

# **CAPABLE TERRITORIES**

## ***Bogotá Facing New Regional Dynamics***

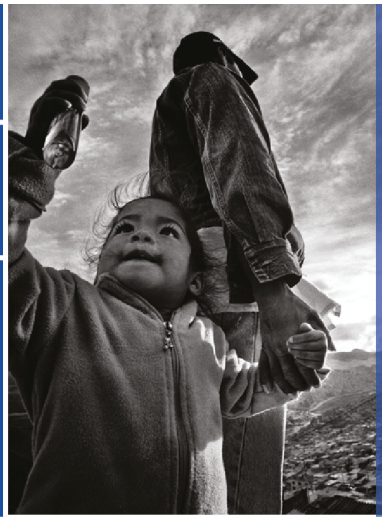


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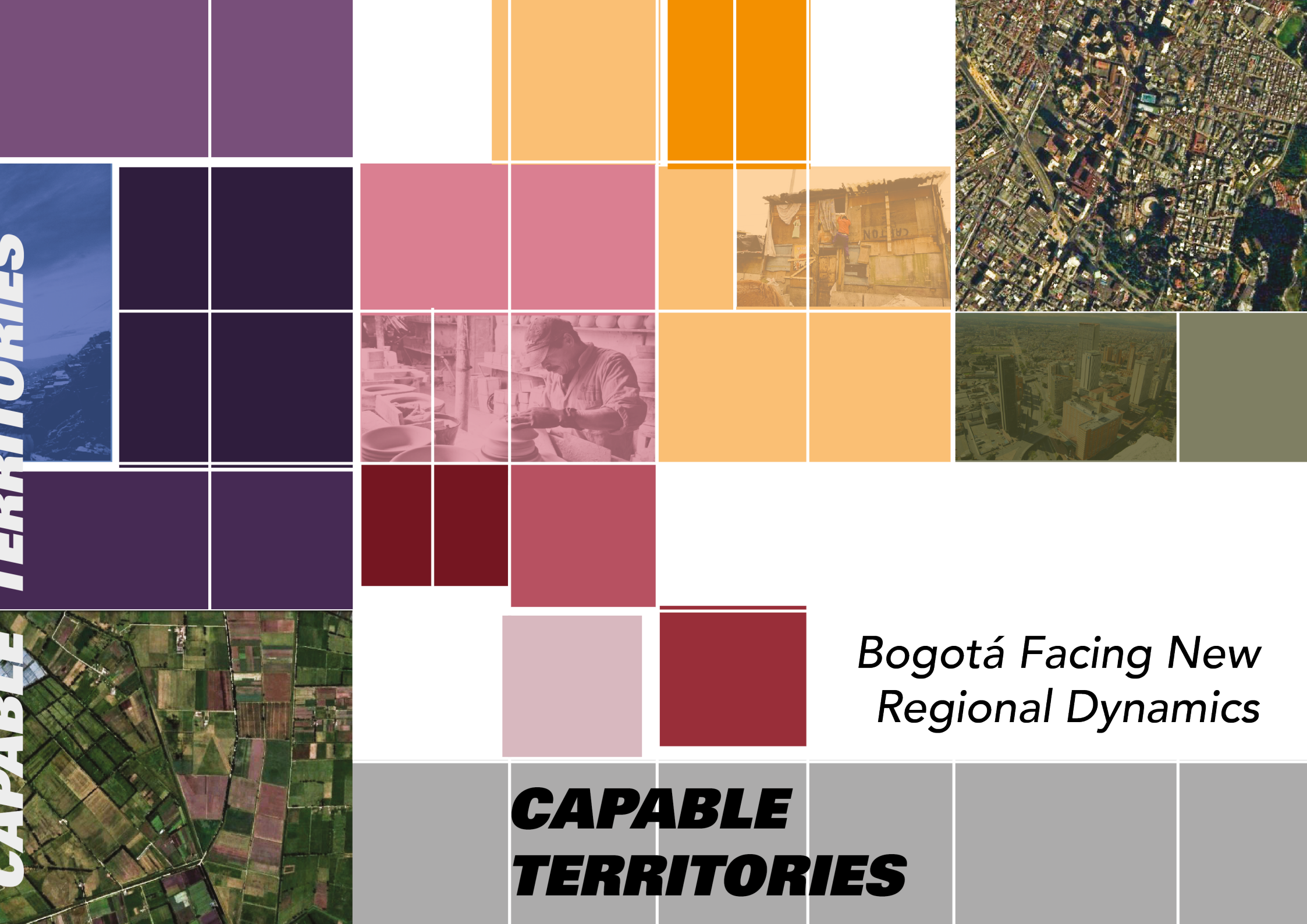
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**TERRITORIES**

**CAPABLE**



*Bogotá Facing New  
Regional Dynamics*

***CAPABLE  
TERRITORIES***





***CAPABLE TERRITORIES***  
***Bogotá Facing New Regional Dynamics***

Andrés Bernal Bernal  
Karina Santos Olano

## **CAPABLES TERRITORIES**

Bogotá Facing New Regional Dynamics

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Andrés Bernal Bernal

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# ***ABSTRACT***

Colombia, and particularly Bogotá, have suffered very intense and crucial changes that have shaped the city we have today. A city that has been struggling with the expansion, housing deficit, welfare crisis and the population growth rate. In the context of an internal armed conflict that has displaced millions of people to the main cities, Bogotá became one of the most important emergency exits for the displaced households.

But on the other hand, Colombia has shown substantial economic growth in last decade regardless the global crisis, this has contributed on the constant development in the industrial, productive and agriculture sectors in the region. Even though Bogotá is not able to expand anymore, the municipalities in the region that surrounds the city have urban area available to house these incoming population, and the economic activities developed in those territories are more adequate for their skills. In other words, the territory that surrounds Bogotá is distinguished by two crucial and convenient characteristics: availability of space for dwelling and of employment for the incoming population.

Gathering these facts, and recognizing the efforts of the National Government to develop housing, welfare and economic policies that have been exceeded by the dimension of the problem, our proposal for Capable Territories is born. Capable Territories is based on the fact that these initiatives exist, but in order for them to be effective they have to be articulated and addressed in the same direction. This is the main goal of the proposal: integrating welfare, housing, urban economic and territorial policies by the implementation of a regional development model that will start solving these issues. Our proposal entails the creation of a regional entity, denominated Agency of Territorial Development, which articulates and integrates new and existing policies and monitors the seven Federations (also advised in the proposal). The Federations are mainly composed by the local community of a group of determined municipalities, and will have the support of the private sector and the NGOs as well.

Capable Territories' aim is to turn around the problem of massive displacement into an opportunity for the community to be actively involved in the social and economic development of the Region and of Colombia.

# INTRODUCTION

New contemporary discourses that reflect a new way to think around the urban problems at the international level has encourage the study of alternatives and innovative experiences and initiatives that have the aim of balancing the urban social problems and the right implementation of public policies.

Capable Territories values the richness of the Region surrounding capital city of Colombia, Bogotá. It recognizes the flaws and the potentialities of national, regional and local policies developed in the country but also take into account the experience of foreign countries that have had successful examples in the development of welfare, housing, economic and territorial policies. Gathering these, plus the current difficult situation of Bogotá in terms of population and the city's growth, housing deficit among others have shaped the structure of the proposal at the end.

The document is divided in four main chapters that will be revealing the main important aspects that have shaped the proposal for the Region:

The first chapter gives a rough picture of what is the situation of the cities in the world and how they have evolved being the cities we see nowadays. Where the administrators and policy makers are heading and what are the concerns with the current situation. It illustrates the raise of the so-called "new urban question" that brings the aspect of

the increase of economic, cultural and spatial gap between rich and poor. A second part is dedicated to the contextualization of the Latin American countries showing the main characteristics of their cities. In this part the conditions of the slums are exposed and the fact that the poverty rate in the Latin American countries has decreased and the similarities among them in terms of expansion and the reasons of these expansions.

The second chapter begins highlighting the characteristics of a global shift in economic urban and regional development issues, characteristics of "the new urban question", framed in the previous chapter. Since one of the lessons learnt and that has been underlined with particular emphasis is related to the balance of welfare, housing and urban economics policies in the context of a sustainable territorial development. From that, the objective of the chapter is to gather some of the best practices examples of countries around the world and it searches for the right tools that help the proposal articulate the Capable Territories in the different fields and policies. The chapter is divided in four sections: Welfare, Housing, Urban economics and Regional development. Each section exposes the positives and negatives (when found) of the diverse programs exposed.

The third chapter explores the Colombian context describing its territory and the magnitude of the problems that the country has faced in past decades. One of the most

# INTRODUCTION

important issues described is the internal migration that has harm the civil population and what are the actors involved in this conflict. On the other hand it shows how the economic situation of the country and the how conflict has shape the Colombian cities. This chapter describes the different welfare, housing and urban economics policies developed in the national, regional and local level. One of the most important agencies described in this chapter that focus its attention on the vulnerable populations is “Acción Social”, it involves programs in all the dimensions previously mentioned. It has a solid structure and clear objectives that have helped thousands of families, but doesn't cover most of the vulnerable households.

Finally the last chapter describes the concept of the proposed model of regional development. Puts in context and describes the relevant aspects of Bogotá and the Region but in terms of population, education, migration, etc. By making evident the critical situations of the city and showing that there is no more urban space available to counteract them, the solutions are found outside the urban perimeter so the solution points into regional system that will involve all the aspects mentioned before tackling the problems of population growth, access to dwelling and welfare all of them articulated by the specialization of regional activities. By taking the relevant tools and elements described from the previous chapters, it intends to integrate and orientate the

necessary policies addressing its efforts to those who most need it. Something else that is related to this last chapter is the study of the municipalities located in the region and their main activities developed; it determines the type of population that can be relocated on each one of them. In general the proposal tries to implement a change in the present governance model assuring an active participation of the population and the effective use of public resources.

# ***1. A WIDE CONTEXT***

# 1.1. URBANISM AND CITY TODAY

## Current Panorama

The city of our times is characterized by being both a physical entity with living spaces for people and a development of personal and collective surroundings. However, in most cases, cities are also a place of segregation and differentiation. In these spaces the population, especially the vulnerable groups of low income and low education levels, face its daily displacement in terms of welfare, quality of life and access to proper housing. The populations of low resources are destined to live in the peripheral areas of the cities, fighting to join the established society rhythm empty handed, considering they lack higher education, tools, facilities and infrastructure. Hence, the city and its inhabitants are facing today a new form of segregation generated by the current model of economic growth.

“At the start of the twentieth century, [...] the demand for quality housing and improved living conditions in the city prompted public-health officials and modern architects out with considerable respect to the existing city fabric, and zoning redirected new economic and residential uses towards the suburbs. Consequently, the compactness of the core was preserved. However, the city witnessed spatial segregation of activities and sometimes a reduction of densities in the new growth areas.”(1)

The city of the twentieth century is the result of the close relationship between the capitalist system, new forms of production, new activities and the space in which these come together creating a new economic geography. This city, after a process of territorialization of these relationships,

is forced to assume workforce and knowledge displacement, and to assume a change imposed by economic trends that govern a globalized world, where individuals must adapt to the labor market and the supply and demand of jobs. Where the individual is not prepared academically or professionally to join the workforce, the person will be part of a larger group of existing population segregated in the city. Bringing new activities, new spaces, new architecture and urban planning, and of course new displacement; this phenomenon is the cause of new physical transformations of a city that had not yet solved the problem of physical and social segregation of vulnerable and poor groups (2). These cities need policies to evolve and implement the rhythm and the world situation.

“Expansion and exclusion are the keywords of the modern city right into the epilogue of the twentieth century, and represent the key to understand a form of relationship between space and human activities that Western culture has gradually structured. On the other hand, the relationship between production processes and social reproduction with territorial and urban organization is closely linked to a phenomenon that is primarily of demographic nature, and allude to a “cycle of urbanization”(3) that knows different rhythms in Europe and North America but characterizes all western cities over the first half of the twentieth century.” (4)



**Image No. 1.1 The society and city rhythm**

**[Montreal – Canada]**

*The general population should have the ideal support through public policies that help to overcome the ongoing changes and the rhythm set by the city.*

*By: Jenni 983 In: Flickr.com*

## 1.1. URBANISM AND CITY TODAY

In the city of our times the qualification process of the more traditional industry does not play a role as a determinant of urban growth in the cities of developed countries. The physical change is abrupt for the city: large abandoned industrial areas, unoccupied spaces once established for production and a growing need for new territory environmentally friendly and with infrastructure adequate for the current demand of goods and services that foster economic development.

“In the twenty-first century, the internationalization of socio-economic relations and the growth of the knowledge economy are influencing the European city in a number of ways. Industrial manufacturing activity is losing its specific weight in the economy, particularly in Europe and other parts of the developed world. This is due to the relocation of production and to declining use of human labor in the manufacturing process. Classic industrial specialization will no longer play a major part in shaping the city, but creative synergy in all spheres of services and production activity requiring high levels of knowledge will find a better setting in this complex – but not necessarily standardized – city.” (5)

### **Image No. 1.2 Globalization effects**

[Shanghai – China]

Changing the urban landscape as a result of global economic trends

By: livinginchina4now In: Flickr.com



## 1.1. URBANISM AND CITY TODAY

In the middle of this panorama of economic and territorial changes, social policies seem to be a topic of secondary importance. In reality, social policies should accompany the urban development phenomena with policies that help the population advance through the changes in society to help them be prepared for the opportunities of the future, preventing segregation and unemployment.

A large portion of the references available has opted to provide much of this responsibility to the market, hoping to find a self-regulated mechanism that provides for rights and services. By contrast, in most of the examples we have today, we find models where the lower classes are unable to access decent housing, proper education or universal healthcare.

“In market societies private housing is a commodity produced and exchanged for profit. Outside the social or public housing sector where housing may be allocated on the basis of some criterion of need or at a below-market price, the residential choices available to urban households depend primarily on their ability to compete in the housing market, which comprises housing providers, facilitators, and consumers. While the wealthy can compete in the market for the most attractive and expensive housing in the best areas, those with low incomes or the long-term unemployed are unlikely to be able to gain access to the private housing market except at the lowest levels. Those unable to buy must

rent from either a private landlord or in the public social rented sector.” (6)

Unfortunately, governments and public policies have not yet been able to meet the growing need for social protection in their communities. In some cases, even their best efforts, the public sector is only able to cover a small percentage of the actual population that needs of government services and support.

“... in some countries housing policies are barely used as a formal instrument to respond

to situations of extreme housing exclusion. By contrast, housing policies seem to focus on meeting the needs of middle-class families, while the needs of most vulnerable groups are dealt with

### **Image No. 1.3 New dismissed structures [Panama City – Panama]**

*As part of the negative consequences caused by specialization and urban segregation*

*By: MarcioAndresDMS In: Flickr.com*



## 1.1. URBANISM AND CITY TODAY

only through social protection policies.” (7)

There are multiple challenges (8) that currently influence the national and local governments. Social, economic, housing, labor and territorial policies must be designed in conjunction with a high level of congruence between them and their stakeholders. At the planning stages, the real picture has to be evaluated considering all the conflicts that already existing and the potential conflicts that may emerge, while also developing solutions with high levels of public participation.

“Social segregation and specialization in production are spontaneous trends brought about by individuals, groups and sectors with a view to improving efficiency. This gives rise to spatial segregation, which is supported by people simply expecting the car to solve all their mobility problems.(9) In the long run, this zoned approach to the city, which for a certain time was useful for production, generally brings about string restrictions to the economic and social efficiency. Accordingly, different models of organization must be sought.”(10)

The new processes of urbanization that involve the world population coincide with phenomena related with spatial distribution of the population issues. “Individuals and social groups with different cultural backgrounds will more and more mix together especially in highly urbanized regions.”(11)



**Image No. 1.4 Labor crisis [USA]**

One of the biggest challenges of the current city governments

By: PKessel In: Flickr.com

### Rethinking a model

Many ideas and thoughts have been emerging from a large number of professionals, technicians, politicians and leaders in different parts of the world. These new discourses and theories propose solutions that have been created based not only on the territorial and political reality of our cities, but also in economic and social problems that we face now. The large contemporary cities are the areas where the new models take place and at the same time, where the potential outcomes and responses are represented. (12)

For this reason, these evolving theories are urgently requesting a new urban renaissance, where the design develops through adequate planning, high quality integration of society and sustainability of the economy and the environment.

“We need a vision that will drive the urban renaissance. We believe that cities should be well designed, be more compact and connected and support a range of diverse uses – allowing people to live, work and enjoy themselves at close quarters – with a sustainable urban environment which is well integrated with public transport and adoptable to change”(13)

One of the most recurrent ideas within the proposed texts is the compact city idea, as a mechanism to combat sprawl and dispersed urban development. It seeks to achieve efficiency yet unknown in regards to the use of land, natural resources, energy and time considering the concentration of activities and services.

In Fact, the improvements that have developed from the new policies, are those that directly improve the negative aspects of urban sprawl. The



## 1.1. URBANISM AND CITY TODAY

advantages of the new policies directly improve the problems which we struggle today: low density, car-dependent cities, increase in pollution and reliance on fossil fuel, decrease in social capital, loss of farmland, and loss of urban coherence.

It appeals that big cities are pioneers in the organization of their environment and the surrounding territory, exemplified by the limitless expansion. But, cities struggle to perform a wise, systematic, and functional management of the land that respects both the common resources and the social rights of the population. For this reason, it is promoted the concept that just as the city is recognized as polycentric within the metropolitan area, public policy should recognize the region of the same way, and redirect resources in order to ensure that the economic, social and housing needs of each urban center are met.

The economic development of cities, even if it is perceived as the first and most important priority for the wellbeing of the city, it cannot be the main recipient of public funds by responsible governments. Economic development is a natural bi-product of wise urbanization. Once urban development designs that foster quality, safety, aesthetics, vitality and dynamism of the city, are put into place, these characteristics will become an automatic economic attraction, now possible, thanks to new growing business needs in today's globalized market economy.

"A key message of the Urban Task Force was that urban neighborhoods should be vital, safe and beautiful place to live. This is not just matter of aesthetics,



**Image No. 1.5 Social segregation and specialization [Chicago – USA]**

*As dispersed urban reality that classifies people and activities across the environment*

By: Magnificentextravaganza In: Flickr.com



**Image No. 1.6 challenge against sprawl [New York – USA]**

*is the opposite of the desired model for the new territorial development trends*

By: Neotint In: Flickr.com

## 1.1. URBANISM AND CITY TODAY

but of economics. As cities compete with each other to host increasingly footloose international companies, their credentials as attractive, vibrant homes are major selling points.”(14)

In these new urban development trends, housing should be seen as an essential factor, an element ensuring the livability and the appropriation of a place. But additionally, policy makers should ensure that the new housing policies be conceived as a fundamental right to which every person can access, helping to leave behind the consequences of social segregation, creating community and bring closely the links between home, work, education and city in just one place.

“Housing itself does not guarantee social inclusion, but it is a prerequisite for the homeless to become integrated... To find effective housing rights, appropriate measures for their implementation should be created, including a planned and adequate budget approach”(15)

### Improving the concepts

Within the context, the term “quality” is used more commonly to explain the need for communities physically and environmentally adapted, in which the different daily activities and people’s development are fostered by the design and layout of the community space within the society and mindful of the rights of the population.

Thus, the highest quality is required and necessary in all scales of urban intervention.

At large-scale, urban development policies should ensure a sustainable balance in finance, infrastructure and livability. This could be possible if there is no further wasteful expansion of the city into the few undeveloped areas, conscious intervention in existing developed areas, wise management of open spaces within the metropolitan area, sustainable and technical city finalization, complementing systems and creating living spaces within the existing areas of the city.

“It seems a necessary that beyond reducing the consumption of land as recommended for the environmental imbalances, distributed interventions must be promoted, mainly lightweight, multi-scalar and integrated within strategies able to adhere to specific conditions of the territory. The cited “quality development” should find a match in the suitability search, the development immediacy in the territorial differences.”(16)

At the local level is assumed the challenge of “habitability” as a new concept of public policy,



### **Image No. 1.7 New Urban Development trends**

**[Chelsea - UK]**

*Chelsea barracks as innovative project with new*

*urban ideas and theories*

*By: CABE (Commission for Architecture and the Built Environment) UK*

## 1.1. URBANISM AND CITY TODAY

beyond the simple quality of construction or simple development of necessary spaces. New developments should be habitable in the moment that combine a large number of features that enable people to their enjoyment, the realization of all their activities, meeting, networking, improving life quality, access to basic services and general inclusion of urban life.

“Replace with ‘habitability’ the wider and abstract term of ‘quality’ is a way to put at the center the not eliminable relationship between population and space and to ask for the space distribution of policies.”(17)

However, these theories and texts are not limited to a mere compilation of proposals and ideas, which in most cases may sound utopist. Consciousness for the successful completion and implementation of requested changes is a new ingredient, which requires a sharp differentiation of the examples in the history of cities, which requires

a responsible look at the consequences and the type of model that these changes generate in the development of future cities.

“We must not forget that some of the features we now value – such as density without quality urban design and with a mix of incompatible uses – have led in the past to situations of deep crisis in the city, and could do so again in the future” (18)

### Global trends and keywords

The world, right now is facing the so-called “new urban question” that meanly tries to understand the contemporary urban phenomena, talking in terms of growing urbanization and spatial distribution of the world population, “within the same metropolitan areas, and, finally on the basis of the increasing economic, cultural and spatial distance between the poor and the rich.” (19)

We can find among the proposals and texts from around the world, terms and elements that match each other as a fundamental part of the change required for the development of new public policies to achieve the renaissance of urban spaces for people.

This new approach could be summarized by some of the elements cited by the UK Prime Minister, John Prescott, during a speech in 1998 in which he placed particular emphasis on cities seen as centers of human activity.

Excellent design principles, economic strength, environmental responsibility, good governance and social welfare, are the elements that have been proposed to the leaders and policy makers from UK to overcome the challenges of contemporary cities. These elements and challenges can be unequivocally applied

### **Image No. 1.8 Habitability for community [Munich - Germany]**

*The habitability of the city and its spaces as the carrier of quality to serve the community*

By: SophieMuc In: Flickr.com



## 1.1. URBANISM AND CITY TODAY



### Image No. 1.9 Built Environment [UK]

Commission for Architecture and the Built Environment as a part of public policy to enhance cities. In: [cabe.org.uk](http://cabe.org.uk)

to all cities around the world, regardless of their economic classification or technological development.

“One of the key political challenges of the new century is to make Britain’s towns and cities not just fit to live in, but thriving centers of human activity. There is no single solution and we need coordinated action based on the joint principles...” Department of the Environment, Transport and the Regions John Prescott (1999) (20)

Additionally, the world is returning to stage of fundamental awareness to dispersed forms of development, where the fight against sprawl has taken more and more strength and is the subject of demonstrations mainly in the most developed countries. The massive invasion of retail stores is a hands-on environmental, social and economic issue, which has provoked a widespread citizen response.

“...It should also be pointed out that the compact, integrated city is friendlier to its surroundings, offering coherence and diversity as well as environmental benefits (conservation of energy, water, air). (21)

The cards are on the table, the challenges that need to be addressed have been determined, and theorists, scholars and lovers of the city have given their opinions and solutions. It is time for governments, policy makers, planners and community leaders to act on it.act on it.

## 1.2. **LATIN AMERICAN BACKGROUND**

The Latin-American region has overcome the 2008 worldwide crisis better than other regions (for instance USA and Europe). The region nonetheless suffered from the crisis and fell into a deep recession; in 2009 the Latin-American GDP decreased 1.8%, a greater reduction than the Asiatic Crisis in 1997, the Russians in 1998 and the Americans in 2001. Even with that, the Region responded better than other that drop a 3.5%. (22)

Nowadays, the region is leading the recovery of the crisis, together with Asia. These regions will have an increase of around 6%, while USA 3 % and Europe won't get to the 2%. Experts have been trying to answer why the Latin American region has been able to overcome the crisis and two possibilities arise. First, the region had economic resistance due to prudent fiscal and economic policies. Second, external factors such as the injection of the IMF (International Monetary Fund) ensured that the economies functioned. Experts agree that it could be a combination of both possibilities what influence resistance to the crisis, although it is too soon to quantify the importance of each. The challenge now is to develop sustainable plans, changing the mentality and overcoming the political pressures that currently look for immediate profits. (23)

In the developing countries the spatial dynamics of the city is characterized in great part by the migration of population with no resources, coming from the rural zones, and

occupying settlements in the cities resulting in extreme precarious conditions.

In the cities of the south of the world and specifically in Latin America; the growth of the city is not a product of Urban Planning. The migration into the cities is unplanned and mostly due to social conditions, natural disasters or internal conflicts. The spontaneous creation of unplanned neighborhoods risks the wellbeing and security of the inhabitants who sometimes escape abandoning all their belongings when the authorities try to re-take occupied public land. The analysis published by Dupont and Sidhu [2000](24) about the relationship between the family incomes and the residential locations shows the close relation between the precarious situations and the place of residences of the families. The migrants with no resources have no alternative other than occupy public land and build their house there to solve their housing situation.

“More than 900 million people can be classified as slum dwellers, most living under life – and health – threatening circumstances. Almost one of three urban dwellers – one of every six people worldwide – already lives in a slum”(25)

The ‘barrios de invasión’, or ‘occupied neighborhoods’ is a term in reference to slums, and there, these areas welcomes newcomers

by giving them the opportunity to join a community that has had the same problems and has to live in the same conditions. In consequence of the economic restrictions the inhabitants suffer in the slums, occupiers tend to work nearby, which allows them to save some money and time; but as a negative aspect their dwelling remain in poor conditions

“In the mentality of these populations the safety, the closeness to the transportation, relationship networks and the work place, the access to water and electricity service are more important than regular aspects , such as the dwelling’s completion.”(26)



**Map No. 1.1**  
**Latin American Countries**

## 1.2. LATIN AMERICAN BACKGROUND

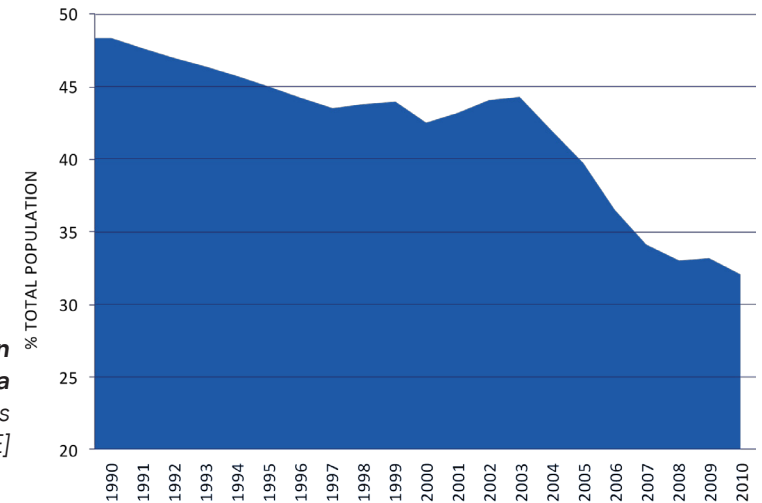
However, the situation in the occupying areas is never easy, at the end; people have to cross the city to reach their work place, when they have one, considering there are no jobs available the people have to take the first offer they can find. This type of poor conditions makes residents vulnerable to be evacuated from the area, in which case the population transfers again to another slum increasing its density. The study of Dupont and Sidhu [2000](27) in Delhi observe the operations of improvement of the capital, where the government would move away the illegal occupation to a farther location but where the urban planning problems would not be solved.

The Delhi's example applies for other developing cities as well: obtaining a house in Sao Paulo, Brazil, where the areas destined for construction are scarce and expensive, is not easy for the poorest families. For this reason they are obliged to construct over areas in the center and the periphery of the city abusively called 'favelas' or to buy land from clandestine developers (Menna-Barreto Silva, 2000(28). In Sao Paulo in the 1970's at the end of December, the illegal division of land into plots arrived to 35% of the urban zone. The 'favelas' are generally located in the periphery and over land where is not allowed to build permanent housing, also the people that live in the illegal housing are not excluded but also the industry workers, the tertiary or the public sector.

One of the issues about the illegal settlements

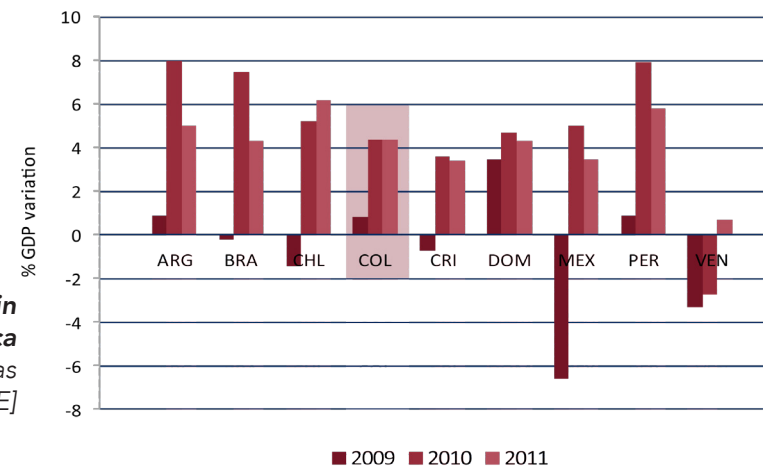
**Graph No. 1.1 Poverty Rate in Latin-America**

Source: *Perspectivas Económicas de América Latina 2011* [OCDE]



**Graph No. 1.2 GDP Variation in Latin-America**

Source: *Perspectivas Económicas de América Latina 2011* [OCDE]



## 1.2. LATIN AMERICAN BACKGROUND



**Image No. 1.10 Barrios de Invasión  
Ciudad Bolívar [Bogotá-Colombia]**  
View of the slums in Bogotá, Colombia  
shows the precarious conditions of the  
dwellers.  
By: wmcastillos In: Flickr.com

## 1.2. LATIN AMERICAN BACKGROUND

is the lack of hygienic services in the house or the whole building. Taking once more the study developed by Dupont and Sidhu in Delhi, the 66% of the families that have an illegal house in the city's periphery have only one room and 20% of them don't have the basic services. But the families that invest in these types of dwellings bet that the state at some point will legalize their abusive constructions.

The migrants such as the low income families look to be adopted in the difficult situation in which they are. The strategy is more elaborated that it might seem: the families evaluate the possible risks that are in being evicted from their home or achieve the regularization of their property.

"... Segments of the urban population have higher rates of unemployment, lower educational attainment, higher morbidity and mortality, worse environmental conditions, and isolation and exclusion from social integration and economic opportunity. Rapid population growth places additional demands on the availability of affordable shelter and other amenities. These problems are compounded by the even higher absolute and relative growth of poverty in the cities and towns of the Southern countries."(29)

In order to illustrate with specific examples what's been said in the previous parts, Mexico City offers an insight of the dilemmas facing Latin America's largest agglomerations. In the past decades the insecurity growth and fear in large Latin American cities (30). For instance in the 40's Mexico City had around 1,6 million inhabitants, in

the 60's it had achieved 5 million and currently it is around 20 million inhabitants, spread over 1400 square kilometers. The reasons of this seemingly uncontrolled population growth were a cyclical economic downturns and political changes.

This growth has made the city's managers to make policy decisions that in some cases failed and in others succeeded. These conditions of change have made Mexico City to be an ever-present, ever-growing and ever-developing megacity. When talking about megacities it refers to the urban agglomerations of more than 10 million inhabitants.(31) As shown in image no. 1.11 "Mexico City's mass produced and anonymous urban landscapes (...) take the shape of informal settlements or low-income sprawl, and

compete for limited resources such as water and electricity."(32)

The challenges facing Latin American cities and need to accommodate the increasing amount of low income housing has brought a juxtaposition of new residential complexes facing slums deprived of water and sewers(33), right next to residential areas of high income populations as shown in image 1.12.

In the case of Buenos Aires, Argentina; in 2001 a census of population and households showed an emerging class of 'new poor', which was referring to the middle classes with limitations on their incomes and consuming capacity. With the 2010 census, the increasing of the 'structural poorness'

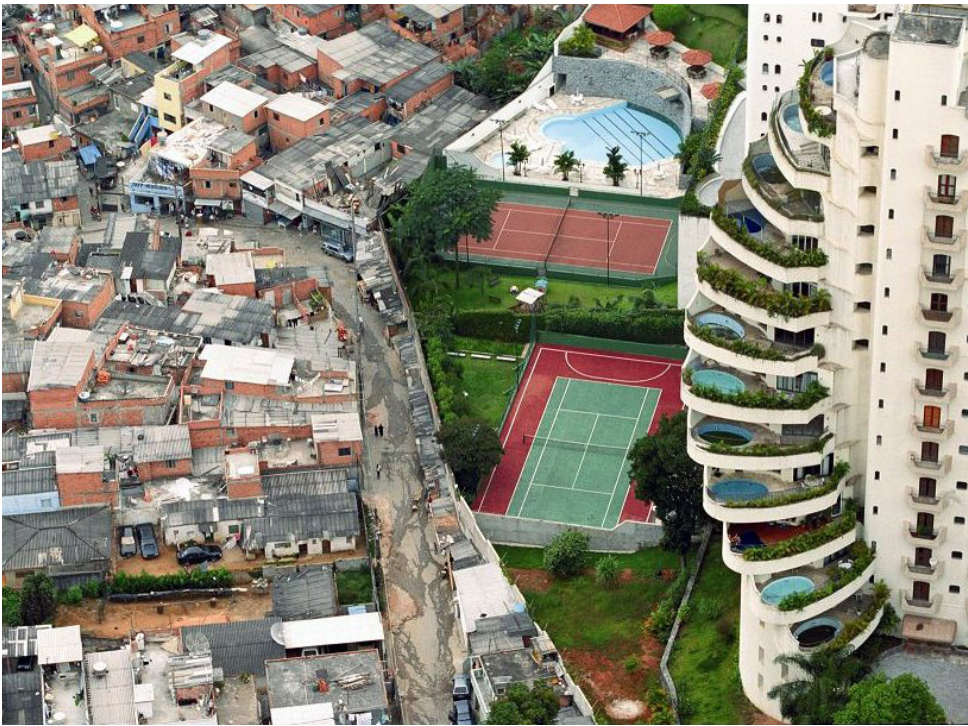


**Image No. 1.11 Formal Mass production dwelling [MexicoCity - Mexico]**

Mass produced and anonymous landscape. In: [imagenesaereasdemexico.com](http://imagenesaereasdemexico.com)



## 1.2. LATIN AMERICAN BACKGROUND



**Image No. 1.12 Informal Mass production dwelling [Sao Paulo-Brazil]** The marked difference between wealthy and poor. In: zadrina.it

was shown; it is in reference of the population that inhabit houses and precarious settlements. The clear proof was the occupation of public space such as Parque Indoamericano (image no. 1.13), railway lands, spaces under highways, public squares, etc. At a metropolitan scale it was called the 'metropolitan intern peripheries'. At a Regional level the analysis shows important data such as the national and international migrations, trends in the employment market and individual access to public services (health and education), the figures show that between 2004 and 2009, 750 thousand foreigners searched for these services in their host countries

The distribution of the urban space is the result of the action of different forces and antagonists. The cost of the dwelling explains just in one part the forms of segregation. The different levels of income of the inhabitants are reflected in the spatial and social evolution of the city. The best-off families choose carefully the areas of the city where they want to live and leave the poorest areas. That's how they determine the evolution of the structure and the social geography of the city where they live. Dynamic phenomena are created, such as the gentrification in the center of London(34).

The fragmentation modalities of a city depend on the development state of the country, the ideological orientation of the city's managers, the weight of the economical and environmental problems, and the intensity of the demographic pressure. In a moment is possible to trace the socioeconomic map of an urban settlement, with its bourgeois neighborhoods and its popular neighborhoods but this distribution of the city evolves continuously, particularly with urban growth and the way of life evolution and aspirations. On the other hand, the reconstruction programs and revitalization contribute to the socioeconomic geography evolution of the cities.

The neighborhood's most important role is to be a place of social interaction and with that in mind, neighborhoods have an important role of socialization for kids and for the parents to elaborate real residential strategies. Extreme forms of socio spatial segregation appear with the development of 'closed communities' particularly in the USA, Latin-America and South Africa (Le Goix, 2003) . In these cases the desire of the inhabitants is to defend themselves from the extreme dangers (particularly delinquency) but also from being surrounded by similar people: 'the physical closeness' and the 'social selection' are the main characteristics of these communities, in fact Renaud Le Goix wonders if these are 'pieces of the city' or 'separate territories'.(36)

"...programs of public housing inspired in the post-war policies of the European countries: programs that from the beginning it was known

## 1.2. LATIN AMERICAN BACKGROUND

that were limited developed and selective effects in the third world countries, with a redistribution of resources in favor of the middle and middle-high classes.”(37)

“The basic idea is a overturning of the traditional position: the State has to recognize and valorize the positive contribution of the self-construction and the informal sectors practices, incorporating it in the public housing programs and making the participation and the self-help the base of the interventions.”(38)

“A wide selection of questions regarding the equal experience of the third world countries offers suggestions of evident interest: the importance of the control of the inhabitants on the habitation processes, the possibility to redefine the public operator as ‘the ones that is able to do it’, the strategic role of a ‘communitarian’ sector or the ‘popular’ sector in the habitation field.”(39)

The evidences shown before are complemented with the homelessness and the poverty policies concepts. People is generally considered homeless when they don’t possess a legal title to a land, for instance a rent contract and ownership title; or that are actually living in the streets. The reasons why these homeless are in the streets are divers such as alcoholism, addicts, vagrants, criminals and mentally ill, or social causes like marital breakdown or bereavement, family violence, deterioration of traditional extended family translated in the lack of family ties in order to turn to when problems arise, and finally the government’s social proposals.(40)



**Image No. 1.13 Parque Indoamericano [Buenos Aires - Argentina]**  
*The marked difference between wealthy and poor*  
By: casamarilla In: Flickr.com

As mentioned by Garau, Sclar and Carolini in A home in the city, for a long time policy approaches designed for the advantage of the urban poor have been missing. That’s why they described the necessity to define a set of pro- poor urban policies, ensuring that the urban poor have a say in their design and implementation as a success key. (41)

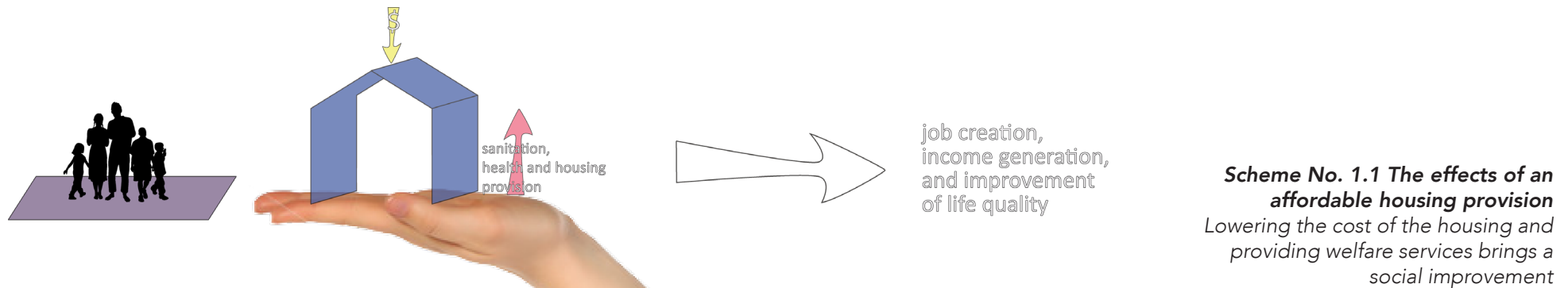
First a land regulation and transparency in private land transactions, since the demolition of urban slums create more poverty than reducing it. As it was mentioned before, the eviction of an informal settlement doesn’t reduce slums, it just moves them. “The best protection against forced eviction is security of tenure”(42) which is a formal and informal legal arrangements giving full land titling

to local customary rights of tenure.

Secondly, cities providing adequate, affordable infrastructure and services (for the poor): through appropriate design and innovative structures of rates and subsidies. Examples of this principle are all over the world, including in Colombia with the Housing and Environmental Improvement Program established in 1994. An additional example is the Orangi Pilot Project with the mobilization of local people to improve sanitation, health, housing and other aspects of their communities, among other examples.

The various projects can alleviate needs by creating Community contracts, where the dwellers are more involved in the improvement projects

## 1.2. LATIN AMERICAN BACKGROUND



which would eventually raise their incomes. The agreements between the community and local government bring many advantages in social empowerment, job creation and income generation; it creates a sense of ownership and civic pride.

The improvement of public transportation will expand options for the urban poor, considering that the main priority has to be given to the poor in urban transportation planning. The streets in the slums must be primarily for walking and open space for the residents.

In addition to access to public transportation, it is also key that Health services reach the urban dwellers: to prevent and treat diseases. Reaching the urban poor and increasing the number of slum dwellers who use health care facilities can certainly prevent outbreaks and general sickness. Furthermore, the building codes and regulations have to be conscious of security hazards, but

meeting the needs of urban poor. It is important to secure fair codes and regulations that prevent the unnecessary demolition of structures.

Finally, infrastructure for the construction of low-income housing has to be developed to prevent new slums from forming. Likewise, the creation of regulatory and policy environments that encourage private sector participation "... programs promoting development must also foster social inclusion."(43)

These set of policies counteract the fact that the housing policies in most countries are concentrated for middle class families, while the ones addressed to the vulnerable communities are been handled by the Social Protection policies.

# 1. A WIDE CONTEXT

1. CLOS, J., *The Endless City*. The London School of Economics. P. 160
2. As is remarked by Bernardo Secchi, who complement the term "poor" in the contemporary days saying that this category is not only composed by low income or assets person, family or social group, but poor are also those who cannot, even potentially, access fundamental goods and services that are necessary for their own survival. Poor are those who do not have, as opposed to the majority of the population of the same country and region, the same citizenship or accessibility rights due to limited spatial capital and who live, in the broadest sense of the word, in marginal and segregated areas without necessary shelter, services and facilities.
3. About "cycle of urbanization" is possible to see A. Caracciolo, *Dalla città preindustriale alla città del capitalismo*, il Mulino, Bologna 1978; M. Roncayolo, *La città. Storia e problemi della dimensione umana*, Einaudi, Torino 1988.
4. Original text: *Espansione ed esclusione sono le parole chiave della città moderna fin dentro l'epilogo del XX secolo e rappresentano la chiave per intendere una modalità di relazione tra spazio e attività umane che la cultura occidentale ha progressivamente articolato [...] D'altra parte, la relazione tra processi di produzione e riproduzione sociale e organizzazione urbana e territoriale è strettamente connessa a fenomeni che sono innanzitutto di natura demografica, e che alludono a un "ciclo di urbanizzazione" che conosce ritmi diversi in Europa e in Nord America ma che caratterizza tutte le città occidentali ben oltre la prima metà del XX secolo.* From PASQUI, G. (2008) p. 26 - 27
5. CLOS, J., *The Endless City*. The London School of Economics. P. 161
6. PACIONE, M., *Housing*, Elsevier. University of Strathclyde. P. 01
7. Original text: [...] *en algunos países apenas se utilizan las políticas de vivienda como instrumento formal para dar respuesta a situaciones de exclusión residencial. Por el contrario, las políticas de vivienda parecen centrarse en cubrir las necesidades de las familias de clase media, mientras que las necesidades de los colectivos mas vulnerables solo son tratadas a través de políticas de protección social.* From FEANTSA (2008) p. 07
8. This challenges are intensify with other reality emphasized by Mike Davis in his book *Planet of Slums*, were ensure that even with the right policies implemented now, the cities of the future, rather than being made out of glass and steel as envisioned by earlier generations of urbanists, are instead largely constructed out of crude brick, straw, recycled plastic, cement blocks and scrap wood.
9. It is not surprising that dominant groups, like people with private resources to have their own transport mean, as said Flusty in 1997, adopts strategies of exclusion and inclusion that are based on spatial devices, even if this is an attempt to undermine democracy and its rules.
10. CLOS, J., *The Endless City*. The London School of Economics. P. 161
11. SECCHI, B., *A new urban question. On: Territorio 53 / 2010, Rivista del Dipartimento di Architettura e Pianificazione, Politecnico di Milano*. P. 8
12. BAUMAN, Z., *City of Fears, City of Hopes*. Goldsmiths College, 2003
13. URBAN TASK FORCE, *Towards a strong Urban Renaissance*. Richard Rogers. P. 02
14. *Idem*. P. 05
15. Original text: [...] *la vivienda por sí sola no garantiza la inclusión social, pero es una condición indispensable para que la persona sin hogar pueda llegar a integrarse. [...] Para que el derecho exigible a la vivienda sea efectivo, se deben idear medidas apropiadas para su implantación, que incluyan un planteamiento y un presupuesto adecuados.* From FEANTSA (2008) p. 43, 45

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## REFERENCES

16. Original text: *Sembra necessaria una fase che, oltre a frenare il consumo di suolo come si raccomanda in ragione dei preoccupanti squilibri ambientali, promuova interventi distribuiti e prevalentemente leggeri, multiscalari e integrati, entro strategie capaci di aderire alle condizioni specifiche del territorio. L'invocata "qualità dello sviluppo" dovrebbe trovare corrispondenze nel lavoro sull'abitabilità, la contestualità dello sviluppo nelle differenze territoriali.* From GABELLINI, P. (2010) p. 21
17. Original Text: *Sostituire il termine abitabilità a quello più ampio e astratto di qualità è un modo per mettere al centro le relazioni ineliminabili delle popolazioni con lo spazio e per sollecitare la spazializzazione delle politiche.* From GABELLINI, P. (2010) p. 22
18. CLOS, J., *The Endless City.* The London School of Economics. P. 161
19. SECCHI, B., *A new urban question. On: Territorio 53 / 2010, Rivista del Dipartimento di Architettura e Pianificazione, Politecnico di Milano.* P. 9
20. GABELLINI, P., *Fare Urbanistica, Carocci, 2010.* P.23
21. CLOS, J., *The Endless City.* The London School of Economics. P. 161
22. <http://www.politicaexterior.com/archives/10355>
23. Idem
24. VÉRON, Jacques. *L'urbanisation du monde.* 2006. P.49
25. GARAU, P., *A home in the city.* Millennium Project. 2005. P.12
26. Original text: *Nel quadro di vita di queste popolazioni la sicurezza, la prossimità alle reti di relazione e al luogo di lavoro, l'accesso a servizi urbani come l'acqua corrente e l'elettricità sono più importanti di tratti convenzionali, come ad esempio la completezza fisica dell'abitazione.* From: TOSI, A., *Modelli moderni. Una storia sintetica della problematica abitativa.* In: *Case, quartieri, abitanti, politiche.* Clup, Milano, 2007, seconda edizione. p. 31.
27. VÉRON, Jacques. *L'urbanisation du monde.* 2006. Pg. 50.
28. Idem. Pg. 51.
29. GARAU, P., *A home in the city.* Millennium Project. 2005. P.13
30. CANCLINI, Néstor. *Makeshift globalization.* The Endless City. The London School of Economics. Pg. 186.
31. CASTILLO, Jose. *After the explosion.* The Endless City. The London School of Economics. Pg. 174,176.
32. Idem. Pg.175.
33. CANCLINI, Néstor. *Makeshift globalization.* The Endless City. The London School of Economics. Pg. 190.
34. VÉRON, Jacques. *L'urbanisation du monde.* Pg.51. 2006.
35. Idem.Pg.52.
36. Idem.Pg.52.
37. Original text: *...programmi di edilizia pubblica ispirati alle politiche post-belliche dei paesi europei: programmi che non potevano avere, nelle concondizioni del Terzo Mondo, che sviluppi limitatissimi ed effetti altamente selettivi, con una sostanziale redistribuzione di risorse a favore di classi medie e medio alte.* From: TOSI, A., *Modelli moderni. Una storia sintetica della problematica abitativa.* In: *Case, quartieri, abitanti, politiche.* Clup, Milano, 2007, seconda edizione. Pg. 29

## 1. A WIDE CONTEXT

**38.** Original text: *L'idea fondamentale è un capovolgimento dell'atteggiamento tradizionale: lo stato deve riconoscere e valorizzare il contributo positivo dell'autoconstruzione e delle pratiche del settore informale, incorporandolo nei programmi di edilizia pubblica e facendo della partecipazione e del self-help la base degli interventi.* From: Idem. Pg. 31.

**39.** Original text: *...una serie di rispetto alle quali l'esperienza dei paesi del Terzo Mondo offre suggestioni di evidente interesse: l'importanza del controllo degli abitanti sui processi abitativi, la possibilità di ridefinire l'operatore pubblico come colui-in-grado-di-fare, il ruolo strategico di un settore "popolare" nel campo abitativo"* Idem. Pg. 33.

**40.** TIPPLE, G., SPEAK, S., *Homelessness in Developing Countries.* CURD, University of Newcastle, 2003. Pg. 2, 7

**41.** GARAU, P., *A home in the city.* Millennium Project. 2005. Pg.48-66.

**42.** Idem. Pg. 49.

**43.** Idem. Pg. 65.

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## ***2. INTERNATIONAL APPROACH***



## 2. INTERNATIONAL APPROACH

This chapter begins highlighting the characteristics of a global shift in economic, urban and regional development issues, characteristics of “the new urban question” (1), framed in the previous chapter, and which cities and their inhabitants around the world are facing. Based on this information, at this point is necessary to perform a specific approach at international levels to different models, philosophies, policies, programs and/or projects, which are being implemented to address the challenges set out to politicians, technicians, policy makers and world leaders.

*I processi contemporanei di trasformazione della città, come la concentrazione di larga parte della popolazione in aree altamente urbanizzate, il trade-off tra costi ambientali e vantaggi sociali della crescente mobilità e il legame tra nuove forme di deprivazione multipla e segregazione spaziale, mostrano come si possa definire una nuova questione urbana e come questa richieda sforzi di ricerca e sperimentazione non solo in campo urbanistico. Nel passato, altre trasformazioni dell'economia, della società e del territorio hanno indotto ad elaborare metafore innovative per la comprensione dei processi di urbanizzazione.*

**Bernardo Secchi in Territorio 53 / 2010**

As we saw in the previous chapter, making a general comparison with earlier times, there are innumerable issues, areas and policies that are included within the new urban question. This multiplicity of approaches makes cities, today more than ever, face the challenge of joining the various disciplines, addressing more deeply the problem of the cities' conceptual nature.

In some speeches, especially and predominantly in technical and budgetary terms, it may sound contradictory to talk in parallel about economy, regional development, housing, social security and environmental sustainability. However, in spatial and urban issues each of these terms is an integral part of the problem and the solution, they complement each other forming a desired contemporary model of policies that assume the individual responsibility of multiple factors.

In order to further focus on the purpose of this paper, we bring forward the concern about the level of importance of each topic discussed above. The creation and implementation of policies may be more effective when public agenda is prioritized, leaving behind personal and political preferences and focusing with determination and transparency on the existing and future problems of the city.

