Learned lessons from the citizen participation of the update of the Master Plan in Cartagena de Indias

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Human rights and territorial planning
The Regional Center for Business and Responsible Entrepreneurship (CREER) investigates, evaluates and promotes respect for human rights and sustainable development within the business activity framework. In line with the Institute for Human Rights and Business (IHRB), CREER has proposed to promote a comprehensive agenda that connects governments, communities, companies and civil society organizations through:

- **Collective construction of knowledge**
- **Dialogue spaces based on trust**
- **Strengthening local capacities**

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Presentation

The Institute for Human Rights and Business (IHRB) and the Regional Center for Responsible Companies and Entrepreneurship (CREER) began a research and participation process in the city of Cartagena de Indias, Colombia, with financing from the Rafto Foundation. Its purpose was to identify the challenges and opportunities to promote joint agendas on Oceans and Human Rights in their relationship with Built Environments in the local context; issues concerning planning processes, city design and construction.

Within the framework of this objective, CREER and the Mayor’s Office signed an agreement of understanding, within which this document is received.

One of the points of approach for the Oceans, Human Rights and Built Environments agendas is the territory plan.

Cartagena, which decided to update its territory plan during this administration (2020 – 2023), becomes a very interesting territory to identify challenges and opportunities that other cities may have to address the territorial planning in a participatory manner and with a human rights-based approach. This, because it has a coast in the Caribbean Sea, where one of the most important ports in the country operates and, simultaneously, a touristic city, historical heritage for humanity and with important strategic ecosystems such as swamps.

Such a technical document as the territorial planning, which must comply with legal requirements at different levels and that has to respond to different authorities, at the same time must be the result of the participation of habitants and reinforce or strengthen the guarantee of citizens’ rights.

Although the words “Human Rights” do not appear in the document or are mentioned very rarely in some specific segments of the text, the truth is that the territory planning must be directed to guarantee, among other things, the rights of citizens. The access to public services, the construction of roads, alternatives to transportation, housing, parks, among others, are ways to guarantee dimensions of human rights.
That is why for CREER it was of great interest to recognize and systematize the Cartagena experience: it has been a way of approaching a possibility of multi-actor dialogue with the objective of organizing the territory.

Extracting the lessons learned, the ultimate objective of this document, is a way to identify possibilities to facilitate the guarantee of efficient, clear and effective participation with a human rights approach.

Due to the above, this document can be read both nationally and internationally based on different contexts, since the need addresses citizen participation in the construction of a common vision of the territory but it is not a demand exclusively for Colombia. Instead, it´s evident the interest and the need to address the issues related to territorial planning, participation and human rights by governments at different level in the world (local, regional and national), as civil society organizations and citizens. The Sustainable Development Goals1, the Tel Aviv Declaration HABITAT III2, as well as platforms advocating for urban sustainable development3 and the right to the city4 are examples of this.

1 In its goals 5.5, 11.3 and 6.7 of SDG 5
3 An example of this work is the World Green Building Council group.
4 An example of this work is the Right 2 The City group.
In this sense, this text does not intend in any way to point out the errors or successes that the process may have had; On the contrary, it aims to highlight the lessons that remain for the city. This way, internal knowledge management is strengthened at the Mayor’s Office, while, both Cartagena and other cities, can advance in the design of increasingly inclusive participation mechanisms.

To consolidate this document, a workshop was developed with City Hall officials who participated in different phases of the process and individual interviews were also carried out to some officials. Likewise, interviews were conducted with members of other institutions that supported in methodological, logistical, systematization and facilitation terms. Some social leaders of the city of Cartagena were also consulted, as well as representatives from the business sector.

The objective of the conversations was to understand how the phases, challenges and opportunities had developed in the process. CREER, based on its previous experience in development of multi-actor methodologies which allow those involved to have spaces for dialogue based on trust, strengthening some lessons learned through these types of processes.

For this reason, for CREER the identification exercise of lessons learned is of great interest, because it allows us to continue providing methodological elements to strengthen participation in the scenarios arranged for this, especially when these processes have a relevant impact for the exercise of rights.
Introduction

Master Plan is a planning instrument for the territory, which makes decisions about physical, socioeconomic and environmental planning of the city, also the articulation between these types of planning in urban and rural areas.

It is a long-term instrument, with a time frame of twelve years, approved by the city council, which has the authority to regulate the use of land. Master Plan makes important administrative and policy decisions, associated to occupation and modification of space in the territory. In that sense, the decisions made have important implications for the way in which land is used and the way how activities in the territory are going to be developed. This can generate certain incentives, depending on the vision of the occupation model or territorial model that is adopted.

