

IHS SINPA PAPERS

SINPA NUMBER 22 / 2002 INTERNATIONAL

INSTITUTE FOR HOUSING AND URBAN DEVELOPMENT STUDIES

ROTTERDAM / THE NETHERLANDS

Strategic urban planning in Latin America

*Experiences of Building and Managing the
Future*

By Florian Steinberg

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Making Cities Work

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CENTRE FOR IMPLEMENTATION
OF NATIONAL PLANS OF ACTION

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Experiences of Building
and Managing the Future

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IHS Rotterdam November 2002



Strategic Urban Planning in Latin America: Experiences of Building and Managing the Future

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November 2002

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SUMMARY

Strategic Planning is a process which permits the articulation of the initiatives of public and private stakeholders which seek synergies for the development of a city. It is about:

- An adaptable, non-rigid methodology for which flexibility is an indispensable precondition.
- A tool for local development which conceives strategic interventions that guarantee the quality of life, and economic and social progress.
- A mechanism to promote progressive forms of governance, substantially improving local democracy through a real collaboration between public and private urban stakeholders.
- A modern, participatory and democratic form of thinking about urban development which permits to establish a reference for all those economic and social actors who can harmonise their own strategies with those scenarios which are desired for their city or territory.
- A new instrument which facilitates the management of a city in a period of frequent and substantial changes which stimulates the necessary imagination to deal with this.²

This document presents the experiences of Cordoba, Rosario and Buenos Aires in Argentina, Santiago de Chile, Santa Cruz de la Sierra and La Paz in Bolivia, Trujillo, various Districts of Lima in Peru, Bogotá in Colombia, and Havana in Cuba in the field of strategic urban planning and the implementation of such plans. Strategic Urban Planning comes with the promise of a fundamental change in the city, opening new routes towards the new millenium with programmes and projects that are really transforming, modernising and innovative.

The document is divided into three main parts:

- A discussion of the experiences of the strategic urban development plans of each city.
- A brief presentation of the key themes of the Strategic Urban Development Plans of all cities included in this comparative study.
- Specific and general conclusions.

The experiences of the 9 cities studied show that strategic-participatory planning can become like a collective and global project for an entire city, without excessive protagonism or individual owners of the process, as demonstrated in the case of the city of Cordoba. There have been concrete and tangible impacts of programmes and projects implemented as a result of the strategic urban development plans in cities like Cordoba, Rosario and Havana or other cities which are in the process of embarking into implementation of their strategic plans. Cordoba has developed innovative and participatory practices of management, monitoring and follow-up, while various cities are still looking for similar and suitable instruments.

² Strategic Plan of Rosario (PER), Rosario 1998.

The examples of Strategic Urban Development Plans show flexibility in the incorporation of new projects, and in some cases it was possible to substantially diversify the mobilisation of new sources of finance for their projects where the Strategic Plans helped as a landmark of credibility towards the financing agencies.

Various cases represent progress in democratic forms of planning which contributes to the process of decentralisation within the municipalities themselves (i.e. through development of district centres/municipalities). All these examples depend on a favourable political climate. When the climate is less favourable it is probable (if not certain) that strategic planning will not flourish.

Few cities have been able to develop consistent systems of monitoring and back-up. In this respect Rosario is an exception with its system of urban indicators which are being utilised for the demonstration of tangible impacts of the projects of its Strategic Plan.

Various cities have pointed at the importance of a synchronisation and synergy between Strategic Plan and Urban Structure Plan (statutory Spatial Development Plan), but in some cases the Strategic Urban Development Plan has become the lead factor before the Urban Structure Plan has been developed. However, there are reverse cases like Trujillo.

In several cities there is an inclination to establish in future three hierarchically related instruments:

- (i) Urban Structure Plan (statutory Spatial Development Plan) with a validity of, at least, 10 years,
- (ii) local government programmes of 3-5 years (depending on the case), and
- (iii) Strategic Urban Development Plans covering economic, social, spatial and environmental dimensions with a time frame of 5-10 years.

The experience of Bolivia is an exception in as far as it demonstrates the complementarity of Strategic Municipal Development Plans with Five-Year and its respective Annual Investment Plans. Bolivia is also a case where there exist a set of national laws, norms and technical guidelines and manuals for strategic-participatory municipal planning.

Cases like Lima, Santiago de Chile and Buenos Aires show the limitations of strategic planning where the scope is not metropolitan but only covering the city centre or a district municipality.

In some cases like Lima and Santiago it appears that there is a lack of consciousness in favour of the basic principles, orientation and instruments of strategic urban planning, and there is an unfavourable overall environment concerning planning.

In practically all cities where implementation of strategic plans has begun, the global balance is positive since it contributed to a better focus and orientation of investments, and it has changed the culture of planning of many institutions.

The experiences of the 9 cities included in this comparative study suggest that the success of strategic urban planning depends on (i) the **political will** of mayors (and other local authorities), (ii) the **institutional framework** and involvement of key actors, (iii) the **thematic focus**, (iv) the **participatory and technical processes** applied, and (v) **technical capacity** of the participating actors. For a strategic urban plan to become implemented it requires a concerted, consensus oriented dialogue between the key stakeholders who will have an important role in its implementation. For the processes of planning, implementation, monitoring and audit it is important that **clear rules** of conduct are being established and that role descriptions are respected. This implies the need to “**institutionalise**” the management of the Plan.

RESUMEN EJECUTIVO

La planificación estratégica urbana es un proceso que permite articular las iniciativas de los actores públicos y privados para potenciar el desarrollo de una ciudad. Se trata de:

- Una metodología adaptable, no rígida, para la cual la flexibilidad es una condición indispensable.
- Una herramienta para el desarrollo local, teniendo como horizonte las intervenciones estratégicas que garanticen calidad de vida urbana, y un proceso económico y social.
- Un mecanismo para avanzar hacia formas progresivas de gobernabilidad, profundizando substantivamente la democracia a través de una colaboración real entre los actores públicos y privados.
- Una forma moderna, participativa y democrática de pensar y organizar el desarrollo de una ciudad, que permite establecer un marco de referencia para que todos los agentes económicos y sociales puedan acomodar sus propias estrategias de acuerdo con el escenario que se desee para la ciudad y el territorio. Es un nuevo instrumento que facilita la gestión de una ciudad en épocas de cambios tendenciales frecuentes y que permite estimular la imaginación necesaria para enfrentarlos.³

El documento presenta las experiencias de: Córdoba, Rosario y Buenos Aires en Argentina, Santiago de Chile, La Paz, Cochabamba y Santa Cruz de la Sierra en Bolivia, Trujillo, varios Distritos de Lima y ciudades pequeñas como Tarapoto y Negritos en el Perú, Bogotá, Medellín y Cartagena en Colombia, y La Habana en Cuba en el campo de planificación estratégica y de la implementación de estos planes. La planificación estratégica viene con la promesa de un cambio fundamental de las ciudades, abriéndose paso hacia el nuevo milenio con programas y proyectos verdaderamente transformadores, modernizadores e innovadores.

El documento está dividido en tres partes:

- Una breve presentación de los enfoques claves de los Planes Estratégicos de cada ciudad investigada en este caso.
- Una conjunto de preguntas contestadas en el contexto de cada ciudad.
- Conclusiones particulares y generales.

Las experiencias de las 9 ciudades estudiadas demuestran la planificación estratégica-participativa como proyecto colectivo y global de la ciudad sin protagonismos excesivos o dueños del proceso, como en el caso de Córdoba. Hay resultados concretos como en el caso de Córdoba, Rosario, La Habana y otras ciudades están al comienzo de la implementación de acciones selectas de sus Planes. Córdoba desarrolló formas novedosas y participativas de gestión, seguimiento y monitoreo, mientras varias ciudades se encuentran todavía en la búsqueda de instrumentos parecidos.

³ Plan Estratégico Rosario (PER), Rosario 1998.

Los ejemplos de Planes Estratégicos demuestran flexibilidad para la incorporación de nuevos proyectos, y algunos casos han podido movilizar y diversificar fuentes de financiamiento de sus proyectos donde el Plan Estratégico les sirvió como un hito de credibilidad frente a las financieras.

Varios casos representan avances en planificación democrática incorporándose a procesos de descentralización de las municipalidades. Todos los ejemplos dependen de una coyuntura política positiva. Cuando ella hace falta es probable que la planificación estratégica no florezca.

Pocas ciudades han podido desarrollar sistemas consistentes de monitoreo y seguimiento. Aquí se destaca Rosario con su sistema de indicadores urbanos los cuales se utilizan para demostrar los impactos de los proyectos del Plan Estratégico

Varias ciudades señalan la importancia de una sincronización entre el Plan Estratégico y el Plan Director, pero en algunos casos el Plan Estratégico ha tomado la importancia sobre el instrumento del Plan Director o Plan de Ordenamiento Territorial.

En varias ciudades se desea establecer en el futuro tres instrumentos consistentes: (i) los Planes de Ordenamiento Territorial (POTs) con 10 años de vigencia, (ii) los Planes de Gobierno de 3 años, y (iii) los Planes Estratégicos – Económicos, Sociales y Territoriales-Ambientales como marco rector para 5-10 años.

Solo la experiencia de Bolivia muestra la complementaridad de un Plan Estratégico (Plan de Desarrollo Municipal) con un Plan Quinquenal (PQ) y sus respectivos Planes Operativos Anuales (POAs) de inversión. Bolivia también es el caso donde existe todo un conjunto de leyes, normas y guías técnicas para la planificación estratégica municipal.

Casos de ciudades metropolitanas como Lima, Santiago de Chile y Buenos Aires demuestran las limitaciones de una planificación que no es metropolitana pero sólo cubre el distrito céntrico como parte de la metrópoli.

En algunos casos como Lima y Santiago parece que la concientización en favor de los enfoques e instrumentos de la planificación estratégica es baja, hay poca coyuntura a favor de planificación en general.

En prácticamente todas las ciudades donde se inició la implementación de su Plan Estratégico el balance global es positivo porque contribuyó a una mejor orientación de las inversiones, y a que la cultura de planificación halla cambiado en muchas instituciones.

Las experiencias de las 9 ciudades incluidas en este estudio comparativo indican que el éxito de la planificación estratégica depende (i) de la **voluntad política** de los alcaldes (y de otras autoridades locales), (ii) de la **constelación institucional** de actores claves, (iii) de **enfoques temáticos**, (iv) de los **procesos participativos y técnicos** aplicados, y (v) de la **capacidad técnica**

de los integrantes. Para que un plan estratégico sea implementado se requiere de un dialogo concertado con los actores claves los cuales tendrán un papel importante en la implementación. Para los procesos de planificación, implementación, monitoreo y fiscalización es importante que se establezcan **reglas claras** de comportamiento y de la descripción de roles. Ello significa la necesidad de una “**institucionalización**” de la gestión del plan.

I. Introduction

Barcelona, Lisbon, Malaga, San Francisco, Los Angeles and Rio de Janeiro are only a few of the cities where strategic planning has been successfully carried out and which has brought tangible results for their inhabitants and economies.

Many cities have carried out strategic planning exercises in recent years and some of them have started implementing the resultant strategic plans. These include Cordoba, Rosario and Buenos Aires in Argentina, Santiago and Rancagua in Chile, La Paz, Cochabamba and Santa Cruz de la Sierra in Bolivia, Trujillo, various districts in Lima, Tarapoto and Negritos in Peru, Bogota, Medellin and Cartagena in Colombia and Havana, Cuba.⁴ Concepts of strategic, multi-sectoral and multi-annual planning hold attractions for planners; but many urban actors have been attracted not only by the instruments of strategic planning but also by the promise of a democratic process in which key actors are able to reach common agreement. Strategic planning holds out the promise of fundamental change in the cities involved, setting out a path for the new millenium towards programmes and projects which are truly transforming, modernising and innovative.

The present document presents a comparison of successful and less successful experiences with strategic planning, all of them aimed at building and managing their futures. The cities covered in this detailed, comparative study have been selected for the (assumed) advanced state in strategic planning in the hope that this will provide lessons which can be generalised and transferred to other cities which have yet to start their own strategic planning process and subsequent implementation. The work of this comparative study was motivated by the advisory and technical assistance role of the author for the strategic "Sustainable Municipal Development Plan" of Santa Cruz de la Sierra, Bolivia which provoked this search for lessons and transferable experiences from across the continent.

The experiences cited have a great deal in common with respect to the wealth of shared tools, processes and perspectives brought to bear on the subject. But there are also interesting differences based on local conditions and institutional and policy frameworks which play a very important role. We can draw a number of conclusions from these experiences. They provide us with new ideas as to the key elements needed to improve the management of the process, the most recommendable tools and the importance of strategic planning approaches. We can distinguish between those features which perform best and worst as well as those factors which, when they occur simultaneously, cause the process to fail.

It is up to the cities and those who design their normative frameworks to learn from these experiences in order to apply these tools better in future. We can say that strategic planning will continue to attract and charm many citizens, technical staff, businessmen and politicians but that it should not be seen as a

⁴ Other cities which have produced strategic plans are Baltimore, Bahia Blanca, Bilbao, Birmingham, Boston, Cadiz, Cajamarca, Chicago, Cuzco, Detroit, Glasgow, Jerez, Madrid, Milan, Montevideo, New York, Porto Alegre, Rotterdam and Valencia, to name a few. This list is growing continuously.

panacea. What really counts in determining the success of strategic planning are social and political processes.

This document is divided into three parts:

- A brief account of the key perspectives of strategic planning in each of the cities studied.
- A discussion of the experiences of planning, implementation and monitoring & evaluation of strategic urban plans in each city.
- Specific and general conclusions.

The main challenges for many cities today are to be found in (i) in the economic area and the globalisation of the world economy, (ii) in the social field and the challenge of poverty alleviation, and (iii) in territorial aspects (the metropolitan and/or regional environments), in the transformation and revitalisation of urban centres and the liveability of the city. Urban strategic planning can be seen as a common answer to all these problems.

II. Key Aspects of the selected Strategic Urban Plans

- (i) **Cordoba, Argentina⁵:** Cordoba, with 1.5 million inhabitants, is the second largest city in the country and is an important industrial and commercial centre. The Cordoba Strategic Plan (PEC) was implemented between 1996-99 and then dropped in 2000 when the local administration changed. The Cordoba case is important for the clarity and simplicity of its methodology and for being one of the few strategic plans which will be studied in the future. Cordoba's is one of the best known examples of strategic planning in Latin America.
- (ii) **Rosario, Argentina:** Rosario has 1 million inhabitants and is the country's third largest city. It is an important industrial and agricultural export centre. The Rosario Strategic Plan (PER) has been implemented since 1998. It includes many innovations which demonstrate this intermediary city's ability to present itself on an international stage. It is important for its 'poetic' style which talks of the "dreams" it is trying to realize for the development of the city in the next century.
- (iii) **Buenos Aires, Argentina:** The country's capital has 13 million inhabitants in its metropolitan area with 3 million of these living within the core area of the municipality of Buenos Aires. This makes it by far the country's dominant city in all respects. The city of Buenos Aires is part of a metropolitan area made up of several municipalities. It is expected that the Buenos Aires Strategic Plan will be completed in 2002 although it has been marked by caution and much delay at the start. The case study presented here shows how political issues – which are more important in the capital than in the provinces – can set back a process which is of such importance to civil society and the economy.
- (iv) **Bogota, Colombia:** This capital city of 8 million inhabitants is the main innovator in urban affairs. In its Capital District Bogota has a metropolitan administration which is conducive to the management of this large area. The 2000 Bogota Strategic Plan of 1997 was abandoned at the start of 1998 when a new administration came into power and initiated the process of drawing up the Structure Plan (POT: Plan de Ordenamiento Territorial). The case is one of exemplary consensus building among the various social and economic sectors within a country torn by internal conflict. The idea of strategic planning has become rooted in the institutions responsible for planning although in normative terms there is no such strategic planning.
- (v) **Santiago, Chile:** This capital city has almost 5 million inhabitants. It is part of an extensive metropolitan area of 37 communes but there is no metropolitan government. The 2010 Santiago Commune Strategic Plan, which only covers 250,000 inhabitants, was abandoned in 2000 when a new administration entered office. The case demonstrates the

⁵ Many promising features of the Argentine cases may have become obsolete or eliminated due to the impacts of the 2001-2002 economic melt-down of the country's economy.

importance of the political climate of the day and the devastating impact that lack of support can have when a new Mayor arrives who does not understand the importance of planning.