The numerous publications used, the thread that has followed the investigation and the conclusions developed in the context of various courses attended in the Faculty of Architecture and Society at the Politecnico di Milano, have emphasized the great importance of issues related with welfare,

housing and urban economics policies, in the context of a sustainable territorial development. In the same way, the promotion of these four points as building blocks for the contemporary city and territory, is promptly supported by authors and academic institutions that claim, as does by this paper, the essential role of the following topics:

The **Social Field** stands out, considering that the constructive social policy making plays a defensive role for people against the destructive forces of the market competition in today's global economy. (2)

Decades ago, the new discourses with emerging concerns about social cohesion and exclusion began to be recognized by the community and these have opened room for discussion and debates in policy making. This reality showed results in two related aspects: first, awareness that economic decisions can have both positive and negative consequences in both economic and political spheres; and second, that society, today more than ever, is immensely diverse, where social, special and economic aspects should be treated and developed in one single package.(3)

The current reality highlights a social imbalance that generates three types of factors driving poverty conditions. These factors can be demographic (divorce/broken up households); but above all is reaffirmed the inseparable relationship between **Social Field** and **Urban Economic Field** in factors linked to the labor market (unemployment) and the public support of the salary.(4)

## 2. INTERNATIONAL APPROACH



**Image No. 2.1 Connected World**  
**[Windhoek – Namibia]**

*In the midst of their needs, the population struggle to within a system, a system than was not created thinking about social balance.*

*By: Sigi K In: Flickr.com*

The poorest groups of society suffer most severely when financial markets collapse. Today, in a world made up principally by countries which systems are centered in macroeconomics and capitalism, we continuously see that the smaller and most vulnerable part of the population is left adrift. With this reality, programs that establish an appropriate

principle are clamored; for instance, programs that enable frameworks and promotional policies for local small-scale enterprise development can be an important avenue for spurring pro-poor economic development.(5)

Closely linked to the **Social Field**, the concern of the **Housing Field** around the world is developed in major political debates and as a matter of deep research. Today the housing issue plays an essential role in the eradication of extreme poverty and homeless programs, and at the same time contributes to the social services provision to the community to prevent that the access to the social housing market becomes a halfway solution that does not cover the real needs of the affected population.(6)

Housing and housing policies are a major cause of homelessness. The social, economic and health problems are important risk factors, but the fact that vulnerable people is evicted from their homes depends largely on the structural problems in the housing sector.(7)

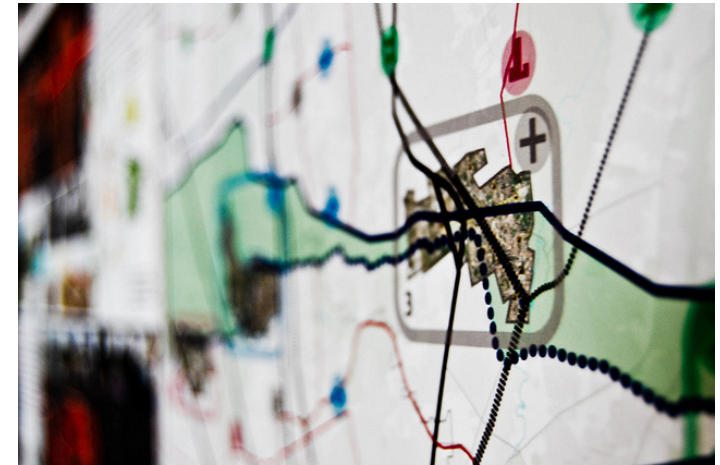
The territory, as fundamental element for the construction of new social housing policies and projects implementation, also is the contemporary base to find the urbanistic solutions for the cohesion and city restructuring problems. Nowadays those solutions are composed by multiple settlements and disintegrated parts, are looking for the efficient solution on the theoretical frame of City-Region and City of Cities initiatives.

We will give a technical look to valuable examples,

## 2. INTERNATIONAL APPROACH

which demonstrate the successful implementation of some innovative and leading proposals around the world. The programs and projects outlined below will give way to developing a proposal with its own argument. Welfare Policies, as responsible for the wellbeing of the community, are the cornerstone of society stability and articulated with Economic Policies give real support in a globalized world, allowing to find a home by the insertion of Housing Policies and supplying a work field for their implementation with the Regional Development programs.

**Image No. 2.3 Regional Role**  
**[Nord Milano – Italy]**  
Urban Design Studio [Politecnico di  
Milano 2010].  
By: Andrés Bernal Bernal



**Image No. 2.2 the social policies concern**  
**[Katura – Namibia]**  
Social Cohesion, Social Exclusion,  
Housing, Labor Market access. All around  
the most important concern: The people.  
By: C-BOB In: Flickr.com



## 2.1. WELFARE

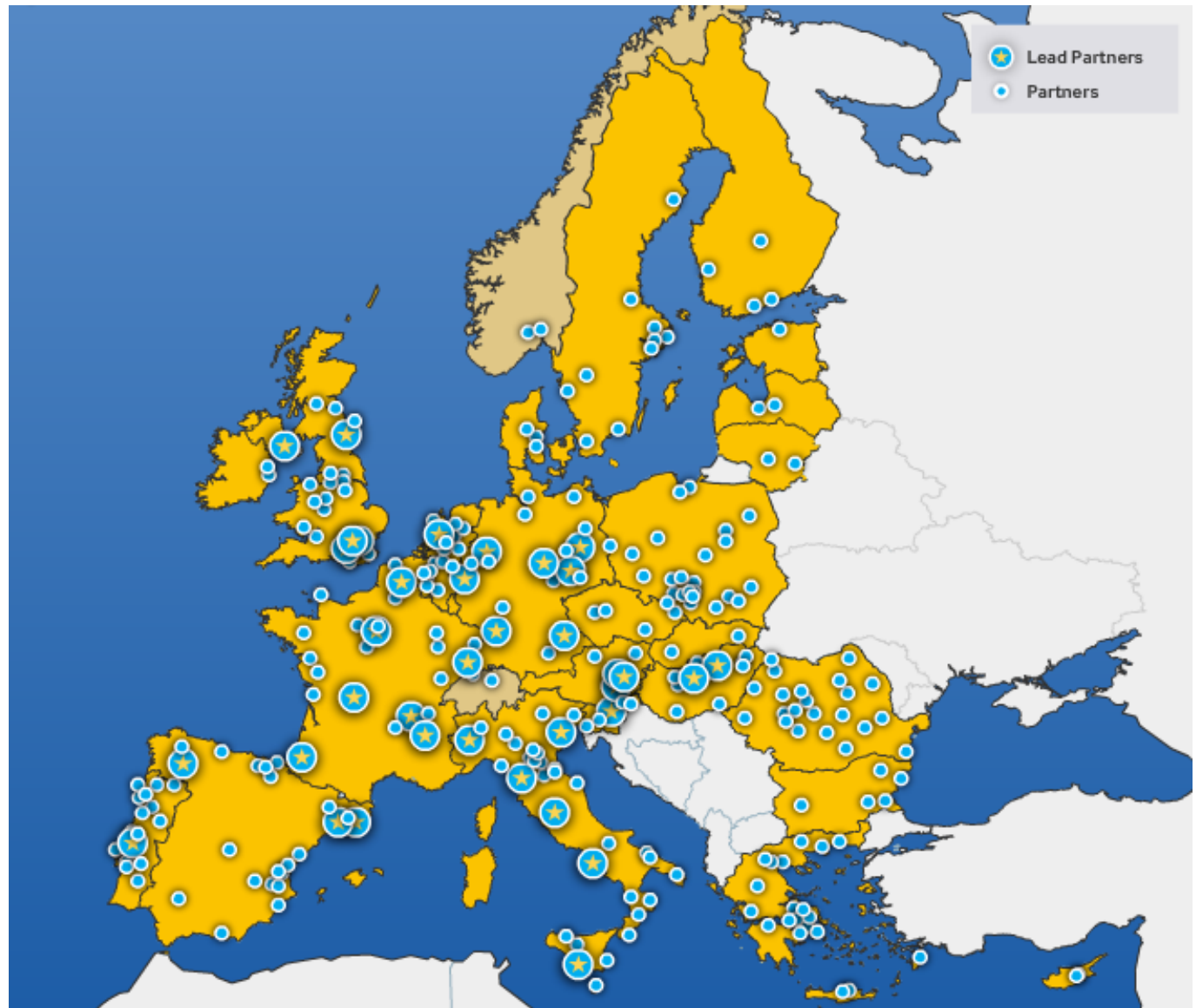
### The Welfare Regions

For about twenty years, the territorial units at the regional scale in Europe have seen a steady growth in the role played in terms of participation in the provision of welfare services to its population. Health, social services, labor policies and social inclusion are some of the issues undertaken by the regional authorities granted by higher levels.

This phenomenon has happened due to the emergence of two essential factors: On one hand, the current difficulty of central governments managing social policies (not only in Europe) to fund and implement organizational plans; and on the other hand, the European integration which has lodged as a priority for the states the active participation in the processes of 'region-building'. (8)

Before the creation of the European Union, the regions were carriers of new expectations of territorial reconfiguration of social protection, nowadays the regions have begun to be the reference units for organizing a collective response to the growing of new social risks and their governments have gained more importance as political and institutional actors, both horizontally in relation to other regions and vertically in discussions with local and national governments. (9)

Thus, a region-building process with the institutional strengthening of expenditure on different levels has begun, this process is based on two essential aspects, economic globalization



**Image No. 2.4 Projects of the URBACT programme**  
44 Social and integration projects in Europe In: urbact.  
eu

and continental integration, spatial reconfiguration processes that are still present, based on the general strengthening of the third level(10) of European governance.

The view that the programs are defined and controlled at the regional level that is promoted can be a tool to strength the regional culture and increase the importance of local communities in citizens' lives. This perspective is reflected in the creation of different support and regional cohesion programs that have shown positive results:

- New political order of the territorial divisions and interregional redistribution.
- New importance of political and institutional actors belonging to mid-level governments.
- More availability of resources from higher levels
- Creation of coalitions for development has been favored, thanks to the incentives generated by the region-building processes.
- Establishment of direct communication channels between the EU institutions and the third level of governance.

These positive outcomes in social policy matters at the third level have stimulated a European strategy that turns around the strengthening of regional level and the increasing of institutional participation, particularly in the field of labor and social inclusion.

The EU launched two initiatives and instruments to support the regional level's growing responsibility:

**INTERREG**, from 1991, with the aim of supporting and promoting cooperation between territories, becomes the first direct attempt of supranational politic to spatial reconfiguration, ignoring the internal borders of countries and redefining the territories on the basis of objectives with geo-economic and geo-social features.

**EGTC**, 2008, known as European Grouping of Territorial Cooperation, has as objective to facilitate and promote cross-border, transnational and interregional cooperation between its members. An EGTC is made up of Member States, regional authorities, local authorities and/or bodies governed by public law, with the main goal of intensifying the economic and social cohesion.



**RETIS**, European Transregional Network for Social Inclusion, is a clear example on how the programs aimed to enhance third governance level work. This program seeks to enhance social inclusion, through the joint work of thirty regions and local authorities of twelve states. These actors have joined forces to [1] reflect on and act together on EU social policies, and social inclusion in particular; [2] promote regional and local principles, values and identities; [3] promote citizenship and democracy.

Beyond the theoretical acceptance of an innovative proposal, and even when the institutional efforts are still latent, today after more than 25 years of political organization change aimed to find a welfare regional system, the new models of political interaction and multilevel institutionalization seeking social wellbeing (poverty reduction, active labor policies, policies against new social risks) are interesting from an academic standpoint, but their success are still open and not well set yet.

From the practical field, the re-territorialization could lead to increase effectiveness and efficiency of social protection, or for the contrary, could lead to a de-structuration of national welfare systems. It is the national context, its traditions, population and policies that could define the final path of this trend, in Europe is not yet determined.

### **Image No. 2.5 Interreg and EGTC**

*Stimulate cooperation between regions: Interreg and European Grouping of Territorial Cooperation In: ec.europa.eu + cor.europa.eu*

## 2.1. WELFARE

### European Social Investment

The notion of 'social investment' makes reference to interventions that aim at helping disadvantaged people by improving their life chances, particularly their chances to enter and succeed academically and in the labor market.

In the framework of territorialization of welfare policies in different systems of governance and with the modernization of social architecture, Europe has developed and adopted the discourse of social "investment" not the social "spending" for more than ten years. Traditional social models have evolved through labor market activation of the adult population and by seeking new forms of

investment, especially in human capital, also driven by international organizations careers of social investment perspectives.(11)

For a long time the EU has concentrated its efforts on increasing occupation rates, on the sustainability of social protection systems and on the growth of European competitiveness. Only recently, a clear focus on childcare, human capital and attention to the future has started to take an important position in the European political discourse.

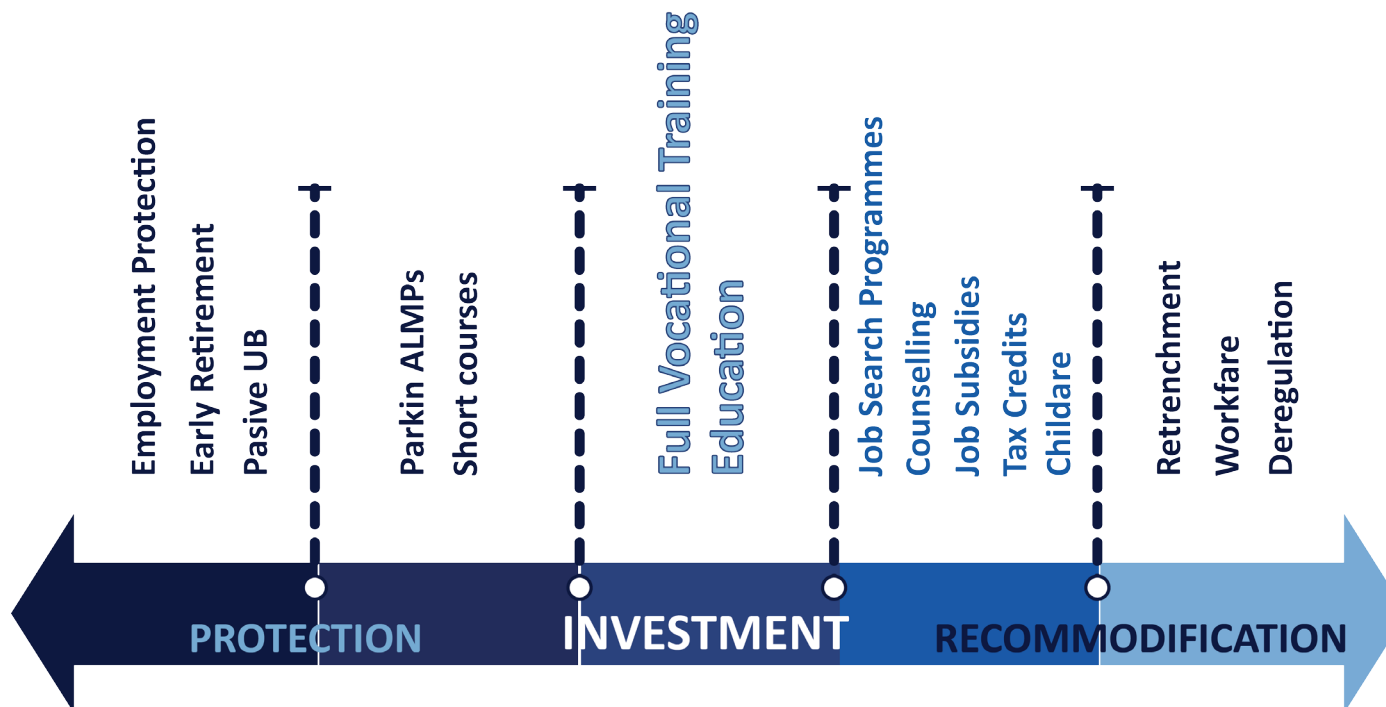
Taking into account a conceptual distinction between different types of social policy: protection, investment and recommodification(12),

each of the possible initiatives that government could implement in terms of policy are placed. Hence the key aspects of contemporary perspective of social investment are born grouped into three broad themes: Safety depends on knowledge, an orientation toward the future and social investment benefiting the community.

### Safety depends on Knowledge

The following groups of traditional and innovative initiatives are highlighted as an initial response to new social challenges in terms of social innovation and investment. These initiatives seek to consolidate a knowledge perspective.

- Increase the capacity of the adult population to be actively present in the labor market.
- Improve the adaptive capacities of people mainly through learning.
- Encourage the acquisition of new skills and respond to changes related to the emergence of a knowledge-based economy.



Graph No. 2.1 New Approach Social Investment EU

Source: What Future for Social Investment? Research Report

## 2.1. WELFARE

These initiatives reinforce human capital as a necessary element to ensure a constant connection to a rapidly changing labor market and a sufficient capacity of learning. Additionally, for the first time in the framework of the Lisbon Agenda, the initiatives determine the real importance of providing training to the youth and the consolidation of human capital into social investment strategies:

“Education and in general the investment in human capital formation are basically to ensure participation and social inclusion of workers and improve the competitiveness of the EU. In a rapidly changing world, people must have opportunities at different times of their lives. This means a commitment to permanent learning and continuous upgrading of skills, to adapt people to the present and future labor market demands.”(13)

Some authors have attempted to deal with this problem by distinguishing between two types of active labor market policies, or activation: those which are about improving human capital, and those which use essentially negative incentives to move people from social assistance into employment.

### Orientation toward the future

If the notion of time in a social investment perspective is considered, then it is assumed that this same notion is what makes us expect future dividends. Investing in children and youth, in fact, is essential to grow opportunities in the lifetime. (14)

After many years of neglect by policymakers and scholars, the social investment approach to social policy has put the spotlight on the issue of childcare. Childcare is a linchpin of the social investment approach, which seeks to shift the emphasis of public spending from passive transfers towards active, human capital boosting investments.



Education and Culture DG

**Image No. 2.7**  
**Child Development Center**  
USACE public affairs - Storck Barracks Germany  
In: [usace.army.mil](http://usace.army.mil)

Lisbon Agenda 2000, has stipulated that a strategic objective of the EU is to become one of the most competitive and dynamic knowledge-based economies, according to the challenges of new economic trends. This makes it clear, that as a guide to the future is paying more attention to opportunities for children and securing their future from social policies.

**Image No. 2.6 Program**  
**Knowledge Society**  
Eurocities network + Lifelong Learning Program (EU)  
In: [www.eurocities.eu](http://www.eurocities.eu)



## 2.1. WELFARE

### Social investment benefiting the community

It is assumed that making good investments in the present, should avoid spending in recovery issues in future, and that interventions that benefit an entire community rather than a single individual will always be the best investment in the present.

With this principle, investment in current social policies focus on the assurance of employment rates growth and childcare investments, this ensures the growth of human capital and future skilled workers.

### Institutional Approach

To talk a little more in depth about the perspectives of EU social investments it is necessary to focus on the implemented strategies.

**The Lisbon strategy** from 2000 (and its predecessor the European Employment Strategy from 1997). The Lisbon strategy includes a continuity from its predecessor in that it builds on soft policy instruments, but changes in that it attempts a 'positive' social agenda with one important objective: to achieve the three objectives concurrently: growth, employment and social cohesion.

The relaunch of the Lisbon strategy in 2005 explicitly gave primacy to job creation and growth while reprioritizing the combat against social exclusion. It also placed emphasis on knowledge, innovation, optimization of human capital, and enhanced skills of the labor force.

After the Lisbon Strategy, the European **Employment Strategy (EES)** was created. There are examples of policy change (equal gender opportunities, abandonment of early retirement schemes, prevention and activation policies, a better work/family balance, employment friendly taxation, more child care facilities), but few scholars would claim that the EES has been very effective in driving policy reform.



Image No. 2.9 ALMP for the EU 2020 strategy Belgian Presidency  
By: Belgian Presidency

Image No. 2.8 Lisbon Strategy 2005



Institutions as the **Organization of Economic Cooperation and Development (OECD)** have participated in the investment policies transitions. With a broad policy consensus around these concepts and policy orientations (Lisbon Strategy), the OECD has increasingly embraced a social investment perspective in its social policy, family policy and most recently, labor market policy.

### Active Social Policies

Recognizing that the reality around social balance is still not the most appropriate, where too many people are inactive or unemployed, too many young people leave school early, and as a result many people live in poverty (especially children and elderly) and socially isolated; the first step is to accept that new social realities require new responses, dynamic and active responses.

The changes occur rapidly and policies must adapt to this rhythm, responding innovatively and flexibly to the global challenges, technological advances and demographic evolution.

For these reasons, the EU has agreed upon the common principles and pathways, based on flexible and secure arrangements, the permanent learning, to active policies on labor market and modern systems of social security that facilitate people's transition to the labor system.

The most relevant instruments implemented by the EU, as part of active policies are: (15)

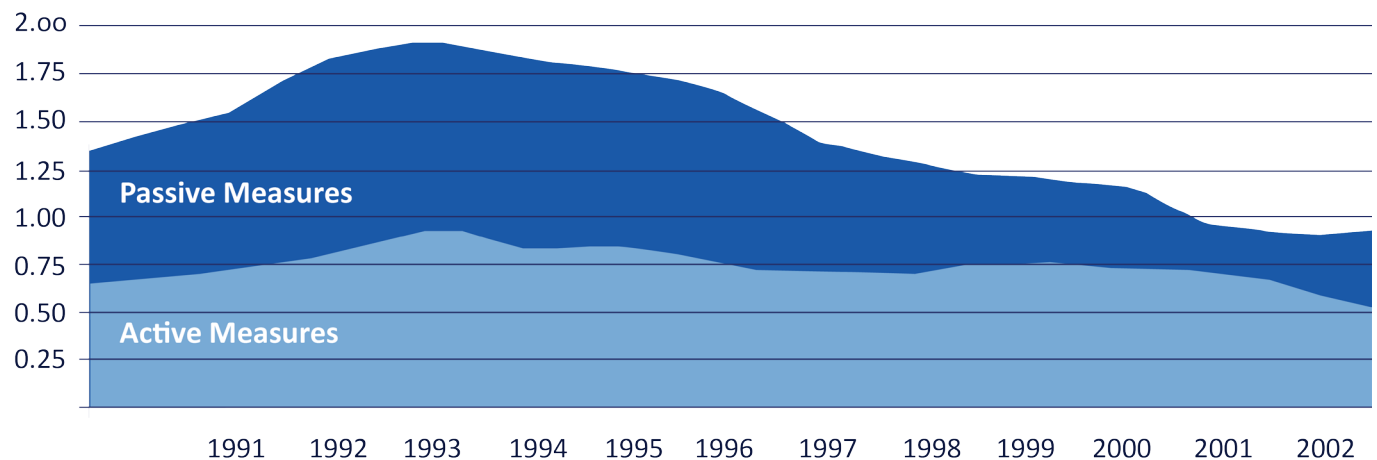
- **Legislation:** A strong legislative framework focused on the European population wellbeing, which establishes and consolidates the rights of the citizens, consumers, and workers in areas such as mobility, health, social security, working conditions, information, gender equality, and non discrimination.
- **Social Dialogue:** This is a key instrument of the European social model and very important in policy making. It determines the rights of the social actors to participate in the work and welfare initiatives. Some of the positive results achieved with this instrument are the violence and stress at

work, telework, etc.

- **Open Method of Coordination (OMC):** This instrument is essential for the European Social Agenda because it boosts the development of a shared vision of social challenges, favors the cooperation and learning spirit and has created a new dynamism to promote and implement reforms.

- **Partnership, Dialogue and Communication:** It is stipulated that all the opportunities, access and group solidarity are achieved only through partnership of all institutions, authorities and stakeholders.

The individual approach of policy has grown in importance, as it looks for a correct implementation of these instruments, and an effective motion of the agreements signed by the EU. The individual approach of policy is used and seen as an ideal way to enhance the community through adaptation of interventions and through services to the circumstances, wishes and needs of each individual.



**Graph No. 2.2 Public Expenditures on Active and Passive Programs**

Measures in Labor Market in OECD countries [1990 – 2002] Percentage of GDP

Source: OECD (2003)

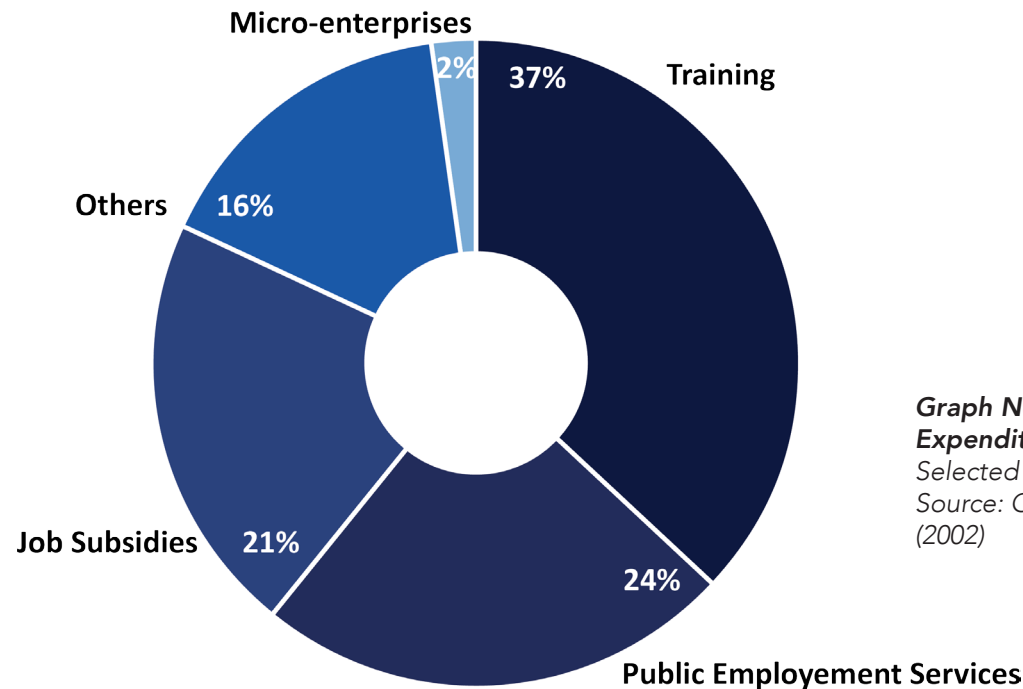
## 2.1. WELFARE

“Another objective that national governments want to achieve with the introduction of individual approaches is to reform the relationship between citizens and the State in the scope of activation of welfare regimes. Under the pretense of “balance of rights and responsibilities of the State and citizens” that someone describes as a passage of the citizenship to membership, the individual approaches constitute a tool of contractualization of relationships between citizen and State, in the context of which the citizens’ rights are conditioned to the behaviors and the responsibility levels demonstrated by them” (16)

Thus, increasing individual responsibility and formalizing the relationship between citizen and State, an adequate framework for the creation of active policy programs has been set up. This framework is the **Active Labor Market Programs (ALMP)**.

The ALMPs are implemented in the EU with the aim of reducing the unemployment risk, increasing wage capacity of workers and strengthening labor supply. To achieve these goals, technical and support activities have been implemented: Employment services, training, public works, wage and employment subsidies, and self-employment assistance.

ALMPs are often targeted to the long-term unemployed, workers in poor families, and particular groups with labor market disadvantages. These programs have important social, as well



**Graph No. 2.3 Distribution of Expenditures on ALMPs**  
Selected OECD countries [2000 – 2001]  
Source: OECD Employment Outlook (2002)

as economic objectives. Additionally, training spending in OECD countries (Organization for Economic Co-operation and Development); represented the largest category, 36% of total expenditures.

Some implemented programs, included in the categories highlighted in the chart #, are currently underway and considered as part of the ALPMs:

- **Employment Services:** These services are developed to link the available jobs to people looking for one. This assistance is comprised of activities such as interviewing, counseling during early stages of unemployment, working groups, work exchange, etc.

- **Training in the labor market:** Supported by the public sector by providing training or funding.
- **Creation of work:** These programs are intended to support the creation of new jobs or the maintenance of existing ones. Three types of programs fall under this category.
  - o Wage/employment subsidies.
  - o Public works.
  - o Micro-enterprise development/self-employment assistance.

Today, in the middle of constant debates about social stability and public policies, the ALMPs are in the same situation as most of the current programs and initiatives, with low possibilities to demonstrate its total effectiveness.

The proponents argue that the ALMPs are the most direct instrument for dealing with unemployment and poverty among workers. Opponents counter that ALMPs are largely a waste of public funds and that any observed benefits for participants are usually at the expense of other workers.

As a breath of formal interventions, in the midst of this complex political landscape of many actors, functions and proposals, the efforts of the ASPEN are highlighted, as a way of alternative expression. The efforts are well received, considering that this type of contribution of the community generates for instance, a more active participation in public policies.

**Aspen**(17), The Active Social Policies European Network is a group of social scientific researchers from several European countries. The network members are engaged in research projects related to the development of 'active' welfare states and the introduction of active social policies and activation programs in Europe.

Aspen aims to be an interactive platform for information on active social policies in Europe. The most important achievement of this group is to give to the community the information and tools to its knowledge, and to provide: a database of books, articles, research reports, ongoing research projects of national or international interest; a database of researchers in the area of active social policies; information on courses relevant for students interested in Active Social Policies; a database of policy programs and policy

developments; etc.

Along with the opportunity to contribute with the group by individual opinion works, papers and local examples, Aspen has created an appropriate tool to enhance the work of public institutions, responsible for implementing and activating policy in the EU context.

### Local Scale [Community + Informal participation]

The expression of the community, of different types of populations, of groups of people that choose not to play an idle role is what, after all, accomplishes to manage the lower scales of communities, those scales that have not been yet reached formally by public policies.

The essential need of concrete achievements in



implementing policies for the community has been frustrated by the loss of these policies in the moment of application in the territory, promptly when is applied in the urban management field. It is for this reason that a conceptual shift, with a new perspective, has occurred. In this way, phenomena born from informal level in developing countries, today can be studied and adopted today by countries that have long searched to improve their policies, even at lower scales of governance.

It is determined that local development projects require small enough contracts to be managed by community-scale entities. In this way, can be highlighted tools with communal emphasis on the use of contracts can be highlighted, in which a community group generates a contract with the local government to succeed in the development of projects that aim at improving local living conditions.

"Combining **Community Contracts** with labor-based approaches yields many advantages in terms of community empowerment, job creation and income generation, and capacity-building and partnership development. Such arrangements also create a sense of ownership and civic pride, internalize profit margins, and improve transparency in the use of municipal resources."(18)

### Image 2.10 Tana River Recovy Project Kenya

By: IFRC In: Flickr.com

## 2.1. WELFARE

The negotiation process to reach a communal benefit and the formalization of partnerships that define responsibilities followed by the actors, are the main differences between the Community Contracts and traditional work options within the community.

Actions must be taken to implement this kind of contract, cheaper, flexible and focused on community problems in the short term. The costs of improving communities' quality of life are best used by themselves as investment, after being shown their low cost, best quality and rapid deployment. To allow communities to use their own resources makes that these communities grow not only in quality of life issues but also on institutional and organizational power.

**Image 2.11 Communitary work  
in Myanmar**  
By: IFRC In: Flickr.com



## 2.2. HOUSING POLICIES

Vulnerability is a condition of homelessness and street sleeping. A characteristic of those who, by the conditions of the private market and the state provision, are forced to occupy on the one hand high cost dwellings, compared to their economic possibilities; and on the other hand, inadequate accommodation. It characterizes those who, unable to find an adequate place, have to turn their heads to the good will of family and friends or to charity shelters and hostels.

Some are more susceptible to housing vulnerability for different reasons, race, disability, gender and sexual orientation, among others; and also for life course events like unemployment, family break up, domestic violence and illness. Off course the situations and conditions vary and can go beyond the previously enlisted.

Housing vulnerability is the exclusion or threat of exclusion from the economic, social and political structures of a country or a region. For these people and households the conditions of housing vulnerability and exclusion are given by different circumstances like an accommodation lacking the basic services and structures, no security of tenure guaranteed, threat of eviction or harassment, homelessness and temporary residence in emergency accommodation. They can gather one or all conditions.

"...social exclusion through housing happens if the effect of the housing processes is to deny control to certain social groups over their daily lives or jeopardize the respect of wider citizenship rights."(19)

The access to adequate and affordable housing is vital to achieve a social and inclusive society, and it has become a guideline for the EU, taking into account two key areas of social policy: combating social exclusion and promoting the modernization of social protection systems. These interests had begun since the 70's but the 90's were important for Treaties and Agreements such as the Treaty of Amsterdam (1999) and the EU Treaty (1992) which aim at improving the living conditions of the EU residents.

In December 2000, the European Council in Nice agreed in four main objectives: (i) To facilitate participation in employment and access by all to resources, rights, goods and services (ii) To prevent the risks of exclusion (iii) To help the most vulnerable, and (iv) To mobilize all relevant bodies. (20)

What this means is that housing problems are tackled as a complementary aspect of social policies. "Social inclusion and cohesion requires the recognition and institution of social rights, social protection, social support and the provision of affordable housing for all."(21) One of the aspects that is worth to mention about the 90's policy developments is that the specialist housing institutions were reshaped on a market model. The role of the public sector and municipal authorities in housing provision changed by the reforms in governance of housing, specially for low-income communities. Some countries have changed the approach of non-profit housing associations towards the market-based approach in the operational and management aspects. (22)

The instability in the housing market and the declining importance of the private renting sector in the EU emphasizes the importance of the social housing provision, satisfying the basic needs of low-income and vulnerable households by giving them the possibility to access to decent and affordable housing.(23) The choices for the urban households depend on their ability to compete in the housing market, based on the economical possibilities of the household. While the wealthy are able to compete for the attractive and expensive housing in the best areas, the low-income households could have access to the private housing market but at the lowest levels, and those that aren't able to buy have to rent to a private landlord or a social rented sector.

A direct implementation of social housing objectives by central and local governments is allowed when social housing is owned by the municipality, or in countries where social housing is owned by municipal companies, housing associations or where private agencies receive subsidies from the social sector. Regulatory controls are implemented through the use of performance standards; they must balance the building quality, financial requirements, and rent control to fulfill specific groups' dwelling needs. (25) Plans that guarantee the rent bail are a way of a financial relief for the low-income families when paying housing rent. These plans cover part of the costs of entrance or new rent contract with warranties or public funds.(26)

The influence of government on housing allocation works at three different levels; target groups for

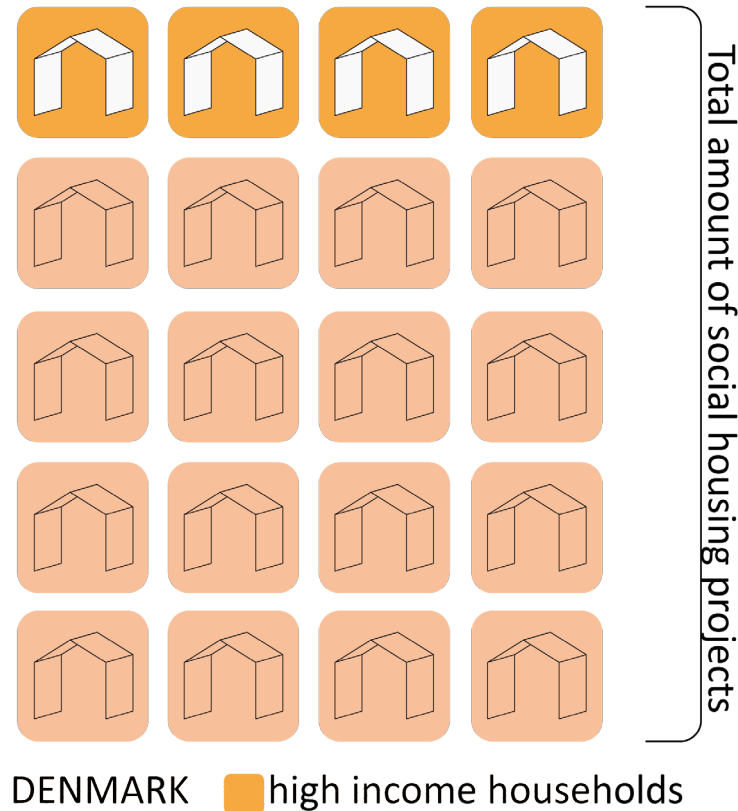
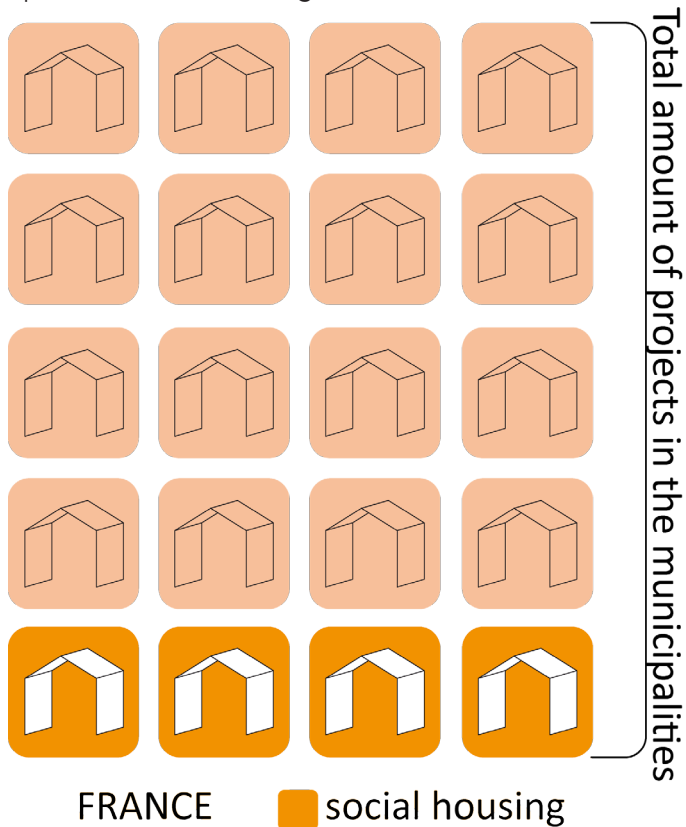
## 2.2. HOUSING POLICIES

social housing, subsidy determined by housing stock, local cooperation agreement to influence in favor of vulnerable groups.(27) The most important factor is to have a precise profile of people that are considered vulnerable, that way, the assistance goes to those who really need it. Legislation is pointing at offering social housing to those in greatest need, having as a goal the traditional approach of a balanced social mix. In France, for instance, the imbalance in the distribution of social housing required (after some initiatives) that communes should provide a minimum 20% quota of social housing. The Danish National

Organization for Social Housing has achieved making the social housing more attractive, in that way the model allows 20% of higher income groups. Finland's housing allocation procedures have prevented the concentration of deprived households. This will be deepened in the following section.

Reviewing some concepts and general information, this section will expose the best practice examples related to housing policies and strategies taken from different countries members of the EU and USA, offering an innovative option

for housing policies initiatives. The first conclusion one can draw at first sight with this general information is that the Government, in order to guarantee housing to its inhabitants, should not give the structure itself but provide economical relieves and make sure that the unemployment rates do not increase. That is how the different economic, welfare and housing policies start to intertwine. These examples are taken from countries with different conditions and situations; the aim is to gather ideas and concepts that can help later in the proposal model (Chapter 4).



**Scheme 2.1 Social housing offers to achieve social mix**  
 Minimum participation of social housing in France and access to high income families in Denmark

## 2.2. HOUSING POLICIES



**Image No. 2.12 ARA Housing [Finland]**

*Areas for children leisure  
In: Learning from the Finnish Model*

### 'Dual model' – ARA Housing [Finland]

The first innovative housing initiative is the Finnish housing finance and subsidy system, since it is an efficient interplay between private and public sector. "Finland is a well-housed nation, practicing high building standards and achieving a high degree of social justice through its housing policies".(28) It involves both owner-occupied housing which is founded on regular finance by banks, which subsidized through tax deductibility of interests; and rental housing production is established on State financing and bank loans guaranteed by the State.(29) The model has been

functioning in cooperation between public (State, Housing Fund, municipalities) and private actors (developers, owners, banks and construction companies).

For the Finnish Government, the dwelling is the core to ensure welfare for all their population. The housing program states that the government guarantees enough social housing production in order to improve the quality of housing standards and give the opportunity to all to have access to a home. The Helsinki's region has had the fastest growth within its urban areas, one of the most representatives in Europe, these Housing model has helped the smooth development of the

Housing policies of the country.

The Housing Fund of Finland (ARA) was established in 1990. The 90's financial crisis was crucial for the ARA to address its policies to renovation and not to the construction of new housing exclusively. After the economic recession, the production of housing has stayed considerably high. The rental housing production, constructed by municipalities and social housing companies, has been established with State financing and bank loans guaranteed by the state including subsidies.(30)

The main objective of the Housing Policies in Finland is to guarantee the opportunity to have a reasonable accommodation in qualitative and pricing terms. Through the ARA, the Central Government of Finland distributes funding to the municipalities for the construction of new housing units to be rented.

The ARA was designed to reduce the financial effective costs of the housing projects, reducing the value per unit along time. It focuses on the regional growth centers and special target groups. They shifted from direct finance, such as loans, to subsidize for housing loans and state guarantee for housing loans.

"The Fund's principal functions are:

- Granting state-subsidized loans
- Approving interest subsidies and granting guarantees on commercial loans for social housing.
- Supervising state guarantees on housing loans to

## 2.2. HOUSING POLICIES

private individuals.

- Monitoring the price and quality of State-subsidized housing construction and renovation.
- Ensuring fair competition in social housing projects.
- Monitoring the need for new housing and renovation, and allocating funds accordingly.
- Allocating grants for housing.
- Designating and monitoring approved borrowers for social rental housing”(31)

With this in mind the Finnish Government through the Housing Fund of Finland has developed three strategies Social rental or “ARA” Housing, “Right-of-Occupancy” subsidies and Loan Guarantee Program. (32)

The first supply program, Social rental or “ARA” Housing, offers direct subsidized financing (ARAVA Housing) and subsidization of privately financed loans. It leads the country housing standards through quality controls and attention to effective design and land-use. Nowadays the program’s subsidies are provided without Government’s appropriation since the ARA has autonomous access to funds. These principles will be explained further on.

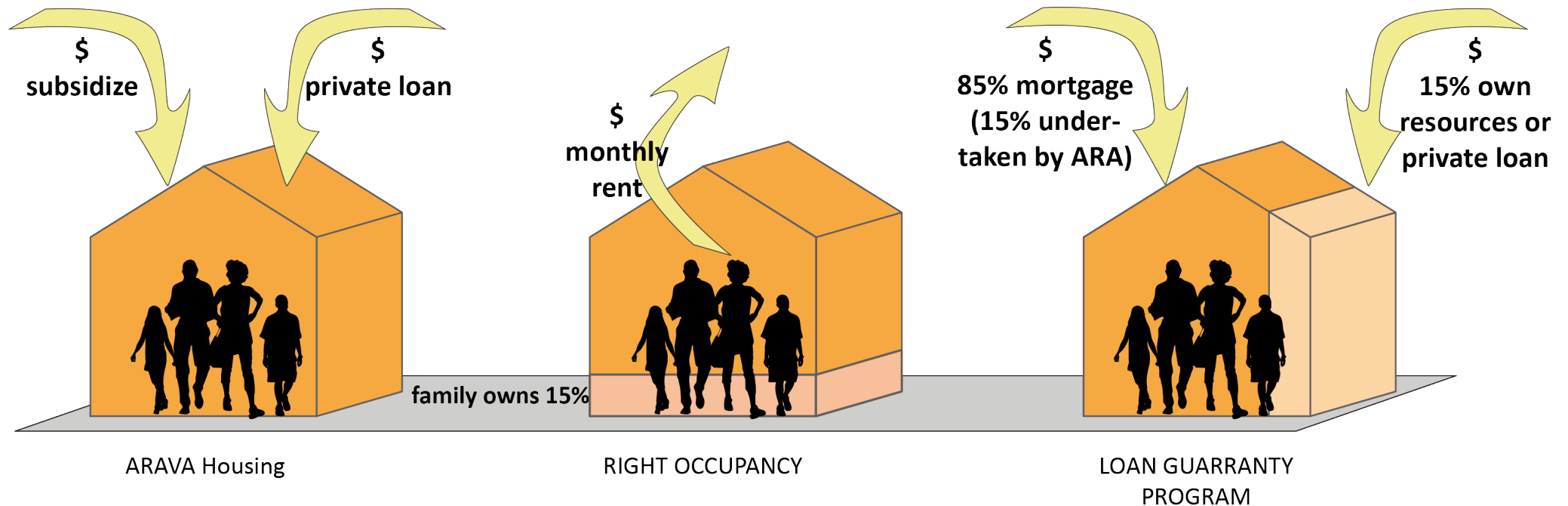
Secondly, the “Right-of-Occupancy” program mixes homeownership and rental housing. Households are bought by the scheme of paying 15 % of the house, and paying a monthly rent. This means that even if the family does not own the home 100%, they cannot be evicted or the price of

the rent increased. Households require minimum conditions to apply for the right-of-occupancy program, such as not owning another house that meets the reasonable housing standards.(33) This program has developed 25,814 (34) units since it was established.

Finally, the third is the Loan Guarantee Program. It consists on extending the financing obtained from a financial institution through a mortgage,

### **Scheme 2.2 Finland’s housing strategies**

*Three approaches for the housing subsidies*





## 2.2. HOUSING POLICIES

**Image 2.13 2,5 million dwellings  
with all the services and quality  
standards**

*The quality of the projects developed  
by the ARA*

*In: Learning from the Finnish Model*

from 70% (what is usually granted) to 85%. This 15% is guaranteed by ARA to protect the financial institution against mortgage default losses. It represents an interest subsidy with no additional charge for the homeowner.

The ARA has four sources of funding: Income from outstanding housing loans, external borrowing (European Investment Bank [EIB] and the Council of Europe Development Bank [CEB]), and changes from state guarantees and appropriations from the State budget (last in 1993).(35) Its arrangements through a separate fund are considered the strong points of the housing policies solutions in Finland.

Finland has achieved the construction of over 2.5 million dwellings with all the services and quality standards, through this policies and strategies. Part-ownership and right-of-occupancy are new forms of tenure between owner-occupied and rental housing. "A characteristic feature of housing production in Finland is that various forms of tenure are combined in the same residential area, city block or even building. In this way, residential areas become socially integrated. In physical and functional terms, housing is integrated in the urban landscape without any clear distinction in architecture, design of dwellings or public services in the immediate vicinity."(36)



## 2.2. HOUSING POLICIES

"The results of Finnish social housing finance policies can be summarized in the following:

- Affordable, high-quality housing that is functional and comfortable
  - Social integration
  - A combination of subsidized rental housing and private owner-occupied housing
  - High architectural standards
  - High quality standards
  - Low vacancy rate
  - Response to needs in areas with high demand (growth centers)
  - Efficient and prompt maintenance of residential buildings."
- (37)

The mix of new forms of tenure and the collaboration of the state and the private sector to lend the households, mostly the lowest-income ones, make this model innovative and interesting.

### HLM [France]

The history of social housing in France starts in the 19th century as a private initiative, later the local public agencies decided to create the first agency in 1894, but had a real and important start around 1928, HLM was conceived in 1950 after the World War II. It was created as a central local or social program designed to provide subsidized assistance for low-income households. Around 12 million people live in such residences (aprox. 4 million houses).

This model is inspired in another model created in the 19th century denominated HBM (Habitation à bon marché) which means inexpensive housing,

this program used to get most of the financing from charitable sources instead of exclusively the state.

The HLM housing contains 15.7% of the total sector of rental Housing in France. It can be considered that the rental housing sector is divided into plenty of subsectors. HLM Housing and the private sectors are the most representative sectors of the accommodation solutions for the French population.(39)

Another important fact is the support provided by the Law Besson, which states that it is a right to have permanent accommodation and a duty of the State to provide it as it is following cited:

*"Ensuring the right to housing constitutes a duty of solidarity for the entire nation. Anyone experiencing particular difficulties, partly because of the inadequacy of its resources or its existence condition, is entitled to demand assistance from the community, under the conditions established by this Act, to access decent independent housing and remain there. "*

*- Article 1 of the Law on the Right to Housing (40)*



**Image 2.14**  
**HLM Housing [France]**  
The state finances the construction of the HLM unit by low interest loans and tax-exemptions  
By: 2005 David Monniaux

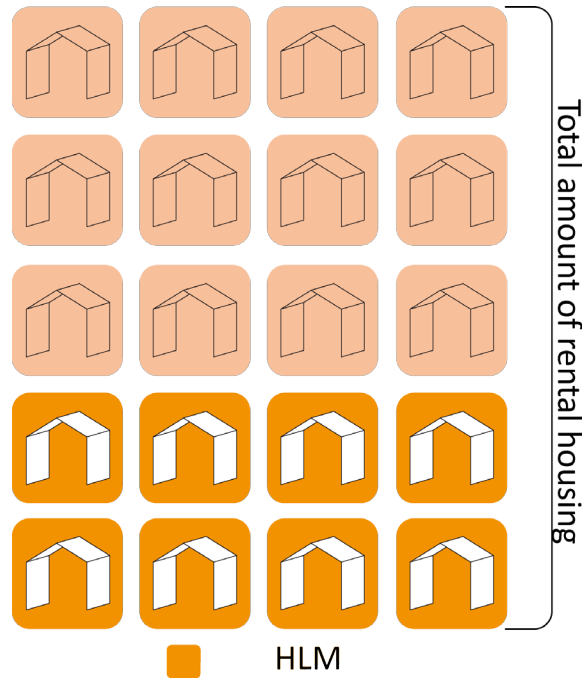
## 2.2. HOUSING POLICIES

The strategy used by the program is that the state finances the construction of the HLM unit by low-interest loans and tax-exemptions. The units remain in the HLM system indefinitely, although they are owned by companies operating at the local level. These companies are private, but they have limited control in the allocation of households in the properties. The entities in charge of the housing allocation are the municipality, prefecture and the social housing committee.(41)

The quality of the dwellings is one of the lowest, since most of the constructions are from the 50's. In fact 55% of the HLM dwellings were built from 1949 to 1974; 38% from 1975 to 2000 and the remaining 7% afterwards. Currently, there is a difficult situation within the HLM complexes, as most of the immigrants from North and Western Africa have enforced the segregation and the creation of ghettos within the HLM complexes.(42)

There is no legal chance of eviction from HLM Housing for households that have improved their economic conditions and are no longer eligible for the HLM Housing program.

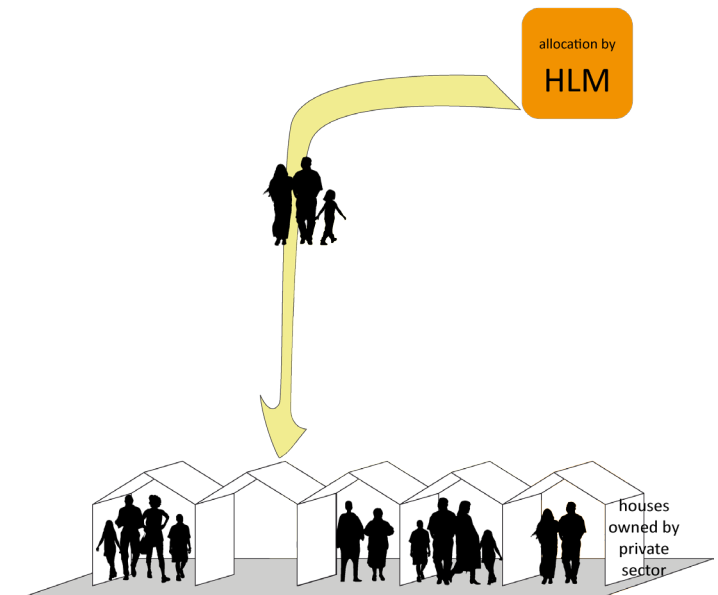
The aim of mentioning this example is that it can be considered a good practice model, since it was an emergency solution after a crisis and was able to provide millions of dwellings to the families in need. In addition to this, the fact that the Law protects the communities in need, not only by making the housing a right, but a duty to the state to provide protection to its inhabitants.



### Freak houses for freak existences [Denmark]

The basic idea of the program is to provide unusual ways of housing to meet the special needs of homeless communities in Denmark that find it difficult to be part of the traditional housing offers of the State.

The Danish Government from 1999 to 2003 granted subsidies and extended four more years to these unconventional projects of services and housing. The program is based on a housing first approach, it means, supplying these individuals with housing at the beginning and once the



### Scheme 2.3 HLM Housing Model

The buildings and land are owned by the private sector and the HLM Agency allocates the residents

person reaches some stability he/she/they can get access to other services. When we mention an accommodation, it does not mean exactly a house as it is normally thought it could be, it also refers from caravans to sheds that are set up by the allocated communities.

## 2.2. HOUSING POLICIES



**Image No. 2.15 Freak houses for freak existences [Denmark]**

*Provide unusual ways of housing to meet the special needs of homeless communities*

*In: Freak houses for freak existences. Pg. 60*

**Image No. 2.16 Self-construction of homes**

*The benefited by this program are able to make changes in the houses adapting it to their needs and habits.*

*In: Freak houses for freak existences. Pg. 61*



The program tackles homelessness through alternative forms of housing for communities that haven't responded to conventional support, along with the ordinary housing alternatives. One important aspect of this program is that is not necessarily aimed at the reintegration of these communities, but at improving their living situation and quality of life, by providing a shelter as the foundation to achieve stability. The beginning of the reintegration process starts by giving these communities permanent accommodation, so the program is addressed to do well this first step. In other words, the program's aim is to provide something permanent for the people in need and not to offer the support only in emergency situations.

