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DECISION SUPPORT SYSTEM IN LOCAL DEVELOPMENT AGENDAS:
CHILEAN CASE STUDY

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ABSTRACT

“Development” embodies the yearning of the present time. However, what is understood by development has been varying over time. It can be said that the concept has evolved from a markedly economic meaning to one with a considerable social and human component that therefore includes an environmental value. This has a substantial connotation. Because it concerns people’s goals and achievements, the concept, in terms of its use in management, applies specifically to a territory. In consequence, development is strongly related to its spatial nuance. In the early 21st century, in a context of globalization and expanding frontiers, local development is more likely to achieve a greater success.

Analogously, today human thought evolution manages to dissociate itself from more than four centuries of tradition. Rationalism, reductionism and empirical thought give way to an ample vision of “the whole” that requires the incorporation of complexity. The systems, the relations more than the parts, the synergies, among other elements, become fundamental to facing the new challenges of the present time. This is the case of sustainability.

This conceptual framework is what is now used in the design and implementation of public policies. They deal with people, the environment, what is local and what is global, the market, the resources, with temporality. All are one element in a changing, assiduously dynamic reality that requires new tools to confront it. Local governments, as development “agents”, consciously address this yawning variety. Different tools have arisen to manage the inclusion of complexity and to support local governments in their task.

Local development in Chile has had its own records. Morphology and history have affected its background, carried out inefficiencies in the traditional management system of the local development. A progress in these matters calls for the incorporation of new tools, which strengthen governance, accountability and legitimacy. Hence, Chilean local management needs an improvement for accurate, participatory, flexible, coherent, operative and strategic planning, of the decision-making process.

The research is carried out in this context. It proposes a methodology that interprets a social process that reinforces the participative democracy, transparency, coherence, and which engages ethical positions. It looks to improve the quality of the political process, gathering in the development duty the citizenry and the public, by the construction of local agenda.

The research gives way to a project which aims at improving current local development management in the Chilean perspective, proposing the reinforcement of instruments in order to achieve its goals, within the framework of a sustainable perspective. The proposal intends to overhaul the Chilean planning development instrument approaching procedures (how to do) by a

flexible decisions support tool. In other words, to position the Communal Development Plan (PLADECO) as the Mayor's agenda during his term in office, incorporating the community into political decisions.

The proposal is carried out through cooperation between the United Nations Economic Commission of Latin America and the Caribbean and the Subsecretariat of Regional and Administrative Development of the Government of Chile. It involves the Regional Governments and is implemented in four Municipalities of Chile.

RESUMEN

El “desarrollo” sigue representando el anhelo de la actualidad. No obstante, lo que se entiende por desarrollo ha ido variando en el tiempo. Se puede afirmar que el concepto ha evolucionado de una acepción marcadamente económica a un concepto con una gran componente social, humana, y a una intertemporalidad, poniendo de manifiesto el valor del medio ambiente. Esto tiene una connotación de suma importancia. Al hablar de sociedad compuesta por personas, se lleva el concepto a una aplicabilidad acotada a un escenario de acción, es decir, a un territorio. Así se encuentra hoy al desarrollo fuertemente ligado a su connotación espacial, donde en el contexto de inicios del siglo XXI, de la globalización y ampliación de las fronteras, es el desarrollo local el que alcanza el mayor éxito.

Análogamente, la evolución en el pensamiento humano no ha estado exenta de importantes cambios que logran disociarse de más de cuatro siglos de herencia. El pensamiento cartesiano, reduccionista y empírico, da paso a una visión más amplia del todo, que requiere la incorporación de la complejidad. Los sistemas, las relaciones más que las partes, las sinergias, pasan a ser aspectos fundamentales para enfrentar los nuevos desafíos de la actualidad. Este es el caso de la “sostenibilidad”.

Resulta éste el escenario de las políticas públicas, que tratan con personas, con el entorno, con lo global y lo local, con el mercado, con los recursos, con una temporalidad, todo parte de una realidad cambiante, asiduamente dinámica que requiere nuevas herramientas para enfrentarla. Los Gobiernos Locales, en su labor de agentes del desarrollo, están cada vez más conscientes de esta profunda complejidad, observación que ha tenido importantes implicancias en las políticas públicas. De esta forma han surgido diferentes instrumentos y herramientas que buscan responder a estas necesidades y apoyar a los Gobiernos en su misión.

El desarrollo local en Chile ha seguido su propio recorrido. Tanto la morfología como su historia han influenciado un desenlace que revela ineficiencias en el sistema tradicional de gestión del desarrollo. Para avanzar en estas materias se requiere de la incorporación de nuevas herramientas que consoliden la gobernanza, la rendición de cuentas y la legitimidad. De este modo, la gestión del desarrollo local chileno apela a una mejora en la operatividad, participación, flexibilidad, coherencia y visión estratégica del proceso de toma de decisiones.

Éste es el contexto en el cual se enmarca el presente estudio, donde se propone una metodología que interprete el proceso social donde se refuercen la democracia participativa, la transparencia, la coherencia y se involucren posiciones éticas. Así, se busca mejorar la calidad del proceso político, coaccionando a la ciudadanía y a los distintos niveles gubernamentales en la tarea del desarrollo, mediante la construcción de la agenda local.

La investigación da paso a un proyecto que busca mejorar la gestión del desarrollo local en la perspectiva chilena, proponiendo reforzar los instrumentos existentes para alcanzar estos objetivos bajo una perspectiva de sostenibilidad. La propuesta realiza una revisión del instrumento de planificación del desarrollo local Chileno promoviendo procedimientos (cómo hacer) mediante una herramienta flexible de apoyo a la toma de decisiones. En otras palabras, posicionar el Plan de Desarrollo Comunal (PLADECO) de modo que represente la agenda de acciones del Alcalde durante su período ejercicio, la cual considere a la comunidad en las decisiones políticas.

La propuesta se desarrolla a través una cooperación conjunta entre la Comisión Económica para América Latina y el Caribe de Naciones Unidas y la Subsecretaría de Desarrollo Regional y Administrativo del Gobierno de Chile, involucra a los Gobiernos Regionales y se implementa en cuatro Municipios de Chile.

INTRODUCTION



INTRODUCTION

Speaking of development has many interpretations, due to which it is not a simple subject, or at least not one of consensus. The variety of adjectives attached to the term reveal the trends associated to it, which leads us to an initial definition, that of evolution. On the other hand, the science of development does not answer to a theory, but rather a set of experiences from which lessons have been learnt, not about a way of acting but rather that it is always a more ample and complex process than one imagines, which must include a large number of actors who share a territorial reality which will enable obtaining better results.

This standpoint explains the main purpose of this work. It seeks to combine the concepts regarding the term development, first in general terms, outlining events that have occurred globally and then introducing them to the epistemological context where the mutations in human thinking have led to considerable renewal in all areas, and among them, of course, development. Furthermore, it seeks to identify how these changes have materialized in proposals, seeking to answer current questions and aspirations with new concepts, ideas and identified needs, no longer just at the academic or public sector level, but spread throughout society. Based on the above, the intention is to locate this context within the particular Chilean case, so as to identify the characteristics that have led to the concept and implementation of local development and for which a proposal that meets these challenges has been drawn up and put into effect.

Theoretical research of the development concept has been performed for the above, bringing together perceptions of different authors on the matter and synthetically identifying the main milestones that have had an influence on the concept, which has led to a different kind of applicability. Due to the large amount of information available on combining concepts, the first part does not intend to perform a detailed identification of the facts, but rather perform a scan that will enable, in a simple way, forming a general idea of what has been happening over time, putting the terms in context. The research starts by reviewing the most general aspects and continues with a deeper examination of specifications that lead one to understanding the current meaning of local development. Thereafter, it applies the concepts incorporated in the particular Chilean case, performing an approximation that ranges from the global to the specific, until we are located in current circumstances.

Having explained the particular Chilean context, as well as the dynamics and trends of today's society, a proposal is put forward to tackle the deficiency in instruments for local development planning and achieving an improvement in the definition and understanding of the needs and opportunities present in a locality, in the relationships between the different stakeholders and

their responsibilities with regard to the expected future. This proposal takes shape in a technical cooperation project in which different government agencies at different levels participate (International, Central Government, Regional and Municipal Governments), in order to jointly face and promote the challenges put forward.

This paper is structured in four main chapters: the conceptual framework of local development; a view of it from Chilean experience; the drawn up and developed proposal and its dissemination and application.

The first chapter deals with the development concept; from when the concept began up to current local development, touching on the international milestones that have left their mark on humanity. In order to simplify the presentation, the approach to the concept is by means of the three main dimensions in the current understanding of the term; economic, in its beginnings, then social and subsequently environmental, which gives rise to the notion of sustainable development. Then we continue examining the term, noting how its application acquires the highest connotation and effectiveness through the promotion of local development as a generator of change, evolution and progress, within the context of sustainability. The next paragraph explores the effects that the changes in human thinking have brought about in the concept of local development. Thus, an epistemological approach is performed, seeking to understand the root causes of change through the introduction of the notion of paradigm. Thus, the main global trends that reflect this change, Modernism and Post Modernism, are put forward, setting out their main characteristics, arguments and differences. Through this new approach, the notion of change of scientific paradigm is extended to the science of development, with the necessary introduction of social paradigm which responds better to the new requirements faced by the discipline at the dawn of the new century. This entire explicatory framework enables understanding the concept of local development and identifying its components, which include a large number of aspects such as values, organizations, procedures, social and economic aspects, intangible capital, etc. Nonetheless, these must be promoted by drivers and instruments in order to materialize local development. This responsibility is defined in the government that acts at a local level, in charge of identifying each one of the elements, of clarifying them and putting them all together in one instrument which is the local agenda, in which the will of the community is expressed. Finally, the first chapter ends with the presentation of the tools developed in the last few years that answer the questions put forward, and through practical instruments approach development with the notion of current requirements of complexity, that is, through seeking quality in processes and integration and extension of knowledge.

The second chapter takes into account everything put forward in the first chapter, but applies it specifically to the Chilean case. To do so, it is essential to understand the evolution of the concept in the national context. Thus, we begin by identifying the origin of local development under historical and geographical situations that determine certain practices, conditioning a

specific type of actions that can be identified as the history of local development in this country. Thereafter, a characterization of the enablers of local development in the Chilean experience is performed, identifying the Commune as the territorial space of local development, with an introducing agent corresponding to the Municipality and a local agenda in which the actions of development are materialized, known as the Municipal Development Plan (PLADECO), which contains the proposed programs to be developed within a limited period of time and is subject to regular revisions and modifications that respond to changes occurring in the community. Its basis and characteristics are described as well as the situation of those responsible for promoting local development in the Chilean experience so as to open the discussion on its main limitations that explain flaws and boost new strategies that overcome these challenges in order to have tools more suitable to the national situation.

The development proposal of this thesis is conceived within this theoretical framework. The preamble above has enabled identifying the need to adapt the PLADECO instrument as a means for producing an impact on local development in Chile. Thus, in chapter 3 the methodological proposal which gave rise to a project, formalized through the technical cooperation between the Economic Commission for Latin America and the Caribbean (CEPAL) and the Subsecretariat of Regional and Administrative Development (SUBDERE), of the Chilean government. This consists of three stages: the drawing up of the methodological proposal, training in the methodology and its subsequent application in four pilot cases. The chapter relates the progress and outcome of the project, describing the steps for conceiving a methodology for formulating municipal Development Plans that reflect the specific local dynamics and becomes a real instrument for supporting local planning and decision taking. The content of the methodological proposal is presented through its main product: the “Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO)”¹, printed by SUBDERE in May this year.

The fourth chapter describes the last two stages of the project which include the design of the training activities and the technical assistance necessary for installing this methodology at the level of the professionals in charge (in the regional context in their role as trainers and in the municipal context as users), and train them for its application. A detailed description of the activities involved in the project start-up is given, consisting in the dissemination of the Manual and training in the methodological and conceptual aspects it deals with and the methodological proposal in general, and its application in the four pilot cases (the Municipalities of Vicuña, Laja, Guaitecas and Tortel), where the respective municipal teams perform the drawing up process following the steps and tasks set out in the Manual for the development of the products that comprise the PLADECO (Map, Matrix and Files).

Finally, some considerations necessary for the definitive installation of the project are set out. Thus, this thesis concludes after 4 years of study, research, reflection, creation, design, training, start-up and analysis.

¹ *Manual for Drawing up the Municipal Development Plan (PLADECO)* in English.

Hopefully the research and work done will contribute to unifying the concepts set out, clarifying the terms of reference and promoting initiatives and instruments that contribute to a view of development to the benefit of individuals, whose final objective is no other than the welfare of every human being, now and in the future.

I. TOWARDS NEW CHALLENGES OF LOCAL DEVELOPMENT:
THE REVISION OF A CONCEPT



I. TOWARDS NEW CHALLENGES OF LOCAL DEVELOPMENT: THE REVISION OF A CONCEPT

1. Evolution of the development concept

“Development” is an expression that encompasses a broad content. It is a subjective, intangible and constructivist term, which is relevant merely from a human perspective. The concept has, in allusion to this intrinsic relation between development and individuals, evolved according to the historic, cultural and philosophical processes of society, human thought and its relationship to the environment.

Development is polysemous given the plurality of content. It is also versatile given the diversity of values it covers, primarily ethical and political; and it is multiscalar because of the variable spatial resolution with which the concept is addressed.

This diversity in the understanding the concept gives rise to epistemological, ontological and methodological problems that have lain latent in its materialization over time. Below is a brief discussion of the evolution of the concept in the last fifty years or so, organized around its three main orientations: economical, social and environmental.

1.1 Economic dimension

To start with, it can be said that the word “development” dates back to the late 18th century². However, it went from theory to public policy after signature of the 1941 *Atlantic Charter*³ between Churchill and Roosevelt that was intended to consolidate world peace and that included common principles of economic and social security in the national policies of their countries⁴.

2 Some sources say that the concept dates back to 1756 (Online Etymology Dictionary, © 2001 Douglas Harper, <http://www.etymonline.com> (accessed on 17 April, 2007)). But other sources say that it originated in the period 1745-1755: Development: DEVELOP (to carry out the capabilities or possibilities of; to cause to grow or expand) + MENT (Result of an action or process). The concept is heir of the occidental notion of progress that arose in the classical Greece and it was consolidated in Europe during the Enlightenment.

3 Signed on 14 August 1941 by President Franklin Delano Roosevelt of the United States and Prime Minister Winston Churchill of the United Kingdom. It was a proposed set of principles for international collaboration in maintaining peace, order and security. The document was signed during a meeting on the HMS Prince of Wales somewhere in the Atlantic Ocean, from which its name comes.

4 Sergio BOISIER: “Desarrollo (local): ¿de qué estamos hablando?”, 2003, p.31.

The United Nations was founded soon thereafter, in 1945⁵, for which development became one of their chief issues. At that time, decolonization, the emergence of the new Third World States⁶ and the spread of the industrial era converged in the boom of the economic science. During the second half of the 20th century, development begins to be coined strongly with economic growth and, as a result, the art of economics. There are many works on theories of economic development, so they will be discussed in this study by their relationship to, and impact on, public policies and the nature of the State. Three main trends are identifiable in this case:

School of Modernization (1945-1965)

A duality prevailed in the world in this period. It coincides with the start of the “Cold War” between the two world superpowers, the United States, supporting capitalism, and the Soviet Union, fostering socialism. This dichotomy was seen in many aspects, like the notion of development, which was starting to be associated with the evolutionary process that traditional⁷ nations, and particularly the Third World, must undergo in order to become modern (urban, industrialized and democratic⁸). The expression *developing countries* was coined as a result, which encouraged reproducing the conditions that characterized the more economically progressive nations in the world, meaning industrialization, a high rate of urbanization and education, and the principles of modernity⁹, including individual forms of order, rationality and attitude.

Development was considered synonymous with growth, evaluated by the *per capita* GDP¹⁰. International aid, following the model of the Marshall Plan¹¹, continued to be given to Third

5 Delegates of 50 nations met in San Francisco on 25 April 1945 for the United Nations Conference on International Organizations. The delegates drew up the United Nations Charter, which was adopted on 25 June 1945 in the San Francisco Opera House. The United Nations officially came into existence on 24 October 1945, when the Charter had been ratified by China, France, the Soviet Union, the United Kingdom, the United States and by a majority of other signatories.

6 *Tiers Monde* coined by Alfred Sauvy in 1952, to refer to young African and Asian nations that began to gain independence from European colonial powers. They resembled the Third State in revolutionary France: the bourgeoisie and the proletariat. The expression “Third World” was coined to differentiate ‘new’ nations politically neutral to the First World (industrialized countries with a market economy) from the Second World (socialist countries). Later on, the term was used to refer to Latin America, Africa, Asia and Oceania as a whole.

7 Traditional society is understood to be the society that works within a limited series of production functions, based on pre-Newtonian science and technology.

8 Silvana R. LÓPEZ: “El desarrollo local: reflexiones acerca de la distancia entre la teoría y la práctica”, 2006.

9 Rationalism, materialism, hierarchism and reductionism, in Richard LAUGHARNE et al.: “Psychiatry, postmodernism and post-normal science”, 2002.

10 Gross Domestic Product.

World countries in order to provide the cumulative capital required to attain an accelerated industrial modernization. It was optimistically assumed that with decolonization, a similar economic support to developing countries would lead to their rapid economic growth. Multilateral aid programs financed infrastructure projects on transport and energy in the form of concessions. Development was viewed as a growth process that required the systematic reallocation of factors of production that moved from low productivity, traditional technology, decreasing returns and a mostly primary sector to a modern high productivity, increasing returns and mostly industrial sector¹².

The States thus adopted different forms that ranged from liberal¹³ to heterodox¹⁴. They adopted economic development strategies such as the trickle down effect, drag-along effect, poles of growth and industrializing industries. Nevertheless, excessive optimism and an historical and cultural myopia made the model fail. Two decades later, outsourcing of labor emerged in the *underdeveloped* regions together with impoverished sectors and an increase in poverty and inequality. Criticism and destabilization of the modernization model resulted from the increase in the gap between developed countries and Third World countries and the lack of an historical analysis of the effects of the conquest and colonization of Third World countries¹⁵.

Dependence School (1965-1980)

Around the mid-60's, development economists and politicians grasped that foreign aid was not working appropriately. They realized that beyond a certain point, the extra capital suffered sustained diminishing returns, attributed mainly to the absence of entrepreneurship¹⁶.

After the initial disillusionment with the modernistic ideas, different theories arose regarding the idea that development and underdevelopment were two sides of the same coin. According to the prevailing slant of duality in the world, the proposals on development gave the appearance of a

11 The Marshall Plan (or the European Recovery Programme) was an international aid plan of the United Nations to rebuild (infrastructure and physical capital) of the allied countries of Europe and to repel communism after World War II.

12 Irma ADELMAN: "Fallacies in development theory and their implications for policy", 1999.

13 Such as Lewis and Rostow.

14 Such as Perroux and De Bernis.

15 In the words of Keith Griffin, British economist: "Europe did not discover underdeveloped countries. On the contrary, it created them", quoted by Marcel VALCÁRCEL: "Génesis y evolución del concepto y enfoques sobre el desarrollo", 2006.

16 ADELMAN: "Fallacies...", 1999.

world economy divided into two poles: the capitalist center, corresponding to the industrialized Western nations, and their periphery, formed by the Third World countries at clear disadvantage as compared to the Western nations because of the terms of trade that were imposed on them.

This led to an obligatory redefinition of the word “development” that added a social dimension to the economic one. *Industrialization by import substitution (ISI)*¹⁷ became the development strategy in Southern countries, which encouraged inner, instead of outward, growth by building a protected industrial sector. This period confirmed the persistent correlation between underdevelopment, the logic of dependence and the budding authoritarian phenomena like the military regimes in Latin America or single-party governments in Africa¹⁸.

Nevertheless, at the end of the 70’s, dependence theories begin to lose credibility in the area of economics because of the evolution of some countries in the South, particularly Southeast Asia. Those recently industrialized countries bet on a maximum integration to the world economy, which checkmated the premise of “inward development” promoted by the ISI strategy instead of “outward development”¹⁹.

Neoclassical School (1980- 1996)

During the 70’s, the theoretical neoclassical paradigm began to take hold in international financial institutions (like the International Monetary Found (IMF) and the World Bank (WB)). However, it did not propagate until the 80’s, after the theories on the Third World were discredited and successive crisis rampaged international markets. This generated a certain aversion to the regulatory and interventionist role of the Welfare State²⁰. Development took the

17 Import substitution has taken place spontaneously in Latin America since the conquest because transport costs and market size made it profitable. But the genesis of ISI as a strategy is generally regarded as a response to the shocks of the Great Depression and World War II. The theory promoted export maximization and import substitution by locally made substitutes for the purpose of increasing the national wealth. It was reinstated by the Economic Commission for Latin America and the Caribbean (CEPAL) during the 60’s, under the influence of Raúl Prebisch and Hans Singer postulated in their 1950 thesis entitled “The Economic Development of Latin America and its Principal Problems”.

18 Moreover, the school of dependence predicted that States in the south would be fully instrumentalized given the logic of international capitalism where the only alternative feasible was a socialist revolution or a full disconnection from the system.

19 E.V.K. FITZ GERALD: “ECLA and the theory of import substituting industrialization in Latin America”, 2000, p.59.

20 The Welfare State adopts the Keynesian economic model and it was implanted in most of the countries in Western Europe in the post-war period. The State assumes the primary responsibility for the well-being of its citizens (basic utilities and social security measures), acting as a regulator of productive activity based on social objectives geared towards income redistribution.

form of *transnational liberal neo-modernization* (better known as *neo-liberalism*), propelled mainly by international financial agencies and international private banks. The *Washington Consensus*²¹ was written, which proposed a minimalist role of the State and expanding development to the benefit of society as a whole. Economic growth was again considered an engine, tool and purpose of development and social progress, materialized through *Structural Adjustment Programs*²² that were fostered in southern countries during the 80's.

Yet the basis of this strategy of free, open markets was theoretically efficient, but not fair. Moreover, for neoliberal economists, "openness" did not mean "free trade"²³. It was harmful to society because it created a great inequality in wages and salaries, labor troubles, less social mobility, and had impacts on health, the environment and democracy.

The wave of democratization in Latin America and Africa added a more constructive and political overtone to the speech regarding the concept of Government, which "is what must respond to the challenges of the *market democracy* model"²⁴. It required that States work from a solid base, oppose any form of corruption, have a legitimate democracy, minimal, efficient administration and be highly decentralized. But developing countries can hardly be characterized by these factors. Institutional frameworks for a neoclassical economy were absent in most developing countries and could not be created overnight²⁵. This was one of the main weaknesses in this development strategy.

In recent years, neoclassical theory has lead to an ampler conception of development that includes greater intervention by States in social matters. Global integration of economic trade and flexibility between countries were behind the theory of *globalization*. It emphasizes the bonds between cultural, economic, financial and political aspects as well as of communication on a world scale where the increasing flexibility of the technology in connecting people around the world is a crucial factor. Globalization began to be the new theoretical base for economic development.

21 Term coined by the economist John Williamson referring the Reform Programs announced by the President of the United States in 1989. Washington makes reference to the political-economic-intellectual complex composed of the International Monetary Fund, the World Bank, the Inter-American Development Bank, the U.S. Congress and the U.S. Federal Reserve.

22 Structural Adjustment Programs involve a combination of stabilization policies and institutional reforms that redefine the participation of the State in the economy and promote a model of growth based on the market economy.

23 They favored mercantilist trade policies that began with an initial import substitution that protected the incipient industry, combined with selective export promotion required to initiate development. Cf. ADELMAN: "Fallacies ...", 1999.

24 Franck PETITEVILLE: "Three Mythical Representations of the State in Development Theory", 1998.

25 ADELMAN: "Fallacies...", 1999.

1.2 Social dimension

The latent failure²⁶ of both Modernization and Dependence strategies applied during the post-war years ended in an increase in the inequality among regions. This fostered alternative ways of development and, as a result, different adjectives modifying the word development to account for the varied dimensions involved in this process.

Dudley Seers, an economist, was the first to revolutionize the significance of development in an article he published. He opined that the term is normative and full of value judgments. He said that the main objective of development was: the human being, introducing the idea of *basic conditions* to be met, such as food, employment and equity. This was the beginning of the second slant of development, linked to the human being. The postulates of Alan Touraine in the early 80's were notable, which suggested that development was a process renovated by economic growth and sociopolitical transformations.

Another important concept related to development was that of *basic needs* argued by Paul Streeten in 1978, and then adopted by the International Labour Organization (ILO). Although this proposal was not applied, in practice, outside of the Organization, it helped inspire²⁷ one of the wisest proposals for "true development"²⁸ because of its contemporary relevance and multidimensional approach to the concept: *development on a human scale*. It was conceived in the mid-80's under the interdisciplinary view of intellectuals Manfred Max Neef, Antonio Elizalde and Martín Hopenhayn, who designed the first approach to a new paradigm of development, lesser mechanistic and more human, that recognized the incompleteness and insufficiency of the actual social and economic theories serving as the basis for development process until then. It encompassed a concept based on satisfying fundamental human needs, on self-dependency and on the organic articulations of (and between) individuals and the environment.

An influential promoter of this social concept of development was Amartya Sen. Through his postulates, notably *the focus on capacities*, the benchmark for development is not economic growth but rather human beings. Development is seen as an expansion of individual and collective human capacities to perform freely chosen activities whereas the market is the instrument. As a result, during 1990, the United Nations Development Program introduced a renovated vision of development, called *Human Development*, the aim being the well-being of

26 Failure refers, here, to the rationality of public policy, not progress itself. As Boisier says, "in the long cycle of history, one or two millenniums, the progress of humanity is perfectly evident, yet what has failed is the deliberate interventionist intent of the State to seek an ungraspable development in contemporaneity". Cf: BOISIER: "El desarrollo territorial as an emerging property of complex systems", 2006, p.87 (quotation freely translated).

27 In the 1975 Report of the Dag Hammarskjöld Foundation "What Now: Another Development", 1975.

28 BOISIER: "Desarrollo local...", 2003, p.35.

the human beings in which the economic growth is just a means to attain it. It introduces a new way to measure development: the *Human Development Index* (HDI)²⁹, which measures the quality of life, longevity and education. The goal is individual well-being. This dilutes the social dimension of development, which is the main criticism. Nevertheless, this approach is presently one of most popular measurements of development, opposite the classical measurement by “income”.

Beyond the human development concept, in the international context of the military threats to peace, a new approach to development arose in the mid-90's: the idea of *Human Security*. It was developed by the United Nations for the purpose of integrating the human dimensions of security, including statements on shared values to protect human dignity, instruments to protect human rights, and the need to reinforce education for peace and sustainable development. The focus shifted from territorial security to security based on human development and on access to food, employment and environmental security. This concept has gained significant relevance in recent years and is considered a *paradigm in the making*³⁰ that caught the attention of international agencies.

Simultaneously during the 90's, a new current of thought came forth that opposed everything considered to be “development”. This skeptical response, characteristic of postmodernism, was contrary to the rigidity of the principles of modernity, the impacts of globalization and the rise in cultural conflicts around the world. It opposed the discourse on power, it opposed social control that homogenized development and proposed the *cultural dimension of development*. This latter entails a “neutral” phenomenon of no particular origin, neither universally desired nor desirable, but capable of taking on many cultural dimensions. It is known as *post-development* and it is considered to be the starting point of development in the early 21st century³¹.

1.3 Environmental dimension

In the 70's, the environment began to be considered a component of development because of the latent devastation of the environment by models and styles of development that promoted industrialization and mass consumption and considered natural resources to be eternal.

29 The Human Development Index (HDI) has been calculated since 1990 by the United Nations Development Programme (UNDP) after research conducted by the economist Mahbub ul Haq. It was based on ideas of Amartya Sen.

30 Claudia FUENTES: *Promoting Human Security: Ethical, Normative and Educational Frameworks in Latin America and the Caribbean*, 2005, p.195.

31 The main proponents are Gilbert Ritz, Wolfgang Sachs, Arturo Escobar, Majad Rahnema, Björn Hettne, Gustavo Esteva. In J.P. PEEMANS: “En finir avec le développement, projet immuable d'imposer l'ordre des choses contre les peuples et les gens?”, 2002.

Environmental deterioration, climate change, contamination, production guidelines, tendencies in consumption, urbanization, population dynamics, forced migration, ethnic conflicts, and marked social asymmetries were nothing but the effects of a style of development³². When added to the increase in population, pressure was exerted on society that revealed the problems with the environment and the implications and threats to the future.

The starting point is 1972, at the United Nations Conference on the Human Environment in Stockholm³³. Different trends followed, the most notable being *eco-development*, a phrase coined by scientists Maurice Strong and Ignacy Sachs³⁴, and *the other development* promoted by the Dag Hammarskjöld Foundation, the product of the dissatisfaction with the consumer society.

