

Distr.  
RESTRICTED

LC/R.1703  
17 April 1997

ENGLISH  
ORIGINAL: SPANISH

---

**E C L A C**

**Economic Commission for Latin America and the Caribbean**

**REPORT OF THE REGIONAL TECHNICAL SEMINAR ON THE PROJECT  
"URBAN MANAGEMENT IN SELECTED MEDIUM-SIZED CITIES OF  
LATIN AMERICA AND THE CARIBBEAN"**

**(Santiago, Chile, 24-25 July 1996)**



## CONTENTS

	<u>Paragraph</u>	<u>Page</u>
A. ORGANIZATION OF WORK . . . . .	1 - 17	1
1. Background . . . . .	1 - 11	1
2. Place and date . . . . .	12	4
3. Attendance . . . . .	13 - 17	4
B. SUMMARY OF DISCUSSIONS . . . . .	18 - 26	5
C. CONCLUSIONS . . . . .	27 - 32	8
Annex 1: LIST OF PARTICIPANTS . . . . .		11
Annex 2: LIST OF PUBLICATIONS . . . . .		16

## A. ORGANIZATION OF WORK

### 1. Background

1. The meeting held in Santiago, Chile, marked the culmination of the first phase of the project "Urban management in selected medium-sized cities of Latin America and the Caribbean" (ITA/92/S71), which the Economic Commission for Latin America and the Caribbean (ECLAC) is carrying out with financial support from the Government of Italy, in the cities of Córdoba (Argentina), Cusco (Peru), Manizales (Colombia), Ouro Preto (Brazil), Port of Spain (Trinidad and Tobago) and Valdivia (Chile).
2. As part of a programme of support to municipal governments, ECLAC had, for the previous eight years, been conducting systematic studies on schemes for modernizing institutions with an emphasis on new models and systems that would permit a change in the approach to municipal management from one based essentially on resource administration to one under which the municipality assumes an active role in promoting economic and social development.
3. Under the first phase of the project, specific diagnostic analyses were done for the selected cities, with a view to identifying and grasping the basic management problems faced by each. Other broader studies served to establish a theoretical frame of reference for the principal problems affecting Latin American cities.
4. In Latin America and the Caribbean today, the institutions that offer the best opportunities for creating new systems that promote both the economic and social dimensions of urban development are local governments. However, they generally lack the capacity for dealing with challenges of this kind. The project, a continuation of one previously carried out by ECLAC on the same subject, aims to reduce the gap between the opportunities that present themselves and current conditions. In the context of the decentralization process underway in most countries of the region, such an undertaking implies restructuring the municipal government and entails not only changing the scale of treatment of problems, but also reinventing methods of governing; as such, it implies a new form of management.
5. More specifically, the project is centred and organized around four basic axes:

- i) Improving and increasing urban productivity. This refers to a systematic form of management under which the role of the municipality is not limited to administering the resources earmarked for improving public services, but also involves promoting local economic development against the background of the production changes taking place at the national level.
  - ii) Promoting social development. This entails better identification of development needs and targeting of social assistance; specific ways of integrating the municipality into national strategies for economic and social development; integrated strategies for territorial action; and improvements in the institutional capacity of social development agencies both within and outside of the municipality.
  - iii) Sustainability. The aim is to establish the necessary balance between economic and social growth, the environment and quality of life. Thus, sustainability does not simply mean preserving the local environment, but presupposes a concern for the proper balance of quantity and quality in economic growth.
  - iv) Social equity. There are two implications in this regard. First, it means that the municipality should promote social and economic remuneration for individuals and groups in line with the specific strategies adopted, in particular those relating to changing production patterns; and second, it implies a political value, one which protects human rights and promotes the democratic development of individuals and institutions.
6. The project, in short, seeks mainly to strengthen the municipality's management capacity, in order to:
- i) Increase, change and redefine the responsibilities and terms of reference of the municipality, in order to move from an administrative approach to one aimed more specifically at local economic development.
  - ii) Increase the capacity to discern and identify local requirements.
  - iii) Increase the capacity to mobilize and coordinate financial, organizational and institutional resources through projects and consultation and negotiation between public and private institutions.