The projects developed are normally small-scale projects that contain around twenty dwellings each, where the individuals live in community and each has its own home with conventional leases and they are free to follow their particular habits with no threat of being evicted. No permanent staff lives with them but they have a regular visit from social workers to follow the tenants' progresses and to provide them some help when needed and when it is possible, such as health services and employment offers.

The initial construction and setting up of the projects costs are covered by the government program, but the maintenance costs are responsibility of the public authority applying for having these projects in their municipalities, also

private actors and organizations can apply for these program's subsidies.

It is a positive program since it helps these communities to get a permanent accommodation rather than some temporary roof. It is worth to mention that these unusual housing areas can fall into the "ghettositation", but on the other hand a 1991 research project concluded that areas of existing unusual housing have stronger social networks than other relatively "normal" neighborhoods.(43) The benefited by this program are able to make changes in the houses adapting them to their needs and habits.

## 2.2. HOUSING POLICIES

### The National Housing Trust Fund [USA]

This program, although not implemented yet, has an interesting approach with elements worth to study. It is important from the financial point of view, since the programs have to be sustainable, money has to come from somewhere, and this policy particularly exposes a good model.

The new Housing Trust Fund legislation gives two opportunities, first to shift from the federal housing production policy guideline implemented in the previous years and second to improve and spread collaboration for the successful implementation of the housing policy.

The National Trust Fund was created in July 2008 after the effort of advocates in all USA. It is the triumph for the low income household. "The housing trust fund will, once capitalized, provide communities with funds to build, preserve, and rehabilitate rental homes that are affordable for extremely and very low income households. The Housing Trust Fund's most important features are:

- It is a permanent program, and will have dedicated source of funding not subject to the annual appropriations process.
- At least 90% of the funds must be used for the production, preservation, rehabilitation, or operation of rental housing. Up to 10% can be used for the following homeownership activities for first-time homebuyers: production, preservation, and rehabilitation; down payment assistance, closing cost assistance, and assistance for interest rate buy-downs.
- At least 75% of the funds for rental housing

must benefit extremely low income households and all funds must benefit very low income households."(45)

The program is scheduled to be fully implemented in 2012 and it expects to provide an estimated eight-hundred million to one-billion dollars each year for affordable housing to support low income households. In the USA it is considered that a household is extremely (very) low income if it composed by four people, with an income 50% (30%) less than the area median income. (46)

The New Housing Trust Fund's aim is to create a balance of housing policy and financial support for rental and home ownership, instead of an administration-backed, top-down initiative. The trust fund offers a flexible tool that housing advocates and providers can use in order to enhance existing housing programs. It is a way to leave aside the top-down housing programs that were established since the 40's, "the NHTF is designed to provide a regular, and permanent source of funds that will supplement state and local housing efforts that emphasize the supply side of the housing equation".(47)

Within the New Trust Fund two programs are developed: first, the Housing Trust Fund to support 'production , preservation and rehabilitation' of rental housing and housing ownership, and second, the Capital magnet Fund to support a competitive grant program to attract private capital for affordable housing and related economic development, and the community service activities.

The main sources of capital are two agencies called Fannie Mae (Federal National Mortgage Association) and Freddie Mac (Federal Home Mortgage Corporation), "...the two companies are privately owned and operated by shareholders; they are protected financially by the support of the Federal Government. These government protections include access to a line of credit through the U.S. Treasury, exemption from state and local income taxes and exemption from SEC oversight".(48) Each one of them contributes with a rate of each of their new business purchases, from that amount 75% goes into the programs, 65% to the Housing Trust Fund and 35% to the Magnet Fund. "Fannie Mae was established to provide local banks with federal money to finance home mortgages in an attempt to raise levels of home ownership and the availability of affordable housing" (49)

The importance and the lesson learnt with these examples is that it is not enough for a country to have in the constitution the right to housing, but to assure the implementation of the programs developed by the local, regional and national governments. These examples of best practices are not perfect and the weaknesses were highlighted, but taking the positive aspects will contribute on the execution of the proposal that will be presented in the fourth chapter. It is also important to mention that the background and needs of these countries are different from our interest subject which is Bogotá, but the selection of examples were thought because they are solutions implemented after a given social, economic and political crises.

## 2.3. URBAN ECONOMICS

Urban economics concentrates on the economic relationships and processes that contribute to the important spatial characteristics of urban and regional economies, especially to their size, density of settlement, and structure and pattern of land use. It emphasizes the spatial arrangements of households, firms, and capital in metropolitan areas; the externalities which arise from the proximity of households and land uses; and the public policy issues which arise from the interplay of these economic forces.(50)

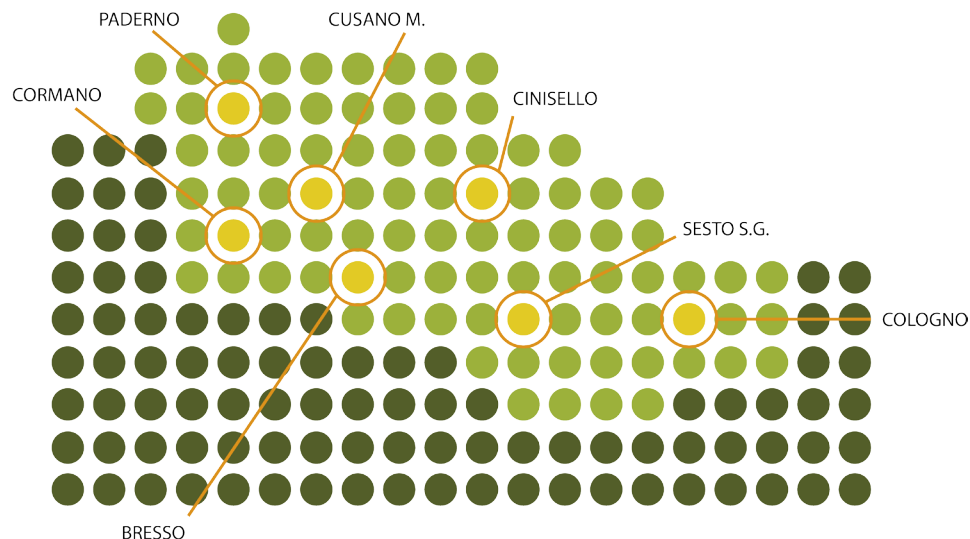
Urban Economics provides useful tools to enhance urban problems and quality of life of the inhabitants. Currently, governments and local authorities, overall in most developing countries, have not taken advantage of the tools of regional and urban economics to study the problems of urban planning, infrastructure, finance, service delivery, poverty, slums, housing, land use, transportation, and environment. These problems inherently involve the dimension of space and cannot be discussed in a meaningful manner without studying the highly complex urban-metropolitan environment in which they occur.

In the next pages, programs and projects from different parts of the world are highlighted, which may be appropriate models of Urban Economic policies implementation from different approaches, and at the same time shows how, due to changes seen in the previous Welfare study, the solution of the new social question go hand in hand with regional development and economic policies.

### Formal Approach: Nordmilano [Italy]

#### Contextualization

The ASNM (Agenzia di Sviluppo Nord Milano / North Milan Development Agency) project was implemented in the municipality of Sesto San Giovanni, an area known since the 1950s for its major steel mills and chemical plants (Breda, Falck, Marelli). The abundance of raw materials and the availability of affordable land and buildings favored the industrialization of these north Milan suburbs, which gradually became nerve centers of the Italian economy. During the 1970s these areas went from being ones with the highest employment levels to having to rise to the challenge of converting a crisis into an opportunity. As part of a strategic land management plan and using original instruments, a joint action was launched, centered on a major project for sustainable development. .(51)



#### Description

A Development Agency is a formal structure that seeks local socio-economic development, in both labor-economic issues or occupational and those less palpable, such as urban quality, the spread of institutional relationships networks and the valuation of cultural goods, among others. (52)

In Europe, these Agencies are those structures that contribute to lower the barriers to the development of local communities, to valorize and enhance social capital, reducing transaction costs of enterprises, and improving social and spatial quality of the territory.

**Map 2.1 Centro per l'impiego Nord Milano Structure**

Source: [provincia.milano.it](http://provincia.milano.it)

## 2.3. URBAN ECONOMICS

**Milano Metropoli** is the Agency for the Promotion and Sustainable Development of the Metropolitan Area of Milan and aims at promoting economic and social development in greater Milan. It was formed in early 2005 when the corporate purpose and structure of Agenzia di Sviluppo Nord Milano (ASNM) (North Milan Development Agency) were redefined. It is, however, not only the name has changed. ASNM was essentially an urban redevelopment agency for the North Milan area, while Milano Metropolis's work not only encompasses a broader geographical area – the metropolitan area of Milan – but also has a wider scope, focusing on territorial marketing and promotion, supporting strategic economic sectors and carrying out reindustrialization, urban regeneration and development projects.(53)

Currently, Milano Metropoli is a corporation funded principally with public capital promoted by the Province of Milan. Milano Metropoli Agenzia di Sviluppo carries out its own activities throughout the metropolitan region of Milan in

collaboration with Province of Milan, the Chamber of Commerce and all other public institutions operating in the area. It works in partnership with local authorities, associations of municipalities, local agencies, universities and research centers, social partners, companies, banks, foundations and non-profit organizations.

### Partnerships

Government and Public entities:  
Provincia di Milano, Comune di Sesto San Giovanni, Comune di Bresso, Comune di Cinisello Balsamo and Comune di Cologno Monzese.



Comune di  
Cologno Monzese



Comune di  
Sesto San Giovanni



COMUNE DI  
Cinisello Balsamo



COMUNE DI  
**BRESSO**  
CITTA' DEL PARCO NORD

Economic entities and Banking associations:  
Camera di Commercio di Milano, Finlombardia and Banca di Credito Cooperativo di Sesto San Giovanni



CAMERA DI  
COMMERCIO  
MILANO



**BCC**  
CREDITO COOPERATIVO  
Sesto  
San Giovanni



**F**  
FINLOMBARDIA

Third sector:  
Comuimprese Scarl, Falck SpA, ABB SpA, Brollo–Marcegaglia SpA and Centro Edilmarelli Srl



COMUNI  
IMPRESSE

**FALCK**

**ABB**

**MARCEGAGLIA**



**PASINI**  
GRUPPO

Image 2.17, 2.18 and 2.19  
Logos Milano Metropoli Agenzia di Sviluppo



**Provincia  
di Milano**



## 2.3. URBAN ECONOMICS

### Objectives

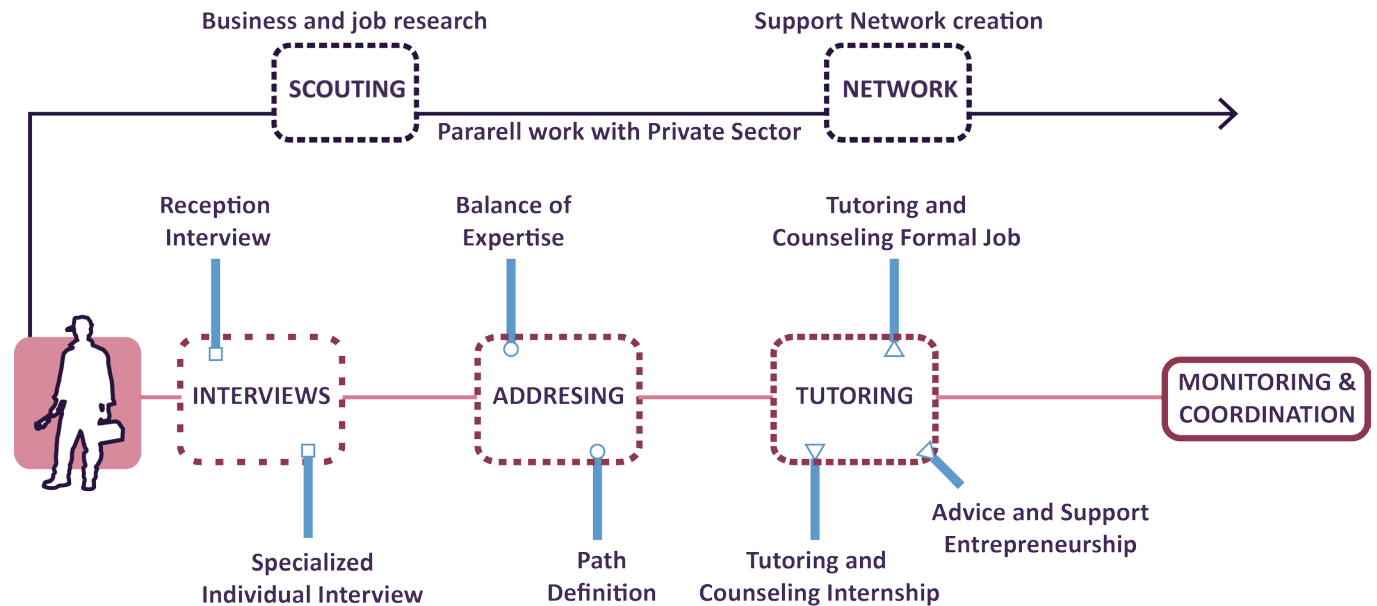
The initial objective of the **ASNM** was twofold: to convert the industrial steel sites, and to provide local companies with a range of services to improve the technological level and the quality of local processes and products.

Now the Agency's objective is to promote sustainable development throughout the Milanese area by means of actions, projects and services. These are designed to increase the competitive edge of local businesses, to support growth in strategic industrial sectors and advanced services and to heighten awareness, both in Italy and abroad, of the skills, opportunities and centers of excellence available in the area.

Aid was targeted at four main areas: internationalization, financial engineering, tutoring and entrepreneurship.

The actions taken today to achieve the stated objectives are:(54)

- Promote the area:** it plans and develops territorial and communication marketing actions in order to heighten awareness - both at home and abroad - of local specializations, skills and opportunities.
- Support strategic economic sectors:** it devises schemes to support and relaunch businesses in economic sectors that are particularly important for the Milanese area, from the Net Economy and Biotechnologies to the Creative Industries.



**Scheme 2.4 Agenzia formazione orientamento lavoro nord Milano Model**

- Special reindustrialization and urban regeneration projects:** it supports local agencies with their plans to reconvert brownfield sites and take steps to boost the manufacturing system; it creates integrated urban redevelopment schemes to improve territorial, environmental, social and economic interventions.
- Support local agencies:** it devises and coordinates strategic planning and participation schemes to help local agencies work out a shared vision of development and to improve territorial governance.

### Tools

These tools are the most important elements used to pursue the goals, and at the same time manage and integrate the perspectives and contemporary innovations in the EU activation and social integration policies.

**Services:** Milano Metropoli also manages a network of services dedicated to the promotion on new business opportunities, even social, in the development of small and medium-sized enterprises and dissemination of energy conservation and social responsibility:



## 2.3. URBAN ECONOMICS

- Business Innovation Center - BIC La Fucina
- Incubatore Innovazione Breda (LIB): Innovation incubator
- Centro di Teleformazione Proxima: Teletraining center
- Quarto Laboratorio: Forth Workshop (with Service Centre for the Creation of Enterprise, Resource Center for Social Economy and Spatial Environment and Energy)
- Centro Risorse per l'Impresa Sociale (CRIS): Resource Centre for Social Enterprise.

**Business Angels:** A key role was also played by the creation of a network of "Business Angels" in the form of private investors participating in the capital of companies at the start-up and growth stage.

### **Agenzia per la Formazione, l'Orientamento e il Lavoro Nord Milano**(55)

Born from the union of important and historical territorial experiences. In this way, AFOL Nord could initiate a valuable experience of systematic reorganization of services of Orientation – Training – Job.

AFOL Nord, with its locations, governs a large and widespread network of local services consistent with local conditions and is able to provide concrete answers to a vast, complex and dynamic territory, serving to:

- Youth and adults, to offer opportunities for qualification and retraining, guidance, advice and information, research and job placement.
- Small, Medium and Large companies: to offer

support and services for the development of human resources in areas of researches and selection of personnel, training, demand – supply relationship, advice on employment law, benefits and incentives.

- Local Authorities, Publics and Private Schools, in general the world of Public Administration: Provides qualified services aimed on internal personnel and the citizens.

### *Effects*

Implemented as part of comprehensive action on the part of the local development agency, AFOL Nord has attracted significant investment funds that resulted in the creation of 74 new companies.

The program's approach permitted a highly integrated management of development projects by the local, national and European authorities.

### **Economic Approach: Domestic financial & Banking system**

A reevaluation of macroeconomic guidelines is overdue. Sound economic policy and sound social policy are not incompatible, though their time scales can often be quite different. Economic policy is typically measured in quarters and years; social policy can take years to make evident its impact. When poverty reduction is a target for both policies and there is political will to carry the joint policy forward, social and economic imperatives are easily reconciled.

Responsible public sector borrowing in financial markets at both the national and subnational levels and private sector banking systems for household loans can prove useful at both small and large scales. Macroeconomic constraints and restrictions on public expenditures for capital investments must also be alleviated to improve the lives of slum dwellers.



**Image 2.20 Grameen Bank in Bangladesh**

In: [www.brameen.com](http://www.brameen.com)

## 2.3. URBAN ECONOMICS

Responsible public sector borrowing and a consumer loan market for household loans presumes the existence of commercial banks and other financial institutions with the capacity to service social investment capital needs and an interest in reaching the poor. Local finance options hold the most promise for the democratic, flexible deployment of capital resources and investments embodied in community funds. Financing large urban development investments will depend in part on strong domestic municipal capital markets, small business lending, and domestic housing finance that can provide the kind of recurrent,

institutionalized, self-regulating funding markets that are key to both public and private sectors for sustainable economic growth.

There are two prerequisites for the emergence of this kind of domestic system: macroeconomic policy that balances fiscal and social concerns and a well regulated and administered banking system. In practice, it is impossible to develop one without the other.(56)

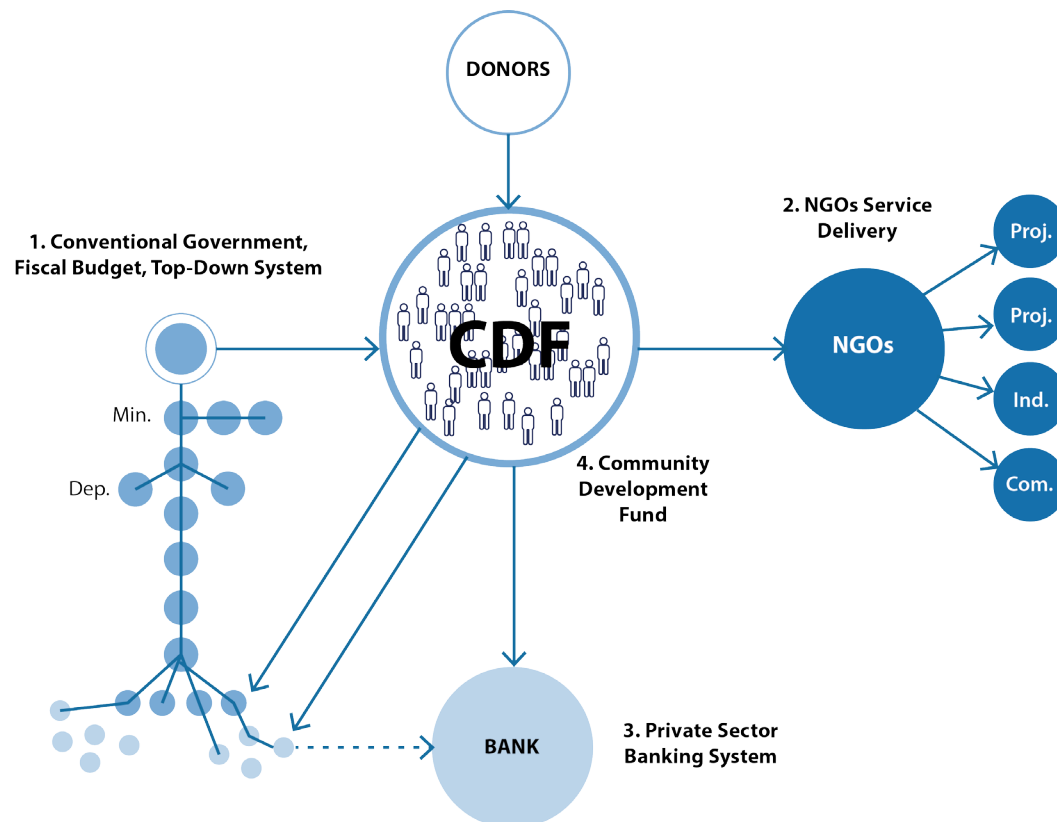
### The Alternative Approach: Federations [Asia + Africa]

#### Contextualization

One of the most common concerns for governments and communities not only in economic but also social terms is the existence of urban poverty and unemployment. This consequence of political imbalance is expressed physically in the cities with recognized forms of illegal settlements and buildings, insecurity and low quality of life. In addition to these phenomena, societies and countries where political power is not effective enough to fight against them, there are different forms of popular expression to overcome their needs, it is the point where large informal employment rates contribute to the maintenance of a delicate balance and popular economy is strengthened and recognized as an additional door, working to achieve community well-being and development.

It is demonstrated(57) that the best way to find solutions to the populations is through discussion and implementation of mutual agreements. Both different government levels and the private sector and domestic capital markets play a vital role in finding solutions to the local level.

For this reason, the Federations of the urban poor are a perfect example of multilevel and multisector model of self-generated empowerment of communities that has brought remarkable benefits in the development of these communities, among which we can mention the fast access to



**Graph. 2.4 UCDO Structure**  
Source: UNHabitat

## 2.3. URBAN ECONOMICS

emergency loans, urban upgrading programs, new social housing programs and community employment exchanges.

“Federations of the urban poor are currently operating in 12 countries. Many of these federations have large scale programs, some of which have improved housing or Access to basic services for hundreds of thousands or even millions of people. Some have changed the policies of city and national governments.”(58)

### *Description*

Poor people know what their problems are and often gave good ideas for solving them. But due to lack of implementation capacity and dissemination, these ideas are not developed.

Federations of the urban poor are made up of community – managed savings and credits groups, in fact, have hundreds or thousands of local savings groups each, indicating a significant potential for these partnerships.

The federations have high standards with regard to internal democracy, participation, inclusion, and accountability to their members. All strive to ensure that the solutions they promote serve the poorest groups and those facing discrimination. Federations programs are typically less costly than conventional government programs and many include significant cost recovery.(59)

Within the concept of federations there are different approaches that vary according to

location and their specific characteristics. However, they all have the same handling of savings and credit groups, conduct research and innovation programs and field work to lead with current situation, further they make exchange of information with other federations. To explain in depth what federations do:(60)

- They spread knowledge on how to set up savings schemes, manage savings, manage loans, land management and relations with local authorities, for instance.
- They support local reflection and analysis, enabling the urban poor to achieve the process of knowledge creation and change
- They enable the poor to develop a collective vision and collective strength.
- They help create strong personal bonds between communities that share common problems, presenting them with a range of options to choose from and negotiate for, and assuring them that they are not alone in their struggles.

To support the community’s needs to enter to the labor market, the community organizations try out pilot projects and then refine and develop them within a learning cycle. NGOs and governments have an important role here, as well as international agencies that encourage community groups, enhancing the working environment of such groups.

Additionally, such support can be achieved

by providing common spaces for community meetings and activities, where the ideas and projects can be created. In some cases, the support could include public teams that develops guidelines and monitoring activities; a technical team, made up of officials, experts, and civic leaders, responsible for implementing and coordinating activities and projects; and a local team, led by community leaders and stakeholders, involved in operationalizing activities.

### *Objectives*

Between the most significant objectives and aims of the Federations are:

- Provide government not only with potential partners but also with representative organizations that can negotiate on behalf of their members.
- Allow slum dwellers, and in general all poor populations, to influence the scope and nature of their participation.
- Encourage the transformation of traditional relationships between community organizations and local governments and politicians.
- Promote legitimacy to speak on behalf of the urban poor.
- Avoid forcing slum dwellers to move from good central locations to spare them the many costs of relocation.

### *Tools*

It is recognized that the foundation of almost any solution to the problems of the urban poor lies in their ability of organizing themselves and collaborating with local governments. Federation

## 2.3. URBAN ECONOMICS

have adopted some tools to achieve their aims and to solve community issues:

**Savings and Credit groups:** Most federations are formed by savers and a large group of individuals who work with and support the federations. All savers save everyday, doesn't matter the amount, the important thing is the daily habit of giving something to their representatives. These groups are the building blocks on which the larger citywide, national, and global foundations stand. They build the capacity of community organizations to manage finances collectively, which helps develop their capacity to handle larger projects.

**Saving accounts:** This allows quick access to crisis credit, microcredit and loans that the savings groups provide. The accounts help fund housing improvement or new housing and loan facilities for income generation.

**Surveys and mapping:** Community-directed household, settlement, and city surveys, help communities look at their own situation, consider their priorities, strengthen their organization, and create the capacity to articulate their knowledge to government agencies and other external organizations.

**Exchanges link federations:** A key characteristic of federations is the development of links among them for mutual contact, support and learning.

### Effects

Some federations are focused in improving lives of urban poor; they work with national and city government in designing and implementing

programs on a national scale. Some of them have changed the way city and national governments support and improve provision, and even have changed the law. Some of them seek to support community-driven processes and produce infrastructure and good-quality housing for a fraction of the prices charged by contractors.

Anyway, there are multiples examples and implementations around the developing world, which we can take into account. The next ones are a representative sample of them:(61)

### Cambodia:

*The Solidarity for the Urban Poor Federation* is active in half the informal settlements in Phnom Penh and in ten other urban centers through community-based savings and credits schemes. The federation has helped poor communities pool



**Image No. 2.23**  
**Community Work**  
**[Farmers – Cambodia]**  
In: Farmlandgrab.org



**Image No. 2.21 Eviction**  
**underway**  
**[Phnom Penh – Cambodia]**  
By: Sarah Grime In: www.  
thewip.net

## 2.3. URBAN ECONOMICS

their resources and work out solutions to problems of land security, houses, toilets, basic services and access to credit. Federation groups are implementing many pilot projects and are involved in an ambitious program in Phnom Penh launched by the prime minister to renovate 100 slums per year, over a five years horizon.(62)

The Urban Poor Development Fund was set up with \$103,000 contributed by the federation, the municipal government, the Asian Coalition for Housing Rights and MISEREOR, a German NGO. It now has \$365,000, including funds from the Prime

Minister's fund.

### India:

The Alliance of the National Slum Dwellers Federation and Mahila Milan has more than 750.000 member households. With the support of a local NGO (the Society for the Promotion of Area Resource Centres [SPARC]), they work in more than 50 cities. In Mumbai more than 90 housing projects have been built or are underway, providing houses to more than 35.000 households. More than 20.000 of these households had lived besides the railway

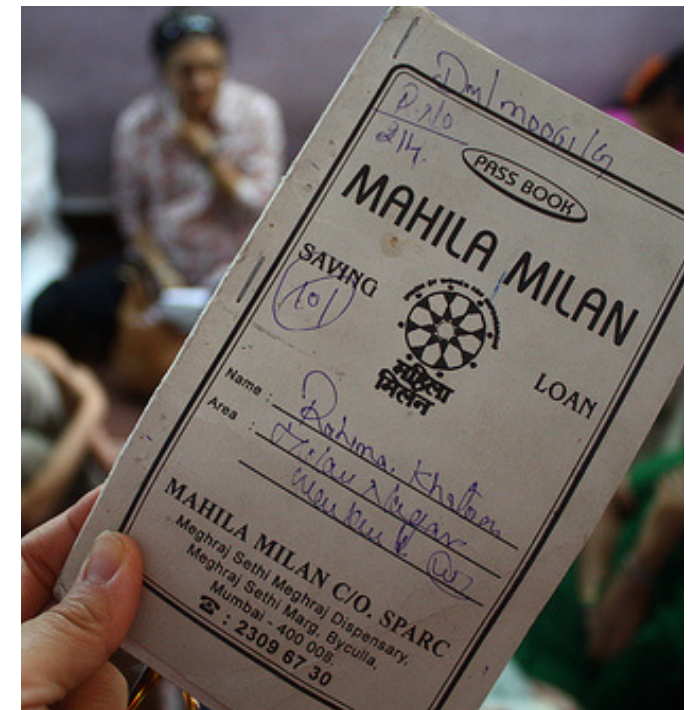


Image No. 2.24 Mahila Milan Loan  
[Mumbai – India]  
By: Silencium07 In: Flickr.com

Image No. 2.22  
Community Work  
[Farmers – Cambodia]  
In: Farmlandgrab.org

## 2.3. URBAN ECONOMICS

tracks. The project demonstrated how community-managed relocation was possible.

Smaller scale new housing and upgrading programs are underway in many other urban centers. The alliance also designed, built, and manages about 500 toilet blocks, which serve hundreds of thousand of slum households in Pune and Mumbai. It is developing comparable programs in several other cities.(63)

### Namibia:

*The Shack Dwellers Federation* has 10.000 member households in 197 savings groups. Most live in informal settlements of backyard shacks. The federation is supported by a local NGO (the Namibia Housing Action Group). By 2002, 31 savings schemes had acquired land for infrastructure and housing development. The federation's national loan fund, composed by member savings and funding from the Namibian government and external donors, offers loans for infrastructure, housing and income generation to members.(64)

*The Twahangana Fund* has \$300,000 in member savings and support from government and international donors.

### Philippines:

*The Homeless People's Federation* has 39.000 members and house holding projects underway in many cities. With support from a local NGO (VMSMI), it mobilizes communities, encourages savings-based financial strategies, and commits with the government. The federation prioritizes settlements in high-risk areas and works with their



**Image No. 2.25 Slums**  
**[Mumbai – India]**

By: Silencium07 In: Flickr.  
com

**Image No. 2.26**  
**[left]**

**[Namibia]** In:  
worldhabitatawards.org

**Image No. 2.27**  
**[Right]**

**LTHAI Housing Project**  
**[Pavia - Philippines]**

By: Korrigan In: Flickr.  
com



## 2.3. URBAN ECONOMICS



**Image No. 2.28 Federation Pavia**  
[Pavia - Philippines]  
By: Korrigan In: Flickr.com

**Image No. 2.30 South African Federation programmes**  
In: www.mydreamcourse.co.za



**Image No. 2.29 Community Work**  
[Federation Pavia - Pavia Philippines]  
By: Korrigan In: Flickr.com

inhabitants to build the financial and technical capacity to identify needs and prepare plans for upgrading or resettlement.

*The Urban Poor Development Fund* has \$700,000 in federation members' savings and \$1.7 million in funds from the Philippine government and international agencies.

### **South Africa:**

*The South African Homeless People's Federation* is a national network of 1,500 autonomous savings and credit groups with more than 100,000 member households in 700 informal settlements, 100 backyard shack areas, 3 hostels, and 150 rural settlements. Working with a local NGO (People's Dialogue), it has supported the construction of 12,000 housing units, granted loans for another 2,000 houses, and provided infrastructure for 2,500 families, land tenure for 12,000 families, and hundreds of small business loans. It has also set

many precedents for what the urban poor can do. The federation has built good-quality four-room houses for the same price that contractors charge for serviced sites. It has also established a partnership with the Durban city government for a program that includes upgrading of more than 15,000 households.(65)

*The uTshani Fund* was initially capitalized with a R4 million grant from donors, followed by a grant of R10 million from the South African government's Department of Housing (\$1 = R6.15). It currently has R48 million and has generated an estimated R350 million worth of net benefits.

### **Thailand:**

In Thailand the government set up the *Urban Community Development Office* in 1992 with the purpose of providing community organizations with loans, small grants, and technical support.

## 2.3. URBAN ECONOMICS



Image No. 2.31 Thailand CODI  
Community Organization  
Development Institute  
In: [www.codi.or.th](http://www.codi.or.th)

The Office also supports community organizations in forming networks to work together and collectively negotiates with city or provincial authorities. By 2000, 950 community-savings groups were active in 53 of Thailand's 75 provinces. In 2000 the Urban Community Development Office was merged with the Rural Development Fund to form the Community Organizations Development Institute (CODI), which supports networks of community organizations that work with local governments in implementing an ambitious national program for secure tenure and slum upgrading.



## 2.4. REGIONAL DEVELOPMENT

The expansion of the city from the point of view of the city plan is through physical growth. Studies mostly have addressed the development of transportation in relation to the distribution of the population of the city.(66)

*“One of the most important and striking developments in the growth of urban populations of the world during the last few decades has been the appearance of a number of vast urban aggregates of conurbations, far larger and more numerous than the great cities of any preceding age. These have usually been formed by the simultaneous expansion of a number of neighboring towns, which have grown out towards each other until they have reached a practical coalescence in one continuous urban area. Each such conurbation still has within it many nuclei of denser town grown, most of which represent the central areas of the various towns from which it has grow, and this nuclear patches are connected by the less densely urbanized areas which began as suburbs of these towns. The latter are still usually rather less continuously occupied by buildings and often has many open spaces.”(67)*

**Image No. 2.32 New York City's never-ending skyline**  
In: [jstoddardfinalblog.wordpress.com](http://jstoddardfinalblog.wordpress.com)

In Europe and North America the tendency of expansion of the great city has been recognized as the term metropolitan area of the city that now exceeds political boundaries, and in some cases even state borders, as in New York and Chicago.

The physical growth is one of the main challenges the cities around the world have been facing in the last decades. The previous description was in reference of the physical change but what it is important to mention is the new dynamics this physical changes bring in within economical, industrial, agricultural, and ecological aspects, among others. These dynamics can give the opportunity to regions', or let's call different territories', administrators and policy makers to

come up with different initiatives to responsible make the most of the resources present in the territory and potentially could have by the implementation of these. Nevertheless, the region is not only based on territory, but on strengths and competitive markets. Some of these topics were previously discussed in the territorial economics chapter.

To follow this idea the next two sections will be destined to talk about the Governance and Lead Market Initiatives to conclude with an ongoing program with outstanding achievements.



## 2.4. REGIONAL DEVELOPMENT

### Governance Improvement

The governance concept refers to a specific modality of management from the government that appears with the objective of responding to the crisis of governability determined from the increasing uncertainty of the present society, it means the change of the role of the governing processes. (68) "Governance means living with uncertainty and designing our institutions in a way that recognizes both the potential and the limitations of human knowledge and understanding." (69)

The governance is then a model of the government of territorial processes in which the coherence and the efficiency of the public action do not depend on only the political-administrative activity but on the horizontal and vertical coordination between more institutional and social actors and their capacity of sharing objectives, negotiation agreements, and cooperation to achieve them.

The evolution of the governance concept can be categorized in three phases, but for the aim of this chapter just the two last ones will be explained. In the 1980s the denominated governance through markets started, as a spread between the public sector practices and typical private sector values. The next phase evolved in the 90's, and is denominated governance through the network which looks for new policy making tools and sustainable forms of the social state. The objective is to find a model that joins the necessary elements

of the economic competitiveness and the society sustainability. With this said, the meaning of governance can be defined as the "...new terrain to encounter reconciliation between logic conflict and the political mobilization." (70)

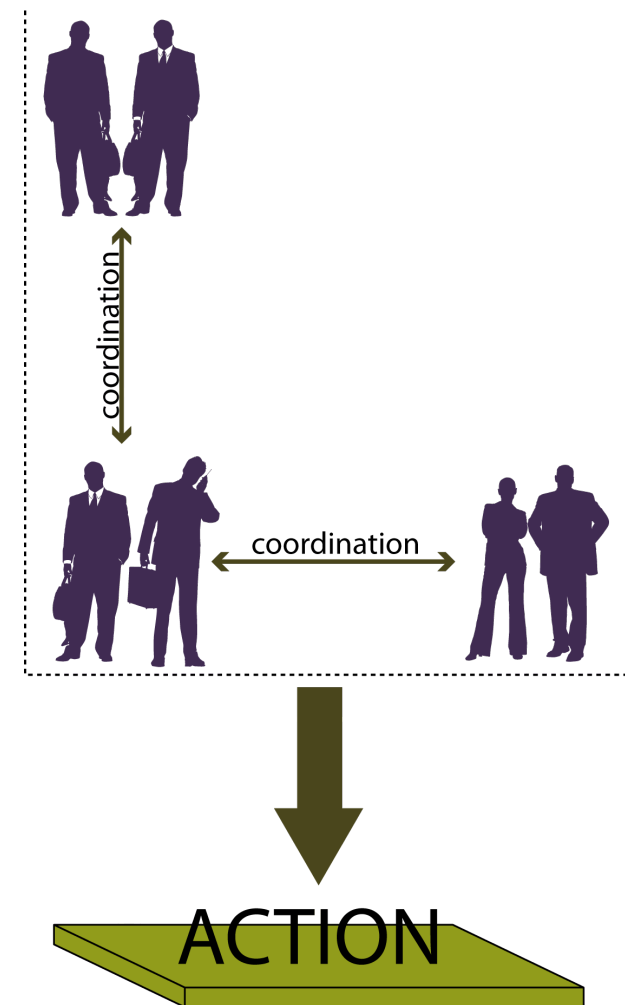
This does not mean that the governance is the solution of the unbalanced situation generated by the globalization processes, instead, it represents the main reorganization of welfare, or the governing form in order to find the correct welfare model needed.(71) The governance is understood as a dynamic process of change and management of the government through the construction of networks and partnerships among institutional levels and more or less organized sectors of

the social society in which it is evident a strong adaptation capacity to new circumstances.(72)

These concepts are important for the explanations coming in the next two sections, in which we will present initiatives that involve governance.

#### **Scheme 2.5 Governance dynamic**

*An action is product of the vertical and horizontal coordination of actors involved*



## 2.4. REGIONAL DEVELOPMENT



### Lead Market Initiative

The Lead Market Initiative (LMI) can be considered different from previous EU initiatives. It goes further from the traditional measures with only particular effects. The LMI aims at entering first to fast growing worldwide markets with a competitive advantage. Different innovative products and services categories have to deal with specific problems and respond to different policy actions.

The LMI identifies in first instance potentially strong emerging markets to be supported by concerted policy action. The identification is based on analysis that have been developed carefully by the EU Commission, consultations and feed-back. On second instance, it designs a process to better streamline legal and regulatory environments and accelerate the growth of demand.(73)

The active participation of Member States and the private sector, with the subsidiary guidelines, the existing EU legal framework, State aid, and public procurement is essential. Since the initiative does not plan to create markets from nowhere, it requires no additional Community budget(74), it means it will make the most of it using the already existent of developed and potential markets.

After this general framework, six markets have been identified for the initial stage of the initiative. They are innovative, respond to customers' needs, have a strong technological and industrial base in Europe and depend very much on the creation of favorable conditions over the actions of public policy.

**E-Health** intends to deliver cheaper and better care framed in the citizen centered health delivery systems. Without significant reforms, including the better use of eHealth, health expenditure is expected to increase from 9% of GDP (2007) to 16% by 2020.

**Construction** The market area of sustainable construction involves environmental concerns, users' health aspects and issues of convenience. It embraces developing sustainable solutions for residential and non-residential buildings as well as in infrastructure assets.

**Protective textiles (PPE) comprise** It is related to clothing and textile-based systems whose main function is to protect users from the operation conditions. In the EU the size of the market is estimated at € 9.5-10 billion, with around

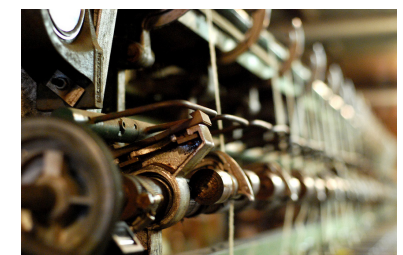
### Scheme 2.6 Lead Market Initiative function

Six markets identified for the initial stage of the initiative

 **Health**  
Better Healthcare for Europe



**Images No. 2.33**  
- 2.35 e-Health,  
**Construction,**  
**Protective textiles**  
**(PPE)** In:[2.33]  
ec.europa.eu [2.34]  
Peta Hatton [2.35]  
Scorchez In: Flickr.  
com



## 2.4. REGIONAL DEVELOPMENT

200,000 jobs directly or indirectly related to PPE products and services (2007)(75).

**Bio-based products** "...are made from renewable, biological raw materials such as plants and trees."(76) The market for the LMI includes non-food, new bio-based products and other bio-materials. Environmental regulations, standardization, labeling, and encouraging Member States to set up demonstration plants have a role to play, as does the Common Agriculture Policy.

**Recycling.** In the last decades the sustainability and the recycling subjects have been considered in several aspects of planning and it could be missed in the LMI. It plays an important role in the process of sustainable consumption and production. This sector has a turnover of € 24 billion and employs about 500,000 persons in about 60,000 companies (2007)(77). Despite significant potential market, barriers are still present and that is what the initiative seeks to tackle.

**Renewable energy (RE)** is the energy that can be derived from regenerative energy sources like wind, solar, biomass, biodegradable waste or feedstock, geothermal, wave, tidal and hydropower. The European RE sector has annual € 20 billion revenues annually and provides jobs to around 300.000 (78) people while providing approximately 8.5% of Europe's energy needs. The target was set to a 20% by 2020. This target gives the producers a meaningful opportunity to develop and cut production costs.



**Image No. 2.36 Bio-based products**

By: Pieter-Jan LOUIS In: Flickr.com



**Image No. 2.37 Recycling**

By: Senjimdemint In: Flickr.com



**Image No. 2.38 Renewable energy (RE)**

By: Guido Musch In: Flickr.com

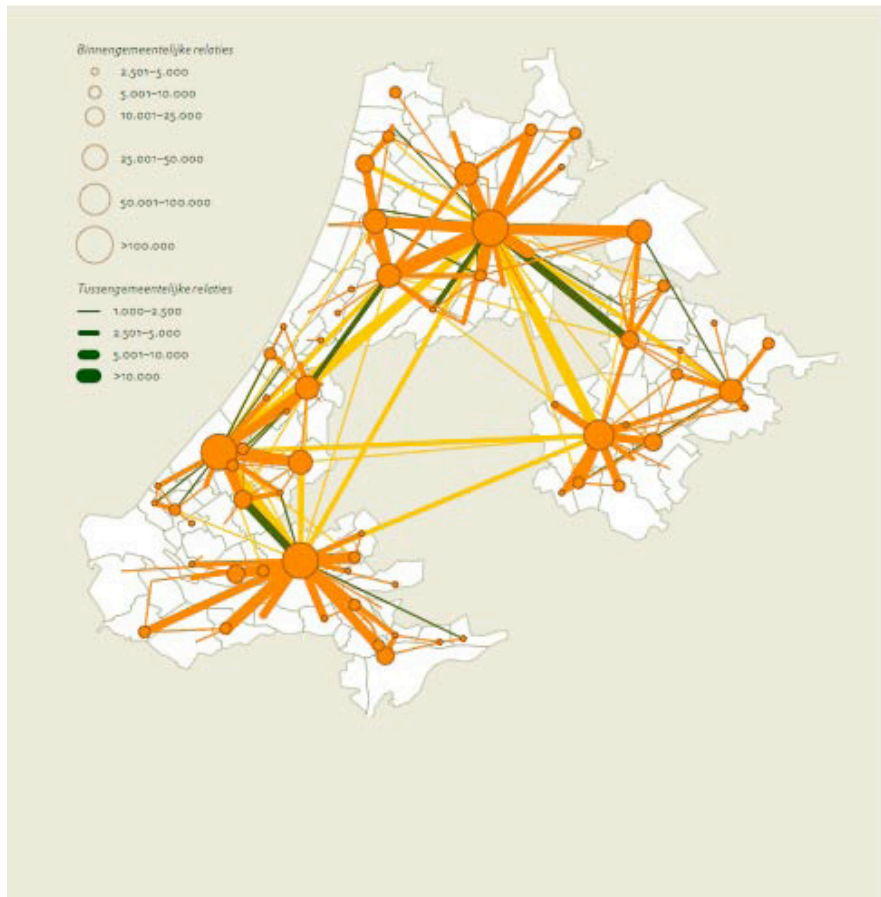
The appearance of new business opportunities in the markets covered by the LMI is likely to attract private investment. In the LMI, public action can be instrumental to facilitate access to financing. The action plans can drive proposals within the national and EU programs. It opens the door for new models of public-private-partnerships, in which investors and other stakeholders can participate. This could encourage private investors to support new ventures related to the LMI.

The need for a tight coordination among these several actions in a short timeframe makes the action plans very ambitious. Success will depend on the commitment of all actors involved, such as the European Institutions and the Member States, to closely cooperate in the implementation of these action plans, and thus, to encourage the interest of private stakeholders to invest in these promising markets.

### Randstad Region [Holland]

To illustrate what was mentioned before, the next section will be dedicated to a project in the Netherlands, an ambitious strategy for investments located in an important economic center of Europe and one of the most dense (1224 inhabitants per square kilometer) (79) and populated areas in the north-west of the continent, with a total of approximate 7.6 million inhabitants(80). The Randstad Region is an industrial and metropolitan conurbation that consists of major Dutch industrial cities extending in a crescent from Utrecht in the east to Dordrecht

## 2.4. REGIONAL DEVELOPMENT



**Image No. 2.40**  
**Urban growth of the Randstad Region**

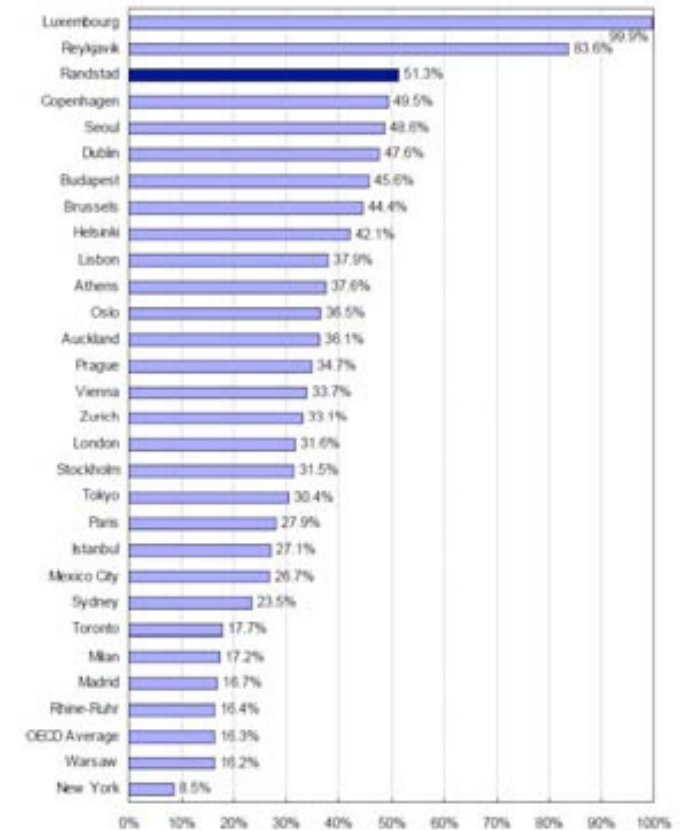
Source: 3rd Conference of the IFoU, 13-6 2008

**Image No. 2.39**  
**City network of the Randstad Region**

Source: 3rd Conference of the IFoU, 13-6 2008

in the south and to Lelystad in the north. The regions form a ring of four large and small urban agglomerations such as Amsterdam, Rotterdam, The Hague and Utrecht, Almere, Delft, Leiden and Haarlem. It is a combination of business activity, residential areas, and recreation that makes this initiative attractive for the population and for businesses. Its high GDP, 51.3%(81) of the total national Dutch income makes the Randstad region one of the most important regions in Europe.

The ambition of the Randstad region authorities is to maintain and strengthen the international competitive position and keep the high quality of life. For this reason, in 2008 the Dutch government consented with the Randstad cities to come up with a strategy for the development of a smart and sustainable growth, a vision denominated Randstad 2040 and the aims were set the goals of Europe 2020. In fact, the Randstad is the pilot area to test the measures implemented for the



strategy.(82) The Randstad has developed several projects within the region that have followed the goals described before in six different subjects: Knowledge, Water, Creativity, Nature, Climate and Energy.

The management organization of the region is shared between the state (five ministries), four provinces, two hundred municipalities (including Amsterdam, The Hague, Rotterdam and Utrecht), and around twelve water management boards,

## 2.4. REGIONAL DEVELOPMENT

while the public transportation is being handled by municipal, private, and state transport companies, and a mixture of infrastructure providers.