Around 1980, different international organizations³⁵ began to use the expression *sustained development*, which was the predecessor to a much greater and more complex concept that added the vision of inter-temporality to the notion of *sustainable development*. It dates back to the World Commission on Environment and Development³⁶ in 1987 and is explained in the Brundtland Report³⁷. Unlike the discourse of pure ecologists that began with Nature, the Brundtland Report started with man, his needs, weighing the physical limits that the environment sets on economic growth to satisfy the needs of present and future generations. This definition of sustainable development, of thinking about the planet and its resources in terms of coming generations, was a new and core element³⁸. It included an ethical position and a democratic argument. Sustainable development has become remarkably widespread and acquired a universal legitimacy, but not immune to significant ambiguity and controversy³⁹.

At the start of the 21st century, development continued to be basically linked to economics and growth. However, social issues have been incorporated that have a determining bearing. Development has been losing its essentially quantitative nature and evolving towards a more qualitative concept that is more complex. Instead of a consensual definition, the idea is to recover

32 Martha DÍAZ DE LANDA: "Los nuevos supuestos del desarrollo local y la estrategia del desarrollo regional", 2006, p.90.

33 Better known as the First Earth Summit.

34 Circa 1973-1974.

35 The World Conservation Union (IUCN), the United Nations Environment Programme (UNEP) and the World Wildlife Fund (WWF).

36 Our Common Future.

37 In tribute to Gro Harlem Brundtland, Norwegian Minister who chaired the Commission.

38 VALCÁRCEL: "Génesis...", 2006.

39 Gilberto GALLOPÍN: "Sostenibilidad y desarrollo sostenible: un enfoque systemico", 2003.

and recreate the true concept of “development” that includes, in its accurate definition, all of the associated adjectives.

1.4 The approach to local development

In order to talk about local development, one must begin by defining what is understood by “local”. Indeed, it is a subjective term that has gained social connotation. It refers to the scalar dimension⁴⁰ of the actual process of development. “Local” is a concept relating to a wider space that becomes meaningful when viewed from above and outside⁴¹. Arocena defines the concept of development as “*the subnational substance of analysis, planning and action for development that implies a series of relations, behaviors, guidelines and common agreements*”⁴².

Nevertheless, there is no single definition of local development. Different characterizations have been associated with the local development, highlighting specific concepts. Some are presented below⁴³:

- Territorial development: this definition makes reference to the change in paradigm that goes from a stance that consider territory to be merely spatial support for the investment to a more active position through investment initiatives and local participation⁴⁴.
- Regional development⁴⁵: focused on structural change process that contains spatial, social and individual dimensions.
- Local economic development: which accentuates the association and cooperation alliance between the public sector (central, local and regional) and the private sector, for the success and materialization of these strategies⁴⁶.

40 Sergio BOISIER: “El desarrollo territorial como una propiedad emergente de sistemas complejos”, 2006, p.71.

41 Luís José DI PIETRO: “Hacia un Desarrollo integrador y equitativo: una introducción al desarrollo local”, 2003.

42 José AROCENA, 1995, p. 33, quoted by DI PIETRO in: “Hacia un Desarrollo...”, 2003.

43 Cf. BOISIER: “Desarrollo (local): ¿de qué estamos hablando?”, 2003.

44 Main exponents are J. Friedmann and C. Weaver (1979). Moreover, the beginning of the territorial approach to development can be linked to the work of Robert Chambers (1989), who integrated development to the environment and the population. The main adherents to this stance are found in Latin America.

45 Since the region is the organized territory that contains its own development factors, entirely separate from the scale.

46 Antonio VÁZQUEZ BARQUERO, 1993, p.212, quoted by DI PIETRO in: “Hacia un desarrollo...”, 2003.

- Endogenous development: which fosters the capability of detect potential inherent to the territory that inspire visions of the future. It denotes the responsibility of local agents in competitive challenges⁴⁷.
- Bottom-up development: which refers to open choices by the community that take advantage of their capabilities and motivations to develop well⁴⁸. Development is seen as a process that brings together local and external initiatives.
- Decentralized development: configuration of the territory as a collective subject that is able to build its own future (with administrative, managerial, legislative, financial and political capabilities).

Local development began with the crises of the Ford model⁴⁹ (concentrated and urban-industrialized, led by large companies⁵⁰) and the Keynesian accumulation system⁵¹ that demanded an increasing functional specialization in the bureaucratic sector. This crisis resulted in the fragmentation of forms of production and brought about a restructuring of the job that increased unemployment increase and precarious working conditions. Regional/local matters acquired a new dimension since vulnerable and problematic regions joined the traditionally poor territories. It caused changes into the social and territorial structure, contributing to greater diversification and segmentation of the citizen demands.

In this sense, the idea arose that the State should not be the only supplier of public goods. It can share (or delegate) its responsibility with the private sector and the citizenry⁵². Added to the weakening of the post-war theories of development explained earlier, the neoclassical theory came to the fore, calling for the utmost decentralization. Post-Fordist changes gave way to flexible accumulation and globalization in which what is local prevails.

Although the Fordist crisis was the starting point of local development, this idea did not spread evenly around the world. Boisier recognized three origins and their definitions, which was

47 Main exponents are A. Vázquez Barquero and F. Alburquerque.

48 Antonio VÁZQUEZ BARQUERO: "Sobre las raíces teóricas del desarrollo económico local", 1999, p.13.

49 State intervention in credits, salaries and revenues. The term "Fordism" was coined around 1910 to describe Henry Ford's successful experience in the automobile industry, based on the reorganization of the entire productive process by means of the moving assembly line, standardization, and the mass market.

50 DI PIETRO: "Hacia un desarrollo...", 2003.

51 Mixed State-private sector economic regime based on the ideas of 20th century British economist John Maynard Keynes.

52 Silvana Raquel LÓPEZ: "El Desarrollo Local: reflexiones acerca de la distancia entre la teoría y la práctica", 2006.

important in proposing tools and instruments adequate to the management of local development⁵³:

- a. Local development generated by a logic of horizontal regulation that reflected the central-peripheral dialectic⁵⁴, the basis for the theory of dependence and of structural strategies. This is the case of Latin America, where it presently coexists with this logic of vertical regulation, the production of the functionalism of modernization and industrialization. Accordingly, one definition of local development is:

"Local development is an endogenous process registered in small territorial units and human settlements capable of promoting economic dynamism and improving the quality of life of the population ... it is inserted in a wider and more complex reality with which it interacts and from which it receives positive and negative influences and pressures ... the development of a Municipality is a particular case of local development with space delimited by the political-administrative nature of a Municipality."

(Buarque 1999; 23/25)

- b. Local development in answer to the macroeconomic crises and the adjustments for the formation of the European Union. This is the experience of Europe and, consequently, the most common conceptualization of European authors. This is the case of OECD definition of local development, which says:

"The local approach to development is in answer to the problems of unemployment and economic disorganization caused by industrial decay and relocations. After the relative failure of projects organized and applied by national public agencies, the idea of using local procedures has been gaining ground."

(OECD 1995, quoted by Cuervo 1998)

- c. Local development stimulated by the globalization and its global/local dialectic. In this case, Arocena is one of the most significant authors, suggesting the following definition of the concept:

"Local development is not conceivable unless it is part of the rationality of globalizing markets. Nor is it viable unless it is rooted in identifying differences that will make it a process habitual to human beings."

(Arocena 1997; 91)

It is thus possible to identify the main milestones in the concept of local development. The local dimension of development has always been present in the notion of development, but implicitly. It was not until 1975, in a timid rapprochement to neoclassical economic theory, that the World

53 Both the definitions and the proposed categorizations are taken from BOISIER's book entitled: "Desarrollo (local): ¿de qué estamos hablando?", 2003, pp.38-40.

54 Terminology conceived by Raul Prebisch in 1940, which argues that in the present world system, the periphery produces primary goods to be exported to the center, and the center produces secondary goods to be exported to the periphery.

Bank first defined local development as *"a strategy to improve the quality of life, including economic and social aspects of specific population groups."*

Nevertheless, it was at the end of the 80's when a drastic change began toward localism in development policies, through bottom-up policy approach fostered by the United Nations Development Program (UNDP)⁵⁵. It established two rules: think globally and act locally, and encourage community participation in the development plans and programs. This model assigned local administrations the leading role in driving development in each locale, shaping local development into public policies. The concept of local development appeared to be driven from the bottom-up, supported by the endogenous capacities of the territories.

The orientation towards local development was thus seen to be centered around the industrial structure, dependent upon the various ways in which the industrial weave was organized. It acquired different names according to the scenery: *industrial district* in Italy, the *innovative medium* in France and *cluster* in North America.

In the late 90's, talk begins of the *new paradigm* of local development through the introduction of the *local system* concept, meaning a homeostatic⁵⁶ and open system closely related to the new scientific paradigm of "complexity". It united the multiple visions⁵⁷ behind local development, such as participation, local economic, land management and social analysis. Such is the complexity of local development that it requires interdisciplinary, inter-organizational and inter-level approaches⁵⁸, revealing the fundamental and necessary change in sociopolitical strategy.

2. New paradigm for development

The close relationship between development and mankind is what is behind the great changes that have been occurring in the last fifty years in the concept of development, its conception,

55 A variety of macro- and micro-economic policies to promote local development. Cf. Yuderquis PADILLAS: "Desarrollo local, evolución del concepto", 2007. Main exponents of this tendency were Stöhr and Taylor in their book *Development from above or below?*, of 1981, where they advocate that development is an integrative process that brings together internal and external players. It was then adopted by the UNDP.

56 Homeostatic: set of self-regulatory phenomena that try to maintain a balance between compositions and properties of the organism.

57 Enrique GALLICCHIO: "El desarrollo local: cómo combinar gobernabilidad, desarrollo económico y capital social en el territorio", 2006.

58 José Luis CORAGGIO: "Políticas públicas participativas: ¿obstáculo o requisito para el desarrollo local?", 2006, p.32.

materialization and implications. Key milestones were explained above, but it is not yet obvious what was occurring simultaneously in society, in the scientific community and in the political class that had an influence on the conception and handling of the science of development.

The legacy of classic postulates is still profoundly present in our culture, but it has tottered in the last century because of ideas, fundamentals and, above all, mistaken answers based on premises conceived as dogmas. Science is no longer irrefutable. New concepts in physics, the consequence of exploration of the atomic and subatomic world; in mathematics and its incompleteness theorems⁵⁹; in psychology through the integrality of perception⁶⁰; in psychiatry⁶¹, organic biology and genetics⁶², systemic thought and warnings about the environment and our precarious ability to manage it (and much less to predict it) have brought to the fore that absolute Cartesian and reductionist postulates of modernity do not suffice for our current conception of the world and of ourselves.

This led to a widespread crisis in the scientific community that has finally been rewarded by profound revelations about the nature of matter and its relationship to the human mind⁶³, the basis of the last century's revolutionary ideas. There is talk of a new paradigm, but what is that really?

2.1 The paradigm shift

The notion of *scientific paradigm* is associated with epistemologist Thomas Kuhn (1922-1990), who, in the 60's, defined it as "a constellation of achievements (concepts, values, techniques, etc.) shared by a scientific community and used by that community to define genuine problems and solutions"⁶⁴ that happen after discontinuous revolutionary ruptures called *paradigm shifts*. Kuhn described the evolution of science historically, noting the successive and antagonistic formulation of paradigms that do not come from, nor are they accepted on the basis of, logical arguments. That is how scientific progress is understood to have a revolutionary nature in which a revolution

59 Main exponents are Gödel and Chaitin, among others.

60 Main exponents are Wertheimer, Köhler, following the Gestalt psychology.

61 Main exponents are Laing and Lacan.

62 Main exponents are Woodger and Needham.

63 Fritjof CAPRA: La trama de la vida: una nueva perspectiva de los sistemas vivos, 2006, p.27.

64 Thomas KUHN, 1962, quoted by CAPRA in: La trama..., 2006, p.27.

supposes the abandonment of a theoretical structure and its replacement by another one incompatible with the previous one⁶⁵.

Within one same scientific paradigm, Kuhn postulates that *normal science* is developed, understood to be the sort of research devoted to *puzzle-solving*⁶⁶ in the framework of an unquestioned and unquestionable paradigm that must be accepted without criticism⁶⁷. He notes that this style of research has been successful in creating the great structure of scientific knowledge⁶⁸. Kuhn also suggests that the way to discover the nature of science is intrinsically sociological and will be achieved by “*examining the nature of the scientific group, discovering what it values, tolerates and scorns*”⁶⁹.

Based on Kuhn’s arguments, Capra says that the paradigm shift in individual sciences is an integral part of a much more ample cultural transformation that encompasses the social context. Capra thus extended Kuhn’s definition to *social paradigm*, defined as “*a constellation of concepts, values, perceptions and practices shared by a community that comprise a peculiar vision of the reality which, in turn, is the basis for the way in which this community organizes itself*”⁷⁰. The paradigm shift therefore requires an expansion of perceptions, ways of thinking and values⁷¹. This extended vision of the paradigm shift seems to better represent what is now happening.

Saying whether or not there is a paradigm shift is something quite consensual. There is consensus that a paradigm shift in different fields of science started discontinuously in different ways and at different paces in the last century⁷². Capra, Nowotny, Gibbons, Boisier, Chaitin, Funtowicz, Ravetz and Weiss, among others, philosophers and scientists in different fields, indicate a shift from a mechanist, positivist, Cartesian or “of the parts” paradigm towards an holistic⁷³, “of the complexity”, organicistic or “of the whole” paradigm.

65 Alan F. CHALMERS: What is this thing called science?, 2004.

66 Puzzle-solving attempts to complete the gaps in a puzzle (normal science) whose basic parts have already been articulated and the fundamentals of the theory are not in doubt.

67 Silvio FUNTOWICZ et al.: “Post-Normal Science”, 2003. The term normal science refers to the work of scientists experimenting with respect to a paradigm, accumulating details according to the theory without actually trying to challenge or prove the underlying assumptions of that theory.

68 Jerry RAVETZ: “The Post-Normal Science of Precaution”, 2002.

69 KUHN, 1962, quoted by CHALMERS in: What is this thing..., 2004.

70 CAPRA: La trama..., 2006, p.27.

71 CAPRA: La trama..., 2006, p.31.

72 CAPRA: La trama..., 2006, p.37.

73 Vision of a functional whole and a comprehension of the interdependency of its parts.

Capra's stance is grounded in this sense in regard to the social paradigm. He defines the receding paradigm as a view of the universe as a mechanical system composed of parts, the human body resembling a machine, life in society a contest to exist, belief in unlimited material progress through the economic and technological growth, woman subject to man⁷⁴.

Fittingly, the emerging paradigm would be a holistic vision of the world seen as an integrated whole rather than a discontinuous collection of parts. Moreover, he put forth the *ecological* vision of the world⁷⁵, alluding to the holistic connotation but also incorporating the insertion of the whole into its natural and social environment. This implies a change in values from anthropocentric (centered on mankind) to ecocentric (centered on Earth), and from the Cartesian conception of physics⁷⁶ to the sciences of life, and from hierarchies to networks in the social organization.

However, both tendencies (mechanist and holistic) are intrinsic aspects of living systems and therefore, neither is intrinsically good or bad, but rather both are necessary⁷⁷. The shift goes from quantity to quality in order to obtain a balance between both. In living systems, research converges in the study of the substance (structure) and the study of the form (pattern). The study of the structure supposes a quantitative exercise where things are measured and weighed while the study of the patterns implies qualities where only configurations of relations can be charted⁷⁸.

The positivist paradigm is acknowledged to have had effective effects on the hard sciences that led to an understanding of the structure of problems. Yet it is not enough to understand how they work⁷⁹. Nonetheless, quantitative techniques provide only a partial insight into what is a very complex mass of uncertainties⁸⁰. So the paradigm shift implies movement towards the pattern concept, that is, toward qualitative notions and a greater comprehension of the whole.

74 CAPRA: La trama..., 2006, p.28.

75 Cf: CAPRA: La trama..., 2006.

76 Descartes said that "all philosophy is like a tree. Roots are metaphysics, the trunk the physics and the branches all other sciences." Quoted by CAPRA in: La trama..., 2006, p.34.

77 This refutes the mutual incompatibility between Kuhn's paradigms. Today there is a change in conception towards a more integrative vision. But it does not refute the existing one but rather merely limits it to certain areas where it still works very well. It may be that the actual situation is, according to Kuhn, one more puzzle-solving stage of modernity (which would refute the idea of the actual post-modern trend), but as said above, that discussion will be set aside to stay true to the central subject.

78 CAPRA: La trama..., 2006, p.99.

79 Sergio BOISIER: "Un ensayo epistemológico y axiológico sobre gestión del desarrollo territorial: conocimiento y valores", 2006, p.93.

80 Jeroen VAN DER SLUIJS et al.: "Towards a Synthesis of Qualitative and Quantitative Uncertainty Assessment: Applications of the Numeral, Unit, Spread, Assessment, Pedigree (Nusap) System", 2003.

2.2 Opposite views of the world

The need to understand scientific disciplines as an integrated whole in tune with the changes in society has led to different postulates. Those postulates attempt to push classic doctrine towards an ampler and integrative vision that is more cautious and humble⁸¹, conceiving mankind as a part of this enormous and complex nature. From the perspective of paradigm shift, debate has arisen about the evolution from a modern era towards another one, such as postmodernism. Below is a summary of the main features of these two periods. Nevertheless, this research does not try to show whether we are at the end of modernity and the beginning of postmodernism, but rather provide an idea of the present postulates that have made way for new concepts of the present society and a better way to address it.

Modernism

Modernism is a tendency that arose during the Enlightenment in Western Europe. A new concept of the world was suggested, supremely guiding the affairs of men by reason. Reason was acquired by scientific knowledge, technology and experimentation.

Modernism corresponds to a view of the world traditionally reigning in science. Its fundamental principles are rationalism, materialism, hierarchism and reductionism. A modernist observes and measures. To understand the world, he must reduce the “whole” to measurable components and then outline theories that explain reality⁸². Max Weber describes modernity as the imposition of the scientific-instrumental rationality known as the era of calculus, a peculiar form of rational thought that supposes a universal rationality. It is seen in an attitude of utilitarianism and objectification of the world. The physical and natural sciences become the rational model and understanding of how things are⁸³.

Under the assumption that the “truth” could be discovered through the application of reason, people were freed from the shackles of ignorance and superstition (imposed by religion). Hence, the pendulum swung away from the prevailing Scholastic thought, dominant in the world since Aristotle (384 BC – 322 BC) to Descartes (1596 – 1650). In medieval times, science was considered the absolute philosophy of the universal and eternal truth because of its divine origin where knowledge came from cause. Descartes put an end to this stage, unleashing rationalism and empiricism, advocating an idea of utilitarian science achieved by the mathematical-deductive

81 The word “humble” is in reference to being aware of one’s own ignorance. Analogously, Sheila JASANOFF (1990) has called it “a technology of humbleness” because we begin to come to terms with our ignorance”, cited by Jerry RAVETZ in: “Paradoxes and the Future of Safety in the Global Knowledge Economy”, 2004.

82 LAUGHARNE et al.: “Psychiatry, postmodernism and postnormal science”, 2002.

83 Roberto A. FOLLARI: “Modernidad y Posmodernidad, una óptica desde América Latina”, 1992. Pg. 18-19.

method. Cartesian philosophy began as an attempt to discipline thought⁸⁴. Descartes is considered one of the initiators of this new worldview and was one of the key intellectuals of the *scientific revolution*, who spurred on the Modern Age. He confronted an authentic knowledge of nature, rationally and mathematically elaborated, for which he proposed an utilitarian and practical application. Thus, intuition, deduction and induction were the structure of his theoretical knowledge⁸⁵. Transcendental exponents of modern science such as Pascal, Leibniz, Copernicus, Bacon, Galileo, Hume, Hobbes, Locke, Newton and Kant followed him, who influenced the theory of knowledge through the beginning of the 20th century. All of them encouraged a clear model of a transparent, accountable reality open to verification.

Modern ideas have dominated the last centuries, and expanded to different disciplines. Modern thought, in search of the “truth” by reason, has gone even further, extending to different facets of society such as tradition, customs, history, art, even the political and social realms, in the intent to “correct” problems and “improve” the political and social condition of humanity⁸⁶. This premise gave rise to the willingness to start a new and better society. The ideology of modern science became the rationale and justification for modern government. Scientific expertise gradually replaced divine authority, birth, and wealth as a source of legitimacy to govern⁸⁷. Predictability and control become the hallmarks of modernity, characterized by assertions of universalism, openness, rationality and efficiency. This was accentuated around halfway through the past century, where science and technology flourished in this context of Cartesian dualism, a product of the bipolar configuration of the Cold War world⁸⁸.

Yet the rationality and instrumentalism characteristic of the modern era were widely criticized in different ways, represented in expressions such as traditionalism, romanticism⁸⁹, Nietzscheism⁹⁰,

84 Rene DESCARTES: *Discurso del Método*, 1637.

85 *Ibidem*.

86 Christopher WITCOMBE: “Modernism”, 1997.

87 RAVETZ: “The Post-Normal Science of Precaution”, 2002.

88 Helga NOWOTNY et al.: *Re-thinking science: Knowledge and the Public in an Age of Uncertainty*, 2006.

89 The first direct opposition to the Cartesian paradigm came from the Romance movement in art, literature and philosophy at the end of the 18th Century and early 19th Century. Some differ directly and others indirectly, but all critics aim at the base postulates of mechanistic thought. We can highlight Blake, an enthusiastic critic of Newton; Goethe, considered the central figure in this movement by returning to the Aristotelian tradition, who explored the nature from an organic vision, coining the expression “morphology” in allusion to knowledge through visual perception; Kant, considered one of the most important philosophers of modernity, referred in his conversations on the nature of organisms to the functions of self-reproduction and self-organization, in comparison to machines. And Humboldt and his concept of Earth as a whole, preceding the Gaia hypothesis. Cf. CAPRA, 2006.

90 Nietzsche with his criticism of reason as a whole.

Heideggerism⁹¹, etc⁹². They demanded that the rejection of a non-material reality obstruct the complexity of the real world and that the principle of reduction deny the importance of the “whole”, resulting in a fragmented worldview⁹³. Technology began to seem risky, revealing that the limits of science are changing rapidly. This weakness has influenced the perception of society and given way to new thoughts, which have interfered with scientific community and politics, both facing a crisis of confidence, of legitimacy, and ultimately, of power⁹⁴.

Postmodernism

Postmodernism is a subtle concept. It entails a quite controversial and polemical notion and is thus difficult to define in different disciplines, mainly due to the lack of coherence within the system of a totality, an order, a unity, and presentness⁹⁵. Nevertheless, postmodernism is considered a set of phenomena and ideas that emerged from the second half of the 20th century in which it is assumed that the age of modernity has passed⁹⁶.

This study does not attempt to say whether post-modernity corresponds to a new period or whether it is merely a stage in the *incomplete modernity*. Key divergences are, however, proposed, which range from those who affirm an end to the historical period of modernity by fashion or radicalism, to the negation of others in noticing the depth of the crisis. Follari attempts a compromise: he recognizes that there is an unprecedented crisis in modernity whose depth and scope appear to be structural and global, indicating a significant duration. In Follari's words: “*postmodernism is not the opposite of modernism nor its homogeneous continuation; it is the culmination of modernity where modernity, through its own impulse, denies itself*”⁹⁷. Moreover, he argues drastically that the future is not conceivable through a continuation of present tendencies. However, he predicts that any new projection that retrieves figures from the modern age will have to deal with the impression left by postmodernism⁹⁸.

91 Heidegger is considered the basis of modernism, through his critique of technique, art and language and his postulates that remove man from the center of the podium. Cf. FOLLARI, 1992, p.83.

92 André BERTEN: “Modernity and Post-Modernity, a political matter?”, 1991, p.79.

93 Jerry RAVETZ: “Models as Metaphors: A New Look at Science”, 2002.

94 RAVETZ: “The Post-Normal Science of Precaution”, 2002.

95 One can allude to the principle that “Minerva's owl took flight at dusk”, that is to say, the concept happens after history occurs. Quoted by FOLLARI in: “Modernidad y Posmodernidad...”, 1992, p.15.

96 “Post” refers both to a critique and an allusion to the “next one”.

97 FOLLARI: “Modernidad y Posmodernidad...”, 1992, p.14.

98 Ibidem, p.15.

The beginnings of the postmodernism do not emerge simultaneously in the different disciplines. The first signs appear in philosophy, according to Habermas, in the philosophy of Hegel (1770-1831), where there is a clear awareness of what is at stake in modernity. The orientations in the debts about postmodern thought are sketched⁹⁹. Mystification inherent to the Enlightenment and the authoritarian features of reason conceived as awareness of oneself are denounced, limited to a principle of subjectivity. Hence, a majority of philosophical origins of postmodernism is attributed primarily to Nietzsche (1844-1900)¹⁰⁰ and to Heidegger (1889-1976)¹⁰¹. An earlier development of the tendency is also seen in the arts, which captured the current social situation and postulated it as a style¹⁰².

In hard science, the outlines of the period were discerned at the end of the last century, when a deep crisis of the modern era was revealed. One of the key signs was the destruction of predictability, reflected by two great events: the 70's oil crisis from which the concepts of "limits" on the acclaimed "progress" appeared; and technology, under emblems as: sustainability, decentralization, governance, chaos theory¹⁰³. The second event was the collapse of communist regimes and the end of the Cold War¹⁰⁴ in 1989, which demonstrated the uncertainty of politics. Nevertheless, the beginning of this social tendency is considered rather to start in the early 80's, under the theories of Lyotard¹⁰⁵.

Postmodernism is the overflow of modernism. It is about the culmination of modernity where paradoxal effects arise because there is a saturation of rationality and overcrowding. There is a rejection of technique and an inability to project. There is a weakening of the political and instrumental will as well as a wider and more skeptical conception of the world. However, post-

99 It is important to clarify different trends among Hegel's successors (in the words of Habermas), where a distinction is made between Hegelianists (both from the right and the left) who do not question the achievements of modernity and Neitzschenians who adopt a post-modernist conception. Cf. BERTEN: "Modernity and Post-Modernity...", 1991, p. 82.

100 Nietzsche is considered "the spiritual godfather of the contemporary attempts to escape to the modernist-rationalist legacy that ... are associated with the banner of postmodernism", quoted by Richard WOLIN in: "Modernism versus Postmodernism", 1985, p.10. Quoted by BERTEN in: "Modernity and Post-Modernity...", 1991, p.90.

101 Heidegger is identified with the critique of technique and of the critique and reconstruction of metaphysics, quoted by BERTEN in: "Modernity and Post-Modernity...", 1991, p.90.

102 FOLLARI: "Modernidad y Posmodernidad...", 1992, p.14.

103 Chaos theory, circa 1970: not everything is predictable, be it in science or government or in daily life. Quoted in NOWOTNY et al.: "Re-thinking...", 2006.

104 Instead of beginning an era of stability, the Cold War increased the disorder in the world. Cf.: Nowotny et al.: "Re-thinking...", 2006.

105 Jean-François LYOTARD: *La Condition postmoderne: Rapport sur le savoir*, 1979.

modern tendencies have been characterized by the difficulty of their approaches since they do not form a unified current of thought. They merely denote opposition or criticism of modern ideas. Science, ideology, truth and content are replaced by mass media, technology, subjectivism, consumerism and form. Postmodernism is considered both non-conformist and disapproving yet conservative and adaptive. It is regarded as a contradictory and ambivalent situation.

The post-modern condition was a reflection of external circumstances, a manifestation of the internal disciplinary cultures of higher education and of science, the industrial culture, the mass media. It represents a crisis both of social legitimization and of methodological epistemological and even normative authority where it is increasingly difficult to distinguish between the domains of the state and of the market, between culture and the media, between public and private arenas. All this has led to inaccessible generalities based on what is observable and analyzable today. It is just a momentary view in a longer term process¹⁰⁶.

Postmodernism suggests the idea that knowledge has become “commercial”¹⁰⁷. That is, knowledge is now being generated in the context of application, and its production entails a social activity. This leads to a transition from the culture of science to the culture of research, which is more populist, pluralistic and open¹⁰⁸. Taking it further, Nowotny argues that science has moved towards a justification in terms of its utility to society. He reveals a new way of looking at science that goes from producing authentic knowledge to the addition of sound social know-how. It means that the quality of knowledge will depend on its social utility and validation and on scientists no longer seeking truth but rather enhancing power¹⁰⁹.

Names such as Lyotard, Vattimo, Foster, Bell, Lipovetski, comprise the foremost promoters of postmodernism. Lipovetski makes a reading of post-modern society that he defines as a culture heavily marked by consumption, by a lack of substance, values and hopes. He assumes that we are living in a world where sublimeness and commitment are gone and the alternative is to immerse oneself in pleasantness, easiness and a relative senselessness that is not too painful. This way, there are no critics of the system, but a complete accommodation to it where capitalism and post-disciplinarian culture live in perfect harmony¹¹⁰.

Among the main detractors of this tendency is Habermas, a promoter of *incomplete modernity*. He postulates what is necessary at the present time is a new illustration of modernism instead of postmodernism that encourages democratic values of equality and citizenship in opposition to

106 NOWOTNY et al.: “Re-thinking...”, 2006, p.9.

107 Commercialization means commercial buying and selling relations.

108 NOWOTNY et al.: “Re-thinking...”, 2006.

109 LAUGHARNE et al.: “Psychiatry, postmodernism and postnormal science”, 2004

110 FOLLARI: “Modemidad y Posmodernidad...”, 1992, pp.89-90-91.

social fragmentation and the precariousness of the State. Beck¹¹¹ and Giddens are also in this sphere, who say that we are in a *late modernity*¹¹² rather than in a postmodernism age. They propose a new social theory called *risk society*, which describes the production and management of risks in modern science and the evolution of society organized in response to risk.