- (vi) **La Paz, Bolivia:** The capital of Bolivia has a million inhabitants which together with El Alto on the nearby plateau (“Altiplano”) forms part of a great conurbation of 2 million people. La Paz is an example of a rapidly growing metropolis. The 2000 Sustainable Municipal Development Plan (PDM: Plan de Desarrollo Municipal) which covers the period to 2010, is the result of the Law of Municipalities which makes it mandatory to engage in a process of participatory strategic planning. At the time of writing the Plan was in the process of being finalised and Five-Year and Annual Plans were being prepared. This case shows the advantages of a national system of short-, medium- and long-term participatory municipal planning which has been introduced to all municipalities by law.
- (vii) **Trujillo, Peru:** This is the third largest city in Peru with 750,000 inhabitants. It is facing problems with its industrial development and is on the way to establishing itself economically in agro-business, attempting to overcome the crisis of the decline of the traditional leather industry. The Strategic Plan – the “Local Agenda 21” – is being implemented although it did not receive official approval during its first two years (1999-2001). It was only in October 2001 that this was given by the Municipal Council. The Trujillo case shows how strategic planning can be carried out within a Local Agenda 21 framework.
- (viii) **Comas District, Lima, Peru:** Lima is Peru’s capital and the country’s most dominant city with 9 million inhabitants. It is a metropolitan area of 43 autonomous districts or ‘sub-municipalities’ (municipios distritales). Comas is one of these districts which has around 430,000 inhabitants. The 2000 Comas Integrated Plan to the year 2010 is one of the best structured in Lima and is currently being implemented. This case is a large, poor district which is transforming itself into a dormitory town within a productive city. Comas is struggling for a better future and has created many opportunities for the participation of a wide range of urban actors who have joined forces within a context of great scarcity and austerity.
- (ix) **Havana, Cuba:** The Cuban capital, Havana, a city of 2.2 million people, is undergoing a process of economic recuperation after the crisis brought about by the termination of Soviet aid in 1990. Havana’s growth has been controlled as part of a national urbanisation policy. The large projects of the Havana Strategic Plan, the city’s second, are being implemented. Havana is a case of a socialist city which has sought citizen participation in times of economic crisis and now finds itself in a delicate balance between socialism and capitalism, with the latter becoming increasingly important in Havana’s development.

The Cities Studied

Cities and their characteristics	Status of Strategic Plans	Relevance for the comparative study
Cordoba, Argentina: Second largest city in the country; important industrial and commercial centre.	Cordoba's Strategic Plan was implemented from 1996 to 1999 but was abandoned in 2000 with a change in the local administration.	One of the first cases in Latin America which has been implemented.
Rosario, Argentina: Third largest city in the country; important industrial centre and centre for the export of agricultural produce.	The Rosario Strategic Plan has been implemented since 1998.	A case which shows many new initiatives which demonstrates the capacity of this intermediate city.
Buenos Aires, Argentina: Capital of the country and dominant city in all respects. Part of metropolitan area with various districts.	The Buenos Aires Strategic Plan is expected to be completed in 2002.	A case which shows all the kinds of delays which can occur for political reasons. These are more important in the capital than in the regions.
Bogota, Colombia: Capital of the country and main innovator in urban issues. Bogota has its Capital District which is a metropolitan administration.	The Bogota Strategic Plan to the year 2000, drawn up in 1997, was dropped in 1998 with the advent of a new municipal administration and work started on the development of an Urban Structure Plan (POT).	An exemplary case of obtaining consensus between the various social and economic sectors of a country torn by internal conflict.
Santiago, Chile: Capital city, part of extensive metropolitan area of 37 communes. No metropolitan government.	The Santiago Strategic Plan to the year 2010 was abandoned in 2000 by the new municipal government.	This case shows the importance of the political climate of the day and the devastating effect of the lack of (political) support.
La Paz, Bolivia: The capital is part of a great conurbation together with El Alto of the <i>altiplano</i> (high plateau).	The Sustainable Municipal Development Plan completed in 2000 and covering the period to the year 2010 is currently being finalised and the Five Year Plan and Annual Operational Plan are in preparation.	The advantages of a national system of short-, medium- and long-term municipal planning are shown.
Trujillo, Peru: Third city in the country, has problems with its industry and is repositioning itself economically.	The Strategic Plan, the Local Agenda 21, is being implemented although it was not officially approved for the first two years (1999-2001).	The case shows how strategic planning is linked to the Local Agenda 21 framework.
Comas District, Lima, Peru: Lima is capital and a very dominant primate city. It has a metropolitan area made up of 43 autonomous municipalities.	The Comas Integrated Plan, one of the best sub-district plans in Lima, is in the early stages of implementation.	This is a case of a large and poor district struggling for a better future which has created many opportunities for the participation of a wide range of urban actors.
Havana, Cuba: The capital of Cuba is in a process of economic recovery; its urban growth has been controlled.	The main projects in the Havana Strategic Plan are being implemented.	This is a case of a socialist city which has sought citizen participation in a period of economic crisis.

Location of case studies



III. The Comparative Study

(i) Cordoba, Argentina

Planning

The strategic planning process started with the Mayor's political commitment towards this new approach. An Executive Committee was established composed of 23 public and private institutions and organisations working in the city, including the Municipality of Cordoba. Overall coordination was at first with the Secretariat General of Cordoba Municipality. In the second stage, when the Under-Secretariat of Strategic Planning and Economic Development was created within the Municipality it assumed this role. Technical coordination was the responsibility of the Urban Planning Department and the Department of Organisation, Systems and Management Control and its "Municipal Technical Team", both from the Municipality. 194 organisations from the public, private and NGO sectors participated in the process of drawing up Cordoba's Strategic Plan (PEC).

There was no legislation which required that a strategic plan should be established. The decision to use this methodology was taken by the Cordoba Municipality. It was influenced by the example of Barcelona, and the work of the Ibero-American Centre for Strategic Urban Development (CIDEU) and the Economic Development Commission for Latin America (CEPAL).

The Cordoba case is notable for its transparency. There was a great number of meetings and workshops in the analysis stage, including the SWOT (strengths, weaknesses, opportunities, threats) analysis. The participating organisations and the population in general were very satisfied with this transparency. Nevertheless it was known that, after consultation, the final decisions would be taken by the Coordinating and Executive Committee.

Some 150 organisations participated in the whole PEC process. It had set itself the challenge of establishing comprehensive and change-oriented perspectives for the economy and for the well-being of Cordoba's citizens. While on the one hand the PEC was motivated by the need to improve services and quality of life which previous administrations had failed to provide, it was hoped that the important changes would be those in economic development, underpinned by the modernisation of infrastructure. The PEC was conceived as a programme of change for the city. Improvement of services and neighbourhood services, social services and so on were delegated to a process of micro-planning at the level of the city's 10 district level Community Participation Centres (CPCs). Thus, there were two processes, one 'top-down' and the other 'bottom-up'. To scale up the projects which were formulated at CPC level they had to be appraised for financial viability and the feasibility of implementing them within the overall context of the PEC.

The PEC served as a unifying process which brought cohesion to existing proposals focusing them on their main objectives. The financial limitations were clearly understood. Cordoba was in the fortunate position of 65% financial self-reliance through its own revenue collection. However, the strategy for financing

of the PEC to use the PEC as a means to attract additional funds. Loans from the Inter-American Development Bank (IADB) as well as those of various bilateral agencies have taken the PEC as their framework of reference for financial cooperation. Thus, the PEC served to mobilise more funds from different sources which would not have been available without the strategic plan.

The Municipal Technical Team (ETM) worked with technical evaluation tools to prioritise proposals. Nevertheless, in the end there were long negotiations with the members of the Coordinating and Executive Committees which led to decisions being taken on priorities according to criteria of feasibility and urgency and political considerations of certain programmes and projects.

The process of coordination among various stakeholders contributed to the PEC being approved by the Municipal Council. When it was introduced there were no methodological guidelines nor any special concept of multi-annual investment planning. Nevertheless, many of the PEC's main projects are multi-annual. The Coordinating Committee could rely on the commitment of the Mayor for the approval and implementation of the PEC. This gave it a guarantee up to the year 2000 when the next administration assumed office with a different political orientation.

The PEC received advice from CEPAL and CIDEU. Members of the ETM also studied strategic and action planning at the Institute for Housing and Urban Development Studies (IHS) in Rotterdam.

The municipality incorporated strategic planning into the City's Statutes. It was hoped that this would guarantee political commitment to the PEC beyond the lifetime of the administration which had drawn it up. However, the PEC was shelved in 2000 when a new administration came to power. This illustrates clearly that normative tools were inadequate guarantees for the continuity of the PEC; having a legal mandate was not enough.

Implementation of the urban strategic plan

The Under-Secretariat of Economic Development and Strategic Planning coordinated with the line departments of the municipality and private sector bodies. The Cordoba Economic Development Agency (ADEC) was established for the implementation of activities in the economic sphere. This agency comprised various members of the Executive Committee and the Incubator for new enterprises. Four commissions were established to monitor the implementation of the PEC continuously. The CPCs as permanent links to the population played an important role in the annual micro-planning of their district projects.

As a result of the municipality's efforts significant funds were obtained for PEC projects in addition to those received from the city's own revenue collection and central government transfers.

In 1995, on the initiative of the PEC, the IADB approved the Major Inland Agglomerations Integrated Development Programme which provided financing

for various PEC projects. In addition, the Institute of Ibero-American Cooperation (IIC), the German Agency for Technical Cooperation (GTZ), the international organisation METROPOLIS and CEPAL agreed to support various PEC projects.

From 1997 the PEC added new projects to its project portfolio: the Cordoba Teleport, the Programme for the Integrated Development of Ferreyra, the Urban Transport Strategic Plan, Cordoba Olympic City (the ODESUR Games), Green Belt and the Ecological Agricultural Food Production Zone (ZEPA).

In 2000 the municipal government changed. At first it stated that the PEC's main projects would be continued although PEC's institutional structure would be changed. But, in fact the PEC was gradually deactivated and shelved.

Monitoring, evaluation and feedback

From December 1997 extraordinary annual public meetings started to be held in which reports on each of the strategic areas of the PEC – physical, economic, environmental and social development - were presented. This event turned into comprehensive civic meetings, an open and participatory rendering of accounts on the progress of the plan where corrective measures were proposed. This process, led by the Mayor, was received as a very positive part of an urban democratisation process and of great transparency.

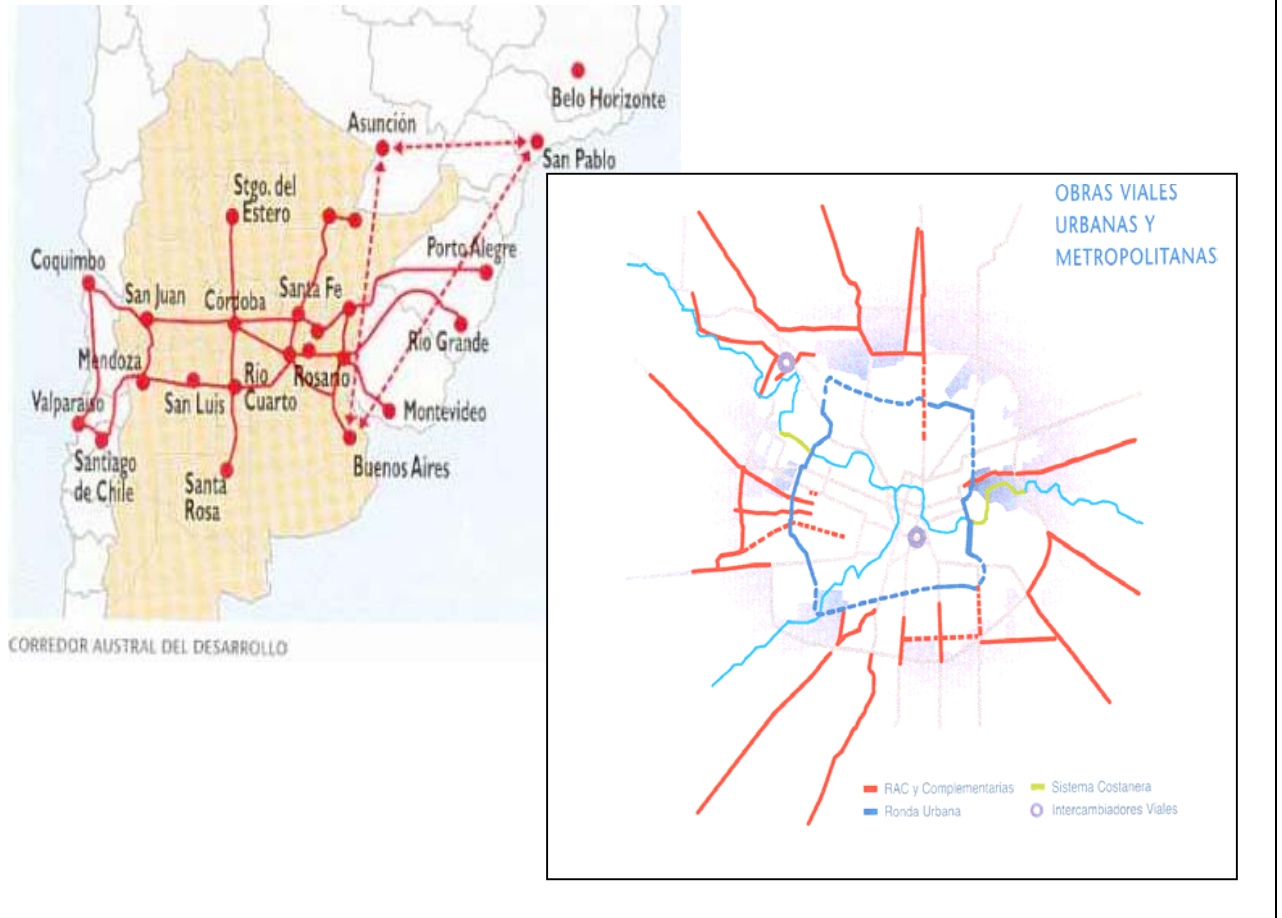
In the four areas of the PEC the great majority of the programmes and projects proposed have been implemented. For Cordoba's population and businesses this has had a measurable impact on aspects of physical development, on the quality of the urban environment, on the port's infrastructure, roads, airport, the Rosario-Victoria bridge, a strong stimulus to the local economy and social services for disadvantaged groups.