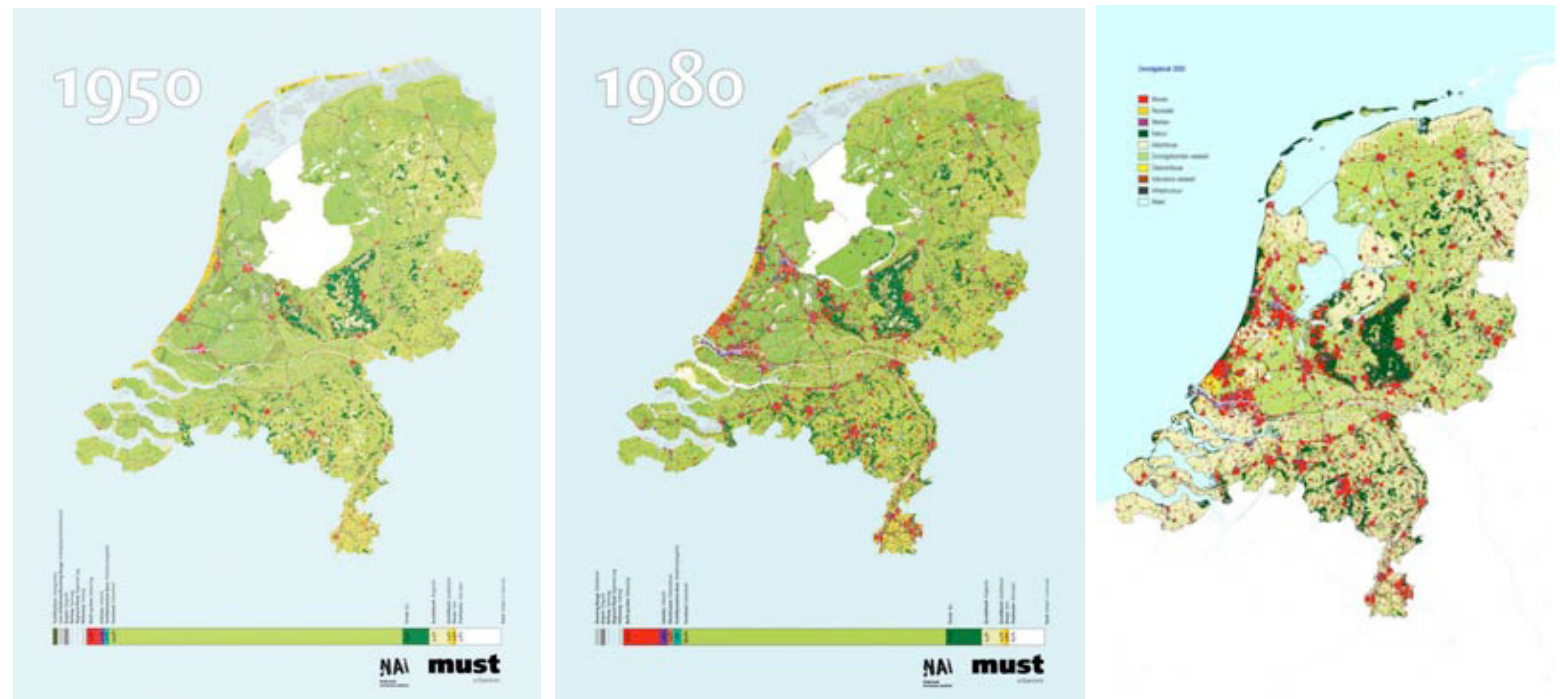
“Measures to restructure formal government have resulted in a decrease of the number of formal bodies and the creation of regional authorities: small municipalities have been merged forcefully, and this process will continue; the water management boards have merged so that only four major water boards now exist in the Randstad area.”(83) The government’s role is not limited to the urbanization contracts, regulations and financial resources, but its main contribution is specifically in the process of developing the large green-blue delta, referred to the territory in which national landscapes such as the Green Heart and

Waterland are located and will be explained later; and improving public transport and junctions. Besides, the exploration on how to improve inclusion in the international network of high-speed lines can be obtained, for example by the HST trains between Amsterdam, Eindhoven and Liege and between Amsterdam and Cologne.(84)

The Randstad also includes specialized functions, such as Rotterdam, Europe’s largest port and The Hague as legal capital, that serve international markets and occupy a leading position. These functions offer the Randstad and the rest of the Netherlands an opportunity for an international competition between cities. A basic statement of this vision is that the powerful functions

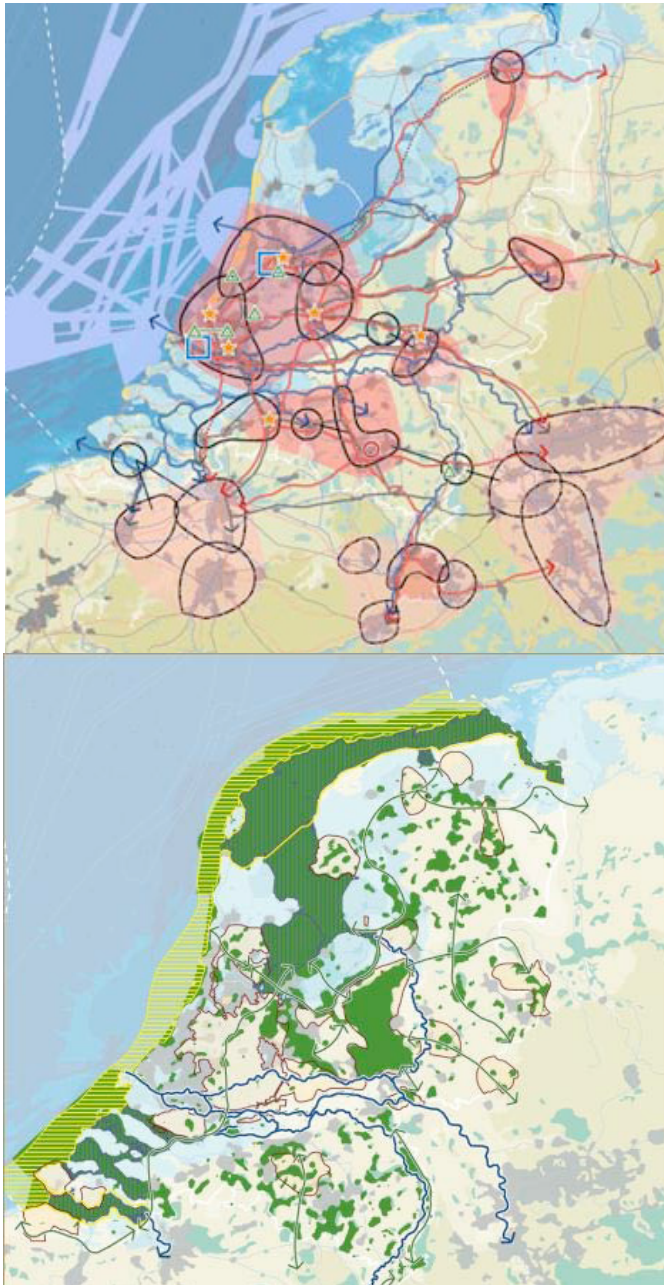
in particular, need to be reinforced and that the relevant efforts in terms of policy and implementation should contribute to this without assuming a ‘Randstad’ scale from the beginning. The new image is built up from two images: the green-blue structure and the urban structure. Both structures have their own driving forces, opportunities and threats.

First of all, there is the wide green-blue structure of the south-western Delta up to IJsselmeer the ‘green-blue delta’. The sustainable water management initiatives are possible here, recreational activities are being offered and natural green environments are accessible on selected locations.



**Image No. 2.41**  
**Expectation of urban growth of**  
**the Randstad Region**  
Source: 3rd Conference of the  
IFoU, 13-6 2008

## 2.4. REGIONAL DEVELOPMENT



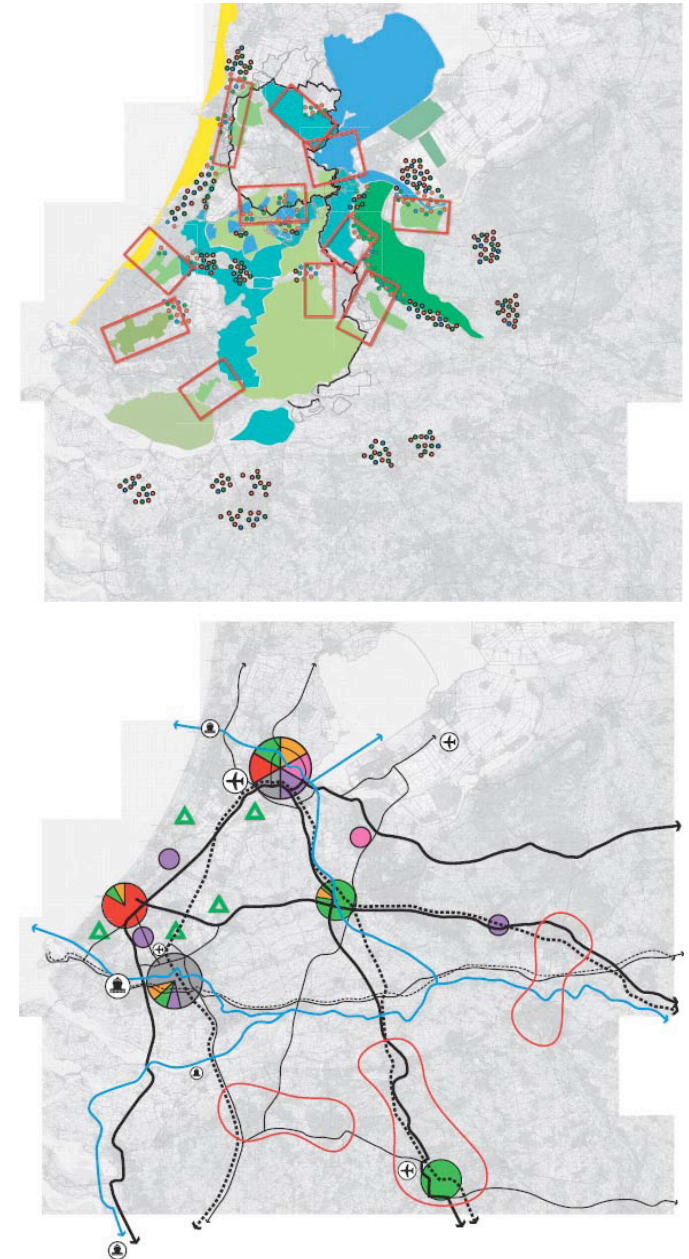
In second place, a network of large urban and economic centers, which serve as junctions in international connections (road, water, air, rail, internet), with Amsterdam as the international gateway that is linked rather than contiguous. The spatial functional structure is scaled up, the land use is being intensified, the internal and external accessibility is improved (increased substance) and the urban quality and intensity will be reinforced. People will be attracted by urban power and the spatial qualities of the cities and countryside because it offers a better quality of life.

The new image is that of a number of powerful cities (Rotterdam, The Hague, Utrecht) with a specific national/international character and Amsterdam as a type of internationally oriented central business district in various fields, with a robust and large-scale green-blue structure from IJsselmeer to Delta and from the Coast to the Heuvelrug, and a number of attractive metropolitan parks.(85)

**Image No. 2.43**  
**Make quality with more interactions between landscape, water system and urbanization**  
 Source: 3rd Conference of the IFOU, 13-6 2008

**Image No. 2.42**  
 National spatial strategy  
 Source: 3rd Conference of the IFOU, 13-6 2008

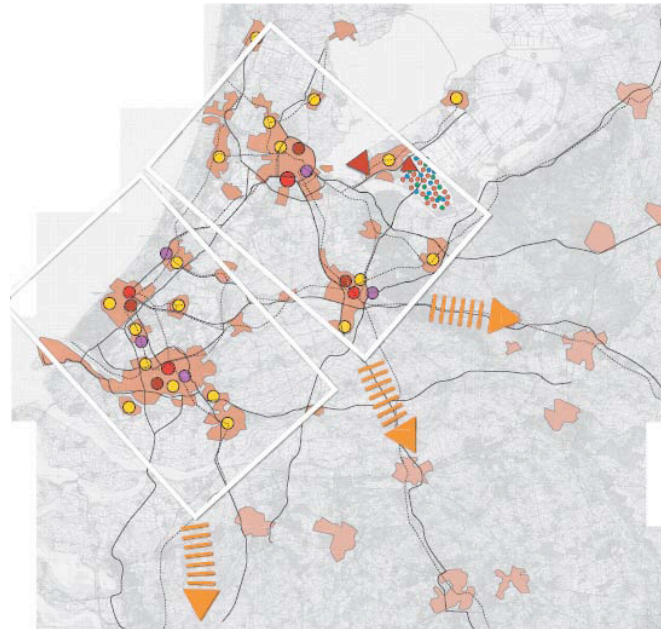
**Image No. 2.44**  
**Focus on international assets and strengths**  
 Source: 3rd Conference of the IFOU, 13-6 2008



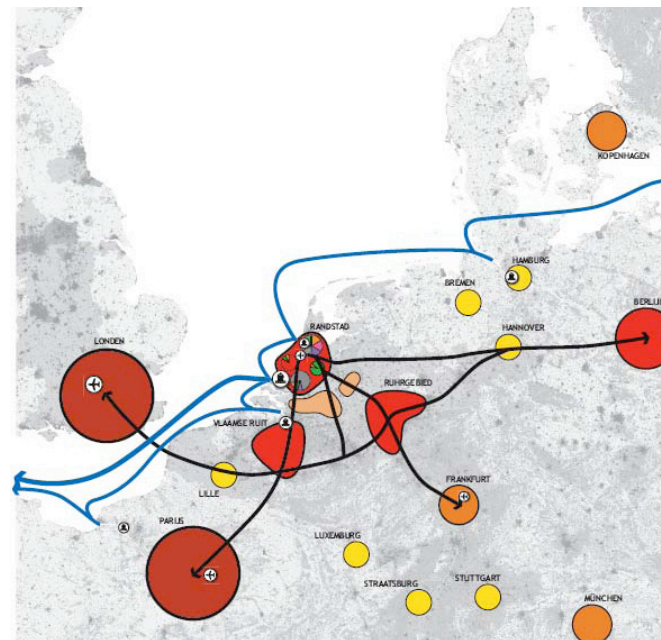
## 2.4. REGIONAL DEVELOPMENT

All of the urban areas are under constant pressure from the growth point of view. In the case of Randstad, more central urban living environments are needed, which generates a strong need for strengthening transport junctions, for instance, to switch to new urban functions such as housing on former industrial and port sites, railway yards and similar. The use of existing urban areas will be continued through the transformation of an old port terrain into a living or living-working area. The aim is to fulfill at least 40% of the new housing demand in existing built-up areas.

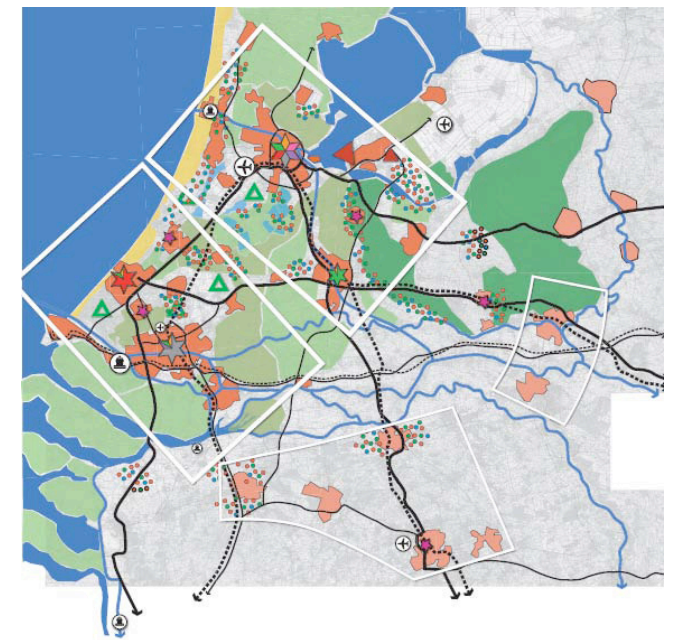
Almere will be the largest in 20 years with 60,000 homes (86), also Haarlemmermeer is having a radical growth, while in Utrecht and other municipalities the urban spatial needs cannot be met in the current city alone. Consequently, it makes sense that some of the locations are being developed as a continuation of the Spatial Planning Policy Document.



**Image No. 2.45**  
**Strong and sustainable cities**  
**and better regional accessibility**  
 Source: 3rd Conference of the  
 IFoU, 13-6 2008



**Image No. 2.46**  
**International spatial**  
**development perspective**  
 Source: 3rd Conference of the  
 IFoU, 13-6 2008



**Image No. 2.47**  
**Spatial development concept**  
**Randstad 2040**  
 Source: 3rd Conference of the  
 IFoU, 13-6 2008



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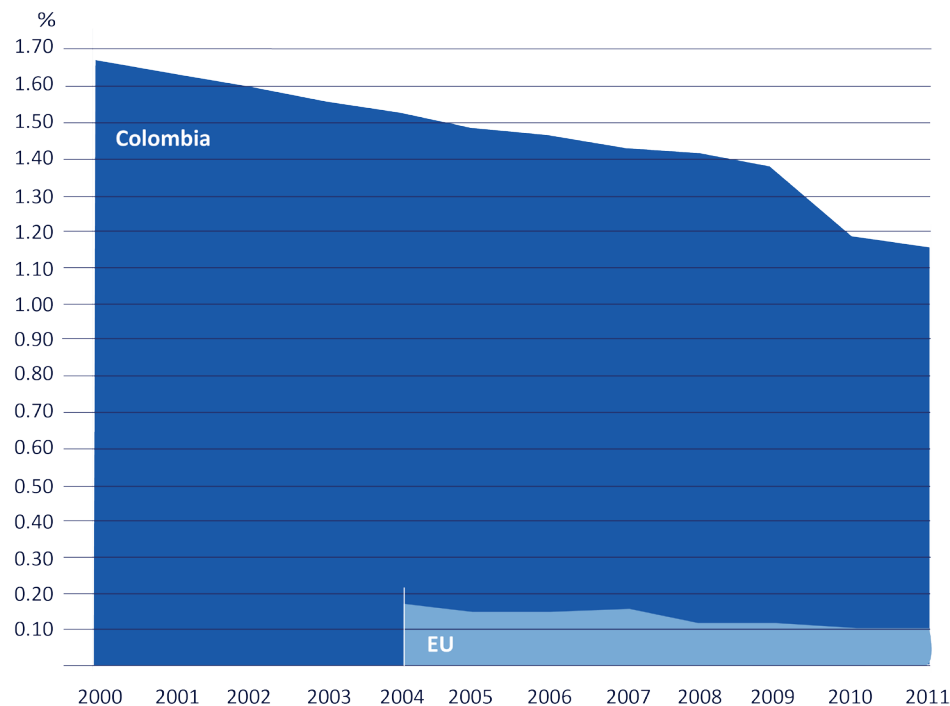
### **3. *COLOMBIAN OUTLOOK***

## 3.1. SOCIAL POLITICAL SITUATION

To contextualize and emphasize on the political and social topics which will be deepened further on, it is necessary to know some information related to the place that is being studied. For this reason, some figures and data related to the geographic, demographic and historical characteristics of Colombia are presented next.

Geographically, Colombia has an extension of 1'141,748 km<sup>2</sup> (1), which makes it, according to some publications, the 26th biggest country in the world out of 198 countries. The country has a population of 46'094,130 (2) persons according to official projections of the DANE (Departamento Administrativo Nacional de Estadística). From this population, 76% inhabitants live in cities or Municipal Capitals and the other 24% do it in the remaining territory.(3) The population growth rate is 1.16% (2011), which ranks Colombia as the 102th (4) country in population growth in the world and has been decreasing since 2000 from a rate of 1.68% (5) as shown in Graph No. 3.1.

Colombia has a US\$ 429.866 million GDP in which approximately 27.3% belongs to sectors that are developed mainly in rural and sub-urban areas, as shown in table no. 3.1. According to the International Monetary Fund's GDP ranking, Colombia occupies the 28th place. Nevertheless, the consequences of the internal instability of the country are the high poverty rates that reached 45.5% in 2009 (6), and that evidence Colombia's alarming situation comparing to other emergent economies such as Brazil (26%) and China (2.8%).(7)



**Graph No. 3.1 Population growth Rate in Colombia**  
The average annual percent change in the population.

Source: DANE In: [www.dane.gov.co](http://www.dane.gov.co)

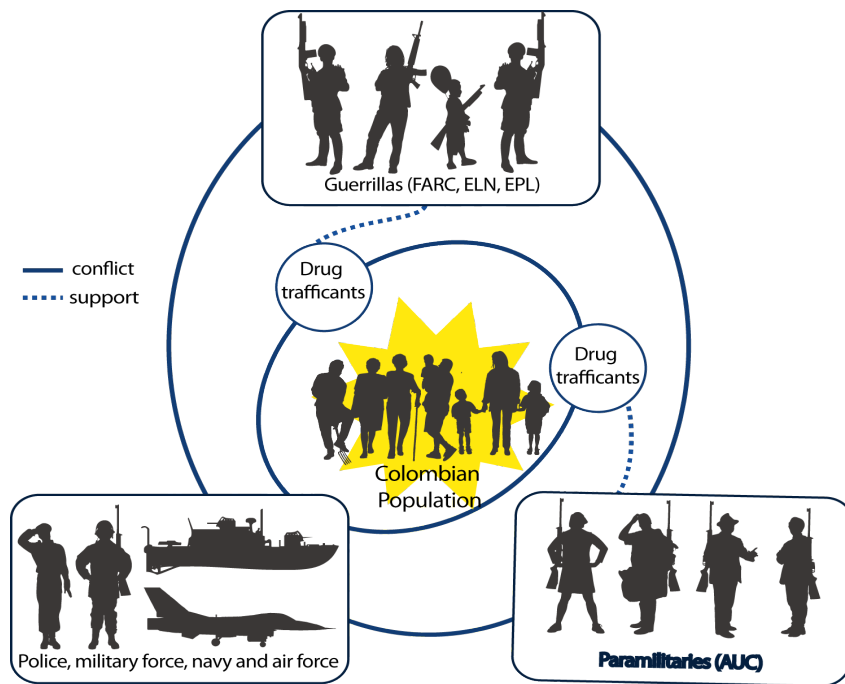
ECONOMIC ACTIVITY	% 2005	2006	2007	2008	2009	2010
Agriculture + Cattle	9,0	8,8	8,5	8,5	8,5	8,5
Industry	14,6	14,6	14,8	14,2	13,3	13,2
Mineral Oils + Mining	4,9	4,8	4,6	4,8	5,3	5,6
Commerce + Restaurants + Hotels	13,1	13,3	13,5	13,4	12,9	12,8
Construction + Public Works	4,7	5,0	5,2	5,1	5,7	6,0
Transport + Communications	6,5	6,7	6,9	7,0	6,9	6,8
Financial Intermediation	4,9	4,8	5,0	5,3	5,4	5,4
Public Administration	10,1	9,8	9,6	9,5	9,6	9,5
Others	32,1	32,3	32,0	32,3	32,3	32,4

+/- %27

**Table No. 3.1 Participation of sector in the countries' GDP (%)**

Source: DANE In: [www.dane.gov.co](http://www.dane.gov.co)

## 3.1. SOCIAL POLITICAL SITUATION



**Scheme No. 3.1**  
**Explaining the conflict**  
 Three are the main actors of the internal conflict in Colombia

period, denominated the guerrilla (FARC, ELN, EPL: considered terrorists groups); and Paramilitary groups. Related to the last two, there are also drug traffickers groups, as shown in the scheme no. 3.1.

Nowadays, the conflict consists into the need of each one of the groups to have the territorial control of some zones where large drug production areas are located. This search for control is counteracted by the State's actions to eradicate the cultivation, production and narcotic distribution. Additionally, the geographic characteristics of the territory, with jungles and forests, make it hard for the State forces to access, and benefit the illegal groups, which have found the perfect places to hide and carry out criminal activities.

The causes related to the armed conflicts accelerate the growth of the social problem of the country and the humanitarian, territorial and urban consequences. According to the International Red Cross Committee the main humanitarian consequences of the conflict are those closely linked to the violation of the International Human Rights such as forced disappearance, take of hostages, forced recruitment and sexual violence.

Some general data provided by Indepaz (8) show that the conflict, from the very beginning until 2009, has left alarming statistics such as: 620.502 murders, 90.000 armed conflict deaths and 48.585 kidnappings. "The armed conflict in Colombia affects civilians in terms of basic services access, like medical attention, education, and water and health, mostly in distant areas. With the economic

Considering the high poverty rate and the population growth rate, higher than the world's average, and emphasizing that the population growth is a determining factor of the demand that a country has to fulfill for infrastructure, social policies, resources and employment; it is possible to state that in Colombia exists a disparity of social, economic and general development policies that do not have the required effect to stabilize the country, compared to other countries in the world.

### Internal Conflict

The previous context has to be completed with the situation of the armed internal conflict, which

has a vast influence on the economic and social situation of Colombia. Because of the conflict, a great deal of policies and projects supported by the government and the community, trying to achieve a development of the country had been unsuccessful.

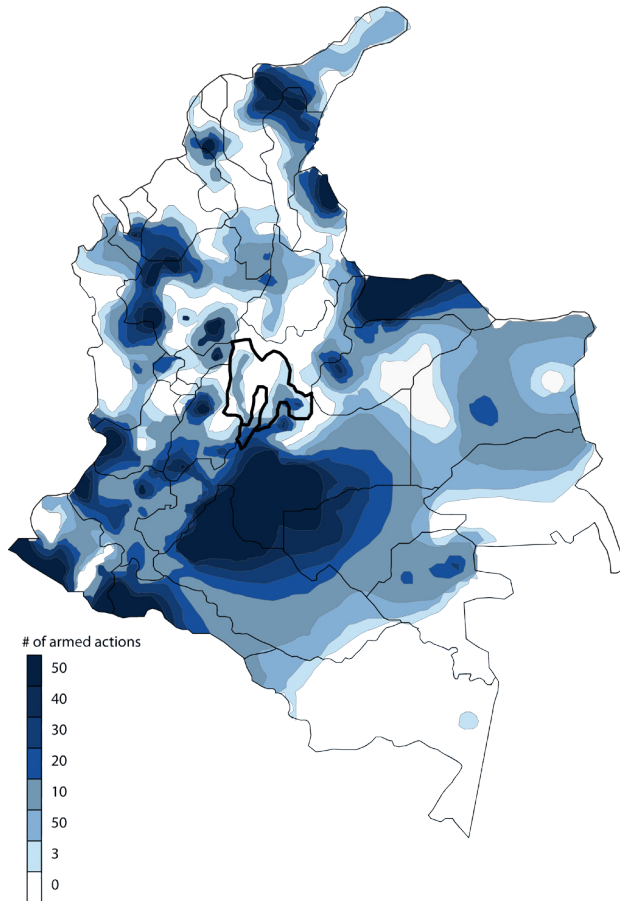
Colombia has experienced one of the oldest armed conflicts in the world, from 1964 to the present days. It has special and different characteristics, not comparable to any other war or conflict in the world because of its actors and its causes. The actors are separated in three groups, the Colombian State represented by the military forces; the illegal armed groups, whose names and characteristics vary according to the



## 3.1. SOCIAL POLITICAL SITUATION

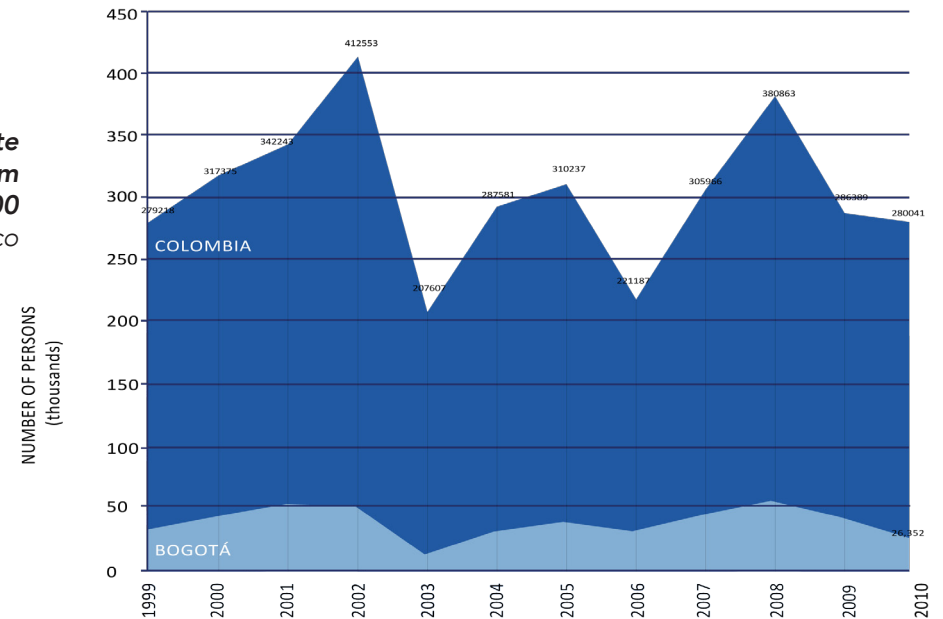
crisis and the low investment of the State, the access to these services is lower". Thanks to the constant activity of the previous government and its military forces, together with the community and the international help of different organizations, the humanitarian consequences of the conflict have shown a 50% improvement in each of the cases.

The conflict has generated an approximate



**Graph No. 3.2 Displacement rate  
Decrease of displacement from  
2000**

Source: DANE In: [www.dane.gov.co](http://www.dane.gov.co)



displacement of 4.400.000 persons. The territorial consequences, all generated by urban poles, have affected negatively the growth of cities in the last decades. The forced displacement of the population has produced great rates of internal migration of households to the main cities of Colombia such as Bogotá, Medellín, and Cali. Unfortunately, the migration towards the city has not decreased, contrary to what happened with the humanitarian problems; the following graph shows that each year a great number of displacements still happen. As the graph shows, the internal displacement has been decreasing in the last

**Map No. 3.1 Armed Conflict  
Distribution map  
Poles and geographical continuity of  
the armed actions of FARC 1998-2005**

Source: DAS In: [www.das.gov.co](http://www.das.gov.co)

ten years, but the problem is already there and people have already abandoned their homes in the country and found a space in the main cities of the country.

"Colombia has addressed issues of urban poverty through programs and partnerships that link central and local actors. The Housing and Environmental Improvement Program (established in 1994 and founded by the Inter-American Development Bank) funds infrastructure, community facilities and public services, land regularization, and the production of core housing and serviced lots for marginalized settlements. Provincial authorities and municipalities provide co-financing. Families receiving subsidies must make contribution in cash or in kind, amounting to at least 5 percent of the value of the project components requested by the community." (10)

## 3.2. URBAN EFFECTS

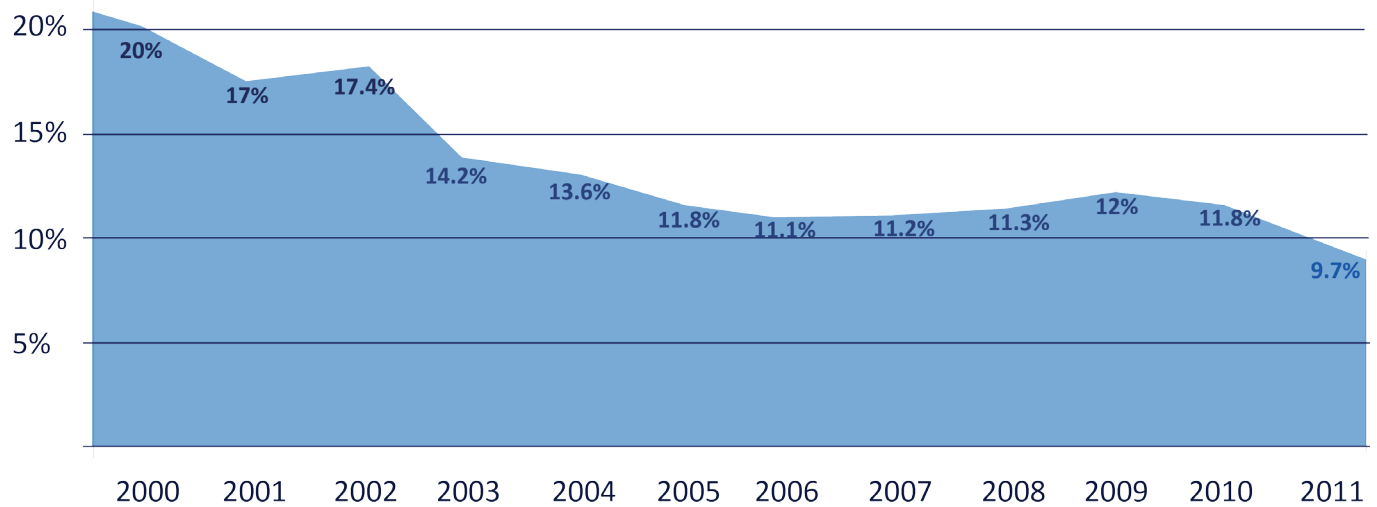
From the late twentieth century, the characteristics of the population distribution in Colombia began to show what is now considered a territory made up by a city network where the main cities are concentrated.

“This hyper-urbanization is expressed in two ways: first, the difference between prosperous metropolitan centers that live together with their depressed peripheries and second, regional and sub-regional cities whose areas of influence are poorly communicated. These situations intensify the lack of competitiveness of the whole system, in some cities in particular”.(11)

The characteristics acquired by Bogotá according to this new situation have increased the current character of the city, which has reached a strong primacy and functional concentration with respect to other cities.

One of the most important challenges that Colombia faces, is to thwart the conflict's negative effects in terms of unemployment. Even though the strong economic measures implemented by the government in the last ten years have achieved a great reduction of the country's unemployment rate (graph no. 3.3), from 20% in 2000 to 9.7% in November 2011, the effects of this percentage in the urban area are visible.

Due to the fact that the vast majority of people who lose their jobs, either by displacement or lack of opportunities in other regions, arrive to the cities, the largest cities show (Graph No. 3.3) highest concentration of unemployment and informal employment of the country.



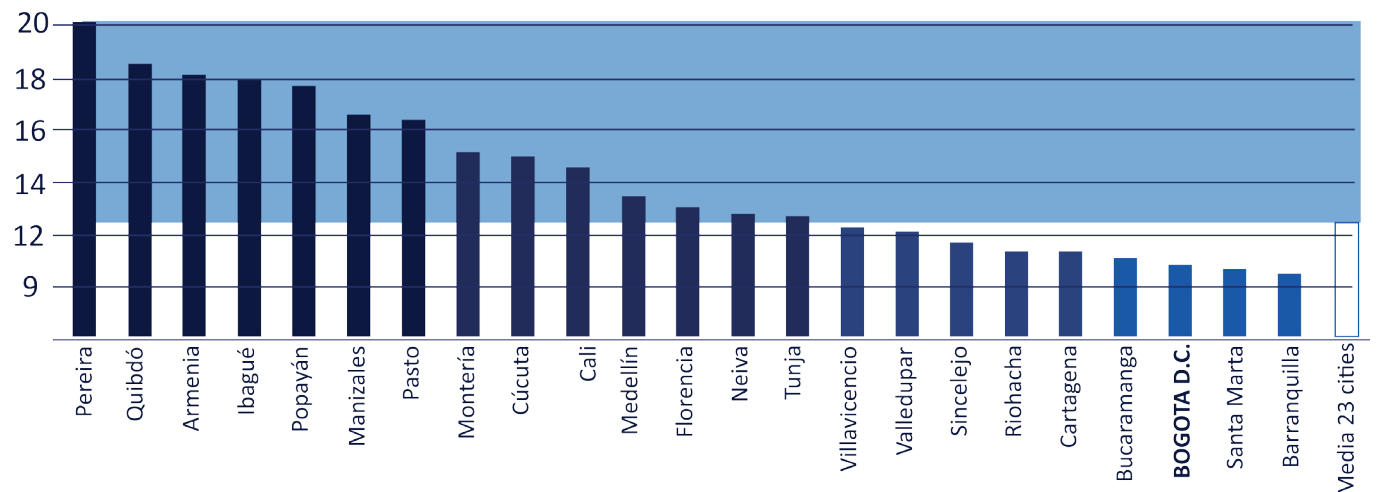
**Graph No. 3.3 Unemployment Rate**

“Principales Resultados del Mercado Laboral Febrero 2011”, Source: DANE (Departamento Administrativo Nacional de Estadística) In: [www.dane.gov.co](http://www.dane.gov.co)

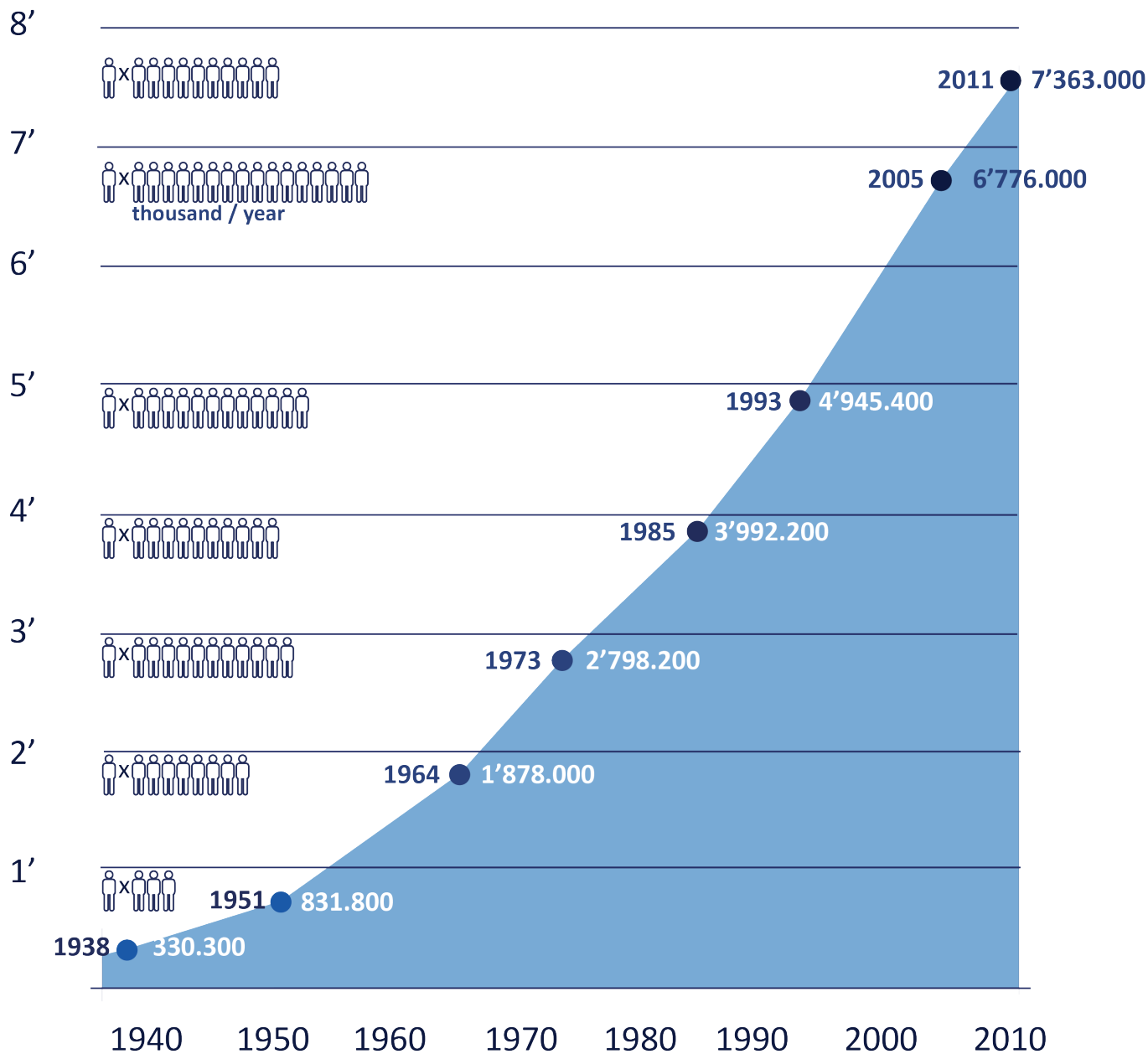
**Graph No. 3.4**

### Labor Market / Unemployment Rate

“Principales Resultados del Mercado Laboral Febrero 2011”, Source: DANE (Departamento Administrativo Nacional de Estadística) In: [www.dane.gov.co](http://www.dane.gov.co)



## 3.2. URBAN EFFECTS



As a result of population displacement from rural areas to cities, it seems that the main social problem, the uncontrolled population growth, is faced in the most important urban centers of Colombia. This issue imposes a large number of special challenges for local governments on safety issues, welfare, housing, public services and infrastructure; issues which as a whole, combined with the urgent needs of new residents, determine the need of a new approach to urban planning and policy making in those cities.

To observe more clearly the magnitude of urban and social effects that a large number of cities in the Latin American urban context currently face, the example of the capital city of Colombia, Bogotá D.C., will be taken. For decades, Bogotá has had the highest figures in terms of receiving immigrant groups and people displaced by the violence, most of them arrive seeking opportunities in the labor market and help from the public sector in housing and welfare.

In Bogotá we can identify the fast population growth that is strictly related to the development of the conflict over time, because in 1960, before the beginning of the conflict, the city's population did not exceed 900.000 inhabitants, in contrast, 40 years of conflict later, in 2005 the population achieved around 7.880.000 inhabitants only in metropolitan area.

**Graph No. 3.5 Historical Population Growth**

Source: DANE (Departamento Administrativo Nacional de Estadística) In: [www.dane.gov.co](http://www.dane.gov.co)

## 3.2. URBAN EFFECTS

This rapid population growth has made Bogotá, characterized by the same kind of physical growth and development of cities in Latin America, a city with the highest struggle in terms of large areas of concentrated poverty, urban squatters and slums, uncontrolled land development and failure of social policies, see Map no. 3.2.

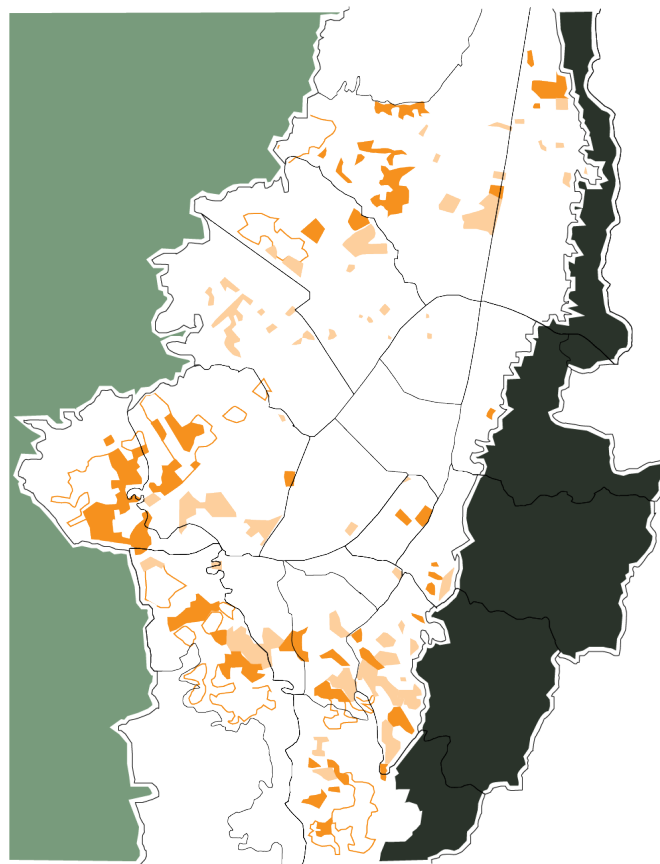
These four urban and social determinants are strongly concentrated in specific areas of the city, areas that have been distinguished for hosting a large number of immigrant families and for being formed by large illegal settlements throughout history.

### Uncontrolled Land Development

The dynamics of urban growth in the Bogotá Region have been characterized by a growth in housing, which has not been properly followed by a proportional increase in infrastructure, generating a situation of pronounced imbalance between the population and educational, health and recreational services.

Several neighborhoods emerge illegally, without meeting certain state requirements for the formation of new settlements. Therefore, the inner city and its government, mostly provide public

**Map No. 3.2 Illegal Development Patterns**  
*The case of Bogotá*



#### Illegal Development Patterns

- Savanna of Bogotá
- Eastern Hills
- Settlements after 1990
- Settlements before 1990
- Developing Areas

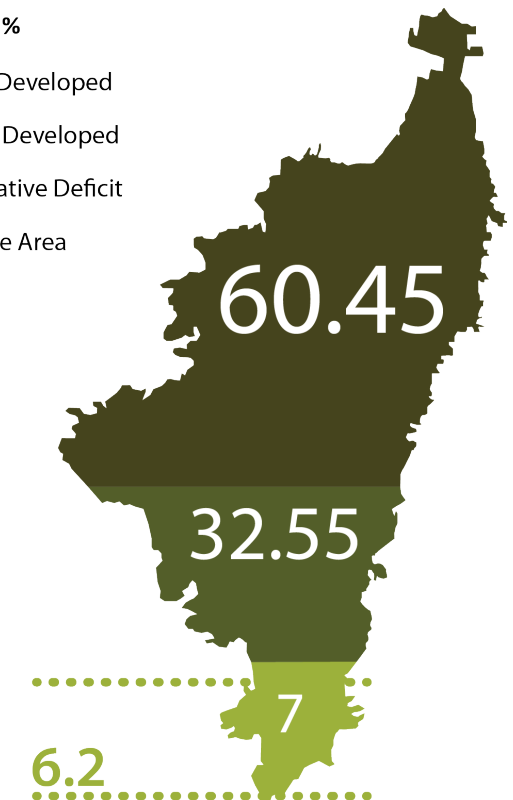
services and employment for the new population. (12)

The accessibility of the population and an adequate transport system that addresses the needs of its inhabitants are the most common problems that occur in these new developments. Even though these two issues have improved in relation to previous years, the implemented

**Map No. 3.3 Bogotá's Legal vs. illegal Development**

#### Current Areas %

- Legally Developed
- Illegally Developed
- Quantitative Deficit
- Available Area



## 3.2. URBAN EFFECTS

measures have not been able to solve the problems of the most peripheral areas, and the high costs that the system of mobility entail. Due to the difficult geographical characteristics and the long distance from the consolidated areas of the city, the formal transportation only reaches certain places with paved roads, and informal transportation does not exist. Additionally, in these informal settlements there is no planning, since from their inception the local authority does not consider the presence of an adequate public space that support the needs of the community in terms of quality of life, recreation and activities outside homes. Just shortly after the

final appropriation of these developments, these needs present in the daily lives of people, become a requirement for the public administration of the city.

In architectural terms, the process of construction and consolidation of houses has been mainly through progressive development of construction, hiring labor force or by family self-construction. However, although many of these houses have non-perishable materials, they are inadequate due to the absence of a convenient planning and architectural projection and appropriate interior spaces.

**Image 3.1**

**[Left] View of Bogotá**

By: Andrés Bernal Bernal

**Image 3.2**

**[Right] The slums**

By: Alejocock In: Flickr.com



## 3.2. URBAN EFFECTS

### Urban Squatters and Slums:

Approximately 80% of Bogotá's households contain population with the greatest housing problems and 44% of the total urban growth presents an illegal origin. It is this growing population that has typically pushed the borders of the City outwards, either by fueling the housing market for dense, cheap, and illegally constructed housing, or by building themselves informal settlements on unguarded pieces of vacant land.

The informal settlements are areas of land located at the peripheral or central zones, according to topographical, social and economic issues. These developments occupy generally land in unfavorable topography, irregular hills or areas with poor natural features and sensitive to flood.

When we are talking about informal or illegal settlements we must distinguish two existing types of developments: Piratas (Pirates or Urban Squatters) and Invasión (Invasion or Slums). (13) The Barrios Piratas (Squatters) are those neighborhoods where residents have purchased the lots they occupy. Generally the Barrios Piratas are located in peripheral areas of the city, and in many cases outside the city limits. The Barrios de Invasión (Slums), on the other hand, are those arising from the illegal occupation of a property, either public or private. The land invasions can occur in central areas, preferably government-owned, that for some reason have not been developed.

In Bogotá, the predominant development of

**76.**



the informal city has been given not by invasion processes, but predominantly by the lot process of Urbanización Pirata. The main feature of the Barrios Piratas, and that makes them so prevalent and difficult to fight off and eradicate, is that developers can start operating with minimal or no capital. At the end, informal developers get between 80% and 90% profit.(14)

However, over time both types of neighborhoods end up being recognized by the authorities as legal, this presents negative consequences in economic terms for the city government and social services for the community.

**Image 3.3 (1) Barrio Pirata - Patio Bonito**  
*Neighborhoods where residents have purchased the lots they occupy*  
By: Tutusmobio In: Flickr.com

### Large areas of concentrated poverty

The population of the deteriorated urban zones of the city consists on a series of groups characterized by heterogeneity of places of origin, groups that sometimes are assumed only as economic actors instead of groups with necessities, which could be the target of social policies and programs. This phenomenon influences the creation of permanent channels of communication to find appropriate

## 3.2. URBAN EFFECTS



**Image 3.3 (2) Barrios de Invasión – Ciudad Bolívar**

*Neighborhoods rose from the illegal occupation of a property  
By: Babshollis In: Flickr.com*

means of social integration and tolerance that allow the gathering of necessary resources for the inhabitants.

This can be seen as the necessary opportunity to take the presented social consequences in urban areas of poverty. A new dynamic that generates required processes of social and cultural homogenization is promoted when social structures are strengthened by addressing unsatisfied basic needs, and communities are gain a sense of power by increasing their ability to act and react.

In addition to economic and social factors present at the creation of low-quality urban areas, there is another fundamental factor generated by the

specific attitudes of Colombian society towards the issue of private property. The rent option has begun to be perceived as to offer lower living conditions compared to owning property in the informal settlements. become a mirage that makes better living conditions decline as offering by the rent option, to assume a lower quality of life as owners in the informal settlements.

The inhabitants of the informal city, constantly in isolation, assume a risk attitude towards life that is reflected in many aspects: the land they inhabit, the type of buildings that they construct, the high levels of violence in the informal settlements, the exposure to attitude in front to diseases, the entertainment that they enjoy develop, etc. These aspects are emphasized even more by the deficiencies in terms of urban transport systems, lack of public services, education and difficulty in accessing the labor market, which eventually create patterns of shared needs in these depressed areas.

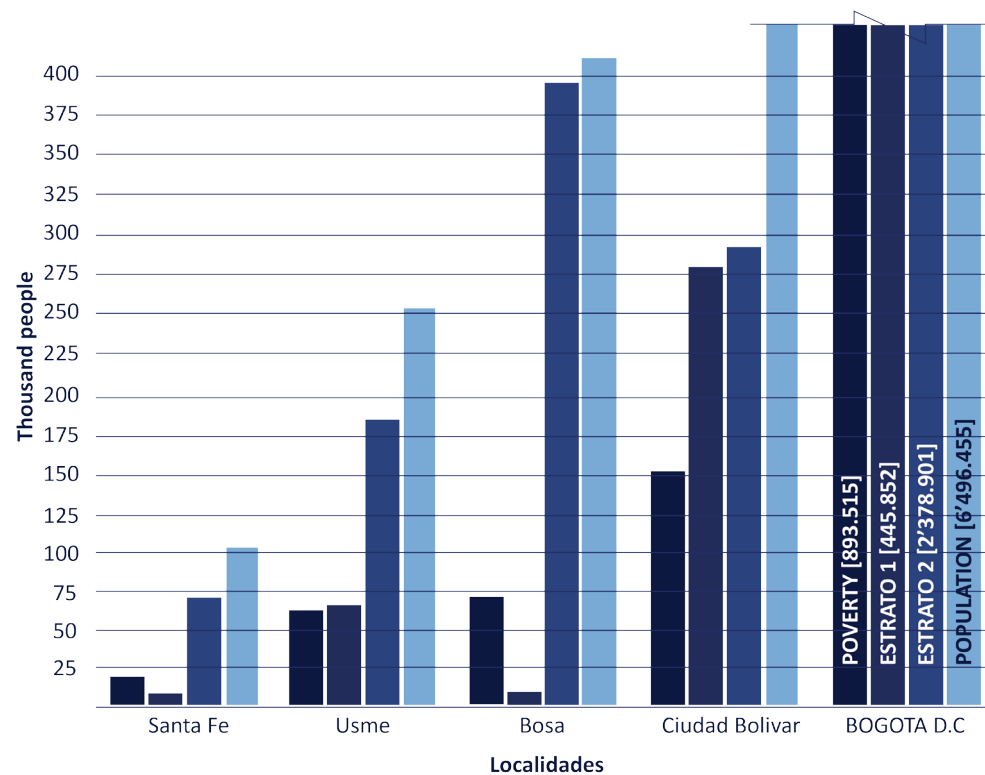
In Bogotá, four localidades (15) are characterized by being the largest areas with the presence of clusters of poor communities. These localidades (Santa Fe, Usme, Bosa and Ciudad Bolívar), in 2001, achieved an estimate of 1.3 million people that belonged to estratos (16) 1 and 2 as shown in graph no. 3.6. The conditions of these localidades on the urban periphery permit the concentration



**Image 3.4 Homelessness**

*The only option for some people  
By: Andrés Bernal Bernal*

## 3.2. URBAN EFFECTS



**Graph No. 3.6 Population in Poverty in Slums / NBI Basic Needs Indicator**

Source: Alcaldía Mayor de Bogotá (2001)

of immigrants and the accelerated development of spontaneous settlements.

These illegal developments are usually constituted as an affordable option for people with housing needs, people that are not covered by policy measures and that have been excluded from the private market because of lack of funds. However, due to the implications of belonging to marginalized communities, people have to solve the initial need for housing, and at the same time, reduce their access to adequate levels of education. This limits their possibilities to access decent employment and consequently they lack

from resources to improve their quality of life.

“As stated above, the main challenge for local authorities was to solve the problem of access to land for the social sectors with insufficient income (not solvent demand) and the effective regulation of its market, in order to stop the speculative and lucrative model.” (17)

### Failure of Social Policies

From other perspective, Social Services and Facilities represent the most obvious need of the whole community, following the provision of Basic Public Services. The large deficit in the

areas such as Health, Education, Welfare and Recreation is too big to be covered by the state, or by the alternatives generated from the same communities. The absence of enough resources to fill current gaps generates an ongoing conflict between the State and the community, and this situation, seen as a failure of the implemented social policies, creates the need for self-supply of urgent small-scale measures, but not for large-scale ones such as health, education or entertainment.

In addition to traditional topics that public policies focus on, there is an additional condition present in Bogotá, homelessness, a particular type of poverty related to illegal activities and personal problems that results from the rejection and discrimination toward the homeless, a kind of population counted among the high poverty levels and unemployment. The relocation programs to different zones of the city are not enough because this population is highly discriminated, due to the stigma of poverty: Nobody was willing to accept these people in their own neighborhoods.

To finalize, giving credit to the programs implemented by the public administrations up to now, and to the great achievements in terms of reduction of the deficit in public services offering, and implementation of housing and social policies, it is important to design and implement innovative measurements. The alarming situation requires not only the application of conventional measures, but the application of more powerful policies that produce positive results. Nowadays, in the midst of a completely different urban panorama from



## 3.2. URBAN EFFECTS



**Image 3.5 The failure of social policies**

*A large deficit of Health, Education, Welfare and Leisure*  
By: Alejocock In: Flickr.com

the one we had thirty years ago, it is necessary to innovate in the way we make policies, change the perspective of the institutions, work at different levels and involve all the actors in an agreement process and joint work.

