



UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
LIMITED
LC/L.315
26 December 1984
ENGLISH
ORIGINAL: SPANISH

E C L A C

Economic Commission for Latin America and the Caribbean



REPORT ON THE WORKSHOP ON THE ENVIRONMENTAL DIMENSION IN PLANNING
THE DEVELOPMENT OF THE BOGOTA SAVANNA (COLOMBIA)

(Bogotá, Colombia, 22 and 23 May 1984)

SECRET

SECRET

SECRET



SECRET

SECRET

SECRET

SECRET

CONTENTS

| | <u>Page</u> |
|---|-------------|
| Preface | 1 |
| I. ORGANIZATION OF WORK | 2 |
| Place and date | 2 |
| Participants | 2 |
| Opening and closing meetings | 2 |
| Agenda | 2 |
| Officers | 2 |
| Proceedings | 2 |
| II. CONCLUSIONS | 3 |
| III. RECOMMENDATIONS | 5 |
| Annex 1 - Documents submitted to the Workshop | 7 |
| Annex 2 - List of participants | 8 |

QUESTION :

1.1

.....
.....

2

.....
.....
.....
.....
.....

3

.....
.....

4

.....
.....

Preface

This report contains conclusions and recommendations of the Workshop on the Environmental Dimension in Planning the Development of the Bogotá Savanna (Colombia) held at Bogotá on 21 and 22 May 1984.

This Workshop was held in the context of the ECLAC/UNEP project entitled "Incorporation of the environmental dimension in the processes of development planning: Case studies, methodological aspects and horizontal co-operation". It was the responsibility of the Joint ECLAC/UNEP Development and Environment Unit and was carried out with the co-operation of the Latin American Economic and Social Planning Institute (ILPES).

The Workshop was organized jointly by the Economic Commission for Latin America and the Caribbean (ECLAC), the United Nations Environment Programme (UNEP) and the Regional Autonomous Corporation of the Bogotá Savanna and the Basins of the Bogotá, Ubaté and Suárez Rivers (CAR) with co-operation from the National Institute of Renewable Natural Resources and the Environment (INDERENA) and the National Planning Department (DNP) of Colombia.

The objective of the workshop was to analyse development policies and prospects in the CAR area of influence with a view first to recommending the most favourable ways of incorporating the environmental dimension into planning and second to discussing regional and national implications of the problem from the point of view of a case study.

To achieve this objective a baseline document was prepared which was supported by other documents.^{1/}

^{1/} See annex 1.

I. ORGANIZATION OF WORK

Place and date

1. The Workshop on the Environmental Dimension in Planning the Development of the Bogotá Savanna (Colombia) was held at the headquarters of the Regional Autonomous Corporation of the Bogotá Savanna and the Basins of the Bogotá, Ubaté and Suárez Rivers (CAR) at Bogotá on 21 and 22 May 1984.

Participants

2. The meeting was attended by 27 experts.

Opening and closing meetings

3. At the opening meeting the floor was taken by Mr. Diego Pardo Koppel, Executive Director of CAR and by Mr. Osvaldo Sunkel, Co-ordinator of the Joint ECLAC/UNEP Unit on Development and Environment.

4. The meeting was closed on 8 May with statements by Mr. Diego Pardo Koppel, speaking on behalf of CAR and Mr. Carlos Collantes and Mr. Nicolo Gligo, speaking on behalf of ILPES and the Joint ECLAC/UNEP Development and Environment Unit.

Agenda

5. The Workshop was conducted on the basis of the following agenda:

- a) General presentation of the topic of the meeting.
- b) Institutional points of view.
- c) Problems relating to environment in planning.
- d) Preliminary conclusions.

Officers

6. During the two days of discussion, the meeting was co-ordinated by Mr. Patricio Samper, Councillor of the Bogotá Town Council.

Proceedings

7. Mr. Nicolo Gligo presented the ECLAC/UNEP project on "Incorporation of the environmental dimension in the processes of development planning: Case studies, methodological aspects and horizontal co-operation". Mr. Julio Carrizosa spoke on the basic topic of the meeting, "The Environmental Dimension in Planning the Development of the Bogotá Savanna".

