the capacities to respond to the challenges they face.
- Financing the association's services and activities.
- Planning activities to meet the needs and opportunities identified by the association's members.
- Integrating local interests into the national political agenda.
- Providing better resources, capacities and tools to local governments for decentralization processes.
- Preventing partisan interests from influencing the impact of LGAs.

¹⁷ https://www.mef.gob.pe/contenidos/presu_publ/capacita/programacion_formulacion_presupuestal2012/Anexos/ley27972.pdf

The CISAL experience: strengthening local government associations

For over thirty years, FCM has worked with local government associations (LGAs) from all over the world to exchange good practices on how to best represent the interests of municipalities.

Within the framework of the CISAL Project, the FCM worked with the FCoIM, AMPE and REMURPE to strengthen the organizations of their local government. In an initial stage, program agreements were reached among LGAs to establish the agendas and scopes for doing collaborative work. In a later stage, strategies were designed to bring these organizations closer to those they represent in order to strengthen the relationships and services that LGAs offer to local governments.

Planning sessions between FCM and FCoLM in 2015

CISAL Experience



Step one: building trust among institutions

The technical assistance model that the FCM uses with LGAs is different than the model that institutions in Colombia and Peru are familiar with: it seeks to contribute to institutional strengthening by exchanging innovative practices rather than providing funding resources to implement projects.

In 2015, the FCM invited the directors of the LGAs to take a site visit to Canada so they could learn about the context of Canada's municipalities and identify potential areas for receiving technical assistance. The most significant outcome of this trip was establishing

an environment of inter-institutional trust that would help facilitate cooperative projects. It was the first step to establishing a joint work agenda.

Over a one-year period, workshops and meetings were held with experts from Canadian organizations during which key areas for municipal strengthening were identified: strategic planning, advocacy, the services LGAs offer their members, and knowledge management.

Step two: strategies for bringing organizations closer to their members

Colombia has 1,122 municipalities and Peru has 1,655 district municipalities and 196 provincial municipalities¹⁸. One of the main challenges to LGAs is for all these local governments to feel represented by them. It is important to consider the diversity of municipalities and their different needs: those that operate in urban areas and those that operate in rural areas, or those areas where mining or other extractive activities take place and those where these activities do not take place.

One of the effective strategies of the FCoIM (Federación Colombiana de Municipios) is establishing municipal networks, or networks of knowledge, that work in collaboration with mayors to develop public policies, coordinate with nationwide institutions, do advocacy work and put municipal issues on the national agenda.

This is how - together with the support of the CISAL Project - the Network of Mayors in Mining Contexts (REMEM) was created and how the Network of Women Mayors for Democracy and Peace was reactivated, which will be further explored in the section on good practices and lessons learned from the process.

The site visit to Canada also served to make the LGA directors and teams from Colombia and Peru familiar with the format of the FCM Annual Conference, which contributed greatly to LGAs rethinking how they were reaching their partners through national and local meetings. Both for Peru and Colombia, this transformed the way in which communication was established between organizations and those they represent.

These capacity-building spaces provided by the LGAs also contributed to improving relationships and positioning organizations locally. In the trainings, the capacities of mayors were strengthened in the areas of leadership, accountability, strategic communication and local management.



Workshop of the Network of Women's Mayor in Bogotá, Colombia

¹⁸ https://www.inei.gob.pe/media/MenuRecursivo/publicaciones_digitaes/Est/Lib1420/resumen.pdf

The Network of Mayors in Mining Contexts (REMEM)

One common characteristic shared by the eight partner municipalities of the CISAL Project in Colombia is that they are located in areas impacted by mining. While all regions are different, CISAL found this to be a great opportunity for fostering discussion on what the role of local government in mining development should be.

This is how REMEM was started, an initiative spearheaded by the FCoIM. This municipal platform has allowed for local government advocacy to take place in extractive contexts and has provided an incentive for holding productive discussions between local and national governments.

After holding several productive workshops with mayors and representatives from the Ministry of Mining and from the National Environmental Licensing Agency, several proposals and public policies were presented. A coordinator from the FCoIM, an expert on the topic, helped shape proposals and lead local forums and conversations with ministries to put the voice of local governments on the national political agenda.

These mayors meetings are essential to developing a shared agenda among municipalities for specific topics. The role of an organization's experience is also key in order to inform mayors of the issues, opportunities, and consequences mining activities have on their territories. These types of networks among municipalities with similar trades essentially function as a means for education and for exchanging experiences. They allow for mayors to create a list of priorities and proposals that they would not be able to develop alone with other levels of government, as they face significant challenges in different areas, and on several occasions, the interests of their own communities are divided.

One of the main outcomes of REMEM is that it contributed to the national debate on local governments having access to the resources of extractive companies through two different types of investment: Tax-based Works and Royalty-based Works. For the FCoIM, the REMEM experience demonstrates how national municipal organizations can serve as partners for local development in effective ways and offer important services for a sub-sector of its members with very technical topics that are also very politically charged.