Carrying out an update of a Master Plan requires a series of stages proposed by current regulations\(^5\), within which citizen participation is included, for the consolidation of technical documentation that must be approved by different types of authorities. **There are challenges, among others, regarding compliance with deadlines, the costs of the process, the capacities and limitations of the mayors, and others. One of the most important, precisely because it can help to reduce the difficulty of others, is the challenge that the constant, multiple and diverse relationship oriented towards cooperation and collective construction of a common vision of the territory.**

Therefore, CREER, from its experience in facilitating multi-actor dialogues, identifies the lessons learned from the Cartagena case (2020-2023). It is a case in which the current Master Plan dates back to 2001 and, although in previous initiatives from administrations have been taken to update, these are not specified. Therefore, in view of the need to update the instrument with a common vision, in 2020 the Mayor’s Office began a new process which laid the foundations on citizen participation, in accordance with unions and public institutions that are present in the territory.

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5 Political Constitution of Colombia, Art. 311 and 313; Law 388 of 1997; Law 1551 of 2012; Decree 1077 of 2015, and the Agreement or decree adopted by the district or municipal Territorial Planning project.
In this sense, this document aims to highlight lessons learned to strengthen institutional instruction, through knowledge management. Likewise, it aims to expand the lesson possibilities to other cities and municipalities that are going through the updating processes of the Master Plan, and what they can extract from it, each time increasingly more innovative, in democratic ways and much more respectful of human rights, to find a common vision of the territory. It also recognizes the challenges, complexities and alternatives that citizen participation brings and the focus of human rights in the construction of technical documents, in contexts where there is mistrust between the different actors that make up the territory, low acceptance of institutional management and high levels of unmet basic needs.

**Master Plan update process in Cartagena (2020-2023)**

The process established by the Mayor’s Office for the update of the Master Plan of Cartagena was made up by three phases: Diagnosis, Formulation and acquisition, with five participation cycles (four established since the beginning and an additional one in response to the needs of the process). There was a total of 239 participation tables between the years 2020 to 2023, within the framework of 338 spaces. 12,424 contributions were collected, resulting from the assistance of more than 4,110 citizens—1,560 men and 1,670 women approximately. It was a big process, with many challenges and lessons.

Within the framework of the understanding memorandum agreed upon between CREER and the Mayor’s Office the lessons learned from the process were identified. For this reason, two analysis processes were necessary: first, a workshop was held with officials from the Mayor’s Office who participated in different phases of the Master Plan updating process; individual interviews with some officials were conducted; as well as members of other institutions that supported in methodological, logistical, systematization or facilitation, and some social leaders’ organizations of the city of Cartagena and representatives in the business sector. The second analysis process, where the information was grouped based on lessons, from the findings that have been consolidated CREER over the last eight years as an organization facing the construction of trust, participation and generation of agreements, understanding the Master Plan like an important municipal agreement.

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6 The management report to Congress 2022 – 2023 of the Ministry of Housing points out that 80% of the country’s municipalities have an outdated Territorial Planning project.

¿How to read this document?

This document consists of two parts: the first, where CREER provides some methodological contributions that facilitate future effectiveness of the actors in the process of updating the Master Plan participation, through some principles and a basic framework for relationships with other actors. These contributions are proposed by CREER for future processes, with citizen participation in the territorial planning.

The second, where findings are addressed based on the phases proposed by the current regulations⁸, with an additional phase proposed by CREER. These stages must be looked at by the administration to update the Master Plan with a participatory and human rights approach.

It is necessary to understand the first part of the document to appreciate the second. The principles, the framework for the relationship and the normative requirements are basic and transversal elements of the process, which facilitate achieving a common vision of the territory, within the Human Rights framework.

Below is a diagram showing the methodological proposal of CREER for the development of an update of the Master Plan with a participatory and human rights approach towards the future. Throughout the document you will find colors which are conventions that respond both to components related to processes and products required by law as well as the proposal to strengthen participation and CREER’s human rights approach.

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⁸ Political Constitution of Colombia, Art. 311 and 313; Law 388 of 1997; Law 1551 of 2012; Decree 1077 of 2015, and the Agreement or decree adopted by the district or municipal Territorial Planning project.
Recognition, Agency, Reciprocity + Clarity
Principles for trust-based relationships

Phases for Master Plan updating

Constructive conversations
Model to build agreements

Processes and products required by regulations

Acquisitive Formulation Diagnosis Enlistment

Common vision of the territory within the Human Rights framework

In yellow you will find the processes that are mandatory by current regulations.