7. In the first stage, which culminated in the regional technical seminar, the main focus was to describe the particular localities

and its growth dynamics and development problems, in order to obtain a clear profile of the main situations and existing problems. In addition, the municipal administration was described in terms of its functions and sphere of competence. Lastly, the two profiles were compared in order to assess the effect of management problems on efficiency and the real prospects for improving operating conditions.

8. Once the consultants had completed the case studies assigned to them, a seminar was held in each of the selected cities in order to make known the findings and conclusions of the completed study to municipal officials and community representatives and to collect their impressions and views. The Project Coordinator took part in these seminars.

9. One of the chief objectives of the project was to do comparative studies of the results of the different case studies. This provided the basis for the horizontal dissemination programmes, which constitute a major part of the second phase. The purpose was to identify subject areas for future regional consultancy services.

10. It is now possible to proceed with the second phase of the project, which includes:

- i) Having the municipality in question, in consultation with ECLAC, establish a global strategy that will serve as a framework for institution-building;
- ii) Formulating specific goal-oriented strategies for dealing with the major problems identified, in order to give meaning and continuity to the action.
- iii) Working out policies and programmes as instruments for putting into effect the stated proposals. In this case, two major types may be distinguished:
  - Policies designed to enhance the municipality's decision-making capacity and its ability to coordinate the roles of the different actors involved with a view to local development;
  - Mechanisms for improving management of the municipal apparatus; for example, mechanisms for administration, staff management and the system of taxation.

11. To sum up, within the limits of existing resources, the aim is to ensure that both the description and the proposal phases, in each case, are exercises carried out jointly with the municipality and not imposed from the outside, and thus result in a management

system or model that is endorsed by the municipality and hence has a strong chance of becoming permanent.

## 2. Place and date

12. The Regional Technical Seminar of the project "Urban management in selected medium-sized cities of Latin America and the Caribbean", took place on 24 and 25 July 1996 at ECLAC headquarters in Santiago, Chile.

## 3. Attendance<sup>1</sup>

13. The meeting was attended by representatives of the municipalities of Córdoba (Argentina), Cusco (Peru), Manizales (Colombia), Ouro Preto (Brazil), Port of Spain (Trinidad and Tobago) and Valdivia (Chile), who had also acted as the municipal technical counterparts in the first phase. The Mayor of Valdivia represented that city.

14. The consultants responsible for the first phase attended the seminar in order to present their respective case studies. Each gave a brief account of the main aspects of the study carried out and outlined their conclusions.

15. The Latin American and Caribbean Institute for Economic and Social Planning (ILPES) collaborated on the seminar by providing information on some of its current studies and research projects on decentralization and municipal development. Also collaborating on the seminar were staff members from the ECLAC Environment and Development Division, to which the project was assigned. A report was presented on a project involving municipal management of solid waste, sponsored by the Government of the Federal Republic of Germany. The ECLAC Economic Development Division also made a contribution related specifically to the issue of decentralization.

16. Representatives of the Municipality of Temuco (Chile), the Latin American Demographic Centre (CELADE) and the Proyecto Ciudades Sustentables (Sustainable Cities Project) being carried out in Concepción (Chile) also attended as observers.

17. The Government of Italy, the country sponsoring the project under discussion, was represented by the First Secretary of the Italian Embassy in Chile and an official from the Ministry of Foreign Affairs of Italy, who acted as contact officer with ECLAC for the purposes of the project.

---

<sup>1</sup> See the list of participants in annex 1.

## B. SUMMARY OF DISCUSSIONS

18. Mr. Peter Jensen, Coordinator of the Joint ECLAC/UNCHS Unit on Human Settlements, gave the opening address. He underscored the importance of the subject and the project's relevance in the light of the goals and activities of the United Nations Conference on Human Settlements (HABITAT II) and the Regional Meeting of Ministers and High-Level Authorities of the Housing and Urban Development Sector in Latin America and the Caribbean. In this respect, he said, the project was a vehicle for dialogue and integration in confronting common problems in management and urban development.