/II. CONCLUSIONS

II. CONCLUSIONS

8. The problem of incorporating the Environmental Dimension in Planning the Development of the Bogotá Savanna is not the responsibility of a single body (CAR), but is a multi- and inter-agency problem since it involves programmes of different kinds, including those sponsored by the National Planning Department (DNP), offices and municipalities in the District of Bogotá, the Ministries of Agriculture and Stockraising, Industry, etc. Within the area there is a fragmentation of authority resulting in a notable absence of overall and integrated policy- and decision-making.

9. Although many environmental problems are present in the Bogotá Savanna, the following three processes have a very harmful effect on the environment: urbanization of the Savanna, pollution of the Bogotá river and soil erosion of the surrounding areas.

10. The problem in so far as urbanization is concerned centres around the competition for the use of the land and the growing loss of productive farm land due to the expansion of the city. Although adequate legal and institutional provisions and means are available for controlling and planning environmentally social urban growth, urbanization of land and real estate is such a lucrative business that different tactics are used to promote it and bypass the regulations. The tactic most frequently resorted to is a kind of privatization of municipalities since it is at municipal level that expansion is definitively authorized. Often a de facto situation is regularized in view of the fact that close to 40% of all urban developments are illegal.

11. As for pollution in the Bogotá River, CAR has an anti-pollution policy, but there is no global policy to control the inflow of waste.

12. CAR is investing in systems to control organic pollution, and these are now functioning at primary level. In addition, a programme for decontamination of heavy metals and control of industrial waste is in application.

13. With regard to soil erosion in the peripheral part of the Bogotá Savanna, CAR has been investing in a number of systems for the recovery of highly eroded land. It has also been investing in systems to minimize water erosion in areas with ditches and gullies. In spite of these measures, nothing has been done to prevent the processes which cause erosion. Preventive measures, laws promoting soil conservation and similar legal devices do not exist. The action taken by CAR has been confined to seriously deteriorated areas.

14. The lack of co-ordination and the watering down of responsibility for the activities carried out in the Savanna put the problem in the realm of the country's planning structure. In view of the fact that there are four levels of planning --national (which co-ordinates with the sectors), supra-regional (the Pacific Coast Plan, for example, departmental and local or municipal-- makes it necessary to consider what the function of each one of them is and see how the environmental dimension is incorporated in them.

15. In the first place everybody agrees that democratic planning does not exist. Planning is sectoral and central. The National Planning Department (DNP) works primarily on the allocation of resources, in which the sectors play a decisive role. There is no policy definition at regional level. At central level, the environmental dimension is incorporated by consolidating each sector. Consequently, the degree of such incorporation is defined at sectoral level.

16. When regional development corporations depend on central planning they are also structured by the DNP, but when they possess territorial specificity, they must necessarily incorporate the environmental dimension. The different corporations are not legally and institutionally uniform nor is there uniformity of the financial resources available to them, so that each of them has a different impact on its sphere of influence.

17. The incorporation of the environmental dimension in sectoral planning obviously depends on each of the sectors in the economy. Incorporation is greater in the agricultural and fisheries sector --the National Institute of Natural Resources and the Environment (INDERENA) is in fact an organic part of the Ministry of Agriculture and Stockraising. In addition to the action taken by INDERENA, the Ministry of Agriculture and Stockraising has some development programmes in which the environmental dimension is fully incorporated. Nevertheless, there are global strategy problems which indicate that the environment is not given the priority it deserves. In the other sectors, the degree of incorporation is, as a second general role, low, except in the case of a few social programmes.

18. With regard to the incorporation of the environmental dimension in departmental planning, it must be admitted that at this level there is not much planning although there are some service programmes which are reflected in administrative plans. Some departmental plans are the result of efforts to co-ordinate with sectors. In this connection, the efforts made by the Ministry of Agriculture and Stockraising to establish the Regional Agrarian Planning Units (URPA) demonstrate a concern to create departmental bodies.

19. At local or municipal level there is practically no planning. Programmes involving services, such as sewerage networks and the provision of drinking water, may be found. The central problem is that the responsibility for taking decisions concerning the use of the land and changes in its use lies with the municipality. In view of the fact that a workable planning process is not available, environmental problems are not taken into consideration, and the decisions taken depend on the importance of the pressure groups defending their interests.