It is necessary to involve communities in the processes of decision-making and program implementation. It is also necessary to reverse the thought of technocratic administrations, which assures that the developing countries' population

are so focused on surviving, that they do not have time to be part of the public processes, thus the main job of the government is to represent them and decide for them.

Nevertheless, the implementation of the innovation processes has to recognize that the community plays a principal role, admitting that in order to innovate it is necessary to have knowledge, and that only the communities have it because they live with their problems. Therefore, public institutions have to assume the

responsibility of searching and adequating the spaces where the population can contribute.

"Innovations are always difficult to implement. The status quo starts with a majority support, while ideas for change start with only a minority behind them." (18)

### 3.3. POLICIES' FRAMEWORK

The population growth of Colombia as it was mentioned before has been developed in two main macro-regions, the Andina (where Bogotá is located) and the Litoral Caribe. An important aspect to highlight is the fact that thanks to their topographic conditions their development was independent and isolated from the rest of the regions in the country. They have developed a process of consolidation of urban nuclei that surround a main city with regional influence (19). This describes exactly what happens to Bogotá and the Sabana, concepts that will be explained later.

In 1961 with a plan known as Operación Colombia (Operation Colombia) developed by Lauchin Currier was published, having as a main focus Bogotá and its region. From the macro economy the plan makes a turnover to the development themes and growth, giving a joint vision and an explanation about urbanization processes and industrialization with migration processes from rural to urban areas. The plan's budget indicated that the development problems had to be understood in terms of poverty and inequality, something that nowadays still apply. From there the conclusion was that the policies must address the efforts on offering adequate jobs.

By 1997 the municipal finances haven't been able to solve the innumerable problems of housing deficiency and the inexistence of a balance between the individual and the collective interests generated by the accelerated growth of the cities in the country. The highest rates of unfulfilled basic need are concentrated in the cities presenting the highest rates of growth as Bogotá, Cali, Pereira



**Map No. 3.4 The Colombian regional locations**

Colombia is subdivided in six regions. The most developed are the Andina and Caribe.

In: [www.todacolombia.com/geografia/regionesnaturales.html](http://www.todacolombia.com/geografia/regionesnaturales.html)

and their surrounding urban nuclei. Because of this the precarious socioeconomic structure generated different phenomena such as: illegal urban expansion, low dwelling quality, real estate speculation, increase of public expenditure, increase of suburban urbanization constructions, loss of identity and violence.(20)

For the previous reasons the main goal for the local administrations was to solve the problem of access to land to population with low resources.

The physical planning at that moment was limited to create use regulations and construction based on basic normative codes; not having any relation with the economic and social aspects of the city. The effects of these constructions and zoning regulations were not considered and in reality they were affecting the urban structure and the urban dynamics.(21) These situations have shaped the evolution and the decisions taken in economic, territorial, social and housing terms by the government at national, regional and local level. The first approach was done by the consolidation of the Law 388 of 1997 that will be deepening later.

An important aspect worth to mention (once again) about Bogotá is the fact that it is constituted into two complementary urban systems. First the Capital District, it is the main center and it have had a compact development with an average density of 200 inhabitants per hectare, there is a limited reserved area of less than 40 square kilometers of unoccupied urban and rural land. Nevertheless the Capital District contains 800 square kilometers of rural territory comprising the western mountain range and highlands of the Locality of Sumapaz, 60% of this area is protected

### 3.3. POLICIES' FRAMEWORK

with exceptional environmental and landscape attributes that houses the main water reserves in the region. The second system is the Sabana de Bogotá which contains smaller urban nuclei and rural territories of 21 municipalities extended in 1000 square kilometers, mainly located in the western part of the city, on the other side of Río Bogotá (Río Bogotá) housing more than one million persons (estimated in 2005). The main nucleus of the Sabana is Soacha with over 300.000 inhabitants registered in 2003, extends Bogotá's perimeter encompassing some localities. This urban-rural territory is an important spatial reservoir, for the new population but to host poles of agro industrial activities, manufacturing industry, tourism and specialized services giving importance to the flower growing industry the main activity of the region.(22)

According to a study developed "Approximation to the guidelines for territorial land use for Bogotá and the Region"(23) in the Sabana territories are three conurbations identified. These three have the highest population increase in the territory. The central conurbation is formed by the municipalities of Chía-Cota-Cajicá; the western by Funza-Mosquera-Madrid and the southern Soacha-Sibaté. On the other hand it highlights the fact that Soacha's expansion was the result of the reception of population in precarious conditions who occupied the territories of lowest price and not only the expansion of the 70's and 80's after industrial implantations. The western conurbation has the danger of growing in the same conditions of the southern one which had a dispersed occupation of areas previously destined for rural

activities, creating an undesirable expansion model.(24) In case the previous situation happens it would kill the opportunity of transforming this conurbation in the receptor of new population with better urban quality than the one located in the south, ruining the advantages of the western's conurbation (25), since it is located 45 minutes from Bogotá's International Center and 20 minutes away from the El Dorado International Airport.(26)

Going back some decades in the territorial planning in the 50's the creation of Corporaciones Autónomas de Desarrollo Regional (Corporations of Autonomous Regional Development) was one of the first for the evolution of regional planning. It had the aim of controlling planning of relatively homogenous territories. During the 70's and 80's this control trial disappeared completely and in the 90's even if the control entities were gone new concepts helped to shape the initiatives for the future. For instance the themes related to

environment and sustainability.(27)

In 1991 after the Constitution reform, the urban discourse was activated looking for a legislative base. By this principle the Law 388 of 1997 of Territorial Development was established as a collection of principles, instruments, and planning and management territorial dispositions. It's worth clarifying that this is referring to the national level, in terms of local policies the decree 619 of 2000 is the Territorial Ordainment Plan (POT) of Bogotá. The document proposed a vision of the future of the city 10 years from then, it means 2010. The adoption of ciudad-región (city-region) ordainment concept has brought down the boundaries of the metropolitan area but has attached the municipalities around.(28)

**Image 3.6**  
**Corporación Autónoma Regional de**  
**Cundinamarca**



## 2.2. HOUSING POLICIES

Examples of initiatives developed at Regional level have established with poor success or not at all. For instance, in 2001 the “Mesa de Planificación Regional Bogotá-Cundinamarca-MPRBC” (The Bogotá-Cundinamarca Regional Planning Committee), was constituted by the local and regional government; the Regional Autonomous Corporation in order to promote the physical, social and economic integration of the territory, incentivizing the productivity and competitiveness of the central region of the country. One interesting aspect about the MPRBC is that it

doesn't only include the surrounding municipalities but from surrounding departments. It designed a process that allows the National and Regional public bureaus, private sector entities and politic and social organizations to interact among them. (29)

At the beginning the MPRBC was concentrated in three aspects:

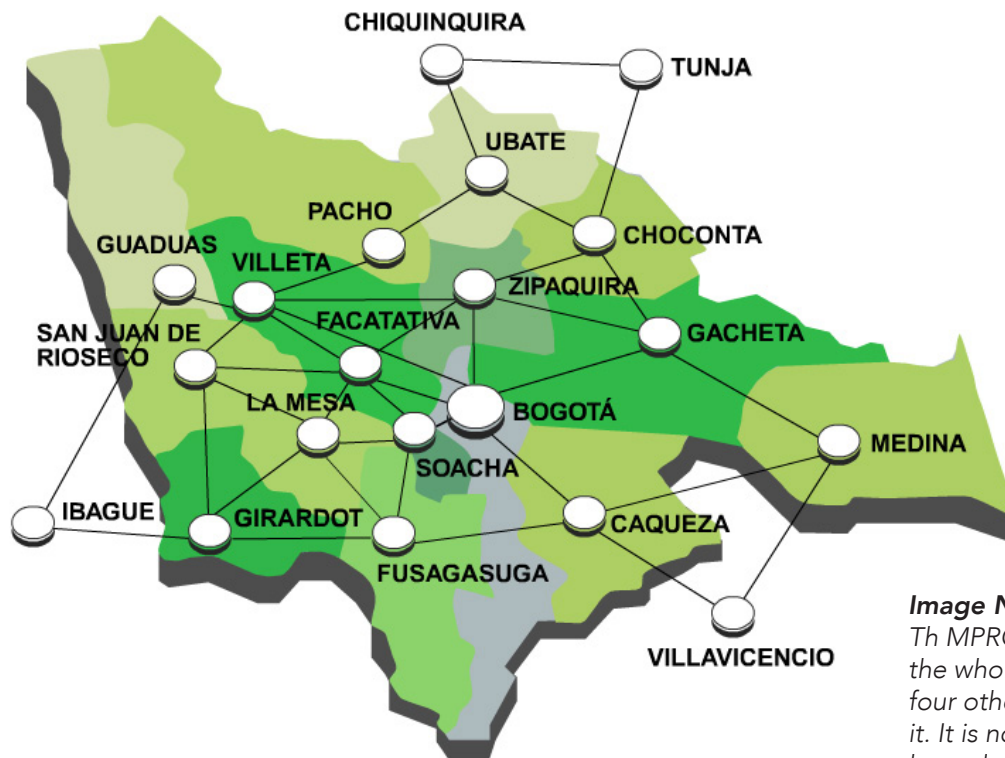
- Establish rules for the public and private entities that traditionally were competing against each

other to join efforts towards the same objectives and resources.

- Training program for the officers and participation of the actors that intervene the territory.
- Diagnosis of the area containing indicators and results with territorial implications, based on seven strategic thematic: review of 145 ongoing or planned regional projects developed by the entities of the MPRBC; Economic situation of the study area and public finances projections; Environment and sustainability; functional territorial relationships and infrastructure's role; Armed conflict and vulnerability; Population and occupation tendencies of the territory; Municipal dynamic; connectivity and integration.(30)

Having the initiative of involving public and private actors in the development of projects for the region is a step further but it's a pity that the project hasn't develop its ideas and a solid strategy to follow since the last updates in the project were until 2005 with some training activities. So what's the point on defining this project's structures when they apparently are going to be ended halfway, this is the aim now is to show failures and successes of the Colombian policies and initiatives.

Being aware of its inequalities and low levels of life quality, Colombia government has worked to transform its legal and political background to create legal tools to tackle the poverty problems. At local level Bogotá has follow the initiative of



**Image No. 3.7 Bogotá región**  
The MPRCB considers the region the whole departments plus four other municipalities outside it. It is not an administrative boundary but a network.

### 3.3. POLICIES' FRAMEWORK



**Image No. 3.8**  
**Metrovivienda**

the National Government so it can promote and consolidate a process of integral city improvement. Beside the previously mentioned Law 388 of 1997 there is another one the Law 563 of 2000 which states that any citizen or group has the right and obligation to participate as observers to have access to the public information they have interest in, a participatory mechanism of social control.

Based on that legal foundations Bogotá took legal measures according to the main needs identified. The first is the previously described POT, the second was the Bogotá Urban Improvement Policy that complements, re-order and improve housing and urban spaces that have been consolidated by the illegal settlements. Up to 2001 the program worked in 57 zones with a total area of 2000 Ha and 600,000 inhabitants were benefited.(31)

The city had four macro projects following these policies: Metrovivienda (social housing program),

**Image No. 3.9**  
**Transmilenio**



Transmilenio (massive transportation solution), grant of Public Schools program (to amplify the coverage and improve the quality of education) and the Third Millennium Park renovation project (urban and social renovation in a central zone of the city). These were the symbol of the improvement of the city and gave faith to the citizens who started to trust the administration of their city.

#### **Housing Policies**

With a clear position of the state around the theme of Public Housing, the focus is primarily to facilitate the acquisition of the property rather than

provide it directly, the housing programs at both national and local levels are created by developing the notion “country ownership”, which is the basis to create programs and strategies to reduce the housing shortage, mainly of social housing.

Within the system of governance in Colombia, the state emits general rules to be adopted at regional and local levels following the national policy. These laws do not contain individual details and instructions for the cities’ development and its territorial organization, but they are emphatic in determining the political responsibility of each local government and administrative bodies.

### 3.3. POLICIES' FRAMEWORK

In this way, the Law 388 of 1997 emitted by the Congress of the Republic, provides mechanisms that allow the local level, to promote the management of its territory and the rational and equitable use of land.

In terms of social housing "Municipalities and districts determine their needs for social housing, both new and subject to integral improvement, according to the same defined medium-term objectives, strategies and instruments for the implementation of programs aimed at solving the shortfall."(32)

Based on these provisions, the local government determines the appropriate percentage of land that is destined to develop social housing and

urban renewal projects that will be part of the housing program of the municipality, which at the same time will contemplate the other policies that are being implemented in these areas.

For this reason, the Mayor of Bogotá, after a long history of urban development in the city with large weaknesses and difficulties, failed programs and bad decisions and administrative territorial level, has compiled a set of rules, grouped in the POT, Plan de Ordenamiento Territorial (Territorial Ordering Plan) which are intended to organize the city and to cover existing large deficits in infrastructure and housing.

By this administrative act it is created the habitat and public security policy, which according to the

shortly positive background of the city, sets out objectives and goals with a great responsibility, importance and necessity, never raised in the local territorial sphere.

There is an enormous demand for low-income housing in Bogotá, with approximately 50% of its population living in informal settlements. It is this growing population that has typically pushed the

**Image 3.10 Public schools - El Porvenir**  
In: [mincultura.gov.co](http://mincultura.gov.co)



### 3.3. POLICIES' FRAMEWORK

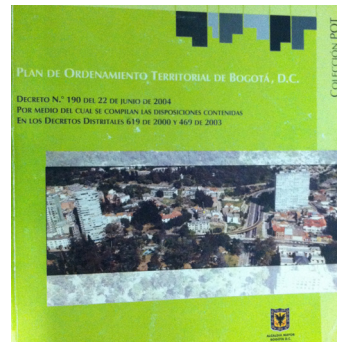
**Image 3.11 Third Millenium Park**  
By: Oscar Edmundo Diaz



borders of the city outwards, either by fueling the housing market for dense, cheap, and illegally constructed housing or by themselves building informal settlements on unguarded pieces of vacant land. Housing is typically “owned”-occupied in Bogotá, with few renter land related to the popular concept of private property “ownership”.

In this context the habitat policy integrates the supply of housing to offer public space and equipment health facilities, education, recreation, security, justice, local mobility and household utilities. Among the most prominent objectives of this policy on housing issues can name the following: (33)

1. To promote housing system based on human security principles
2. To promote legal development offering less cost alternatives to compete with the illegal supply and reduce the costs of legalization and unplanned settlement upgrading.
3. To create legal certainty to legalized neighborhoods owners



**Image 3.12 POT Document**  
*Plan de Ordenamiento Territorial de Bogotá*

4. To seek equity between developers, builders, homebuyers and citizens to achieve the reduction of public investment in urban legalization

As an innovator element, this policy includes the promotion, supply and generation of regional-scale land, trying to find a balance in the settlement processes of population, that allow the development of social and priority housing programs and eliminate informal production

of housing for the poorest segments of the population.

Additionally, in order to enhance the qualitative and quantitative deficit of poor families in the District, it strengthens the process of settlement and the surrounding environment of the city enforcing the rights to life, to decent housing and a healthy environment.

In order to carry out these recent targets and complement the general policy objectives, have been determined as really important the establishment, implementation and enforcement of the following actions, being part of each of the programs, tools and projects implemented by the public sector: (34)

1. Prevention and control
2. Generation of land
3. Tenure
4. Articulation of land supply and demand.
5. Integral improvement and optimization of real estate inventory in areas of illegal origin
6. Rehabilitation of housing in central areas
7. Rural habitat
8. Population Resettlement
9. Funding
10. Recognition and promotion of diversity in the production process the habitat
11. Habitability and sustainability in the city and region

The policy makers have waited for this opportunity created by public regulation to achieve integration between the city and its region, which is necessary

### 3.3. POLICIES' FRAMEWORK

to support the growing needs of the city. However, a strong local political failure, the prevalence of individual interests of each municipality and the lack of adequate support at national and regional levels, have contributed to the implementation of this policy does not become a fact.

The weak model of the country's governance has driven municipalities to develop a central structure and internal models responsible on promoting individual policies created by its own management, discouraging regional integration needed for the development of adequate social and priority housing programs.

Bogotá, meanwhile, has created a sub-program of production and quality of housing that seeks to ensure a housing supply in terms of environmental sustainability, territorial equity and access to public and social services in the district territory. This sub-program encourages internal intervention on the housing market, integrated urban actions and good urban, architectural and technological practices. (35)

Thus, Metrovivienda is created, to coordinate the new housing production sub-program, as a public company, to promote alternative forms of production of habitat and their integration into formal circuits of the market and to develop alternative mechanisms that enable access to urban land or other housing alternatives to low-income population. This task is carried in the midst of a complex picture:



Image 3.13 Public Acts

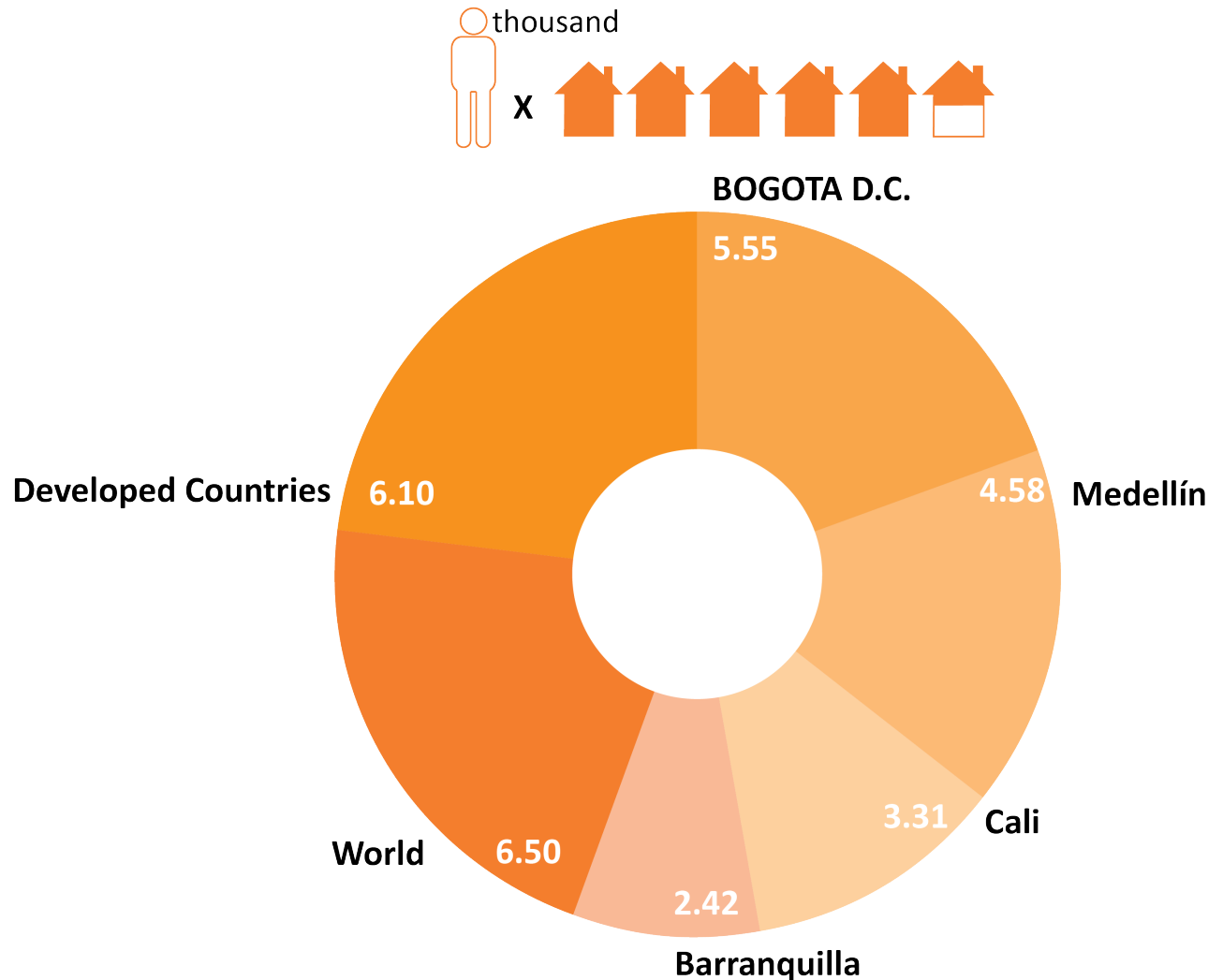
Housing demand of vulnerable classes grows at a rate of 40,000 units per year, while during the same period only 11,000 units of Social Housing are produced. The growing deficit extends to over half a million families without an independent house, of which 92 per cent correspond to the lowest income population groups.

The initial implementation of Metrovivienda's work involves the production of mega projects, creating in each one from 5000 to 10000 new housing units, developing new residential districts in determined areas by public administration as urban expansion areas adjacent to the city limits. In order to overcome the deficit and try to stop the informal urban development, the district at that time had aimed to build 440,000 new homes by 2010 with lower prices.

The bet which the local government has made implementing Metrovivienda's work, is related to the concept of efficiency and management of all stages of each project: to acquire, through negotiated purchase, privately-owned open space at the urban periphery, creating large assemblages to be improved upon with infrastructure, planned and parceled, and sold to experienced developers for construction of "market rate" housing which is affordable to varying levels of low-income families. The sales of urbanized land permits have adequate financial capacity to continue developing the following projects, with very low financial risk and much greater rapidity in the stages of purchasing and contracting. The graph 3.7 and 3.8 show how the set of policies, programs and projects developed by Bogotá have made the city stand



### 3.3. POLICIES' FRAMEWORK



**Graph No. 3.7 Housing production 2009 – Houses per thousand Inhabitants**

Source: [www.habitatbogota.gov.co](http://www.habitatbogota.gov.co)

out as the largest producer of housing in the country for over a decade.

However, due to the difficult situation of the social housing shortage in the city, from the creation of

Metrovivienda (2001), has been demonstrated that the solution to this negative phenomenon requires much more radical programs.

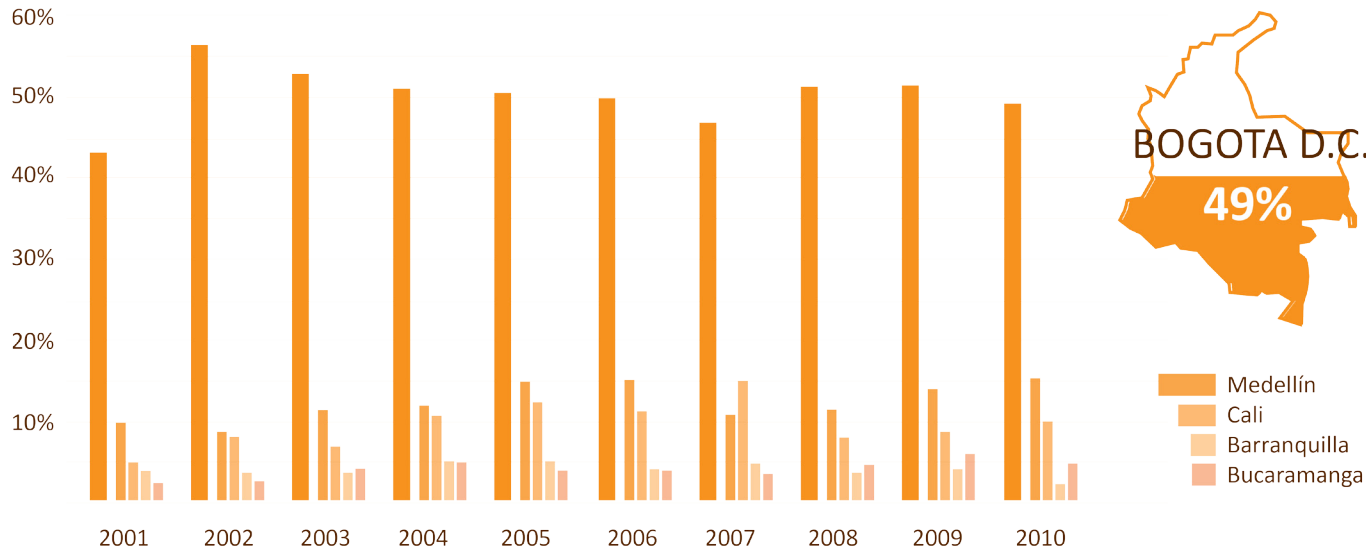
A diminution of dwelling deficit in indicators quantitative terms was presented from 2003 to 2011 passing from a deficit of 323.340 dwellings equivalent to 17.4% in 2003 to 307.945 dwellings equal to 15.6% in 2007(36) and 258,046 dwellings in 2011 representing 11.8%(37) of the dwellings; this is due to new dwelling production in the last decade. As shown in the graphic 3.9, the quantitative presented a decrease from 9.5 % to 5.3% in 2011 and the qualitative from 7.9% in 2003 to 6.5%, although in 2007 a qualitative deficit increased to 8.2% was presented since the urgency of households to find a home has made them choose dwellings with low architectonic and urbanistic standards. It is important to note that annually 51,288 households are formed in Bogotá.

The statistics made by the Municipal Planning Administrative Department (from now: DAPD) clarify the picture over the years to have the certainty of the political and technical challenges faced by the government today: (38)

- In 2007, qualitative and quantitative deficit of housing in the city is 307,495 homes and Metrovivienda delivered between 2004 and 2006 only 6.391 homes. Aside from this, what we have is a high increase in illegal and unsafe housing.

- Likewise, completing the political mandate in 2007, was expected the delivery of 70,000 new homes, which only a year before there were built

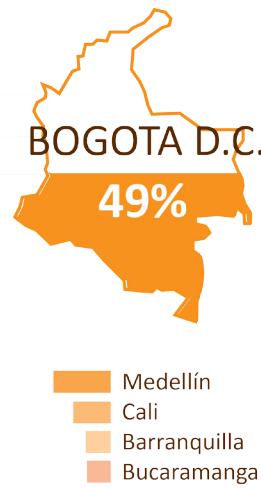
### 3.3. POLICIES' FRAMEWORK



**Graph No. 3.8 Participation on Housing Developed 2001 – 2010**  
(Social Housing + Market Housing)  
Source: [www.habitatbogota.gov.co](http://www.habitatbogota.gov.co)

24,000 units, with no important improvement after that. The situation is even more critical because of the 23 families' average, arriving daily to the city, increasing the problems of housing deficit. In 2009 was calculated that to remove permanently the total housing shortage in the city (300,000 units at the moment) and attend the annual household formation, it would require building about 84 thousand households, of which 61,000 (72%) correspond to social housing units.

- For 2011 the total deficit is 307,000 housing units (147,000 units in quantitative deficit). As a consequence about 1.3 million households in economic levels 2 and 3 (about 5 million people)



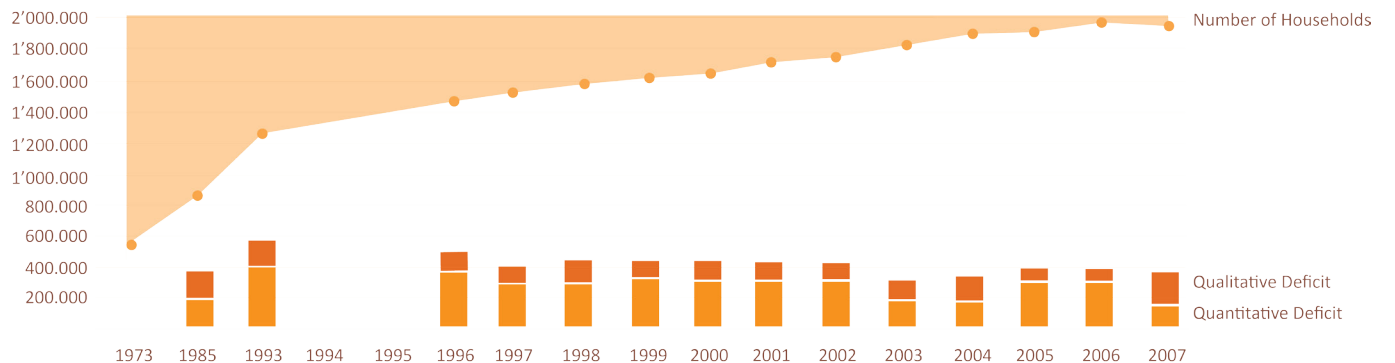
growth and consolidation, in part due to the corruption problems of public and political sector involving Colombian society, partly by the lack of implementation of the existing building standards set by the city. In this scenario, Metrovivienda competes against the big machine of pirate developers, reducing their chances of vacant land used for illegal urbanization, in a city strongly affected by the phenomenon of speculation in land prices.

However, if the regulations and urban standards designed to improve, control and consolidate of legalized neighborhoods are studied in depth, would come to an unfavorable conclusion. Building codes and regulations require a formal

do not own their homes. Additionally, 63% of them live in poor housing conditions, since the average household contains 3.72 people and in each house are living 1.7 households.

Although the great efforts made by the city government through programs and projects like Metrovivienda, the problem persists. On one hand, informal developments are in continuous

**Graph No. 3.9 Housing Deficits in Bogotá 1973 – 2007**  
Against number of households  
Source: *Conversatorio Política de Vivienda en Bogotá Positiva* In: [www.habitatbogota.gov.co](http://www.habitatbogota.gov.co)



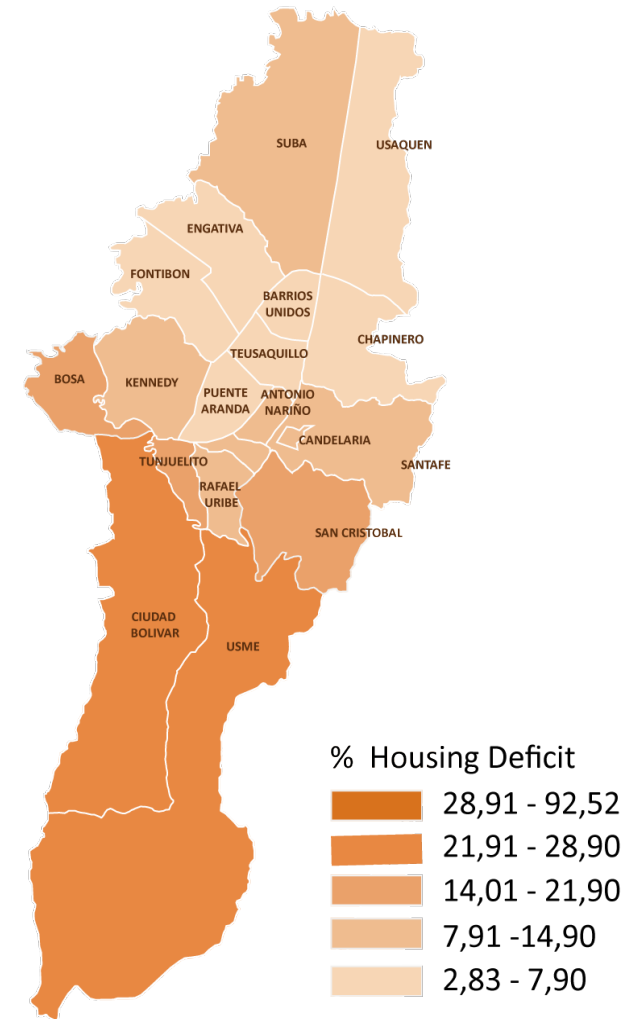
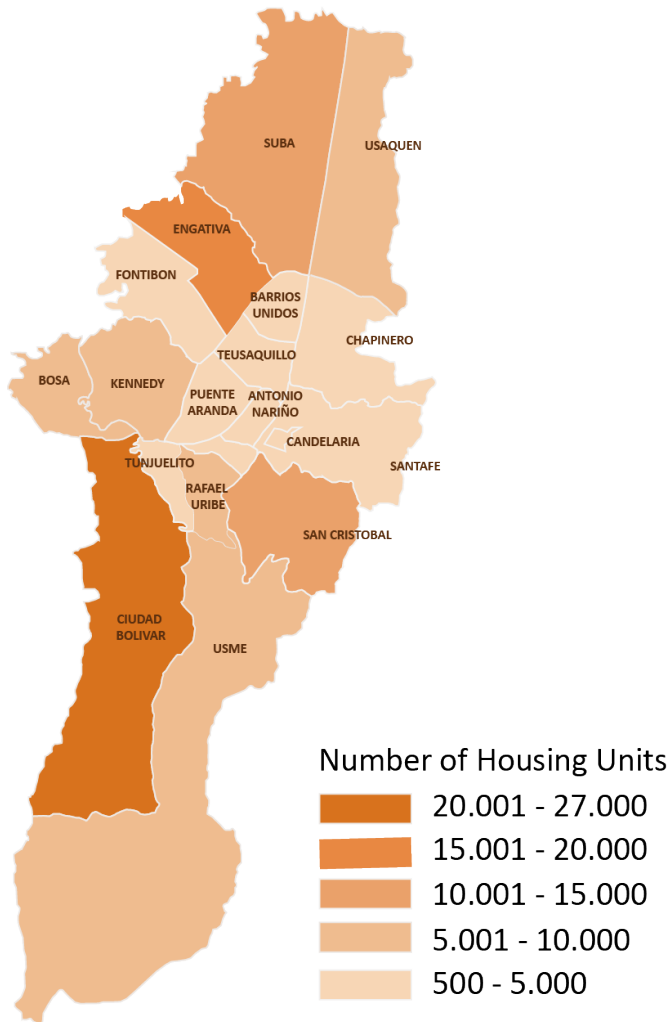
### 3.3. POLICIES' FRAMEWORK

**Map 3.5 Bogotá's Housing Deficit per Localidad (2007)**

Distribution of housing deficit by units (left) and percentages (right) Source: OBSERVATORIO RURAL DE BOGOTÁ. Primera Encuesta Multipropósito para Bogotá 2011.

review that may lead to a substantial change in them, to obtain a consistent set of rules with the neighborhood's reality and culture of the population. In particular, it should reflect the special needs of low-income individuals regarding lots size, self-construction and economic activities. Not created in this way, trying to apply these laws, once a family starts the legalization process of their construction and its adjustment to the required needs, they are forced to demolish it or relocate their home to another property.

This increases the possibility to these families of moving into an illegal development where there are no regulatory restrictions that prevent them of developing their own property according to housing and economic needs. Making the task of social balancing in housing issues even more challenging, the land prices speculation in cities like Bogotá has translated into the inability of the disadvantaged classes to have access to a home built on capable land of being



**Map 3.6 Bogotá's Housing Deficit per Localidad (2011)**

Distribution of housing deficit by units (left) and percentages (right) Source: OBSERVATORIO RURAL DE BOGOTÁ. Primera Encuesta Multipropósito para Bogotá 2011.

### 3.3. POLICIES' FRAMEWORK

urbanized. Essentially this creates social exclusion and development of an illegal and disorder city, where regularization ends, in the long term; the costs have been higher than if it had been planned and legal from the beginning.(39)

So, even after the application of promising policies and programs from ten years ago, the problematic is serious. The development of social housing managed by the government is not enough to eliminate the current deficit and additionally the policy of the same government is not designed to encourage the community not to support more illegal urbanization, thanks to its lack of consistency with the actual population needs and economic capacity.

Once the main events surrounding the issue of social housing in Bogota are known, still present today, it is possible to take initial conclusions in which the proposal of housing policy in this document will be based on:

1. There's a very low amount of developable land that is not expensive enough to support the sustainable succeed of the needed amount for social housing projects that ends up with quantitative housing deficit. Speculation in land prices is very large and established and does not allow public institutions to acquire the available developable land; these prices generate economically unviable projects for social housing.
2. It is estimated that is required the construction of 50.000 housing units every year to stabilize



**Image No. 3.14 Self-help construction traditions**

By: Felipe Castilla Mejia In: Flickr.com



**Image No. 3.15 Adequacy of new economic activities**

By: Thomas Locke Hobbs In: Flickr.com

### 3.3. *POLICIES' FRAMEWORK*

the city's gap in 2020, additionally in the same year the land deficit for city development will be more than 6.000 ha.(40) There is a clear need for the city to find more developable land, not necessarily within the administrative boundaries, even recognizing that this action not only allows the generation of housing but to find land to enhance road system, facilities, urban and environmental spaces.

3. One of the tools that could be assumed for the generation of needed land would be to improve the governance system at the regional level. This action not only achieves the integration of local governments, improve performance and combat corruption in public institutions, balance political responsibilities in the whole territory, but at the same time would be the first step to finish the quantitative deficit on social housing and begin a sustainable process of territory production.

4. Social housing policy, linked to the private construction market is susceptible to its instability. However, to be linked to national economic system has the possibility to do a sustainable housing production activity, as long



**Image 3.16 Ciudadela el Recreo  
Metrovivienda**  
In: semana.com



**Image 3.17 The consequences of  
the illegal settlements**  
By: Nicabill In: Flickr.com

### 3.3. POLICIES' FRAMEWORK

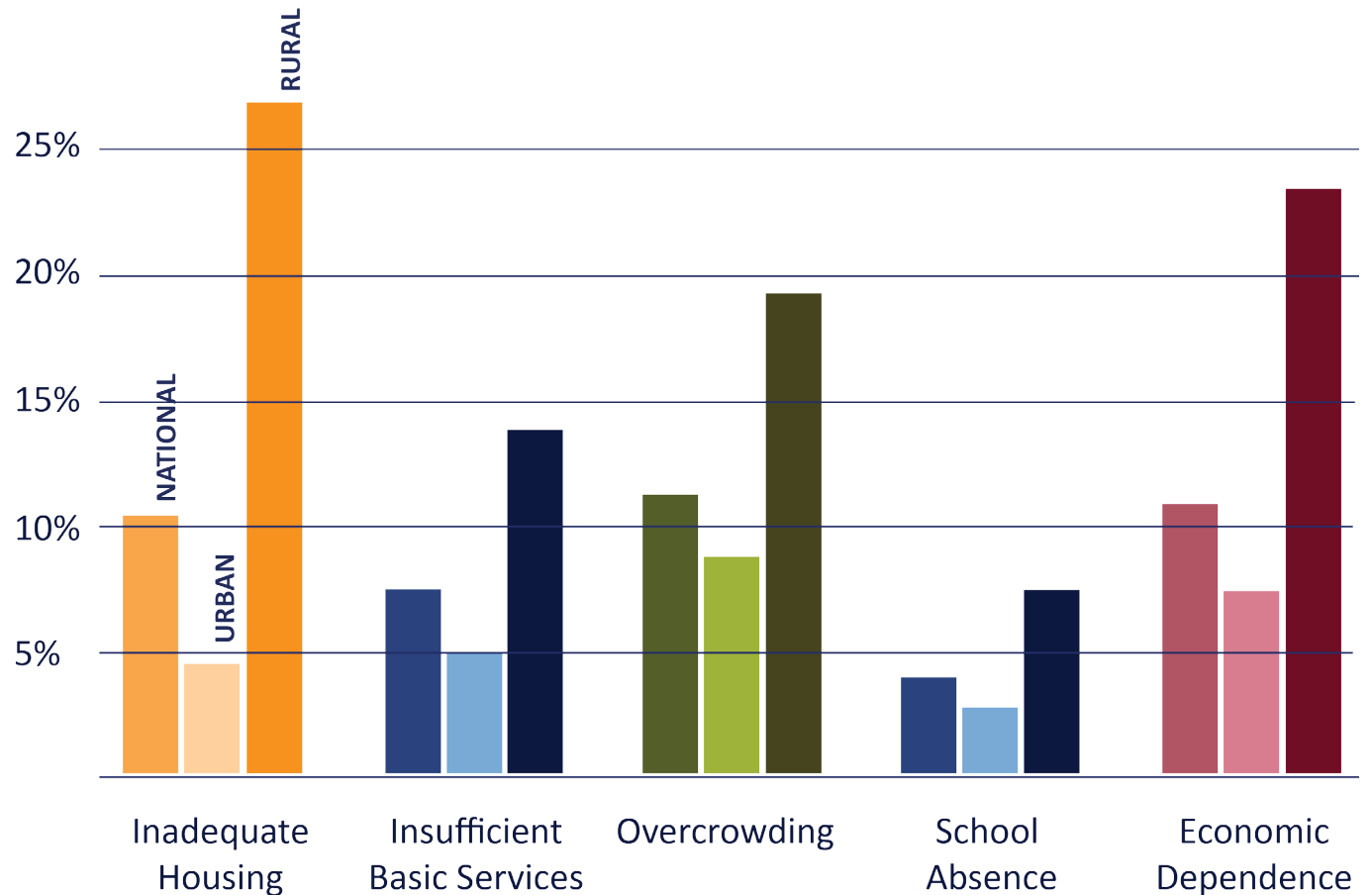
as economic and housing policies have been developed in parallel with social policy with multi-level institutional work. Otherwise, that's how it goes today; the system becomes an additional weak point, in which the private market has the responsibility to provide housing to its population.

#### Social Policies

The guiding principles of the new social policy and neoliberal reforms initiated in the mid-eighties and consolidated in the nineties, show three major changes in the country's social policy: the implementation of the system of subsidies to the demand and the more competitive social services supply, the decentralization of health and education services and the social spending targeting on the poorest and most vulnerable populations.

Over time, the critical social situation at the national level and the need for more focalized interventions led to develop criteria as indicators of Unsatisfied Basic Needs (NBI) and Poverty Lines (LP), which became the basis of subsequent governments' social programs.(41)

Based on these structural changes in social policy management at the national level every government designed the social public expenditure implementing a localized form, attacking the poverty and basic needs themes. Through an investment of 9.900.000 million Colombian Pesos (5.22 million US Dollars today) between August 2002 and January 2010, the last

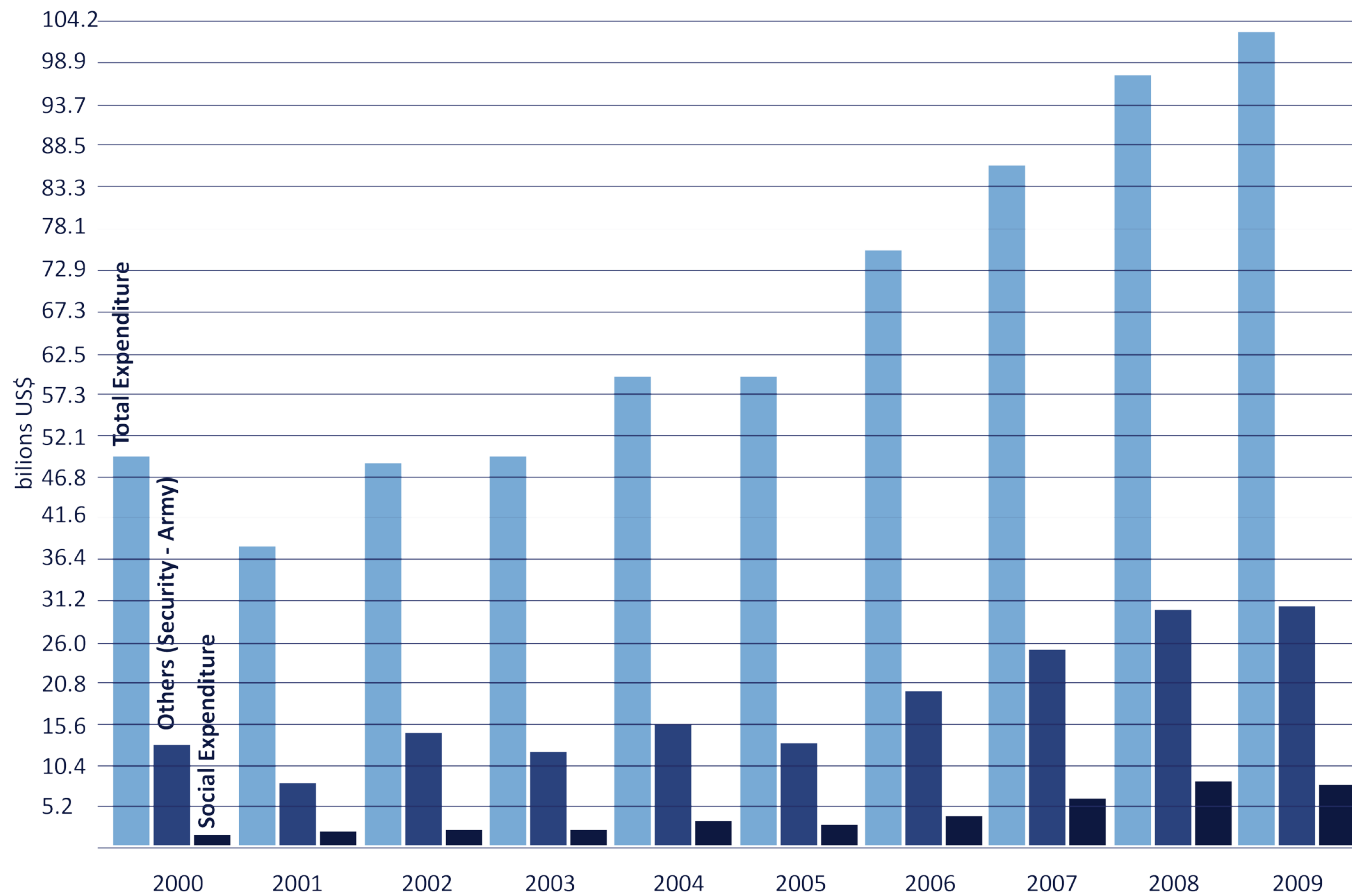


government social programs were the first in the history of the country that had achieved massive dimensions and all the 32 country regions.

However, this effort visualized in the increase of public spending in the country is not enough, since as was noted in Subchapter 3.1, the forced displacement is a phenomenon still present with all its negative social consequences. This

**Graph No. 3.10 NBI components evolution**  
Source: DANE In: [www.dane.gov.co](http://www.dane.gov.co)

### 3.3. POLICIES' FRAMEWORK



**Graph No. 3.11 Colombian Public Expenditure [2000 – 2009]**

*The low proportion of the Social Expenditure amount*  
 Source: PND

phenomenon continues to cause the violation of human rights of millions of Colombians and makes most of these people, who have been forced to leave behind their place of residence and their economic and social activities, to face personal, social and economic loss, which difficult their access to social networks, formal markets and human capital, hindering the enjoyment of minimum and decent living conditions to which they have the right.

Because of this phenomenon, social promotion in Colombia is significantly focused on the most vulnerable group of society, which is composed of people displaced by violence. At least, an estimated of 3.4 million people have been victims of forced displacement in the country (only in 2010 the whole country had 280.041 displaced people, of whom 26.352 arrived to Bogotá) (42). The integral protection and reparation of this segment of the population is considered a national responsibility, for which emphasizes the important of developing inclusion into society and stabilization strategies and permanent economic independence.

Related to these vulnerable groups and mostly with the displaced population is **Acción Social** (Agencia Presidencial para la Acción Social y la Cooperación Internacional) entity that searches to mobilize Colombia's population to overcome the extreme poverty, move forward and lead the international cooperation agenda of the country. To reach this, actions with the violence and displacement victims are developed in order to give them an opportunity to reintegrate into the society after such difficult situation. Six are the Agency's strategic objectives:

1. Contribute on the actions to overcome extreme poverty in Colombia.
2. Contribute effectively to the reconciliation of the violence victims.
3. Generate proper territorial conditions for the peace, consolidation and development of focused territories.
4. Achieve a high impact on the cooperation,

### 3.3. POLICIES' FRAMEWORK

public and private, national and international (supply and demand).

5. Effectively lead new inter-institutional systems and help in case of natural emergencies, always with the active participation of the community.
6. Consolidate a positive reputation of the public entity.

It is stated by the Law 387 of 1997 in its first article that once the households and persons displacement happens is the State's duty to assist and aid the affected population by providing with the basic needs(43). In order to follow this, the

Agency of Acción Social has developed diverse programs with the main aim of giving a production insertion and development of learnt skills for the vulnerable population benefited by them. Following this and for the aim of the chapter we are deepening in six most relevant programs:

#### 1. *Ingreso Social (Social Income)*

It articulates with the local governments and institutes where the interventions of the programs will be implemented, it contributes with the battle against extreme poverty by strengthening the protection system and the social promotion of the

families that belong to the UNIDOS network. Its aim is to provide the possibility to the families to have a guaranteed income by giving immediate access to formal employment and by offering the opportunity to learn and develop skills that can improve their competences to be inserted in the formal economy.

#### 2. *Infraestructura y hábitat (Infrastructure and habitat)*

The process of basic infrastructure looks for the creation of opportunities that enable the economic and social achievements of the population by the construction and maintenance of physical infrastructure in municipalities with the need with the aim of improving their socio economic conditions. The infrastructure in this program refers to drinkable water (potable), energy, road system, transportation, education, health, leisure, sports, and communal, productive and urban development.

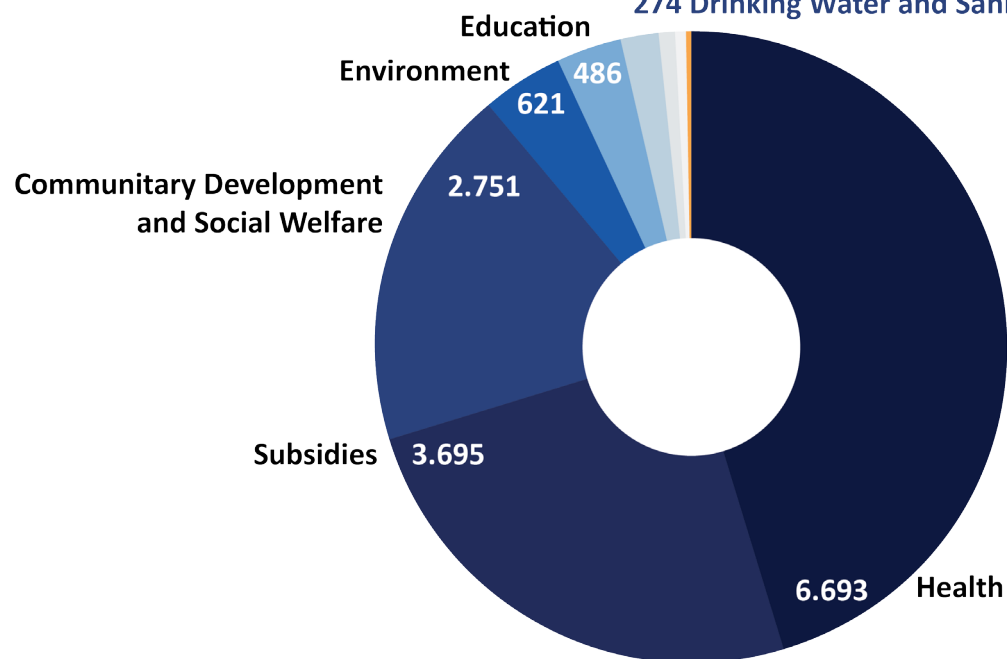
#### 3. *Familias en Acción (Families in Action)*

It is National initiative to deliver nutrition or education subsidies for the kids whose families belong to the level one of SISBEN(44), displaced households or indigenous households. The program gives direct financial support to the mother, with the condition of carrying out certain commitments.

#### 4. *Red UNIDOS (UNIDOS Network)*

Promote coordinate actions to reduce poverty and inequality in Colombia; its vision is that all Colombians have the opportunity and skills of achieve prosperity. The UNIDOS Network has

31 Housing  
65 Culture  
130 Sports and Leisure  
274 Drinking Water and Sanitation



**Graph No. 3.12 Social Public Expenditure by component [2009] GDP%**  
Facing high number of vulnerable people  
Source: Informe Final In: [www.dnp.gov.co](http://www.dnp.gov.co)



### 3.3. POLICIES' FRAMEWORK

promotes the social innovation and the community participation by pointing on the regional convergence.

#### 5. Programa Desarraigados (Rootless Program)

Its aim is to strengthen the displaced and vulnerable communities' roots to maintain and enhance the development prioritizing the socio economic balance in the reintegration and relocation phases after the displacement and demobilization.