19. On behalf of the Government of Italy, Mr. Francesco de Luigi thanked ECLAC and ILPES for their part in organizing and conducting the Seminar. He said that the typological study of urban management methods was essential for Latin America, and that closer links were being forged between countries and cities. His country's principal objective in participating in this project was to strengthen those ties.

20. Ms. Anna Zambrano, representing the Ministry of Foreign Affairs of Italy, talked about the most important aspects of the project, which related to the needs of Latin American cities: namely, the need to focus all efforts on eradicating urban poverty, strengthen environmental control, consolidate democracy, guarantee Latin American city-dwellers full citizenship and participation and modernize policies and urban management planning instruments.

21. Mr. Ricardo Jordan, Project Coordinator, gave a presentation on the objectives, methodology and planning of the project activities. He also set out the objectives and scope of the seminar and proceeded to make an assessment of the first phase of the project.

22. Mr. Marcello Balbo, Senior Project Expert, made a presentation on conceptual and methodological considerations, based on European and Latin American experiences and case studies that suggested possibilities for action and for improving the premises and proposals of the second phase of the project. He also reviewed the findings of his study and presented a typology of problems and situations that could be used as a basis for the discussions that would follow.<sup>2</sup>

---

<sup>2</sup> For a more in-depth study of this issue, see Balbo, Gestión urbana en ciudades intermedias de América Latina: consideraciones sobre el marco conceptual, LC/R.1614, ECLAC, 29 December 1995.



23. The project consultants then provided the information requested on the methodology used in preparing the case studies.<sup>3</sup> A debate followed on the main problems and courses of action for the second phase. The consultants offered suggestions on prerequisites for implementing solutions, and each reported on the internal deliberative units at the municipal level and the relevant national seminar.

24. During the morning session of the second day of the seminar, presentations were given on common areas of reference of ECLAC and ILPES, in relation to urban management. The coordinator of this section, Mr. Juan Miguel Yarmuch, gave an introduction on the presentations that would follow. The latter covered such areas as fiscal decentralization, management problems related to proper waste disposal policies, aspects of institutional coordination and an account of the activities ILPES was pursuing in those areas.

25. The final part of the seminar was devoted to a discussion of proposals and guidelines for the second phase. The first to speak was Ms. Daniela Simioni, Project Expert, who discussed primarily the types of common problems observed in each of the case studies. Based on that analysis, a general proposal was formulated on courses of action for the second phase that served as the starting point for a joint evaluation, which made it possible to identify the most important aspects of the second phase. Those aspects were then further discussed.

26. The principal conclusions of each case study were translated into courses of action (or outputs) and cooperation activities:

i) Manizales

- Designing a system for monitoring, follow-up and control of the Manizales Twenty-first Century Development Plan. Efforts would be made to improve urban management through coordination and rationalization of the work of the municipal offices responsible for implementation of the plan, in terms of defining the required policies, programmes and projects;

- Designing a system for disseminating and communicating the development plan to various community and citizens' groups and business and scientific circles of the city. Efforts would be made to bring interests together around the ideal concept of the Municipality and to communicate the goals of the development plan to the different sectors of the city.

---

<sup>3</sup> See in annex 2 the list of publications distributed during the seminar.

ii) Port of Spain

- Designing an information system with the objective of gradually providing the Municipality with an official land register and support for planning;
- Designing a strategic local management planning system geared to improving urban management through the design of a series of components, processes and instruments for a strategic planning system, training of personnel and implementation.

iii) Cusco

- Designing a structural re-engineering system for the municipal waterworks or for garbage collection. The principles used in the process of modernizing the public sector would be applied to a municipal agency, establishing links with the central apparatus;
- Designing a strategic planning system for local management. The purpose would be to improve municipal management and planning through the design of a set of components, processes and instruments of a strategic planning system, training of personnel, and implementation.

iv) Ouro Preto

- Designing a system of intervention, targeted at low-income segments of the population in outlying areas with inadequate services, in matters such as housing, infrastructure, facilities and environmental protection, comprising three elements: strategic planning, participation and institutional coordination.

v) Córdoba

- Designing the functional-administrative structure of a joint (public/private) local development agency. The agency should be a centre for coordination of activities, including promotion of international trade, foreign investments, business exchanges and general training and skills improvement.
- Designing a "hot-house" project for local small and medium-sized businesses. The project would foster the emergence and development of local, innovative, small-scale entrepreneurs capable of competing successfully on the national and international markets.

vi) Valdivia

- Developing a system for decision-making in the area of planning. The system should help to rationalize the decision-making processes in the area of municipal planning, in particular with respect to implementing the policies, programmes and projects contained in the Communal Municipal Development Plan.