In blue you will find the products that are mandatory by current regulations.9

In green, you will find the activities that will require further preparation of the constructive conversations model.10

In red, you will find the topics and activities where the RAR+C principles must be especially remembered.

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9 Ibid.
FIRST PART:
Methodological principles and approach

This part of the document corresponds to CREER’s proposal to strengthen the relationship between the actors of the territory based on trust and clear processes. This responds to the challenges that were identified in the updating phases of the Master Plan of Cartagena (previous chapter), seeking to improve the quality of participation.

The principles for trust-based relationships

Trust is a key element to maintain and generate new relationships between people and organizations; it increases the possibility to transform conflicts and generate agreements. Trust is, a process and a way to increase cooperation and coordination between people and organizations. Therefore, in the process of updating the Master Plan, where various actors share a territory and organize to build a common vision, building trust is key. To do this, it is important to recognize four principles: Recognition, Agency, Reciprocity and Clarity (RAR+C).

Recognition
It is the ability to see a role within society of a actor, which makes them an individual with rights and responsibilities for its transformation. This allows them to be a legitimate actor with whom we can discuss.

Agency
It is the ability to identify our responsibilities in transformation of society processes. This, added to the recognition on others, allows us to think that
the actions and changing processes must be directed towards everyone’s well-being.

**Reciprocity**
It is the ability to work hand in hand with others in the transformation of society, taking into account the demonstrations of will, collaboration, and compliance agreements established between the parties.

**Clarity**
It is the ability to be transparent with others in conversations, this means that those involved understand and communicate how and what the scope of their participation is. Added to recognition, agency and reciprocity, decreases uncertainty.13

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13 Ibid.

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**RAR + C**

**Recognition**
It is the ability to see a role within society of a collaborator, which makes them an individual with rights and responsibilities for its transformation. This allows them to be a legitimate collaborator with whom we can discuss.

**Agency**
It is the ability to identify our responsibilities in transformation of society processes. This, added to the recognition on others, allows us to think that the actions and changing processes must be directed towards everyone’s well-being.

**Reciprocity**
It is the ability to work hand in hand with others in the transformation of society, taking into account the demonstrations of will, collaboration, and compliance agreements established between the parties.

**Clarity**
It is the ability to be transparent with others in conversations, this means that those involved understand and communicate how and what the scope of their participation is. Added to recognition, agency and reciprocity, decreases uncertainty.
Constructive Conversations (CC) are a methodological approach that starts from the recognition of the success generated by certain factors to increase the ability to reach agreements and to improve relationships. These types of conversations are made up of knowledge, capacities and meeting spaces.

A conversation where the actors do not have the knowledge or skills to dialogue within the framework, can generate conflicts or confrontations, due to misaligned expectations or lack of information, among other reasons, that ends up in frustration and distrust, affecting negatively the possibility of reaching agreements.

Below is a diagram and a chart showing the components of the methodological approach that CREER has been developing over the years, with their objectives and what the absence of each could generate in a participation exercise.¹⁴

¹⁴ Ibid.
Skills to improve conversation starting with the principles of recognition, agency and reciprocity

Inclusive spaces for the generation of agreements

The collaborators fail to establish a connection or a minimum level of empathy because there is no minimum level of respect or recognition between the parties, which leads to insincere and unproductive conversations taking place.

The collaborators meet without having pre-established clear rules for design processes and facilitation, which results in the expectations of the parties not being met, meanwhile the spaces lose legitimacy to the collaborators.

Putting into practice the constructive conversation method during the different phases of the process to update the Master Plan with a strong participatory component, will facilitate the achievement of agreements and will provide legitimacy to the process.

In the next section, the different ways of putting it into practice, is not limited to only citizen participation scenarios. Instead constructive conversations can be an integrating element that favors the internal teamwork of the Mayor’s Office.

15 Ibid.
SECOND PART: phases, activities, processes and products

As a result of the interviews carried out and the workshop with officials from the Mayor’s Office of Cartagena, CREER identified some phases where recommendations should be carried out by the administration when they decide to update the Master Plan. These respond to the current regulations and a new one is included, Enlistment, which allows the officials in charge of the process to have a guide regarding the different activities that must be prepared to successfully achieve the following phases.

Below is a diagram showing the proposed phases, with their activities. In each of them, you will find the indicated conventions in the chapter “How to read this document,” which respond to both related components of required by law processes and products as well as the proposal to strengthening participation and CREER’s human rights approach.