#### 6. Red de Seguridad Alimentaria – RESA- (Nutrition Security Network)

#### 7. Gestión Hábitat y Vivienda (Habitat and dwelling management)

With these programs the Agency has been able to reach a big part of the population, but the magnitude is so huge that, the forced displacement, has exceed the institutional capacity of the national government. That's why the Agency has made a call the attention of the regional and local governments to commit with these kinds of initiatives.

What has been described before is crucial in chapter 4 when the proposal will be explained since the platform of this Agency is very important to achieve the objectives traced at the beginning of the document.

The most representative document to determine the characteristics of social policies implemented by the Colombian government is the Plan Nacional

de Desarrollo or National Development Plan (hereafter PND). This document emphasizes the responsibility and importance that the most vulnerable population has for the government, and clarifies the priority in determining within fiscal budgets the necessary resources to contribute in the achievement of the full enjoyment of rights of the displaced population by violence.(45)

In this way, is prescribed by law the possibility for the government to implement coordination mechanisms, providing the integral solutions for household victims of forced displacement, in terms of housing, income generation and land rights compensation; additionally, to support and monitoring the realization of such solutions.(46)

Recognizing the importance and necessity of an efficient governance system for the correct function of the processes of creation and implementation of public policies in the territory, the strengthening of the participation of municipal and regional policy councils, on issues related with extreme poverty, has started. This initiative creates the possibility of active access at the national level in the provision and discussion of regional and local problems, by monitoring and tracking subjects assigned to these levels by the general policy, after that, a large civil society participation is generated in these processes, at least as regards the phenomena of poverty.

Acting according to the magnitude of social problematic, the national government exercising its institutional sovereignty, reserves the possibility to implement emergency employment programs



Image No. 3.18 Main  
CCFs in Colombia  
In: [www.asocajas.org.co](http://www.asocajas.org.co)

### 3.3. POLICIES' FRAMEWORK

in order to promote income generation, mitigate its negative impact, increasing social security benefits in areas such as health, work and pensions; programs considered as humanitarian aid with transitory character towards the local policies implementation.

Arises as a proposal, the inclusion of so-called Cajas de Compensación Familiar or Family Compensation Funds (CCF) within the social protection system is the direct translation of the national government work at other levels. The CCFs are private-right corporations, with its own resources and non-profit, they are integrated into the set of public policies aimed to reduce vulnerability and improving the quality of life of membered people. These entities could manage programs for the promotion and protection against unemployment, leading to complementary activities in training, retraining, job search and counseling required.(47)

Within the framework of the policies generated by the nation and wishes to urgently required strengthen governance system, the local level chooses to focus strongly on the consolidation of a municipal system of facilities, established by the city's POT, accompanying the programs established by the government.

This system is composed by a set of spaces and buildings that must provide to citizens social services as: culture, security and justice, community services, social welfare, education, health, religion, sports and recreation; looking for better rates of human security at different scales of attention.

With a bit utopian perspective for this moment, to consolidate the city as a center of a regional cities network, seeking to decentralize services that can be provided at lower costs in other cities in the region. (48)

Beyond the physical intervention as social support, the current policy management as distributor of opportunities and rights more than building spaces, we can find a sum of components and elements that have remained over the policies implementation in public administration at least from two decades ago.

Each administration has the challenge to find the balance that will allow unfolding the past models of the city, the recent situation and the interaction between citizens and public sector. Quality of life, human development, citizen participation and civic culture, are some of the components created years ago that persist today in social policy documents.

Currently, the city administration manages the social ambit from four different sectors: health, economic, education and social integration, each of whom is assigned as a municipal department. The Department of Social Integration (Secretaría de Integración Social), we can say that works one hundred percent in this area, is individually developing ten different policies and twelve different projects, all aimed at covering different types of people.

It is noteworthy that from our point of view, the presented situation by this type of administrative organization does not facilitate

the efficient management of public policies and the stabilization of a proper system of local governance. Given that each municipal department develops its own policies and projects designed to satisfy its own sector, and the social sphere is not considered as a major sector, is almost implied that the possibility of success of programs and policies is minimal. For this reason, the city today has a significant number of initiatives working in parallel but with a low qualitative and quantitative impact over the population, which added to the aforementioned city situation and the particular need for innovative, dynamic and multilevel policies, they cannot eliminate the stable and negative panorama in the city.

In order to recognize some strengths and weaknesses around the management of social policy in Colombia and Bogotá, and with the purpose of complement the bases and purpose of this work, the following conclusions can be taken:

1. In social issues, Colombia is facing the challenge to articulate its economic development with social and housing production aspects. This joint is the basis of an equitable, inclusive and prosperous society. To this end, these key challenges are differentiated: [1] to increase the social expenditure efficiency, so that resources will translate into improved coverage and quality; [2] to redefine the target of expenditure, to benefit the population according to their needs and characteristics; [3] to consolidate a social protection system that effectively contributes to strengthening and protecting human capital, household income and reduce their vulnerability.

### 3.3. POLICIES' FRAMEWORK

These challenges must be promoted through effective mechanism for the care of vulnerable groups, managed by entities created to operate even in times of crisis, and articulating policies and programs with a common purpose.

The effects achieved through the CCF have been positive and they continue to generate support for local social policies. However, the value generated by this tool could be taken to develop an agency model, which manage and engage policies, programs and projects of different levels of governance.

2. For a truly translate of an integral social strategy into more opportunities and quality of life for all people, it requires the active participation of the private sector and civil society. In this regard, it is worth highlighting the crucial and growing role of private social investment, and the different forms of Corporate Social Responsibility. These private initiatives have a key role in social innovation, and should be strengthened by assuming a larger role of Integral Social Responsibility, where the private sector should be the actor to expand and promote physical and economic structure of the various programs and projects.

3. Assuming the low impact of policies that provide lasting solutions of housing, income generation and social support; the articulated solutions could seek the economic and social restoration of vulnerable population and could contribute to the integral repair and overcome their situation of vulnerability created by the forced displacement. In the frame of return and relocation, are able

to consolidate a large number of national government initiatives that support the community development projects by taking actions in large urban settings in benefit at the same time for the host communities.

4. Large numbers of projects of social, economic and housing policies are generated in three different administrative levels of the country. However, very few of the programs that have been realized can joint the work with entities in other levels in vertical or horizontal way. So, are created and implemented programs with a great ideological potential but with lack of strategically alliance with other spheres would enhance positively the final effectiveness.

By creating programs and projects individually without joining efforts and strategies between different administrative levels are achieved in the same way individual results with low impact on the population. If is generated a joint implementation plan with various levels, strategies aligned and concertized goals, the results would be stronger and more effective in covering a larger portion of the population.

#### **Territorial Economic Policies**

It is necessary to recognize that is encouraging to see how the economic policies of a country with great social, housing and employment problems, are not only designed with the aim of the economic development but are conceived to have a more important aim inside the community's social development context.

For this reason, economic growth is seen not as the end itself but the way to reach a welfare and equal society for all. It is recognized that through economic growth, formal employment is generated, richness is produced and living conditions are improved. Likewise, economic growth generates public resources that can be used to reduced poverty and social disparities or improving the business competitiveness environment.

From this base, policies are developed, programs and projects at national level, are consolidating the same philosophy in other levels. The implemented actions with the socio-economic system of the country assume that the economic growth leads to further social development, and that the policies and progress in social development and equal opportunities also feed back economic growth and are the result of higher productivity. A healthy, educated, working and peace population is a more productive and welfare population.(49)

The implementation of the Ley Nacional de Ordenamiento Territorial or National Law of Territorial Development (Law 388 of 1997) has encouraged the citizen rights and territorialization duties within collective consciousness.

The impact of this law on the social, economic and environmental sustainability has great importance for the city. There are some deep impacts to highlight:

- All Colombian municipalities are governed on compulsory way by the criteria of this law.

### 3.3. POLICIES' FRAMEWORK

- The public sector has found an additional mechanism not only to increase its funding sources, but also to implement equity in their territories.

- In terms of coordination between urban and environmental issues, it has generated a new understanding way to the sustainable development in the long term.(50)

The creation of this innovative law in that moment in the country's history, leading to think that the country must be functionally and structurally adequate to give a significant shift, specially in the way to exercise politics on its own territory and on the institutional scheme, which must work in function of a new developed model together with all political and administrative levels. It is assumed that the regional and local levels have a recognized importance in the responsibility for creating their own policies and programs that are actually applicable to their specific population.

Therefore, the National Law states that each municipality must to implement its own Territorial Ordering Plan (POT), this tool has been ranked by the country as "the best guide to optimize the public investment and direct it toward specific purposes related with structural and functional improvement of each municipality". To be created for this purpose, the application of POTs on one hand "ensure the complementarity between regional development and municipal economic and social development"; on the other hand "establish the mechanism in which the public sector could have private resources of private actions on the territory, in exchange for the

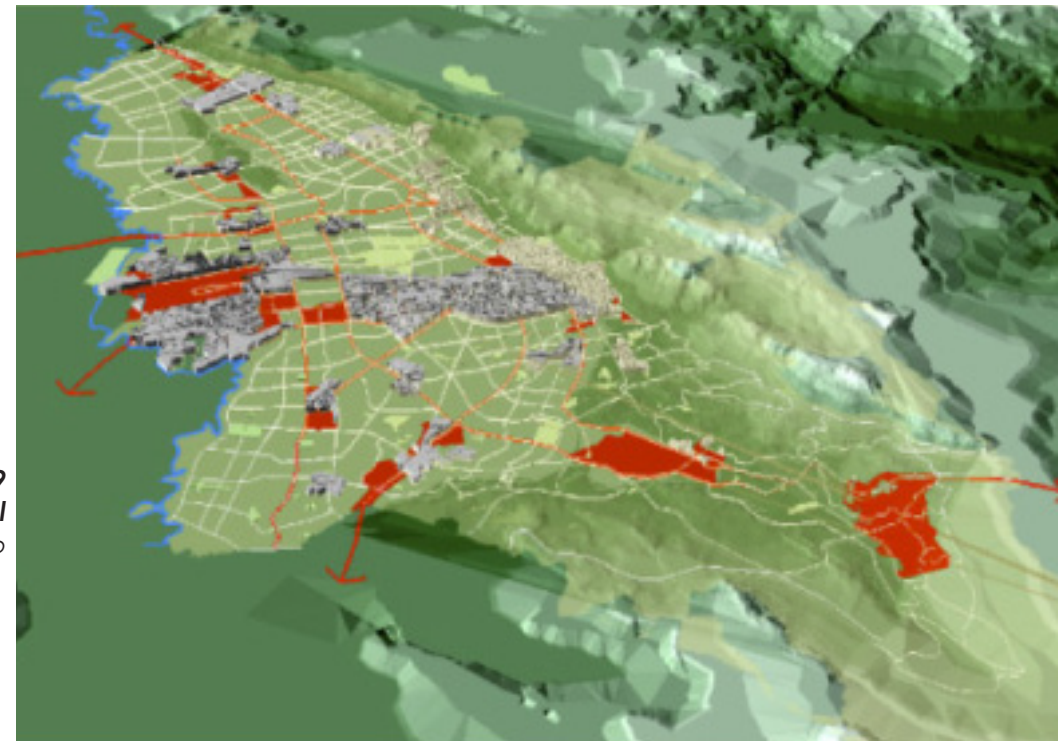
benefits and rights that public decisions of the POT gives him. This allows the state to have funds to develop roads, transportations, utilities, parks and facilities projects."(51)

It is recognized today, after more than ten years of POT implementation in the country, that through compulsory demarcation of social housing land, as a duty imposed and carried out by POT, has been allowed to focus the actions for public and private sector towards the developments for this purpose; this, has stimulated employment from the construction sector, taking into account that

the established rules allow planning investments in both public and private sector:

- Are generated conditions for the reactivation of social housing construction sector, as long as the municipalities can act in an integral way on the land and promote associative process that facilitates its urban development.

- The use of land management tools promotes the creation of urban projects, energizes the construction activity and expands the urban employment supply.



**Image No. 3.19**  
**Bogotá's Model**  
In: [www.sdp.gov.co](http://www.sdp.gov.co)

### 3.3. POLICIES' FRAMEWORK



**Image No. 3.20 Bogotá-Cundinamarca**

**Region**

*Development of rural productivity*

*By: Alejocock In: Flickr.com*

- While job creation is referred directly to the macroeconomic performance or the country and international competition for goods, the POTs give a more rational message to housing market, by defining clearing the developed land offer and the conditions for the development and construction of it. The correct use of capital gains in large cities allows doing public works that generate a direct impact on urban employment. (52)

This shift in the way of seeing the organization of city's territory has as result the consolidation of specialized urban zones according to uses,

urban zoning and treatments and building codes. Additionally, the view over the adjacent territory is consolidated as a new element, those nearby areas that for decades have been as simple undeveloped spaces characteristic of a rural society, are now seen as potential areas of integration with the urban context, in accordance with the cities' progress in ordinance and conformation of regional network issues.

The creation of mobility axes to help to slow down the urban conurbation, the environmental deterioration and in contribution to the search of deconcentration could support of finding a competitive and productive territory with a decentralized strategy of good and services production and comprehensive planning:

- To enhance the center (Bogotá D.C.) for the exchange in different scales and levels, and centralities (within the city) as welfare spaces in the zonal scale of goods and services different than those existent in the region, to integrate and cohere communities on this scale.(53)

At present, the municipal rural territory is a fundamental space in the articulation of the Bogotá- Cundinamarca region in terms of environmental services, governance and food security. It is therefore the ideal space, even without the large-scale impact of contemporary nuisances urban elements like sprawl of clusters, for the proper development of rural productivity, municipal competitiveness, social equity and environmental sustainability, gathered in one same place. Accordingly to that, is seeking the

### 3.3. *POLICIES' FRAMEWORK*

strengthening and integration on functional, economic and social way of the rural territory with the Bogotá – Cundinamarca region, preserving its natural richness and taking advantage its opportunities and potentials.(54)

There is no denial that the structure, objectives and perspectives of territorial development policies at both national and local levels are carrying a vision that could be appropriate to assume the regulator and innovator role of a social economic and spatial integration of the territory. The notion of a socio-economic and spatial structure constituted by a center and centralities network that concentrated economic activities and services, arranged on the entire municipal territory ensuring the urban and rural balance in services, social cohesion, city integration at different scales, and economic development to all city and region inhabitants; is an initiative that can be seen as part of the solution to the negative phenomena in the country.

However, just as it was determined previously in the study of social and housing policies panorama, persists in the current political context, a lack of institutional leadership that should be promoted by the nation ensuring in the same time the continuous dialogue between leaders in other scales.

According to that, is present a huge policies, programs and projects potential, with great success expectation, but that have not been implemented due to the lack of coordinated action of these among the various levels of national

governance.

To complement and contribute to plans and programs theories seen before, assuming that within the Colombian context are adequate to meet the goals of required development and are adequate to current perspectives in international contemporary context, the following points could make an initial contribution to the projected scheme consolidation:

- To promote and enhance the productivity of rural areas through diversification and economic integration within the region, it has to emphasize in an optimum adaptation of social services centers that act as administrative and technical headquarters that through adequate research of each municipality, characterize its production and its role in the regional context.

- The institutionalism must be reinforced by a real commitment at national, regional and local level, adapting their structures to assume the new challenges of a substantial change in the way of seeing the territory. The initial step could be taken from the local level, seeking to integrate the rural area to the municipal planning system, by strengthening the institutionalism, the social capital and the coordinated planning and implementation of investment to slow down the marginality and social exclusion dynamics of the rural population.

- The current local social-economic structure is made by centralities that concentrate economic activities in specialized areas of the city, however it do not propose interventions outside the urban perimeter in support of its regional integration policy. The centralities project seeks to consolidate spatial and functionally its current areas and encourage the location and orderly arrangement of new activities, which enhance of complement the existing ones. Keeping the same context and perspective, the new centralities at the regional level could be the different municipals of the region, which serves to decentralize activities and to distribute resources and opportunities.

## 3.4. OPPORTUNITIES

Having a wide picture of the local situation we can say that the opportunities in a territory as such are meaningful. Taking as an example Klaus Kunzmann(55) and his concepts on regional economy we found some interesting realizable initiatives in the articles of the Plan Nacional de Desarrollo. Kunzmann suggests some basic tools for a regional economy such as:

- Small scale technologies, appropriate technologies
- Local organizations and labor, like the community mode
- Decentralization:

*“The nation and its entities decentralized will destine resources to finance the execution of identification studies, pre-inversion and strategic structuring projects, essential to carry out the Plan Nacional de Desarrollo. These can be channeled through national public financial entities defined by the Departamento Nacional de Planeación 38 and managed with the correspondent entities. The financial entities can manage complementary public and private resources, to co finance the studies previously described”*

Also, as the crisis has hit the powerful regions it is time for the American to arise. Bogotá and the region have the duty to do it, finding a role in the global economy by:

- Strengthening local and regional capability to self-sustaining development will be the main policy goal, where some kind of interregional solidarity will work in the future:

*“With the aim of speeding up the building lands habilitation. For the execution of the projects in the urban land with the bases of the Plan Nacional de Desarrollo on housing and pleasant cities in the municipalities and districts with urban population over 100,000 inhabitants...”(56)*

This initiative comes from the national government and has no local legal restriction for its development, with the aim of covering the populations’ needs faster.

- Transport corridors and, shelved for a while to await the recovery of public budgets:

*“The national government can support the solutions of urban massive transportation that are being implemented nationally, such as massive transport integrated systems (SITM) Bogotá - Soacha”(57)*

And

*“Assignment of land uses in the expansion areas attending the demands of housing and services, according with the capabilities of the cities in the regional network and foresee the infrastructure and the needed projects that will improve the regional and national cargo and passengers mobility that lowers the deficit of services in an unbalanced urban periphery.”(58)*

- Local and regional strategies promote the creative economy supported by public sectors programs. The creative economy is a combination

of metropolitan fever, urban competition and urban renaissance policies, and reflects the changing of work.

- Agriculture and rural life in all forms gains economic importance, becomes a realistic option.

Based on this points together with the cases studied in the second chapter and the information given in this one we can start to propose the regional model for Bogotá, integrating innovative elements and restructuring the present plans.

### 3. COLOMBIAN OUTLOOK

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2. [http://www.dane.gov.co/reloj/reloj\\_animado.php](http://www.dane.gov.co/reloj/reloj_animado.php). August 3, 2011
3. DANE, 2005
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5. <http://www.indexmundi.com/g/g.aspx?c=co&v=>
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11. Original text: Esta hiperurbanización se expresa de dos maneras: en primer lugar, la diferencia los centros metropolitanos prósperos que conviven conjuntamente con sus periferias deprimidas y en segundo lugar, las ciudades regionales o subregionales cuyas áreas de influencia están débilmente comunicadas. Estas situaciones agudizan la falta de competitividad del conjunto del sistema y de algunas ciudades en particular. From SUÁREZ PÉREZ, S. (2005) p. 24
12. DAPD (2000) P. 57 - 60
13. According to Mike Davis in his Planet of Slums, another appropriated meaning, they are swelling the boundaries of megacities across the less-developed world, sprawling up unstable hillsides, down across flood plains and along the banks of toxic rivers downstream from dirty industry.
14. CASTILLO, M., TORRES, C. A. (2004) P. 2
15. Las Localidades are the physical form of division and political and administrative decentralization within the city of Bogotá. There are a total of 20 Localidades, which meet the functions of ensuring public services, social assistance and exercise other functions carried out by district authorities.
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### 3. COLOMBIAN OUTLOOK

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## ***4. NEW PROPOSAL***

## 4.1. BOGOTÁ AND ITS REGION



## 4.1. BOGOTÁ AND ITS REGION



**Image 4.2 East Mountains and Monserrate**

By: Andrés Bernal Bernal

**Bogotá** is the capital of the Cundinamarca Department, it is located in an Andean plateau that is part of the Cundiboyacense plateau, named Cundiboyacense because the flat land is extended into the Departments of Cundinamarca and Boyacá, the region is known as Sabana de Bogotá, which means Bogotá Savannah. Bogotá is located at an altitude of 2,626 m, for this reason the average temperature is 14°C.(1) The growth pattern of the city has been determined by the East Mountains that have stopped the growth of the city in that direction, consequently the growth has been mainly towards the north and the south.

Bogotá, as it was mentioned before is the capital city of Colombia. The city has a total extension of 163,660 ha of which 122,256 ha (74.7%) are rural, 58% of this area is protected; while the other 41,404 ha (25.3%) is urban area. From the total population, only 0.23% (corresponding to 16,937 people) lives in the rural area, the rest live in the urban area. See map 4.1. Bogota's total population is 7'363,782 persons; the last census in 2005 reported a total of 6'778,691 inhabitants, showing an increase of 8.6%, some studies present an average growth of the city's population at 1.4% per year (2), the distribution of the population growing rate is shown in map 4.2.

Today, the urban area of Bogotá has only 2,974 ha available for the expansion of the city. This presents two problems: first, the area available for expansion is not totally owned by the state, meaning that it cannot decide how to use the area freely. Second, assuming that this area in fact was property of the state and that it would be destined

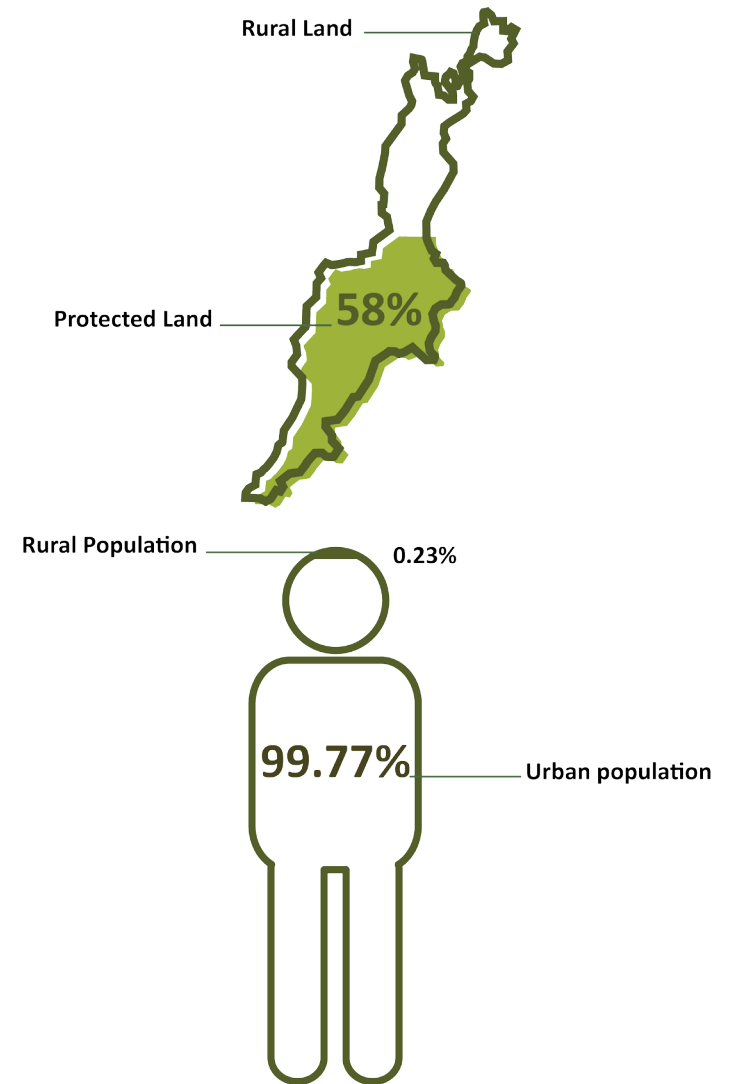
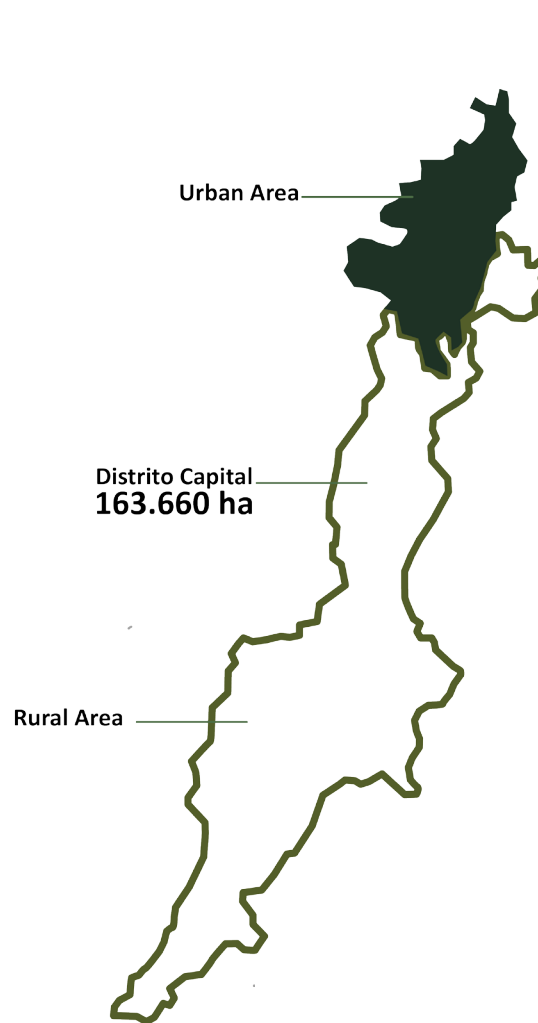
# 4.1. BOGOTÁ AND ITS REGION

for social housing, 30% of the total area has to be destined for green spaces, and additionally the plan should consider the area for infrastructure and facilities. As it will be discussed, with the population growth and the housing deficit rate, this area won't be enough.

In 2005 Bogotá had a total of 1,931,372 households with an average of 3.5 persons per households. A deeper analysis had determined the percentage of people per households: For instance 23.5% of the



**Map No. 4.1**  
Cundinamarca, its provinces and municipalities



**Scheme No. 4.1**  
Characteristics of Bogotá D.C

## 4.1. BOGOTÁ AND ITS REGION

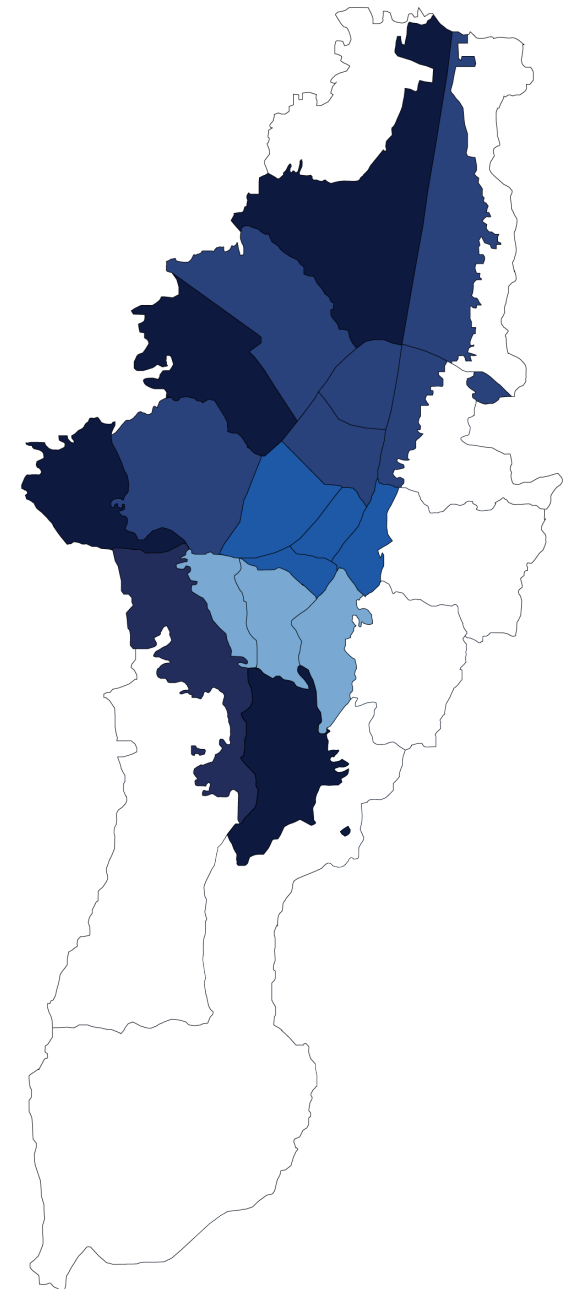
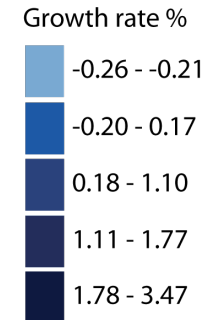
households contain 4 members and 9.9% house more than 6 persons as shown in graph 4.1.(3)

Between 2007 and 2011 households classified as poor decreased 9.1%, these indicators are measured by the household perception of poorness and the IPM indicator which is related to the fulfillment of five dimensions: household's education conditions, conditions of childhood and youngsters, work, health and access to public services and condition of the dwelling (4). As shown in map 4.3 the localities of Bosa, Ciudad Bolívar, Usme, San Cristobal, and Rafael Uribe Uribe are the poorest of the city.

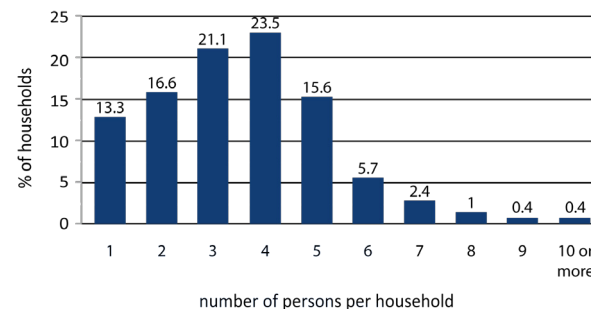
From 1999 to 2010 around half a million people from rural areas victims of the armed conflicts became permanent population of Bogotá, representing around 8% of the total average population. As shown in graph 4.2 in the years 2001, 2002 and 2008 more than 50,000 people (each year) arrived to Bogotá (5). This is one of the elements that influence the growth of population and the high dwelling deficit of the city, map 4.4 shows that the localities with highest dwelling deficit are also the ones with highest population growth rate and the poorest.

As it was mentioned in chapter 3, from 2003 to 2011 there was a reduction of dwelling deficit in quantitative terms, from a deficit of 323.340 dwellings (or 17.4% of dwellings) in 2003 to 307.945 dwellings (or 15.6%) in 2007 (6) and 258,046 dwellings (or 11.8%) in 2011 (7); the reduction of the deficit is due to new dwelling production

**Map No. 4.2**  
**Distribution of the population growing rate in Bogotá D.C.**



**Graph No. 4.1**  
**Number of persons per households**  
In: DANE. Boletín censo general 2005:  
Perfil Bogotá. 2010

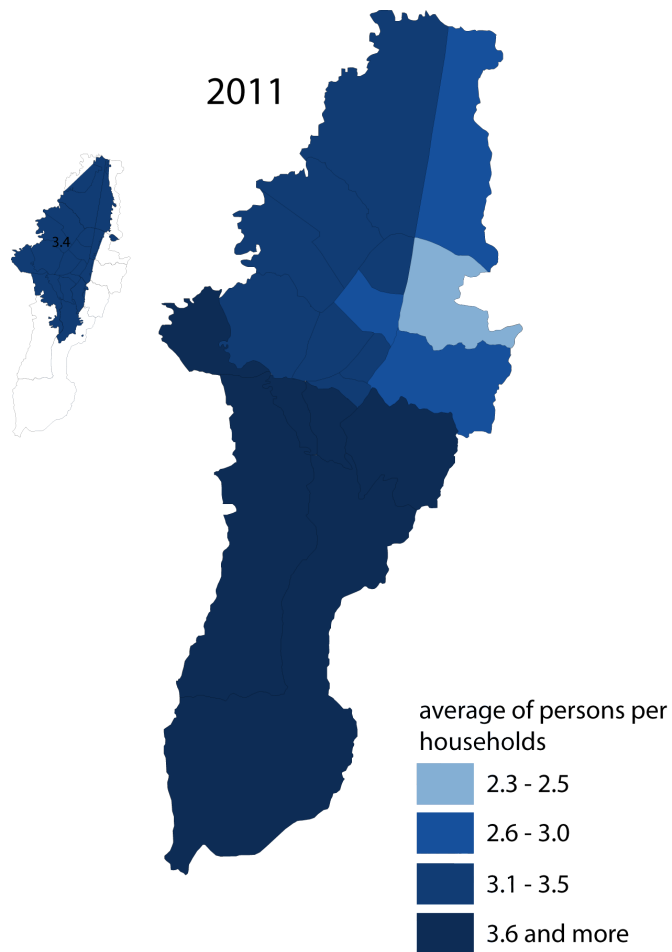




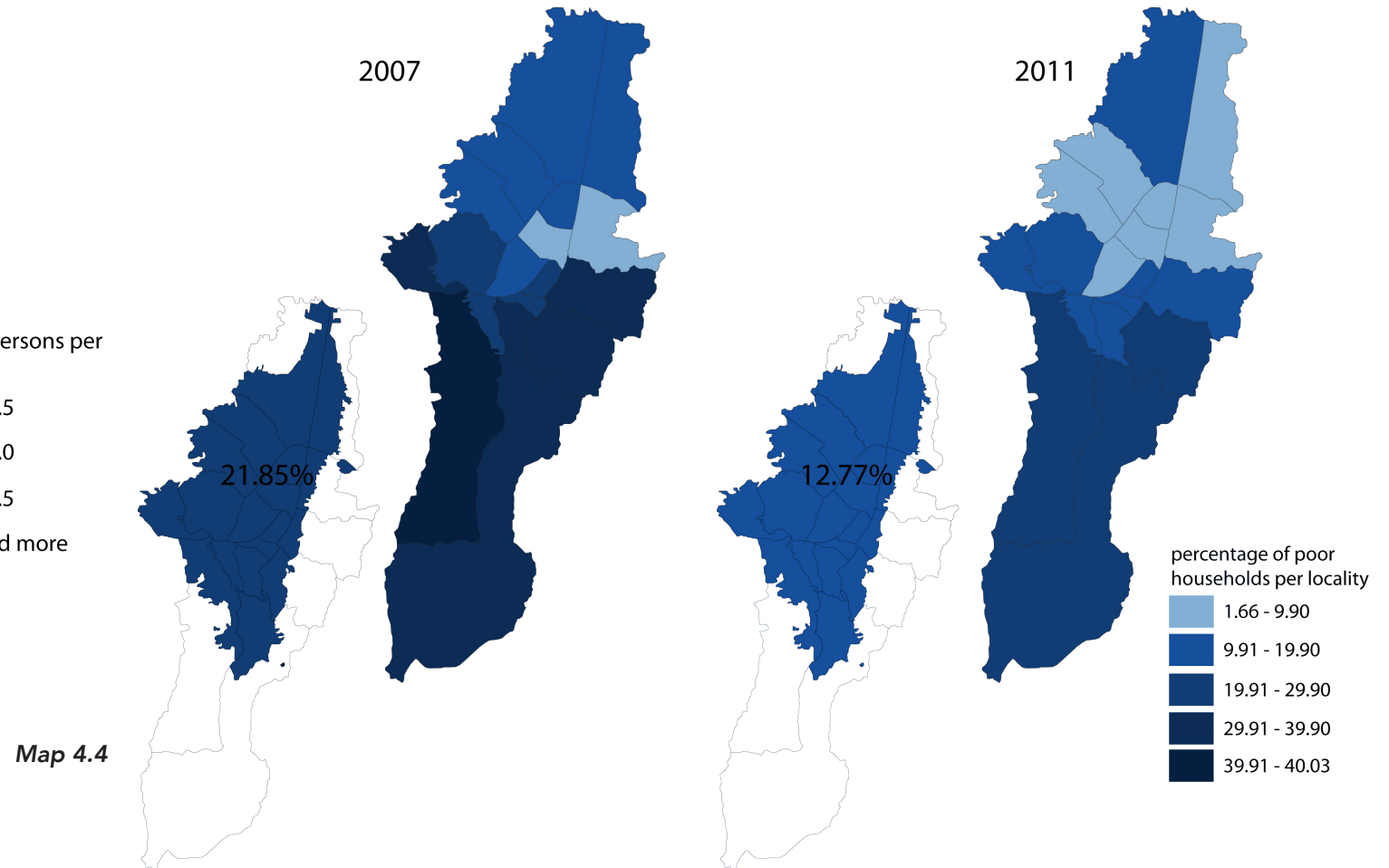
## 4.1. BOGOTÁ AND ITS REGION

in the last decade. As shown in graphic 4.3, the quantitative deficit indicator decreased from 9.5 % in 2003 to 5.3% in 2011 and the qualitative deficit from 7.9% in 2003 to 6.5%, although in 2007 the qualitative deficit increased to 8.2% since the urgency of households to find a home has made them choose dwellings with low architectural and urbanistic standards. It is important to note that annually 51,288 households are built in Bogotá.

Bogotá represents an average of 51% of the total production of dwelling (social and non social housing) in Colombia from 2001 to 2011. Following Bogotá, are Medellín and Cali with about 12% and 5% respectively. When deepening in the type of housing produced by these three cities, Bogotá is the only city that produces more social housing than the rest of the cities, producing 51% of social housing, while Medellín represents only 11% and

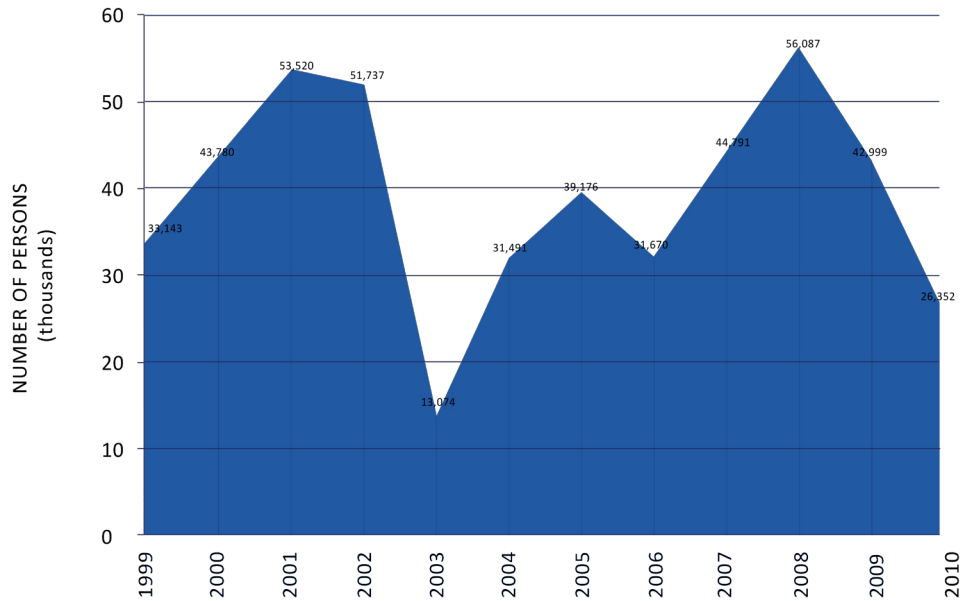


Map 4.3



Map 4.4

# 4.1. BOGOTÁ AND ITS REGION



**Graph 4.2 Displaced people arriving in Bogotá since 1999**

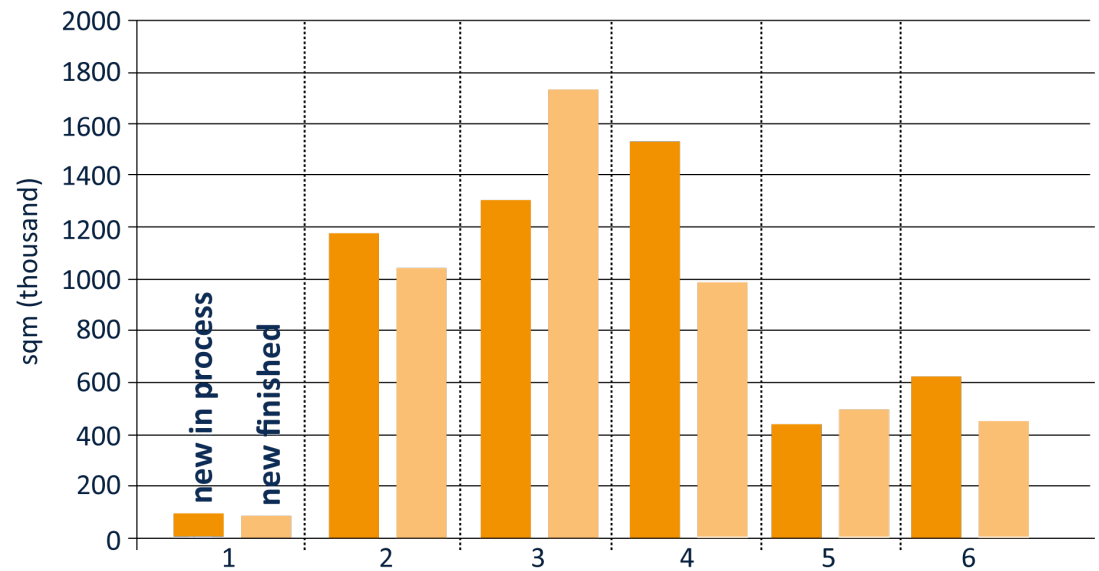
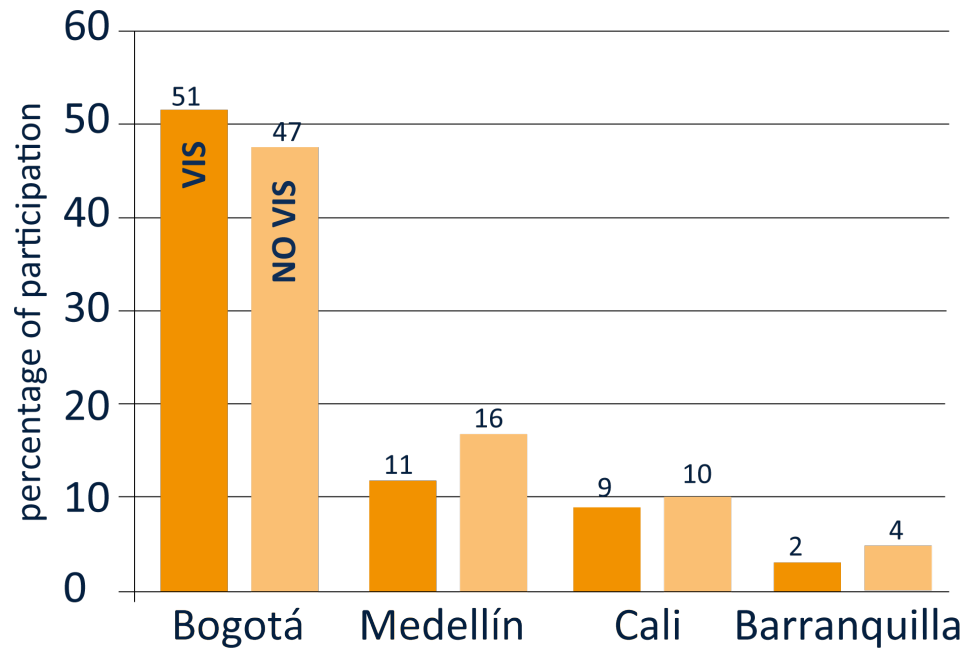
In: <http://www.dane.gov.co/>

**Graphic 4.3 Average participation by type of dwelling in the main cities of Colombia**

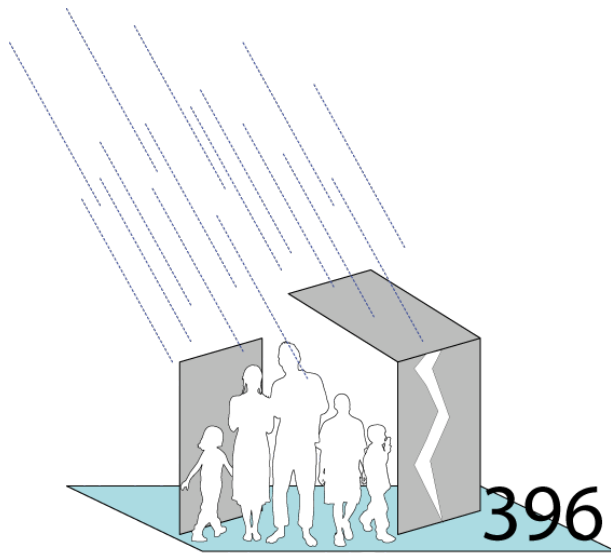
In: DANE. Boletín censo general 2005: Perfil Bogotá. 2010


**Graphic 4.4 Total square meters constructed by stratum**

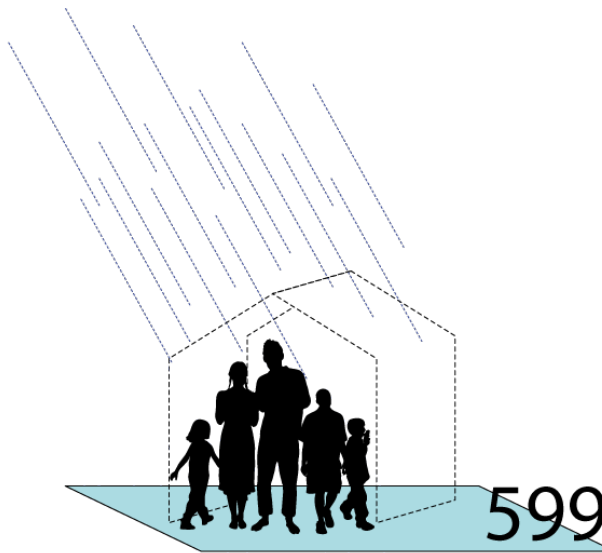
In: DANE. Boletín censo general 2005: Perfil Bogotá. 2010




## 4.1. BOGOTÁ AND ITS REGION



 x 1,798



 x 3,101

Barranquilla 9%. Regarding to private housing, the Capital produces 47% of the national dwelling, Medellín 16% and Cali only 10%(8). (See graph 4.4 and graph 4.5.)

A study from DANE indicates that from the area of new dwelling construction the predominance is the stratum 4 with 29.6% equivalent to 1,5 million sqm, while stratum 1, in which most of the displaced people and low income households have to turn to, only registers 1.8%. 9 (See graph 4.6)

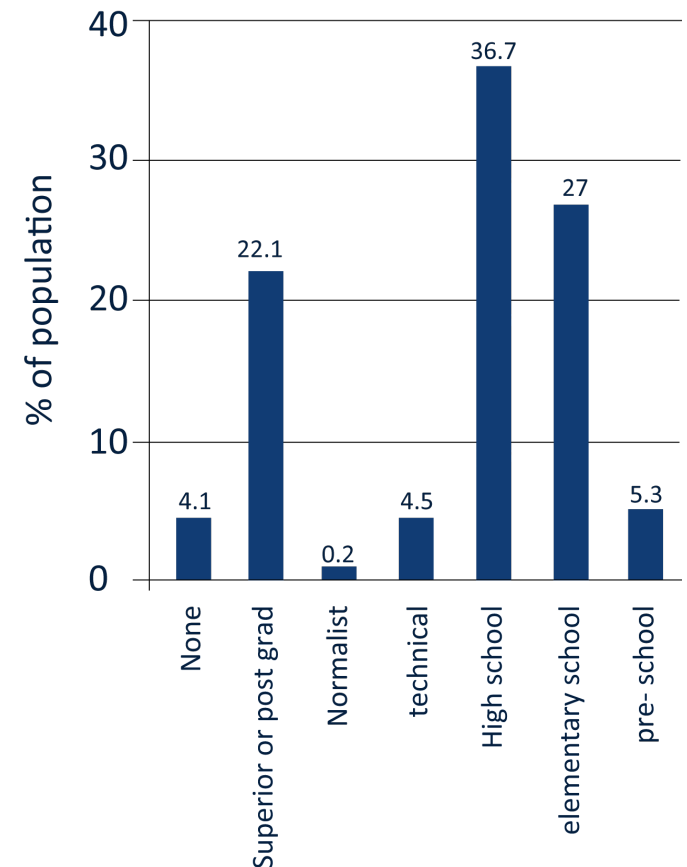
In the past year Colombia has been suffering from the climate changes facing very tough rains and suffering from floods. In Bogotá the households

affected were 995, a total of 4,898 persons from which 1,798 (396 households) lost their homes and 3,101 (599 households) had their home damaged(10). (See scheme 4.2)

Another important aspect to highlight is education: 36% of the population has only completed high school and just 22% has access to higher education. It means that 58% of the population has access to higher education, while 27% achieve only basic primary school, and 4% do not have any education (See graph 4.7). This also has some incidence on childhood work in Bogotá around 1'629,638(11) that for scarce resources have

**Scheme 4.2**  
Households and persons affected by the rainy season of the last year

**Graph 4.5 Education level of population**  
In: DANE. Boletín censo general 2005: Perfil Bogotá. 2010



## 4.1. BOGOTÁ AND ITS REGION

to spend free time or even study time working to help their families( see graph 4.8).

By making evident the critical situations of Bogotá and showing that there is no more urban space available to counteract them, the solutions are found outside the urban perimeter. This means that the proposal will be shaped around a regional system that will involve all the aspects mentioned before tackling the problems of population growth, access to dwelling and welfare, all of them articulated by the specialization of regional activities. For instance we see that in the neighbor municipalities of Bogotá the most representative activities are agriculture, industry, electricity services and commercial activities(12).

One of the positive aspects about the territory around Bogotá is the fact that the geographic conditions are favorable towards the north, west and south, since most of the infrastructure has been developed in those directions. And related to this, most of the municipalities that have the most developed economies and the highest population. These aspects will be important for the following section since are the base for the proposal of the project.

**Image 4.3 Autopista Norte**  
*One of the main transport communication of Bogotá*  
In: [www.mayaibuki.com](http://www.mayaibuki.com)



## 4.1. BOGOTÁ AND ITS REGION



Image 4.4 Agro industrial development  
By: Camarasa621 In: Flickr.com



Image 4.5 Cattle farming  
By: Razordab2008 In: Flickr.com



Image 4.6 Traditional Crafts  
By: Alejocock In: Flickr.com



Image 4.7 Women workforce  
By: Alejocock In: Flickr.com

## 4.2. COMPREHENSIVE FRAMEWORK

At the time of exercising effectively and conscientiously the professions and roles responsible for the organization, management and transformation of the territory, the city and its inhabitants different approaches are conceived for programs and policies in the midst of the contemporary context, characterized by important phenomena already glimpsed before. For this reason, these multiple aspects that govern the cities' field state the theoretical, technical and philosophical framework in which this

proposal will be based on

It is important to note that an intrinsic goal is to complement the role of regional and local planning with aspects related to issues previously not addressed at the national level. According to this, actions arising from the acceptance of a strong surrender of the State to the market could be implemented<sup>(13)</sup> (as in most developed countries) in many of the most important aspects for the

society, as the provision of housing, education and social security. This is the point where new players such as NGOs and the so-called Third Sector enter to play a decisive role in the delivery of services and products that naturally was conceived as part of the state's role.



*Image 4.8 Surrender of the State to the market in most developed countries  
In: solidarity-us.org*

## 4.2. COMPREHENSIVE FRAMEWORK

Taking advantage of the multiplicity of actors and the great potential that could be exploited with the organization and integration of the community that seeks a proper social development, it becomes necessary a correct implementation of an evolved governance model to meet all institutional levels and emphasizing in the entire population, increasing population's capacity and ability to participate in topics of their interest and knowledge.

The positive experiences of implementation and adaptation to the models of governance in most of the consulted literature teach us that improving urban governance is not just a matter of adaptation of local administrations; it is a commitment to work and to have principles that must be assumed by government at all levels. It is necessary to join the national traditions in the midst of a Top-Down approach by managing the public economical resources with active action of enhancing a Bottom-Up approach starting from the very local level, represented by communities and populations.

In the attempt to globalize an adequate urban governance by implementing the proper relationships at each level, and each one carrying a full understanding of their experiences, problems and individual challenges, a real sense of legitimacy leading to a framework of opportunities - economic, political, social and cultural- is created:

**Image 4.9 The participation of the communities**

By: maomafaria 2 In: Flickr.com



## 4.2. COMPREHENSIVE FRAMEWORK

“Good urban governance means involving organizations of the urban poor as equal partners in urban political and economic life, including budgeting decisions, financing practices, and the participatory upgrading, planning, and design of basic public services. A number of examples show how such practices are improving lives today.”(14)

The implementation of this “Good Urban Governance” creates the need for considering the creation of integrated policies, with the disposition of processes that encourage the participation of multiple stakeholders and different audiences sharing financial resources, labor, political and business knowledge; and at the same time drives the formation of a new sustainable model developing not only these issues, but including the areas of housing and welfare.