- Designing a communications and private-sector participation system for municipal management. The system would aid coordination and linkage between the municipality and the private sector with respect to the management and urban development processes.

## C. CONCLUSIONS

27. Based on the priority requirements for institution-building identified by the municipalities during the six national seminars and the exchange of views between representatives of the municipalities and the consultants during the regional technical seminar, specific technical assistance programmes were worked out with each municipality for the preparation and realization of new management systems and for the design of instruments, chiefly for improving planning and participation. Although the municipal operating profiles prepared by consultants in the first phase revealed a number of problems and weaknesses, during discussions at the seminar it was decided that the modernization and improvement efforts should target the above-mentioned areas and sectors, which were considered key areas for furthering a more general improvement process.

28. Land-use planning was deemed essential to ensure that development and urban management were compatible with the goals of sustainable development. In general, all the municipalities, recognizing that conventional planning instruments at their disposal were ineffective, expressed the wish to adopt a new planning system.

29. The municipalities agreed that new possibilities were opened up by a strategic planning approach that did not aim to produce a plan for the physical development of the city, but rather a set of strategies that would enable public- and private-sector actors to promote urban development, provide services for the citizens and improve the quality of city life and the environment. In strategic planning at the municipal level, the municipality was not the only agent of urban development; other local actors such as the private sector, the business community, community groups, non-governmental

organizations and other government offices were expected to participate and assume a share of the responsibility.

30. The possibilities offered by strategic plans for the future of cities called into question the skills and knowledge of municipal government personnel to handle and organize a long-term planning process.

31. Participation and coordination were other key elements urgently requiring improvement. Organized participation was essential to strategic planning, since only through participation in activities and assumption of responsibilities agreed on and distributed among the actors on the urban scene could a strategic plan acquire legitimacy and scope for implementation.

32. During the following months, the cities of Córdoba, Cusco, Manizales, Ouro Preto, Port of Spain and Valdivia were expected to receive technical assistance in the design of specially adapted methods for improving local planning and participation processes, which would constitute a set of tools for tackling the general urban management problems of those medium-sized cities. Subsequently, the methods might be shaped into effective instruments applicable to other urban contexts in Latin America and the Caribbean.



## Annex 1

List of participants

Gabriel Aghon  
Senior Project Expert  
ECLAC/GTZ project, "Decentralization of Fiscal Policy and  
Management in Latin America and the Caribbean"  
Economic Development Division  
ECLAC  
Casilla 179-D  
Santiago, Chile  
Telephone: (56-2) 210-2402 Fax: (56-2) 208-0252, 208-1946

Robinson Ampuero  
Municipal Administrator  
Alcaldía de Valdivia  
Independencia 455  
Valdivia  
Telephone: (56-63) 212-151, 212-152 Fax: (56-63) 218-682

Marcello Balbo  
Senior Project Expert  
"Urban Management in Selected Medium-sized Cities  
of Latin America and the Caribbean" (ITA/92/S71)  
Via Marchesi de Taddei 9  
Milan, Italy  
Telephone/Fax: (39-2) 4802-1339

Omar Bernal  
Secretary for Municipal Public Works  
Alcaldía de Manizales  
Edificio Alcaldía, Piso 4  
Manizales, Colombia  
Telephone: (57-68) 849-173 Fax: (57-68) 803-619

Flávia de Paula Duque Brasil  
Consultant  
Rua Aimorés 1717, Bairro de Lourdes  
Belo Horizonte, MG, Brazil  
Telephone: (55-31) 224-7213 Fax: (55-31) 274-5604

Francesco de Luigi  
First Secretary  
Italian Embassy in Chile  
Clemente Fabres 1050  
Santiago, Chile  
Telephone: (56-2) 209-1963 Fax: (56-2) 223-2467