20. Not only are there various levels of planning in operation where the Bogotá Savanna is concerned, but the plans and programmes promoted by the District of Bogotá also have an impact in this connection since the District includes within its territory many areas subject to dynamic urbanization. Efforts to create a land bank draft legislation to prevent environmental impact and preserve the culture do not absolve the District of Bogotá of the responsibility for taking a global approach, which could be co-ordinated with that taken by the other institutions in the area.

21. It may also be noted that environmental impact assessment has been included ex-ante project assessments, but, in the execution of works, this dimension has usually been dropped.

22. CAR has been constituted as an environmental body. If its programmes are analysed, it may be affirmed that it has fully incorporated the environmental dimension. In the preparation of its master plan, provision was made for a programme on sub-basins and basins with integrated management; for irrigation programmes, for the management of the macro-basin of the Bogotá river following treatment of organic pollution and treatment of industrial waste; for monitoring industrial treatment in 21 municipalities; for monitoring treatment by slaughterhouses; for a water monitoring plan; for a hydraulic model for integrated management and for reforestation programmes. Nevertheless, the effect of these programmes could have been much more widespread had there been an inter-agency global master plan for the Savanna.

23. In the environmental programme, not only are responsibilities dispersed but conflicts of interest are likely to arise between INDERENA as a national agency and the corporations in spite of the fact that the latter are also located at central level. They differ from INDERENA in that they have territorial specificity. So far the conflict has been due to the fact that the corporations have taken responsibility for protecting the resources in their areas of jurisdiction.

24. A serious problem, which is due to the lack of co-ordination of the various institutions working in the Savanna is the use of different nomenclatures and languages; this is particularly true in the case of the standards governing land use.

25. In addition to this there is the problem of information: it is not systematized or analysed and since its processing is basically élitist, it does not reach the popular level.

26. The different levels of planning lack authentic channels of social participation, and for this reason the objectives of democratic planning are not attained.

III. RECOMMENDATIONS

27. The Workshop formulated the following recommendations:

a) That an inter-agency technical committee should be established to co-ordinate the various institutions concerned with the Savanna and to analyse proposals for improving the processes involved in the planning of the development of this area, allowing for full incorporation of the environmental dimension. The technical committee should devise a system and methodology for co-ordinating the plans which are being implemented at the different levels of planning, and that this methodology should explicitly incorporate the environmental dimension.

/b) That

b) That standards should be made uniform and that the action taken by CAR in the departments should be co-ordinated.

c) Preference should be given to modern and dynamic systems for prospecting and evaluating natural resources which, in addition to being of direct usefulness, could be used for making projections for the future.

d) The planning system should be changed in such a way that the national plan could be reinforced by elements from departmental plans and from development corporations lower in the hierarchy. These bodies should, in turn, be responsible for creating the organs needed to achieve real participation by the community.

e) That the departments should attempt to implement global development plans whose score exceeds that of service programmes. It is recommended that support be given to efforts made in the agricultural sector to create regional agricultural planning units answerable to the agricultural development committee.

f) That study should be given to the possibility of creating a metropolitan area. This solution would make it possible to overcome the problems of institutional jurisdiction and the co-ordination of planning.

28. Although CAR has explicitly incorporated the environmental dimension, its approach has been fundamentally remedial, whereas in its new master plan it should try to plan policies designed to prevent deterioration and to ensure that resources are used more effectively.

29. The Workshop proved to be an excellent tool for seeking ways of solving the problems involved in planning the development of the Bogotá Savanna and incorporating the environmental dimension. The inter-agency technical committee, whose creation was proposed, should encourage the holding of other similar workshops.