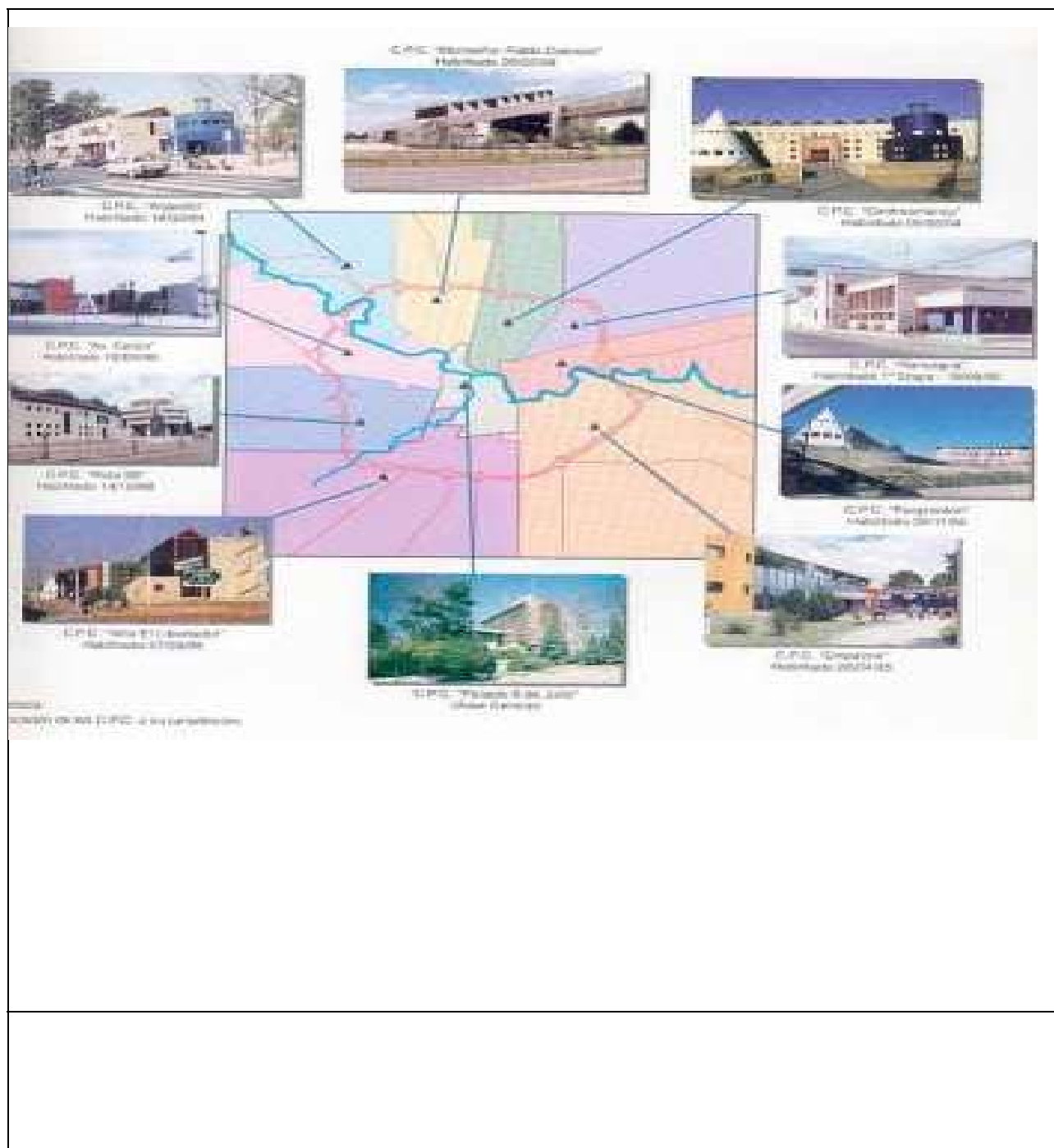
Saving the PEC will depend on political changes in Cordoba and, possibly, on a greater coordination between the economic sectors which are in favour of the process of strategic planning. The Cordoba case has been a very important milestone for the country as a whole in terms of its methodology, process and a strategic plan which was really implemented.

The Cordoba Strategic Plan (PEC) of 1996

General Objective (Vision):	Cordoba the “Learned”, modern city of America, environmentally sustainable, competitive and united.
Specific objectives:	Selected projects:
<p>Area 1 – Physical Development A city which is functionally balanced, spatially integrated, polycentric and connected to its metropolitan environment.</p>	<ul style="list-style-type: none"> • Improvement and organisation of the primary urban and metropolitan road network. • Development and revitalisation of peripheral areas. • Revision and modification of general, industrial and commercial urban land use norms. • Infrastructure Master Plan. • Revitalisation of the central city. • Restructuring of the public urban passenger transport system. • Management of the metropolitan region.
<p>Area 2 – Economic Development To position Cordoba as a competitive city, a key city in the network of central, northern and western cities, within the integrated economy of Mercosur.</p>	<ul style="list-style-type: none"> • Creation of the Agency for Economic Development of the City (ADEC). • Enterprise Incubator. • Development of recreational, cultural and business tourism. • City Information Centre. • Areas of business development, Technopark and Multiple Infrastructure Works.
<p>Area 3 – Environmental Development To generate the socio-environmental conditions which make it possible to position Cordoba as one of the most attractive cities in the Southern Cone by virtue of its environment.</p>	<ul style="list-style-type: none"> • Integrated management of natural surface water courses. • Citizen education on environmental problems in non-formal, formal and informal education circles. • Integrated management of industrial and/or dangerous waste. • Evaluation and control of the city’s air, soil and water contamination. • Environmental recuperation of the University City. • Sustainable development of the green belt.
<p>Area 4 – Social Development Unified city, socially equitable and integrated, committed to implementing specific and integrated actions aimed at reducing urban poverty.</p>	<ul style="list-style-type: none"> • Mother-Child and Nutrition Programme (PROMIN). • Community Health Workers as a local participatory programming strategy. • Improvement of emergency sanitary treatment. • Food and nutrition program for marginalized urban communities. • Local participatory strategy for sexual and reproductive health. • “Street Kids” project for children and adolescents at risk.

Cordoba, Argentine





(ii) Rosario, Argentina

Planning

The main institutions and participants in this process have been the Coordinating Council (Junta Promotora) composed of: 25 institutions which the Municipal government convened in the first meeting for the preparation of the plan; the General Council composed of more than 100 organisations (productive sectors, trade unions, cultural, sports, professionals, neighbourhood organisations and universities); the Coordinating Office as the technical and administrative team responsible for (a) organising the activities needed to draw up the plan; (b) production of the technical materials used in discussion at each stage; (c) communication with a wide range of institutions in the General Council and the Coordinating Council, the Thematic Working Groups, with representatives of the institutions linked to the plan to debate and approve the various proposals. In 2000 a Consultative Council was also established which meets monthly to review progress in the projects which fall within the Rosario Strategic Plan (PER).

No legal basis existed that would have required the formulation of the PER. The strategic planning process was initiated on the basis of the city's stakeholders' own motivation. The decision to initiate the PER was, however, influenced by Spanish experiences which CIDEU disseminated in 1994. The PER process began in 1995 with the establishment of the PER's Coordination Council and later in 1996.

The PER was drawn up in a very transparent manner. All stakeholders had the chance to raise objections and the most important issue was reaching agreement. If a project did not meet with the approval of one of the stakeholders it was usually postponed until consensus could be reached. The General Council's decisions have been considered transparent and democratic. Meetings have involved more than 100 organisations in the General Council and 25 institutions in the Coordination Council. Coverage was broad, involving the most important stakeholders.

Work on the PER started by defining the city's main projects. This produced five thematic areas covering 22 programmes and 69 specific projects. Thematic workshops were held which involved city residents. After the creation of six Municipal District Centres (CMDs) micro-planning was carried out with residents, especially in the Centre and Western District which has the largest number of irregular settlements. It is hoped that the micro-planning process receives more attention in future.

The PER included proposals which had already been made before it started. Amongst these was the Urban Structure Plan which updated the 1977 Master Plan. A close relationship evolved between the PER group and the Urban Structure Plan team.

There were no financial ceilings for PER projects. But Rosario has an annual public works budget of US\$ 60 million out of its total budget of US\$270 million. This is only half of the sum available to Cordoba. The PER was conceived as a

portfolio of programmes and projects for which the municipality (and private sector partners) would sooner or later obtain financing, be it through own revenue sources, co-financing from the Province or central government.

Projects were prioritised by Working Groups; these showed a high degree of consensus. The possibility is being studied to develop also district plans for public works and maintenance. Meetings were held on aspects of the Master Plan and priorities were recorded in Letters of Intent signed by all participating institutions.

The final draft of the PER was debated in the General Council and was approved by the Municipal Council. However, in Rosario's case there is no multi-annual budgeting.

CIDEU supported the process significantly in its first two years and the city still has an active relationship with CIDEU.

Despite these positive features, there is no guarantee that the PER will be continued under a future municipal administration. There is no legal requirement that it has to be continued. However, it is thought that the high degree of consensus within Rosario's society on the strategies, programmes and projects offers a certain security to the PER.

Implementation of the urban strategic plan

PER's activities are being coordinated with municipal line agencies, private sector institutions and NGO's. The Coordinators of the strategic plan monitors progress by means of 122 indicators which were drawn up in conjunction with the United Nations Urban Management Programme for Latin America and the Caribbean (UMP-LAC). The Municipal District Centres have a relevant role in the implementation of PER's community projects.

All the funds required for the implementation of the PER have to be sought at the respective levels of government (municipal, provincial and national). There were no special financial provisions or central government subsidies for the implementation of the PER.

The Municipality of Rosario (with the approval of central government) secured a loan of US\$ 43 million from the Inter-American Development Bank (IADB) to implement the Integrated Programme for the Recuperation of Irregular Settlements (*the Habitat Programme*). The existence of the PER as a framework document which had been agreed upon by all stakeholders was a key factor in obtaining this loan. Other international funds which have been obtained, such as those from GTZ for the solid waste programme, underline how the ability to secure additional funding has improved. The Municipality of Rosario has demonstrated its exceptional dedication with its active participation in the *MercoCities* network (a Mercosur network), the URB-AL network for new settlements supported by the European Union, in the cities group of the Southern Cone, in CIDEU (Rosario held the Presidency during 2000-2001) and in the group of cities linked to the Urban Indicators Programme of the United Nations Centre for Human Settlements (UNCHS). Although Rosario has to meet

the costs of such participation it receives multiple direct and indirect monetary and non-monetary benefits as a result.

The PER is used as a flexible and adaptable tool. For example, the Unit IV Hotel Complex project will be relocated to another part of the city. The Paraguay-Parana Waterway project seemed stuck in 2001 due to funding problems but could be revived in the future. The City Centre Rehabilitation project was added in 2000.

Rosario has enjoyed continuity in its municipal administration since 1994. This has been a key factor for the PER which was conceived as a political project.

Monitoring, evaluation and feedback

Monitoring of the PER is the responsibility of the Coordinating Council which measures development trends in the city and the progress made with implementation of PER projects. Twice or three times a year the Council convenes monitoring meetings where latest developments are reviewed in each strategic area. Indicators are used which draw on the Bilbao experience and the Urban Indicators Programme of the United Nations Centre for Human Settlements (UNCHS). Follow-up actions are the responsibility of the Coordinating Council. Through these indicators it has been shown that various aspects of quality of life in Rosario have improved substantially and that this has been due directly or indirectly to the PER.

The General Council of the PER participates actively in the monitoring process. However, till this date citizens of Rosario in general have not participated.

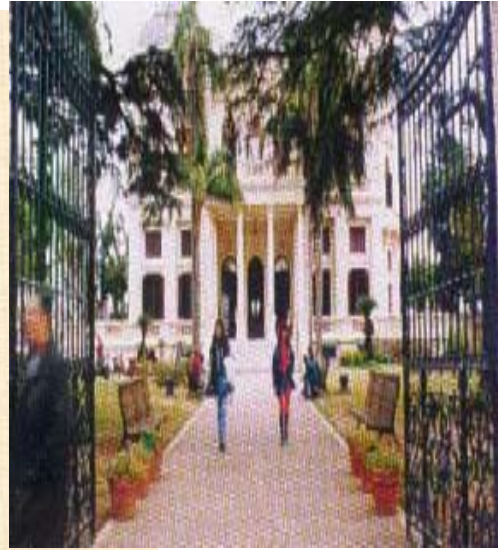
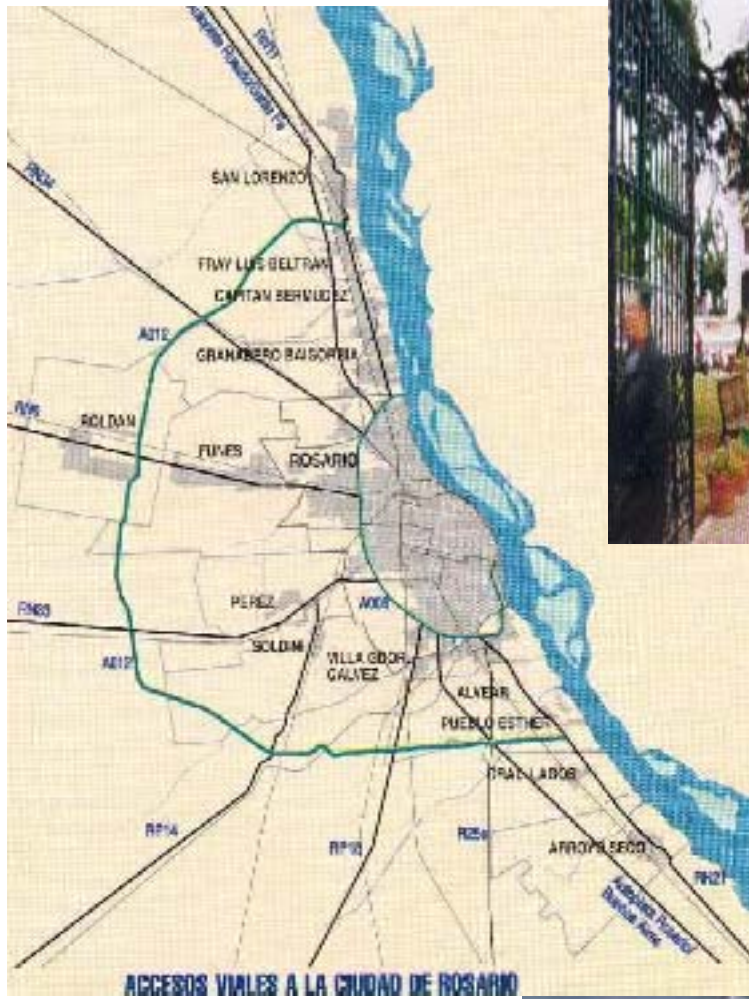
After 2-3 years of implementation substantial progress can be found in the five areas of the PER. For example, in the neighbourhood improvement programme (the *Habitat Programme*), in improved services, the creation of six Municipal District Centres as sub-municipalities and social centres, in the opening up of the city towards the river, various stimuli provided for the local economy, a broad development of local culture and the creation of a better environment for citizens in general. The establishment of the Rosario Regional Development Agency (ADERR) is another example of significant progress.

It is expected that strategic planning will be maintained as the most appropriate modern and democratic tool for programmes and projects that require consensus and broad community support. It is hoped that all the publicity and awareness work which has been carried out will contribute to strategic planning becoming firmly rooted in local culture.

Rosario Strategic Plan (PER) 1998

General Objective (Vision):	Rosario, a city sustained by work and creativity, with opportunities for all its citizens to lead a good life and progress, which has revived the river and which is a meeting place and point of integration for Mercosur.
Specific Objectives:	Programmes (with a total of 69 specific projects)
Area 1 - The City of Work: to convert Rosario into a regional transport and services centre, reinstating its profile as a hardworking, industrial and competitive city.	<ul style="list-style-type: none"> • Restructuring and redevelopment of the port system. • Rosario as a bioceanic corridor. • Paraguay-Parana waterway. • Reactivation of Rosario International Airport. • Improvement of Greater Rosario's road, railway and access system. • Small and medium enterprises launched. • Food production centre. • Generating opportunities to work and labour skills.
Area 2 - The City of Opportunities: to secure a city with possibilities for individual and social development for all, with a modern and participatory municipal administration.	<ul style="list-style-type: none"> • Urban quality. • Building citizenship. • Local autonomy, modernisation and municipal decentralisation. • Model of public health. • Rosario the educator city.
Area 3 - The Integrated City: to consolidate a metropolitan, dynamic and innovative city, a place to meet and cooperate within the region and Mercosur.	<ul style="list-style-type: none"> • Metropolitan Rosario. • A Mercosur city par excellence. • Meeting place.
Area 4 - The River City: to connect the city to the river and its islands, to promote change in the physical environment which is based on a sustainable development model, and to consolidate a new image of Rosario.	<ul style="list-style-type: none"> • To open up the city towards the river. • To link up with the city's port area. • To enjoy and look after the city.
Area 5 - The Creative City: to strengthen Rosario's role in the region in terms of artistic creativity and scientific design and production.	<ul style="list-style-type: none"> • Rosario in the geography of creativity. • Stimulating the culture industry. • Pole of technology and innovation.

Rosario, Argentine



(iii) Buenos Aires, Argentina

Planning

When Buenos Aires became an autonomous city in 1996 and its first elected government assumed office a Strategic Planning Council (CPE) was established. This was bringing together NGO's, political parties, chambers of commerce and public and private sector organisations. An Office for the Coordination of the Strategic Plan was set up in the municipal government's Under-Secretariat for Decentralisation to give technical assistance to the process. The consultative organs are the analytical studies group, the political spokespersons group, the Commission of Directors of Municipal Institutions and twelve thematic working groups.

Law 310 of 1996 created the regulatory framework and established the bodies which were to govern the CPE. These were an Assembly composed of some 90 city organisations, an Executive Committee designated by the Assembly and composed of 25 of its members, and an Executive Director designated by the Executive Committee. Coordination is regulated by Decree 1213/2000 which includes the task of channeling the projects and ideas generated at neighbourhood level to the 16 Participation and Management Centres (CGPs). These project initiatives are presented by residents to the Honorary Consultative Councils and link the CGPs with the CPE. However, there is still no technical norm on the format of the strategic planning exercise. The CGPs will in future become Communes (i.e. municipal subdistricts) and it is hoped that they will have their own budgets to allow them to work more concretely with the residents in their neighbourhoods and with their social organisations.