Hernán Durán  
Expert  
Environment Unit  
Environment and Development Division  
ECLAC  
Santiago, Chile  
Telephone: (56-2) 210-2289

Fax: (56-2) 208-0252

Gonzalo Espinoza  
Mayor of Valdivia  
Independencia 455  
Valdivia, Chile  
Telephone: (56-63) 213-991

Fax: (56-63) 215-179

Iván Finot  
Expert, Latin American and Caribbean Institute  
for Economic and Social Planning (ILPES)  
Casilla 1567  
Santiago, Chile  
Telephone: (56-2) 210-2509  
E-mail: ifinot@eclac.cl

Fax: (56-2) 206-6104

Miguel Angel Hernández  
Technical Coordinator/Architect Sustainable  
Cities Development Project  
Rengo 370 Of. A  
Concepción, Chile  
Telephone: (56-41) 224745

Fax: (56-41) 223-442

Pío Infante  
Consultant  
Libertad 9, Piso 2  
Valdivia, Chile  
Telephone/Fax: (56-63) 218-691

Carlos La Serna  
Researcher and Academic Coordinator  
Instituto de Administración Pública de  
la Universidad de Córdoba (IIFAP)  
Av. Valparaíso s/n  
Córdoba, Argentina  
Telephone: (54-51) 334-084, 334-089

Fax: (54-51) 695-101

Luis Lira  
Research Assistant, Office of Regional Policies and Planning  
Latin American and Caribbean Institute  
for Economic and Social Planning (ILPES)  
Casilla 1567  
Santiago, Chile  
Telephone: (56-2) 210-2521

Fax: (56-2) 208-0252

Guillermo Marianacci  
 Under-Secretary for Strategic Planning and  
 Economic Development  
 Intendencia Municipal de Córdoba  
 Palacio 6 de Julio  
 Marcelo T. de Alvear 120  
 C.P.5000 Córdoba, Argentina  
 Telephone: (54-51) 219-209 Fax: (54-51) 235-030

Yara Landre Marques  
 Consultant  
 Rua Rio Doce 385, Apt. 1101  
 Belo Horizonte, Minas Gerais, Brazil  
 Telephone: (55-31) 225-4812 Fax: (55-31) 225-4812

Timothy Mooleedhar  
 Consultant  
 Port of Spain, Trinidad and Tobago  
 Telephone: (1-809) 627-0425 Fax: (1-809) 627-0425

Marília Machado Rangel  
 Special Adviser in the Prefect's Office  
 Prefeitura Municipal de Ouro Preto  
 Plaza Río Branco 12 Ouro Preto, Brazil  
 Telephone/Fax: (55-31) 551-1544/265, (55-31) 551-2901

María Teresa Palma  
 Chief Secretary of the Mayor's Office  
 Alcaldía de Valdivia  
 Independencia 455  
 Valdivia, Chile  
 Telephone: (63) 213991, 212151, 212152 Fax: (63) 218-286

Roberto Parra Flores  
 Public Utilities Engineer - Water and Sewers  
 Manizales, Colombia  
 Telephone: (57-68) 848484

Gustavo Riofrío  
 DESCO  
 León de la Fuente 110  
 Lima 17, Peru  
 Telephone: (51-1) 264-1316 Fax: (51-1) 264-0128

Jorge Rodríguez  
 Research Assistant/Sociologist  
 Latin American Demographic Centre (CELADE)  
 Av. Dag Hammarskjöld s/n  
 Edificio CEPAL, Of. N-29  
 Santiago, Chile  
 Telephone: (56-2) 210-2096 Fax: (56-2) 208-0252



Christopher Samuel  
Deputy City Clerk  
Port of Spain Corporation  
Port of Spain, Trinidad and Tobago  
Telephone: (1-809) 623-4068

Fax: (1-809) 623-8159

Rosa Tejada Zúñiga  
Chief Councillor and Deputy Mayor  
Municipalidad Provincial del Cusco  
Cusco, Peru  
Telephone: (51-84) 227-152, 232-714