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### Lessons learned for the territorial arrangement project update

| 1. Technical and interdisciplinary team | RAR+C |
| 2. Planning and process flowchart | 1 |
| 3. Characterization of the city or municipality: segmented by dimensions | 2 4  |
| 4. Perceived challenges and solutions | RAR+C |
| 5. Collaborator mapping | RAR+C |
| 6. Differential communication strategies | RAR+C |
| 7. Preparatory meetings with public institutions | CC |
| 8. Preparatory meetings with diverse collaborators | CC |
| 9. Methodological definition of following stages | CC |

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16 Political Constitution of Colombia, Art. 311 and 313; Law 388 of 1997; Law 1551 of 2012; Decree 1077 of 2015, and the Agreement or decree adopted by the district or municipal territorial arrangement project.
These phases coincide with the stages required by current regulations.17

Legal requirements for the diagnosis of territorial arrangement project

1. Analyze the institutional abilities for the participatory processes and define the necessary resources for its execution
2. Balance of available information
3. Establish the strategy to execute the citizen participation process
4. Carry out the territory analysis by dimensions and finish it with the diagnosis synthesis
5. Carry out cartography diagnosis
6. Carry out the territorial diagnosis synthesis

Secondary information OT (infrastructure and projects in the territory, studies, cartography):
- Inventory of instruments that the territorial arrangement project implemented (if any)
- Inventory of material assets declared
- Inventory of primary information to be collected
- Secondary sector information (agriculture, industrial, transportation, energy mining, tourism)
- Inventory of information on public service providers
- Request for environmental determinants and those contemplated in art. 10 of Law 388 of 1997 (as applicable)

Resulting documents from the diagnostic stage
- Territorial Diagnosis
- Cartography Diagnosis

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Legal requirements for the formulation of Master Plan

7 Consolidated decisions for the municipal territory project

- Development of the documents required for the formulation stage
  - Incorporate the basic threat studies results and when to apply existing detailed studies
  - Incorporate the participation process in the formulation stage results

8 Carry out the consultation process with

- The environmental authority
  - For municipalities and districts that are part of metropolitan areas filing must be done during the same term provided for consultation with the competent regional autonomous corporation.

9 Carry out consultation with the territorial planning council

10 Carry out the consultation process with:

- Approval by agreement, when the municipal council votes in favor of the proposed revision of the territorial arrangement project in the established times by the decree 1077 of 2015.
- Approval by decree, the mayor may implement it when the municipal council does not vote, approval of the territorial arrangement project for the first time, in 60 business days and for ordinary review in 90 calendar days, as defined by decree 1077 of 2015.

Other obligations

- Submit the project of the Master Plan for consideration of the government council Art. 24, law 388 of 1997
- Democratic consultation with unions and community Art. 4 and 24, law 388 of 1997 (participation process (Art.22, law 388 of 1997) advance from the diagnosis stage)
- Carry out an open city council meeting, prior to the study and analysis of the Master Plan. Law 507 of 1999

Resulting documents from the formulation stage

- C Technical document DTS support
- D Cartography
- E Draft agreement
- F Summary documents

Preparation

This phase is a proposal developed by CREER which; although it is not in the regulatory framework, facilitates achieving the objective more efficiently to update Master Plan, comply with the timeframe which must exist in regulations for the consultation with other authorities, as well as not to repeat or re-examine consultation and information analysis processes.

In the case of Cartagena, some people consulted identified that, due to the weakness of this phase, reprocesses were generated and it was difficult to meet the deadlines by law for updating the territorial arrangement project during the 2020-2023 administration mandate.

Preparation consists of nine steps, several of which begin during this stage, but they extend to other phases.

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20 Political Constitution of Colombia, Art. 311 and 313; Law 388 of 1997; Law 1551 2012; Decree 1077 of 2015; and the Agreement or decree that the POT adopts district or municipal.
1. Conformation of a technical and interdisciplinary team

- Under the leadership of the Mayor, a technical and multidisciplinary team to guide and facilitate the Master Plan update process.
- Although the team guides the process, ownership and leadership must begin with the Mayor.
- The team must have a planning secretary and a leading or advisory group with depth knowledge of the territory and local culture.
- It is recommended for this team to be prepared to know and integrate the RAR+C principles and the Constructive Conversations methodology proposal for the development of activities. This will allow them to have a better relationship within the technical team, as well as with local actors, to improve the quality of information and participation spaces.

**NOTE**

This technical and interdisciplinary team will grow and decrease throughout the process, but should strive to have a team base that starts and ends the process.