Follari reckons, in regard to new ideas that have dominated this era, that *"the slipping of 'modern' values that has taken hold is epochal and its impact is inalienable: we will no longer think (or live) like before, and without a doubt, we have not 'progressed' or 'moved backward.' We have entered a new field"*¹¹³.

2.3 A perspective of the paradigm of local development

Returning to the idea of a social paradigm, a shift towards an integrative view was exposed where both structure and form result in a more complete approach. Utterly quantitative considerations evolve toward more qualitative approaches, i.e. towards the characterization of the pattern. The pattern of living systems is one capable of self-organization¹¹⁴, associated with self-regulation and feedback. It involves open systems that operate at a great imbalance and whose components are connected in a non-linear way. They create feedback cycles that are described, mathematically, through non-linear equations¹¹⁵, characteristic of systemic thought. Societies are included and, therefore, development¹¹⁶.

Accordingly, the paradigm shift is a current matter of development, intervening in its conception, management and evolution. Boisier's ideas are used to describe the new archetype of development. He claims that chaos, discontinuity and fragmentation are the normal states of

111 Beck suggests that just like modernization dissolved the structure of feudal society in the 19th Century and fostered the industrial society, it is now dissolving the industrial society to move on to another modernity. Cf. NOWOTNY et al.: "Re-thinking...", 2006.

112 Some social theorists like Ulrich Beck and Anthony Giddens criticize the idea that some contemporary societies have moved into a new stage of development such as postmodernism. They say that it has not gone beyond modernity but would rather be a period of late modernity that is also known as "liquid modernity." Both are closely related to the theory of the risk society.

113 FOLLARI: "Modernidad y Posmodernidad...", 1992, p.92.

114 Main exponents of self-organized systems are Ilya Prigogine, Lynn Margulis, Stuart Kauffman, among others. Cf. CAPRA, 2006.

115 CAPRA: La trama..., 2006, p.103.

116 Living systems include cells, organs, organisms, groups, organizations, communities, societies. James MILLER et al.: "Analysis of dynamic psychological systems, Volume 2: Methods and applications", 1992.

society¹¹⁷. Post-modern ideas highlight and value diversity, heterogeneity, fragmentation, and, therefore, the identity and the particularity of a territory, stimulating a return to localness. He further states that like positivist paradigms have given way to political, economic and social models based on reversible times, the new paradigm of complexity, which operates in irreversible time, will have to generate new consistent social and economic models, in particular local development models¹¹⁸.

Boisier suggests that pattern of development seems to be an attractor¹¹⁹ that follows a dynamic path instead of adopting a static form. This dynamic profile makes reference to the autopoietic¹²⁰ need that development has to preserve its identity, to recreate itself continuously, to resist change and to focus on its interior while simultaneously living with its vital need for change, growth, the limits of exploration and focusing on the outside. This permanent tension between order and chaos is, ultimately, complexity¹²¹. Thus, territorial systems are characterized by a dynamic tension between the elimination of entropy and the accumulation of negentropy¹²². When the balance is favorable, the system evolves by its inner growth.

His proposal indicates that development would be an emergent property of a complex territorial system. He understands complexity to be something difficult to predict and, therefore, something difficult to handle in conventional scientific terms, which are largely quantitative¹²³. Since development is both a process and a state of qualitative order, he proposes addressing it subjectively and to do so, he defines a set of components to consider that contain relevant aspects of localness in generating development.

In this fashion, the conception of local in the early 21st century has evolved to include more factors and recognize the growing complexity that it entails. It is the basis for a new

117 Sergio BOISIER: "Postmodernismo territorial y globalización: regiones pivotaes y regiones virtuales", 2006, p.37.

118 Boisier says that "local development" is a tautology (redundancy) because development is intrinsically local, and it cannot be otherwise. Cf. BOISIER, 2006, pp.155-163. Ideas explained in Sergio BOISIER: "El desarrollo territorial como una propiedad emergente de sistemas complejos", 2006, p.66.

119 Attractor is the mathematical representation of a pattern in chaotic systems. It involves the trajectory to a fixed point, whose movement is represented by a closed curve spiraling towards the center, where a fixed point is, metaphorically, the center of a system says that it attracts the trajectory.

120 Autopoiesis: self-creation. Coined by Humberto Maturana and Francisco Varela, 1972. Quoted by CAPRA, 2006, p.115.

121 BOISIER: "El desarrollo territorial...", 2006, p.71.

122 Defined as energy and information in BOISIER: "El desarrollo territorial...", 2006, p.76.

123 Sergio BOISIER: "Capital sinérgico y capitales intangibles", 2006, p.54.

conceptualization of local development, as seen in the following definition: *“in local development (LD), the systemic complexity is an objective to be strategically achieved to allow adequate articulation between the local and regional system and the outside environment, all characterized by a growing complexity... LD is a result of complexity, a synapse (from Greek, meaning junction) and synergy (from Greek, meaning working together) in the system. Development emerges as an evolving system emergency and not as the sum of partial results...”* (Boisier 2003)

2.4 Local development components

In the systemic and chaotic context of local development, it is useful to define the main components in the attempt to comprehend each part that will, as a whole, lead to development. Boisier proposes a suggestive characterization of the components of development. He points out that to produce synapse¹²⁴, address complexity and create synergy, the most significant local subsystems must be identified so that *development emerges*. He literally said: *“Gathering many contributions of the most varied nature that aimed, partially, at elements that seemed to act as causalities of development and through them perform a taxonomic exercise to group them into relatively homogeneous categories within, one can speak of six”*¹²⁵. In this sense, development will be the synapse among the following six subsystems:

a. Axiological subsystem¹²⁶: Based on the theories of Lebrél and Seers, which emphasize the need to propose values as the starting point in the search for development. The same author suggests: *“without values, there is neither region nor development, merely sections on the map that at the most can be expanded, but never developed”*¹²⁷.

One can distinguish here between universal values, such as freedom, justice, democracy, ethics, solidarity, aesthetics, variety or heterogeneity, and singular values inherent to the territorial community (local) because of its history and culture. This latter point is crucially important and transforms them into active elements of development that comprise one single discourse with universal values.

124 Synapse (from Greek: junction). Boisier uses this metaphor to suggest that development occurs when a link is produced between its components. Cf. BOISIER, 2006.

125 BOISIER, 2006, p.144.

126 From axiology: value theory.

127 BOISIER: “El desarrollo territorial...”, 2006, p. 75.

b. Decision-making subsystem: It requires moving from the abstract to the concrete and identifying who the relevant players are and their relative power. A distinction can thus be made between:

- Players: they comprise localness, interact with each other to organize, develop the economy and society in the territory.
- Agents: players who have a true capacity to influence the environment and therefore they hold the power.

c. Organizational subsystem: comprised of the map of public and private organizations that operate in the territory, their characteristics (quick decisions, flexibility, malleability, resilience, organizational intelligence, and the relations amongst each other (conflict, neutrality, cooperation)), thus encouraging their associativity.

d. Procedural subsystem: includes the set of modalities through which local government governs, administrates, informs and positions itself inside its territory, narrowing the gaps between modernization processes, such as services to the population and support to the positioning of the territory in globalization.

e. Accumulation subsystem: it concerns the traditionally most popular of the systems linked to development, namely growth, production factors and investments. This new conception of development eliminates the linear hierarchy between growth and development and appeals to a more complex relationship. This subsystem includes the economic capital comprised of assets, liabilities, equity, goods, budgets, resources, financing and promotional, advertising and marketing efforts in respect of the corporate image or forceful idea that will attract capital, technology and spending to the territory by non-residents.

f. Subliminal subsystem: Boisier assigns to this last subsystem a superior importance, by appealing to the intangible, subjective and asymptotic nature of development. It is about intangible capital composed of cognitive, symbolic, cultural, social, civic, institutional, psycho-social, communicational and human. It adopts Hirschmann's approach to moral resources and the ideas of different thinkers, such as Bourdieu, Putnam, North, Williamson, Schultz, Fukuyama, Montero, Becker and Coleman in order to define these categories.

A hexagon is formed by these six sub-systems that is dynamized by the synergetic capital¹²⁸. It corresponds to the real or latent capacity of any community to articulate, democratically, the diverse forms of intangible capital in the community, putting the endogenous potential for development to work.

128 Boisier uses the analogy of a catalyst to establish that synergetic capital will accelerate the processes and notably reduce the amount of energy required to attain the expected results.

In Boisier's words: *"If we are capable of binding together complex thought, knowledge, common action and political power in territorial spaces, development will arise as it really is: a property of a social-techno-economical, territorialized, complex, dynamic, adaptive and synergized system, based on which it must be channeled to achieve a fair, efficient and environmentally respectful territorial distribution"*¹²⁹.

Finally, three key factors must be defined for development to emerge. First, a pertinent territorial scale must be specified where local development takes place. Second, there must be an introducer who is responsible for introducing and fine-tuning the above subsystems. And finally, an instrument is required where all the aforesaid subsystems are materialized and converge to comprise a development strategy¹³⁰.

3. The approach to development in the actual context

The new paradigm of development can be understood through the above conceptual framework, stimulated by changes that have been maturing throughout society. This has led to a more precise definition of development and its main components, taking into account the perspective of the new paradigm that includes more qualitative aspects. The need was also explained to identify key players participating on the pertinent territorial scale, with effective instruments on hand for the development process. Nonetheless, the right tools to move from theory to practice have not yet been identified.

Several initiatives have been taken, fundamentally in relation to planning strategies. However, they do not address qualitative aspects, valuations and uncertainties more completely. The idea of a group of scientists is presented, led by Funtowicz and Ravetz, who have developed a conceptual and methodological framework for sciences like development in order to address situations where *"facts are uncertain, values are in dispute, stakes are many and decisions are urgent"*¹³¹. This is the actual scenario of local management. Accordingly, the notion of post-normal science is introduced as a theory that can address the actual complexity. Below are the main characteristics and arguments driving this theory that state the perspectives and proposals to take on these challenges¹³².

129 BOISIER: "El desarrollo territorial...", 2006, p.79.

130 For instance, in local development the pertinent territorial scale will be the Borough and the introducer will be the Municipality, all managed through an Agenda, the tool where all subsystems converge.

131 Silvio FUNTOWICZ et al.: "Post-Normal Science", 2003.

132 An important part of these reflections were investigated, discussed and developed with Lara Martins.

3.1 Science, citizens, politicians: joint actions to address development

Managing local development is not a simple task. There are many interests coming from a wide range of social players: citizens, politicians and scientists, all in one same matter. Managing development requires the involvement of the scientific community, which provides more certain answers by including the citizenry. Politicians, on the other hand, are aware of their limitations in many aspects and their need for the opinion of experts.

As explained earlier, the joint evolution of society and science was more than a coincidence. It was the outcome of a growing complexity, unpredictability and irregularity. This was reflected in different aspects such as the creation of uncertainties, the popularity of a new type of economic rationality¹³³, the crucial role played by expectations or anticipations, the change in perceptions, changes based on space and distance¹³⁴ and most importantly, the close connection between the capacity for self-organization of science and society¹³⁵. These are all specific features of the new idea of the living systems paradigm.

Correspondingly, development management entails an intricate interaction between politicians and society. The relations between both are currently framed in the so-called “progress”. Beneath that, society has virtually no reticence. On the contrary, it trusts all answers to come from progress. As a result, ethical responsibility has often been delegated to the political class. However, politicians are not necessarily the founding fathers of ethics, morality or positions of consensus, even though they are assigned those duties. So, the scientific community must be consulted to find answers and it is on them who we must rely.

However, progress grows assiduously, often faster than scientific knowledge, leaving risks latent. The application of the principle of precaution is therefore recommended, which has been applied limitedly since the cost of not including the new is often presumed to be higher than the potential future risks. So the debate among uncertainties is on the rise. The scientific community fulfills the mission of becoming aware of possible side-effects in order to provide appropriate answers. However, often it has no reliable or timely answers, which have entailed lamentable consequences for humanity and the environment, making the political class and communities uneasy.

Given the great number of uncertainties menacing different types of decisions every day, the role of science is fundamental in the arena of public policy. The opinion of experts has become a

133 This new economic rationality is working like a filter in selecting, comparing and addressing the new uncertainties and choices generated by research and society. Cf. NOWOTNY et al.: “Re-thinking...”, 2006.

134 Information and communication technologies are reduced or distances are eliminated. Globalization has compressed space, time and distance.

135 NOWOTNY et al.: “Re-thinking...”, 2006.

substantial practice that is increasingly powerful and relevant. Yet this implies a change, a necessary evolution in science because it must be adapted to present challenges where there are increasingly less isolated actions. The context moves away from experimental science, situating itself in sciences that are closely tied to politics and are moving around in uncertainty because of the complexity of the tasks¹³⁶. All intervention requires a large number of players with different interests and experiences.

Hence, public policies have an increasingly more intimate relationship with science. Yet both public policies and science maintain a close relationship with citizens. They will continue to be delegated to them unless they are given instruction on how to be necessarily skeptical about this outlook of uncertainties.

Progress in society currently begins with the debate about the role and way in which science reacts effectively to social demands. This involves the quality of the entire political-social process. Joint action is required to reduce uncertainty. Practices that result in lesser complexity must be avoided because they may inhibit the understanding of the new problems and the right methods to overcome them¹³⁷.

Including ethical values¹³⁸ and recognizing uncertainties must be a part of the actual context. Present challenges involve an ampler understanding of science, which requires the consensus of the scientific and political communities and society, all involved in the decision-making process. This changing relationship leads to processes and mechanisms. Issues such as transparency and alternative ways of quality control, participation, the inclusion of perspectives, reflection and accountability are at the vanguard of the creation of socially validated knowledge¹³⁹.

3.2 New scientific approaches

As science has been inadequate in managing development, new ideas and interpretations have been included. Funtowicz and Ravetz suggest an alternative view of a scientific approach to address the new paradigm of complexity. They propose that science move towards a post-normal phase¹⁴⁰, giving way to the concept of *post-normal science*.

136 Jerry RAVETZ: "Models as Metaphors: A New Look at Science", 2002.

137 FUNTOWICZ et al.: "Post-Normal Science", 2003.

138 One example is the thought on sustainable development, which includes the society of the future in the valuation as well as traditional considerations.

139 Peter JANSSEN et al.: "Towards Guidance in Assessing and Communicating Uncertainties", 2004.

140 Silvio FUNTOWICZ et al.: "Uncertainty and quality in science for Policy", 1990.

It is important to mention that the research processes are divided into: ontology (aiming at the nature of existence); epistemology (dealing with the nature of knowledge) and methodology (dealing with the process of understanding). The main goal of traditional science revolves around methodology, thus improving the understanding of the research and the action itself¹⁴¹.

Post-normal science focuses on the relationship between science, politics and society. It addresses issues where “*the decisions are urgent, the interests are many and varied, the values are conflicting, uncertainty and ignorance are high and truth is fragile*”¹⁴². They comprise the domain of public policy. Post-normal science explores the unforeseeableness of non-linear systems supported by the development of chaos and complexity theory. They deal with *complex systems* that incorporate subsystems interrelated by a wide variety of scales and types¹⁴³.

Post-normal science includes an alternative validation for the different processes, perspectives and types of knowledge. Kuhn proposes “solving puzzles” to build normal science¹⁴⁴, which is not appropriate (or possible) in this context. However, this was the case of the political context, a practice where experts do not provide an adequate decision-making base¹⁴⁵. Post-normal science therefore proposes expanding the debate within the scientific community by including many viewpoints in the problem-solving process. The initiative suggests that it must be integrated to the “extended peer community”, consisting of anyone affected by an issue and prepared to dialog with legitimate perspectives and commitments. They contribute “extended facts” that include local know-how required to assure quality in the development process and, therefore, of the product.

A framework has thus been constructed for “extended participation” in decision-making that focuses on aspects such as transparency, plurality of knowledge and alternative forms of quality control. In this process, “quality” replaces “truth” as the main objective, which is evaluated and maintained by open dialog among all participants¹⁴⁶. In development, public participation goes beyond simple fashion in the actual political debate. It seeks to set down more democratic decision-making. Post-normal science investigates a greater Government responsibility and initiatives must come from that responsibility. They then extend outward to science and

141 FUNTOWICZ: “Post-Normal Science: an insight now maturing”, 1999.

142 Ibidem.

143 Gilberto GALLOPÍN et al.: “Science for the 21st century: From social contract to the scientific core”, 2001.

144 This was how the expression post-normal was coined, by analogy between modernism-postmodernism and normal science-post-normal science.

145 Silvio FUNTOWICZ et al.: “Post-Normal Science”, 2003.

146 FUNTOWICZ et al.: “Post-Normal Science”, 2003.

technology¹⁴⁷. It is, therefore, indispensable for all these ambits to participate in these democratic processes.

Post-normal science attempts to act as a bridge between science and society and attend to actual demands. There is no universal truth in this process, but rather issues such as complexity, uncertainty, ignorance, different perspectives and values that converge in one same place and are addressed equally. However, this conceptualization has not been immune to criticism. The main detractors claim that it undervalues the work done by traditional science and substitutes it with inferior methodologies that are motivated by, and inure to the benefit of, political objectives.

3.3 Proposed tools

A scientific group forming part of the Joint Research Centre of the European Commission has developed some practical approaches to implement post-normal ideas. These tools attempt to evaluate the methodology in order to reduce uncertainty, address complexity in different scenarios and determine how sound the results are through evaluation. These practices concern social processes, which seek to improve democratic participation and transparency by involving ethical positions such as political democracy, economic democracy, sustainable development and the principle of precaution. They try to bring the scientific community together with the political class and the citizenry in the decision-making process and create a process made legitimate by the extension of democracy¹⁴⁸.

Munda comments that there is no integration of scientific and technical expertise to local knowledge in the evaluation of public policies¹⁴⁹. So, he proposes the concept of *Social Multi-Criteria Evaluation (SMCE)*¹⁵⁰ as a possible link between post-normal science and its practice. SMCE is a methodological framework¹⁵¹ for the application of social choices and preferences to the current policy issues in the search for a response to “how do we improve the quality of a policy process”.

147 FUNTOWICZ et al.: “Post-Normal Science”, 2003.

148 RAVETZ: “The Post-Normal Science of Precaution”, 2002.

149 Giuseppe MUNDA: “Social Multi-criteria evaluation: Methodological foundations and operational consequences”, 2003.

150 Ibidem.

151 The conditions of the initiative involve the concepts of the theory of complex systems, such as complexity and reflexive incommensurateness.

These tools are integrated to the notational NUSAP¹⁵² proposed by Funtowicz and Ravetz, the purpose being to offer an analysis and diagnosis of the uncertainty of science to politics. The objective is to capture the quantitative and qualitative dimensions of uncertainties and deploy them in a standardized and explicative manner¹⁵³. The basic idea is to qualify quantities using the five qualifiers of the NUSAP acronym: Numeral, Unit, Spread, Assessment, and Pedigree. Among them are tools such as Sensitivity Analysis, Power Assessment, Uncertainty Assessment, Quality Assurance and Pedigree Assessment. They have been created in order to deal with epistemological verification of the initiatives developed under post-normal conditions. All of them entail a reflexive complexity, which is understood and included according to the perceptions of reality of each individual, the post-normal scenario and the incommensurateness, due to multiple legitimate interests and values in society and their subsequent representation in descriptive models.

Finally, it is important to highlight that all these tools attempt to provide more effective responses to the demands of the current century, especially in the realm of policy. However, none could work properly unless there is first a clear answer to some ethical questions, as Luks says: “what kinds of communities, characters, and cultures do we want to help create?”¹⁵⁴

Conclusion

The passage of time shows that the road to development is wide and long, progressing towards a concept where the human being is the main objective and beneficiary. This was the result of a history of practices and invented results, some good, others not that much, but nonetheless a history of “tries”.

Experience has shown that the territory of development belongs to whomever has achieved the greatest success in managing it. One begins to understand development as a territorial, decentralized process implemented by people, with emphasis on the potential for local development.

We also see that the traditional way of managing local development is continuing its path of including complexity. New courses of political action are required that will enhance the re-engineering of qualitative, integrative and flexible tools that commit the community, experts and politicians to the elaboration and management of public policy.

152 See www.nusap.net

153 Peter JANSSEN et al.: “Towards Guidance in Assessing and Communicating Uncertainties”, 2004.

154 Fred LUKS: “Post-normal science and the rhetoric of inquiry: deconstructing normal science?”, 1999.

The challenges of the present in connection with development encompass the purpose of adding complexity to address the growing long-term uncertainty. The search aims at integral tools that foster a holistic view, promotes a balance between “structure and form” and includes “networks” that replace the traditional “sum”. The principal promoters of this new conception and suggested tools have been explained in this chapter. They must be gradually brought closer to these thoughts. However, the work is just now beginning or rather it is continuing in the future.

II. CONCEPTUALIZATION OF LOCAL DEVELOPMENT IN CHILE



II. CONCEPTUALIZATION OF LOCAL DEVELOPMENT IN CHILE

The review of the current notion of development has indicated the principal milestones in the history and the paradigm shifts that have led to a new idea of the concept, as well as the need to incorporate a new vision to face it. In addition, a series of considerations and elements have been shown to take into account to deal with this complex term.

First of all, in order to talk about local development, it turns out to be essential to recognize its origin, which will result in guesswork, scopes, characteristics and the right tools to deal with the development from its own location. Therefore, when speaking about local development in Chile, it is necessary to abide to its origins first.

It is also stated that when talking about local development, it should begin by defining a relevant territorial level, where the necessary conditions are met to generate development. In the case of this study, the **Commune** will be the territorial level to take into consideration, and therefore the introductory agent will be the **Municipality**, mainly responsible for introducing and putting in line the aforesaid subsystems. Finally, the **local agenda** is determined as the instrument of definition and management of the development strategy. Below are explained.

1. Towards the origins of local development in Chile

The experience of the Chilean local development, as previously indicated, begins under the tension between a horizontal regulation logic, which reflects a center-periphery dialectic, and a vertical regulation logic, due to modernization and industrialization¹⁵⁵, inherent to the Latin-American experiences. It agrees with the process of doing State in Latin America (from up to down), in opposition to Europe (which went bottom-up). This makes Latin America has a marked centralism¹⁵⁶.

On its part, Chile has a model of *decentralized centralization*, in a country considered as an extreme case in terms of centralism and presidentialism and largely devoid of local cultures, with

155 David MILLER: Sobre la Nacionalidad, Autodeterminación y Pluralismo Cultural, 1997, quoted by BOISIER: "Territorio...", 2007.

156 Mario GÓNGORA: "Ensayo histórico sobre la noción de Estado en Chile en los siglos XIX y XX", 1986.

a very homogeneous population, classified as “little devoted to the homeland and much devoted to the Country”¹⁵⁷.

Along Chilean history, a deeply rooted dialectic was created between a decentralized demand, originated in geography (physical, administrative, political, economic and social), and a centralized supply, originated in its own history and in governability considerations. In this way, it stands out that the origin of local development in Chilean experience is clearly affected by this historic tension between a “physical and political geography”, which is continually modified throughout its history¹⁵⁸. Regarding this, it is possible to identify two main backgrounds that set this feature: its morphology and the territorial administrative division.

1.1 Morphology as pattern of affectation

When talking about the construction of the Chilean territory, a reference must be made to a region that more than have been discovered, it was occupied by the Conquerors Diego de Almagro (1536) and Pedro de Valdivia (1540). In this territory, there were several aboriginal tribes that had few contact between them, there was no concept of nation¹⁵⁹.

In 1534, the land southwards Peru was divided by Carlos V in three capitulations: Nueva Toledo, given to Diego de Almagro, Nueva Andalucía, given to Pedro de Mendoza, and Nueva León, granted to Simón de Alcazaba. Subsequently, in 1539 a new government was created at south of the Strait of Magellan, granted to Pedro de la Hoz¹⁶⁰. However, none of them formalized their territorial occupation purposes.

Therefore, the history of the Chilean Kingdom has its first definition in 1548 on behalf of Governor Pedro de Valdivia, with limits ranging “*up to forty one degrees north south, coast forward, and one hundred leagues wide*” confirmed by Royal Document of March 31st, 1552¹⁶¹. This concession extended between parallels 27 and 41 south-latitude and east to west from the Pacific Ocean up to a hundred leagues¹⁶² inland, almost up to the Atlantic Ocean. However, the real “occupation”¹⁶³ corresponded to a surface area of 199.000 km².

157 Sergio BOISIER: “Territorio, Estado y Sociedad en Chile. La dialéctica de la descentralización: entre la geografía y la gobernabilidad”, 2007.

158 BOISIER: “Territorio...”, 2007.

159 BOISIER: “Territorio...”, 2007.

160 Jaime EYZAGUIRRE: Breve Historia de las Fronteras de Chile, 1994, quoted by BOISIER: “Territorio...”, 2007.

161 BOISIER: “Territorio...”, 2007.

162 Castilian Unit equivalent to three miles.

Over the following years, the country had numerous and substantive changes, between sessions and conquests, leading to the current limits that cover the territory at the end of the XIX century: from 17 to 51 degrees south latitude and between Pacific Ocean and the 70 west meridian, which corresponds to the watershed division of the Andes Mountains. These limits include 756.000 km² of national surface, equivalent to almost four times the initial surface, spread into a long and narrow country, where its morphology has strongly affected their people and particularly the administrative model.

1.2 Administrative territorial division

Due to the fact that in Chile there was no concept of nation in its beginning, the first legal-administrative task of the occupants was to establish a decentralized administrative scheme (according to the Spanish Crown and the Viceroyalty of Peru) to give way, from 1810, to the creation of an Independent State. In this travel, three phases¹⁶⁴ can be identified:

Indian Chile

This stage encompasses the historical period of La Conquista (1541/1561) and La Colonia (1562/1810), during Spanish occupation. At Chile's beginning, the representation of the Crown was formalized through the appointed governor. In 1548, Pedro de Valdivia chose Santiago as the capital of the Kingdom of Chile, for the suitability of the area and its location¹⁶⁵, approximately equidistant at 2.000 kilometers from the Viceroyalty of Peru and the Strait of Magellan¹⁶⁶.

163 Occupation means real control and sovereignty exercise, which is actually only on the west side of the mountain range, for obvious reasons of isolation and distance.

164 Subdivision made by the author to explain the administrative Chilean history.

165 The Valdivia's campaign in Chile was conducted across crude Atacama Desert, so the benefits of Mapocho Valley, Mediterranean climate and strategic location between the Mapocho River and the Huelén hill was suitable for the establishment of the first Spaniards. Its foundation refers to February 12th 1541, as Santiago del Nuevo Extremo. Cf. HISTORIADORES: "Primer Libro de Actas del Cabildo de Santiago de 1541 a 1557", 1861.

166 This distance was enough for the Governor to exercise autonomy in their new land, conveniently away from the Viceroyalty of Peru and the end of the world, as it was considered the Estrecho de Magallanes. Cf. BOISIER: "Territorio...", 2007.

From middle XVI century to the end of the XIX century, the Chilean society was built under a permanent war state, which extended for more than three centuries¹⁶⁷. This explains its centralization, so as to try to maintain order. However, at the end of the XVIII century, the history of the administrative and territorial division of Chile begins, which has suffered several reforms over the years. The first decentralized action¹⁶⁸ dates from 1786, when the Spanish Crown establishes the Intendencies System¹⁶⁹ (with Intendants designated by the King), creating the Provinces of Concepción in the south and Coquimbo in the north, and keeping the capital in Santiago, the place where the Governor lived. This modernization impulse of the Indies Government and Administration also included incentives in financial and economic matters, as well as Mayor matters with a significant urban component. It was implemented in competence transfers towards the local administrative officers and new attributions¹⁷⁰. However, the Bourbons reforms pursued to increase their presence in the American territories and to reinforce an administrative, economical and legal favorable order¹⁷¹.

Chile as a Republic

This stage covers the beginning of the new Chilean Republic (from 1810), where manifest slant stand out: Anarchy (1817/1830), Autocracy (1831/1891) and Oligarchy (1892/1925). It includes periods of Patria Vieja between 1810 and 1817, where it is signed the independence treaty; the Spanish Reconquest and Patria Nueva, with the Spanish recognition of the Chilean independence in 1844.

The first 24 years of Intendencies' operation represent an institutional growth that together with the naissance of the creole patriot belief encourages the new order of the Independent Republic of Chile. The nation maintains the legacy of the Indian administrative structures, keeping the notable centralism.

167 That is why the appointment of Góngora: The first fundamental image Chile has, it is constituted, within the Spanish Empire in Indies, a border war, a land of war. GÓNGORA: "Ensayo histórico...", 1986, p.63.