It is fair to say that in order to form a sustainable model through a new urban governance system that develops a bottom-up approach, we must harness the great experiences that offer the different traditions that in countries like Colombia have been developed through the time as a result of the popular initiative. The responsibility of people to their own way of living, self-help work, the control of their own communities and the ability to redefine the public sector as one that serves to align the initiatives to be developed; must become essential ingredients when their role within a new system based on the community and its needs are rethought.



**Image 4.10 Colombian manifestations**

By: Nessa Vardamir 32 In: Flickr.com

**Image 4.11 The need and desire of welfare**





## 4.2. COMPREHENSIVE FRAMEWORK

or transfer the land and house that they occupy. (15) At the end, the final objective is to increase the supply of new legal urban land and to legalize the existent illegal areas, with a large range of tenure options, locations and economic possibilities to suit the needs of different socioeconomic groups.

Given the small remaining areas that have the suitable characteristics for urban development within the large cities limits, the ideal place to implement policies and programs to provide new legal urban land and offer the security sought to community, is not within this large metropolis. It encourages a new vision, a new picture that chooses to open the door of local concentration and start the path to regional territorial development.

Many poor and developing countries have chosen to generate anti-urban policies viewing urban development as a problem and not as an opportunity(16). On the contrary, this proposal seeks to encourage urban development: a sustainable, planned and organized development that has in the regional territory the perfect field to implement solutions on social, urban economics, rural and territorial development, especially in developing countries with the additional purpose of creating quality spaces for urban and rural population and discourage constant migration to the cities.

The proposal must be designed both to improve living conditions of current inhabitants within the city and to promote the welfare and development of those who remain in the regional rural areas.

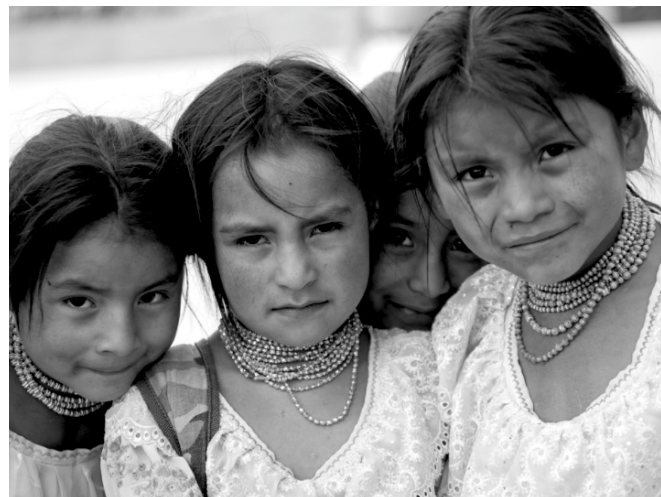
In this way, key components of policies, both to improve and to implement, must provide the requested items by the people, which generate their stability and integration in the place where they are, discourage population movement and migration in search of opportunities providing people with these services (income, children schools, shelter).

This regional approach (governance + urban development) seeks to avoid or acquire certain characteristics that some of the largest cities in the world have. Thus, the development of a sustainable regional model seeks to [1] avoid becoming a dense vertical concentration of population with high rates of poverty (i.e. Shanghai), [2] avoid the explosion of the territory and its population (i.e.

**Image 4.12 - 4.14 Discourage migration to search for opportunities providing people with basic services**

[4.12] By: Johanna Vargas In: [www.scielo.cl](http://www.scielo.cl) [4.13-4.14]

By: Alejocock In: Flickr.com



## 4.2. COMPREHENSIVE FRAMEWORK

Mexico City), [3] enable the organized and specialized development in which prevails the quality of life of its inhabitants (i.e. Amsterdam) and [4] encourage the construction of a organized territory around a main centrality assuming the role of the new urban dynamics (i.e. Berlin).

Recognizing the growing importance of the community in the processes of policy creation and programs development, leading to the readjustment of the national governance model and the use of own resources of social and economic capital, it is recognized at the same time the important need to raise the welfare policies playing a balancing and social justice role to those who actually are the raw material and the target of a nation. In this sense, economic, housing and territorial development policies must be closely linked, sharing programs and projects, making possible, that with the application of a small number of initiatives a larger group of population would be benefited, all framed in the strengthening of a general welfare policy, inclusive and primordial.

This is how the government is driven to find suitable welfare programs and projects working hand to hand with local communities, negotiating planning decisions and use of public resources that affect them directly. The most effective solutions will be always provided through agreements between the different levels, especially among the regional and local communities, which have full knowledge of problems' magnitude and the ideas for the proper solutions of them.

It is at this point in the discussion, where the im-

portance of the individual as a creator of community, society and nation is strongly highlighted. Is this individual as the essential basis of the population to whom important welfare policies must be vigorously addressed, and around whom other policies should revolve. However, beyond creating initiatives linked to social justice that generate the urgent access to the labor offer, it must devised a system where each person's skills are what makes a specialized demand and then the search or creation of the necessary work. This approach is based on a set of responsibilities, where the individual responsibility is to provide workforce and the public responsibility is to create the conditions to implement new jobs. Thus the individual with the need for social inclusion is included in a process of "empowerment"(17) through which the management of activation within the whole system is placed in the individual's hands.

A Tailor Made model aimed at the individual and the territory would generate two main positive effects with no radical presence (yet) in our context.

A proper social appropriation of physical spaces – communal structures and infrastructure – and spaces for citizen participation. To link the communities in the policy making processes, encourage the improvement of quality of life according to their needs and capabilities, strengthen the subjective and emotional contact and link between the individual and the space occupied or to occupy, by encouraging the appropriation of their environment, not only in terms of perception, but even better, in terms of reducing public spending through the care and maintenance of spaces and

buildings.

As we saw in the case of Housing Allocation Systems in the examples previously studied, through a detailed technical and social knowledge of the population it is possible to state accurately the beneficiary target of each of the policies programs, according to their personal, familiar, economics, living, labor needs, etc. This consequence is very important if we consider that the system sustainability depends on benefiting specifically certain communities and individuals that will make the expected public investment in the future. This investment and the return of monetary and social capital and will continue to fuel the functioning of the entire model.

Three population targets are identified and previously recognized as potential recipient groups of investment with a future return of profits to continue benefiting all the system. This population, which generates the sustainability of the model ensuring that public and communal money enter as investment and not as expense with no hope of future return, is composed by: [1] Children and youth, [2] family and women and [3] skilled workers.

## 4.2. COMPREHENSIVE FRAMEWORK

Childhood and youth: Is the country's future, as the possibility of its proper development and of stabilization of equitable society. This population must be prepared by access to quality education and subsequently to the creation of the required profiles to access to the labor market in the later stages of life.



**Image 4.15 Childhood and youth**  
The future of the country has to get access to education, leisure and welfare benefits

By: Andres Bernal Bernal

The family and the women: As an impulse of society and creator of social capital in a context where the present imposes constant changes in family patterns and have even more care needs that can not be met by families or individuals themselves. Generating opportunities for women to access to welfare and labor systems as essential element, creates an opportunity for family members to exercise their specific role in society, initiating a cycle where needed services are exchanged between families and members of the society.



**Image 4.16 The family and the women**  
Women must get access to jobs that allows them to take care of their families

In: colombiaprogressa

Specialized employees: Based on the adequacy of the labor model to current global economic situation and leading specialization of regions and cities. Individual knowledge can be exploited to achieve efficiency on production of goods and services, strengthening the economic character of each territory belonging to the proposed programs.



**Image 4.17 Skilled employees**

To have a product with a better quality

By: Alejocock In: Flickr.com

To ensure the correct routing of resources into the target population it is necessary to develop a program within the social and economic policies, that achieve, by a new model of labor inclusion, the teamwork of public and private actors as community and region support. This new model will be reinforced with the specific situation of the city, especially in three of the most important aspects: Migration of rural population to urban areas, shortage of developable area to accommodate this new population and high unemployment and poverty rates within the city. It is the right time to take advantage of existent opportunity in the region to form a single model of territorial development and equitable to distribute charges and benefits aimed at the economic, social and housing sustainability.

In this aspect, regional development programs as Nord Milano offer many tools to adapt and implement in our proposal. The specialization of regional territory according to the economic activity of each municipality within an urban development policy is a fact that must be strengthened, and an administrative and technical entity with the task of controlling this expertise, development and growth would be the perfect space of participation and work to mediate between the popular and local levels. At the same time, this new space will have all the powers and tools for the implementation of programs and projects of labor insertion through technical knowledge of population, its training and monitoring.

It is highlighted a possible strengthening of the specialization of the territory, through the routing

## 4.2. COMPREHENSIVE FRAMEWORK

and assignment of the population according to their labor and knowledge skills. Always ensuring that the specific social insertion site for each individual is the best for his proper development as a person and for his family, in the same way the individual is the best option for the economic and social development of the host community.

Within this territorial allocation process, projects as “Community Contracts” grow in importance for each municipality in the region if they are seen as the right tools for the proposal, analysis and development of new projects. As already noted, these contracts have proven to be more flexible and cheaper and are strongly focused on meeting the needs of the people. These contracts not only serve to bundle the community within a single purpose in terms of creation of businesses and savings and community banking groups, but also provide the opportunity of construction of facilities and housing, always by the hand of the services provision.

The community contract development can play a important complementary role to activities organized by public sector, however this does not mean that the efforts by the government will be no longer sufficiently autonomous to cover all the demands of the population for themselves. The popular initiative can support the public sector where the provision of indissoluble team of housing and social services can be achieved with better results. This prevents that some part of the population receive only halfway solutions to their problems, due to individual work at the different levels, which would be housing without social support services, or social assistance without reducing the social housing deficit, as in both cases the situation is inefficient.

A new joint housing policy perspective is as important as all other policies developed by the government of the country. To modify the current system of housing provision to be consistent with what has been stipulated for the welfare and economic areas, innovation of the implementation of contemporary areas is necessary, like the so-called “Social Housing” (18) in the European context. A bet comes into a play for a new governance of public housing construction and the mix of financial capitals comprised by non-public resources, which enable more efficient development of social housing designed to meet the needs of specific targets.

In this case, in contrast with the situation of some European and North-American countries, the problems of “affordability”(19) and allocation must not only be focused on meeting the housing needs of poor people, but with larger emphasis, efforts on new housing and social projects should be focused on displaced communities from rural to urban areas (with the full model of providing housing, employment and social services), preventing the growth of rates of poverty concentration and unemployment in urban areas.

The role of the state and public sector as actors across the housing policies landscape should be strengthened, there should cease to exist entities with the only aim of legislating and allocating funds, and become support institutions that encourage communities to access into the system, to find solutions and work for them. Institutions shall provide the services and infrastructure so that solutions can be found from a more local scale. At the same time, the state must implement and manage a multiplicity of options, and should encourage the construction of different housing types to cover the largest possible number of profiles of beneficiaries, from traditional home sales, to productive

housing, housing for rent and so on.

Within the already reformed context of socio-economic policies, the main objectives that should be promptly sought on issues of quality of life and access to housing, taking into account the positive impact in the cities and the regions, are:

Prevent the formation of new slums and illegal settlements: With a proper system of social inclusion of certain populations which usually arrive in the cities and are involved in processes of formation of new slums, a new system of individual adoption, appropriation, relocation and monitoring with the provision of healthcare, education, and access to employment, complement the creation of new social housing projects in the territory that incentivize residential and economic activities integration in the planning of new developments.

Integral improvement of existing developments: Prevent the movement of the population of an emerging illegal development is possible by improving urban conditions of their environment. Programs should encourage the legalization of these settlements only if they have the seismic and geographical safety conditions, the legalization is accompanied by improvements in infrastructure, community facilities, public services and green spaces, and is reinforced by the implementation of community contracts that generate labor activation for the community working for their own wellbeing.

Introduce the concepts of quality and habitability: Given the key priorities for the poor and immigrants to the city, the programs should have an important part in improving community spaces and structures that will be later translated into improved quality of life for residents.

## 4.3. THE PROPOSAL CONCEPT

### Which Is The Problem To Solve?

In the middle of the social framework that characterizes the country and that has brought to a mix of negative consequences in terms of urban development of the city, we can state that the main issue to tackle is the continuous intern migration of the rural population to the city (obligated displacement of the rural population for security reasons specified in chapter 3.1) that generates an exponential growth of the population and the uncontrolled expansion of the urban territory.

To this continuous growth of the population, other unfavorable current conditions of the city in welfare and housing provision to vulnerable communities, great poverty concentrations and illegal developments, which have been created between other reasons for the already established institutional incapacities and that do not permit that the city to be the right place for the reception of new populations.

It is recognized by the government that the displacement magnitude has exceed the

chapters enhance the idea of the necessity for concrete policies and programs that can be able to stop the urban expansion and provide a definitive solution to the existing local problems, finding in the surrounding territory the possibilities to create a system that integrates the actions oriented to assume the new social challenges and a new regional dynamic.

### What Will Be Done?

Capable Territories is the call to different actors of the Colombian set to a change of individual vision towards our territory and the way we urbanize it. It incentivizes a panorama where the territories, mostly those that surround our great cities and are the raw material and at the same time the required instrument to formulate, find and create the social equilibrium situation, welfare and the appropriate quality of life of the vulnerable population. To achieve this we propose a group of initiatives that conform a sustainable system of territorial development in the Bogotá Region. This system is based in the implementation of new "Integral Projects of Collective Interest - PIIC" (Proyectos Integrales de Interés Colectivo) that looks to articulate different aspects of National, Regional and Local policies related to housing, labor market welfare and social insertion.

#### **Image 4.18 Food vs. war**

*Leave the arms and invest in welfare for the inhabitants*

*By: Andres Bernal Bernal*



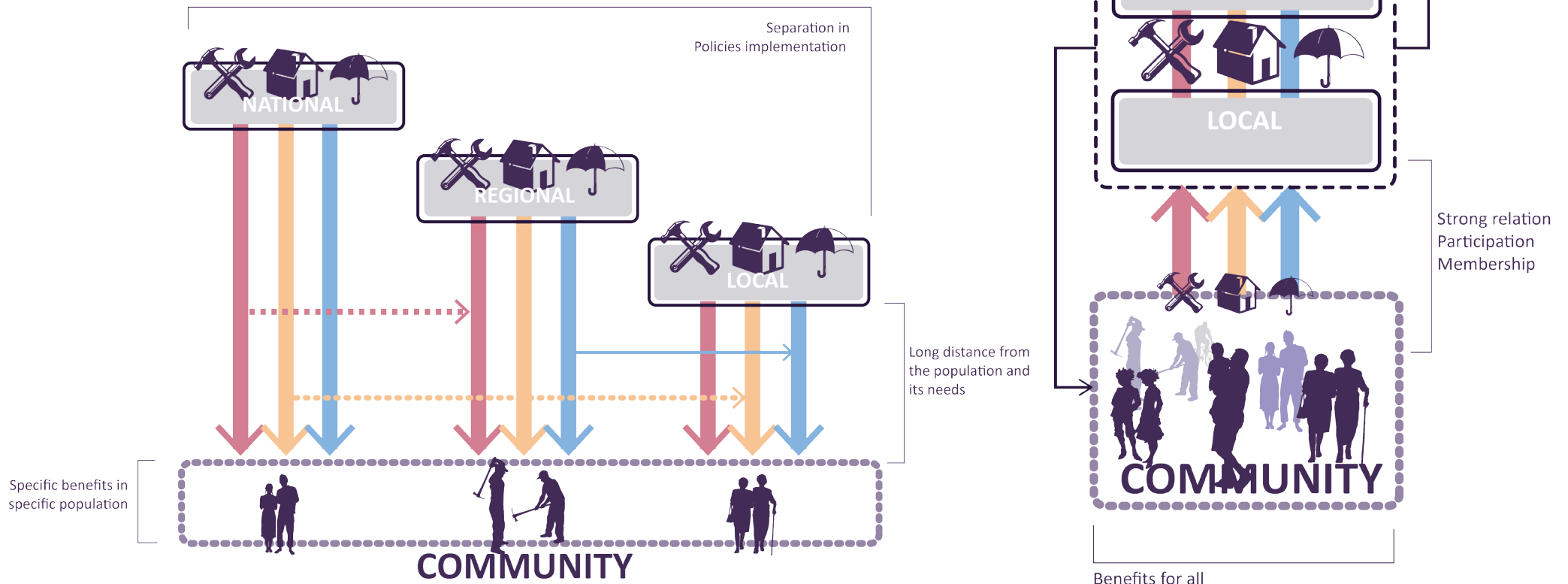
## 4.3. THE PROPOSAL CONCEPT

The "Integral Projects of Collective Interest - PIIC" refers to programs and actions of public, popular or private initiative that will be developed in specific areas and has the overall objective of supplying the basic unsatisfied needs of the vulnerable population, and create a starting point and a replicable model for the social stabilization of the country. To achieve the adequate situation for the "Capable Territories" implementation, we propose the solution of the issues at the national political level, such as the traditional governance model, the focus of the public resources investment and the selection of benefited population. This will be explained next:

### Reform of the Governance model

In order to include all the political levels and the participation of the search and implementation of the solution of the problems established, it is proposed initially a substantial reform to the existing national governance model. (Scheme 4.3)

**Scheme No. 4.3**  
**The Governance System**  
*Current model vs. proposal*

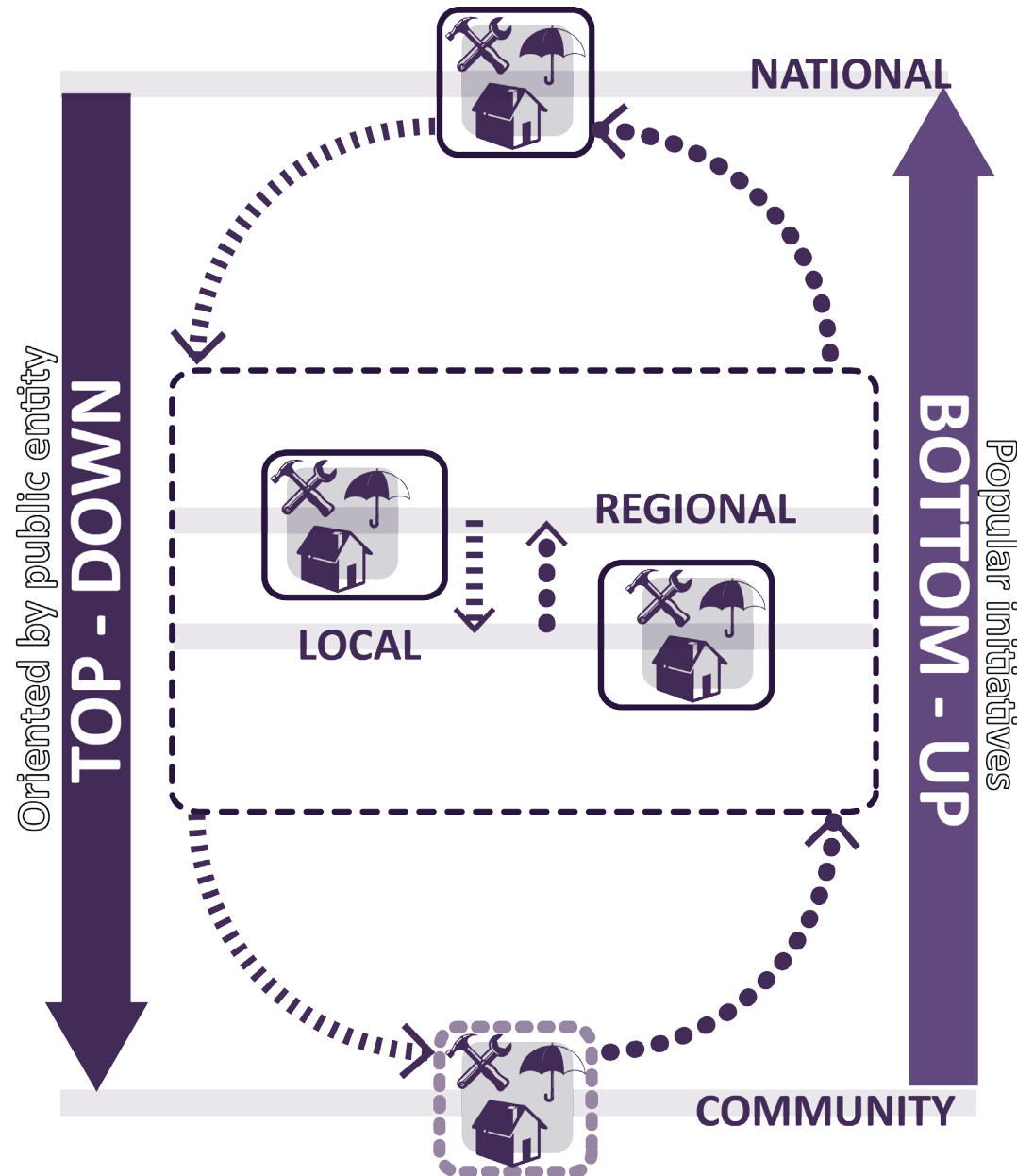


## 4.3. THE PROPOSAL CONCEPT

Such reform is oriented to use two different approaches of governance, taking advantage from the technical resources, logistic and organizational experience of the traditional existing system articulated to the implementation of contemporary ideas and successful communal programs of new systems (See Scheme 4.4):

- The existing approach in the country characterized by a Top-Down model in which, from the national level the resources and most of the successful social programs are oriented, like the previously mentioned "Programas de la Agencia Presidencial para la Acción Social y la Cooperación Internacional 'Acción Social'" (20), but at the same time has strong deficiencies due to the lack of institutional coordination.
- A new approach that develops a Bottom-Up model that takes advantage of the people's knowledge, organization and resources of the community, the social capital and the citizen's participation, developing successful models from the popular initiative seen in the international field analyzed previously.

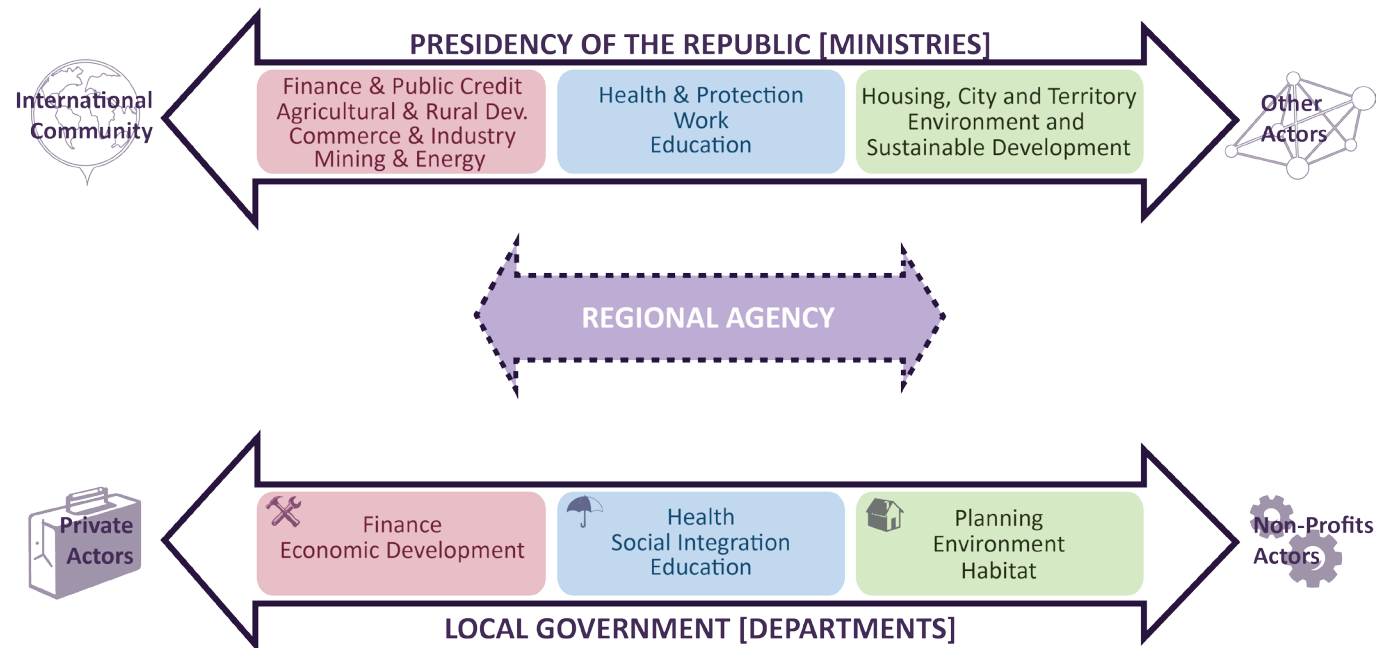
The initiative that activates the function of this new model is the implementation of empowerment programs for the community, which allows the population to have access to the participation in a continuous system that would work as a cycle which groups different levels of governance and their respective initiatives. Within the process of consolidation of this model, the regional level, with its territorial components, has a fundamental role that is not common in the country.



**Scheme No. 4.4**  
**The Governance System Proposal**  
 The governance cycle between two different approaches [Top-Down + Bottom-Up]  
 The Vertical Relationship

## 4.3. THE PROPOSAL CONCEPT

**Scheme No. 4.5**  
**The Governance System Proposal**  
*The Horizontal relationship*



It is also necessary the conformation in horizontal sense of the inter-institutional relationships in each level (see Scheme 4.5), it means that the public entities related to the socio-economic and housing policies and the different actors linked to the process have to be articulated in their policies and programs that look to carry out effectively the role that is stipulated for the level they are part of.

### Social investment initiative

As an essential factor of the model that has to be conceived as sustainable from the beginning, the national political change is stimulated through an initiative that looks for the turnover of the public investment concept. This initiative, as an

integrated component of our proposal promotes the direct investment over three population's groups determined as potential receptors and generators of economic and social profits for the future. This is referring specifically to the investment in youth and childhood, women and family and specialized employees. When investing in these fields the objective is to achieve an equilibrium that influences the growth and progress of the community:

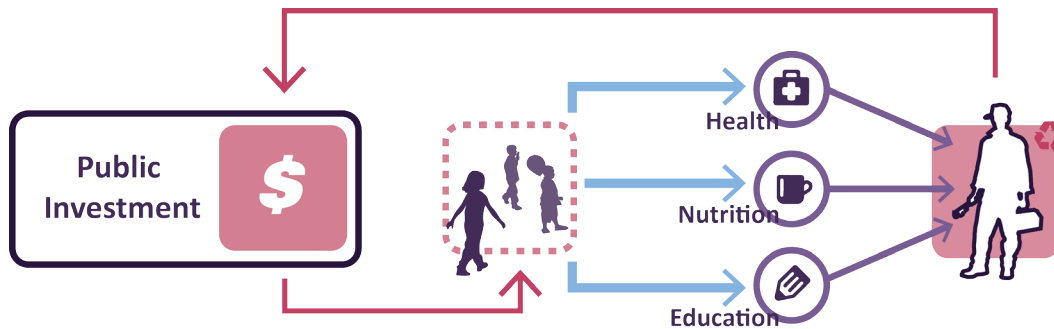
- *Youth and Childhood field (Scheme 4.6)*  
 An educated community from the childhood generates the ideal preparation to face the challenges and the different stages of life. To grow and produce more for the territory turns

into a preconceived condition which generates a social and economical return of the invested resources. The investments are oriented to this field with the certainty of raising skilled individuals that after some time will be part of the proposed integral socio economic regional system.

**It consolidates the educative offer for the vulnerable population with the construction of schools; welfare facilities located strategically assuring the accessibility of such population.**



## 4.3. THE PROPOSAL CONCEPT



**Scheme No. 4.6**  
**Youth and Childhood Field**

*Better investment creates better future workers*

incentivizes the integration of the private sector to our proposal. To this is added the program of social investment for the specialized labor on demand. This is also related to the national initiative from Acción Social with Capacitating Program, which has the objective of generating welfare networks by their participants, understood as the possibility to generate income with guarantees for the families through the immediate linkage to a formal employment and offers the opportunity to acquire knowledge.

The specialization of the population and its work capacity goes together with the international changes of the economy and with the new implemented territorial development model (proposed by us) according to the regional economic characteristics.

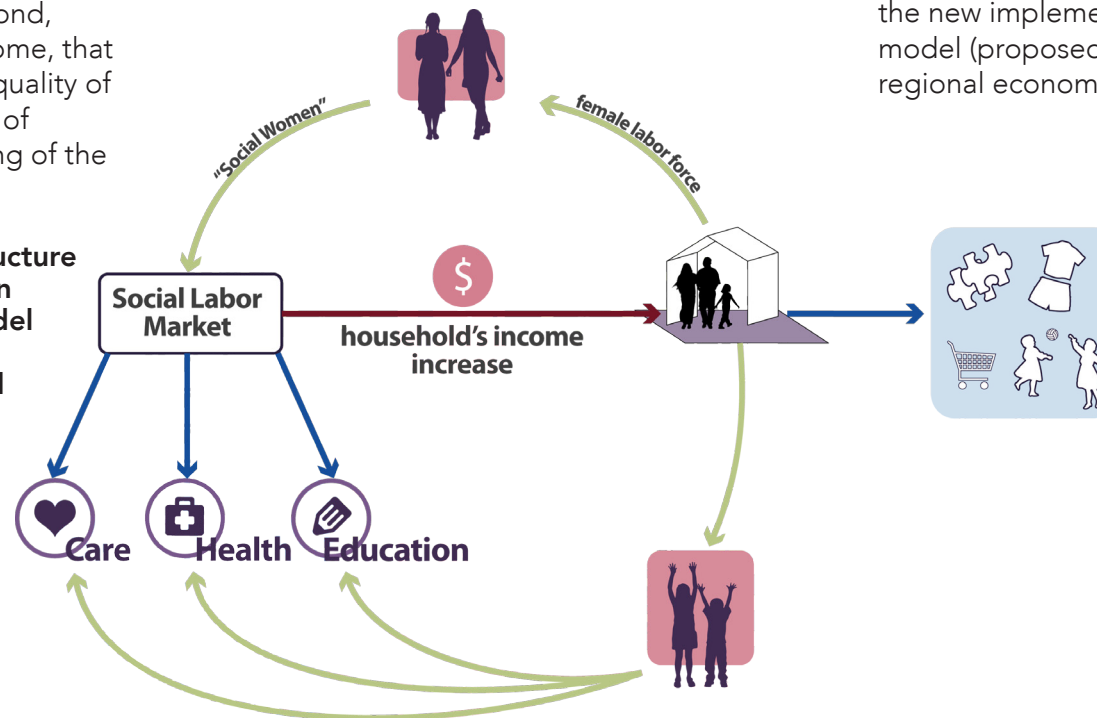
### - Women and Family Field (Scheme 4.7)

The proposal is pointing to incentivize the feminine inclusion to the whole socio economic system. This action favors initially two aspects: first, the community, thanks to the provision of their services in the caring, health and education fields (communitarian women), and second, to the family, increasing the regular income, that at the same time allows to offer better quality of life and insure the adequate conditions of health, education and food for the young of the families.

### - Specialized Employees Field (Scheme 4.8)

Besides looking for the improvement of labor possibilities for the population, reduction of the high rates of unemployment and collaboration in the reduction of poverty, the inclusion of specialized workers is a building block that

**Reinforcement in the communal structure to create the necessary participation and workspaces. In a reciprocal model of service providers, with a focus in feminine population that is oriented to their own families.**

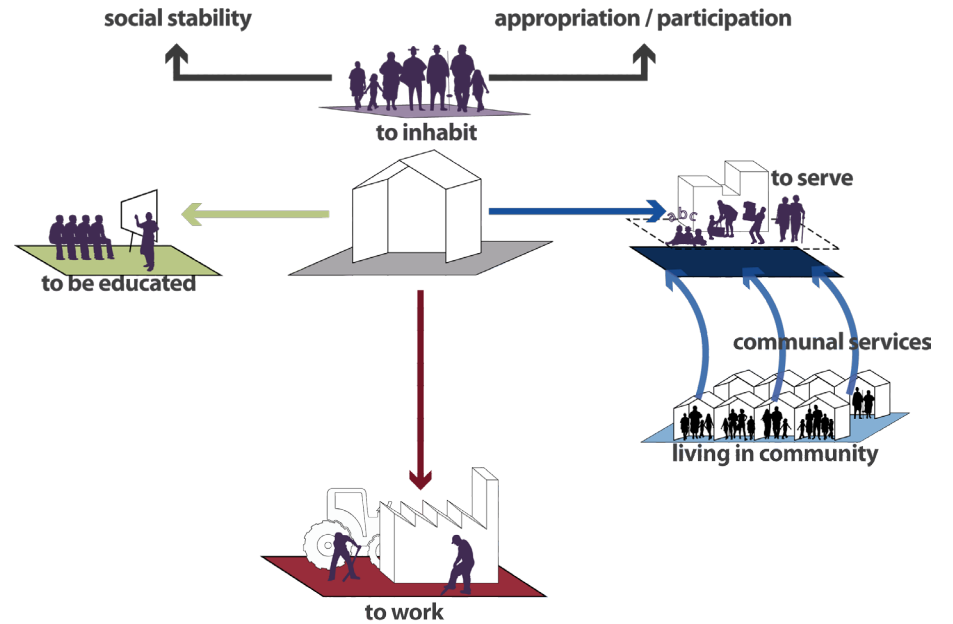


**Scheme No. 4.7**  
**Woman and Family Field**

*"Social Women" figure creates more opportunities to reach better quality of life to the family*

# 4.3. THE PROPOSAL CONCEPT

**Scheme No. 4.9**  
**The social role of "Social Investment Initiative"**  
 Equilibrium between the participants, its environment and the society



Territorial Relation in accordance to their Profile



**Analysis of Skills & Experience**



**Training & Counseling**

**Private Sector**

Technological & Knowledge Capital

**Training & Counseling**



Access to Labor Market



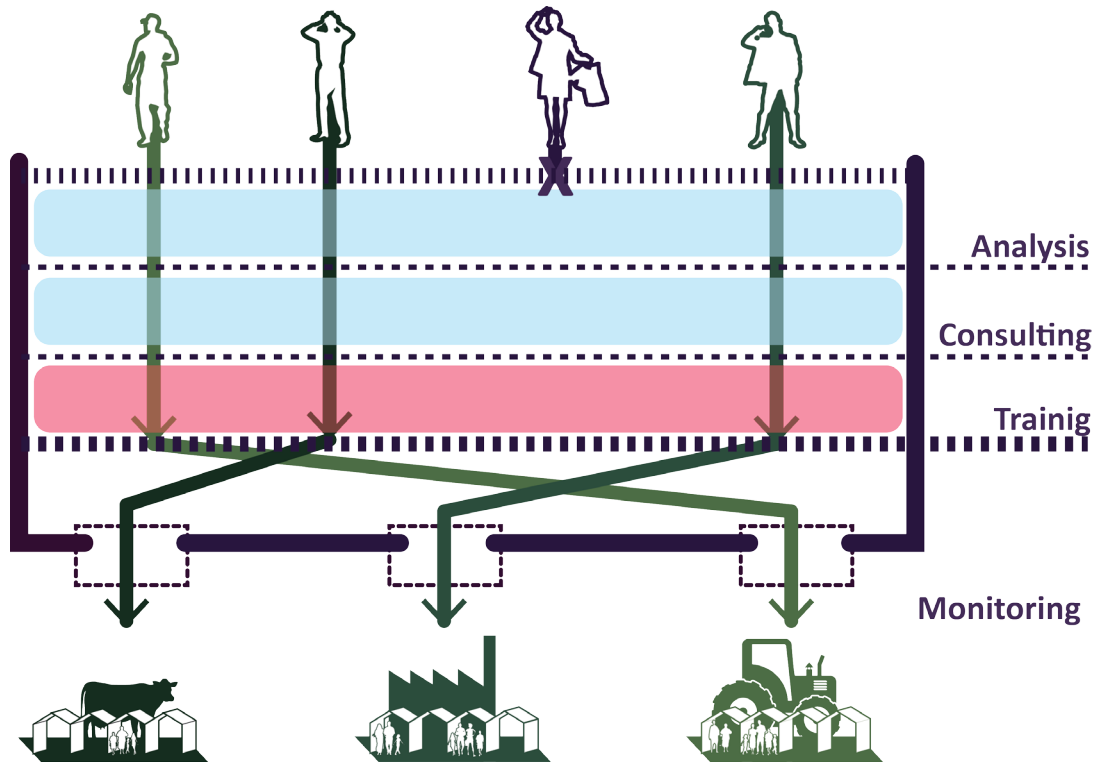
Creation of Micro-enterprise

It creates a technical, administrative and participation field, in which the population is instructed, advised, oriented and located according to their interests and capacities. It conforms an entity that is adequate to the country's situation based on the different international models and that is an important part for the regional development proposal.

**Scheme No. 4.8**  
**Specialized Employees Field**  
 Skilled workers create a optimal situation between the industry, economy and labor market.

The coverage of these three fields allows ensuring not only the sustainability and the public investment returns, but implements a growing citizen participation opportunity in the processes of the country and the community development, that after being implemented enriches the present situation with a high sense of social, identity and popular belonging stability. (See Scheme 4.9)

## 4.3. THE PROPOSAL CONCEPT



**Scheme No. 4.10**  
**Tailor Made and Allocation programs**  
*Right place – Right persons – Right work*

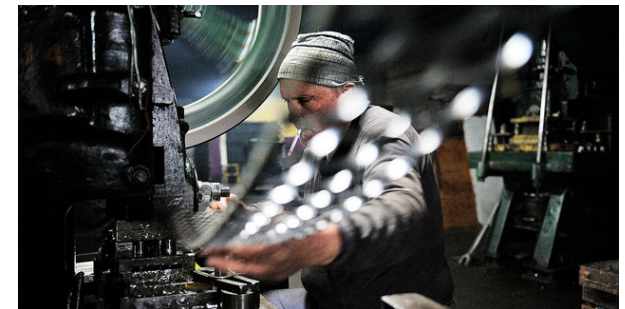
### Allocation and Tailor Made programs (Scheme 4.10)

In parallel to the adaptation of the governance as the political base and the starting point for the proposal implementation of Capable Territories, two essential concepts are stated for the well functioning of it. These two concepts are

Allocation and Tailor Made; they are put together in the creation of all the system focused in the particular characteristics of the population. From this, it is highlighted the importance of getting to know the individual, his capacities, needs, capital and perspectives as active participant in the society.

**Image No. 4.19 - 22**  
**The specialization of the region**

[4.19] By: Alejocock [4.20]  
 By: C-BOB 1 [4.21-4.22]  
 By: sonia safe 2 In: Flickr.com



## 4.3. THE PROPOSAL CONCEPT

It is important to mention that the target population of this proposal is specifically the displaced population from the rural areas (mentioned before in chapter 3) to the hostile environment of the city.

As a starting point, our proposed system assumes the existence of the displaced population as a resource, and not a problem as it is seen today. Following, an institutional system is proposed to be implemented; the system will be in charge of the management of the different programs, projects and initiatives of the general proposal.

In this case, the economic activity developed by each individual or family, their habitation traditions and their knowledge capacities will be an institutional tool for the feeding of the model of specialized regional project. The model will be shaped from the implementation at the national level through the regional scale searching for the specialization of each territorial unit and the local scale inserting the population according to the specific characteristics of the population.

### How Will It Be Implemented?

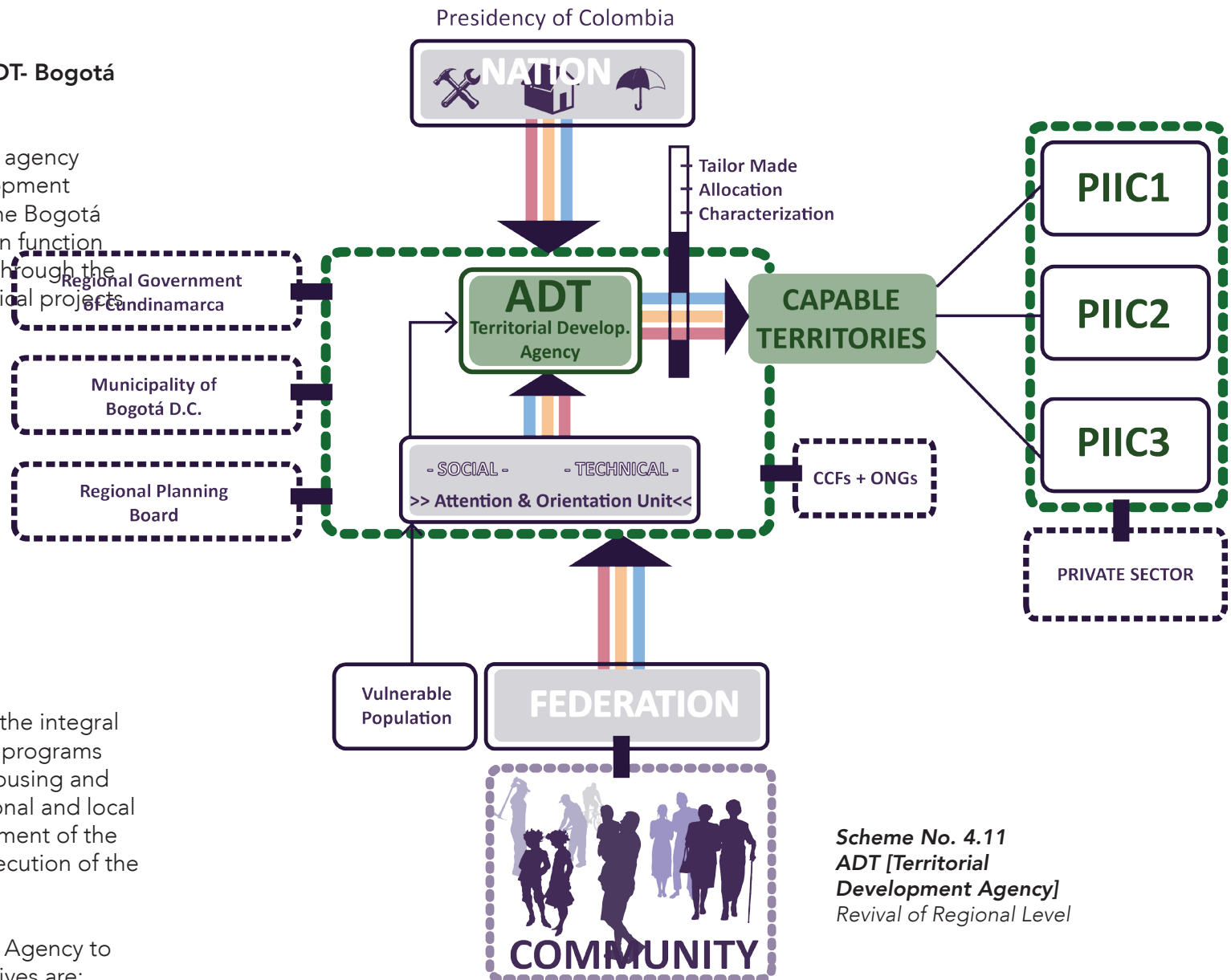
The implementation of these previous ideas is as important as the conception of them and is the way to make evident the achievement of all the objectives set before. Assuming this challenge, we propose to create a regional model based in the conformation of two institutional entities which according to their governance level will have specific objectives, roles and are composed by a set of actors that are part of the programs developed by them.

The goal is to reinforce the regional and local level that has been forgotten in the back of the political and public agenda, and that affects directly the local population since there is a lack of decision-making in terms of socio economic and housing. In this way, these two institutional entities will be the Territorial Development Agency (ADT, abbreviation in Spanish) at the regional level and the Local Federations (FL, abbreviation in Spanish) at the local level.

## 4.3. THE PROPOSAL CONCEPT

### Territorial Development Agency [ADT- Bogotá Region]

ADT Bogotá (See Scheme 4.11) is the agency for the promotion, sustainable development and management of the territory of the Bogotá Region. This public entity has the main function of managing the Capable Territories through the administration and controls the technical projects and population.



The objective of the ADT is to assure the integral implementation of territorial policies, programs and projects related to the welfare, housing and economic field generated at the national and local level, together with the correct investment of the economic and social capital in the execution of the initiatives.

The main functions carried out by the Agency to ensure the performance of the objectives are:

**Scheme No. 4.11**  
**ADT [Territorial Development Agency]**  
 Revival of Regional Level

## 4.3. THE PROPOSAL CONCEPT

- Coordinate the regional territory through the economy specialization and the social activities of each one of the urban centers that are members.
  - Manage and advise the “Integral Projects of Colective Interest - PIIC” stock that gets to the ADT as initiative from the local level and the communities.
  - Support the take in of the displaced population, creating a main office of attention, which orients the population already known from the Unidades de Atención (Attention Units) and Orientación del Gobierno Naciona (Orientation of the National Government) that are part of the Acción Social platform(21).
  - Take in the displaced population starting the process of social insertion and territorial relocation.
  - Present the initial services of social assistance required by the population taken in and at the same time execute a process of recognition and characterization of each one of the individuals and households.
  - Establish the whole panorama of population necessities in economic, housing and welfare terms.
  - Start the relocation process of the households based in the Tailor Made concept where according to the capacities and needs are oriented and reintegrated in communities already established with their own profile.
  - Service provision of technical assistance and follow up the programs’ planning and projects which are addressed at the quality of life of the inhabitants of the community.
  - Formulation of new “PIIC” assuring the right management, performance and relevance, the access of the private sector to these projects and acting at the same time as the cogwheel among the different actors at all levels to execute successfully each one of the projects and programs.
  - Channel and coordinate at regional and local level the programs and projects created by the Presidency’s “Acción Social”, those are already existent programs that share similar objectives aimed at the efficacy and relation with the specific population needs, but that nowadays are not oriented in the same direction.
- Beyond of being a entity of public capital, one of the main characteristics for ADT’s right performance is the multiple participation of actors that represent the different levels of the society, their capacities and their needs that contribute to the consolidation of the territorial development model, in the starting point of the of programs and execution of projects.
- The roles of the different actors are stated as follows:
- Public sector:  
Carry out the management of economic resources

## 4.3. THE PROPOSAL CONCEPT

that are part of the internal budget that will allow the initial execution of the programs and projects, technical support for the implementation of the initiatives; and technological and logistics as an structural base for the conformation of the whole organization of the presented model.

- Presidency– National Government
- Cundinamarca –Regional Government
- Bogotá's Administration –Local Government
- Mesa de Planificación Regional (Regional Planning Board mentioned in chapter 3.1)

Private sector:

Its main function is to complete the public labor in the technical and support fields through the specific experience on each one. Subsequently have an important role in the execution of the validated projects accessing to a system of win-win collaboration where resources, technical capacities, logistics and technology are shared.

- Contruction and projects promotion companies
- Companies of Technical support providers
- Investment organization

Non Profit sector:

Promotes the analysis and technical knowledge, the mechanism of early alert when an internal security issue arises and supports the supervision of the proper performance of the programs implementation. Likewise it helps to orient the international resources that are part of the budget for the project's and program's execution.

- Family Compensation Funds (CC described

previously in chapter 3.1)

- NGOs which are already involved in the Acción Social Programs
- USAID – USA Agency for the International Development
- AECID – Spanish Agency of International Development Cooperation
- World Bank
- European Comission

Communal Sector:

Its function is mainly to present the necessary projects for the improvement of quality of life of the existent population. Additionally, to supply information regarding the unsatisfied basic needs of the population rates in terms of quality of life, welfare, housing, etc.

- Communal Organizations (Federation)

### Local Federations [FL]

The federations (See Scheme 4.12) are the entities of mixed conformation, public-private-communal joint to the ADT Bogotá Region. These entities belonging to the local level where its population takes part are crucial for the wellbeing of the population and as components of the Territorial Regional Development System.

The Local federations create an adequate platform for the communal participation, it is the place designed by the community and for the community to share their needs and their initiatives, it is the space where the experience and the popular traditions have the relevant value that

## 4.3. THE PROPOSAL CONCEPT

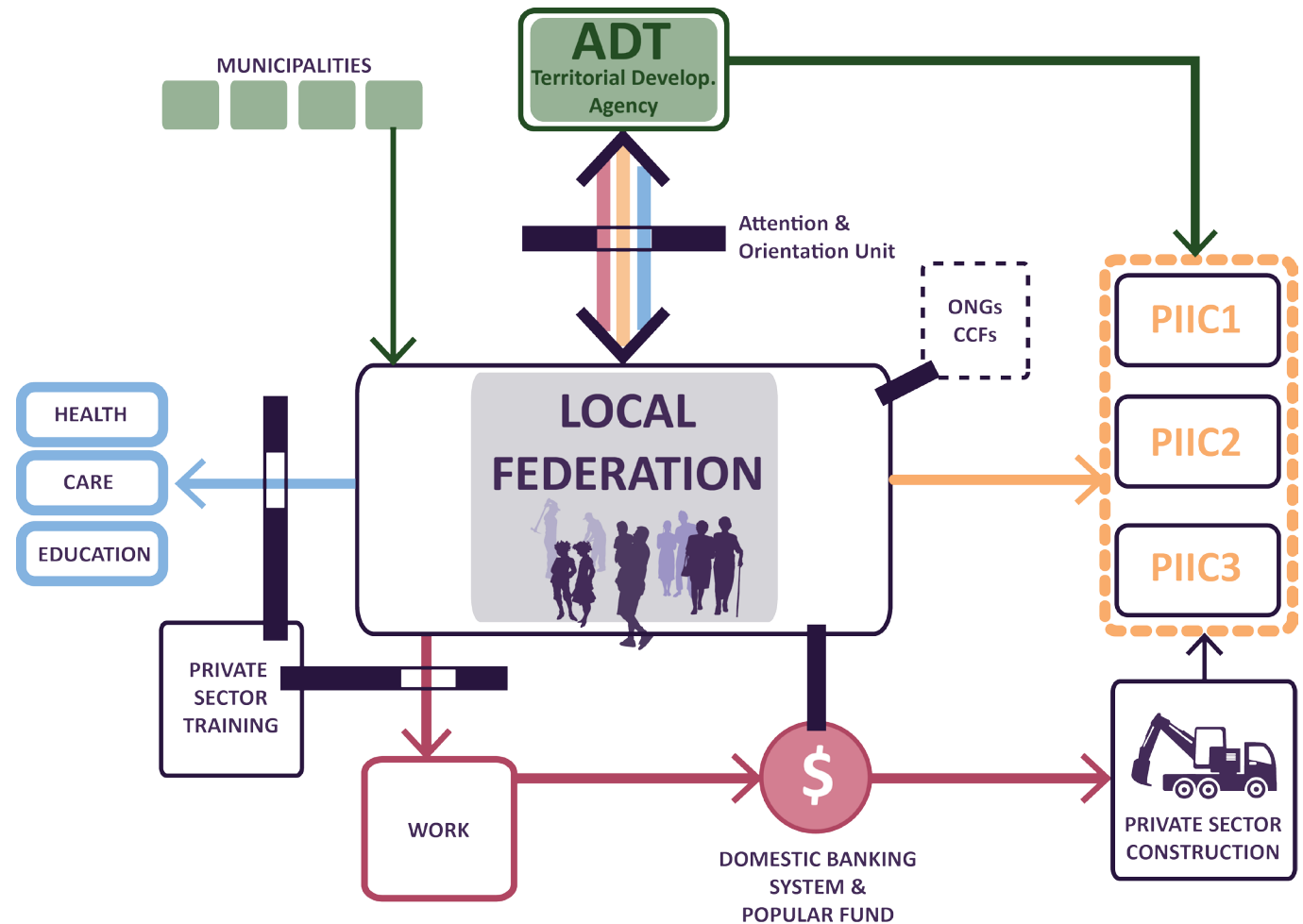
generates the activation of a bottom-up model in the national governance system.

From the individual point of view, the federations are the first place of support for social insertion and request of the coverage of basic needs, and at the same time the federations are the place where it is possible to participate in the decisions of the public sector.

