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SmartLessons

real experiences, real development

COMMUNICATIONS FOR THE ONES WHO NEVER SPOKE:

Running the MIM Marathon in the Peruvian Highlands

How do you bring public accountability for millions of dollars to a region where the population is largely uninformed and lacks the savvy to monitor the actions of the authorities? From 2006 to 2011, the mining industry in Peru transferred over \$4,774 million in royalties to municipalities located in key mining regions, in compliance with a 2004 mining canon law, but local officials have not always put these funds to the best use. With the support of Canadian, U.S., U.K. and Norwegian (through CommDev) donor partners, IFC responded to this need with an innovative project: Improving Municipal Investment (Mejorando la Inversión Municipal in Spanish, or MIM). MIM Peru empowers the population—gives them a voice—to demand accountability from their authorities in the use of royalties. For this Latin America and Caribbean (LAC) initiative, communications are essential. And the project team learned that developing effective communication is not a sprint—it's a marathon! This SmartLesson shares lessons learned about communications during project implementation.

Background

Municipalities in Peru's mining regions are poor and located in remote areas, so royalties offer a great opportunity to improve people's lives. However, these resources have not necessarily gone to projects that benefit the

needy. Some have been used to build unnecessary monuments or projects, such as a stadium with a capacity greater than the town's population.

The MIM Peru project seeks to promote municipal social accountability for the use of royalties—by monitoring royalty flows, disseminating information, building capacities, and engaging key stakeholders from the population. It started in 2005 as a pilot, monitoring two municipalities in the Cajamarca region. It now monitors 23 municipalities in seven Peruvian regions.

MIM Peru has gained the recognition of the population and of authorities. In the words of Francisco Chavez, deputy mayor of the provincial municipality of Mariscal Nieto, *"It is still necessary to improve transparency and citizen participation, and I think MIM plays an important role, as it provides us with information and ideas about the community's perception about our management."*



MIM volunteers in Cajamarca are ready for a street theater performance to teach rural communities about royalties and municipal investment.

Lessons Learned: On Your Mark, Get Set, Go!

1) To win the race, don't be afraid to change the good for the better.

Initially, the communications strategy had an operational approach—focusing on defining the content to be disseminated, determining the frequency of publications, and reaching the population.

Halfway through the project, we switched to a more strategic approach—focusing on changing behaviors and attitudes in key target audiences. This meant:

- Prioritizing key audiences
- Analyzing current and expected behaviors
- Identifying knowledge needs and attitudes required for desired behaviors to start occurring, as well as barriers and facilitators
- Mapping stakeholders
- Defining the appropriate combination of communications products for each target audience.

This change in the approach proved to be an effective way to align project activities with expected behavioral changes for each target group, define specific objectives, prioritize actions, and effectively use communications materials based on the specificities and needs of each group. It also helped us define behavioral-change indicators for each target audience, which facilitated monitoring the evolution of the project results.

With the valuable help that the LAC Communications Team provided during the transition, the project team also changed its perception of communication. As a result, the communications strategy became part of the project implementation at different levels, touching every activity and material output that the project undertook.

2) Just like Gatorade, development projects need a little marketing, too.

Use of a brand is an effective way to position the initiative to obtain positive results. The team recognized this at an early stage and defined the attributes it wanted its brand to represent. This guided the definition of the values—reliability and independence—that would be associated

“MIM’s work helps strengthen the municipal government through the recommendations they give to improve the quality of our expenditures.”

Ricardo Alvarez, First Reagent, Provincial Municipality of Puno

“MIM gives us numbers to analyze and make us think about the work we do.”

Javier Ponce, Reagent, Provincial Municipality of Puno

Figure 1: Branding MIM Peru

The logo conception

- An eye that sees everything
- A rising sun that sheds light allowing to see



with the brand, the graphic and visual identity of it, and the key messages that it would convey to the public. (See Figure 1)

Partnering with local institutions was also essential for the success of this initiative. Selection of local partners was based on such characteristics as good reputation, roots in the community, impartiality toward the mining industry, and interest in supporting local development, values that they would transfer to the MIM.

Each MIM partnered with 5 to 7 local civil society organizations which are represented in the boards of directors.

A well-defined brand helped position MIM Peru as the local resource for reliable information on royalties and municipal investment. It resulted in a better understanding of the initiative and created conditions that supported the smooth implementation of its activities.