It is essential that each member of the team recognizes the role they are going to develop in the participation phases and also be prepared to meet the needs of the identified target population.

2. Flow chart process planning and construction

This step is essential to be able to have a better coordination within the Mayor’s Office, in order to facilitate and streamline procedures that are required with other dependencies.

- The technical team must plan the process where the following will be determined:
  - The capabilities of the Mayor’s Office to develop the process.
  - The allocated resources for the update of the territorial arrangement project (financial, human, technological, infrastructure, among others).
  - Needs in terms of relationships and information with other agencies of the Mayor’s Office.
  - Citizen, union and institutional participation Moments.
- The above must finally come together in a flow chart process.
- Planning must be socialized with all the dependencies of the Mayor’s Office, and hopefully with all officials.
3. City or municipality
Characterization: segmented by dimensions

- The technical team must characterize the city taking into account:
  - Monitoring the current Master Plan.
  - Available information balances.
  - Secondary territorial ordering information (infrastructure, studies and cartography projects in the territory).
  - Instrument inventory that was implemented in the territorial arrangement project (if any).
  - Declared material assets inventory.
  - Primary information inventory which must be collected.
  - Secondary sector information (agricultural, industrial, transportation, energy mining, tourism).
  - Public service providers inventory Information.
  - Request of environmental determinants and those contemplated in art. 10 of Law 388 of 1997 (as applicable).

- Sectors of the city (neighborhoods, towns, regions) will be categorized. In turn, this sectorization will have five dimensions on which information should be read: environmental, economic, sociocultural, functional and institutional.

4. Challenges and perceived solutions identification

Under the premise that the Master Plan is a multi-actor agreement that establishes a common vision of the territory, lead by the State at the local level, This should always aim to i) strengthen the human rights guarantee, through the planning and execution of actions, how to manage public services, schools, hospitals, roads, among many others; ii) improve the living conditions of citizens that inhabit the territory (consequently with the first criterion), and iii) generate consensus facing the activities that may or may not be developed in the territory or in certain parts of it, even in environmental terms.

Building a territorial arrangement project under these three premises, will allow the city to find alternatives to advance in offering effective rights to the population. Likewise, the guarantee of the rights to the city, in a context like Cartagena, where the segregation and gentrification phenomena have become more apparent. The right to the city is understood as:

The right of each and every resident, present and future, permanent and temporary to inhabit, use, occupy, produce, govern and enjoy fair, inclusive, and sustainable cities, towns and settlements, defined as common essentials goods for a complete and decent life 21.

RAR+C
The characterization must be done under the RAR+C principles, that is, tending taking into account the different actors and opening spaces to recognize the different effects and possibilities of action, depending on the capabilities of the actors.

21 The Right to the City. Right to the city. S.f. 29 de noviembre de 2023. https://www.right2city.org/
The Master Plan must stage a territory that meets the aforementioned conditions, depending on geographical, social, cultural, environmental, economic and political particularities.

- In this sense, the technical team, under the leadership of the Mayor, must propose a first version of the identified challenges of the city in terms of demographics, infrastructure, public services, environmental risk management, among others, based on the characterization that is being developed and taking into account the indicated dimensions of the (environmental, economic, sociocultural, functional and institutional) regulations.
- At the same time, alternatives and solutions are being built for those challenges.

**RAR+C**

challenges and solutions identification must be done under the RAR+C principles, that is, taking into account the different actors and opening spaces to recognize the different effects and possibilities of action, depending on the capabilities of the actors.

**NOTE**

This activity finishes at the end of the formulation, with the DTS technical support document, Cartography, Draft agreement and the summary Documents. Throughout the diagnosis and formulation stage, citizen, union and institutional product participation, the perception and challenges document and perceived solutions will change over time.
5. Actor mapping
Both the characterization of the territory and the identification of challenges, allow us to build a segmented actor map (by neighborhood, locality, among others) and with interests or roles in the different indicated dimensions by regulations (environmental, economic, sociocultural, functional and institutional).

This mapping will allow us to identify the challenges that each of the actors receives of the human rights effective guarantee, as well as the alternative techniques that the territorial arrangement project can offer to build a city with a rights approach.

- The technical team builds a segmented actors map.

RAR+C
The identification of the actors must be carried out under RAR+C. principles.

6. Differential communication strategies
This step allows the Mayor’s technical team to build adjusted communication channels to meet the needs in terms of information, language and interests for the participation of each of the actors. All this, in order to guarantee the human rights focus, especially with regard to effective participation and information access to the communities.