The consultations at the level of CGPs and the thematic working groups at city level were only due to start in the second half of 2001 or in 2002(after the writing of the present report). The process is till very new and the first CGPs have just begun to experiment with participation.

To initiate the participatory process criteria were drawn up for the registration of institutional participants. There is openness but also caution regarding the aim of allowing a process with the greatest possible degree of consensus. It is intended to avoid conflicts with those stakeholders which are totally in opposition. Eight sectors have been established for institutional participation: production, work, health, education, good citizenship, culture, political parties, and others (to be defined). The last category could include universities, international institutions, etc. The thematic fora which have been defined so far deal with transport, housing, personal safety and health. The coordinators of the strategic plan are very interested in obtaining the participation of actors who are decision-makers in their respective organisations (experience shows that this is not easy as often persons of lower rank are participating or being delegated to represent decesion-makers while they themselves have not been authorized to contribute to collective decisions).

The campaign slogan of the strategic plan is "Buenos Aires, a city to live in" or "the complete city". In the preliminary phase it is expected that there will be four areas of activities, namely physical development, social, economic and

institutional. The following themes will have priority in the process of the strategic planning in Buenos Aires: the direction of physical growth and the location of the main investments in services, the liveability of the city, development of the port area, coordination of transport, expansion of the network of basic services, poverty alleviation, personal safety, employment and institutional efficiency (including the fight against corruption). The process will have two dimensions: global planning at the level of the city of Buenos Aires (with its three million inhabitants) and a process of micro-planning with elements of participatory budgeting. The methodology for much of this still has to be defined. The coordinators of the strategic plan are aware that participatory strategic planning will not be easy in such a large city. They know they will have to find means of creating a hierarchy of the demands which will emanate from the various territorial entities such as the metropolitan area, the city of Buenos Aires, the CGPs (communes) and neighbourhoods.

The Master Plan of the Urban Environmental Plan (PUA), due to be finished in 2002, will serve as a relevant reference on physical-territorial and environmental aspects.

The city of Buenos Aires is the main generator of wealth in Argentina and contributes more to the federal fiscal system but in turn is not receiving an adequate and just share from the central government budget ("financial co-participation"). Buenos Aires is 95% self-financing with an annual budget of US\$ 3 billion. For this reason it is relatively easy to make realistic projections of budget availability for investment in the future Strategic Plan. Still there has not been any prioritisation of programmes and projects except for some of them contained in the PUA of 2001. There are no technical manuals for the process of participatory planning but there is considerable experience from other cities in Argentina and the region upon which to draw.

At the start of this process the United Nations Development Programme (UNDP) provided technical assistance and supported links between Buenos Aires and cities in other countries of the region. Buenos Aires is also a member of CIDEU and is a member of other city networks which allows for a considerable exchange of experiences.

Law 310 of 1996 established a legal mandate which could serve to guarantee continuity for the strategic plan beyond the term of the present municipal administration.

Implementation of the urban strategic plan

The arrangements for the implementation of the future Buenos Aires Strategic Plan have been incorporated into the constitution of the Strategic Planning Council through Law 310/1996 and Decree 1213/2000. It is expected that once the strategic plan has been approved the CGPs will have an important role in motivating citizens to participate on a permanent basis.

It is assumed that Buenos Aires's advantageous financial situation will provide a strong framework for the implementation of its future strategic plan.

Monitoring, evaluation and feedback

Until now the supervision of public investment programmes has been in the hands of the city auditors. Performance indicators are being established for the monitoring of the work of the CGPs. These indicators will be managed by the CGPs, the CPE and the city's Ombudsman.

Argentina has interesting strengths in the field of public auditing with the new concept of involving the Presidents of communes in the audit process.

Although it is not yet possible to talk of real and tangible results the solid preparation of the process of managing the strategic plan appears to provide a firm basis for its (possible) success. Careful preparation of the process of carrying out strategic planning will be a very relevant experience for others who are doing the same but have little experience in the field. Buenos Aires has the good fortune to have been able to draw on experiences of others, using lessons gained from other cities and being able to avoid their mistakes.

Outline of the strategic themes of the city according to the Office for the Coordination of the 2001 Buenos Aires Strategic Plan

<p><u>Physical:</u></p> <ul style="list-style-type: none"> • Evolution of the city. • Territorial structure. • Means of communication. • Transport. • Public space. • Environment. • Service infrastructure. • Public investment. 	<p><u>Social:</u></p> <ul style="list-style-type: none"> • Population. • Education. • Health. • Culture. • Recreation. • Housing. • Justice and security. • Social work.
<p><u>Economic:</u></p> <ul style="list-style-type: none"> • Commerce. • Services. • Industry. • Public sector. 	<p><u>Institutional:</u></p> <ul style="list-style-type: none"> • System of political representation. • Administrative system. • Government-citizen relations. • Organs of control. • Management processes. • Budgetary allocations for sub-districts.

Buenos Aires, Argentina



(iv) Bogota, Colombia

Planning

The Municipal government initiated this experience and led a broad group of 450 organisations from the public, private and NGO sectors. A Council was established (consisting of 37 organisations) as well as a Technical Team (6 members) and a Consultative Committee (400 organisations). Only a few of these members have been able to participate throughout the process which lasted from 1994 to 1997 because of the length of time and the number of meetings involved.

There was no normative basis for strategic planning. Nevertheless, Law 388 of 1997, which established the basis for the statutory Urban Structure Plan (POT) proposes the use of elements of strategic planning for this process in its methodological handbooks (see IGAC 1998). Law 388 made it obligatory for all Colombian municipalities to draw up POT's as integrated plans produced by means of a participatory process.

CIDEU from Barcelona and UNDP provided assistance on methodology. CIDEU proposed its own standard guidelines. Some of these have been used and others not; if considered too academic or mechanical they were discarded. Both sources of assistance have come to an end and it appears that no efforts are being made to renew them.

The decision making process has been one of consensus between the participating organisations. It received the full political backing of the Mayor. What made decision making and judgements difficult was the lack of a baseline analytical study of existing conditions and problems in the city. It was common knowledge that the 1972 Master Plan was out of date and that new plans were needed for transport, housing, and so on. In general terms the Strategic Plan was able to establish the most important parameters. Later, from 1997 onwards, when the POT received more attention, all the main proposals of the Strategic Plan were incorporated within it but with a spatial planning dimension.

Apart from the Strategic Plan independent thematic groups were established to continue the work the Strategic Plan had already started in the areas of (a) the city and its region, (b) productivity in the city, and (c) personal safety. The Chamber of Commerce and the group "Monitor" deserve special mention for their work (by a group known as "Capital Force") in the area of competitiveness.

The work of the Strategic Plan has been very open for any initiative of the members of the Consultative Council. However, when the Plan was established the financial limits were unknown. The municipal administration of 1998-2001, in its Economic and Social Development and Public Works Plan, known under the slogan "For the Bogota we love (or want)" (Agreement No. 06, 1998), and in which the investment budget was specified, for all practical purposes laid aside the existing Strategic Plan and adopted its own new agenda. The new Mayor, who took office in 1998, did not believe in the Strategic Plan and had his own ideas about the major projects which should be implemented. However, many

of the main features of his Development Plan were very similar to those of the Strategic Plan.

While the Strategic Plan was being drawn up during 1994-97 its Council decided on priorities on the basis of urgency and political priority, which mainly reflected the ideas of the Mayor. Prioritisation made no use of rational, technical instruments. From 1998 prioritisation again assumed a technical character. Public consultations were used as a tool in the formulation of the POT (1998-99). Surveys were carried out and citizens' opinions were canvassed on the proposals made for the POT. For the implementation of the POT, the city of Bogota is embarking upon a new process of citizen participation where "communes" (districts) are able to participate in the prioritisation of annual activities which have been proposed by the new Local Planning Councils.

The Strategic Plan was approved and published at the end of the administration's term of office in 1997 but without the unanimous support of the Municipal Council. This made it vulnerable as there would be no way of ensuring that the next administration would be obliged to respect and implement it.

The Bogota case shows that there was no guarantee or commitment for the approval of the Strategic Plan and it was only by virtue of agreement on the most common sense priorities that it was taken up by the following administrations (1998-2001, 2001-2004) in their respective governmental action plans and in the POT.

Implementation of the urban strategic plan

The Strategic Plan as such was not implemented but was transferred to the 1998 Development Plan and the POT of 2000. The existing institutional structure within the District Planning Department has continued coordination with other public and private bodies to implement these.

The Economic, Social Development and Public Works Plans of 1998 and 2001 established the necessary budgets. It is interesting to note that in 2001 the District Planning Department, with the assistance of the Zonal Participation Units (UPZ's) and the Local Development Councils (CDLs), initiated a form of micro-planning and participatory budgeting in the whole metropolitan area of Bogota.

The Strategic Plan was modified and abandoned by the new municipal administration in 1998 when it formulated the POT. The changes in municipal government contributed to this. However, some of the key ideas and projects of the Strategic Plan are conserved in the POT and the Economic, Social Development and Public Works Plan.

Monitoring, evaluation and feedback

A form of public rendering of accounts was established for the POT. Every six months the District Planning Department and its Local Planning Councils (CDLs) call public meetings under the slogan "Bogota – how are we getting on?" These meetings focus on particular themes and communes of the city. In

addition, public surveys are carried out. At the end of the year the newspaper “El Tiempo” (the country’s most prestigious and widely read) convenes major events with the purpose of evaluating municipal management. It is assumed that the results and agreements of these meetings contribute to public accountability and feed back into the municipal administration and the implementation of the POT.

There is a growing culture of transparency in Bogota’s public administration, as well as citizen’s participation and awareness on the part of all stakeholders of their respective responsibilities. Mayor A. Mockus (first tenure: 1994-97, second tenure: 2001-04) in particular has distinguished himself by carrying out some interesting experiments in the creation of citizens’ awareness. The Municipal government is trying to regain confidence in the public sector by means of supervision on the part of the different stakeholders.

Various strategic areas and their projects which are being implemented focus on competitiveness and attractiveness, on creating opportunities for people, making the city liveable and organised, safe, harmonious, legitimised and well governed. The fact that there is no longer a strategic plan is considered irrelevant; what is seen relevant is that such approaches have been established and are known by the citizenry, by public and private institutions. The normative framework for the formulation of the POT is sufficiently open to allow for the incorporation of participatory strategic planning exercises as long as the authorities want them and agree to practice them with the other urban actors.

The main slogans of the “Bogota 2000” Strategic Plan

<ul style="list-style-type: none"> • Competitive Bogota. • Global Bogota. • Technological Bogota. • Bogota without breaches. • Educational Bogota. • Equitable Bogota. • Healthy Bogota. • Lucid Bogota. • Metropolitan Bogota. 	<ul style="list-style-type: none"> • Green and blue Bogota. • Water for Bogota. • Orderly Bogota. • Safe Bogota. • Civic Bogota. • Efficient and decentralised Bogota. • Participatory Bogota. • Legitimate Bogota with responsible citizens. • Functional Bogota.
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Strategic areas and projects of the “Bogota 2000” Strategic Plan

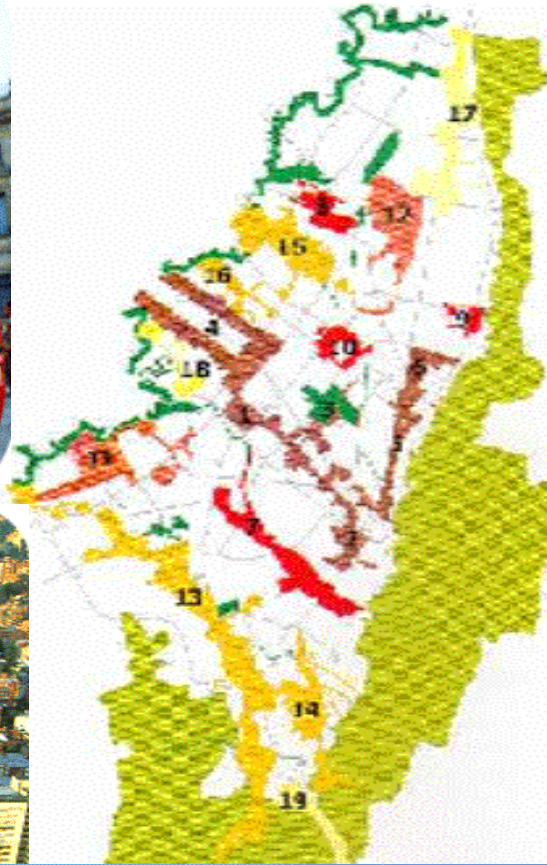
1. Competitiveness and attractiveness	
To build a highly productive urban platform, integrated into world markets, facilitating the generation of wealth and an increase in the quality of city life.	
<u>Projects:</u>	
1. Study of Bogota’s competitiveness.	8. Modernisation of the airport.
2. Regional system of innovation.	9. Cargo terminals for the hinterland.
3. Regional Council for Competitiveness, science and Technology.	10. Mass provision of telecommunications services giving added value.
4. System of Regional Economic Accounts.	11. Study of the dynamics of the informal sector.
5. Models of the economy and urban dynamics.	12. Institutional network to make the popular economy more dynamic.
6. Technological parks.	13. District Polytechnic Faculty.
7. Development of a tax-free zone.	14. ICFES-Tecnos Project.
	15. Technologically-focused incubator for new businesses.
	16. Interactive Centre of Science and Technology (Maloka).
	17. Millennium Auditorium.

2. Opportunities for people	
To design and implement participatory policy and social management, which is decentralised and effective, which reduces risks and makes good use of people's potential.	3. Secretariat for Social Services. 4. Social Policy (social plan, Social Investment Fund). 5. Participatory public health strategy. 6. Transformation of hospitals. 7. Universal social security. 8. Recreation and sports plan for Bogota. 9. Cultural programmes.
<u>Projects:</u> 1. 10-Year Plan for Education. 2. Institutional Education Projects.	
3. Liveable and organised city	
To promote an integrated metropolitan region with an equitable, functional and high quality structure which allows citizens to gain access to the benefits the city has to offer.	9. Perimeter roads. 10. Access to the city (northern and southern highways, etc.) 11. General Plan for Permanent Cycle Routes. 12. New business structure for public transport. 13. Social housing policy. 14. Decontamination of Bogota River. 15. Recovery of major green areas (hills, parks, riverside areas, etc.) 16. Drawing up of plan for the expansion of Bogota Aquaduct and Drainage Company.
<u>Projects:</u> 1. Creating a metropolitan area. 2. Physical planning and organisation guidelines. 3. Expanded city centre. 4. New centres. 5. Aprosabana. 6. Institutional reform in the areas of traffic, transport and public space. 7. First metro line. 8. New main intra-city highways.	
4. Citizen safety and harmony	
To make Bogota a city where authority is respected, where self-control is developed and a culture of tolerance and unity is promoted.	5. Road safety. 6. Plan for the prevention of natural and technological hazards. 7. Civility Charter. 8. City producing good behaviour. 9. You, Bogota and me. 10. "You are" network. 11. Multi-mode television for Bogota.
<u>Projects:</u> 1. Local security plans. 2. Peace infrastructure. 3. Metropolitan Prison Complex. 4. District Police.	
5. Legitimacy and governance	
To strengthen the management capacity of municipal institutions in conjunction with the development of citizen participation.	2. Decentralisation. 3. Citizen Participation Network. 4. Smart vote. 5. Citizens' Watchdog Committees. 6. Civic watchdogs.
<u>Projects:</u> 1. Modernisation of district institutions.	

Structural Actions ("Operations") – the main proposals of the Bogota Urban Structure Plan (POT) of 2000.

1. Operation Ring of Innovation.	10. Operation Ferias – Boyaca.
2. Operation Edge of the Traditional Centre.	11. Operation Tintal – Corabastos.
3. Operation Simon Bolivar Park.	12. Operation Colina Campestre.
4. Operation Eldorado Airport.	13. Operation Tunjuelo.
5. Operation Chapinero.	14. Operation Entrenubes.
6. Operation Av. Chile – Calle 100 Business Centre.	15. Operation Juan Amarillo.
7. Operation Fuche River – Av. 1 de Mayo.	16. Operation Jaboque – Engativa.
8. Operation Suba – Tibabuyes.	17. Operation Northern Highway.
9. Operation Santa Barbara – Country.	18. Operation Fontibon.
	19. Operation Puerta al Llano.