Currently, the MIM Peru brand is associated with independence, impartiality, reliability, and credibility. Survey results show that, by project completion, 20 percent of the population in the regions recognized the brand¹, which reflects the positioning and awareness that the project created.

3) When sharing the spotlight, keep your dimmers handy.

Managing brands goes hand in hand with managing the visibility of different partners. The project teamed up with 36 local institutions from seven regions in Peru (business associations, professional associations, and universities) that voluntarily participate to promote social accountability in their regions. The project also was supported by four donors, all of which had different interests and visibility requirements.

Initially, we wanted to grant equal visibility to all involved, so all MIM materials featured the MIM logo along with the logos of all of the partners—IFC, the donors, and the local institutions—which made approval for each publication a very lengthy process! (see Figure 2)

¹ According to a study undertaken by the firm Arellano Marketing commissioned by El Comercio Newspaper in May 2011, the recognition of MIM in the seven regions it works is comparable to that of Mitsubishi cars in the five regions of Peru with the higher consumption levels.

Figure 2: MIM Publications—Before, with Logos of Local Institutions, IFC, and Donors

UNA INNOVACIÓN DE
Corporación Financiera Internacional
 Grupo del Banco Mundial

El Proyecto MIM Perú (Mejorando la Inversión Municipal) es una iniciativa de instituciones de la sociedad civil para promover la rendición de cuentas de las municipalidades sobre el uso de los recursos del canon minero.

El Proyecto MIM Perú brinda información sobre el canon minero que recibe tu municipalidad y cómo se están invirtiendo esos recursos.

Además, promueve el diálogo informado entre las autoridades locales y la ciudadanía, sobre la inversión, los servicios municipales y el uso del canon minero para contribuir a mejorar su impacto en el desarrollo local.

"Únete a la Red de Voluntarios MIM"

Si tienes interés en informarte, contribuir y apoyar la labor y actividades del MIM, puedes dirigirte a MIM Cajamarca. Nos encuentras en Av. Atahualpa N° 1050, Pabellón 10 - Oficina 307, UNC Cajamarca. Teléfono (076) 342-681 o en nuestra página Web: www.mim.org.pe

Don Justo y el Comité de Vigilancia del Presupuesto Participativo. Elaboración de contenidos: **Equipo Técnico del Proyecto MIM Perú.** Ilustraciones: **Oscar Casquillo, Diagramación y color: Oscar Casquillo y Edgar Rueda.** Hecho al Depósito Legal N° 2009-02546 en la Biblioteca Nacional del Perú. **Corporación Financiera Internacional - IFC.** Av. Alvarado Caballero N° 150, Piso 2, San Isidro, Lima, Febrero 2009. Producción gráfica: **GMC Digital S.A.C.**

Entidades conformantes de MIM Cajamarca:

Entidades Cooperantes:

El MIM es una innovación de la **Corporación Financiera Internacional (IFI)**, miembro del **Grupo Banco Mundial**, cuyo objetivo es apoyar a las instituciones locales de la sociedad civil a promover en los gobiernos locales, la rendición social de cuentas y con esto mejorar la inversión de los recursos provenientes del canon minero en beneficio de las comunidades locales. Las opiniones expresadas por los autores no reflejan necesariamente el punto de vista de la IFI.

Figure 3: MIM Publications—After, with Logos of Local Institutions

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Únete a la Red de Ciudadanos Informados MIM

Si tienes interés en recibir información sobre esto y otros temas relacionados a la inversión municipal, puedes suscribirte gratuitamente a nuestra lista de distribución visitando www.mim.org.pe o nuestra oficina local en Calle Alfonso Ugarte No. 56, 4° pao - Tacna, teléfono (052) 503-190.

Don Justo y los Proyectos de Inversión. Elaboración de contenidos: **Equipo Técnico del Proyecto MIM Perú.** Ilustraciones, diagramación y color: **Taller 201 SAC.** Hecho al Depósito Legal en la Biblioteca Nacional del Perú N° 2009-10839. **Instituto de Estudios Peruanos.** Av. Héroles Urteaga N° 934, Jesús María, Lima, Setiembre 2009. Producción gráfica: **GMC Digital S.A.C.**

Los miembros del Directorio del MIM Tacna son:

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Figure 4: MIM Toolkit, After, with Logos from IFC and Donors

MIM Toolkit

Perú

Guide to promote social accountability

MIM Toolkit

IFC International Finance Corporation
 World Bank Group

This guide is designed to support civil society's efforts to promote accountability at the municipal level regarding investments made with resources from extractive industries.