It is important to identify differential information and methodology needs for participation spaces that are required for Master Plan update. An indigenous community does not need the same information, for example, as the construction sector to be able to participate in this type of construction processes of a joint vision of the city.

- From the previous point, the technical team classifies the actors with the aim of differentiating them for communication strategies that must be developed throughout the process.
- The grouping will depend on the interests of the actors, their capabilities, levels of trust between each other and the Mayor’s Office, as well as the capacities and available resources from the administration for the Master Plan update exercise.
- The technical team builds differential relationship strategies with groups of identified actors, including the different population or community segments, the Municipal Council, environmental authorities, the Territorial Planning Council, the media, different segments of citizenry and unions, among others.
- The first point to discuss in the strategy is the preparatory meeting, both with public institutions as with the rest of the identified actors.
RAR+C
The differential communication strategy must begin with the RAR+C principles, addressed in the first part of this document.

NOTE
Due to the time length of the Master Plan update process, this strategy must be reviewed constantly.

7. Preparatory meetings with public institutions
In the case of Cartagena, the preparatory meetings with both public institutions and with other actors did not occur, which generated delays and difficulties in the first meetings that had the objective of advancing in the territorial diagnosis. The identified lesson by some of the officials interviewed is to generate scenarios that allow us to understand what is going to be done, in what way and with what scope, before starting the citizen participation spaces to identify challenges and opportunities of the city (next phase).

- The technical team must carry out preparatory meetings with actors from public institutions that are part of the process, to frame what will happen in the following phases. To do this, it is key that, in clear and simple language:
• Explain what a Master Plan is and what it is for.
• What type of information is required.
• How the process will be developed, as well as the participation moments and mechanisms.
• The scope of the process, as well as the outreach of the officials who make up the technical team.

**Constructive Conversations**

Use the constructive conversations methodological approach in this activity, especially to identify the knowledge that actors need for participation and methodological and language term requirements.

**NOTE**

Preparatory meetings are essential so that the actors can ask relevant questions. The process has to be clear, the expected role for each of them, as well as the information on what will be required of them so it can be prepared. This activity is found in the enlistment phase, so all the actors who are going to participate in the territorial arrangement project update fully understand the objective and scope of the territorial planning instrument.
8. Preparatory meetings with diverse actors (communities, organizations, academia)

- The technical team must hold preparatory meetings (differentiated by type of language and communication strategy) which will frame what will happen in the following phases. To do this, it is key that, in clear and simple language:
  - Actors understand what a Master Plan is and what it is for.
  - What type of information required.
  - How the process is going to be developed, as well as the participation moments and mechanisms.
  - The scope of the process and outreach of the officials who are part of the technical team.

9. Methodological definition of the following stages

The preparatory meetings with both institutions like other actors, will allow us to identify the challenges in terms of communication strategies and participation methodologies for the next design stages.

- Based on the information acquired in the preparatory meetings in relation to characterization, challenges and alternatives, and also identified relationship requirements, the technical team will design the necessary methodologies to address segmentally and dimensionally the diagnosis of the territory.
- There are several methodologies, they depend of the types of identified actors and the way the technical team determined to group them.
- Likewise, methodologies must be designed with solutions to address the challenges (in the formulation phase), the two must coincide with each other.

**Constructive Conversations**

Use the constructive conversations methodological approach in this activity, especially to identify what knowledge actors need for participation and requirements in methodological and language terms.

**NOTE**

Preparatory meetings are essential so that the actors can ask relevant questions. The process must remain transparent, their expected role must be established, as well as the information that will be required from them so that they can prepare. This activity is found in the enlistment phase, since all the actors who are going to participate in the update of the territorial arrangement project must fully understand the objective and scope of the planning instrument of the territory.

**Diagnosis**

In the case of Cartagena, it is necessary to recognize that the administration began to plan the participation meeting tables of this phase when the Covid-19 pandemic started, so it had great methodological and logistical challenges.

Because the regulations do not contemplate the enlistment phase\(^{22}\), the preparation of the actors in terms of information, what was expected of them at the meeting participation tables? The expectations of the actors, and particularly from the communities, were not adjusted to the scope of a territorial planning technical document, such as the Master Plan.

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In the case of the business sector participation, some actors expressed that there were barriers compared to cartographic information, therefore, although the maps were public, the format in which they were delivered did not allow technical analysis.

This phase has six steps.