Bogota, Colombia



(v) Santiago, Chile

Planning

The strategic planning process started in the overall context of the formulation of the Santiago Master Plan. The Catholic University of Chile had prepared the basis for a new Master Plan in 1988-90. The Municipality of Santiago called for the "1st Santiago Convention" in 1990, as a participatory process in which a large number of public and private institutions as well as NGOs participated. Soon thereafter, as a result of the "2nd Santiago Convention" in 1998, the Strategic Planning process started. The "Santiago Forum" was formed with about 125 organisations and led by the then Mayor, apart from an Executive Committee and Technical Commissions.

No normative base for strategic planning existed at the time. The only available norms were statutory regulations related to the Master Plan, based on British urban planning concepts.

The process was transparent throughout the 18 months that the Strategic Plan was debated. But, since December 2000, with the advent of the new Mayor of Santiago, it has been ignored. Every municipal management matter is now driven by his personal political interests (e.g. running for and winning the Presidency). The Strategic Plan has been shelved ever since, and an ad-hoc, project-oriented decision making pursuing short-term political results has been introduced.

During the formulation of the Master Plan a good basis to define economic, ecological and institutional sustainable development was established. The Strategic Plan defined some 63 urban indicators, based on the diagnosis, as a framework for the development of proposals by the "Santiago Forum" and the municipal technical team. Proposals were elaborated during 50 panel and plenary meetings.

The sequence of preparation of the basis of the Master Plan and later of the Strategic Plan, allowed strategic themes which had already been identified in the process of formulating the Master Plan. Moreover, the Strategic Plan incorporated many of the initiatives which had already been initiated by various institutions.

The financial ceiling was known to the city administration but this was irrelevant as, since December 2000, the Strategic Plan has been ignored. Only a few selected projects were included in the 2001 budget or have been proposed for implementation.

Until December 2000 there had been a process of consensus building among the members of "Santiago Forum". The original idea had been one of "participatory budgeting" for the city's main expenditures. However, from December 2000 all decisions were placed into the hands of the Mayor and his technical staff.

The Santiago Strategic Plan was never approved and remained in draft form. The participatory process of the “Santiago Forum” was abandoned in December 2000.

Santiago received no technical assistance although CIDEU promoted the Barcelona Strategic Plan as a model. Santiago was a member of CIDEU and was receiving assistance from CIDEU experts who tried to become involved in the process when it was already underway. The relationship was unfruitful, partly because of CIDEU’s inflexibility in its methodological proposals. CIDEU could not persuade local institutions to adopt them.

Implementation of the urban strategic plan

It is hoped that someday the present Mayor will recognise the importance of the Strategic Plan for his own political career and that there will be a (vague) chance of the Strategic Plan to be resurrected.

There were obviously funds for some of the projects which were included in the 2001 Annual Operational Plan. Others, which did not receive priority, will have to wait. The projects have suffered modifications because of the new “ad hoc” style adopted in the selection of projects for public funding. Changes in government affected the approval and implementation of the Strategic Plan substantially and it was abandoned as a document and as a tool for management and investment.

Monitoring, evaluation and feedback

The Municipality only has conventional methods of supervision, without any form of citizen participation. At present there is no form of transparency on urban planning issues.

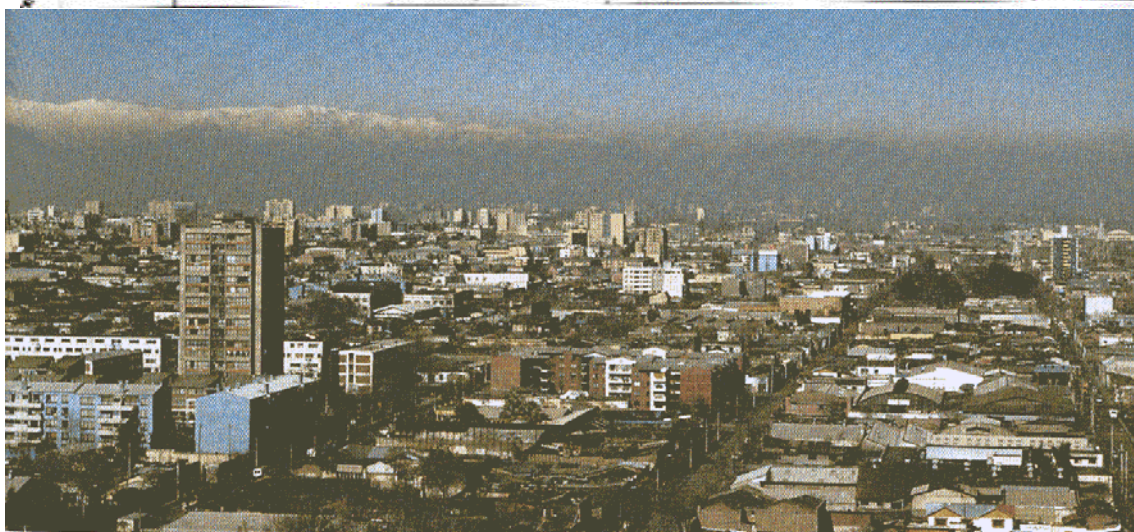
It should be stated that the Strategic Plan could have helped to integrate certain perspectives and areas of action. Unfortunately, whenever these are being implemented it happens in a very individualised way.

Strategic Planning has been able to mobilise a great number of institutions and individuals with the aim of developing change-oriented perspectives and with the intention to synchronise important investments which cut across sectors. The idea persists that at a later date the city will re-establish the “Santiago Forum” and move towards a legal mandate for strategic planning as a key and necessary step in the process of democratising planning.

Strategic Plan “Strategy Santiago 2010”, 2000.

<i>Thematic areas:</i>	<i>Objectives:</i>
1. Economic Base.	<ul style="list-style-type: none"> • To establish an economic development policy. • To establish a municipal structure and policy for economic development. • To establish a development and economic recovery policy for the central area of the Municipality of Santiago (Central Triangle and Expansion Areas). • To establish a neighbourhood-based local economic development policy.
2. Social Infrastructure and Facilities.	<ul style="list-style-type: none"> • To achieve socially equitable and territorially decongested access by residents to a mixture of social infrastructure and communal facilities.
3. Public Space.	<ul style="list-style-type: none"> • To encourage community organisations to use public space. • More safety in public spaces. • More presence of nature and its appreciation. • More green spaces and better choices of social infrastructure to reinforce neighbourhood identities. • Infrastructure improvement in the public circulation space. • Modernisation of facilities and street-furniture. • Improvement of underground networks. • Inventory of urban street furniture. • Visible improvements of the city.
4. Environment.	<ul style="list-style-type: none"> • To collaborate with and monitor improvements in the quality of life of inhabitants and municipal services.
5. Urban Renewal and Preservation	<ul style="list-style-type: none"> • To construct a socially shared urban image, integrating the social diversity.
6. Socially Oriented Action.	<ul style="list-style-type: none"> • Municipality as facilitator, mediator and guide integrated development of the people, with an emphasis on human quality-oriented growth.

Santiago, Chile



(vi) La Paz, Bolivia

Planning

The Municipality and its Direction of Planning and Evaluation led the planning process, backed by a Citizens' Strategic Municipal Planning Committee (CCPEM). The agents in the process were identified through a Municipal Resolution: Community-Based Organisations (CBOs), the Surveillance Committee, Community Associations, other Civil Society Organisations, the Municipal Government, the Prefecture, other public institutions and private and non-governmental organisations (NGOs). Around 16.000 residents of both sexes participated in a massive exercise of 543 neighbourhood workshops and 800 local leaders took part in 21 district workshops. The strategic planning process was coordinated and technically supported by a Municipal Technical Team (ETM).

The Law of Municipalities passed in 1999 stated that by the end of 2000 all Bolivian municipalities should have prepared a Municipal Development Plan (PDM) based on a strategic-participatory methodology. The Deputy Minister of Strategic Planning and Popular Participation introduced methodological guidelines for the formulation of the PDMs.

The prioritisation of demands in the city's neighbourhoods and districts was carried out with overall transparency. The planning process had ample participation of institutional, social and economic agents. Nevertheless, the articulation of the "strategic demands" –the second dimension of the plan– was less transparent to the population and by the end of 2001 citizens were still waiting to be informed about the results and products of the Municipal Development Plan (PDM).

There was ample willingness of all actors to participate in the PDM process. The strategic-participatory planning process was aimed at defining the "social demands" in the Neighbourhood Units (UVs) in its first stage. This was followed by 9 thematic panels directed by the Municipal Technical Team (ETM), which established the "strategic demands" as guidelines for interventions by the city. Projects that had already been prepared and funded were also considered and incorporated. The first Annual Plan of Operations (PAO) of 2002 was to finance projects which had already started and needed to be completed.

The Municipal Technical Team (ETM) had an overall awareness about possible budget ceilings. In 2000, a projection was made for the first five-year period (2001-2006) regarding the funds for investments. These were based on municipal income projections. However, the representatives of the population had no knowledge about possible funding limitations. In the Neighbourhood Units and in the city Districts, prioritisation exercises were executed based on the SIGMA method. Seemingly, it has not been applied in all Districts and the population was not informed about aspects of financial feasibility of projects being proposed by them.

There was a process of political-institutional agreement. The City Council passed the Municipal Development Plan (PDM) by the end of 2000. No

operational guidelines were available yet at that time for the preparation of the five-year plan (FYP) of 2001-2006 and the first Annual Plan of Operations (PAO) for 2002. Nevertheless, the ETM used already existing examples such as the city of Tarija, Bolivia, where a five-year plan had been produced. The conception of medium- and long-term planning by means of well-defined devices such as the FYP and the PAO are the only ones among the cases studied. The University of Toronto supported and accompanied the implementation of the Municipal Development Plan, and prepared a systematisation of the experience. The process is expected to have trained a team which in 10 years' time should still be available when the next PDM will be prepared. However, this is uncertain given the high turnover among municipal staff.

The legal framework provided by the Law of Municipalities of 1999 should guarantee the continuity of the Municipal Development Plan (PDM) beyond any given administrative term. The clear identification of the various agents can help in this regard. On the other hand, conceiving a "project portfolio" open to modifications may cause delusion of the principal objectives of the PDM due to new political priorities.

Implementation of the strategic urban plan

The municipality together with its main offices will be responsible for the implementation of the plan. However, the Financial Re-engineering Programme which affected all the municipalities in Bolivia in 2001-2002, the Municipal Development Plan (PDM) was postponed. Its first year of implementation along with the Five Year Plan (FYP) and the Annual Plan of Operations (PAO) was to be 2002 and even that with a very constrained budget only. The future Sub-municipalities of La Paz (presently in the process of being established) will possibly play a role in facilitating popular participation in the future implementation of the Municipal Development Plan (PDM).

The Municipal Development Plan (PDM) will be partly financed through local revenues, while other elements will be funded by transfers from national programmes such as (i) poverty relief, (ii) social development, and (iii) employment emergency aid, among others. The major thematic lines of the Municipal Development Plan were revised during 2001 and were reduced in number after a reassessment of their contents and priorities.

Monitoring, evaluation and feedback

The monitoring task has been assigned to the Municipal Technical Team (ETM) so far, quite possibly together with the Citizen's Strategic Municipal Planning Committee (CCPEM). Strategic planning processes are currently considered transparent because of the ample participation of the different actors involved. Nonetheless, the next challenge will be the creation of participatory monitoring and supervisory structures to observe the implementation of the Municipal Development Plan (PDM). Fund raising from diverse sources attempts to secure a multi-annual investment programme and introduce and guarantee rational principles in the use of limited resources. The experience of the Municipal Development Plan (PDM) shows that the normative base can introduce a certain degree of sustainability.

Municipal Development Plan (PDM) 2000-2001 (2000)

Strategic Vision:	
La Paz, city of the Illimani, built on the heights of the world by united and committed men and women, respectful of their cultures and environment. Municipality of integration, diversity, equity and equal opportunities. Centre of production, tourism and competitive services, governed by democratic authorities showing transparency and legitimacy, granted through civic participation.	
Strategic areas:	Specific strategies:
1. Democracy and Social Participation	<ul style="list-style-type: none"> • Institutional strengthening and improvement. • Construction of a collective identity.
2. Productivity and Economic Development	<ul style="list-style-type: none"> • Agreement between the Local Government, the Prefecture, the Ministry of Education and productive agents, aiming at a rational and balanced relationship between technical and higher education, and job opportunities. • Encouraging the creation and support of enterprises and micro-enterprises (informal commerce and street hawkers). • Eradication of smuggling and pirating practices. • Strengthening the consumers' defence system. • Equitable financial and economic treatment of taxes to stimulate productivity. • Promotion of competitiveness in industrial, entrepreneurial and commercial sectors. • Creation, financing and commercialisation of Small and Micro-Enterprises (SMEs). • Transfer of municipal services to private hands through concessions.
3. Cultural and Natural Heritage	<ul style="list-style-type: none"> • Policy to speed up eco-sustainable environmental development. • Raising awareness and appreciation of the cultural and natural heritage. • Adequate use of urban and rural land, and development of respect for the environment and cultural heritage.
4. Identity and inter-cultural attitude	<ul style="list-style-type: none"> • Recuperation of the citizens' identity and self-esteem, respect for ethnic and cultural diversity. • Education and communication (concerned with ethnicity, culture, gender and disability).
5. Human Security and Affection	<ul style="list-style-type: none"> • Integrated vision of the attention paid to the quality of human life with warmth, promotion of self-esteem and creativity of the population. • Adequate infrastructure and attention for people marginalised by addiction and disability. • Prevention, attention and eradication of public and family violence. • Full exercise of human rights and responsibilities within family and public spheres. • Sanitary and hygiene regulations for food production in defence of consumers. • Promotion of solidarity values, and strengthening bonds between citizens and municipality.
6. Liveability	<ul style="list-style-type: none"> • Access to infrastructure, to public and private facilities, to basic sanitation and transport. • Use and occupation of land; equitable coverage and distribution of urban facilities. • Recovery and preservation of environmental quality; prevention of natural disasters.
7. Transparency, no Corruption and Institutional Efficiency	<ul style="list-style-type: none"> • Consolidation of public and private institutions as reliable, transparent, helpful, efficient and effective organisations. • Organisational modernisation, democratisation and strengthening processes.

8. Municipal Decentralisation	<ul style="list-style-type: none">• Decentralisation of the municipality, allowing greater legitimacy and participation in local government.• Decentralisation of administrative services.
9. Infrastructure and Facilities	<ul style="list-style-type: none">• Supply of and access to recreational spaces and leisure time for women, youths, children, adults and the elderly.• Positive discrimination in the design and execution of public and private service infrastructures, according to gender and generational needs.• Construction of markets and a metropolitan industrial park.• Reformulation of public transport and road systems.• Territorial ordering and land use plans with adequate regulations.

La Paz, Bolivia





(vii) Trujillo, Peru

Planning

The (provincial) Municipality of Trujillo and its Office for the Trujillo Metropolitan Plan (PLANEMETRU) have guided the planning process. In the beginning the municipality called for an Inter-institutional Agreement, inviting a great number of public, private and non-governmental actors to participate. This was then considered the opening event for the preparation of the Strategic Plan-Local Agenda 21.

There existed no normative base for its formulation. The initiative was inspired by the Cities for Life Forum --a network composed by cities, NGO's and universities-- and its Peru Urban Management Education Program (PEGUP). The strategic planning process came into being through a large amount of meetings held at city, neighbourhood and district levels. However, many key decisions were made by the PLANDEMETRU office; there was little transparency and no feedback whatsoever.

The Strategic Plan's vision and leading ideas have been quite general. Many of the thematic proposals have, at first, been unable to reach neighbourhoods and districts. It was only later, when the exercises of participatory planning were repeated in the districts, that more concrete proposals were developed. Already existing proposals were incorporated where necessary. No concrete data was available regarding financial limitations, even though project financing was expected to be difficult. Priorities were established on the base of discussions and consensus. No rational tools were used therein.

The Plan was passed by Municipal Ordinance on October 2001. Notwithstanding, until that date, it was considered an 'orientating' tool for the preparation of yearly budgets. The Master's Programme in Urban Environmental Management of the Peru Urban Management Education Program (PEGUP) made relevant contributions through a course on Strategic Urban Planning. The Cities for Life Forum as well as the PEGUP also provided inputs to the development of this experience in methodological matters.