Users will receive periodic revisions of materials in this guide as well as new fascicles. In this way users can be assured that they will always have an up-dated MIM Toolkit.

We would like to thank the following entities for their support:

IFC **USAID | PERU** **DFID** **CommDev**

Guide to promote social accountability

As time passed, we used the logos in a way that was more selective but still responded to the interests of our partners. IFC and donor logos appeared only in institutional materials (banners, files, the project brochure, and the MIM Toolkit), and the logos of the local partners, along with that of MIM Peru, appeared in all of the dissemination materials that went to the broader population. This helped the initiative take root and encouraged the commitment, pride, and ownership of the local institutions, while giving sufficient visibility to the project donors. (See Figures 3 and 4)

4) Expect the unexpected—and be ready!

When providing information to the public, doors are open to misinterpretation, controversy, and debate on many levels.

A project focused on distributing information faces the risk of being challenged constantly. Therefore, in addition to the procedures established to manage risk (by preparing credible and solid information), there is a need to know how to manage potential crises.

During project implementation, MIM Peru occasionally faced crisis situations that risked its reputation and credibility. For example, mayors and municipal officers denied the veracity of the information produced by the MIMs, so as to avoid looking bad and being questioned. In one municipality, the local media tried to link the project to the mining industry to take advantage of the situation.

In one case, a local newspaper included the name of one of IFC's staff as an officer of a mining company, saying that the MIM should be used to attack the mayor. The team, with the support of IFC's LAC Communications Team, rapidly reacted, getting the president of the local MIM to broadcast on local TV, explaining the role of MIM and highlighting its independence.

These situations led the project team to devise a crisis-management procedure to deal effectively with these situations. The course of action included the following steps:

"It is necessary to know about local government's economic management, but many times we do not understand some of the technical words used and numbers presented. MIM provides us with that information, showing data from different public institutions as well as comparative charts that allow us to understand the final use of the public budget. The information we receive is shared with the media, professionals associations, and social organizations, so that they can have a broader view of municipal investments."

Yovanni Manrique, Radio Onda Azul, Puno

- Identify the cause of the crisis.
- Determine the different actors involved and their interests.
- Separate IFC from the situation.
- Discuss with IFC (project team and communications team), the MIM board, and the executing agency the strategy to be followed.
- Designate a speaker (usually from the local MIM board of directors).
- Prepare a response with key messages and arguments to be delivered.
- Keep the IFC communications team updated on the evolution of the situation.

The procedure was included in the MIM Toolkit² and shared with the technical teams in the field and with the project partners.

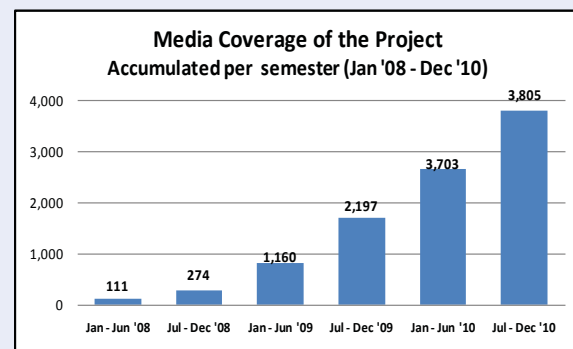
5) Have the media run the race with you.

We're often asked how MIM Peru managed to obtain over 3,800 nonpaid media hits during the life of the project. (See Figures 5 and 6)

Figure 5: Sample Headlines Publishing MIM Information



Figure 6: Media Coverage of the MIM Peru Project



² The MIM Toolkit systematizes the methodology devised by IFC to promote social accountability at the local level.

It wasn't easy! At the beginning of the project, the local media published only limited information about royalties and municipal investment, and the information disseminated was of poor quality, often sensational, and usually attacked mayors. Whenever MIM gave them material, most media outlets wanted to charge for publishing it or for conducting an interview about it.

Early in the project, the team recognized that journalists were interested in obtaining timely and accurate information. They also wanted to improve their capacity, to be in a better position to report on technical aspects, and to be recognized as serious professionals. Through conducting permanent awareness visits and providing material with information on royalties and municipal investment, MIM started to position itself among local journalists as a credible and independent initiative that regularly generated newsworthy information in an easy-to-understand format.