1. Summon

- Based on the differentiated communication strategy, the technical team will call for the participation spaces established within the Master Plan project update.
- The technical team must segment the participation spaces to specific territories (those established in segmentation) and offer the necessary information for participation.
- Expanding the discussion to the entire city generates challenges in terms of knowledge that, with limited resources and time, are difficult to overcome. Therefore, it is not necessary to talk about the characterization of the entire city in all the meeting tables.
- Keep in mind
  - Technological limitations of certain segments of the population, if you are going to meet virtually.
- The participation availability (hours and days).
- The special needs of the groups to summon.
- Provide sufficient and information required for participation and to understand the methodology of the session.

2. First participation cycle

In the first participation cycle information about territorial diagnosis will be received and, at the same time, the city challenges will be consolidated and also possible alternatives. Although information must be received from various population groups, session language must vary according to the needs of each group of actors determined by the technical team, and in accordance with the communication strategy developed.

- Point out the progress made at the characterization of the territory by the Mayor’s Office summary.
- Apply the methodology developed to receive contributions.
- Remember next steps and dates of the second cycle of participation.
Constructive Conversations

Use the methodological approach of constructive conversations in this activity, especially to delimit the scope of space, to guide the conversation towards the objectives (generate a territory diagnosis document for the Master Plan update and to start to identify challenges and alternatives) and to deepen the appropriation of RAR+C principles with the participants.

3. Integration

- The technical team integrates the information received by the participants in the diagnostic document.
- The entire technical team must participate in this activity. The expert professionals on environmental issues, urban design, economic development, among others, must work to evidence the diagnosis document as indicated by the different actors.
- Carry out diagnostic mapping
- Likewise, the challenges must be updated and perceived solutions for the territory.
- This information must be prepared for the second cycle of participation.

4. Second participation cycle

The second cycle of participation has the objective of highlighting the contributions to the diagnosis document and pointing out challenges identified so far, as well as receiving contributions on possible alternatives.

To do this, it is important to frame the challenges and alternatives discussion recognizing that the Territorial Management Plan is a multi-actor agreement that establishes a common vision of the territory, led by the State at the local level. In this sense, it should aim to i) strengthen the human rights guarantee, through planning and execution actions, such as entailing public services, schools, hospitals, roads, among many others; ii) improve the living conditions of citizens who inhabit the territory (in consequence with the first criterion), and iii) generate consensus regarding activities that may or may not develop in the territory or in certain parts of it, even in environmental terms.

It is important that in this participation cycle limited segmentation be equally established.

- The technical team presents the performed integration work of the diagnosis and city challenges document that have been identified (this is the first time that this information is shown, so it should be taken into account for the methodology).
- Participation is open to demonstrate alternatives to challenges.
- Remember next steps and dates of the second participation cycle.
Constructive Conversations

Use the constructive conversations methodological approach in this activity, especially to delimit the scope of space and to guide the conversation towards the objectives (evidence contributions to the diagnosis document and to point out the challenges identified to date, as well as receiving contributions on possible alternatives).

5. Territorial diagnosis Synthesis

The technical team finishes consolidating the territorial diagnosis based on observations that citizens can have in the framework of the second cycle of participation.

6. Diagnosis mapping

The technical team finishes consolidating the cartography diagnosis based on observations that citizens can have in the framework of the second cycle of participation.

Formulation

In the case of Cartagena, two challenges were identified expressed by administration officials: The First, during this phase we had to go back to the diagnosis phase because there were gaps in information. The second, due to internal communication challenges within the technical team, higher hierarchy norms were not appropriately integrated such as the environmental ones and those of the Heritage Special Water Management Plan (PEMP).

Facing new processes, it is important to highlight that at this stage the contributions to the vision of the city must be framed in the human rights approach with which the challenges and possible alternatives were addressed. Strengthening the focus of rights does not lie in the number of times the word “human rights” is formulated in documents, on the contrary, it is established in the ability to provide solutions to problems or situations that limit the exercise of rights.

This formulation stage has five Steps.

1. Consolidation of possible organization solutions

This step is essential for the acquisition of a human rights approach and the right of the city in the territory common vision that will be proposed. The organization solutions must respond to the challenges identified by all the actors in the territory and must be oriented to achieve i) the strengthening of the human rights guarantee, through planning and action execution, such as providing public service buildings, schools, hospitals, roads, among many others; ii) the improvement of living conditions of the citizens who inhabit the territory (consequently with the first criterion), and iii) the generation of consensus regarding activities that could or could not be developed in the territory or in certain parts of it, even in environmental terms.

Building a territorial Management project under this framework will allow finding steps to advance in the enjoyment and effective rights of the population. Likewise, the guarantee of the right to the city; which is very important, especially in contexts where the segregation and gentrification phenomena exist.