In October 2001, the Strategic Plan-Local Agenda 21 was endorsed by the Municipal Council of Trujillo, hence it can be ascertained that the Strategic Plan-Local Agenda 21 will be acknowledged and this is being reinforced by the fact that the same political party controls the municipal government.⁶

Implementing the urban strategic plan

The PLANDEMETRU office together with the Municipality are in charge of the implementation of the Strategic Plan-Local Agenda 21. The Office for Technical Cooperation takes care of mobilising additional resources. However, there is still no mechanism in place to allow for an institutionalised citizens' participation.

In the municipal budgets from year 2000 onwards, no special mention was made concerning Local Agenda 21 as a budget line. However, various projects

⁶ In November 2002, Trujillo re-elected its long term Mayor José Murgia for a fifth term.

within the Plan are directly or indirectly being considered. Up to the present, few additional funds have been made available, which can be attributed to the lack of publicity and promotion of the Plan.

A detailed and participatory elaboration of some neighbourhood improvement programmes and projects was conducted at district level. Nevertheless, many expectations were left unfulfilled due to the lack of municipal resources and external support.

Monitoring, evaluation and feedback

The PLANDEMETRU office is in charge to monitor the Plan and to provide feedback, while general supervision should be with the Municipal Council. However, no relevant monitoring and supervisory activities have been implemented so far.

In the absence of publicity and promotion, city actors other than the Municipality feel there is a lack of transparency around the Plan. The Agenda 21 has become a scantily socialised instrument that requires more publicity and transparency.

Some environmental management measures have been initiated regarding noise control and urban transport management, the supply of basic services in marginal neighbourhoods. More attention is being paid to urban parks and the rehabilitation of the historical centre (preparation of the application procedure for inscription in the UNESCO World Heritage List⁷).

The Provincial Municipality of Trujillo considers the Strategic Plan-Local Agenda 21 to be a guiding instrument. Because of the lack of norms at national and local levels, not much more can be expected than what was achieved. Indeed, strategic planning has been able to focus on topics which had not been considered adequately in the statutory Master Plan of 1997 and in other municipal plans. Credit must be given for this to the Strategic Plan, making it possible to provoke awareness of some crucial issues which otherwise would not have been articulated in the same way through sectoral and conventional practices.

⁷ In early 2002, Trujillo withdrew its candidacy to UNESCO heritage list after a tragic collapse of historical buildings claimed the lives of several citizens.

Strategic Plan –Trujillo Local Agenda 21, 1999.

Guiding Ideas:	
<p>A. Integrated approach towards the problems of the city and its area of influence.</p> <p>B. Compatibility between growth, development and environmental preservation.</p> <p>C. Sustainability of development and rational use of natural resources.</p> <p>D. Participation and concerted action of all public and private actors.</p> <p>E. Rationality and efficiency in treating the problems of the city.</p> <p>F. Transparency in public administration and institutional commitment of the private sector to city development.</p> <p>G. Encouragement of education, training, and awareness raising regarding the city's sustainability.</p>	
Vision of Trujillo:	Leading cultural and agro-industrial metropolis, democratically supporting life, work, recreation, and the integrated development of its citizens in the urban and rural space.
Specific Objectives:	Specific Objectives of the lines of Action:
1. Improvement of Local and Regional Governance	<ul style="list-style-type: none"> • Strengthened local and district administrations • Concerted and participatory local administration. • Means of communication committed to sustainable development. • Safe city.
2. Equitable Social Development	<ul style="list-style-type: none"> • Pro-active, collaborative and just citizens with self-esteem. • Integrated, efficient and modern educational system. • Healthy city with opportunities for human development. • Strengthened local and district identity.
3. Environmentally Sustainable City	<ul style="list-style-type: none"> • Sustainable use of natural resources. • Support to and control of environmental quality. • Clean and healthy city.
4. Sustainable Growth and Economic Development	<ul style="list-style-type: none"> • Cultural heritage preserved and brought into the developmental mainstream. • Trujillo a centre for tourism, integrated into the Peruvian northern circuit. • Competitive and sustainable agro-industrial development. • Encouragement of entrepreneurial and competitive development. • Diversification of production centres.
5. Sustainable Territorial Development	<ul style="list-style-type: none"> • Expansion and improvement of the infrastructure of services. • Development of a sustainable habitat. • Trujillo, articulated regional metropolis with an organized territory.

Trujillo, Peru



(viii) Lima - District of Comas, Peru

Planning

Since there exist 43 provincial and district municipalities within the metropolitan area of Lima (not including the province of the port city of El Callao), the planning process is quite fragmented. There exists a Metropolitan Urban Plan dating from 1990 and a Master Plan for the Historic Centre (and Walled City area) of 2000, while the Ordinance 099 summons the remaining 42 jurisdictions to implement their own Integrated District Development Plans. This means in practice that different constellations of actors participating in the planning process can be found across these 25 districts where some advances in the elaboration of Integral District Development Plans have been made. In Comas and San Borja, two of the districts where participatory strategic planning is more advanced and most successfully applied than in rest of metropolitan Lima, the Development Plans have been drawn up by a large group of public and private institutions, as well as NGO's. For the formulation of the Plan in Comas a Technical Committee was appointed, made up of municipal technical staff and professionals from two NGO's involved, together with a professional consultant from the Metropolitan Planning Institute (IMP) contracted by the municipality of Comas.

Ordinance 099, issued by the Metropolitan Municipality of Lima (MML) states that all districts must prepare their Integrated District Development Plans. However, this does not imply that a strategic-participatory methodology should necessarily be used. This remains just an option. Transparency depends on political will. In the case of Comas there was ample adherence to the idea of jointly building the future of the district, and a broad social mobilisation gave way to a good base for participation and transparency. In the process of plan formulation there were as many entities involved as possible.

The process of the diagnosis workshops led them to construct a view of the district as an ample space for development opportunities. Strategic guidelines and objectives were elaborated later, along with programmes, projects, and the institutionalisation of the Plan. The actors involved put their proposals forward, some of which already existed, submitting them to a process of agreement. There was no previous knowledge concerning financial limitations. Comas assumed the conscientious position that its Integrated District Development Plan for 2010 is a plan for the city and, therefore, all its agents ought to look for contributions for its implementation. Workshops were organised so as to define and prioritise projects. Once the participatory process in Comas was over, the municipality was given the Plan for its final evaluation. Another city consultation took place for the final approval, followed by the consent of the Municipal Council and the Mayor. Finally, it was presented to the people. No methodological guidelines were available, and it is only now –on the basis of what was developed in several districts of Lima- that the Metropolitan Planning Institute (IMP) has elaborated a methodological summary document, which was due to be published by the end of 2001.

There were several assistance models in the districts of Lima. Many, as is the case of Comas, enjoyed the financial and technical assistance through a local

NGO', or otherwise counted on the advice given by consulting groups contracted by the districts themselves.

Regarding the implementation of the Integrated Plan, there is no actual guarantee that when the municipal administration changes it will be applied exactly as it was conceived. But the level of agreement, participation and commitment on the part of the economic and social actors are considered as a key factor for continuity beyond the 4-year municipal administration terms.

Implementation of the urban strategic plan

Presently, only the districts of Comas and San Borja have started to implement their integral plans. In Comas, norms were established and official documents about strategic alliances, commitments or sectoral agreements have been drawn up. The District Development Assembly and the Comas District Development Council (CODIDECO) with its own Advisory Committee have been put in place, and the thematic panels dealing with a host of topics (economic development, culture and local identity, integral security, participation and local management, health and environment, urban development, gender, youth, and childhood management) continue to exist. Besides, 14 Government and Local Development Councils have been created, covering micro-planning aspects throughout the district of Comas.

Funds are available depending upon annual operational budgets (PAOs) and the strategic alliances between the municipality and other economic and social actors. A small contribution from the Netherlands Government has been authorised for the functioning of the Gender Working Group. The present administration is facing election in November 2002. Continuity is expected, either with a new term in office or at least through the same political party orientation.

Monitoring, evaluation and feedback

Supervisory functions are in the hands of the Comas District Development Council (CODIDECO). Due to the fact that the implementation of the Plan is barely starting, no actions have been taken in that direction yet, but the highly participatory experience of the formulation process makes it likely to become a very transparent process.

The elaboration of the Urban Plan has started with municipal funding (as proposed in the Integrated Plan), but fund raising for various other projects is ongoing.

The processes experienced by the 9 districts which have worked on and completed their Integrated District Development Plans (San Borja, Lurín, Rimac, Santa Anita, Pachacamac, Ancón, Comas, Villa María del Triunfo, Villa El Salvador) are of vital significance for Lima as a metropolitan area. However, the level of coverage is low, considering the total number of 43 districts. Methodologically speaking, Villa El Salvador, Comas and San Borja have been the most participatory ones, while not all cases are examples of true strategic planning. Only Comas and San Borja stand out in this respect.

Integrated Development Plan for 2010: Let's Build the Future of Comas Together, 2000.

The highlights of the integrated development planning process:	
<ul style="list-style-type: none"> ▪ Integrated human development with prospects for equity: gender, generation, inter-cultural sensitivity, and economic development. ▪ Local democracy: citizen empowerment, strengthening of local institutions and social organisations, political leadership of the district municipality. ▪ Transition from municipal to district government. ▪ Legitimization of the municipal institution, increasing its credibility and role in local development. ▪ Democratic governance for the integrated development of Comas. ▪ Real and effective political, economical and cultural decentralisation, generating a new management model as a result of local capacities. 	
Development view towards 2010 – A collective wish	Comas is a district where solidarity has set in, a consolidated centre of production, commerce and services in Northern Lima based on small and micro-enterprises and private investments. It has a democratic and participatory administration with local identity, where children, youths and women have more opportunities in safe and healthy environment conditions.
Strategic Areas:	Synergetic Projects for the Future:
1. Economic Development.	<ul style="list-style-type: none"> • Information and communication system. • Model of local development management: strengthening the spaces for concerted actions. • School for training and formation for integrated development.
2. Health and environment.	<ul style="list-style-type: none"> • Sustainable local development at school. • Urban Development/Structure Plan. • Exhibition and commercialisation centre of manufactured products. • Promotion, formalisation and support of small and micro-enterprises.
3. Culture and local identity	<ul style="list-style-type: none"> • Network of prevention of family violence. • Financial system for small and micro-enterprises of industrial, commercial and service activities: Revolving Fund. • Special Project: Chacra Cerro Puguio-Chacra Cerro Alto.
4. Integral Security	<ul style="list-style-type: none"> • Integrated Sinchi Roca Park Project. • Rehabilitation, improvement and maintenance of green spaces. • Urban irrigation system. • Concerted programme for the improvement of basic and health services.
5. Local administration	<ul style="list-style-type: none"> • Youth Service Centre. • Public spaces network for culture, recreation and sports.

Comas – Lima, Peru



(ix) Havana, Cuba

Planning

The administration of the metropolitan region (Havana Provincial Administration Council – CAP) coordinated the planning process. This was not an easy task because in the region of Havana there are 15 municipalities and this has caused coordination problems. Performing the role of a technical team, the Group for Integrated Development of the Capital focused on technical and methodological aspects. Its professional staff forms part of CAP technical commissions doing strategic planning-related work. The Group for Integrated Development of the Capital is in charge of supervising the implementation of the Strategic Plan. Capacities and competence to undertake a holistic planning exercise did not exist prior to this strategic planning experience.

When the first Strategic Plan was made (1994-1996) institutions participated in the diagnosis and analysis of strengths, weaknesses, opportunities and threats' (SWOT analysis), but there was a strong division between the technical staff and the government officials. This came to light when the Strategic Plan was handed in to the authorities. Although the national government passed it, the Plan was never translated into concrete actions, nor was it budgetted. The institutional participants in this process never came to know why this happened. When the second Strategic Plan was formulated (1998-2001), the process was even more technical and with less institutional participation. But this time it did receive financial support.

In spite of the participatory process that took place and involved a large amount of relevant institutions, the bridging towards the general public was never accomplished sufficiently. However, plenty of workshops were conducted in the neighbourhoods, which worked with Logical Framework and SWOT analyses and articulated projects for the socio-cultural transformation of neighbourhoods. Until the year 2000, about 20 district neighbourhoods in Havana have put forward 'workshops for the integrated transformation of neighbourhoods' and have thus contributed to the work of Popular Neighbourhood Councils (first instance of the governmental structure). More people's participation was achieved only in the thematic fields 3 and 7: 'Encouraging urban culture and citizens' education, reinforcing the role of neighbourhoods and communities in their social development' and 'Enhancing the habitat quality and the preservation of built-up heritage', respectively.

Making use of surveys, some publicity, and 'Dasiwao' (Chinese word alluding to murals where the people publish their opinions anonymously), the Group of Integrated Development of the Capital promoted action amongst the people. It is interesting to point out that the opinions of citizens have often come quite close to the concepts put forward by technical staff.

The Urban Structure Plan of Havana formulated a vision for a period of 25 years, while the Strategic Plan chose one for the next 10 years. But in fact, both were conceived within a medium-term time frame and their time frame has been of only 3 years (both the first and second Strategic Plan). Neighbourhood workshops have had much shorter-term perspectives. There were many

conceptual controversies about the conception of strategic planning as an instrument for the positioning of the city within a globalised capitalist system, under the premise that Havana could become competitive with respect to Miami as the new capital of the Caribbean. Others thought that it would only lead to the positioning of Havana within the country, as compared with the rest of the cities in the island.⁸

The city of Havana has a portfolio of a good number of large projects which have been considered and included in the Strategic Plan 1998-2001.

The government did not disclose information about possible financial ceilings. In fact this maintained the practice of centralised sectoral planning, but it did not prevent the insertion of a horizontally-linked, multi-sectoral territorial programmes. The Havana Provincial Administration Council (CAP) set the priorities according to its political criteria and there was a process of inter-institutional 'agreement'. This process is regarded as a conciliatory step in connection with the National Economic Plan.

The preparation process of the first Strategic Plan took about 3 years. It was so long that, while it was passed and later left aside, the Group for Integrated Development of the Capital formulated a second plan, presently in force (1998-2001). Meanwhile, a third Strategic Plan (2002-2005) is expected to be approved. Since this work has been concerted there is a pretty solid institutional foundation for it to obtain political support. But, as the first Strategic Plan indicated, this does not actually guarantee that the necessary funding will be available.

The Group for Integrated Development of the Capital proposed to the CAP a methodology strongly influenced by the concepts disseminated by the Ibero-American Centre for Strategic Urban Development (CIDEU) in Barcelona and the Institute for Housing and Urban Development Studies (IHS) in Rotterdam, which has been coordinated with the National Institute for Economic Research (INIE). The CIDEU exerted some conceptual influence on the group, but the concrete assistance that had been discussed was actually never implemented. This was the reason why the relationship gradually become rather distant.

Implementation of the strategic urban plan

There is financial support based on annual contributions for the main 16 projects of the second Strategic Plan. Applying for funds requires annual presentations of projects. The chairmen of the different Sectoral Committees and the Deputy Mayors coordinate the implementation of the projects.

Adjustments have always been made due to Cuba's critical economic situation. But there was a favourable environment for the most relevant projects due to the political will behind the second Strategic Plan. The Cuban government has

⁸ The city of Camagüey made an attempt to formulate its own strategic plan. In the province of Sancti Spiritus a strategic plan at a provincial level was also prepared. At first it appeared to have better chances for implementation but finally it was not as successful as expected because of difficulties to overcome the limitations in the prevailing system of sectoral budgeting.

always looked for additional funding for the implementation of specific projects through the Ministry of Foreign Investments and Economic Cooperation, as well as the few NGOs operating in the country. They have managed to raise non-reimbursable funds and additional investments from various sources during the last years. Due to political continuity, the Strategic Plan did not experience changes that were related to political changes of administrations in office or to abrupt modifications of approaches or contents.

Monitoring, evaluation and feedback

The Provincial Secretary and the Working Commissions, backed up by the Group for Integrated Development of the Capital, are supervising the Strategic Plan. This has led to a new planning culture, a new language that acknowledges terms such as 'SWOT analysis' and 'indicators' as devices to measure impacts and relevance.

Not many institutions participate in monitoring and supervision of the Strategic Plan, but the simple fact that evaluations can take place is an auspicious and quite 'progressive' sign. There also seems to be a re-orientation in the appreciation of many programmes which formerly would have been labelled as "non-productive", and they are receiving support on account of their importance in a more integrated system of production of spatial or social values.