168 Decentralized according to the capital, Santiago.

169 Following the entry into force of the "Royal Ordinance for the establishment and training of Intendants of the army and Province in the Viceroyalty of Buenos Aires" enacted in Madrid in 1782, which came into effect in Chile in 1786, by decree of Bourbon king Charles III (reigned between 1759-88), which establishes Intendant system throughout the Empire. Intendencia corresponds to administrative unit of colonial Spanish America. Cf. VERGARA: "Estructura de la organización descentralizada: Regiones y Municipios", 2006.

170 VERGARA: "Estructura...", 2006.

171 They thought that with greater centralization, a strengthening of the military presence and a more efficient tax collection would be achieved greater control which ultimately would result in a better exploitation of the riches of the American territories. Cf. BOISIER: "Territorio...", 2007.

However, the administrative division suffered significant changes in this period. The 2 initial Provinces increased to 3 by the first Constitution of 1811; then, they shifted to 6 Departments (which temporarily replaced the Intendencies) in 1822; after that, they changed to 8 Provinces in 1826; later on this division grew gradually, by various issued laws, bringing 15 Provinces throughout 1833 to 1889. The foregoing was reflected in the juridical structure of the State, with constitutional milestones in 1812, 1818, 1822, 1823, 1826, 1828, 1833 and 1891. In decentralization, leading Constitutions were those of 1826, 1828 and 1891, however, they had weak effects. The prominence was obtained by the most centralist initiative.

The ephemerid federal government bet impelled by Jose Miguel Infante, under the government of Ramón Freire, between 1826 and 1827 highlights in this aspect. The country was divided into 8 Provinces: Coquimbo, Aconcagua, Santiago, Colchagua, Maule, Concepción, Valdivia and Chiloé. Each Province had a provincial assembly, composed by the city deputies, elected by the people through direct voting. They had legislative and administrative powers, excluding international, business and prison relationships, which belonged to Central State. The proposal was ended by the military coup in 1827¹⁷².

The 1828 Constitution established a Provincial Assembly, composed by deputies elected by the people, with administrative and political powers, who were proposed from a group of three candidates to the executive to appoint the Intendants. However, this initiative had a short life because the greatest centralist expression in Chile was coming, which was under the ministries of Diego Portales, who is recognized as the minister who created “the order itself”¹⁷³ or “the State in form”. Portales subordinated intendants¹⁷⁴ to the central government, becoming confidence personalities of the President, by limiting their “enormous” powers that dated from the Indian period¹⁷⁵.

In the Constitution of 1891, it is suggested an attempt to reproduce the American “countries”, through the enhancement of the Autonomous Community Law. However, it resulted in a vain experience and the territorial division remained at the *portalian* position¹⁷⁶.

172 BOISIER: “Territorio...”, 2007.

173 VERGARA: “Estructura...”, 2006.

174 Gabriel SALAZAR: Construcción de Estado en Chile (1800-1837), 2005, quoted by BOISIER: “Territorio...”, 2007.

175 GÓNGORA: “Ensayo histórico...”, 1986, p.14.

176 BOISIER: “Territorio...”, 2007.

Democratic Chile

This period extends from 1925 up to date, with the interruption of the Military Regime (1973/1989)¹⁷⁷. In this period, Constitutions of 1925 and 1980 were written down, which give a step forward from provincialism to regionalism.

The 1925 Constitution was written down on behalf of President Arturo Alessandri Palma. Its main contribution to these matters was the impulse of an administrative decentralization in 25 Provinces, with the creation of the Provincial Assemblies, located in the capitals of each Province. However, the initiative did not implement¹⁷⁸.

Later, during Eduardo Frei Montalva's government, a first attempt of regionalism was carried out, where the 25 Provinces grouped in 10 Regions and one Metropolitan Area¹⁷⁹. The decentralizing speech implements under an economic context of a marked neoliberal¹⁸⁰ character and not territorial¹⁸¹.

However, the most substantive and permanent impulse in division matters is from the Constitution insertion of 1974¹⁸², during the Military Government, which was definitely set down in the Constitution of 1980. The total concentration of executive and legislative powers in the Governing Board allows assuming a restructuring of the State without opposition¹⁸³. An

177 The Military Regime is included because in this period is where the political administrative divisions are regent so far.

178 VERGARA: "Estructura...", 2006.

179 Planning Office (ODEPLAN) proposals in 1967. Federico ARENAS: "Elementos para la discusión sobre la regionalización en una institucionalidad unitaria", 2006.

180 Based on the market and a set of free prices should set the parameters for the optimal allocation of resources. BOISIER: "Territorio...", 2007.

181 Includes criteria proposed by Walter STÖHR (1969): national coverage, useful for programming and development administration, respect for administrative divisions (not break Provinces), there is at least one growth pole, internal socio-economic complementarities, existence of regional economies scales. This joined an ecological prevailing in the country (settlement areas, and consolidated metropolitan). Cf. BOISIER: "Territorio...", 2007.

182 Law Decree N° 575, published in the Official Journal on July 13th 1974. It establishes the regionalization of the country for government and state administration purposes. It goes before the Constitution of 1980.

183 In this context, the constitution of 1980 enshrines a system in the country called "neopresidencialism" looking extreme concentration of power at the head of State. Cf. Luis LIRA C.: "Globalización y territorio: el caso de la estrategia de desarrollo de la Región Metropolitana de Santiago", 2006.

adjustment to the existing regionalization was made, with a significant provincial redesign¹⁸⁴. It included the incorporation of collective social players: regional universities and the external economic openness, which allow the Region to maximize benefits according to their own natural resources, with full freedom for their disposal¹⁸⁵, which meant a big contribution to the territorial strategy. The country was then divided administratively into 12 Regions, plus the Metropolitan Region, which were subdivided into 48 Provinces and 318 Communes¹⁸⁶. The government and senior administration of each Region resided in an Intendant, a Governor in the Provinces, and Communes headed by a Mayor, all appointed by the President of the Republic¹⁸⁷.

Subsequently, the governments of the Democratic Alliance (the ruler coalition since 1990) continued with the previous territorial logic, including some modifications. Among the most significant, it is found the election of Mayors and the Councillors in the Communes¹⁸⁸ by popular voting.

However, situations of tension in some Provinces to obtain a better level of representation domestically led to changes in the Constitution in 2005, going ahead to the formation of 2 new Regions: Arica-Parinacota and Los Ríos, which came into force in October 2007¹⁸⁹. In this way, the political-administrative division of the national territory was comprised by 15 Regions, 53 Provinces¹⁹⁰ and 346 Communes¹⁹¹.

184 Proposal made by the National Commission on Administrative Reform (CONARA), 1974. ARENAS: "Elementos...", 2006.

185 BOISIER: "Territorio...", 2007.

186 Initially in 1974, under Law Decree N° 575 12 Regions plus the Metropolitan Area of Santiago were created, whose became Region in 1976, subdividing itself in 3 new Provinces (left 51 in total). This political-administrative initial division was product of the study of the National Commission of the Administrative Reformation (CONARA), which was based on the proposals of the Office of National Planning (ODEPLAN) and of the Corporation of Trade and Production Promotion (CORFO). Later in 1979 and under Law Decree N° 2.339, there were denominated the 13 Regions. Cf. BCN: "Legislación sobre regionalización", 2007.

187 While in the case of Communes the Regional Development Council appointed most of the Mayors by triplet proposal of the Council. Board. But the election came from people who had the President's confidence. Cf. VERGARA: "Estructura...", 2006.

188 Along with democratic Boards of Neighbors and other regional and functional organizations. LIRA C.: "Globalización y territorio...", 2006.

189 On March 15, 2007, President Bachelet signed the decree creating these 2 new regions, which was approved on December 19th 2006 in the National Congress. Law N° 20.175 creates the XV Region of "Arica y Parinacota" and the Tamarugal Province in Tarapacá Region. Law N° 20.174 creates the XIV Region of "Los Ríos" and Ranco Province inside its territory. Cf. BCN: "Legislación...", 2007.

190 The creation of 2 new Regions (Arica-Parinacota and Los Ríos) inserts into the administrative and political Chilean division 2 new Province, add up to make 53 Provinces to 2007.

2. Commune and Municipality: territorial scale and introductory agent of local development

Commune refers to a territorial level. In the case of local development in Chile, this has been highlighted as the most relevant scale, mainly because it is the smallest hegemonic territorial unit of the Chilean administration¹⁹² and thus, the suitable unit for the promotion of local development in the current context of globalization¹⁹³.

On the other hand, the Municipality refers to the entity in charge of local administration of each Commune. Both Municipalities and Communes form a vague unit, hard to individualize, a territorial space where the community life goes on, the satisfaction of their needs and their participation in the economic, social and cultural progress¹⁹⁴.

2.1 The formation of Communes and Municipalities

Communes in Chile found their beginning in the Indian Chile, under the form of “cabildos”, who were in charge of the local administration, the planning and the funding of local labor. They date from the foundation of the first cities. The first cabildo, the Cabildo of Santiago, was founded in March 7, 1541¹⁹⁵. Cabildos were composed by 2 Mayors (one main Mayor) and 6 Advisors (or Councillors), who made the decisions of the city administration; the Second Lieutenant, messenger and the banner bearer of the city; an Attorney, citizens manager; a butler in charge of finance; a mayor officer as police chief and mayor of the prison; a faithful executer, empowered to enforce the prices, weights and measures set; a general depositor, in charge of

191 346 Communes and 345 Municipalities, because the Communes' association of Antártica and Cabo de Hornos is administrated by Municipality of Cabo de Hornos (at 2007).

192 One could also speak of districts or sectors; however, they are bounded to the political action of the Commune.

193 As quoted Peter Drucker, who noted that globalization success is achieved more easily when it is small, this would support the thesis of local development at the community level. Cf. BOISIER: “Territorio...”, 2007.

194 Article 107 Chilean Constitution.

195 Pedro de Valdivia appointed the first members of the Cabildo of Santiago. They were appointed mayors Francisco de Aguirre (principal) and Juan Dábalos Jufre. The nominated Councillors were Juan Fernández Alderete, Juan Bohon, Francisco de Villagra, Martín de Solier, Gaspar de Villarroel and Gerónimo Alderete. Also was appointed Antonio Zapata as Butler, the Attorney Antonio Pastrana, Mayor Sheriff Juan Gómez de Almagro and Public Secretary Luis de Cartagena. Cf. HISTORIADORES: “Primer Libro...”, 1861.

goods under litigation; the penalty receiver, general fine collector; and a secretary in charge of drawing up the minutes¹⁹⁶.

Cabildos were one of the first institutions imposed in America by Spain. They were socio-political organizations dating from the city councils of Castile in the Middle Age¹⁹⁷, which watched over the well performance of the city and had jurisdiction over its territory. They corresponded to the representative entity of the community, in charge of local administration, cleaning and adornment, public health, judicial, legislative and political aspects. The cabildo worked through sessions, most of them closed, and opened sessions as it was the case of convocations to a public cabildo, where all neighbors were called to deliberate¹⁹⁸. The local authorities were indirectly popularly elected¹⁹⁹. To belong to it, the condition was to be a neighbor or an officer. Both Mayor and Councillor positions held office for a year, being allowed their reelection.

This local administration way was present in all the cities founded in Chile and continued standing throughout the years. Therefore, the political territorial administrative scale was originated with the constitution of the cities and its subsequent local authorities. However, the foundation of cities in Chile was a process that is far from Europe understands²⁰⁰. Instead of a development that arises by demands internally to externally, in the Chilean case, development was externally to internally. The cities came from an occupation need. Mostly of the time they represented a strong but small group of Spaniards and auxiliary Indians, who often stayed in absolute helplessness. Cities founded and later destroyed, either by earthquakes or by violent Indians' attacks²⁰¹.

196 Julio ALEMPARTE: *El Cabildo en Chile Colonial, 1940*. In Spanish: Alcaldes, Regidores (concejales), Alférez Real, Procurador, Mayordomo, Alguacil Mayor, Fiel Ejecutor, Depositario General, Receptor de Penas and Escribano, respectively.

197 CABILDO, 2007.

198 For example: in the case of collective danger.

199 Citizens elected by popular vote to Councillors who chose the Mayor. This was the rule, however there were several cases of perpetual Councillor, appointed by the Governor. Even during the XVII and XVIII century Crown sold these positions to the highest bidder.

200 The beginnings of the medieval city, where the population met for security commerce reasons, as Max Weber says, and the observations of Alexis Tocqueville on the historical formation of New England in the XIX century (which were later adopted by the rest of United States), agree Communes established under which sovereignty resides in the citizenry, consisting of direct democracy which were resolved and the everyday needs of society as well as legislative powers. Cf. Hartmut HÄUBERMANN: "La ciudad europea", 2007; BOISIER: "Territorio...", 2007.

201 Among the 10 founded cities by the Spaniards in the second half of the XVI century, 7 were established in the south: Concepción, Angol, Cañete, Imperial, Villarrica, Osorno, Valdivia, and 2 in the north: La Serena and Valparaíso. Between 1554 and 1598, southern urban system experiment strong growth, as well as in production and trade, and as civic and institutional. But the great Indian uprising of 1598 and the following military disaster occurred in Curalaba caused the destruction of these 7 south cities. Cf. BOISIER: "Territorio...", 2007.

It was not until the XVIII century, where the demands of the national bishop²⁰² together with the Bourbons' reforms impel the revitalization of urban policies. The aim was to articulate the administration, justice and church²⁰³ around the urban centers. This way, it encourages the foundation of new villages, as the relocation or reconstruction of those affected by earthquakes. Improvement is being made in transportation between cities and urban centers have better health services, education, security and infrastructure. However, the confluence of the population in villages was difficult, due to the poverty of the rural population, the uncertainty that generated this new lifestyle and the considerable distance between workplaces in mines, ranches, farms as compared to the villages. Nevertheless, these initiatives fostered roads, contributing to communications, the commerce and hindering the isolationist trend from the farms²⁰⁴.

Therefore, Chilean cities were consolidated, where it began to practice the real community life and thus reinforcing the development stage in the localities served by local cabildos. This administrative and political system during colonial Chile had essential influence in terms of administration, planning, investment and financing. For instance, in investment of public works, together with several forms of financing that included directly the beneficiaries²⁰⁵.

At the beginning of the Independence, local authorities played a foremost role as the scenario where were joined patriotic creoles feelings. During the Republic, Cabildo remains as the administration and local management unit, although it was protagonist of constitutional reforms, sometimes in favor of local flourish and others times against it.

First events were perceived in the authoritarian and centralist Constitution of 1833²⁰⁶, where fundamental Communes' powers were maintained, as the Mayor's election by direct voting, its autonomy and amplest prerogatives in health, education, social and public works matters. However, they were subordinated to the Intendant, Governor or Subdelegate's decisions.

202 In 1699 the bishop of Santiago, Francisco Gonzalez Puebla warned the lack of formalized peoples, and the dispersal of population, performing it as a prejudicial situation to evangelism, justice, and incentive entertainment. He proposed a plan for uniting the people through the formation of a village of Spaniards in each curato (territorial division church which is under the spiritual jurisdiction of a priest or pastor), which should take up residence all inhabitants of jurisdiction. Governors Santiago Concha and then José Manso de Velasco, who poured their management around the building villas, welcomed the initiative. Cf. BOISIER: "Territorio...", 2007.

203 Santiago LORENZO: *Origen de las ciudades chilenas: las fundaciones del siglo XVII*, 1986, quoted by BOISIER: "Territorio...", 2007.

204 BOISIER: "Territorio...", 2007.

205 María Angélica FIGUEROA: "Régimen jurídico de la Construcción de Obra Pública en Chile hasta s. XVIII", 1983. Quoted in GUZMÁN: "El gobierno local...", 1998, p.31. Also in Eugenio GUZMÁN, et al: "Democracia y gobierno local", 1998, p.62.

206 Drafted by Mariano Egaña requested by Diego Portales, as seen above.

Nevertheless, after the Civil War in 1851, several of these Commune's powers were restricted by the Municipalities' Organization and Attribution Law of 1854, enacted by President Manuel Montt, who appointed the Provincial Governor²⁰⁷ as the president of the Municipality, making fall all final decisions of the local administration at the Intendency²⁰⁸.

New changes in the local administration are seen in the Constitution of 1925, under the creation of Municipalities as public juridical persons, with private competences²⁰⁹ and origin autonomy (because Councillors were elected by popular direct voting, and they chose the Mayor²¹⁰). However, from 1942 the Municipalities' attributions were restricted drastically transferring all of them into centralized entities²¹¹.

The following reforms of the Communal Administration²¹² date from 1976 under the Organic Municipality Law, such as Article 1st which noted textually how "*Municipalities are institutions of public rights, functional and territorially decentralized.*" However, Mayors were appointed by the President of the Republic and from the financial point of view, Municipalities' duties were subject to the Central Government decisions.

Twelve years later Law N° 18.695 Organic Constitutional of Municipalities²¹³ is created, which sets down the main municipal attributions in effect as of this date. It defines Municipalities as "*autonomous corporations of public right, with legal personality and own patrimony, which is intended to meet all local communities' needs and assure its participation in the economic, social and cultural progress of the respective Communes*"²¹⁴. Thus, they constituted juridical persons, which are functionally and geographically decentralized from the Central Administration. They are comprised by the Mayor, which is the maximum authority; the Council Board²¹⁵ and by a Communal Social-economic Board²¹⁶. Emphasizing its private functions²¹⁷:

207 Appointed by the President of the State.

208 BOISIER: "Territorio...", 2007.

209 It refers to competencies that are just for themselves.

210 Except in the big cities where they were nominated.

211 VERGARA: "Estructura...", 2006.

212 Decree Law N° 1.289, in 1976.

213 Official Journal of March 31st 1988.

214 In Article 107 of the Constitution Law in paragraphs 1° and 2°, and in Article 1 of the Law N° 18.695 Organic Constitutional of Municipalities.

215 This Council is normative, regulatory solution and prosecutor. It is responsible for the effective participation of the local community and to exercise the powers conferred upon the Law. The number of Councillors depends

- To apply provisions on public transportation and traffic in the Commune, according to the laws and the technical standards given by the relevant ministry
- To apply provisions on construction and urbanization, according to the laws and the technical standards given by the relevant ministry
- Planning and Urban Regulation of the Commune and preparation of the Regulatory Plan, according to existing laws
- Cleaning and ornament
- Promotion of the community development
- Elaboration, approval and modification of the plan of community development

The Mayor was designated by the Regional Development Council, after the Community Development Council proposal, but in many places, he was appointed directly by the President of the Republic.

Nevertheless, subsequent constitutional and legal reforms between 1991 and 2002 deal with those points. The aforesaid Communal Administration's attributions remained, where the role of the Municipality continues as a service provider and regulator of certain areas of the communal life. But both the Mayor and the Councillors are elected by direct voting²¹⁸, by the people registered in the Commune Electoral Registry. They hold office for 4 years. The Mayor has also the power to summon a plebiscite the local administration matters, as he deems necessary. Finally, the Municipality has the function of adopting the necessary steps to improve the conditions and quality of life of the citizenry, overcoming deficiencies, solving problems and giving rise process of change, pursuant to the development opportunities offered by the Commune²¹⁹.

on the number of electors in each Commune. It is elected by direct vote, under a proportional representation system. Cf.: Article 62, Law N° 18.695 Organic Constitutional of Municipalities.

216 The Communal Social-economic Board is composed by representatives of the local community organized and is a consultative body of the Council.

217 VERGARA: "Estructura...", 2006.

218 Municipal Elections of 1992. LIRA C.: "Globalización y territorio...", 2006.

219 MIDEPLAN: Metodología para la elaboración de Planes de Desarrollo Comunal, 2002.

2.2 Agent of local development: the Municipality

In relation to development and after identifying the Municipality as its main promoter, it is required to make a clear distinction between actors and agents²²⁰, in order to avoid confusion and to clarify roles. First, the actors correspond to all individuals who composed the “local” aspect, i.e. its internal or endogenous background, along with those who produce external stimuli affecting development in any way, making reference to the concerning open process²²¹. Boisier defines territorial actors as those who interact among themselves to develop the economy and society of the territory²²².

On the other hand, development agents are those actors who have a wider view of the system in which they are immersed and they have power²²³ competencies for development process. Hence, they interfere directly on the process and they are able to integrate projects in the logic of the territory, which either respond, identify and give priority to the needs of local actors, merging their interest²²⁴. It is up to persons who have real development influence, such as local, public and private operators, who seek for individuals, corporative or collective interests. Together they will be the actors of social participation in territorial management.

Agents may be classified into two groups, according to their professional level. First, there are professional agents, who have specific skills professionally learned; they make activism their permanent way of life. On the other hand, there are those agents that are not professionally dedicated to impulse development, but they have influence on it, by virtue of their power. Power may have different origins, either by wealth, political position or due to their insertion in the structure of social organizations²²⁵.

220 As quoted by Alan Touraine and Jose Arocena, BOISIER: “XXXI Reunión de Estudios Regionales AECR: iniciativas, roles y actores para el desarrollo regional”, 2005.

221 “Local” means an open system, which brings together energy to and from inside and outside. BOISIER: “Desarrollo (local): ¿de qué estamos hablando?”, 2004, p.12.

222 Sergio BOISIER: “XXXI Reunión...”, 2005.

223 Power lies in the asymmetric control of a socially scarce resource. Sergio BOISIER: “El “imbunche” en la política del estado chileno: una visión crítica de la descentralización territorial y política. La dialéctica descentralizadora, el lenguaje social y la cultura chilena”, 2007, p.7. It refers to individuals who have power and thus ability to influence the course of events, giving them some accurate directionality. Current sources of power are: the political position, money, knowledge, moral prestige and force. Sergio BOISIER: “Conversaciones sociales y desarrollo regional”, 2005, pp.45-46.

224 Sergio BOISIER: “Epistemología y axiología en los procesos territoriales de cambio: conocimiento y gestión territorial”, 2006.

225 BOISIER: “XXXI Reunión...”, 2005.

At the local level, professional agents are those who create and enhance local value²²⁶. They reinforce the technical capacity, the actor's structure and the social capital²²⁷. This means the definition, management and technique of development projects that promote, specify and value the local growth potential. The foregoing promotes the innovation, efficiency and quality, while gathering actors in the territory, both locally and regionally, as national and international²²⁸.

Traditionally in Chilean experience, the local development agent was a mixture between the local administration and the Central State. Nevertheless, the history of local administration and the macroeconomic crisis, the regulatory strategies and globalization lead to the true change in the local development²²⁹. In this new scenario, the role of the State is relegated a little, undermining its outer sovereignty and inner regulation aspirations²³⁰. This way, the Municipality, the smallest political-administrative unit, is recognized as the local development agent. Rofman states that Municipality is privileged over those who have decision power in the regional or national level under the assumption that no one is better prepared to formulate actions that lead to shape the socioeconomic system's destiny as those who are linked by proximity and knowledge, to the main process forming part of the construction of their residence area²³¹.

However, the need of continuing decentralizing the Central Government functions to transfer them to local governments refers to the subsidiarity principle²³². This principle puts forward people's will, a key element to give coherence to a democracy-based system and to generate sovereignty, governance and legitimacy²³³.

226 Cristina GIRARDO: "La conceptualización y profesionalización del Agente de Desarrollo Local", 2006. Boisier adds that in this final level organizations, institutions (laws, rules) and procedures become more impersonal and insignificant, so that as the territorial level decreases, its significance increases. Cf. BOISIER: "Desarrollo...", 2004.

227 The term social capital means features of social organization, such as trust, norms and networks that can improve the society efficiency by facilitating coordinated actions. Robert PUTNAM: *Making democracy work*, 1993, p.211.

228 Enrique GALLICCHIO: "El desarrollo local: cómo combinar gobernabilidad, desarrollo económico y capital social en el territorio", 2006, p.63.

229 Marta DIAZ DE LANDA: "Los nuevos supuestos del desarrollo local y la estrategia del desarrollo regional", 2006, p.95.

230 DIAZ DE LANDA: "Los nuevos...", 2006, p.95.

231 Alejandro ROFMAN: "El enfoque del desarrollo local: conflicto y limitaciones", 2006, p.38.

232 Subsidiarity State role refers to State should take over the functions and tasks that no other instance of society, individuals or organizations can take, and to correct externalities problems, in which profits and losses are not directly collected on who performs a given action. As decisions closer to people, government externalities' risks are lower. Cf. Carlos CÁCERES: *El Gobierno de las personas: políticas para el Gobierno Local*, 1998.

Once Municipality was defined as the main agent of local development, its management raises public agents' challenge to strengthen horizontal relationships and to create connections among the heterogeneous set of actors. For this purpose, it is necessary to reach agreements to promote the complement of efforts between the different actors, as their commitments' institutionalization²³⁴. Elements such as participation, effective deliberation mechanisms and the liability of the strategic actors involved became constituent elements of the capacity of the local society to implement a feasible and consensus development policy²³⁵.

Therefore, the incorporation of new actors in the local management goes ahead better identification of the demands and a most appropriate definition of local political objectives, improving the management's efficiency and effectiveness²³⁶. Finally, since Municipalities are the closest entity of the State to citizens, they represent an important bond to the democratic system. In this way, it is crucial to improve their management, developing new techniques and incorporating methods and procedures that recognize the changing nature of social, political and economic phenomena²³⁷.

3. Local development tool: Local Agenda

In the preceding paragraphs, it was stated that local development process requires the definition of a territorial scale and a promoter. However, the actions to emerge development must be combined in an instrument-document containing the development strategy for the locality, where objectives, guidelines, officers, partners, horizons and resources can be joined. This corresponds to the local agenda, which in the Chilean case concerns the Communal Development Plan.

233 Gallicchio exposes local development improved governance at all levels, because it gives both government and power in people's scope; it retrieves the link citizen-government (legitimacy, credibility); and it suggests citizenship's closeness with problems and decision-makers may allow an improvement of democracy. Cf. GALLICCHIO: "El desarrollo...", 2006.

234 CRAVACUORE: "La articulación...", 2006.

235 CRAVACUORE: "La articulación...", 2006.

236 CRAVACUORE: "La articulación...", 2006.

237 MIDEPLAN: Metodología..., 2002.

3.1 Introduction to the Chilean local development plan: PLADECO

The Communal Development Plan²³⁸ is the main planning and management instrument of the municipal organization. Its central objective is to contribute to an efficient administration of the Commune and to promote initiatives and projects aimed to impulse the economic, social and cultural progress of its inhabitants²³⁹. In turn, it is a diagnostic instrument of the base situation, an order agent of the Commune's future vision and a tool for coordinating the investment to keep on this target²⁴⁰.

This Plan forms a continuous process of analysis, deliberation and decision-making, which gathers technical aspects, political negotiations, economic interests and social demands. The motivation for formalizing this process into a specific instrument is to register commitments and social agreements to achieve the Commune development goals²⁴¹.

The Communal Development Plan is established in Law N° 18.695, the Organic Constitutional of Municipalities²⁴². Article 7 defines it as *the leading development instrument of the Commune, which will consider actions to meet local community needs and to promote its social, economic and cultural improvement. Its minimum term will be 4 years without necessarily coinciding with the municipal authorities' office, whose were elected by citizens. Its execution must be submitted to a periodic evaluation, giving place to the corresponding adjustments and modifications. In its preparation and implementation, both the Mayor and the Council will have to take into account the citizen's participation and the necessary coordination with other public departments operating in the communal field or exercising competencies in such field*²⁴³.

Thus, the Communal Development Plan is defined in the Chilean regulation. The first private function of the Municipality in its territory field is to elaborate, approve and modify the Communal Development Plan, whose application must harmonize with the regional and national plans²⁴⁴. Therefore, the Municipality is responsible for the Plan²⁴⁵, through the Mayor and the

238 PLADECO, in Spanish: "Plan de Desarrollo Comunal" o "Plan Comunal de Desarrollo".

239 MIDEPLAN: Metodología..., 2002.

240 SUBDERE: Firma de convenios para la actualización de PLADECO, 2007.

241 Web Tools of Planning. In www.serplacsantiago.cl/faq/inst_planificacion.php .

242 Article 6, Law N° 18.695 Organic Constitutional of Municipalities.

243 Article 7, Law N° 18.695 Organic Constitutional of Municipalities.

244 Article 3, Law N° 18.695 Organic Constitutional of Municipalities.

245 Article 3, Law N° 18.695 Organic Constitutional of Municipalities.

Council Board. However, Law also stipulates that the Regional Governments' task is to advise Municipalities on the formulation of their development plans and be aware of them²⁴⁶.

Among the municipal entities in charge, it is stated that the Communal Office of Planning must advise the Mayor on the preparation of the Communal Development Plan²⁴⁷. The Mayor, as the maximum municipal authority, must submit it for the approval of the Council Board²⁴⁸. Moreover, he must annually report on the actions to comply with the Plan, as well as the medium to long-term goals and objectives preview²⁴⁹. The Council takes charges of supervising and it can hire an external audit²⁵⁰. The Mayor can also make a public plebiscite about investments, approvals or modifications of the Plan²⁵¹.