Mayor of La Guajira who is the spokesperson of REMEM



GOOD PRACTICE OF THE REMEM

A network of municipalities is positioned as a legitimate intermediary between local and national level when it really represents the interests and needs of local governments.

What is the challenge?

One of the main challenges of LGA is that they can represent the legitimate voice of local governments vis-à-vis the national government. How do LGA's meet the needs of local governments in regions as diverse as Colombia and Peru? How do they ensure that the interests they represent, reflect the reality at the local level?

How was the problem addressed?

CISAL encouraged FCOLM to create a platform to identify the needs of local governments in extractive contexts. Thus, REMEM was born. The network was a strategy to propose public policies at the national level to benefit millions of Colombians who live in mining communities.

To achieve this, a series of actions were prioritized:

- Call out for mayors who had to deal with mining challenges to form a network that helped identify problems and possible solutions to promote development.
- Design methodologies to exchange knowledge, good practices and main needs between mayors.
- Ensure to communicate the advantages of being part of a network of municipalities so that mayors would find it as an attractive and enriching opportunity.
- Find spaces for meeting and exchanging with the national government and especially with institutions responsible for environmental and mining issues.

Results

Challenges that unite local governments: the success of REMEM is, in part, because it brings together local governments around an issue that mayors can relate to and perceive as urgent for municipalities.

- Everyone wants to participate: local leaders recognize the importance of being part of REMEM and how their regions benefit from the Network, independently of their position regarding mining.
- The voice of local governments: REMEM brings together a significant number of mayors and has a spokesperson representing them with the national government.
- The effectiveness of the Network: Two legal mechanisms were approved in the Congress of the Republic so that local governments can access resources from the extractive activity.

The Network achieved sustainability over time because the national government and some private companies recognize it as a legitimate space that brings municipalities together to address issues from a technical perspective.

Network of Women Mayors for Democracy and Peace

This network is also an initiative of the FCoIM . It is a space for all of Colombia's female leaders to come together to strengthen their leadership roles in local management and promote the involvement of more women in politics. As a result of FCM's support, this network became active again in 2016 with a series of national and local workshops for identifying strategic objectives and scopes. Over 100 women mayors gathered; they were committed and motivated to leave a mark on the political agenda of the peace agreements in their negotiation phase.

The Network of Women Mayors was established as a platform for coordinating the interests, needs and proposals of the country's 132 women mayors (2016-2019). The network serves as a venue for making the work of women mayors visible and for fostering the exchange of experiences. More importantly, however, it serves to promote the incorporation of policies, programs, and projects that advocate for gender equity and for the citizen participation of women on a local level. This platform also helps coordinate policies on gender equity with local, national and international agencies.

To make the Network of Women Mayors sustainable, the FCoIM established an Institutional Committee with the following entities: CISAL, UN Women, the International Republican Institute (IRI) and the Mission to Support the Peace Process in Colombia-OAS (MAPP/OAS).

Today, this network advocates for more women to become involved in politics by providing workshops and campaign training schools for candidates, by fostering discussion with the Vice Presidency of the Republic and by serving as a system for the constant exchange of good practices among women mayors.



Women Mayors in a workshop in Bogota, Colombia

CISAL Experience



Editorial Team

Christopher L. Yeomans
CISAL Program Director

Suzanne Belliveau
Project Manager in Canada

Chantal Havard
Program Manager in Canada

Coordination:
Alejandro Ariza Buitrago
Knowledge and Communications Officer

Style:
Jorge Luis Puerta
Regional Coordinator in Ancash

Graphic Design
Laura M. Naranjo

Photographs
Daniela Camacho
Jorge Luis Puerta
Rukshan De Silva

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CISAL Team

Christopher L. Yeomans
CISAL Program Director

Suzanne Belliveau
Project Manager in Canada

Paula López
Project Manager in Colombia

Carlos Grey
Local Economic Development Manager

César Bedoya
Governance Manager

Milagros de Rutte
Finance and Operations Manager

Alejandra Manrique
CISAL Fund Officer

Alejandro Ariza Buitrago
Knowledge and Communications Officer

Jorge Luis Puerta
Regional Coordinator in Ancash

Sara Pérez
Regional Coordinator in Antioquia

Wilfredo Arredondo
Regional Coordinator in Cusco

David Exebio F.
Senior Accountant in Peru

Marylin Pachón
Senior Accountant in Colombia

Gabriela del Rosario Gastulo
Program Assistant

Greicy Paucar Guzmán
Financial and Administrative Assistant

Jill Luyo
Regional Administrative and Finance Assistant in Ancash

Yeny Parody
Regional Administrative and Finance Assistant in Antioquia

Ruthsan Cárdenas
Regional Administrative and Finance Assistant in Cusco

Lidice Hidalgo
Regional Administrative and Finance Assistant in Canada

Margarita Rodríguez
Regional Administrative and Finance Assistant in La Guajira

Tatiana Zárate
Administrative and Finance Assistant in Colombia

Those who were part of the CISAL team in the past:
Liliana Alvarado, Lilly Castañeda, Diana Pombo,
Philip Kelly, Eberth Molina, Juan Sebastián Salamanca.