Fax: (51-84) 226-701

Luz Stella Velásquez  
Director IDEA  
Carrera 23 calle 65  
Manizales, Colombia

Telephone: (57-68) 810-085, 863-182 Fax: (57-68) 863-220, 863-182

Catalina Victory Molné  
Associate Expert, Office of Regional Policies  
and Planning

Latin American and Caribbean Institute  
for Economic and Social Planning (ILPES)  
Casilla 1567

Santiago, Chile  
Telephone: (56-2) 210-2511

Fax: (56-2) 208-1946

Hugo Vidal  
Municipalidad de Temuco  
Prat 650  
Temuco, Chile

Telephone: (56-45) 211-147

Fax: (56-45) 213-110

Juan Miguel Yarmuch  
Latin American and Caribbean Institute  
for Economic and Social Planning (ILPES)  
Casilla 1567

Santiago, Chile  
Telephone: (56-2) 210-2509

Fax: (56-2) 206-6104

Anna Zambrano  
Ministry of Foreign Affairs of Italy  
Rome, Italy  
Telephone: (39-6) 36914620

Fax: (39-6) 36914193

### Secretaría

Peter Jensen  
Coordinator  
Joint ECLAC/UNCHS Unit on Human Settlements  
Environment and Development Division  
ECLAC

Santiago, Chile  
Telephone: (56-2) 210-2308

Fax: (56-2) 208-1946

Ricardo Jordan  
Expert, Joint ECLAC/UNCHS Unit on Human Settlements  
Environment and Development Division  
ECLAC  
Santiago, Chile  
Telephone: (56-2) 210-2364 Fax: (56-2) 208-0252

Daniela Simioni  
Expert in Urban Development and Local Government Management  
Joint ECLAC/UNCHS Unit on Human Settlements  
Environment and Development Division  
ECLAC  
Santiago, Chile  
Telephone: (56-2) 210-2368 Fax: (56-2) 208-0252

Francesco Lanzafame  
Associate Expert  
Joint ECLAC/UNCHS Unit on Human Settlements  
Environment and Development Division  
ECLAC  
Santiago, Chile  
Telephone: (56-02) 210-2368 Fax: (56-02) 208-0252

## Annex 2

List of publications**ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN (ECLAC)**

- LC/R.1614            Gestión urbana en ciudades intermedias de América Latina: consideraciones sobre el marco conceptual, Marcello Balbo (cons.). 29 December 1995.
- LC/R.1649            Gestión urbana en ciudades intermedias. Informe final del estudio de caso: Valdivia, Chile, Raimundo Pío Infante (cons.) 25 June 1996.
- LC/R.1650            Gestión urbana en ciudades intermedias. Avances y perspectivas de la gestión urbana: el caso del Municipio de la Ciudad de Córdoba, Carlos La Serna (cons.). 24 June 1996.
- LC/R.1651            Urban management in medium-sized cities. Final report of the case study: Port of Spain, Trinidad and Tobago, Timothy Mooleedhar (cons.). 16 June 1996.
- LC/R.1652            Gestión urbana en ciudades intermedias. Informe final del estudio de caso: Cusco, Perú, Gustavo Riofrío. 1 July 1996.
- LC/R.1653            Gestión urbana en ciudades intermedias. Relatório final: Ouro Preto, Yara Landre Marques y Flávia de Paula Duque (cons.). 2 July 1996.
- LC/R.1654            Gestión urbana en ciudades intermedias. Informe final del estudio de caso: Manizales, Colombia, Stella Velásquez, (cons.). 2 July 1996.
- Políticas para la gestión ambientalmente adecuada de los residuos urbanos e industriales en América Latina: la experiencia del proyecto CEPAL/GTZ, Hernán Durán, 1996, unpublished.

**LATIN AMERICAN AND CARIBBEAN INSTITUTE FOR ECONOMIC AND SOCIAL PLANNING (ILPES)**

- LC/IP/R.160            Espacio, territorio y desarrollo económico local, Francisco Alburquerque Llorens, 6 November 1995.
- LC/IP/R.165            Descentralización, equidad y participación en América Latina: una aproximación económica, Iván Finot. 22 May 1996.
- Municipio y desarrollo local, Juan Miguel Yarmuch, 1996.