According to the Law, it is established that PLADECO is a decision-making instrument whose purpose and scope will be well defined as far as it fulfills the following features²⁵²:

- Allow to anticipate future situations and to admit periodic adjustments to originally planned policies and programs
- Contribute to the community debate, stimulating the citizen participation in the main development initiatives and proposals
- Constitute an "action guide" providing coordination of actions for the public sector and orienting actions for the private sector
- Allow to connect everyday Municipality decisions with the development strategic objectives in a medium and long term
- Be an effective management tool, supported by coherent policies and programs that accomplish well based annual budget

PLADECO should gather all different actors, such as Regional Governments, neighboring Municipalities, sectorial ministries, communal public services, local businessmen, potential internal and external investors, neighbor organizations and diverse territorial boards²⁵³. PLADECO emerges as a consensus instrument for answering social demands and coordinating actors and institutions.

246 Article 16, Law N° 19.175 Organic Constitutional about Government and Regional Administration.

247 Article 21, Law N° 18.695 Organic Constitutional of Municipalities.

248 Article 56, Law N° 18.695 Organic Constitutional of Municipalities.

249 At the latest in April of each year. Article 7, Law N° 18.695 Organic Constitutional of Municipalities.

250 Article 80, Law N° 18.695 Organic Constitutional of Municipalities.

251 Article 99, Law N° 18.695 Organic Constitutional of Municipalities.

252 Article 7, Law N° 18.695 Organic Constitutional of Municipalities.

253 MIDEPLAN: Metodología..., 2002.

3.2 PLADECO features

From Law, it can be seen the following five guidance principles, inherent to planning and management development process of modern and democratic societies²⁵⁴:

Participation

The primary interest of the development planning is to answer the needs, aspirations, interests and wills insert in the Commune, so participation is a key element. Therefore, growing opportunities will generate to achieve a better quality of life and wellbeing, which will respond to a future belief shared by its members.

An effective participation materialized in the concurrence of different actors presupposes the recognition of diverse interests and approaches. Accordingly, it enhances the diagnoses process, the identification of the community mission and the characterization and solution of local problems, which are the base of empowerment, governance and legitimacy of the Plan.

Flexibility

The Plan must have the capacity to adapt itself timely to social, political and economic changes that affect the Commune. This way, the purpose is to have objectives that are consistent with the current reality of the Municipality inserted in the national scene. A Plan's periodic revision allows the adaptation to the changing reality of the locality, the incorporation of uncertainties, as well as overcoming the planning's shortcomings. Flexibility is the principle that responds to the complexity of the process.

Coherence

The Plan must get the articulation of guidelines, policies and programs to promote in a locality, so as to generate a consistent set of ideas through complementary experiences.

The Plan needs internal coherence, i.e. a logic articulation among objectives, guidelines and programs. On the other hand, the external Plan's coherence is essential with other planning and management tools affecting the Commune, such as the Regional Development Strategy, the

²⁵⁴ Those principles are extracted from the methodological proposal for the elaboration of PLADECO and MIDEPLAN 2002, as representation of the Law N° 18.695 Organic Constitutional of Municipalities. They are also defined such as PLADECO's characteristics in www.serplacsantiago.cl/faq/inst_planificacion.php .

Regulatory Communal Plan, the sectorial plans and neighboring Communes' plans in shared matters.

Strategy

Since development is a process that materializes in time, under the permanent action and alliances among actors, the strategic planning searches to join consensus and the way to approach them.

Therefore, the thread of development lies in the mid and long-term communal mission, which responds to the vocation that the comunards expect from the locality. However, the Communal Plan must include short- and mid-term guidelines located in this long-term vision.

Operation

The Plan must recognize the citizens' wills, transforming them into policies, plans and programs according to the compliance of consensus objectives. As a coordination and management tool, the Plan represents an agreement that collects and sorts different action initiatives to accomplish the strategic objectives. Therefore, it should be a simple and guiding tool, which will be certainly effective while it responds to the just aforesaid principles.

3.3 Description of the current methodology

PLADECO does not respond to any methodological formality, neither to basic included items. The aforesaid five principles just deduce from the Law, which must be reflected on every Communal Development Plan.

Each Commune has to develop its Plan according to its own requirements, estimations and convenience. Nevertheless, Chilean Government has been interested in keep the PLADECO and to be effective, so as to ensure a minimum planning of development at local level. Therefore, there has been concern by the Planning and Coordination Ministry (MIDEPLAN)²⁵⁵ as the Ministry of Internal Affairs, through the Subsecretariat of Regional and Administrative Development (SUBDERE)²⁵⁶ to verify and evaluate the effectiveness, relevance and implementation of the Plan.

255 This function is clear from the Chilean Law N° 18.695, according to the Communal Planning Department responsibility on the Plan. Cf. Article 21, Law N° 18.695 Organic Constitutional of Municipalities.

256 This is because the Chilean Law N° 19.175 liable to Regional Governments for the Development Plans of their Communes. Cf. Article 16, Law N° 19.175 Organic Constitutional about Government and Regional Administration.

Different studies, requested by these institutions, have identified present common patterns in the Plan that originates proper situations and recommendations to the best result of PLADECOS.

The last document prepared by MIDEPLAN takes on a higher relevance. It corresponds to the methodological manual as a guide for the preparation of PLADECO²⁵⁷. This Manual states a following-up on existing methodologies and elaborates a series of basic proposals for preparing the Plan. It proposes the incorporation of economic development, social, land demarcation, public security, public services and environment matters. These included with varying intensities, depending on the effect and autonomy of the Municipality in the different matters. It suggests the Plan must include five main elements:

- Current situation and prospects
- Objectives
- Strategic guidelines
- Policies
- Programs and projects
- Pluri-annual investment plan

This same study performs the recognition of the used methodologies emphasizing nine methodological documents, from which arise general characteristics and conclusions. Within the common elements it is noticed that all stands out for the diagnosis phase of the Plan, as an exhaustive process of collection and analysis of considerable amount of information and data from many themes. Moreover, they appeal for a planning exercise to medium and long-term, describing in some particular cases, methods, procedures, and activities for its preparation. The methodologies also insist on the importance of the participation of the community in the preparation of the Communal Development Plan, without delving into the definition of methods and ways, nor in the responsibility of the citizen participation in the Communal management. Finally, it is observed the use of a “common language” that shares basic elements according to the community development planning, which constitutes an important starting point to achieve more complete and adaptable methodologies to new realities.

On the other hand, regarding SUBDERE’ suggestions, a recent study²⁵⁸ recommends to include the following attributes which should be contained in PLADECO to be considered as a relevant Municipal practice:

- Awareness previous stage
- Active participation, both staff members and community
- Distribution
- Validation
- Consistency with other planning tools

257 MIDEPLAN: Metodología..., 2002.

258 SUBDERE: “Selección de buenas prácticas del plan municipal en su modulo básico”, 2005.

- Assessment

And in terms of content, the PLADECO must contain:

- Prospective diagnosis
- Future vision goal
- Strategic guidelines
- Projects' portfolio (responsible and financial aspects)
- Indicators

Both institutions, MIDEPLAN and SUBDERE, have led the support for local planning. The recommendations are similar; however it stands out that these institutions do not work together, combining efforts in local development. This also shows the lack of a hegemonic entity of the Plan at a country level, which seeks to unify standards²⁵⁹ and to facilitate its formulation in those Municipalities with limited skills. It also misses the promotion of transferences and learning about emblematic experiences, as the inter-municipal partnerships.

3.4 Methodology's inefficiency

Each one of the aforesaid principles is fundamental to achieve an effective and efficient planning, coordination and management of development. However, reality is far from theory and this has been reflected in poor conditions of local development community.

Several studies show that position. The MIDEPLAN report²⁶⁰ specifies the shortcomings found in the used methodological guidelines. It emphasizes the deficiencies found in the different stages of the Plan's preparation.

The first remark has to do with the extension of the diagnosis stage. This one instead of collecting essential questions in order to detect possibilities and obstacles for the development of the Commune, it has been transformed into a stage of excessive specification, consuming a large amount of resources. The information excess, not necessarily analyzed and related with the rest of the Plan, it affects the inadequate preparation of the instrument.

Another problem has to do with the duration or effectiveness time of PLADECO, where are established goals, guidelines and policies for a particular stage. The planning horizon it is not linked with holding office of the Mayor. This violates the democratic principle of local administration, where the elected Mayor must continue with the previous planning, restricting its new management.

²⁵⁹ Indeed, recognizing and promoting particular identities.

²⁶⁰ MIDEPLAN: Metodologia..., 2002, ANEXO 3.

The definition of the Plan's policies and their role inside the strategic development proposals are weak. Moreover, it expresses scarce definition and guidance on how to approach the matters and subjects related with the stages of strategic vision and investments schedule.

Regarding the participation process, the introduction of methods, forms and useful experiences is poor, especially all those efforts that seek continuity and responsibility from citizens in the communal management. Basically, it includes participation in the diagnosis stage or until the formulation of the object image and the communal goals, where citizens interfere to validate the achieved results. Partnerships along with Municipalities are not incorporated in the communal vision stage.

In general, documents do not provide a guide or a way of defining which themes must be included in the Development Plan and the reason why. This restricts more comprehensive or adequate analysis to the specified characteristics of each locality.

Finally, it is noticed that methodology documents have general proposals about themes and stages of the PLADECO formulation method, which tend to be too wide so they do not set the detailed criteria and methods allowing guiding Municipalities with low technical capacity to prepare the Communal Development Plan.

A similar study prepared by the Geographic Institute of the University of Chile made measurements of PLADECO's effectiveness in different Communes of the Metropolitan Region. Through an indicator system, the result of a series of questions seeking to identify the compliance with the five principles, it is revealing shown that inefficiencies indicators go from 42% and 79%. The compliance' scores shown in the analyzed documents are as follows²⁶¹:

- Participation → 37%
- Flexibility → 58%
- Coherence → 21%
- Strategy → 58%
- Operation → 59%

The most critical case is in terms of coherence, which explains the insertion difficulties of PLADECO in the structure of communal planning, as it mostly responds to a sectorial logic. This steers deficiencies in coordination, both in the inside administration and in its relation with the policies and programs of the Central and Regional Government. However, it is shown a slight consistency within intra-communal instruments, but at Provincial, Regional or Central level, those connections decrease notoriously.

261 GEOGRAFÍA: "Evaluación de los Planes de Desarrollo Comunal PLADECO", 2006, elaborated by students of the Geographic Institute of the University of Chile. Aggregation and interpretation of the corresponding results is author's elaboration.

Subsequently, the precarious plan participation is appreciated. It corresponds to informative and consultant processes rather than participation itself, i.e. that it works as a permanent dialogue process with design, preparation, assessment and responsibility functions of the community. There is incorporation of the population mainly in the diagnosis stage or until the formulation of the object image and communal objectives. It is not clearly expressed a participation strategy, neither selecting who should participate.

Flexibility, strategy and operation principles are alike; however, they are still very weak. The common factor is the insufficient evaluation of the process itself, which leads to a limitation of revising and updating the plan during and after its preparation. This shortage threatens the adaptability and flexibility, as well as its operation and the adequate future vision, altogether fundamental for the plan success. It may give an account of the complex and changing reality, which reflects problems and changing demands of citizens.

Finally, there is a broad consensus at the political stage, according to the inefficiency of PLADECOS. Various interviews with officers from local, regional and central administration employees merge comments about it. All of the foregoing leads to a special interest to reinforce the local planning and management instrument, as a basic tool for development.

Conclusion

Chilean historic path shows the falter course for promoting local development. Origins, traits and foundations finally repair an empowered relevance. This has led to understand the development as a territorial and decentralized process, executed by the people in their places, who are the potential and where the human person is understood as the end and beneficiary.

The recognition of more variables in development has led to the inclusion of several factors in pursuit of a broader process. Nevertheless, traditional system of local development management continued to be the challenge of the complex inclusion to answer people's interests. In order to achieve this goal, among other ways, the limits of the concept of development are expanded, turning the process into its own beneficiaries and therefore, affecting on the improvement of quality of life of the citizens that live in a locality, responding to their own interests, intuitions and objectives, and making them part of the process at all levels.

Local governments are the actors liable for fostering the development process, they require new ways of political actions to respond to these new challenges. This needs a redesign of qualitative, simple and flexible tools. The foregoing leads to the need of intervention by the Chilean Local Agenda for the local development, the PLADECO, so that responds to its primary function and fit these standards already infused into the social structure.

III. PROPOSAL: THE MAYOR'S COMMUNAL
DEVELOPMENT PLAN



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1. Proposal

The research and bibliographical review of local development issues and their particular situation in the Chilean context, raises essential questions regarding the promotion of the local development instrument. Local management has determined the need to include experts, politicians and civil society in the political decision making process when there are “*uncertain facts, values in dispute, high stakes and urgent decisions (to be taken)*”²⁶². In these cases, the issue of how to “improve” the quality of the political process must be jointly tackled by the different stakeholders who make up the territory.

Recapping the previous chapters, it has been shown that the human being is currently the target and beneficiary of local development. Furthermore, development is a territorial process, which should necessarily be decentralized and carried out by local people. Thus, it boosts “local” development. But in this regard, the traditional system of local development management in Chile continues facing the challenge of including complexity. This promotes new political action paths for redesigning qualitative, simple and flexible instruments to manage local development. Considering the respective context, it involves the need for intervention in the Local Chilean Agenda: the “Communal Development Plan” (hereinafter PLADECO²⁶³).

Therefore, this proposal mainly aims at reinforcing the Chilean planning and management tool for local development, PLADECO, through the legitimacy of the process, so that it represents the Mayor's action plan, picking up on short and medium term community needs and respecting a regional framework.

The proposal seeks to support the decision making process, which is performed during the development of the local agenda (or local Plan) in each Municipality. Thus, it must respond to a design and implementation process with assessment and legitimate tools that consolidate the decision taker's role and improve governance. Moreover, the process should identify the affected groups and summons them, achieving citizen participation in order to strengthen the agenda, promoting plans and programs that represent real local needs. In this way the process should improve its transparency and reduce the uncertainties of local public policies. So, the proposal has to promote a local agenda that is flexible, efficient and representative of the current Mayor's administration.

262 FUNTOWICZ et al.: “Post-Normal Science”, 2003.

263 PLADECO = Plan de Desarrollo Comunal, in Spanish. Cf. Chapter 2, 3.1.

The project affirms that this must be an ongoing analysis, reflection and decision-taking process which merges political negotiations, economic interests and social requirements. The purpose of the study is to follow these guiding principles with efficiency and effectiveness in the definition of the Plan.

In order to be coherent with the epistemological statement, the proposal must, on the one hand, explore the quality of the information it processes in order to determine the substance of its results. Hence, an analysis of the PLADECO drawing up process must be performed to enable determining the relevance of the plans and programs for the community within the regional context.

On the other hand, the generation of the instrument must be the result of a multi-disciplinary effort, which will enable tackling more aspects of the complex development process and thus diminish uncertainties by contributing points of view and experiences from different specialties. The result will therefore be a development instrument that reflects complementary standpoints, enabling easier insertion into local reality and contributing greater resources to the decision making process.

1.1 Methodological insight

Taking into account the PLADECO shortcomings, which were set out in the previous chapter, the proposal starts by defining PLADECO as the Mayor's agenda. In this regard, the first requirement is that the Mayor has to lead the construction of the Plan, setting up and motivating a team to work with him. Therefore, it is essential for the Municipality's team to carry out the planning process on its own, so that it is effectively its "own", eliminating the common practice of outsourcing it.

The second point derived from the above is that it is important that this plan should be the result of a dynamic, changing, flexible "process" that pursues a central short and mid-term theme (not more than 4 years, which is the length of the Mayor's term in office), but which is capable of adapting to variations and contingencies. However, the Municipality is part of a specific context, both territorial and administrative. Hence, the conceptual framework of a Commune starts with the idea that it is part of a regional project, due to which the plan must in the long term be subject to a broader development strategy that takes into account the views of the Municipalities it covers. This coordination will boost synergies between them and enable continuity in the pursuit of a broader future objective.

Moreover, after an election campaign, the Mayor and his team are thoroughly acquainted with the Municipality; they are familiar with its weaknesses, the people who live there, their needs and aspirations, their strengths and the opportunities being generated. This makes them "experts" on

the realities of the Municipality, in the sense that they have acquired knowledge that enables them to formulate correct and concrete ideas in this regard. They may not have precise data or exact figures on certain situations, but they will certainly be aware of what requires further diagnosis.

The above leads to another important point, which is that the Plan should not be primarily a detailed diagnosis and history of the Municipality, a regular occurrence in the PLADECOS²⁶⁴. For it to be in effect a development plan, the PLADECO must contain strategies and actions to be performed, one of which could be a diagnosis. But in order to be able to dispense with a detailed diagnosis, it is necessary for those engaged in the planning to be familiar with the Commune and to have first-hand experience of its problems, needs, strengths and opportunities. This, once again, reinforces the idea that it is the Mayor's own team that should draw up the Plan in their capacity as local experts.

But the mere judgment of a municipal team will not in any way suffice for drawing up a successful Development Plan. This partial knowledge must be complemented by seeking out other sources of information. This evidences the importance of conducting a survey of ideas arising from local insight, i.e. the community. Incorporating their experience and particular history as part of the Municipal challenge makes the Plan a shared and legitimate project. This enables better insertion of the complexities of the different dimensions that coexist in a Commune and reducing uncertainties. Thus, participation plays a crucial role in the formulation of proposals.

Nonetheless, the participation required is not by any means an expression of citizens' demands, but rather it is necessary to involve citizens in the development process itself. In order to achieve this, it is necessary to change the participation focus, replacing the "demand" practice with "proposals", thus increasing the degree of participation. Furthermore, in order to achieve real commitment and use local insight to advantage, the inhabitants of the Commune must be involved in the different stages of the planning process. They can contribute valuable insight regarding the possible risks associated to different initiatives that are drawn up, once again complementing the knowledge of the municipal team in performing their task. It is essential to progress towards different degrees of participation²⁶⁵ so as to create a more active society and citizens more aware of their civil responsibilities and the fact that they are fundamental stakeholders in the future of the Commune.

Finally, the proposals submitted by both the municipal team and the community can, in certain circumstances, be beyond any real possibility of execution. The technical and financial feasibility

264 Cf. Chapter 2, 3.4.

265 Five types of participation are defined: information, consultation, co-management, delegated power and self reliance, from lower to higher degree of complexity. Cf. SUBDERE: Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO), 2009, p.46.

of such actions must be analyzed and their real possibilities of execution evaluated, possibly revealing new available opportunities that had not been previously considered.

Given the above, a proposal has been drawn up for the PLADECO which follows the five main guidelines included in the Municipalities Law, namely: strategic, coherent, flexible, participative and operative²⁶⁶.

1.2 Methodological scope

The proposal seeks to include eight consecutive actions²⁶⁷, which incorporate the challenges presented. Such actions are detailed below:

i. PLADECO's political deployment

The first action to be considered for achieving the project's objectives is that the Mayor must recognize the PLADECO as the main common development project, taking into account all the studies, plans and programs to be developed during his term in office. To do this, it is necessary to install the PLADECO politically by means of a series of activities whereby the Mayor considers this Plan to be the Municipality's work agenda and communicates it to his team. The Mayor must begin by establishing a framework of political action for the development of the Commune, in which he sets out priorities or expectations regarding the future thereof through the construction of a strategic vision of the future. Furthermore, he must set out the administrative and technical terms and conditions to develop the Plan, defining the expected terms, resources and products. He must then submit the PLADECO to his team as the Municipality's work agenda. To do this, he must assemble and motivate the staff that participates in the management of the Municipality, communicating these challenges to them so that they act with clear intent in the pursuit of an objective that will take the Commune along a favourable path to sustainability. This stage is the starting point for the drawing up of the PLADECO.

→ **Key question:** What do I expect the Commune to be for its inhabitants in future?

²⁶⁶ Cf. Chapter 2, 3.2.

²⁶⁷ This means that once the first action is finished, one goes on to the second one, and so on successively.

ii. Updating of the communal diagnoses

The purpose of this stage is to identify what is going on in the Commune, its current strengths, opportunities, needs and weaknesses.

The majority of PLADECOS include a very exhaustive diagnosis stage that takes up time and financial resources. To the contrary, the project proposes separating the diagnosis stage from the Plan design stage and incorporating a considerably shorter diagnosis stage, encouraging the inclusion of qualitative information and updating quantitative data. In order to do this, the proposal relies on the experience and knowledge of the municipal officers.

This stage is based on the assumption that there is a municipal diagnosis in the majority of cases, which must be constantly updated by the Municipality's technical team in order to be able to resort to this input for carrying out this and other plans for which it is required, without duplicating efforts in performing a diagnosis that is usually costly in terms of time and resources. Thus, the purpose is to provide the Municipality with more efficient instruments and enable it to access all the information in a single resource.

This is performed through two complementary activities:

- Updating of the communal profile: qualitative and/or quantitative information regarding development spheres (for example, economic/productive, social, health, education, territorial regulations, citizen safety, public services, the environment, sport, cultural, communal, institutional).

→ Key question: What is the Commune like?

- Visualization and characterization of the social actors and/or main organizations that make up the Commune, so as to identify the stakeholders the Municipality must interact with in the execution of the Plan and the possible opportunities or needs that may involve them.

→ Key question: Which stakeholders make up the Commune and where are they?

iii. Acknowledgement of the Regional Development Strategies (RDS) and the different political-administrative instruments within which the PLADECO must be framed

This proposal is based on the integration of local plans within a broader context. In the case of Chile, this occurs through different planning instruments, policies and programs of the administrative levels that participate in government functions. Nonetheless, the central instance is

the Regional Development Strategy²⁶⁸ (hereinafter RDS), which is responsible for visualizing regional development through the coordinated actions of the different localities.

This proposal acknowledges that the RDS is the instrument that must contain the long-term guidelines for the Region, embracing a prospective and integral outlook. Thus the PLADECO can have short and mid-term plans, studies and programs within the framework of the regional strategy, so as to function as a node for attracting neighbourhood effects within a broader development perspective.

Acting in harmony with external actors, the Municipality will be able to better understand and position itself in the environment, take advantage of its endogenous and exogenous potential, foresee possible risks, create synergies with neighbouring localities and have easier access to financial resources.

→ **Key question:** where is the Commune and where is it heading in the long-term?

iv. Community's vision, necessities and objectives

Once a survey of proposals has been performed by the municipal team, it must be complemented with ideas submitted by the community. This reinforces the subject of local insight and its importance in the development process.

Moreover, dialogue with the community is a suitable instance for materializing alliances between public and private tenants and will be the domain in which local stakeholders will jointly examine the territory's issues and potential in a participative and cooperative spirit.

Recognizing social actors as promoters of territorial development entails efforts and resources for establishing a process of dialogue and multi-level action. Empowerment is a long-term process whose success depends on "learning on the job" opportunities, due to which initiating this task as soon as possible will bring benefits for all stakeholders.

In this stage, the community is involved in updating and complementing the diagnosis of the Commune. Proposals drawn up by the municipal team are put forward and an invitation is extended to propose new lines of action and points of view related to local requirements and proposals.

→ **Key question:** what is happening, where to go in the short and mid-term?

268 Estrategia de Desarrollo Regional (EDR), in Spanish.

v. Deciding on strategic lines of action (studies, plans and programs) for the Commune

The technical team, specifically the Municipal Planning Office²⁶⁹, is responsible for the design and development of the Plan²⁷⁰. For such purposes, the proposal suggests using a Matrix that includes all the foregoing steps within the framework of four criteria that must be taken into account at the time the programs are drawn up: social (what stakeholders are involved and what is their opinion regarding the proposed plans), economic (cost-benefit and financing capability), environmental (risks, external factors) and finally, institutional (how does it fit into municipal plans, the RDS, macro agreements, sectorial plans, etc.) This Matrix can contain other elements depending on the Commune's needs and requirements.

It is necessary to take into account some fundamental aspects for the clear formulation of actions (studies, programs and projects):

- complementary actions are such that are jointly feasible and contribute to the solution of the stated problems
- exclusive actions cannot be performed jointly, so a strategy must be devised
- verify the feasibility (physical, technical, budgetary, institutional, cultural) of the alternatives

vi. Community appreciation

In this stage, the opinions and adhesion of the communal stakeholders to the actions proposed by the municipal team must be identified. Including the community in the prioritization of projects and programs enables complementing knowledge about relevant aspects that may not have been considered. It also strengthens social networks and encourages social learning. All the above improves democratic practices in decision taking. Not only will more insight into the interests of the inhabitants of the Commune be gained hereby, but they will also be involved in a decision making process, forging improved and more extensive links between citizens and the local government.

The degree of commitment and collaboration that it expects from the community will depend on every case. The degree of inclusion of the municipal stakeholders will depend on the Mayor's view of the social fabric existing in the Commune, the current situation, the technical capability of the municipal team and the viability of the participative process.

Through these instances of dialogue with the community, socially binding agreements are forged. This also entails activating an ongoing communication, control and exchange of appropriate information process between the social stakeholders, which will eventually result in better governance.

²⁶⁹ Secretaría de Planificación Comunal, in Spanish.

²⁷⁰ Cf. Article 21, Law N° 18.695 Organic Constitutional of Municipalities.

vii. Decision making process

Once all the foregoing steps have been completed, the Mayor must decide which initiatives will form part of the PLADECO. This proposal calls for the incorporation of instruments that will enable full and easy understanding of all the elements that have contributed for preparing the Plan, facilitating this decision making process.

The basis of this proposal is Social Multi-Criteria Evaluation²⁷¹, which integrates different scientific languages within a single social participative structure, together with political decisions and market conditions. As a result of this application, the Mayor must decide on a ranking of initiatives, taking into account the opinions of the team that worked with him throughout the process.

viii. PLADECO's future revision

The PLADECO results from the decisions taken. However, the quality of the process performed must be evaluated and hence, the relevance of the Plan. For such purposes, an evaluation based on the Pedigree Analysis²⁷² is performed, in order to determine the quality of the data and the validity of the results.

To do this, the guiding principles of the PLADECO are used as a quality indicator, ensuring that they have been taken into account in each one of the seven methodological actions.

The purpose of this evaluation is to guarantee that each methodological action has considered the terms and conditions that lead to an improved perception of the PLADECO and in which the achievement of these five principles is guaranteed in each task. Furthermore, this transversal action of the final document will contribute coherence to the method in the way and the intention with which the objectives are addressed.

Subsequently, the Municipality's technical team continues with the design and execution of the studies, plans and programs defined in the PLADECO.

For the performance of these actions and for their coherence with the underlying epistemological terms and conditions of the proposal, they must be the result of work jointly performed by a multidisciplinary team so as to incorporate different and complementary specialties in their development.

271 Social Multi-Criteria Evaluation (SMCE), NUSAP. Cf. Chapter 1, 3.3.

272 Pedigree Analysis, NUSAP. Cf. Chapter 1, 3.3.

1.3 Proposal outcomes: PLADECO's instruments

The political, institutional and administrative basis of this proposal stems from the political and administrative principles of Municipal Management and the Communal Development Plan derived from the Organic Constitutional Law of Municipalities N° 18.695. In the spirit of this law, the PLADECO, as a "Development Plan" must comply with the requirements peculiar to a management and planning instrument:

- anticipating future situations, enabling the performance of regular adjustments to originally conceived policies and programs
- linking the day to day decisions of the Municipality to the mid and long-term development strategic objectives
- being effective as a management tool, backed by coherent policies and programs and leading to well founded annual budgets

Nonetheless, the PLADECO is not a specific instrument nor is there a sole means of drawing it up²⁷³. The PLADECOs drawn up to date are written documents in which the different subject matters regarding a Commune's planning are set out.

The aim of the proposal below is to bring about a substantial change in this regard, presenting the PLADECO as a set of three instruments different to a written report, which are constructed over time. The main purpose of these instruments is to facilitate the understanding of the municipal dynamics and to communicate the Plan, being a management tool-set. They are:

- a. Communal Map: a map of the Commune in which the initiatives of the PLADECO are located.

Generating an overall view of the territory will be very useful for facilitating a comprehensive understanding of the needs and opportunities of the Commune and communicating them. For such purposes, the Communal Map is proposed as the central element of the PLADECO, as the management tool for the territory. Proposals must be located and complemented thereon, communicated to the community and followed up.

- b. PLADECO Matrix: is a table containing all the information generated during the PLADECO process.

It is a table that enables recording the steps taken, summarizing the information regarding every action that has led to defining the PLADECO initiatives.

The first column of the Matrix contains the development areas and the information generated throughout the process is filled in to the right.

273 Cf. Chapter 2, 3.3.

- c. PLADECO Files: individual reports on study, program and project initiatives that summarize the information contained in the PLADECO Matrix.

In order to organize and systematize the process developed in each initiative, a report must be drawn up for each study, program or project proposal. These reports will be of great help in the subsequent design of the proposals and their application for financing, since they are the basis for procedures to be performed in future, such as for example, the EBI files²⁷⁴.

The aim of this proposal is to produce a PLADECO within four months through the drawing up of these four products. However, these will be continuously complemented over time by means of future revisions. This reinforces the idea of the PLADECO becoming the Mayor's dynamic work instrument, reflecting all its content (completed projects, modifications and projects under way) at the end of the 4 year term.