Annex 1

DOCUMENTS SUBMITTED TO THE WORKSHOP

| Symbol | Author | Body | Title |
|--------------------------|---|-------------|---|
| E/CEPAL/R.357 | Julio Carrizosa (Consultant) | | La dimensión ambiental en la planificación del desarrollo de la sabana de Bogotá |
| <u>Support documents</u> | | | |
| E/CEPAL/G.1242 | Joint ECLAC/UNEP Development and Environment Unit | ECLAC/UNEP | Incorporación de la dimensión ambiental en la planificación |
| E/CEPAL/L.262 | ECLAC | ECLAC/UNEP | Informe del Seminario regional sobre gestión ambiental y grandes obras hidráulicas |
| E/CEPAL/ILPES R.46 | Nicolo Gligo | ECLAC/ILPES | Medio ambiente en la planificación latinoamericana: vías para una mayor incorporación |
| CDA-38 | Oswaldo Sunkel and José Leal | ECLAC/ILPES | Economía y medio ambiente en la perspectiva del desarrollo |

Annex 2

LIST OF PARTICIPANTS

Delfín Acosta Ochoa
Oficina de Planeación
Corporación Autónoma Regional de la Sabana de Bogotá y de las
Cuencas de los ríos Bogotá, Ubaté y Suárez (CAR)
Carrera 10a N° 16-82
Bogotá, Colombia

Daniel Arenas
Impacto Ambiental
Instituto Nacional de los Recursos
Naturales Renovables y del Ambiente (INDERENA)
Diagonal 34 N° 5-18
Bogotá, Colombia

Antonio Bolívar Campiño
Consultoría, Economía y Gerencia
Calle 82 N° 14A 17, Of. 311
Bogotá, Colombia

Patricia Castaño
Jefe de la Oficina de Asesoría Social
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Julio Carrizosa
Consultor, CEPAL
Carrera 10a N° 16-82
Bogotá, Colombia

Fernando Díaz
Desarrollo Físico, Unidad de Estudios
Departamento Nacional de Planeación (DNP)
Carrera 30, Avenidas las Américas
Bogotá, Colombia

Patricia Fabre V.
Arquitecto de Planeación
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Vicente Giordanelli
Jefe
DNP Cundinamarca
Carrera 5a N° 15-80
Bogotá, Colombia

Alejandro Gordillo
Oficina de Planeación
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Imelda Gutiérrez C.
Oficina Jurídica
INDERENA
Diagonal 34 N° 5-18
Bogotá, Colombia

Luis Fernando Lerrera
Oficina de Planeación
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Manuel Felipe Olivera
Jefe de la División de Organización y Métodos
DNP Cundinamarca
Bogotá, Colombia

María Victoria Paramo
Economista, Oficina de Planeación
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Diego Pardo Koppel
Director Ejecutivo
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Gustavo Peña
Subdirector de Operaciones
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Luz Marina Rincón
Oficina de Planeación
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Germán Rocha
Impacto Ambiental
INDERENA
Diagonal 34 N° 5-18
Bogotá, Colombia

Jaime Rodríguez Azuero
Jefe de la Unidad de Estudios e Investigaciones
DNP
Carrera 30, Avenidas las Américas
Bogotá, Colombia

Alicia Romero
Técnico, División de Corporaciones Regionales
DNP
Calle 26, N° 13-19
Bogotá, Colombia

Jaime Salamanca
Subdirector Técnico
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Patricio Samper
Consejo de Bogotá
Calle 78 N° 8-18
Bogotá, Colombia

Nancy Tirado
Jefe de la Oficina de Planeación
CAR
Carrera 10a N° 16-82
Bogotá, Colombia

Mauricio Vasco M.
División de Estudios Regionales
DNP/UDRU
Calle 26 N° 13-19
Bogotá, Colombia

Rodrigo Villamizar
Jefe de Unidad (UDRU)
DNP
Calle 26 N° 13-19
Bogotá, Colombia

Marcia Wanderlg de Vargas
Jefe de la División de Desarrollo Físico
DNP
Bogotá, Colombia

Secretariat

Osvaldo Sunkel
Coordinador Unidad Conjunta CEPAL/PNUMA
de Desarrollo y Medio Ambiente
Comisión Económica para América Latina
y el Caribe
Casilla 179 D
Santiago, Chile

Carlos Collantes
Unidad Conjunta CEPAL/PNUMA de
Desarrollo y Medio Ambiente
Comisión Económica para América Latina
y el Caribe
Casilla 179 D
Santiago, Chile

Nicolo Gligo
CEPAL/ILPES
Unidad Conjunta CEPAL/PNUMA de
Desarrollo y Medio Ambiente
Comisión Económica para América Latina
y el Caribe
Casilla 179 D
Santiago, Chile