The main projects of the Strategic Plan have been implemented or are still in the process of being so. They all have economic and social impacts which have substantially changed the city of Havana. Strategic planning has revealed the need for the introduction of a territorial information system which, in the future, should support the process of diagnosis and facilitate decision-making.

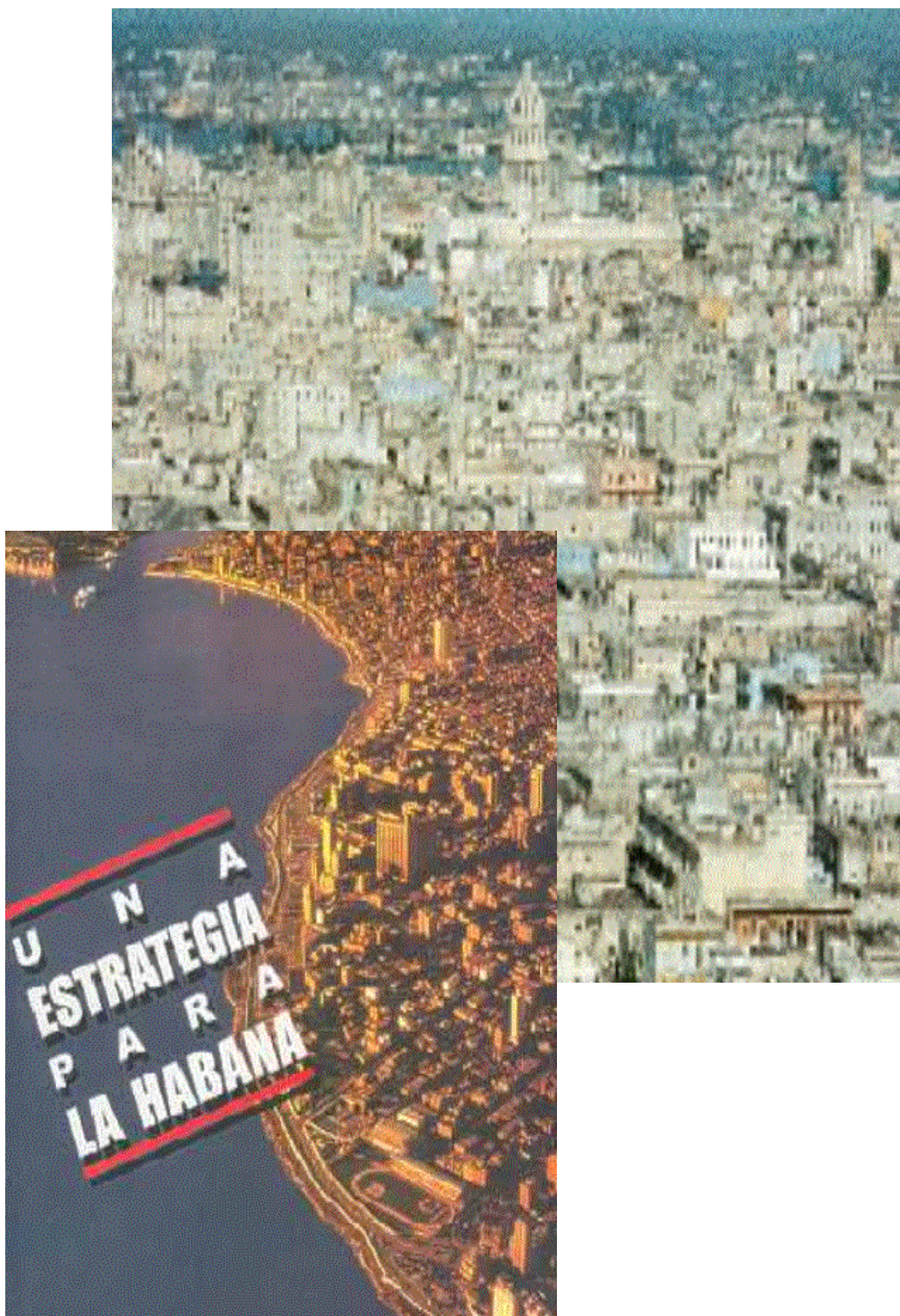
Strategic planning has changed the planning culture in Havana and many of its criteria will stay in place. The third Strategic Plan 2002-2005 is expected to combine the positive features of both previous plans -- wider participation of urban actors in the first, and political will to support its financing in the second one-- and to make a move towards de-bureaucratisation. While the first Strategic Plan was rather pessimistic, now the moment has come for a more optimistic outlook.

The work at neighbourhood level, a successful though small-scaled awareness-raising operation awarded the 'Best Practice' status by the UNCHS in 2001, has created good foundations for the future. It is expected that people will have more reasons to collaborate in planning and implementations of infrastructure, social services, housing and environmental projects.

Strategic Plan “A Strategy for Havana”, 1998.

Mission:	To raise the quality of life, the appearance of Havana and its international image, by stimulating its economy in order to return the profits to urban recovery and its development, improving its environmental conditions and its socio-cultural values, with a wider overall citizens’ participation.
Strategic Areas:	Relevant Projects given Priority:
1. Stimulate the economy of the city.	1. Historic Inner City of ‘World Heritage’ in Old Havana.
2. Upgrade discipline, modernise urban management and improve governance.	2. Malecón Rehabilitation Project (1 st stage).
3. Encourage urban culture and citizens’ education, reinforcing the role of neighbourhoods and communities in their social development.	3. Metropolitan Park Project.
4. Promote the national and international projection of Havana.	4. Havana Port Development: Cruise Terminal, Container Terminal, Shipyard.
5. Improve the hygienic, sanitary and environmental quality.	5. Tourism and Real Estate Development Zone, Monte Barreto Business Centre
6. Raise satisfaction levels in commerce, gastronomy and domestic services.	6. Area of tourist development Hemingway Marina
7. Raise habitat quality and improve preservation of the built-up heritage.	7. Scientific Pole, Pharmaceutical Industry, Biotechnology Development.
8. Improve the transport system and ensure that the urban infrastructure functions properly.	8. Freeport area Wajay.
	9. Freeport area Berroa.
	10. José Martí new International Airport.
	11. Tourism Development in Eastern Havana Beaches.
	12. Morro-Cabaña park and tourist complex.
	13. East Havana residential and real estate development area.
	14. China Town Recovery Project.
	15. Political and administrative Centre, Monumental Complex Revolution Square.
	16. Malecón Protection Project.

Havana, Cuba



IV. SPECIFIC AND GENERAL CONCLUSIONS

(i) Specific conclusions

Cordoba, Argentina

The Cordoba Strategic Plan (PEC) is one of the few Strategic Plans in Latin America that was almost fully implemented. It was conceived as a collective, comprehensive city project, without any monopolization of leadership nor 'ownership' of the process. The Plan integrated a public works policy – addressing the 'social debt' – together with normative urban and local economic development components. As a space of articulation, the PEC managed to involve a significant amount of civic organisations which rendered legitimacy and status to the operation. The Municipal Constitution from 1997 tried to institutionalise the concept of strategic planning, but the effort did not have the desired effect, as the subsequent change of government administration in 2000 showed. The PEC was not acknowledged by the newly installed City Council.

The PEC has had the value of giving a new perspective to and increasing the capacity of the Municipality's skills, developing innovative and participatory management attitudes and tools (e.g. Supervising, Monitoring and Accountability Commission) which conducted yearly meetings. There were incentives for citizen participation because concrete projects could be put forward and became reality. The PEC showed flexibility to incorporate new integral projects and was able to start 'top-down' projects as well as to adopt 'bottom-up' proposals. The ability to mobilize and diversify main and additional funding sources and mechanisms for integral projects has been remarkable.

Rosario, Argentina

Rosario's Strategic Plan (PER) is undoubtedly an example of a very advanced and fully developed case in Argentina. The experience of the PER portrays the case of democratic planning, incorporated to the process of thorough municipal decentralisation. The successful implementation of the PER is due to the political support it received and to a favourable time and place for its development. Monitoring and supervising through urban indicators is an innovative practice in the Latin American context. The support given by the IADB to the 'Habitat Program' as part of the PER implies that this project is appreciated as a concerted development and investment framework. Rosario has not yet taken any measures to guarantee the legal future of the PER, but political continuity and the constant backing by all city actors indicate that this may happen. The case of Rosario is representative of the fact that, with strategic planning, significant profits can be obtained and that concerted actions of all city actors can be secured. The city's administration indicates the great importance given to coincidence in time of the PER and the statutory Urban Structure Plan. The PER represents shared leadership between the local government and civil society, with no hierarchies or authoritative policies. Now, dreams are being tested by a harsh reality. With the PER, Rosario has been able to picture the city-region as a metropolitan area. It has taken the globalisation of economy as a challenge for the city's urban development, and it has discovered that the neighbourhood dimension is reinforced by new institutions (sub-districts) of a decentralised municipality. However, some

indicators show that the PER has not been so successful in its consideration and re-articulation of the macro-region, as is evident by several relevant facts omitted (such as the low importance given to communication routes with Paraguay).

Buenos Aires, Argentina

The strategic planning process in Buenos Aires is very recent. However, there are many normative instruments to initiate and manage this process and there exists a legal mandate that constitutes an important resource. No technical guidance is available so far, but the city is trying to carefully map out a success-prone participatory process, with elements of participatory budgeting, territorially based at the Management and Participation Centres (CGDs) in the city's districts. Buenos Aires is believed to have enough investment resources for the implementation of its future Strategic Plan, together with investments in its Urban Environmental Plan, in a new geographic information system and its urban cadastre. However, the scale of planning (and implementing) of an investment programme for such a sizeable city as Buenos Aires is creating certain uneasiness and uncertainty in the coordinating group itself. It is evident that the process of institutionalised decentralisation is still too new in Buenos Aires. Transfer of funds to the CGDs is expected in the future which will enable them to directly execute (or control) projects and other activities in a decentralized fashion.

Bogotá, Colombia

The long process involved in drawing up the Strategic Plan of Bogotá has been an important step in the formulation of approaches and lead to innovative programs for the development of the city. Even though the Strategic Plan was overlooked by subsequent municipal administrations, it is evident that the expectations -generated by the active participation of many public, private and community organisations and NGOs- have been considered by the Development Plans formulated by later city administrations and reappeared in the Urban Structure Plan (POT) of 2000.

Experience shows that for Colombia, in the future, a planning approach resting on three basic components would be adequate: (i) Urban Development Plans (POTs) with a 10-year validity; (ii) 3-year Public Works and Socio-Economic Development Plans (government plans); and (iii) Strategic Plans (Economic, Social and Territorial-Environmental) as guiding framework over 5-10 years. Obviously, for a Strategic Plan to work a legal mandate is needed, like POTs and other municipal Development Plans have it by law.

In Colombia, however, doubts have been voiced as to the concept of strategic planning with large 'transformational' projects which do not 'look down' to earth, as long as no ample coverage of basic services is assured. POTs are riddled with a permanent tension between 'flexibility' and 'strictness' about urban development regulations compliance. The Strategic Plan seems only to contribute to a perspective of flexibility but provides no concept on how to deal with informality and breach of urban development norms.

Santiago, Chile

In the beginning, the strategic planning process meant the achievement of a broad consensus among many institutions, giving a new strategic frame of reference to the manifestation of a good number of initiatives that had been already emerging from public, private and non-governmental institutions. However, when the political drive abandoned the strategic planning process, only isolated projects remained and were incorporated in an *ad-hoc* manner in the city's annual investment programmes. It is expected that the strategic planning process may be brought back when different political circumstances eventually set in.

La Paz, Bolivia

The experience of the Municipal Development Plan (PDM) introduces strategic-participatory concepts by law. The latter is a sort of turning point in urban planning. It has stimulated many urban actors and has gathered a large number of proposals and initiatives, all of which were unprecedented. The complementarity of the PDM with a Five-year Plan (FYP) and an Annual Plan of Operations (PAO) makes it a unique case among the rest of the cases presented here, and represents a short and medium-term planning modality in the implementation of Strategic Plans. These facts appear to be surprising in a capitalist country where the programming of resource flows is a novelty. In terms of transparency and supervision, the case of La Paz adopts an open-ended approach regarding arrangements to be made. However, the experience so far indicates achievement of a certain degree of transparency and participation during the implementation stage of the PDM. However, in the view of the citizens' much more transparency seems desirable.

Trujillo, Peru

Trujillo's Provincial Municipality has experimented with the formulation of a Strategic Plan-Local Agenda 21 in order to achieve better urban management and performance. The Strategic Plan seemed scarcely relevant because it lacked legal recognition and municipal agreement until October 2001 when it was approved by the Municipal Council. However, the Mayor and the PLANDEMETRU planning office have understood its significance for articulation, motivation and orientation of consensus based programmes that did not exist and would not have existed without this instrument. Depending on the articulation of civil society organizations, Local Agenda 21 may become a powerful instrument for future local campaigns for better living conditions.

Lima, Peru

There is a political norm stating that the 43 districts in Lima's metropolitan area must formulate Integrated District Development Plans, but up to the present moment there has not been a limited coverage of the whole metropolitan area. As a Metropolis, Lima does not have a strategic plan for its physical-economic-social development. Nevertheless, the Mayor of Metropolitan Lima is considering that its Metropolitan Urban Plan together with its government plan for 1999-2002 might be enough to articulate its global strategies and define the big programmes and investment projects. There still seems to be little awareness about the importance of strategic planning approaches and instruments. The case of Comas shows how strategic participatory planning is

helping as a tool for developing new, more democratic and transparent local development management models.

Havana, Cuba

The overall balance is positive. Strategic planning methodologies prove to have contributed to a better investment orientation with more acknowledgement of the territory as an important dimension. It has changed the planning culture of some of the relevant institutions. Many of them are now introducing their institutional strategic plans as a means to improve performance. Havana's case illustrates the success of a city that has sought citizens' participation in a period of structural crisis. To the citizens of Havana this has meant pride and re-enforcement of their quality of life.

METHODOLOGY FOR ELABORATION OF STRATEGIC DEVELOPMENT PLANS										
	STAGE I DEFINING THE VISION		STAGE II DESIGN OBJECTIVES-STRATEGIES		STAGE III PROGRAMS AND PROJECTS		STAGE IV INSTITUTIONALIZATION		STAGE V IMPLEMENTATION	
TECHNICAL PROCESS	Workshop: Development Vision (Diagnostic per thematic groups) Workshop: thematic systematization (municipality, leaders, neighborhoods) Workshop: synthesis of strategies Workshop: technical aspects and vision	→	SWOT workshop: technical vision Objectives and strategies Workshops: systematization Follow-up and monitoring	→	Workshop: design programs/projects Workshop: systematization Workshop: synthesis of strategic programs/projects Synergy of related projects Milestones and indicators for evaluation	→	Submission of plan to municipality Evaluation	→	Implementation arrangements Financial arrangements Monitoring and follow-up	
STRATEGIC PROCESS	Workshop with municipal staff Workshop: leaders' civil society org. Training workshops Neighborhood workshops: vision District meetings: vision Meetings: citizens' opinions	→	SWOT plenary: consolidated techn. vision Objectives and Strategies Workshops: per thematic strategic groups Citizens' debate	→	Plenary programs and projects Workshops: thematic working groups Interviews: opinion leaders	→	Presentation of plan Presentation to institutions/private sector Citizens' consultation	→	Review and control through external committees	
POLITICAL PROCESS	Participation of Mayor Meetings with officials Constitution of Technical Commission Technical Coordination Team Lobby with City Councillors Communication Plan Promotion events: art/ICT Public relations and motivation	→	Participation of Mayor Lobby work - mobilization with institutions, leaders, private sector (directory of committed stakeholders) Mass media strategy Promotion events: art and ICT Motivation and commitment	→	Participation of Mayor Plenary: programs and projects Lobby with institutions and organizations Commitments and strategic alliances Strategy for mass media Promotion events: art and ICT Commitments and concurrences	→	Evaluation and approval by mayor/city council Event of public presentation of plan Marketing strategy of plan Public relations events Concurrences/awareness	→	Public presentation of results of review/evaluation Suggestions for modifications for the following years Review strategy Public events of review: Democratization	
Elaboration: based on "DISEÑO METODOLÓGICO DEL PROCESO DE ELABORACION DEL PLAN DE DESARROLLO INTEGRAL" Instituto Metropolitana de Planificación (IMP), Lima y Equipo Consultor Plan de Desarrollo Integral de Santiago de Surco, Lima 2000.										
	Metropolitan Institute of Planning (IMP), Lima		Public and private stakeholders of the districts (and neighborhoods)		Municipality					

Comparison of Strategic Urban Planning Experiences: Methodologies and Performance

<u>Performance aspects</u>	<u>Cities</u>								
	<u>Cordoba</u>	<u>Rosario</u>	<u>Buenos Aires</u>	<u>Bogota</u>	<u>Santiago</u>	<u>La Paz</u>	<u>Trujillo</u>	<u>Lima-Comas</u>	<u>Havana</u>
Technical-Participatory Diagnosis	++ +	++ +	0	++	++	++ +	++	++ +	+
Vision Formulation	++	++ +	+	++ +	+	++ +	++ +	++ +	++
Formulation of Strategic Areas of Intervention	++ +	++ +	+	++	++	++ +	++ +	++ +	++
Strategic Analysis	++	++ +	0	+	++	++	++	++ +	++
Programme and Project Formulation	++ +	++ +	0	+	+	+	++ +	++ +	++ +
Management and Institutionalisation of the Strategic Plan	++ +	++	0	0	0	+	+	++	++
Monitoring	++ +	+	0	0	0	0	+	0	+
Supervision of Results	++ +	+	0	0	0	0	0	0	+

+++ very successful, ++ successful, + limited success, 0 no result

(ii) General Conclusions

Many Latin American countries feel greatly attracted by strategic planning as a new and relevant instrument. However, few have normative instruments and even fewer have the technical and management tools required for applying strategic planning instruments (eg: in project prioritisation). All cases call for major efforts for institutional strengthening and a formalisation of the process.