All the above requires a cultural change regarding the common dynamics of Development Plans, which is precisely one of the aims of the proposal. Due to the recurring inefficiency and inoperability of the PLADECOs, renouncing and breaking out of the framework of the specific product known as PLADECO, could help to maintain a more active focus, promoting the idea of a "PLADECO process" as a means for improving social interaction, increasing knowledge and culture and guiding the Municipality towards sustainable development.

Thus the Development Plan visualized by means of a Communal Map indicating the territorial location of the studies, programs and projects to be developed, undoubtedly facilitates analysis, dialogue and the operability of the Plan.

1.4 Beneficiaries

Considering Chilean features, as set out in Chapter 2, internal dynamics vary considerably within Communes-Municipalities²⁷⁵. Thus, to construct a methodology, it is crucial to start by defining the target group. For this purpose the typology²⁷⁶ defined by the Subsecretariat of Regional and

274 EBI file: is the form used for applying for public financing from the Chilean Government's National Investments System and which contains a schematic summary of the main aspects that a study, program or project initiative should include.

275 Commune and Municipality as the same, for this purpose.

276 SUBDERE: "Typology: Basic tool for recognizing the communal.-municipal diversity", 2005.

Administrative Development of the Government of Chile (hereinafter SUBDERE²⁷⁷) was adopted. This classification recognizes the diversity of Chilean Communes-Municipalities²⁷⁸ and their territorial, social and administrative conditions.

The typology includes three aspects²⁷⁹:

- population (number of inhabitants)
- rural index (rural population percentage)
- self financing (dependency level, measured by the ratio between the Municipal Mutual Fund (FCM)²⁸⁰ and own incomes)

The entire universe of Chilean Municipalities (341 Municipalities²⁸¹) is classified into 8 groups²⁸²:

	Group 1	Group 2	Group 3	Group 4	Group 5	Group 6	Group 7	Exception Group (E)
N° of Municipalities in the Group	43	56	50	74	42	50	16	4
Total population (Census 2002)	2,621	7,400	12,287	20,324	40,681	112,825	273,730	163,265
FCM/Own Incomes (%) (SINIM 2003)	86%	76%	71%	66%	59%	42%	39%	3%
Rural Index (%) (Census 2002)	74%	52%	50%	39%	29%	6%	1%	0%

As a result, these eight groups differ from one another, with N°1 being the “weakest” and N°7 the “strongest”, with an Exception Group of high income Municipalities²⁸³. Each group is relatively homogeneous internally, and in general, territorial and social-economic differences are not so conspicuous.

277 SUBDERE = Subsecretaría de Desarrollo Regional y Administrativo, in Spanish. It is a division of the Home Office, Government of Chile.

278 Commune and Municipality as the same, for this purpose.

279 Cf. SUBDERE: “Typology...”, 2005.

280 FCM = Fondo Común Municipal, in Spanish.

281 There are a total of 345 Municipalities, but the data used for drawing up this typology was prior to the creation of the Municipalities of Alto Hospicio, Alto Biobío, Cholchol and Hualpén.

282 Table: index average values by group. Source: SUBDERE: “Typology...”, 2005.

283 Cf. SUBDERE: “Typology...”, 2005.

Hence, for the purpose of this project, it was decided to consider Communes-Municipalities with a typology between 2 and 5, corresponding to 65% of the Municipalities in the country, as the target group. Their characteristics are:

- population (inhabitants): 7,400 – 40,681
- rural index: 52% - 29%
- self financing: 24% - 41%

Within this pool, one can expect similar municipal capacities, infrastructure and facilities and set out a feasible participation strategy. Working within this segment is advisable, since they are Municipalities that should have an installed capacity capable of performing the definition, development and execution of the PLADECO with this new methodology. Furthermore, there is also a wide range of action which enables learning from the model by implementing it in a universe with marked differences between the degree of rurality representative of the country (50% to 30%), financial dependence that ranges from 76% to 59% and number of inhabitants ranging from small Communes (7,400 inhabitants) to mid-sized Communes (40,681 inhabitants).

2. CEPAL-SUBDERE Project

The project proposal was drawn up by the author as part of her doctorate thesis and submitted to the Sustainable Development and Human Settlements Division (hereinafter DDSAH²⁸⁴) of the Economic Commission for Latin America and the Caribbean (hereinafter CEPAL²⁸⁵), the agency where she was doing her internship. The proposal was well received and contacts were initiated with a suitable agency for promoting the performance of the study and implementation of the methodology, namely the Subsecretariat of Regional and Administrative Development (SUBDERE²⁸⁶), Government of Chile, to which the proposal was submitted during 2007. SUBDERE accepted the proposed project, finding it appropriate and useful to its institutional objectives.

This project gave rise to the Technical Cooperation Agreement between CEPAL and SUBDERE, channelled through the project: “Instalación de competencias de planificación del Desarrollo Local en Gobiernos Regionales y Municipales”²⁸⁷.

284 DDSAH = División de Desarrollo Sostenible y Asentamientos Humanos, in Spanish.

285 CEPAL = Comisión Económica para América Latina y el Caribe, in Spanish. ECLAC = Economic Commission for Latin America and the Caribbean, United Nations.

286 SUBDERE = Subsecretaría de Desarrollo Regional y Administrativo, in Spanish.

2.1 Institutional framework

CEPAL

The purpose of CEPAL (the Economic Commission for Latin America and the Caribbean), one of the five regional economic commissions established by the United Nations in Europe, Africa, Asia and the Pacific, Western Asia (the Middle East) and Latin America and the Caribbean, is to conduct analyses, draw up proposals and provide technical cooperation to the governments of the region in matters related to economic and social development. Through its Sustainable Development and Human Settlements Division, it carries out, among other activities, initiatives that favour the sustainable development of cities and regions through technical cooperation activities. These consist of support of governments in the design, drawing up, implementation, monitoring and evaluation of policies, programs and projects relative to the comprehensive management and planning of human settlements at a regional and municipal level. In addition thereto, there are training and dissemination activities. Furthermore, the Division carries out specific projects aimed at achieving improved urban-regional environmental sustainability, productivity and habitability standards, all the foregoing within the framework of improving the functional and competitive conditions of cities, regions and territories, acting as nodes in a global economic growth and development system²⁸⁸.

Within this context, the idea of working as a “weaver” between new instrumental approximations and government, emphasizes the role of CEPAL as an agency that proposes procedures (how to do) as well as focusing on the products (what to do). Under this premise, the aim is to promote the creation of a flexible tool useful to decision makers, appropriate to the local context of the Region and the Municipality, which includes multiple criteria and actions. The instrument to be developed will be applied as a preliminary study case in the Chilean local development management tool, namely the Communal Development Plan (PLADECO).

SUBDERE

The purpose of SUBDERE, an agency of the Ministry of the Interior of the Government of Chile, working through the Sub-national Management Support Program in Chile, is to contribute to the efficient and sustainable development of sub-national territories strengthening their good governance capabilities in harmony with the decentralization process being conducted in the country and supporting the transfer of competencies. Its strategic objectives are: a) Strengthen the

287 Instalación de competencias de planificación del Desarrollo Local en Gobiernos Regionales y Municipales in Spanish.

288 MOU: Memorandum of Agreement between the Economic Commission for Latin America and the Caribbean of the United Nations (CEPAL) and the Subsecretariat of Regional and Administrative Development (SUBDERE) of the Chilean Government, 2007.

management of the regional, municipal and urban sub-national governments, in its capacity for articulating territorial policies, plans, programs and public and private actors including the participation of the citizenry in the design, implementation and control of such initiatives; b) Analyze, monitor and evaluate territorial development, the decentralization process and the performance of sub-national governments; c) Promote, manage and administer territorial transfer and public investment programs; and d) Generate proposals for promoting and supporting the sustainable development of territories and the decentralization process. For the development of these functions and competencies, it has, since 2007, five Divisions: Regional Development, Municipalities, Policies and Research, Administration and Finance and Legal. Within SUBDERE's organizational structure, the purpose of the Policies and Research Division is currently to contribute to the design and implementation of policies for expanding the decentralization process and generating studies that will enable evaluating and describing the progress of such process and the difficulties it faces²⁸⁹.

The competencies transfer process within the planning area, initiated by SUBDERE in 2007, and the creation of Planning Divisions in Regional Governments, entails that such must assume, among other tasks, advising the Municipalities when they request assistance in drawing up their development plans and programs. The aim of this transfer of competencies is to move from a sectoral logic planning process towards one with a territorial outlook led by the Regional Governments, for the purpose of implementing a system of cooperation and joint action in pursuit of long term objectives that will enable improving the development conditions of the regional territory in accordance with the municipal planning processes.

With this in mind, SUBDERE subscribed an agreement with the Human Settlements Division (DDSAH) of CEPAL in 2007, in order to, among other tasks, work towards the development of a methodology for drawing up Communal Development Plans (PLADECOs) that takes into account the singularity of small Municipalities, as well as to design the training and technical assistance activities necessary for putting this methodology in place at the level of the regional authorities and train them to oversee its application at a municipal level. For such purposes, this agreement was financed with resources managed in accordance with the administrative and financial rules and regulations of the United Nations.

289 MOU, 2007.

2.2 Technical Cooperation Agreement CEPAL-SUBDERE

On November 23, 2007, the Technical Cooperation Agreement between CEPAL and SUBDERE was subscribed. Through a Memorandum of Agreement²⁹⁰ they established an institutional framework that facilitates the performance of joint technical cooperation activities, training and research aimed at improving management processes and projects and sustainable planning of regional, municipal and urban development in Chile. This includes the activities of “Support of the installation of methodological capabilities of municipal governments for the drawing up of the PLADECO”²⁹¹ through the project: “Installation of Local Development Planning Competencies in Regional and Municipal Governments”.

These technical cooperation activities form part of the Chilean government’s challenge in matters related to decentralization, and in this case, urban and territorial development and sustainable development planning. CEPAL, through its Sustainable Development and Human Settlements Division (DDSAH), contributes its experience in these matters by providing knowledge, model methodologies, programming guides and instruments and management and planning projects appropriate to the requirements of the Chilean Government, which promote governance and transparency and reinforce the public sector’s decision making processes. The above is performed through a participative, flexible, coherent, guiding and strategic process, contributing each one of said principles through the development of methodological action.

The duration of the project is 18 months and involves financial and in-kind contributions from both parties.

2.3 Project start-up

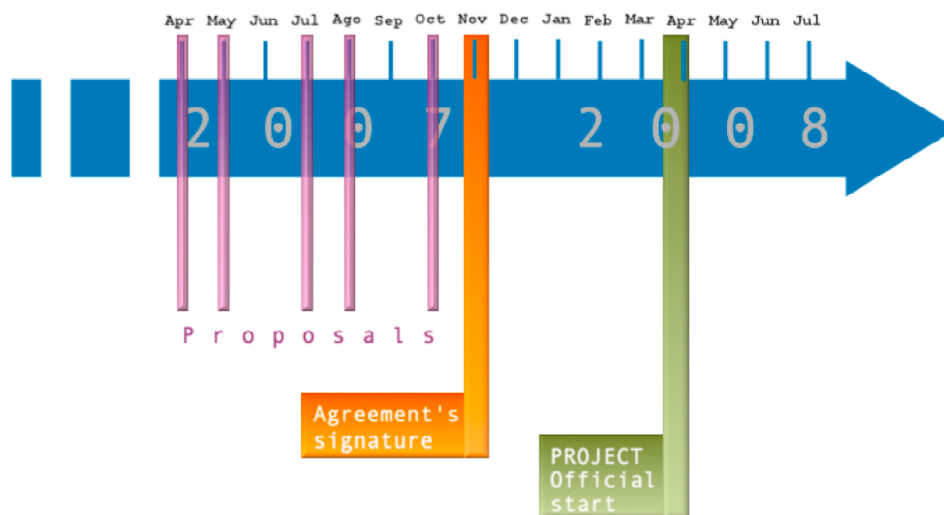
On April 27, 2007, the initial proposal²⁹² was submitted to SUBDERE in a meeting between the Director of the Policies and Research Division, Mrs. María Ignacia Fernández of SUBDERE and the officer in charge of DDSAH in CEPAL, Mr. Ricardo Jordan.

290 MOU, 2007.

291 Cf. MOU, 2007.

292 In ANNEX 1: CEPAL-SUBDERE PROJECT PROPOSAL. Written in Spanish.

Adjustments mutually agreed to between the parties were made to the proposals between April and October, 2007. They are presented in ANNEX 1: CEPAL-SUBDERE PROJECT PROPOSAL²⁹³. The time line of the draft proposal submitted to SUBDERE until official agreement is shown below:



On November 23, 2007, the Technical Cooperation Agreement²⁹⁴ was subscribed by the Deputy Subsecretary of SUBDERE, Mrs. Claudia Serrano, and the Executive Secretary of CEPAL, Mr. José Luis Machinea, thus initiating the project.

However, to make start-up effective, SUBDERE still had to transfer funds to CEPAL. This took longer than expected due to a change in President Bachelet's cabinet, precisely in the Ministry of the Interior²⁹⁵, on which SUBDERE depends. This froze the agency's activities for some time.

On February 2, 2008, CEPAL received the funds, which became available in March and the official project start-up date was set at April 1, 2008.

All the above delayed the project's timing, due to which the author had to postpone the submission of her doctorate thesis for one year. The above was approved by the SSAV scientific council following a letter of intent from the author dated September 16, 2008.

293 ANNEX 1: CEPAL-SUBDERE PROJECT PROPOSAL. Written in Spanish.

294 CF. MOU, 2007.

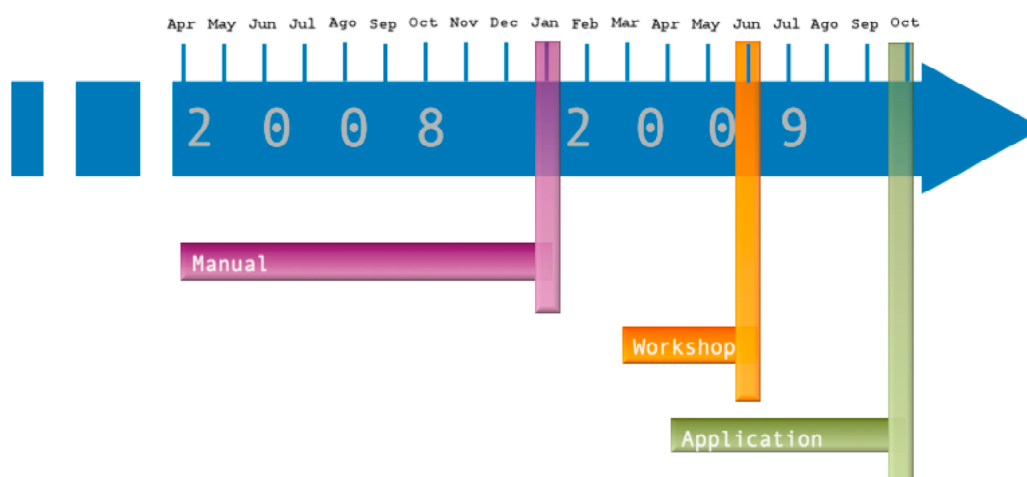
295 i.e. Home Office. President Michelle Bachelet's fourth cabinet, announced on January 8, 2008. Mr. Belisario Velasco leaves the Ministry of the Interior. He is replaced by Mr. Edmundo Perez Yoma. Cf. <http://www.emol.com/noticias/nacional/detalle/detallenoticias.asp?idnoticia=287969>

2.4 The Project's stages

The PLADECO project has a duration of approximately 18 months and is structured in three phases:

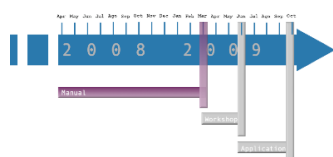
- a. Development of PLADECO's methodological manual
- b. Training of SUBDERE, GORE and Municipality officials: Course and Workshop
- c. Application: 4 case studies in Municipalities selected by SUBDERE

The duration and stages time-line is shown in the chart:



A brief description of the three phases is given below:

Project 1st Stage: Development of PLADECO's methodological manual

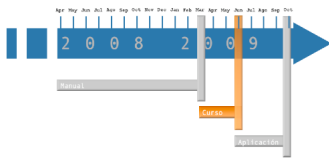


The first stage of the project is the development of the methodological manual, which consists in producing a guide that sets out and complements the procedures for the proposed methodology for the drawing up of the PLADECOs, that is easy, simple and informative so that it can be used by the members of the municipal teams. Team work between the consultants who make up the task force is required in order to produce a manual containing the eight methodological actions for performing the planning of communal development. The project coordinator is in charge of overall management under the supervision of the respective SUBDERE and CEPAL officers.

- **Product:** the “Manual”, a simple and informative document for guiding municipal staff members in the PLADECO elaboration.
- **Duration:** 8 months
- **Research team:**
 - o coordinator
 - o expert in strategic planning
 - o expert in qualitative and quantitative research

- expert in participation and leadership
- expert in visual evaluation techniques
- expert in the workings of government
- **Designer**²⁹⁶

Project 2nd Stage: Course and Workshop

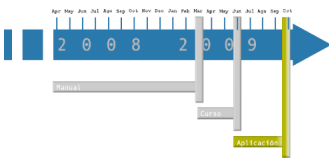


Learn, apply and disseminate the fundamental conceptual, methodological and instrumental elements for drawing up the PLADECOS following the methodology set out in the Manual. Training of 15 Chilean Regional Governments, 4 Municipalities selected as preliminary projects and

SUBDERE officials.

- **Duration:** 3 days
- **Date:** June 2009
- **Location:** CEPAL, Santiago, Chile
- **Estimated participants:** 50
- **Instructor team:**
 - coordinator
 - instructor Phase I
 - instructor Phase II
 - instructor Phase III
 - Workshop monitors

Project 3rd Stage: Application: 4 case studies



Initiate a support process of local development management, putting into practice the PLADECOS self-development methodology set out in the Manual, systematizing the lessons, recommendations and methodological adjustments gleaned from application in 4 selected Municipalities²⁹⁷.

- **Product:** application report
- **Duration:** 8 months
- **Researcher in charge:** coordinator

²⁹⁶ The design of the manual was entrusted to Javiera Sepúlveda.

²⁹⁷ SUBDERE selected 4 Municipalities with the due political will. They are: Vicuña (Coquimbo Region), Laja (Biobío Region), Gauitecas (Aysen Region) and Tortel (Aysen Region).

2.5 Project Coordinator: Teresa Mira

The research assistant is in charge of coordinating the CEPAL-SUBDERE project which includes activities such as strategy design, work planning, formation and coordination of the task force and instructors, merging of contents, drawing up of the document, application, follow-up and the production of the final reports.

Responsibilities in the three stages of the project are:

- **Development of the methodological manual**
The coordinator's functions include strategy design, work planning, formation and coordination of the task force, merging of contents and drawing up of the document. She is responsible for the work schedule and the end product.
- **Training: Course/Workshop**
In the Course/Workshop stage she is responsible for preparing the Course, including the coordination of instructors and students, checking the Course contents, material production and subsequent systematization.
- **Assistance and follow-up in the methodological application in the selected Municipalities**
In this stage, the research assistant is in charge of providing assistance and following up the methodological application in the Municipalities selected by SUBDERE. This assistance is provided simultaneously to the municipal technical teams in charge of drawing up the PLADECOS in the four Municipalities, from Santiago, issuing regular progress reports.

The research assistant is responsible for the development of the project under the supervision of the respective SUBDERE and CEPAL officers.

2.6 PLADECO WebBoard

A web page containing all the ongoing information generated by the project was implemented during the project. This virtual interface of the CEPAL-SUBDERE Project is the project information platform, which acts as the main channel of communication between the consultants, the responsible parties and the different stakeholders. All references to the project are contained therein.

Furthermore, this is where work meetings, deliveries, observations and consultants' suggestions are scheduled and posted. It works as a visual classroom for the Course and as a communications platform for the application of the methodology, ensuring that this space contributes to dialogue and the achievement of a homogeneous end product.

This interface is administered by CEPAL.

<http://media.eclac.cl/WB/?boardID=PLADECO>

WebBoard – Teresa Mira

16-05-09 13:46

WebBoard interface for the PLADECO board. The page includes a navigation menu with links for Sign Up, Search, Calendar, Options, Chat, Help, News, and Log off. A search bar and a welcome message for Teresa Mira are also present.

The main content area is titled "Welcome to PLADECO, Teresa Mira !" and contains the following text:

To view topics within a conference, click a plus symbol (+) next to a conference name (or the conference name itself) in the tree to the left.

Thank you for using our board!

(Note to Admin - you can edit or remove the above text in the file intro.asp)

Con fecha 23 de noviembre 2007 se firma el Convenio de Cooperación Técnica entre CEPAL y SUBDERE, el que contempla la realización del proyecto "Instalación de capacidades metodológicas de planificación del desarrollo local en los Gobiernos Regionales y Municipales". Su principal objetivo es reforzar la herramienta de planificación y gestión de desarrollo local chilena: Plan de Desarrollo Comunal (PLADECO), mediante la legitimación del proceso de planificación, de modo que recoja las necesidades inmediatas de la comunidad, insertada en la visión de largo plazo de un proyecto regional.

El proyecto se enmarca en el contexto del desarrollo sostenible, advirtiendo que esta instancia debe corresponder a un proceso continuo de análisis, reflexión y toma de decisiones, donde confluyen en el entorno negociaciones políticas, intereses económicos y demandas sociales. De este modo, se desarrolla una herramienta de planificación que busca determinar la relevancia de los planes y programas para la comunidad en un contexto de coherencia regional y central, bajo una perspectiva de sostenibilidad donde los ejes social, económico y ambiental actúen transversalmente en los distintos ítems de la agenda de desarrollo.

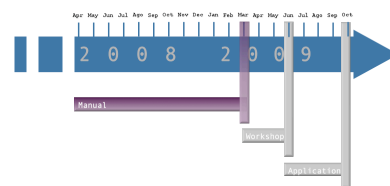
El proyecto tiene una duración total de 14 meses, y se estructura en cuatro fases:

1. Elaboración de un Manual Metodológico para la elaboración de los Planes de Desarrollo Comunal (PLADECO)
2. Curso/taller de capacitación a los gobiernos locales y regionales
3. Asesoramiento y seguimiento de la aplicación metodológica en los municipios seleccionados
4. Publicación

At the bottom of the page, there is a "Go to Conference:" section with a dropdown menu labeled "Select Conference" and a "go" button. Below this, there is a logo for WebBoard 8 and the text: "Powered by WebBoard 8 ©2005 Akiva Corporation Licensed for Free Non-Commercial Use".

3. Project 1st Stage: Development of PLADECO's methodological manual²⁹⁸

The drawing up phase of the methodological manual for producing the Communal Development Plan (PLADECO) consists in drawing up an easily understandable document setting out the proposal's eight basic methodological actions. Numerous meetings were held between the experts that make up the task force over an eight month period in order to give substance to this document. Following the proposed methodology, the experts provided inputs that the author translated into simple and explanatory language until the "Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO)"²⁹⁹ was completed³⁰⁰.



The aim of this Manual is to support Municipalities in their duty of planning local development. It sets out a conceptual and methodological proposal for drawing up a PLADECO, acting as the Mayor's "navigation chart".

The Manual seeks to strengthen both the relevance and effectiveness of the PLADECO's drawing up process and the instrument itself. Thus, the document establishes the means for inserting the Municipality (the Mayor, the Council Board and the municipal officers) within the local community in the detection of opportunities and needs.



Moreover, this Manual proposes that the PLADECO should no longer be a written document, but should rather become a management tool comprising the three products: Map, Matrix and Files. Thus, the Map becomes a substantial component that provides a comprehensive view of the syntony of projects. The Map also becomes a communication tool for the community, in which the inhabitants visualize problems and opportunities and their solution by means of a visual, concrete and comprehensive element that communicates the essence of the future product.

The Manual conceives PLADECO as a dynamic process and instrument involving three cycles: drawing up, negotiation and management, in which work guidelines are set out for drawing up the study, program and project initiatives, taking into account their financial viability and coordination with the planning and budgetary processes of the different government levels.

298 The following chapter consists of extracts from the "Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO)". This was done with the acknowledgement that the Manual was written by the author. Cf. SUBDERE: "Manual...", 2009.

299 Methodological Manual's title, in Spanish. There is a copy in ANNEX 2: MANUAL. Written in Spanish.

300 The details of all the activities performed in this stage of the project can be found in ANNEX 3: FIRST STAGE PROJECT ACTIVITIES with the report on the first phase activities of the. Written in Spanish.

In addition, the Manual includes a CD that contains three elements that contribute to strengthening and facilitating the drawing up of the Plan. Firstly, an *Annex* that sets out keys for strengthening teamwork (coaching) and provides information for acquiring financing for the initiatives within the framework of the availability of regional and sectoral financing sources. It also includes tutorials in digital format, clearly setting out the tasks that must be carried out during the Drawing up Cycle. Finally, the CD contains table and file formats for simplifying the work of the municipal technical teams in drawing up their Plans.



“Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO)” was published by SUBDERE in May, 2009³⁰¹. The printed run was 500 copies, designated to the 345 Chilean Municipalities. Also the Manual is available on line in SUBDERE site. A copy is in ANNEX 2: MANUAL³⁰².

<http://www.subdere.gov.cl/1510/article-77172.html>

Gobierno de Chile SUBDERE - Manual de elaboración del Plan de Desarrollo Comunal (PLADECO) 31-07-09 13:48

SUBDERE
Subsecretaría de Desarrollo Regional y Administrativo

GOBIERNO DE CHILE
MINISTERIO DEL INTERIOR

Gobiernos Regionales Municipalidades

La Subdere / División de Políticas y Estudios

Manual de elaboración del Plan de Desarrollo Comunal (PLADECO)

[2509/09] Este Manual busca fortalecer la pertinencia y efectividad del proceso de elaboración del PLADECO, así como del propio instrumento, estableciendo orientaciones y pautas para incorporar al conjunto del municipio (alcaldes, concejales, funcionarios) y a la comunidad local, en la detección de necesidades y oportunidades de desarrollo. Así es como este enfoque propone un trabajo de levantamiento y priorización de iniciativas con la comunidad.

Este documento pertenece a:
Instrumentos de acción
Programa de Actualización de los Planes de Desarrollo Comunal (PLADECO's)
IMAGEN CORPORATIVA DEL SISTEMA

Relacionados en Programa de Actualización de los Planes de Desarrollo Comunal (PLADECO's)
IMAGEN CORPORATIVA DEL SISTEMA

Documentos y estudios de interés

Guía de apoyo Administrativo

Información general del Programa

SERIE GESTION DE CALIDAD DE LOS SERVICIOS MUNICIPALES

Subsecretaría de Desarrollo Regional y Administrativo
Morandé 115 Pisos 7, 10, 11 y 12. Santiago-Chile
Teléfono Mesa Central: (2) 636 39 00

301 For Manual's printing job SUBDERE made a call for public bids, by Bidder File N° 761-94-LE09: “Servicios de impresión de Manual de Elaboración del PLADECO's y diseño digital multimedia del manual en CD y producción gráfica de este soporte”.

302 ANNEX 2: MANUAL. Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO), a copy and PDF file. Written in Spanish.

3.1 Research team

In order to comply with the theoretical framework of the project, which seeks to impose a holistic perspective for dealing with the great complexity of development, the methodological manual must be produced by a multi-disciplinary task force in which each expert contributes his point of view for obtaining a Sustainable Development Plan for the Municipality that meets the needs of its inhabitants, slots into the regional strategy and takes advantage of the financial opportunities available through the government's public policy.

In this regard, at project 1st stage five new members joined the research team, to work along with the project coordinator. They were incorporated to complement the methodological proposal contributing with their viewpoint and knowledge to the whole product.

a. Expert in Strategic Planning: **Laura Ortiz**³⁰³

The expert in strategic planning must provide the comprehensive view of the Project, aimed at achieving the end result in all its stages. Her function is to provide the basic information for the methodology to respond to the nature of the objectives set out, acting as a diagnosis, analysis, reflection and decision making tool which homogeneously and synthetically leads to a consensual development strategy. She is responsible for the presence of the PLADECO's "strategic" principle in each one of the methodological actions.

b. Expert in Participation and Leadership: **Daniel Duhart**³⁰⁴

The expert in participation and leadership must provide the knowledge that will enable the municipal parties to conduct a participative process, setting out the procedures, recommendations, methods and techniques for developing participative action whereby the PLADECO plans and programs representing the community's wishes can be defined. In order to do this, he must observe the way players identify within the territory, consider appropriate participative methods and techniques for the Chilean scenario and recommendations to the municipal officer in charge of the process. He is responsible for the PLADECO's "participative" principle being present in each one of the methodological actions.

303 Laura Ortiz Malavasi is a statistician of the University of Costa Rica. She has a master's degree in Social Science with a major in Regional and Local Development from the Faculty of Social Sciences, University of Chile. She has a Master in Environmental Planning and Management from the University of Chile.