The territorial Management planning update must have a territory that meets the conditions mentioned above, depending on the geographical, social, cultural, environmental, economic and political particularities.
Based on the challenges and alternatives that have been identified since the enlistment stage, the technical team consolidates a group of proposals to solve the challenges. It is important to address the challenges in a segmented manner (by neighborhoods, localities, among others), so that in the third cycle of participation citizens can continue contributing from their territory and knowledge.

2. Third cycle of participation
The third cycle of participation has the objective to present the progress that has been consolidated by technical teams managing solutions or alternatives to the challenges identified for the city. Likewise, it is expected to receive contributions to these solutions.

The technical team presents the tasks developed to the challenges and the solutions they have been able to identify.

Participation is opened to strengthen alternatives to the challenges.

Remember the following steps to update the Master Plan.

Constructive Conversations
Use the constructive conversations methodological approach in this activity, especially to delimit the scope of space and to guide the conversation towards objectives (present the progress that the technical team has consolidated to solutions or alternatives to challenges identified for the city and obtain contributions to these solutions).
3. Integración
- El equipo técnico integra la información recibida por los actores en el tercer ciclo de participación, el DTS Technical Support Document, en la cartografía, el borrador de acuerdo y los documentos resumen.

4. Concertación
- El acuerdo debe ser tomado en cuenta desde el momento de la inscripción. El equipo técnico debe trabajar en una estrategia de comunicación a partir de la inscripción para que, cuando se llegue al momento de entregar los borradores, no sólo los gestores tengan conocimiento de lo que se ha hecho, sino que hayan estado en el proceso.
- La comunicación estratégica en este punto es fundamental. El alcalde, como líder del equipo técnico, tiene un papel muy importante para informar la necesidad del proceso y las propuestas alternativas presentadas a los jefes de organizaciones.
- De esta manera, las autoridades con las que se deba consultar, podrán tener observaciones o ajustes a los documentos, y también tendrán interés en generar contribuciones para fortalecer la nueva visión del territorio de forma eficiente.

Constructive Conversations
Use the constructive conversation methodology in this activity, especially to address the internal technical team meetings. This activity will require several meetings because it will be the integration of much information, so the meetings must be very well planned in order to get the most benefit of it.
5. Territorial Council Consultation Planning (CTP)

- The consultation with the (CTP) must be taken into account since the enlistment stage. The technical team must work on a communication strategy from the beginning so that, when the point of delivering the formulated documents is reached, the CTP has complete knowledge of what has been done and that it has been part of the process.
- As in the previous activity, strategic communication is key. The mayor, as the leader of the technical team, has a very important role to inform the necessity for the process and the alternative proposals presents to the CTP.

Acquisition

Within current regulations, this approval phase is found as a step within the formulation stage. However, CREER suggested it to be understood as a different stage, because it is necessary to emphasize the communication strategy that must be developed with the municipal council.

This means that not only there is an approach to this corporation at the end of the process, but from the enlistment phase space is opened for them to know the particularities of the process and, if they consider it, councilors can generate comments or recommendations prior to the official documents filing. This is part of the political relation and citizen debate in democracy.

Addressing the approval of the territorial Management planning document in this way will generate legitimacy, not only of the document but also of the process.

This phase has one step.

1. Approval

- Having developed a participatory process with a differential communication strategy with relevant actors, will facilitate the approval of Master Plan through the district or municipal council.
- Consultation and participation of citizens in the process will generate appropriation of the development vision constructed together.
Final message

The construction of a joint vision of the territory has an implicit direct relationship with the exercise of human rights. For this reason, the exercise of leadership is very important in the processes where participation is the cornerstone, since heterogeneity implies great efforts to generate real impact of the citizens.

Although this document emerges from the experience of the city of Cartagena, the challenges associated with participation and mainstreaming of the human rights approach in planning and territorial ordering continues to be a global challenge. In this sense, the case Cartagena can be understood as a starting point for other scenarios.

Recognizing this participation and effort exercise (not only from the Mayor’s Office and its officials but of citizens and members of unions that were part of the process) will make it easier to resume in the next administration the work developed during these four years.

Beyond the errors or successes in the process, the truth is that Cartagena had the necessity to update the Territorial Management Plan, and that during these four years made great efforts on the part of multiple and diverse actors to update it. Recognizing and giving this situation continuity the process will strengthen the confidence of citizenship in the institution of the Mayor’s Office. In other respects, there are large expectations to this process, there are associated risks with the loss of legitimacy towards the Mayor’s Office and towards participation spaces for citizens.

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