The experiences drawn from the 9 cities in this comparative study indicate that the success of strategic planning depends on (i) the **political will** of mayors and other local authorities; (ii) the **institutional framework** of key actors; (iii) the **thematic focuses**; (iv) the **participatory and technical processes** applied; and (v) the **technical capacity of those involved**. For a strategic plan to be implemented, a concerted dialogue with the key actors and stakeholders is required since they will play an important role in the implementation process.

For planning, monitoring and supervisory processes it is vital that **clear rules** of behaviour and role descriptions are established. This implies the need to **'institutionalise'** the plan management.

Urban strategic planning offers opportunities for discussion and debate about different views related to development models, establishing an objective image,

i.e. the 'vision' of the future. At the diagnostic stage technical elements intertwine with the social participatory process. A view that is shared through consensus and agreed upon is one of the most important elements to achieve. The following steps in the formulation of strategic lines depend on a set of perspectives or lead ideas established as part of the articulation of the vision.

Many things depend on the technical and/or social leaders' capacity to communicate and coordinate this process. If the strategic analysis shall result in programme and project formulation representing the true priorities of the whole city, it can not just be isolated projects or initiatives responding to personal interests. Two planning models and processes of coordination of ideas can co-exist: the 'top-down' approach, which is aimed at a strategic demand of the city as a whole entity; and the 'bottom-up' approach, which represents the articulation of the social, citizens' demand. The confrontation of these two dimensions is difficult to handle. In places where methods of participatory prioritisation have been used, it did not mean immediately that the technical staff 'at the top' accepted all the results of the participatory process. On the other hand, citizens' participation tends to rise expectations and stimulate initiatives which, at the end, are not likely to be financed or feasible. For this reason, in theory, there is a need to establish realistic financial ceilings for participatory processes and micro-planning at the outset of such processes. This also explains why a growing number of cities can be found today which have started experimenting with the concept of "participatory budgeting", with a direct concern for what is feasible and realistic.

The institutionalisation of the management of a Strategic Plan has possible implications on the established procedures for the formulation of municipal budgets. In some sectors work traditions have established a non-transparent culture in budget elaboration and use of resources. It can be observed that these parts of municipal administrations will normally try to resist 'their' area or district from being included in the Strategic Plan (thinking that the traditional collusion of interests and back office practices are more successful). Others may try to insert 'their projects' in the annual budgets outside any consultation process, trying to deny and by-pass the emerging consensus-based planning and programming procedure.

For Urban Strategic Planning to contribute to really 'new' ways of city management, it is essential to have institutionalised mechanisms and rules for permanent citizen participation, for monitoring, feedback and supervising the results of the Plan. Even though the challenge is already being realised, few cities have advanced towards that level of institutionalisation. Citizens and economic, social and non-governmental sectors are beginning to vehemently demand for supervision and transparency of public plans and, more justifiably still, participatory and consensus-based plans. With a spirit of greater democracy and transparency, local authorities will have new roles, not only as development facilitators but also as communicators and interlocutors, all which will allow and encourage invitations to independent, unbiased commissions for supervisory tasks. Beyond urban strategic planning, an agenda of democratisation and transparency in urban management lies ahead.

The institutionalisation of urban strategic planning processes and its implementation also leads to the need for a normative framework. Once more, there are few countries, few cities which have achieved a normative base for such processes and their instruments. Its absence makes urban strategic planning more vulnerable and less binding. However, there are planning trends that question the need for such normative base and favour the permanent reassertion of consensus building and negotiating the perspectives and contents of the Plan as well as accomplishing the agreements made. But unfortunately, as it often happens in Latin America, the weakness of this position is clearly revealed when a new local administration assume office and disregards and overrides the achievements of prior administrations. This is counterproductive and it results in an enormous loss of work generated which cannot be easily reconstructed.

Thinking about the future of the Latin American city (Hardoy 1993) we realise that the role of some of the social sectors which make up the city, such as the private and the informal sectors, is beginning to be more prominent while others, like the public sector and professionals, assume a less dominant part. For professionals this means that their role and the kind of contributions they can make have radically changed. Participatory strategic planning may be a field where they can have a relevant position: the role of the 'grand' classical urban planner fades away and that of a communicator and facilitator is projected instead.

The planning crisis of the last decades has shown the need to find innovative ways of planning and to count on fast, practical, integrated and holistic instruments that correspond to the decentralisation processes and to the demand for more participation of the civil society. Therefore, there is an urge to construct and elaborate theoretical, methodological and practical means to induce necessary changes to transform cities for their roles in the future. It is essential for the forms of interventions, in regard to society in general or cities and locations specifically, that clear orientation emerges, supported by methodologies and techniques that are applicable to the peculiar characteristics of cities.⁹

All this demonstrates that Urban Strategic Planning is not a panacea, nor a dogmatic concept. It must be adjusted and tailored according to local circumstances and the desired results.

⁹ Roberto Arroyo (IMP, Lima) contributed with this comment in a critique to "*Planificación Estratégica Urbana – Manual Didáctico*" (Steinberg 2002, forthcoming).

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Annex 1: Acronyms used (English and Spanish originals¹⁰)

ADEC	Economic Development Agency of Cordoba (Agencia de Desarrollo Económico de Córdoba)
ADERR	Regional Development Agency of Rosario (Agencia de Desarrollo Región Rosario)
CAP	Provincial Administrative Council, Havana (Consejo de la Administración de la Provincia de la Habana)
CBOs	Community-Based Organizations
CCPEM	Citizens' Strategic Planning Council (Consejo Ciudadano de Planificación Estratégica Municipal)
CDL	Local Development Council (Consejo de Desarrollo Local)
C.E.M.A	Center of Ambulant Medical Specializations (Centro de Especialidades Médicas Ambulatorias)
CEPAL	Economic Commission for Latin America/CEPAL (Comisión Económica para América Latina y el Caribe)
CGPs	Centre for Management and Participation (Centro de Gestión y Participación)
CIDEU	Iberoamerican Centre of Strategic Urban Development (Centro Iberoamericano de Desarrollo Estratégico Urbano)
CMD	Municipal District Centre (Centro Municipales Distritales)
CNUAH	United Nations Centre for Human Settlements/UNCHS (Centro de las Naciones Unidas para Asentamientos Humanos)
CODEDICO	District Development Council of Comas (Consejo de Desarrollo Distrital de Comas)
CPE	Strategic Planning Council (Consejo de Planeamiento Estratégico)
ETM	Municipal Technical Team (Equipo Técnico Municipal)
FYP	Five Year Plan
GTZ	German Technical Cooperation Agency
H.E.C.A.	Emergency Hospital of Cordoba, Argentina (Hospital de Emergencia de Córdoba)
IADB	Inter-American Development Bank (Banco Interamericano de Desarrollo/BID)
IDR	Regional Development Institute (Instituto de Desarrollo Regional)
IGAC	Instituto Geográfico Agustín Codazzi
IMP	Metropolitan Planning Institute (Instituto Metropolitano de Planificación)
IHS	Institute for Housing and Urban Development Studies
INIE	National Institute for Economic Research (Instituto Nacional de Investigaciones Económicas)
MML	Metropolitan Municipality of Lima (Municipalidad Metropolitana de Lima)
NGOs	Non-Governmental Organizations
ODESUR	Olympic Games of Mercosur Countries (Juegos Olímpicos del Mercosur)
PDM	Municipal Development Plan (Plan de Desarrollo Municipal)
PEC	Strategic Plan of Cordoba (Plan Estratégico de Córdoba)
PEI	Institutional Education Projects (Proyectos Educativos Institucionales)
PEGUP	Peru Urban Management Education Program (Programa de Educación en Gestión Urbana para el Perú)
PER	Strategic Plan of Rosario (Plan Estratégico Rosario)
PDGL	Strategic Planning of Local Development (Planeamiento Estratégico del Desarrollo Local)
PDMS	Sustainable Municipal Development Plan (Plan de Desarrollo Municipal Sostenible)
PGU-LAC	Urban Management Program for Latin America and the Caribbean (Programa de Gestión Urbana – Latino en América y Caribe)
PLANDEMETRU	Metropolitan Development Plan of Trujillo (Plan de Desarrollo Metropolitano de Trujillo)
PMS	Mediterranean Strategy Project (Proyecto Mediterráneo Estratégico)
PNUD	United Nations Development Program/UNDP (Programa de las Naciones Unidas para el Desarrollo)
PAOs	Annual Operational Plans (Planes Anuales Operativos)

¹⁰ Spanish names where applicable.

POT	Urban Structure Plans (Planes de Ordenamiento Territorial)
PQ	Five Year Plan (Plan Quinquenal)
PRODIAF	Program for Integrated Development of Ferreira, Cordoba (Programa para el Desarrollo Integral del Area de Ferreira, Córdoba)
PROMIN	Program for Mother and Child Nutrition (Programa Materno Infantil y Nutrición)
PYMES	Small and Medium Enterprises/SMEs (Pequeña y Micro Empresa)
PUA	Urban Environmental Plan (Plan Urbano Ambiental)
SAS	Secretariat for Social Assistance and Prevention (Secretaria de Atención y Prevención Social)
SINPA	Support for Implementation of National Plans of Action (of HABITAT II)
SME	Small and Medium Enterprise
SWOT	Strengths, Weaknesses, Opportunities, Threats
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UPZs	Zonal Participation Units (Unidades de Participación Zonal)
UVs	Neighbourhood Units (Unidades Vecinales)
ZEPA	Ecological Agro-Food Production Zone (Zona Ecológica de Producción Agroalimentaria)

Annex 2: Persons interviewed

Cordoba, Argentina

- Ricardo Vanella, ex staff member Municipal Technical Team; Municipality of Córdoba.
- Guillermo Marianacci, Ex-Deputy Secretary for Strategic Planning and Economic Development; Municipality of Córdoba.
- Teresita Sagristani, Deputy Secretary for Economic Development of Córdoba.
- Jorge Pellicci, CEDA, Manager.
- Nora Cavuto, CEDA, Director of the Training Bonds Programme.
- Carlos Lucero, Enterprises Incubator, Municipality of Córdoba.
- Carolina Bergallo, Enterprises Incubator, Municipality of Córdoba.
- Dante Figueras, Enterprises Incubator, Municipality of Córdoba.
- Guillermo Lopez, CPC South Córdoba.
- Leonidas Panaioti, Industry Trade Union, Córdoba.
- Guillermo Castell, Industry Federal Council.
- Ana Falú, National University of Córdoba.

Rosario, Argentina

- Antonio Ciancio, Urban Planning Secretariat.
- Monica Bifarello, Technical Coordination, Strategic Plan Rosario (PER).
- Eduardo A. Gonzalez, Urban Planning Deputy Secretary.
- Ricardo E. Kingsland, Master Plan General Director.
- Maria Isabel Grazia, General Director, Housing Public Service, Municipality of Rosario.
- José Juan Marraffini, Public Housing Service, Municipality of Rosario.
- Juan Carlos Venesia, President Institute for Regional Development (IDR).
- Mariana Camionetti, Institute for Regional Development (IDR).

Buenos Aires, Argentina

- Andrés Borthagaray, Strategic Plan Coordination, Government of the Autonomous City of Buenos Aires.
- Ricardo Santocono, Strategic Plan Coordination, Government of the Autonomous City of Buenos Aires.
- Veronica Luque, Strategic Plan Coordination, Government of the Autonomous City of Buenos Aires.
- Ivana Cecilia Centanaro, Strategic Plan Coordination, Government of the Autonomous City of Buenos Aires.
- Eduardo Roque Molina, Management and Participation Centre (CGP), Palermo.
- Hector Atilio Poggiese, FLACSO (Latin American Faculty for Social Sciences), Buenos Aires – CGP Palermo.

Bogota, Colombia

- Carolina Barco, Director, District Planning Department, Bogotá D.C.
- José Salazar, Advisor, District Planning Bogotá D.C.
- Eduardo Restrepo, District Planning Bogotá D.C.
- Mauricio Ortiz, District Planning Bogotá D.C.
- Fernando Díaz, Urbanismo & Sistemas.

Santiago, Chile

- Jaime Valenzuela, Consultant.
- Mauricio Valenzuela, Director Urban Projects, Municipality of Santiago.
- Lisandro Silva, Urban Projects, Municipality of Santiago.
- Pablo Contrucci Lira, ex-Director Santiago Development Council.

La Paz, Bolivia

- Esteban Urgel, Municipal Technical Team (ETM).
- Angel Ortiz, Municipal Technical Team (ETM).

Trujillo, Peru

- Nelly Amemiya Hoshi, Chairperson PLANDEMETRU.
- José Murgia Zannier, Mayor.

Lima, Peru

- Roberto Arroyo, Metropolitan Planning Institute (IMP).

Havana, Cuba

- Mario Coyula, Group for Integrated Development of the Capital.
- Elio Guevarra, Group for Integrated Development of the Capital.
- Rosa Oliveras, Group for Integrated Development of the Capital.
- Ricardo Nuñez, Historian's Office of Havana City.
- Carlos García Pleyan, Hábitat Cuba.

Annex 3: Interview questions

(i) Planning

What has been the institutional set-up and who has been part of this process?

Was there a strategic planning normative base? Who decided in favour of strategic planning?

Was there a sufficiently transparent mechanism and in what manner did this transparency operate in decision-making?

Was there openness in the call for participation to all the relevant and interested urban actors?

How global and how local has this planning process been?

Have other already existing proposals been considered (or incorporated)?

Was there previous knowledge of financial ceilings for investments when the proposals were compiled (prioritised project packages)?

What was the process of selection and prioritisation like? Were there any instruments available for that?

What was the process of strategic plan approval like? Did political representatives coincide with the work presented?

Were there any guidelines or any other instruments to show how the strategic plan was to be converted into a multi-annual investment plan, and how their annual budgets could be separated?

What type of external assistance was there during the process? Is the same kind of help expected to be available for the next strategic plan? Would it be necessary?

What can guarantee that the next municipal (or national) administration will respect the strategic plan which by that time will still be running? What would be the tool to ensure its validity during a new government?

(ii) Implementation of the urban strategic plan

What was / is the institutional agreement for the implementation of the plan?

Was there funding available according to what had been budgeted and projected for the plan?

What additional funds for the urban strategic plan were obtained / mobilised? Were there modifications? If any, how significant have they been to the plan's project, programmes and policies?

Have there been (local) government changes? How have they affected the continuity of the plan implementation process?

(iii) Monitoring, evaluation and feedback

Who is in charge of the monitoring, evaluation, supervision and feedback of the plan?

What is the level of transparency, responsibility and participation in the process?

Which are the strategic plan's real and concrete results (and impacts)?

In what way is this experience significant for a future application of the strategic planning methodology?