304 Daniel Duhart Smithson is a History graduate from the Catholic University of Chile. He has a master's degree in Latin American Social and Political Sciences with a Major in Social Development from the Alberto Hurtado University - ILADES - Chile.

c. Expert in qualitative and quantitative investigation: **Gonzalo Gamboa**³⁰⁵

The expert in qualitative and quantitative research is the person dedicated to the production of a sustainable development planning instrument based on multiple-criteria social evaluation. Through inputs provided by the participative and diagnostic processes, he must guarantee that the methodology enables translating these objectives into plans and programs for the subsequent definition of the local agenda. Furthermore, he is responsible for reinforcing decision making through different instruments that seek to determine the quality of the process. He ensures that the PLADECO's "operative" principle is present in each one of the methodological actions.

d. Expert in Visual Techniques: **Alfonso Montero**³⁰⁶

The expert in visual evaluation techniques must provide a strategy that will enable communicating the Municipality's situation and valuations by visual means. He provides the basis for a flexible evaluation of the development agenda that facilitates following up and monitoring and produces inputs for planning modifications. This technique complements the quantitative and qualitative diagnoses with visual information that communicates, highlights and facilitates the participation process. Furthermore, the expert is responsible for providing guidelines for internal dialogue within the Municipality, team work relationships, adaptation and coaching. He is responsible for the PLADECO's "flexible" principle being present in each one of the methodological actions.

e. Expert in Municipal Financing: **Beatriz Valenzuela**³⁰⁷

The expert in the workings of government is a professional acquainted with the internal procedures and dynamics of government. She is responsible for providing guidelines on the best way to install the PLADECO within local and regional management systems taking into account the coherence of the proposed plans and programs both inside and outside the Municipality. She is also responsible for providing recommendations, tools and guidelines on procedures that help the Municipality to identify and achieve the financial resources for the design and operation of the PLADECO, as well as identifying opportunities for financing

305 Gonzalo Gamboa Jiménez is a Civil Mechanical Engineer from the Catholic University of Valparaiso, Chile, and a PhD in Environmental Sciences with a Major in Ecological Economy and Environmental Management from the Autonomous University of Barcelona, Spain.

306 Alfonso Montero Sanchez is an Architect from the Catholic University of Chile. He has worked in Chile and the United States specializing in innovative design and sustainable architecture in the sphere of social housing, institutional buildings and urban development.

307 Beatriz Valenzuela van Treek is an Architect from the Catholic University of Valparaiso, Chile. She has a diploma in Urban Planning and Development Projects in Third World Countries from the Royal Danish Academy of Fine Arts, Copenhagen, Denmark. She has a post-graduate degree in Population and Development, Latin American Demographic Center, United Nations, Chile; a master's degree in International Cooperation and Development from AEI-Universidad Complutense, Madrid, Spain. She has worked in the Chilean Government for 12 years as the Regional Ministerial Secretary (SEREMI) of Housing and Urbanism and subsequently Public Works, both in the O'Higgins Regional Government.

the plans and programs, either municipal (own funds or Municipalities fund), public sector (sectoral, FNDR) or other sources (private, donations, ONG, international agencies etc.) She is responsible for the PLADECO's "coherent" principle being present in each one of the methodological actions.

3.2 Methodological manual's introduction

The PLADECO should represent the future vision of the Commune and its strategies for achieving it. Thus, the PLADECO should be approached as a common task, the fruit of joint work between the Municipality and the community.

The Manual is presented as a tool whose purpose is the effectiveness of long-term municipal management, due to which it is based on three fundamental principles:

- Legitimacy: forged through the participation, contribution and backing of the community
- Transparency: through the recording of the process and its subsequent revision and evaluation
- Governance: by providing the Mayor with an effective instrument for achieving the convergence between the interests of the community and those of the Municipality

The methodology includes techniques aimed at self-elaboration, critical reflection and intuition, so that the citizens themselves (municipal officers and civil society) draw up the PLADECO on the basis of local discernment and their greater knowledge of the realities of the Commune.

This methodology includes innovative techniques that will help make the PLADECO a flexible, operative, coherent, participative and strategic tool³⁰⁸. They are materialized in three products (Map, Matrix and Files) that are developed in each one of the proposed steps.

Finally, the Manual emphasizes the PLADECO process as a means for improving social interaction, increasing knowledge and culture and focusing the Commune on sustainable development that promotes the comprehensive challenging of its inhabitants.

The Manual proposes that the PLADECO should be a dynamic planning instrument built up over time. Three cycles, which must be developed during the Mayor's term in office, are identified in this process:

308 Five guiding principles of the PLADECO, mentioned previously in Chapter 2, 3.2.

i. Drawing up Cycle

The cycle in which the 3 products into which the PLADECO will materialize are drawn up, facilitating analysis, dialogue and the Plan's operability:

- Communal Map: map of the Commune on which the PLADECO proposals will be laid out.
- PLADECO Matrix: the table that contains all the information generated during the PLADECO process.
- Individual Files of study, program and project initiatives that summarize the information contained in the PLADECO Matrix.

The Drawing up Cycle consists of three phases:

- a. Phase I: Municipal Proposal
- b. Phase II: The Community's Proposal
- c. Phase III: Decision Making

ii. Negotiation Cycle

The cycle in which negotiations take place with the Regional Government for guaranteeing the funds for the current 4 year term in office. The PLADECO is subsequently submitted to the Council Board for approval and presented to the community. There are three activities that must be performed:

- a. Negotiation with the Regional Government
- b. Voting of the PLADECO
- c. Official launching of the PLADECO

iii. Management Cycle

The cycle in which the ongoing process is evaluated and work is done towards carrying out the defined studies, programs and projects; it includes the revisions, which, in turn, include the previous stages. Four activities are set out:

- a. Evaluation of the process
- b. Design of studies, programs and projects
- c. Budgetary management
- d. Future revision of the PLADECO

These three cycles are developed over the next 4 years in the following way³⁰⁹:



The proposal aims at producing a PLADECO within the first 4 years³¹⁰. This initial product will be complemented over time through future revisions, reinforcing the idea that the PLADECO will become the Mayor’s dynamic work instrument and will, after 4 years, reflect its entire content (what has been achieved, what has been modified and what is under way).

As were exposed, the PLADECO will consist of three products: Map, Matrix and Files, which will be identified throughout the project by their different development phases:

- Initial Phase: Municipal Proposal (in Phase I)
- Intermediate Phase: The Community’s Proposal (in Phase II)
- Final Phase: PLADECO (in Phase III)

The end of Phase III closes the Drawing up Cycle. The following cycles will be finance seeking, negotiation, evaluation, adjustment and management activities aimed at the execution of the proposals.

309 Figure from SUBDERE: “Manual...”, 2009, p.11.

310 It is recommendable to carry out this PLADECO drawing up process at the beginning of the Mayor’s term in office, so that it effectively constitutes the Municipality’s work agenda for those 4 years.

3.3 The PLADECOC Drawing up Cycle

The Drawing up Cycle is the first stage in which the PLADECOC is drawn up. It consists of three phases, given below, setting out their tasks and products.

I. Initial Phase: Municipal Proposal

The aim of the first stage is PLADECOC's political deployment, positioning the Plan as a sustainable development project within the Municipality and the community.

In this stage, the Mayor works with his technical team, motivating it to undertake this challenge, organizing the work to be performed for drawing up the PLADECOC and performing the first proposals survey through the creation of the Map and Matrix with the Municipal Proposal.



It consists of five tasks³¹¹:



1. Mayor's vision of the Commune's future

The Mayor sets out his vision of the future of the Commune in a scheme where he defines and orders the work areas.

³¹¹ Figure from SUBDERE: "Manual...", 2009, Drawing up Cycle, p.17.

2. PLADECO's manager and teamwork advocate

- A. Appoint a coordinator
- B. Form a technical team

During this stage the Mayor must form a task force to draw up the Plan, appointing an individual responsible for the entire process throughout the 4 year term.

3. Coach training

For proper performance of the work, it is essential to bolster team relationships and provide notions on sustainable development and the importance of local insight. A good working climate will be crucial for a successful outcome of the process.

4. PLADECO's project design (Gantt, budget, individual/agency in charge)

- A. Task assignment
- B. Estimation of material and financial resources
 - b.1 Budget
 - b.2 Financing
- C. Activities schedule

The organizational stage of the work is crucial for defining terms, tasks, costs and responsibilities. Here main aspects to consider are given.

5. Development of the Municipal Proposal

- A. Construction of the Communal Map
 - a.1 Obtainment of the Communal base plan
 - a.2 Laying out of territorial information
 - a.3 Identification of zones or localities
 - a.4 Identification of proposal lines (PL):
 - PLs derived from the Mayor's vision of the future
 - PLs derived from the needs and opportunities identified by the technical team
 - PL derived from the identification of social actors in the territory
 - PLs derived from the external vision and context of the Municipality
- B. Systematization of the information on the PLADECO Matrix.

This is the medullar part of the first phase, the development of the Municipal Proposal in which the technical team lays out the physical, economic and demographic characteristics of the Commune on the Map, defining the areas for carrying out the citizen surveys and works. On the basis of their experience in the Municipality, they start carrying out the proposals

surveys, identifying the current and objective situation of each one. All the above is summarized in a Matrix which records the process, classifying the proposals in sectors, following the definition of the National Investment System (SNI)³¹².

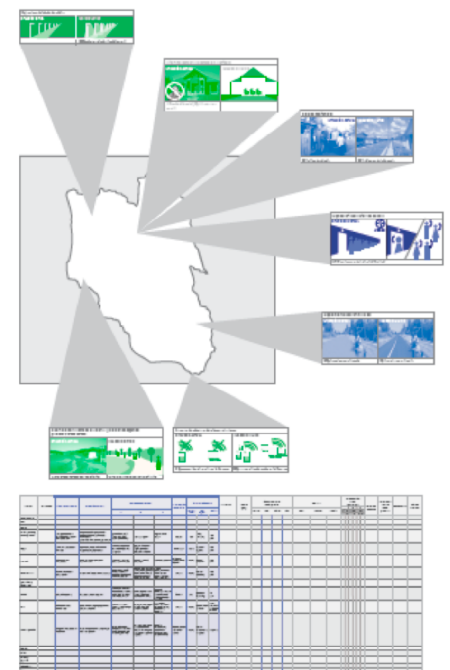
Thus the Matrix and the Map are constructed with the proposal lines situated in the territory, corresponding to the Municipal Proposal. With this information the municipal officer will visit the zones to hear the community's point of view.

The Initial Phase ends when the Municipal Proposal is submitted in the Mayor's meeting with the Council Board, by means of the Communal Map and the PLADECOC Matrix in their initial stages.

II. Intermediate Phase: The Community's Proposal

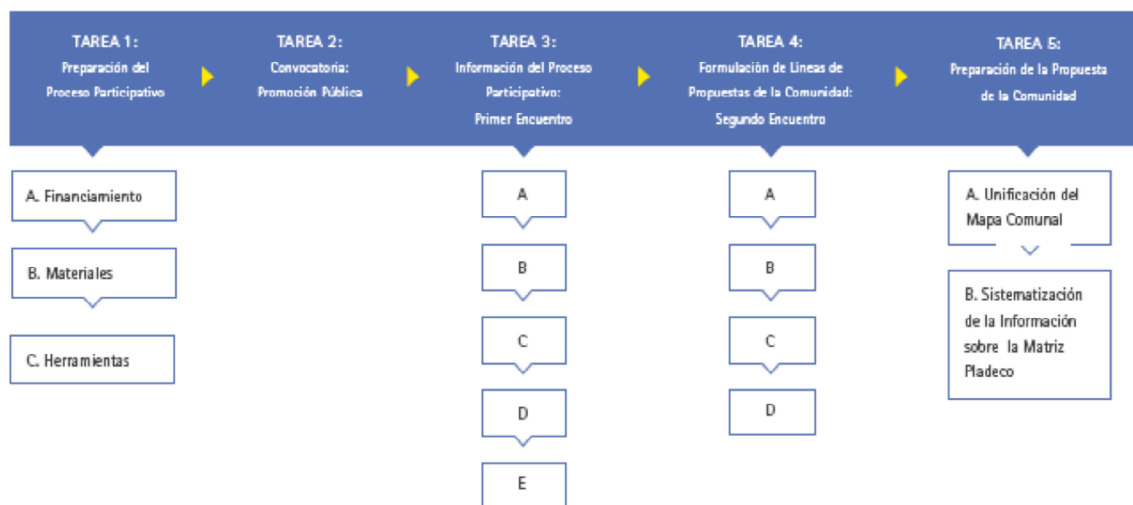
The goal of the second stage is the integration of the community's interests, guaranteeing a high degree of participation, through a social agreement, in order to discover their visions and needs.

In this stage the municipal team visits the areas identified in the previous stage and performs the proposals surveying process, similar to that of the Municipal Proposal. This stage reinforces the idea of the citizenry participating in a process, not of social demands, but rather of proposals, which are incorporated into the initial proposal with equal relevance (regardless of where or from whom they originate). Thus the Community Proposal is constructed, consisting of the Map with the integrated Community and Municipal Proposals and the PLADECOC Matrix also unifying both proposals.



³¹² The SNI's sector classification is used in order to facilitate the subsequent finance seeking process for the defined projects. SNI, 2008.

It consists of the following five tasks³¹³:



1. Preparation of the Participative Process

- A. Financing
- B. Materials
- C. Work tools

Special care must be taken in the preparation of the participative process in order to make it effective. The elements and actions to be considered are highlighted in this item.

2. Assembly: Public promotion

For the PLADECO to be a Plan that involves all the citizenry, it would be advisable to call a public assembly in order to motivate and invite all the inhabitants of the Commune to participate in its development.

3. Information on the participatory process: First meeting

In order to carry out an efficient participation process, the population must be informed, explaining to them the process that is being initiated and the contribution expected of them.

4. Formulation of the Community's Proposal lines: Second meeting

This stage is the central part of Phase II, where the proposals survey process is performed in the different areas making up the Commune. The work the participants must perform is

313 Figure from SUBDERE: "Manual...", 2009, Drawing up Cycle, p.45.

similar to such carried out by the municipal team in the previous phase, where the proposals are laid out on the Communal Map, integrating them with the Municipal Proposal. In order to adequately carry out this work with the community, it is essential to use participatory techniques that promote group work. Some of them, with their respective recommendations, are given in this item.

5. Preparation of the Community's Proposal

A. Merging of the Communal Map

B. Systematization of the information on the PLADECOC Matrix

Once the participatory processes have been completed, the proposals must be merged on a single Map that contains all the information, merging similar proposals. The information must then be transferred to the PLADECOC Matrix in order to produce the updated instrument.

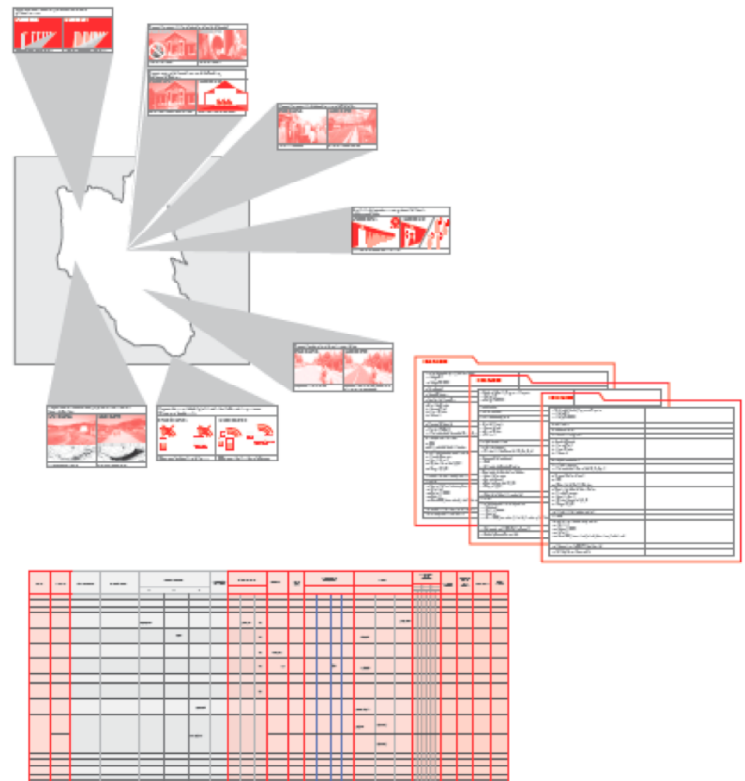
Thus, the Matrix and the Map with all the integrated proposal lines laid out on the territory, correspond to what we call the Community's Proposal. With this information, the technical team will work on formulating the PLADECOC study, programs and projects initiatives.

The Intermediate Phase ends when the Community's Proposal is submitted to the meeting between the Mayor and the Council Board by means of the Communal Map and the PLADECOC Matrix in their intermediate stages.

III. Final Phase: Decision Making

The goal of the third stage is to identify the PLADECOC studies, programs and projects, taking into account the technical aspects of management (cost and financing) and prioritization by the community and the Mayor.

During the Final Phase, the municipal team works on the proposals that make up the plan, producing information to back up decision taking. At the end of this stage, a PLADECOC emerges, consisting of a Communal Map with the PLADECOC studies, programs and projects initiatives laid out on it, the final PLADECOC Matrix and the Files of each initiative.



Phase III consists of eight tasks³¹⁴:



1. Definition of studies, programs and projects

A. Place the initiatives in the PLADECO Matrix.

- a.1 Identification of development subsectors
- a.2 Identification of financing sources
- a.3 Budgets of the initiatives
- a.4 Analysis of the internal and external coherency of the initiatives

B. Location of the initiatives on the Communal Map

During the previous phases, the municipal team and the community drew up proposals corresponding to the needs and opportunities detected in the Municipality. The following stage consists in giving form to these proposals, formulating the studies, programs and projects initiatives that are financially feasible (making use of resources made available by government) and coherent with the plans and policies of the different government levels³¹⁵. Once these initiatives have been defined, new images of the current and objective situation of each proposal must be drawn up and laid out on the Communal Map.

2. Risk visualization

A. Search for information for risk visualization

B. Placing the risks in the PLADECO Matrix

³¹⁴ Figure from SUBDERE: “Manual...”, 2009, Drawing up Cycle, p.65.

³¹⁵ For such purposes, the Manual includes a support document which contains the Chilean Government Financing sources, their terms and where they can be applied for, in *Annex 3* of the Manual. SUBDERE: “Manual...”, 2009, CD Annex 3: Financing Sources.

The formulated initiatives are objectives that were mentioned in the proposals survey process. However, these actions will impact on different social, economic and environmental areas which must be previously identified in order to either reformulate them or incorporate mitigating actions.

3. Prioritization of the community: Third meeting

A. Preparation of the participatory process

a.1 Financing

a.2 Materials

a.3 Work tools

B. Assembly

C. Visualization of risks and prioritization

c.1 Information

c.2 Presentation and discussion of effects

c.3 Classification

c.4 Prioritization of the zone

c.5 End of the meeting

D. Merging of the results

Including the community in the decision making process is essential for achieving a legitimized plan. Different actions are proposed in this stage to achieve prioritization of the community over the initiatives submitted. To do this, the municipal team returns to the same zones where it performed the proposals survey, but this time with the complete initiatives proposal for prioritization. In the first place, the risks associated to the initiatives submitted must be complemented, incorporating the community vision to cover more aspects. Then, stating objectives and risks, the community is invited to prioritize all the submitted initiatives, thus broadening the discussion to a scale that includes the entire community. The municipal team must merge and process the information in order to achieve a ranking of initiatives.

4. Convergence of interests between stakeholders

The prioritization of the proposed initiatives can provide very valuable information regarding the interests of the people making up the community. That is why it is suggested that the results be evaluated, anticipating possible conflicts or associations between them.

5. Priority of the PLADECO studies, programs and projects

With all the information generated during the process, the Mayor must define which studies, programs and/or projects will be part of the PLADECO and in what order of priority. This completes the PLADECO Matrix, obtaining the first end product of this cycle.

6. Updating of the Communal Map

The preceding actions may have brought about changes in the initiatives formulated, which must be updated on the Map. Thereafter, the PLADECO Map will be complete, the second product of the cycle.

7. Drawing up of the PLADECO Files

A file must be generated for each initiative with the Matrix information and will be the basis for the subsequent design of the initiatives and their submittal for public financing. Indications on the environmental context of the projects are also included here (if they have to enter the Environmental Impact Evaluation System, if the project includes climate change mitigation actions, etc.) and must be considered in the design stage. The Files are the third and final product of the Drawing up Cycle.

8. Pre-approval of the PLADECO

The Final Phase ends when the PLADECO is submitted to the meeting of the Mayor with the Council Board for pre-approval through the products of its final stage (Communal Map, PLADECO Matrix and Files).

With the above the PLADECO is now complete and will be complemented over time with future revisions every 6 months.

3.4 The PLADECO Negotiation Cycle

The financial validation of the PLADECO must be performed during this stage through negotiations between the Mayor and the Regional Government, in which the latter undertakes to include the communal initiatives that involve regional and/or sectoral funds in the Regional Government negotiations with the respective national services, thus confirming their execution.

Activity 1: Multi-annual negotiation of the PLADECO with the Regional Government

The aim of the negotiating stage is to establish a process of dialogue with the Regional Government in which such backs the Mayor to guarantee the financing of the strategic initiatives of his PLADECO proposal through multi-level agreements such as programming or territorial agreements. This activity must be performed by the Mayor, backed by his technical team and Councillors, submitting the developed PLADECO process to the Regional Government and highlighting the validation of its proposal by the community.

Activity 2: Voting of the PLADECO

The results of the negotiation of the PLADECO with the Regional Government are submitted to the Council Board during one of its sessions, explaining the process and the results obtained. The Council must then vote the definitive approval of the PLADECO.

Activity 3: Launching of the PLADECO

Once the PLADECO's strategic projects have been guaranteed, it must be submitted to the community, explaining the process and the results of the work jointly performed by the Mayor, the technical team and the community.

3.5 The PLADECO Management Cycle

Once the PLADECO has been negotiated with the Regional Government, and submitted to the community, the plan management stage begins. Four activities have been identified therein:

Activity 1: Evaluation of the quality of the process performed: drawing up of the PLADECO

A report on the quality of the PLADECO drawing up process must be generated in accordance with the five guiding principles. Different questions have been put forward for each one of them, referring to the specific ways each one was performed.

These constitute a table which must be progressively completed, applying a relevance scale of much, little or none. This will reveal the weakest points of the process and where more emphasis must be placed in future revisions³¹⁶.



ESTRATÉGICO	OPERATIVO		FLXIBILIDAD	PARTICIPATIVO		COHERENCIA			
¿Las iniciativas del PLADECO, para el desarrollo futuro de la Comuna, ¿...?	¿Se ha realizado el PLADECO respetando los tiempos de...?	¿Se ha realizado el Ciclo de Elaboración del PLADECO considerando al conjunto de actores...?	¿Hay algún punto a mejorar en la información recibida...?	¿El PLADECO es amplio en cuanto a cubrir la convergencia entre los distintos actores?	¿Se incorporan nuevas iniciativas que por razones de la adaptación del PLADECO para incorporar la contingencia?	En la etapa de revisión futura... ¿hasta qué punto se incrementa la calidad de la participación desde la información hasta la implementación?	En las diferentes fases de la Elaboración del PLADECO, ¿qué nivel y calidad de participación es lograda?	¿Se han iniciado los del PLADECO han coherencia interna en relación a los siguientes niveles de planificación?	¿Se han iniciado los del PLADECO han coherencia externa en relación a los siguientes niveles de planificación?
Temas de la integración política en consenso con los intereses de la Comunidad	Fase I: 6 meses	Fase I:	Para la definición y descripción de las iniciativas de acción, programas y proyectos	Se revisan las iniciativas que derivan de la revisión del Plan	Durante la revisión futura de los 6 meses	En primer momento participativo, en segundo momento interactivo de información	Durante la revisión futura de los 6 meses	Programación del presupuesto municipal	Plan Intercomunal
	Fase II: 6 meses				Fase II: 6 meses	Durante la revisión futura de los 12 meses	En primer momento participativo, en segundo momento de consulta		Durante la revisión futura de los 12 meses
Resolución de conflictos equitativa para todos los grupos sociales de la población	Fase III: 6 meses	Fase II:	Para la identificación de riesgos sociales	Se revisan las iniciativas que derivan de las necesidades y oportunidades detectadas por el Equipo Técnico	Durante la revisión futura de los 18 meses	En el segundo momento participativo y los programas presentados se han considerado los otros actores	Durante la revisión futura de los 18 meses	Planes de Educación (PADE)	Ministerio de Desarrollo Regional (MIDRE)
Considerar una visión integral integrada de los aspectos sociales, económicos y ambientales	Ciclo de Regeneración 2 meses				Para la identificación de riesgos sociales	Se revisan las iniciativas que derivan de las necesidades y oportunidades detectadas por el Equipo Técnico	Durante la revisión futura de los 24 meses	En el segundo momento participativo y los programas presentados consideran la opinión de corporación	Durante la revisión futura de los 24 meses
Se han priorizado considerando los riesgos sociales	Revisión futura de los 12 meses 1 mes	Fase III:	Para la identificación de riesgos socioeconómicos	Se revisan las iniciativas que derivan de intereses de la Comuna	Durante la revisión futura de los 30 meses	En el segundo momento participativo y los programas presentados consideran la opinión de corporación	Durante la revisión futura de los 30 meses	Unidad Urbana	Comuna de Programación Comuna Territorial
Se han priorizado considerando los riesgos económicos	Revisión futura de los 18 meses 1 mes				Revisión futura de los 24 meses 1 mes	Revisión futura de los 30 meses 1 mes	Revisión futura de los 36 meses	En el segundo momento participativo y los programas presentados consideran la opinión de municipalidad	Durante la revisión futura de los 36 meses
Se han priorizado considerando los riesgos ambientales	Revisión futura de los 24 meses 1 mes	Fase III:	Para la identificación de riesgos ambientales	Se revisan las iniciativas y acciones que derivan del ODS4 (EOD)	Revisión futura de los 42 meses	En el tercer momento participativo las participaciones de actores sobre la propuesta de programación y sus posibles efectos	Durante la revisión futura de los 42 meses	Plan Regulador Comunal	Actividad Ministeriales e Sectoriales Actividad Transversales del gobierno
	Revisión futura de los 30 meses 1 mes				Revisión futura de los 36 meses 1 mes	Revisión futura de los 42 meses 1 mes			

It is important to point out that the Manual has been developed from a basic situation that considers Municipalities with little technical and financing capacity and that it has the potential for incorporating more technology and more complexity which will result in a better “quality” PLADECO. This is what is obtained through the current evaluation, giving indications on how the process is being performed, what its weak points are and how to improve them.

Activity 2: Design of the studies, programs and projects initiatives

The design of these initiatives is crucial for future projects. A good design will facilitate access to financing, subsequent execution and follow-up. For such purposes, the municipal team must rely on the basic information contained in each PLADECO file, performing the following in-depth studies where necessary:

- Technical-economical analysis:
 - o Social evaluation of projects
 - o Private evaluation of projects
- Technical feasibility of the projects
- Description of stages and activities
- Execution schedule
- Organizational and administrative structure
- Evaluation and control system

316 Figure from SUBDERE: “Manual...”, 2009, Management Cycle, pp.104, 105.

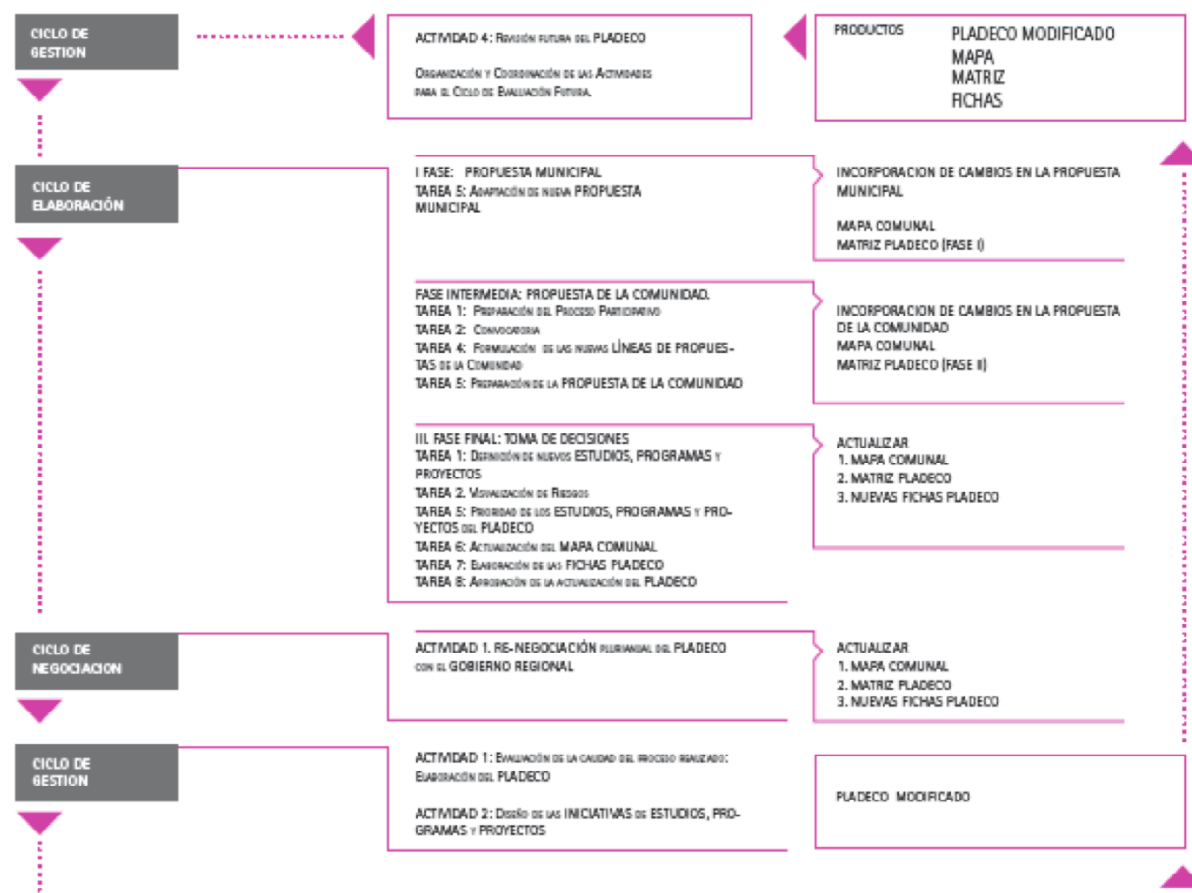
Activity 3: Budget management

Even though the PLADECO strategic proposals have been guaranteed during the Negotiation Cycle, the technical team must be proactive and expediently conduct all processes in order to make the promised financing effective. It must also apply for the financial resources for the PLADECO initiatives that were not included in this stage.