Later, the project organized training workshops for journalists. Participation rates were high, and evaluations were very good. This process helped build a relationship with the local media, who not only published MIM information and held interviews with the MIM team and other key actors, but also provided airtime on the radio and space in the print media—without charge.

6) Motivation determines performance. Give your volunteers more than thank-you notes.

The MIM Peru project work plan is very detailed and intensive. It includes preparation of materials, distribution

activities (including face-to-face meetings with communities and local leaders), and capacity-building activities. The MIM technical teams—each composed of two to three young professionals who receive support from the executing agency—had a hard time reaching the high targets set for them. That's why they started recruiting volunteers.



MIM volunteers perform "Don Justo" street theatre in a rural community of Ancash.

Photo by Karla Diaz



MIM volunteers in Ancash.

Photo by Karla Diaz

The volunteers are mostly university students who find MIM work appealing, given their desire to contribute as agents of change, to promote the good use of municipal resources, and to help improve the livelihoods of the local population. Volunteers come in particularly handy in activities with communities, because they are enthusiastic and relate well to the public. One example of the projects is the "Don Justo" (Mr. Earnest) street theater presentations, where basic concepts of royalties and municipal investment are taught to rural communities in a fun and interactive way. (See Box 1)

The use of volunteers has proven to be an effective way to reach more communities and local leaders. All six MIMs work with volunteers, who have helped reach over 44,500 people from 221 communities.

Box 1: MIM Caravans: Young Volunteers Put the Fun into Becoming Informed

The "Don Justo" theater, educational games, a question box for residents' questions to the mayor, and a mobile chalkboard (to gather local opinions and inform the population about other activities) were part of the education caravan held in the town square of the city of Moquegua, the copper capital of Peru. The caravan initiative, organized by MIM Moquegua, seeks to inform and educate the local population regarding local authorities' management of mining canon resources and help residents exercise informed citizen oversight.

The mayors of the cities of Arequipa and the province of Mariscal Nieto (Moquegua), both located in southern Peru, visited the activities and were surprised at the massive showing of local residents and the enthusiasm present. "Young people are clearly very interested and concerned about municipal investments in Moquegua," said the mayor of Arequipa upon witnessing the participation of the young volunteers who gave the caravan life by guiding, motivating, and educating the population in fun and entertaining ways.

The project aimed at having the volunteers participate for at least six months—an entire MIM cycle. During the life of the project, however, there was high turnover among volunteers, with over 300 volunteers who participated on average three months.

The team learned that this turnover was due to the lack of a formal structure that could have kept the young students motivated. Managing volunteers includes considering them part of the project's team and preparing six-month programs for them, including training, dissemination activities, a certificate of participation, and, where possible, the recognition of their work as an internship (required to graduate) by the university where they study.

Box 2: The Next MIM Marathon!

The new MIM Peru project (ID 581028):

- Has a communications strategy conceived as a transversal component based on a behavioral-changes approach. It has clearly defined its target audiences and the expected behaviors, and all the materials and activities have been developed accordingly.
- As the project now goes beyond social accountability and focuses on promoting good governance, it has a refreshed image due to the revision of the attributes and benefits associated with the project brand.
- Has incorporated activities to provide information, capacity building, and incentives that target the media so they may continue to be engaged with the project.

Conclusion

Projects such as MIM Peru that focus on informing and educating the population are an integral part of promoting development. Communications were a key factor in the success of the MIM project, as indicated by a final survey comparing data from December 2010 to that of December 2008:

- All of the municipalities monitored showed an increase in their understanding of basic concepts of royalties and municipal investment.
- Understanding of mining canon increased from 17.7 percent to 46.7 percent.
- Access to information on mining canon increased from 30.8 percent to 43.9 percent.
- Understanding of the right to ask for information increased from 45.4 percent to 55.0 percent.
- The perception regarding public disclosure of municipalities on the use of revenues increased from 8.0 percent to 26.3 percent.
- The perception of the usefulness of the way in which municipalities report their spending increased from 25 percent to 58 percent.

The lessons shared here have been tested and have proven valuable, so much that they were incorporated into the design of a new MIM Peru project. (See Box 2)



DISCLAIMER

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