Each family and each individual that has been inserted in the program of Capable Territories is part of a Local Federation, depending on the area they were assigned to in the first place. This FL is responsible to provide for the insertion of the assigned families by assigning a PIIC in which the family can restart their life together with the access to the labor market as a skilled employee or as a pioneer in an enterprise, the kids are assigned to the educational structure, and the family gets access to the health and the welfare services. In return the beneficiary pays, from the income of his job and the social capital, for his dwelling by monthly installments and will take part in a Domestic Fund. This not only allows the economic and social balance of the Federation tasks but allows the individual the access to financial help designed specifically for him.

The most important tasks of the FL for the right performance in the Regional Model are:

- Generate a system of support for the vulnerable population that allows to provide with basic services and to initiate the reinsertion process of the households that had to abandon their land.



**Scheme No. 4.12**  
**FL [Local Federations]**  
*Empowerment of Local Level*



## 4.3. THE PROPOSAL CONCEPT

- Have the territorial technical information of each municipality in terms of Available Area to Develop, PIICS in the area, infrastructure inventory, health services, education and welfare; with the aim of facilitating the intervention of the ADT on their territory. Additionally this knowledge helps to assign these services to the existing community and the relocated population.
- Be the administrative, technical and legal support for the community problems related to welfare, housing and economic activity.
- In Welfare
  - Support to the priority population assigned by the ADT
  - Manage and provide the health, education for the member families
  - Make sure that the necessary infrastructure for the provision of the previous services is available.
- In Housing
  - Allocation of selected population by the ADT to PIIC
  - Support, discussion, take in and project planning of innovative social housing in order to fulfill present needs, improve the quality and create new dwelling options.
  - Support, discussion and the take in of PIIC set out by the private sectors that are part of the Capable Territories System having access to the benefits and duties of the program.
- In Labor Market
  - Assignment of the first job:  
For the skilled men and women, in one of the private labor structures that are part of the system.  
  
Establish the social working place for the Madres Comunitarias (Communitarian Mothers) as part of the economic activity that generates economic or social capital for the family and the community.
  - Training services for the specialization of the selected population and determined by the labor profile. This point is related to the already existing training program designed by Acción Social called Ingreso Social (Social Income) that together with a national institution of education SENA entity under the management of the Social Protection Ministry can give the preparation for the incoming population.
  - Support, follow, and financial aid services with the creation of new innovative micro businesses.
- In economic and financial aid:
  - Create and control a Popular Banking System with the capacity to support social investment capital needs and interest in reaching the poorest.  
  
These local banks follow three important functions:
    - Manage the community resources
    - Legally support the families when starting the process of allocation and dwelling payment installments.
    - Handle the financial products and subsidies created by the federation: Urgent loans to the families, subsidize the small companies, labor fund, loans for the dwelling improvement, etc.
  - Promote and support the creation of a Domestic Financial Found that carries out the task of receiving the monthly payment installment that each individual has to make to the Federation.  
This is the organization that allows to create and access to communal funds for the urgent loans emission, with low or no interests and with the accessibility for the Federation members.
- In territorial development:
  - Create a territorial network of municipalities that are components of the federation and programs created for the urban and social development. That network will be led by a principal office with the necessary capacities to orient with efficacy the needs and initiatives of each municipality to the regional level.
  - The principal office of the FL must work together with the Unidades de Atención and Orientación del Gobierno Nacional to guide the displaced population towards the beginning of the ADT reinsertion program.
  - His office will be the technical and administrative link between the member municipalities of the federations and the ADT

## 4.3. THE PROPOSAL CONCEPT

when looking for technical, financial and legal support to carry out the projects.

Even though the Federations are mainly conformed by the population, a diverse group of actors that belong to the different governance levels and all the sectors allow the FL the entire space for discussion, formulation, training and access to social services that are missing for the population. The following is the role of the different actors:

Public sector:

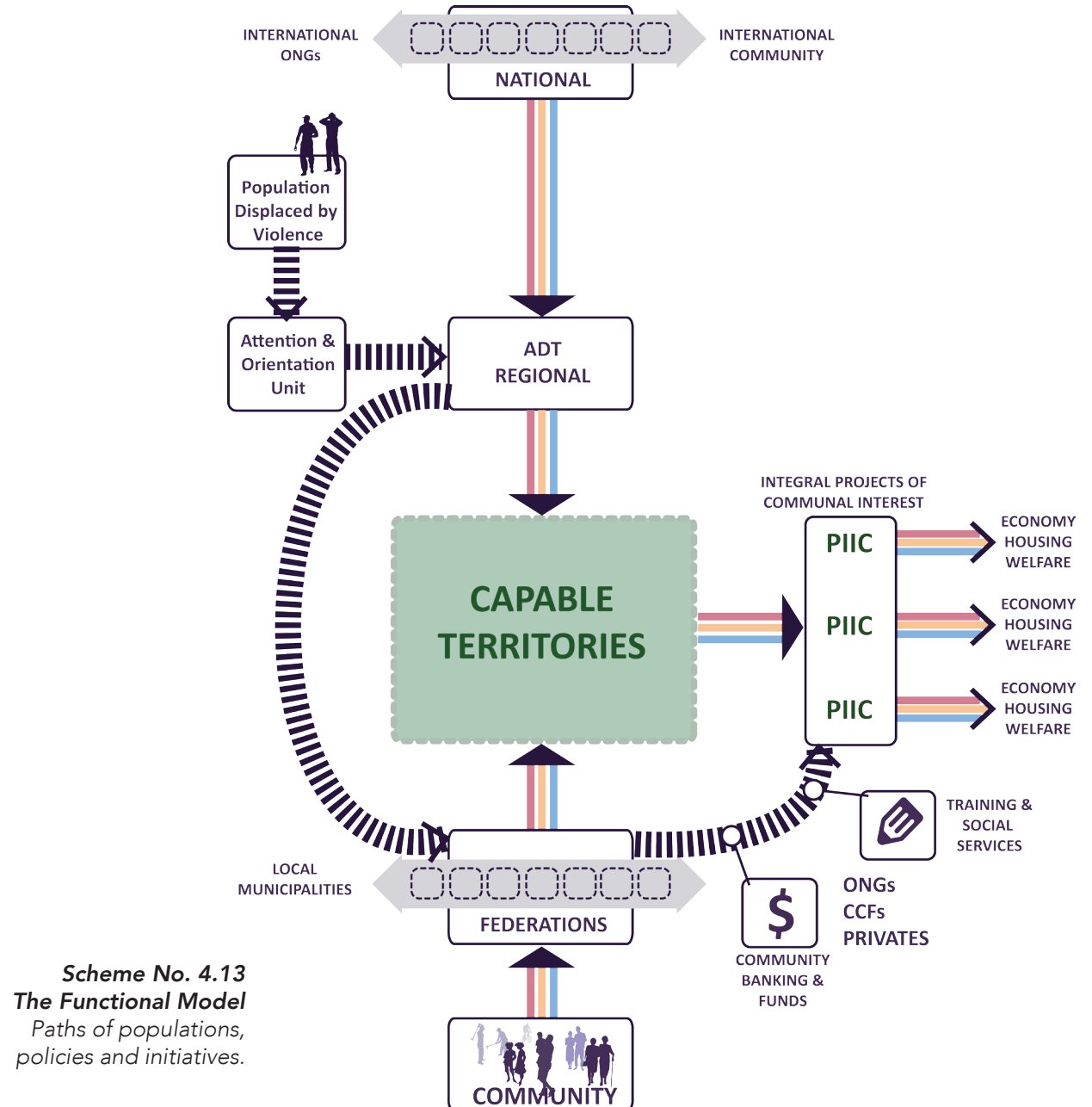
Assuming that the vulnerable population has been addressed to the adequate FL the public sector has the task of being the receiver and supporter of the initiatives of this population, intermediate with the national level to get the resources and study the local initiative PIICs and create new agreements to the needs of each Federation.

- ADT Bogotá Region- Regional Government
- Municipalities' administrations

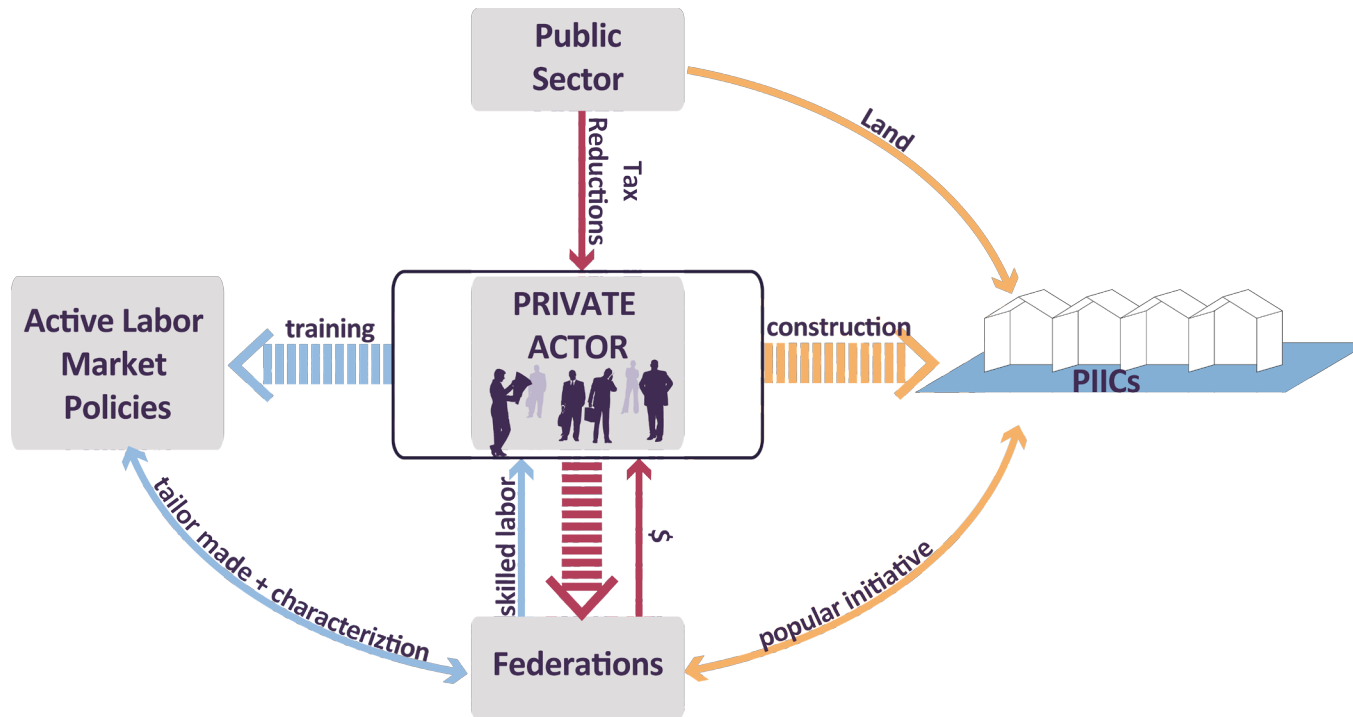
Private sector:

Are part related to the federations, their task is to promote the implementation of the PIIC providing resources, technical skills, logistics and technology. Complete the social housing in each municipality increasing the possibilities of the population of getting affordable housing. Provide the job offer and training in the different specializations of the municipality and the federation.

- Construction and projects promotion companies
- Companies of Technical support providers



## 4.3. THE PROPOSAL CONCEPT



### Scheme No. 4.14

#### Private Actors.

The role of private sector in fare society

- Community
- Labor Unions
- Domestic Financial Found
- Popular Banking System

#### Integral Functional Model and its further stages

With the proposed changes in governance model, the social investment and the individual and skilled activation plus the objectives and tasks of the ADT Bogotá Region and the FL, the proposal of Capable Territories is created as an integrated model of territorial sustainable development at regional scale.

This model (See Scheme 4.13) enforces the institutional labor, renovates the role of the actors in a new relationship of governance, relocates existing programs to make them more effective, and supports the increase of the public participation while focusing and working together in the actor's objectives in a coordinated and efficient manner.

This is how Capable Territories proposes the integration of welfare, housing and economic policies at a national level in order satisfy the

- Local companies of specialized production
- Group of enterprises and agricultural producers
- Investment organization

#### Non Profit Sector

Already participating in the protection processes and creation of social security for the vulnerable population. These entities give the technical and logistic resources to support the Federations and according to the characteristics of their needs are in charge of addressing the international resources for the support of the projects.

- Family Compensation Funds (CC described

previously in chapter 3.1)

- NGOs
- ASDI – Swedish International Development Cooperation Agency Agencia
- ACNUR – United Nations Comissioner for Refugees

#### Communal Sector:

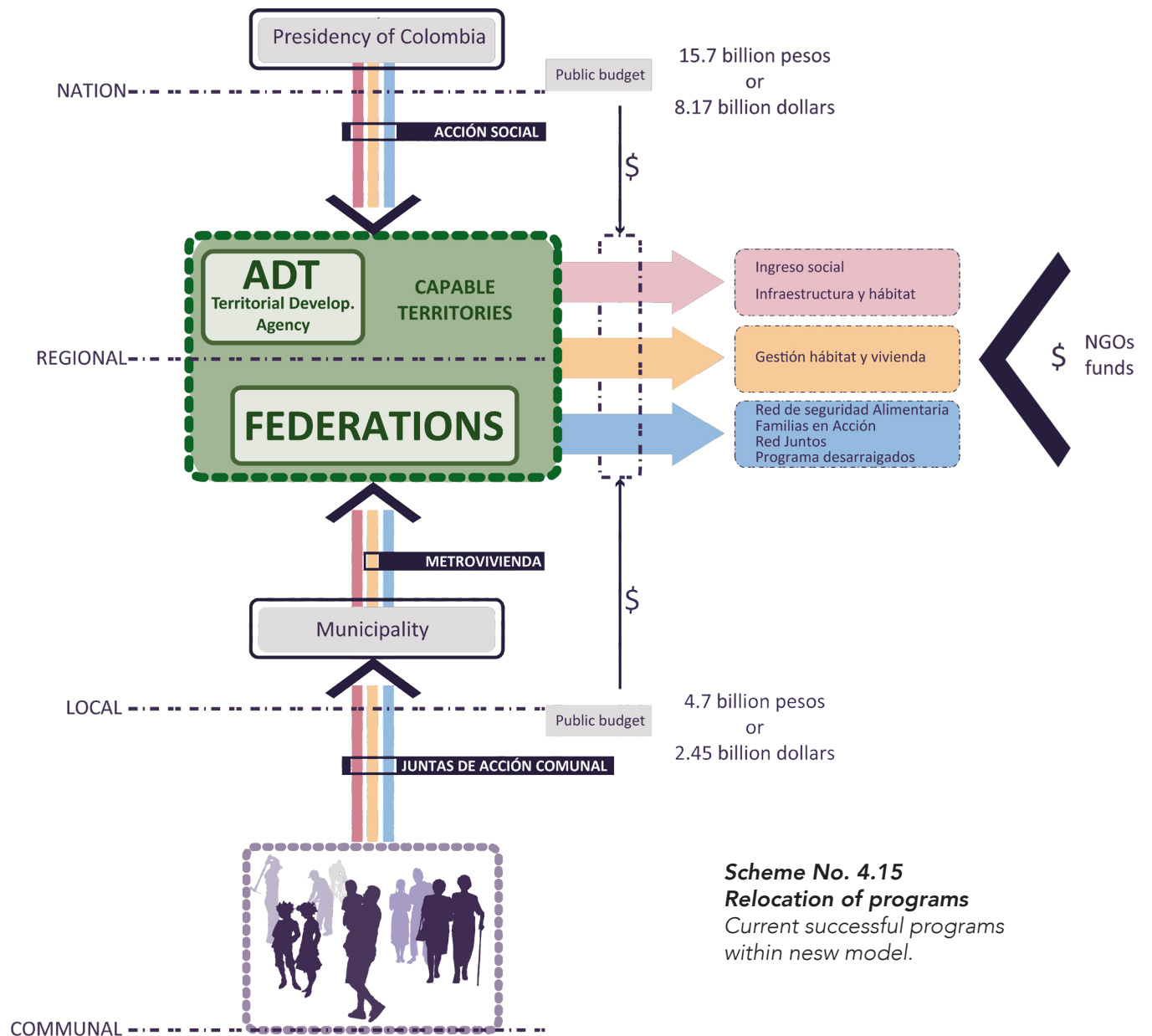
As the presence of the population is the main component, the communal sector is the reason why the FL exists. At this level the actors work together to maintain appropriate levels of welfare, access to housing, quality of life, labor rates and citizen participation.

### 4.3. THE PROPOSAL CONCEPT

most basic and real needs of the most vulnerable population, in a country with such special characteristics, providing with basic services for the improvement of their quality of life.

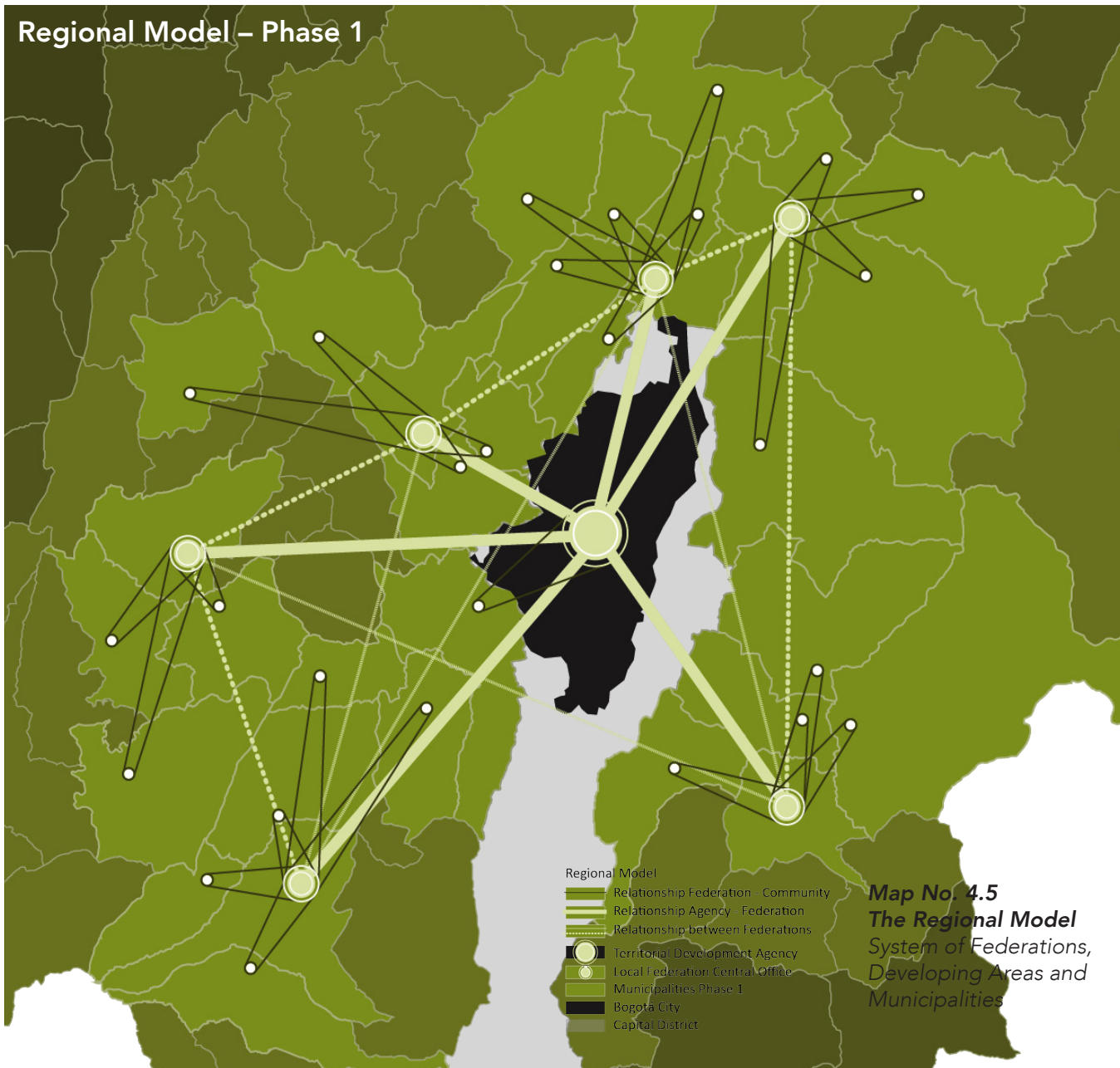
The actors of this model that is divided in the three levels (National, Regional and Local) are the ones established for the ADT and the FL with the Ministries that manage the topics related to the initiatives. Having clear the participants at the national level, it is possible to concentrate efforts to benefit those who are in need and at the same time it benefits the country, which can generate an economic evolution by improving the social conditions of the inhabitants.

The new resources and programs will be inserted into the model directly to the level the actor belongs to, while the existing programs and proposals that we mentioned in previous chapters will be located in the Capable Territories model in order to enlarge the impact and efficiency in the achievement of the existing programs' specific objectives, which are not going to be changed but complemented with the ones of Capable Territories. (See Scheme 4.15)



**Scheme No. 4.15**  
**Relocation of programs**  
 Current successful programs  
 within new model.

## 4.4. TERRITORIAL IMPLEMENTATION



Capable Territories is a regional model (Map 4.5) that integrates a group of Local Federations composed by specific municipalities in the initial phase, municipalities' public entities and municipalities' population that handle and control the Territorial Development Area to which they belong.

These Local Federations are managed and directly related with the Operational Federation Center located in the main city of the region, in this case Bogotá, in which the Local Federation of Bogotá manages the needs of its own localities and population.

Each one of these municipalities that belong to the system are included with the objective of maximizing their positive characteristics in terms of economic activity, urban expansion area and the capacity of taking in new population. This action gives an advantage to the municipalities since they can have access to the benefits of the program through the federations: Direct participation in the regional and national development, increase on the public and private investment, creation of infrastructure and consolidation of welfare facilities, reduction of the poverty rates and housing deficit, etc.

The creation of such model (from now on will be referred to as phase 1), was developed by the analysis of three different territorial variables, having in mind the objectives of Capable Territories, their institutional entities and the consolidation of the governance changes. These variables are:

## 4.4. TERRITORIAL IMPLEMENTATION

Infrastructure (Map 4.6)

Being aware of the current backward state of the infrastructural development of the country, delay that has brought a slow development of the local economies related to the high costs and long time of transportation of goods and food, it is proposed to make the most of the existing infrastructure and the improvements in the surroundings, that also have the needed characteristics for a correct economic relation between federations, Bogotá and the rest of the country.

For this reason, the regional road system that connects Bogotá with other important cities of the country, the Magdalena River and other areas of international economical exchange (Ports and Free Trades Zones) are the guide to develop this first phase of Capable Territories. The headquarters of the different Federations are selected from a group of municipalities that have specific characteristics that will be explained further in this section and that are related to the existing infrastructure.

The performance of this infrastructural network is essential for the proposal since it connects each one of the FL and the Areas of Territorial Development, not only with the ADT Bogotá Region but also with the main points with natural resources in the region. This is why the aspect of the roads infrastructure has to be included in the following phases of the program, due to the fact that it can determine the successful performance of the model along the region.

**Image No. 4.23 Areas with difficult conditions for the infrastructure**

- Road Bogotá-Choachí  
By: Airín In: Flickr.com

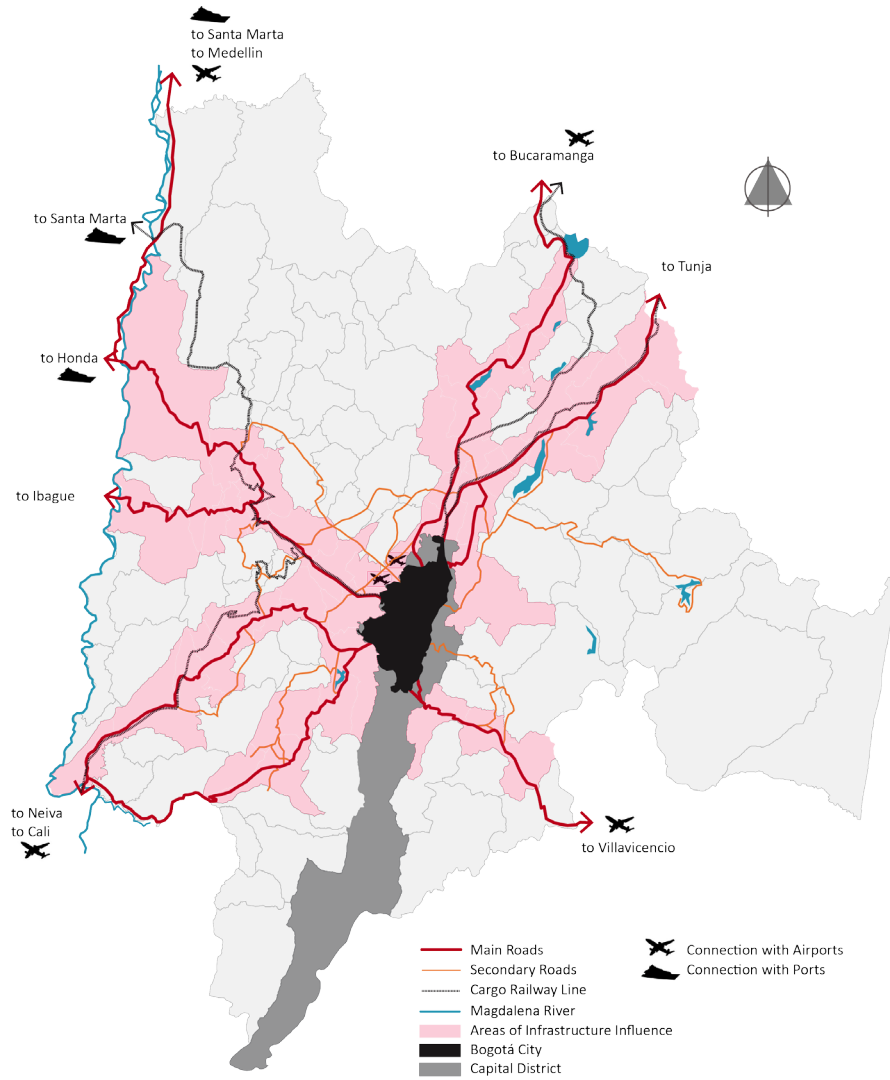


**Image No. 4.24 Adequate Topography for the infrastructure development**

- Road Bogotá - Tunja  
By: CAUT In: Flickr.com

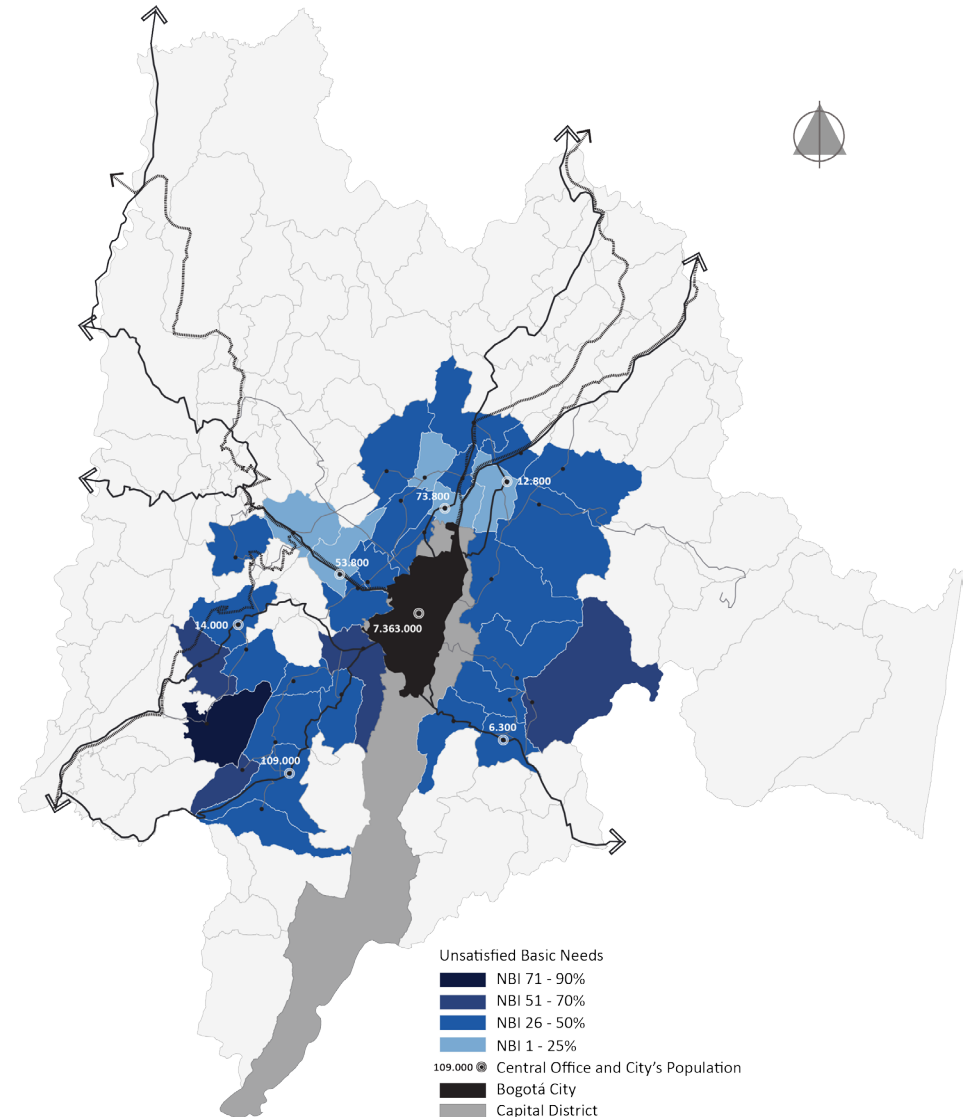


## 4.4. TERRITORIAL IMPLEMENTATION



**Map No. 4.6**  
**Component 1: Infrastructure**  
*The best elements to connect the Region with the most important point of commerce in country*

**Map No. 4.7**  
**Component 2: Unsatisfied Basic Needs**  
*The quality of life in the region*



## 4.4. TERRITORIAL IMPLEMENTATION

Unsatisfied Basic Needs (NBI)(22) (Map 4.7)

Taking the classification of the municipalities in the country which is determined by the number of inhabitants (see Table 4.1), for the first phase we start with the largest populations (municipalities with over 5.000 people - categories E 1-5) that in national terms represent 87.3% of the total number of municipalities. (23)

CATEGORY	POPULATION
E [SPECIAL]	+ 500.000
1	500.000 - 100.000
2	100.000 - 50.000
3	50.000 - 30.000
4	30.000 - 20.000
5	20.000 - 10.000
6	- 10.000

**Table No. 4.1**  
**Classification of Municipalities Colombia**  
Source: [www.fmc.org.co](http://www.fmc.org.co)

These selected municipalities were classified by comparing the number of inhabitants already established and the rural and urban Basic Unsatisfied Needs rates. Those with an inverse relation of total inhabitants and the NBI rate were appointed as the location for the Federation headquarter: this urban centers are the ones that have a better panorama in terms of implementation and results of the program, so the experience can be used for the Capable Territories following stages. These support centers of the Federations will have a direct relation with the local inhabitants and the ADT Bogotá Region. In the same way these municipalities will be in charge of taking in the relocated population and from this point it is the municipality's responsibility to provide the relocated people with housing and jobs.

### Expansion of the Urban Area

We recognize the importance of the current problems of the Bogotá, specially the fight against the Endless City. The scarce expansion areas of Bogotá and the available area for the future growth of the city not only to supply with housing projects but also with facilities that can contribute to the improvement of quality of life of the inhabitants.

This change of perspective in the management of the territory allows to propose that the adequate available area becomes the territory of the region (not in the city itself). The new available area gathers the essential characteristics to feed the Capable Territories by providing an intermediate

level that can help with the coordination of policies, and that the present administrations have not been able to manage.

This is why Phase 1 of the selected municipalities is integrating the urban centers that have expansion areas available and that need institutional support to guide them or to develop these areas.

Once the municipalities were selected and the regional model was established it was necessary to compare the figures of the existing population, the displaced population in need and the required area to develop the PIIC.

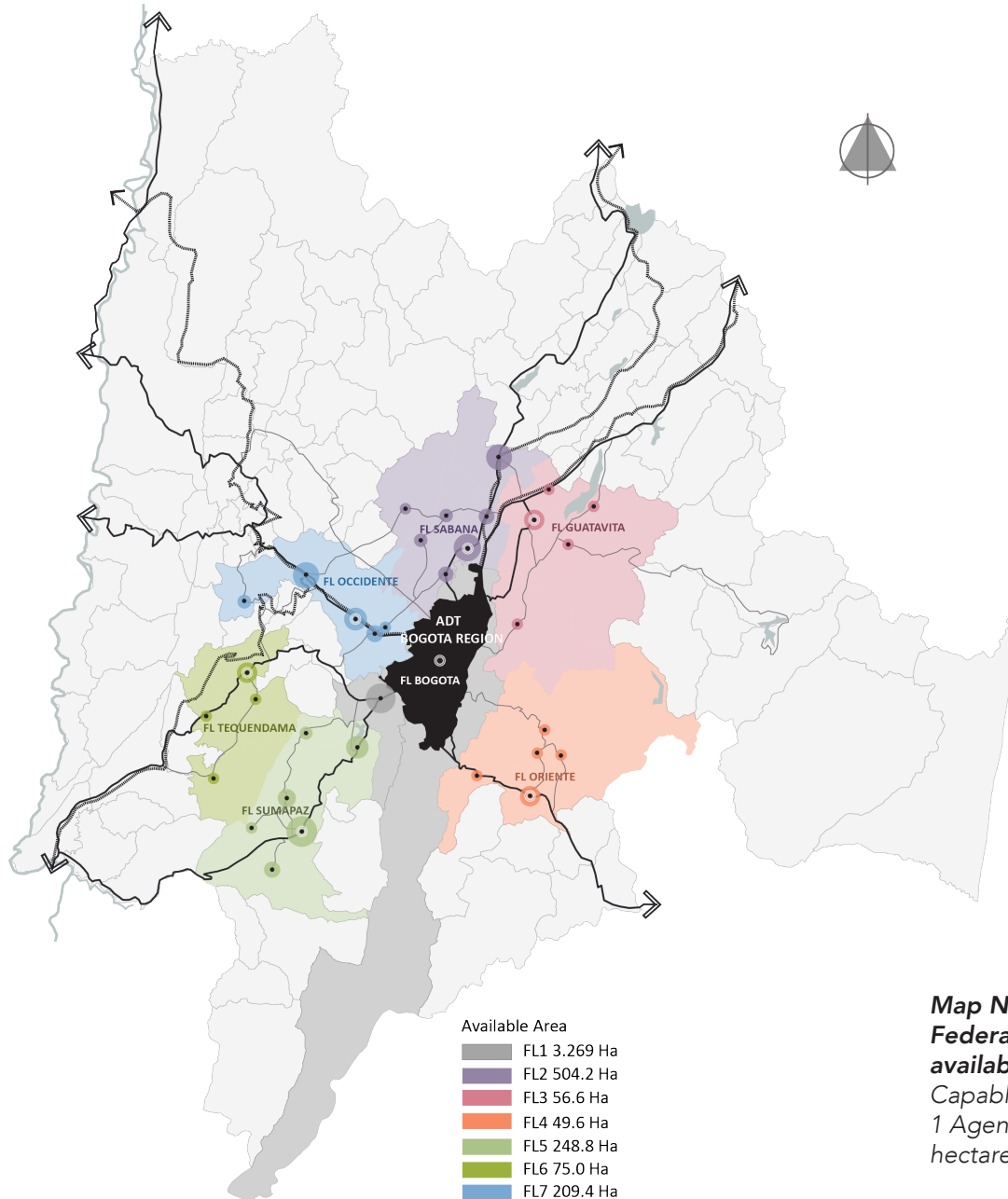
Housing deficit in Bogota and its metropolitan area: determines the existing population that is in a vulnerable situation by the lack of a roof.

Total housing deficit  
307.000 units  
New housing units deficit[quantitative]  
147.000 units  
Average number of persons per household  
3.5 persons  
Number of existing people that have to be supported by Capable Territories  
514.500 persons

Displaced people: determines the number of people that is projected to arrive to Bogotá in the next ten years (period of time for which Phase 1 is planned) that have to be inserted in the Capable Territories system



## 4.4. TERRITORIAL IMPLEMENTATION



**Map No.4.8**  
**Federation structure and its available area**  
 Capable Territories Phase 1:  
 1 Agency, 7 Federations and hectares of Developable Areas

Average displacements [2000 – 2010]  
 39.000 persons per year  
 Number of new people expected to be displaced in the next ten years [2021]  
 390.000 persons

Total number of people that have to be inserted in the model with a ten year horizon, and which are going to be taken in by the programs:  
 904.500 persons.

Área de Desarrollo Territorial (Map 4.8):

Subsequently we determine the urban area needed to develop the "PIICs", which provide solution for housing and welfare facilities for the specific population.

Rate of urbanization used for the Local programs of social housing [Metrovivienda]

17.85 sqm/inhabitant

Rate of urban green areas promoted by the World Health Organization

12 sqm/inhabitant

Rate proposed for the creation of new PIICs  
 24.55 sqm/inhabitant

This rate considers the necessary areas for the construction of housing, green areas infrastructure and welfare facilities that compose the territorial system.

## 4.4. TERRITORIAL IMPLEMENTATION



Image 4.25



Image 4.26

Area available to be urbanized:  
It is the area required for the development of the First phase of Capable Territories in Bogotá Region for the next ten years

Number of people  
904.500  
Urbanization rate  
24.55 m<sup>2</sup>  
Required available area to be urbanized  
2.220,54 h  
Total area available to be urbanized in the selected federation municipalities  
1.400,5 h  
Total available area in Bogotá [2011]  
2.974 h  
Area to be used area in Bogotá by the Model  
820 h  
Remaining area of the city to develop Local projects to improve the urban quality of the city  
2.154 h

With the previous variables we came up with the following solution: (Table 4.2)

Regional Level :

- Territorial Development Agency Bogotá Region [ADT]

## 4.4. TERRITORIAL IMPLEMENTATION

Local Level:

- Local Federation Bogotá [FL1]  
Bogotá Distrito Capital (Central Office)  
Municipality of Soacha
- Local Federation Sabana [FL2]  
Municipality of Chía (Central Office)  
Municipality of Cajicá  
Municipality of Zipaquirá  
Municipality of Tabío  
Municipality of Subachoque  
Municipality of Tenjo  
Municipality of Cota
- Local Federation Guatavita [FL3]  
Municipality of Sopó (Central Office)  
Municipality of Tocancipá  
Municipality of Guatavita  
Municipality of Guasca  
Municipality of La Calera
- Local Federation Oriente [FL4]  
Municipality of Cáqueza (Central Office)  
Municipality of Chipaque  
Municipality of Ubaque  
Municipality of Fomoque  
Municipality of Choachi
- Local Federation Sumapaz [FL5]  
Municipality of Fusagasugá (Central Office)  
Municipality of Sibaté  
Municipality of Granada  
Municipality of Silvania  
Municipality of Tibacuy  
Municipality of Arbeláez

- Local Federation Tequendama [FL6]  
Municipality of La Mesa (Central Office)  
Municipality of El Colegio  
Municipality of Viotá  
Municipality of Anapoima
- Local Federation Occidente [FL7]  
Municipality of Madrid (Central Office)  
Municipality of Mosquera  
Municipality of Funza  
Municipality of Facatativá  
Municipality of Anolaima

### Next phases of Capable Territories

As it was previously stated, Capable Territories is proposed as a model to be replicated in different territories that share similar characteristics as the ones studied and analyzed in Bogotá. To achieve this, it is proposed a development process of three stages that is consistent with the present situation, in terms of policies, socio economic and futures capacities of the territory that will be possible after the implementation of the model. The first phase, as previously described, involves the organization of the programs and the selection of municipalities, the other two phases are as follows:

As the calculation for the conformation of Phase 1 were done with figures of the current quantitative deficit and the displaced population that is estimated to reach almost one million people in the next ten years, the second phase will be

addressed to the achievement of the model reaching the population with qualitative housing deficit and those that have had problems to be fully inserted in the society.

Deficit of existing units [qualitative]	160.000 units
Average number of persons per household	3.5 persons
Number of people to be benefited by Capable Territories	560.000 persons

A social program that is already implemented will benefit these 560.000 persons. This program is working efficiently and coordinately with the different entities of the governance levels and with the rest of the actors that are part of the network services.

In this phase the habitation emphasis is in the service provision for the integral improvement of the households that have not achieved the minimum standards to have a adequate quality of life. Nevertheless, the possibility of applying for relocation within the Capable Territories initiative is open and allows thinking about a future development of urban renovation programs in Bogotá that will be added to the available area for the existing policies of the city's densification of old slums are left behind by their former inhabitants.

Additionally, to the model could be included and

## 4.4. TERRITORIAL IMPLEMENTATION

taken in by the FL those municipalities category 6 (with less than 6,000 inhabitants) to complete the missing road infrastructure projects and urban and regional transportation through future public initiatives.

This new municipalities together with the population can be benefited of the programs and projects of Capable Territories once they get integrated in the regional network .

### Phase 3

With an already conformed stable model, with experience in the management and the processes for the implementation of all programs and projects in the territory, and having revised the performance at national level and its involved actors, the third phase of the proposal starts. In Phase 3 the program expands increasing the number of Federations in the areas that start to present the conditions that we determined previously and that correspond to the areas of development of the same Agency such as the following:

- Local Federation Tabacal [FL8]  
Municipality of La Vega (Central Office)  
Municipality of San Francisco  
Municipality of Sasaima  
Municipality of Villeta
- Local Federation Guavio [FL9]  
Municipality of Gachalá (Central Office)  
Municipality of Ubalá

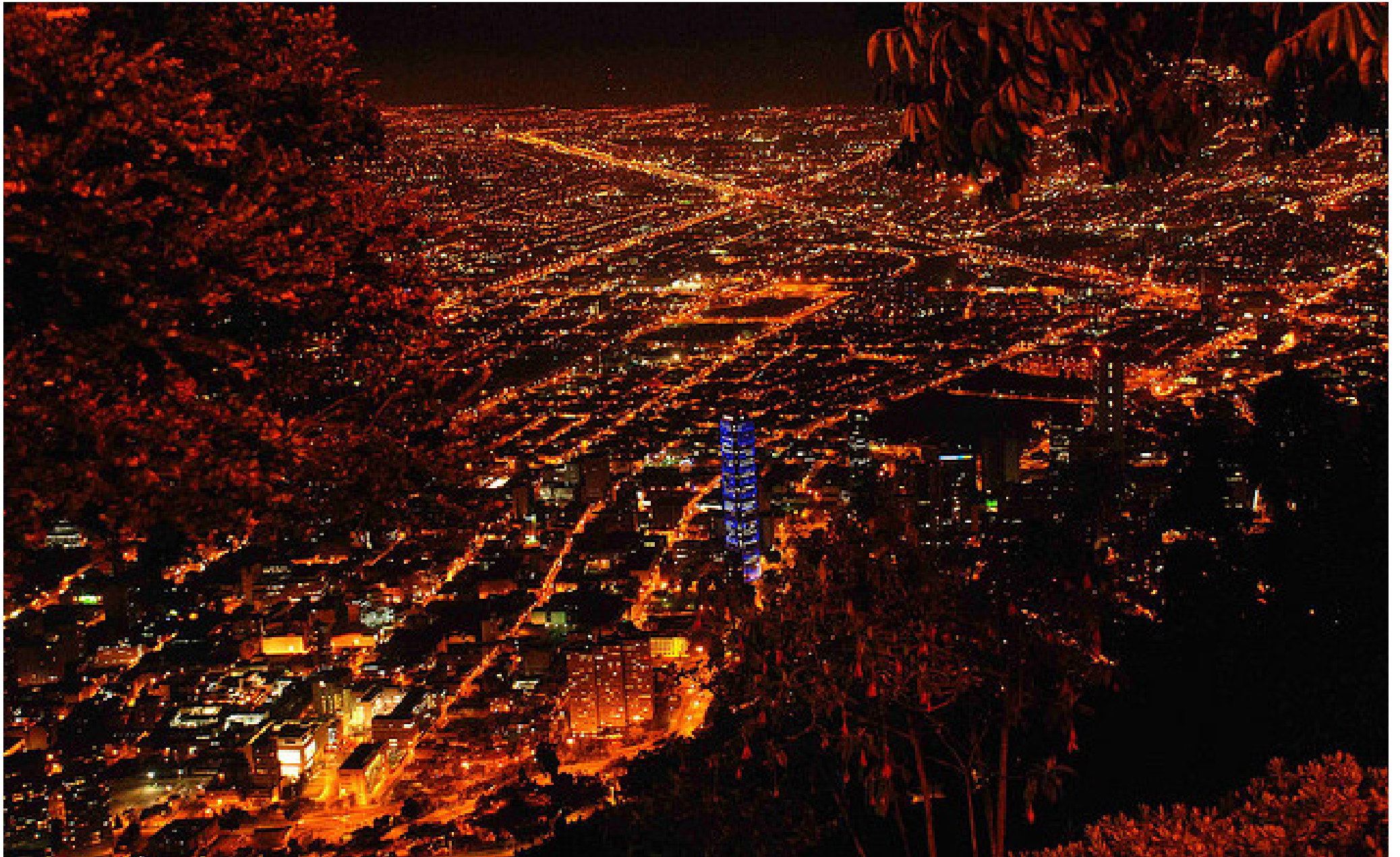
Municipality of Gachetá  
Municipality of Junín

An already established political platform and well-performing, experienced actors, and a community that is able to participate and benefit from its participation in the system will be the confirmation of the economic growth of the region and the country thanks to the implementation of a model of territorial specialization. The objective of Capable Territories is to contribute initially at a local and regional level, and later to expand its implementation along the entire country.

**Table No. 4.2**  
**Territorial Development Agency -**  
**Composition and Characteristics -**

TERRITORIAL DEVELOPMENT AGENCY BOGOTÁ REGION				
Population	7'363.000 Bogotá + 1'226.100 Municipalities			
Area Available	4.374,50 Ha			
<b>LOCAL FEDERATION 1 BOGOTÁ DC AVAILABLE AREA: 3.269 Ha</b>				
Municipality	Population	Urban NBI (%)	Rural NBI (%)	Main Economic Activity
Bogotá	7.363.000	12.4	-	Industry + Services (All kind)
Soacha	477.000	15	35	Industry (Motor vehicle + Manufacturing)
<b>LOCAL FEDERATION 2 SABANA AVAILABLE AREA: 504.2 Ha</b>				
Municipality	Population	Urban NBI (%)	Rural NBI (%)	Main Economic Activity
Chia	73.800	6	10	Construction + Cattle
Cajicá	27.000	11	15	Mix of Industry
Zipaquirá	88.500	11	18	Cattle + Mining
Tabio	9.200	15	10	Flower Growing + Local Trade + Crafts
Subachoque	5.000	12	15	Mining
Tenjo	7.800	17	15	Agricultural + Livestock
Cota	10.800	15	12	Agriculture (Cabbage and lettuce)
<b>LOCAL FEDERATION 3 GUATAVITA AVAILABLE AREA: 56.6 Ha</b>				
Municipality	Population	Urban NBI (%)	Rural NBI (%)	Main Economic Activity
Sopó	12.800	8	9	Dairy products + Goods for construction
Tocancipá	9.600	22	18	Mix of Industry + Flower Growing
Guatavita	2.000	9	29	Mining
Guasca	4.000	11	21	Flower Growing + Potato + Milk
La Calera	9.000	4	19	Mining
<b>LOCAL FEDERATION 4 ORIENTE AVAILABLE AREA: 49.6 Ha</b>				
Municipality	Population	Urban NBI (%)	Rural NBI (%)	Main Economic Activity
Caíquiza	6.300	16	39	Agriculture (Beans, bananas, corn, cassava, mulberry)
Chipaque	2.000	15	35	Agriculture (Beans, bananas, corn, cassava, mulberry)
Úbaque	800	11	35	Agriculture (Beans, bananas, corn, cassava, mulberry)
Fomeque	4.000	13	38	Agriculture (Beans, bananas, corn, cassava, mulberry)
Choachi	3.500	16	27	Agriculture (Beans, bananas, corn, cassava, mulberry)
<b>LOCAL FEDERATION 5 SUMAPAZ AVAILABLE AREA: 248.8 Ha</b>				
Municipality	Population	Urban NBI (%)	Rural NBI (%)	Main Economic Activity
Fusagasugá	109.000	16	22	Cattle + Construction
Sibaté	36.000	12	26	Agriculture (Peas, beans, tomatoes, coffee)
Granada	6.900	18	17	Agriculture (Peas, beans, tomatoes, coffee)
Silvania	21.400	18	26	Agriculture (Peas, beans, tomatoes, coffee)
Tibacuy	4.800	32	37	Agriculture (Peas, beans, tomatoes, coffee)
Arbeláez	11.800	20	28	Agriculture (Peas, beans, tomatoes, coffee)
<b>LOCAL FEDERATION 6 TEQUENDAMA AVAILABLE AREA: 75.0 Ha</b>				
Municipality	Population	Urban NBI (%)	Rural NBI (%)	Main Economic Activity
La Mesa	14.000	11	37	Agriculture
El Colegio	7.600	14	25	Agriculture (Corn, lemon, mango, beans, banana)
Viota	4.110	31	41	Agriculture (Corn, lemon, mango, beans, banana)
Anapoima	4.800	21	36	Agriculture (Corn, lemon, mango, beans, banana)
<b>LOCAL FEDERATION 7 OCCIDENTE AVAILABLE AREA: 209.4 Ha</b>				
Municipality	Population	Urban NBI (%)	Rural NBI (%)	Main Economic Activity
Madrid	53.800	13	13	Agriculture + Livestock + Flower Growing
Mosquera	59.800	10	26	Mix of Industry
Funza	39.500	13	18	Mix of Industry
Facatativá	95.600	12	22	Construction
Anolaima	3.900	16	31	Agriculture (Parsnips, peas, barley, potato, bean)

**Image No. 4.25 Next Page**  
**The expansion and density of Bogotá**  
By: sicoactiva In: Flickr.com



## 4. NEW PROPOSAL

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## 5. CONCLUSIONS

With the study of the national and international policies and coming up with **Capable Territories** Regional Model there are some aspects that we consider important to highlight for an implementation in Bogotá and its region and other regions along the Colombian territory.

- There has to be a fundamental vertical and horizontal coordination between the actors involved in each one of the programs and projects. The complexity of the proposal is recognized but we think that the context in which it is planned needs a complete and radical initiative to be set in the table. The ADT carries out this unction of coordinate, control and allocate, while the Federations are the voice and the space for the community's participation.
- The policies, those that are in existing programs and new initiatives of the national, regional and local level, must be addressed in the same direction willing to benefit the most vulnerable populations and they have to be articulated, and that is the objective of the proposed ADT and Federations.
- It is necessary the active involvement of the regional and local authorities since the reform in the governance approach turn mostly into these levels.
- By the inclusion of the vulnerable population into the system all the involved parts are wining; the people by being useful for their own sake and the rest of their community, having access to a stable job which they are trained to

do, besides housing and welfare benefits. The private sector, because by the inclusion of these new population to their activities they get skilled employees. Finally the region because by the social and economic development of the inhabitants, the quality of life and the economy improves.

When the cycle is complete we can say that the budget of the national destined for the public policies has been an investment and not a cost of how it is in the present. It is the view for a new innovative urban formula of economic, social, and sustainability that can be replicable in the rest of the country.

Finally one last crucial aspect to take into consideration is the control that has to be applied into the entities involved, mostly in order to avoid corruption that in the Colombian context is very common. One of the most crucial points in which the control has to be more rigorous is in the Public Ministry offices where the displacement registrations are taken; in order o assure the veracity of the displacement declarations.

**Capable Territories** looks to turn what was considered a problem for the cities into opportunities for the development of the regions and its inhabitants.





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## LOCAL PLANNING

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