Activity 4: Future revisions of the PLADECO

The planning of the Commune’s development is an ongoing activity which requires alertness in PLADECO management with regard to both the pertinence and adaptation of the contents of the initiatives and critical judgment of the achievements. This will enable consolidating a dynamic planning process for the future development of the Commune, which responds to its needs and expectations.

Future revision is an essential task of the Management Cycle, in which it will be necessary to evaluate achievements and reformulate, complement or incorporate new initiatives that replace the weaknesses detected, so that they respond to the changing needs of the community³¹⁷.



317 Figure from SUBDERE: “Manual...”, 2009, Management Cycle, p.109.

Review of the methodology and conclusions

The local development planning instrument in Chile, PLADECO, is based on Chilean law from which it draws its guiding principles. However, the instrument has proved to be ineffective in municipal management. Hence, this proposal was drawn up, setting out a simple methodology for Municipalities to draw up their own development plan.

As detailed above, the proposal is that the PLADECO should become a dynamic tool to assist in municipal management, becoming the Mayor's agenda. The steps put forward embrace concepts of participative democracy and transfer of insight that promote legitimacy, transparency and governance for achieving effectiveness in municipal management.

In order to build on information and test the applicability of the methodology in practice, site visits were organized to interview Mayors and the respective individuals in charge of the PLADECOS in different Municipalities³¹⁸. On June 26 and 27, 2008, official visits were paid to the Mayors of Isla de Maipo, San Francisco de Mostazal, Paredones and Chimbarongo³¹⁹. It was concluded that the methodology responded well to problems faced by Municipalities and that it would be very useful to them.

On November 10 and 11, 2008, a basic methodology review exercise was performed in the Municipality of Paredones³²⁰. A preliminary test of the application was performed in order to analyze the pertinence and feasibility of the methodological proposal, proving that the Manual catered to the needs of Municipalities such as this one. The exercise consisted in practical work in which the Mayor of the Municipality of Paredones participated with his closest technical team consisting of 5 people³²¹. Two full days of work were done, carrying out a simulation of the three phases of the Manual, with the municipal team constructing its own Communal Map and PLADECO Matrix and simulating participative meetings.

The Municipality said that this experience constituted a rich space for reflection and team work in which differing views were exchanged and future goals ordered, all in harmony with the vision

318 The work agenda can be found in ANNEX 4: VISITS TO MAYORS. AGENDA INTERVIEW. Written in Spanish.

319 Municipalities typology 3, 4, 2 and 5, respectively.

320 Paredones is one of the 33 Municipalities in the O'Higgins Region. It was chosen for performing the review since it is the most isolated Municipality with respect to its Regional Government in terms of distance and communications and because it has a reduced technical capacity. Paredones is a typology 2 Municipality, in other words, low financing, little population, little infrastructure and very rural, due to which it is a base (or fringe) case for testing the methodology. The work agenda can be found in ANNEX 4: VISITS TO MAYORS. PAREDONES WORK AGENDA and PAREDONES LETTER OF ACKNOWLEDGMENT. Written in Spanish.

321 Sammy Ormazábal (Mayor), Jorge Pozo (Municipal Administrator), Ana Valenzuela (Director of Community Development), Daniela Gonzalez (in charge of Production Development), Andrea Valenzuela (Social Assistant of the Social Department) and Genaro Soto (in charge of Projects).

set out by the Mayor. They agreed on the importance of team work and the advantages and the need for drawing up the PLADECO with this methodology, which they considered to be simple, practical and enriching.

The exercise was an essential opportunity for gauging the response of a Municipality to the tasks set out, analyzing their pertinence and feasibility and detecting small flaws in the Manual, from which the solutions also emerged. The municipal team claimed that the proposed methodology constitutes a significant contribution for them. The exercise in Paredones was published in the Manual, providing the Communal Map and the results of the experience as the given examples.

After these results, the preliminary exercises must be performed. Nonetheless, the experience in Paredones was a favourable endorsement of the proposal and starting point for the project.

IV. APPLICATION: CHILEAN CASE STUDIES

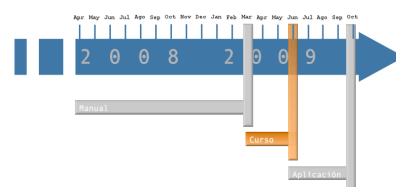


IV. APPLICATION: CHILEAN CASE STUDIES

1. Project 2nd Stage: Course and Workshop

Once the first stage of the project was finished, a local development planning methodology was obtained for distribution to Regional and Municipal governments to help them in their functions and responsibilities in drawing up the Communal Development Plan (PLADECO). This proposal was published in May, 2009, by SUBDERE as the “Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO)³²²”, which is mainly based on the self-management of the plan and its conception from a standpoint of linking the regional and local planning processes to those of the pluri-annual and multilevel budgetary scheduling, considering that the PLADECO should be the Mayor’s agenda during his term in office.

Thus, the second stage of the project, the Course and Workshop, was implemented in order to make the Manual’s contents known. It was orientated to training responsible parties for the Municipalities of the planning divisions of Regional Governments and the technical teams of the four Municipalities selected for subsequent application. The professionals were introduced to each of the tasks set out in the Manual by means of a participative dialogical methodology with Workshop activity backing. Hence, this stage consisted in preparing the Course, bringing together teachers and students, holding classes and Workshops and their subsequent systemization for analyzing results and lessons learnt.



1.1 Objectives

The objectives of the Course and Workshop are given below:

Overall Objective

For all participants to become acquainted with, apply and disseminate, according to their own particular responsibilities, the main conceptual, methodological and instrumental elements for drawing up the Communal Development Plans (PLADECOs) that reinforce the coordination of the territorial planning and pluri-annual budgetary programming processes between Regions and Municipalities.

³²² Manual’s title in Spanish. Manual for Drawing up the Municipal Development Plan, in English.

Specific Objectives

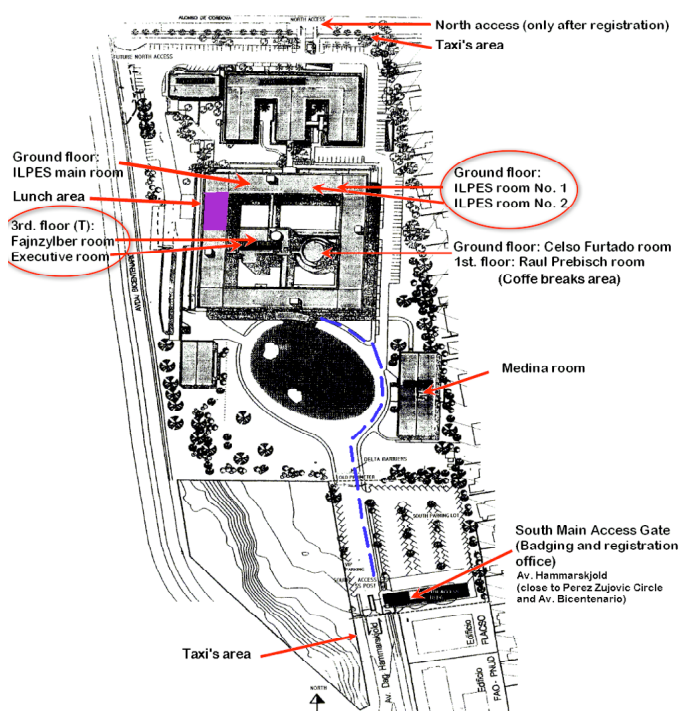
- To train the officers in charge of communal development in the Planning Divisions of Regional Governments and the professionals of the Planning Office of each invited Municipality in the application of the proposed methodology.
- To identify the basic orientation of the PLADECO negotiation and management processes that strengthen their integration with the respective Regional Development Strategies and their financial viability in a pluri-annual and multi level perspective.

1.2 Training program

The three-day Course and Workshop combined lectures explaining the tasks proposed in the Manual with practical workshops focusing on the Plan's Drawing up Cycle, where work was done on drawing up the instruments the PLADECO is comprised of, namely, Map, Matrix and Files.

Location

The Course/Workshop was held in the head office of the Economic Commission for Latin America and the Caribbean (CEPAL). The lectures were delivered in the Fernando Fajnzylber Room and the Workshops were held in the ILPES III, V, XI and Z121 Rooms.



Economic Commission for Latin America and the Caribbean (CEPAL)
Av. Dag Hammar skjöld 3477, Vitacura, Santiago
Phone: (2) 2102000

Participants

The invitation to the Course and Workshop was closed and was sent out by SUBDERE to three types of participants:

- Municipal: direct users.

The four Municipalities in which the pilot application is being carried out were invited, requiring the attendance of at least 2 officers, among them the Municipal Planning Secretary (SECPLAC), or whoever performs that function.



- Regional Governments: as the agencies that will provide training in the methodology and as counterparts in the Negotiation Cycle.

At least one executive and one professional of the Planning Division in each Region were invited, by means of a Circular from the Subsecretary to the Superintendents of the 15 Regions of the country³²³.

- SUBDERE: as the agency that will impart training in the methodology and as possible counterparts in the support process for drawing up the PLADECOS.

Professionals in the Decentralization Policies and Municipalities Divisions were invited.

There were a total of 45 confirmed invitations and 35 people attended³²⁴.



323 Circular from the Subsecretary of SUBDERE, Mahmud Aleuy Peña y Lillo to the Superintendents of the country, No. 4258, August 24, 2009. ANNEX 5: COURSE. COURSE NOTIFICATION CIRCULAR (written in Spanish).

324 See the list of participants in the ANNEX 5: COURSE. LIST OF PARTICIPANTS (written in Spanish). Attendance analysis can be seen in more detail in the paragraph 1.4 of this Chapter: Assessment and Observed Performance.

Dissemination

As the invitation to the Course and Workshop was closed and entrusted to SUBDERE, personal invitations were sent to the aforementioned participants. Luis Hidalgo of SUBDERE was responsible for sending out numerous informative e-mails on the preparations for the training activities as well as the official invitations. These e-mails contained the Course/Workshop program and the flyer³²⁵, instructions on how to get to CEPAL (maps) and the Manual (PDF). The Human Settlements and Sustainable Development Division of CEPAL also announced the Course/Workshop on its web page, from which the files could be downloaded.

<http://www.cepal.org/dmaah>

Curso-Taller para gobiernos regionales y municipales: Metodología para la Elaboración del Plan de Desarrollo Comunal (PLADECO)

ANTECEDENTES

La División de Políticas y Estudios de SUBDERE ha desarrollado en conjunto con CEPAL, a través de la División de Desarrollo Sostenible y Asentamientos Humanos, una metodología de planificación del desarrollo local, para poner a disposición de los gobiernos regionales y municipales, y apoyarla en sus funciones y responsabilidades respecto a la elaboración del Plan de Desarrollo Comunal (PLADECO). Este se basa principalmente en la participación del Plan, y en su concepción desde una mirada que vincula los procesos de planificación territorial con los de programación presupuestaria plurianual y multi-actor considerando que el PLADECO debería ser la "legenda del Alcalde" durante su período de gestión.

Consecuentemente, se desarrolló el presente curso/taller para dar a conocer la propuesta contenida en el Manual "Metodología para la Elaboración del PLADECO", mediante un ejercicio práctico que permita introducir a profesionales de gobiernos regionales y municipales en cada una de las tareas propuestas. El resultado es un PLADECO compuesto por tres productos: el Mapa Comunal con los sectores, programas y proyectos situados en el territorio, una Hoja PLADECO que contiene la información del Mapa subsectorial y Píctos Individuales que reúnen toda la información de cada iniciativa de estado, programa o proyecto propuestos para su negociación y gestión.

OBJETIVO GENERAL

Conocer, aplicar y difundir, según corresponda a las responsabilidades pertinentes de cada participante, los elementos conceptuales, metodológicos e instrumentales fundamentados para la elaboración de Planes de Desarrollo Comunal (PLADECO) que potencien la articulación de los procesos de planificación territorial y programación presupuestaria plurianual entre los niveles regional y municipal.

OBJETIVOS ESPECÍFICOS

- Entrenar en la aplicación de la metodología propuesta a los encargados de desarrollo municipal de las Divisiones de Planificación de los Gobiernos Regionales y a los profesionales de la Secretaría de Planificación de los municipios convocados
- Identificar las orientaciones básicas respecto de los procesos de negociación y gestión del PLADECO que fortalezcan su coherencia con las respectivas Estrategias Regionales de Desarrollo y su viabilidad financiera en una perspectiva multi-actor.

El Programa tiene una estructura modular básica que agrupa las diversas fases metodológicas en dos y media jornadas, conjugando clases lectivas y talleres participativos, que permitan incorporar los conceptos propuestos.

ORGANIZAN

Comisión Económica para América Latina y el Caribe (CEPAL),
Subsecretaría de Desarrollo Regional y Administrativo (SUBDERE), Gobierno de Chile.

Para mayor información:
 COORDINADOR: Luis Hidalgo / E. luis.hidalgo@subderem.gov.cl
 CEPAL: Teresa Hinz / E. teresa.hinz@cepal.org

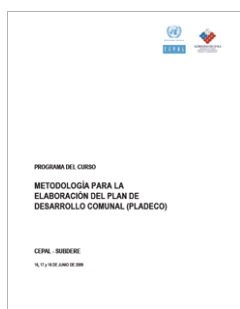
325 ANNEX 5: COURSE. COURSE PROGRAM and COURSE BROCHURE, respectively (written in Spanish).

Work material

The PLADECO Manual and its CD were the central elements of the Course and the basis of the training program. Copies were handed out to each one of the participants. The lecturers followed the steps set out in the Manual in chronological order. The CD contained three files: Tutorials containing the courses delivered by the instructors during the Course/Workshop in a multimedia file (films and Power Point), the *Annexes*, which were also presented in the Course and used in the Workshops, and the Charts which were the basis of the Workshop activities.



Furthermore, at the beginning of the Course, each participant was given the Course program, the flyer, information on the Agencies (CEPAL and SUBDERE), the list of participants organized according to the Workshops, a pen and notebook for taking notes and a credential with his/her name.



UNIDAD	TEMAS	OBJETIVOS	CONTENIDOS	ACTIVIDADES
UNIDAD I: CONCEPTOS BÁSICOS DE PLANIFICACIÓN	1.1. Conceptos básicos de planificación	Comprender los fundamentos de la planificación comunal.	Definición de planificación, tipos de planificación, importancia de la planificación comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	1.2. Marco teórico de la planificación	Identificar el marco teórico que sustenta la planificación comunal.	Conceptos de desarrollo humano, desarrollo sostenible, equidad, participación.	Lectura de textos, discusión en grupo.
	1.3. El diagnóstico como base de la planificación	Comprender la importancia del diagnóstico en la planificación.	Definición de diagnóstico, tipos de diagnóstico, importancia del diagnóstico comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	1.4. El diagnóstico como base de la planificación	Comprender la importancia del diagnóstico en la planificación.	Definición de diagnóstico, tipos de diagnóstico, importancia del diagnóstico comunal.	Exposición teórica, lectura de textos, discusión en grupo.
UNIDAD II: ELABORACIÓN DEL DIAGNÓSTICO	2.1. Metodología para la elaboración del diagnóstico	Aplicar la metodología para la elaboración del diagnóstico.	Definición de diagnóstico, tipos de diagnóstico, importancia del diagnóstico comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	2.2. Metodología para la elaboración del diagnóstico	Aplicar la metodología para la elaboración del diagnóstico.	Definición de diagnóstico, tipos de diagnóstico, importancia del diagnóstico comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	2.3. Metodología para la elaboración del diagnóstico	Aplicar la metodología para la elaboración del diagnóstico.	Definición de diagnóstico, tipos de diagnóstico, importancia del diagnóstico comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	2.4. Metodología para la elaboración del diagnóstico	Aplicar la metodología para la elaboración del diagnóstico.	Definición de diagnóstico, tipos de diagnóstico, importancia del diagnóstico comunal.	Exposición teórica, lectura de textos, discusión en grupo.
UNIDAD III: ELABORACIÓN DEL PLAN DE DESARROLLO COMUNAL	3.1. Metodología para la elaboración del plan de desarrollo comunal	Aplicar la metodología para la elaboración del plan de desarrollo comunal.	Definición de plan de desarrollo comunal, tipos de plan de desarrollo comunal, importancia del plan de desarrollo comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	3.2. Metodología para la elaboración del plan de desarrollo comunal	Aplicar la metodología para la elaboración del plan de desarrollo comunal.	Definición de plan de desarrollo comunal, tipos de plan de desarrollo comunal, importancia del plan de desarrollo comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	3.3. Metodología para la elaboración del plan de desarrollo comunal	Aplicar la metodología para la elaboración del plan de desarrollo comunal.	Definición de plan de desarrollo comunal, tipos de plan de desarrollo comunal, importancia del plan de desarrollo comunal.	Exposición teórica, lectura de textos, discusión en grupo.
	3.4. Metodología para la elaboración del plan de desarrollo comunal	Aplicar la metodología para la elaboración del plan de desarrollo comunal.	Definición de plan de desarrollo comunal, tipos de plan de desarrollo comunal, importancia del plan de desarrollo comunal.	Exposición teórica, lectura de textos, discusión en grupo.

PLADECO COURSE WebBoard

A new virtual platform managed by CEPAL was created for the Course/Workshop. It contained all related inputs: the Course program, an access map, information on the participants, the lectures, the image bank, work performed, photos, etc. This space was the communications and information channel for the different players at this stage of the project. It provided the dialogue and exchange of information on the Course and was the basis for the Workshop activities. It was also linked to the project's initial WebBoard.

<http://sws.eclac.cl/WB/?boardid=CURSOPLADECO>

WebBoard - Teresa Mira 31-07-09 17:33

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Curso: Metodología para la Elaboración del Plan de Desarrollo Comunal (PLADECO) Help News Log off Welcome Teresa Mira

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Conferencias

- Administración (1)
- Convocatoria (2)
- Programa (2)
- Manual de Elaboración del PLADECO (6)
- Ejemplos matriz, fichas, plantillas (7)
- Banco de imágenes (16)
- Monitores-Profesores (3)
- Introducción (1)
- Fase I: Propuesta Municipal (1)
- Fase II: Propuesta de la Comunidad (1)
- Fase III: Toma de Decisiones (1)
- Ciclo Negociación (1)
- Taller PLADECO Gualtecas (2)
- Taller PLADECO Laja (2)
- Taller PLADECO Tortel (2)
- Taller PLADECO Vicuña (2)
- Evaluación (1)
- Entrega de certificados (2)
- Fotos (2)

Welcome to CURSO PLADECO, Teresa Mira !

CURSO METODOLOGÍA PARA LA ELABORACIÓN DEL PLAN DE DESARROLLO COMUNAL (PLADECO)

CEPAL - SUBDERE

16, 17 y 18 de Junio 2009

La Comisión Económica para América Latina y el Caribe (CEPAL), a través de la División de Desarrollo Sostenible y Asentamientos Humanos, en conjunto con la Subsecretaría de Desarrollo Regional y Administrativo (SUBDERE), a través de la División de Políticas y Estudios, ha desarrollado una metodología de planificación del desarrollo local, para poner a disposición de los gobiernos regionales y municipales y ayudarlos en sus funciones y responsabilidades respecto a la elaboración del Plan de Desarrollo Comunal (PLADECO). Esta se basa principalmente en la autogestión del Plan, y en su concepción desde una mirada que vincula los procesos de planificación territorial regionales y locales con los de programación presupuestaria plurianual y multinivel considerando que el PLADECO debería ser la agenda del Alcalde durante su periodo de ejercicio.

La metodología, el Manual de Elaboración del PLADECO, ha sido publicado recientemente por SUBDERE. Consecuentemente, se desarrolla el presente curso/taller para dar a conocer la propuesta contenida en el Manual, mediante un ejercicio práctico que permita introducir a profesionales de gobiernos regionales y municipales en cada una de las tareas propuestas. El resultado es un PLADECO compuesto por tres productos: el Mapa Comunal con los estudios, programas y proyectos situados en el territorio, una Matriz PLADECO que contiene la información del Mapa sistematizada y Fichas individuales que reúnen toda la información de cada iniciativa de estudio, programa o proyecto propuestos.

Objetivo General

Al término del curso los participantes podrán conocer, aplicar y difundir, según corresponda a las responsabilidades particulares de cada participante, los elementos conceptuales, metodológicos e instrumentales fundamentales para la elaboración de Planes de Desarrollo Comunal (PLADECO) que potencien la articulación de los procesos de planificación territorial y programación presupuestaria plurianual entre los niveles regional y municipal.

Objetivos específicos

- Entrenar en la aplicación de la metodología propuesta a los encargados de desarrollo municipal de las Divisiones de Planificación de los Gobiernos Regionales y a los profesionales de la Secretaría de Planificación de los municipios convocados
- Identificar las orientaciones básicas respecto de los procesos de negociación y gestión del PLADECO que fortalezcan su coherencia con las respectivas Estrategias Regionales de Desarrollo y su viabilidad financiera en una perspectiva plurianual y multinivel.

Coordinador

Teresa Mira Hurtado, asistente de investigación de la División de Desarrollo Sostenible y Asentamientos Humanos de la Comisión para América Latina y el Caribe (CEPAL), Naciones Unidas.
Contactos: (2)2102189, teresa.mira@cepal.org, tmira@uc.cl

Luis Hidalgo Valdívia, profesional asesor del Departamento de Políticas y Descentralización de la Subsecretaría de Desarrollo Regional y Administrativo (SUBDERE), Gobierno de Chile.
Contactos: (2)6763081, luis.hidalgo@subdere.gov.cl







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Structure

The Course/Workshop was held over three days and included different types of activities:

-  Presentations (Inauguration, Introduction, Presentation of the CD, Negotiation Cycle and Closure)
-  Lectures (Drawing up Cycle: Phase I, Phase II and Phase III)
-  Workshops (Drawing up Cycle: Phase I, Phase II and Phase III)
-  Day for preparing the application of the methodology

	TUESDAY 16 jun	WEDNESDAY 17 jun	THURSDAY 18 jun
09:00 – 09:30	REGISTRATION	DRAWING UP CYCLE FASE III: DECISION TAKING (1)	WORKSHOP PRESENTATION
09:30 – 10:00	INAUGURATION INTRODUCTION		
10:00 – 11:00	DRAWING UP CYCLE PHASE I: MUNICIPAL PROPOSAL	PRESENTATION OF THE CD	
11:00 – 11:15	COFFEE		
11:15 – 13:30	WORKSHOP: PHASE I	WORKSHOP: PHASE III (1)	NEGOTIATION CYCLE, MANAGEMENT CYCLE
			CLOSURE
13:30 – 14:30	LUNCH		
14:30 – 16:00	DRAWING UP CYCLE PHASE II: COMMUNITY PROPOSAL	DRAWING UP CYCLE PHASE III: DECISION TAKING (2)	MEETING METHODOLOGICAL APPLICATION IN 4 SUMMONED MUNICIPALITIES AND THEIR RESPECTIVES GOREs
16:00 – 16:30	COFFEE		
16:30 – 18:00	WORKSHOP: PHASE II	WORKSHOP: PHASE III (2)	

Presentations and Lectures³²⁶

The Course presentation and lectures aimed at communicating the objectives, concepts, methodologies and tasks set out in the Manual for Drawing up the Municipal Development Plan (PLADECO). They are given below in chronological order:

1. Inauguration

Speakers: Ricardo Jordan (Sustainable Development and Human Settlements Division, CEPAL) and María Ignacia Fernández (Policies and Studies Division, SUBDERE)

Coordinators: Teresa Mira (CEPAL) and Luis Hidalgo (SUBDERE)

Time: June 16, from 9:00 AM to 9:15 AM.

Program: Inaugural speech presenting the project and the political-institutional standpoints.



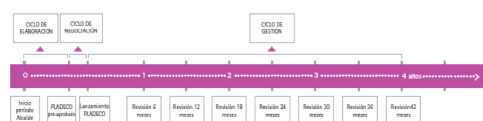
2. Introduction

Speaker: Teresa Mira (CEPAL)

Time: June 16, 9:15 Am to 10:00 AM.

Program: lecture introducing the local development planning methodology set out in the PLADECO Manual, dealing with:

- ⇒ Introduction to the Course/Workshop: work schedule and description
- ⇒ Critical points of the PLADECO (basis of the methodology)
- ⇒ Presentation of the methodology and products that make up the PLADECO
- ⇒ Introduction to the three Cycles
- ⇒ Introduction to the Drawing up Cycle

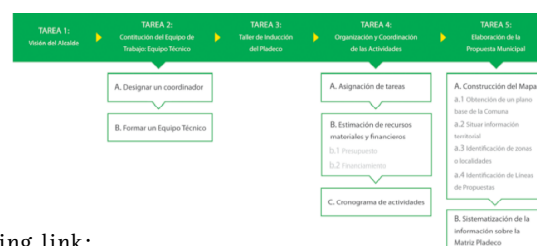


3. Drawing up Cycle:

Phase I: Municipal Proposal

Instructor: Alfonso Montero (CEPAL)

Time: June 16, from 10:00 AM to 11:00 AM.



326 Course presentations and lectures can be downloaded in the following link:
<http://media.eclac.cl/presentaciones/conferencias2009/pladeco/pladeco/index.htm>

Program: Lecture, matching the respective tutorial in the CD of the Manual, which set out the concepts and tasks for drawing up the Municipal Proposal and obtaining the products that make up the PLADECO in its Initial State: Map and Matrix. Emphasis was placed on the construction of the Communal Map and the concept of current situation and target situation images. The lecture began with a motivation and mind opening exercise to introduce the proposed change paradigm.

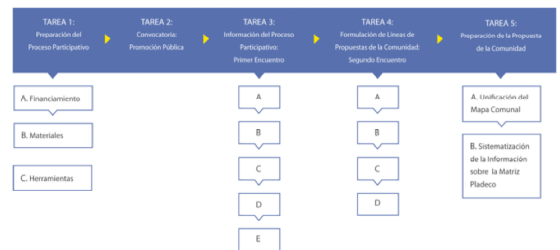
4. Drawing up Cycle:

Phase II: Community Proposal

Instructor: Daniel Duhart (CEPAL)

Time: June 16, from 2:30 PM to 4:00 PH.

Program: lecture based on the respective tutorial contained in the CD of the Manual, setting out the concepts and tasks for drawing up the Community Proposal and obtaining the products that make up the PLADECO in its intermediate state: Map and Matrix. Emphasis was placed on participative processes and techniques. A simulation exercise on the “Open Space” participative technique was performed, as an alternative for surveying proposals from the community.



5. Drawing up Cycle:

Phase III: Decision making

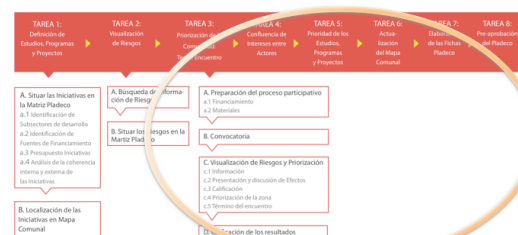
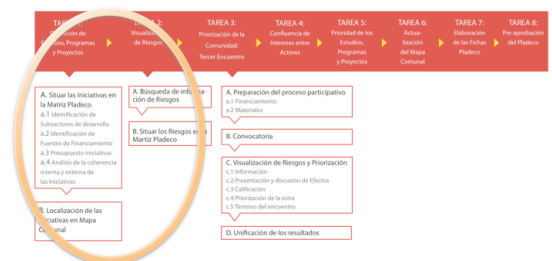
Instructor: Laura Ortiz (CEPAL)

Time: June 17, Part 1: from 9:00 Am to 10:30 AM and Part 2: from 2:30 PM to 4:00 PM.

Program: lecture based on the tutorial contained in the CD of the Manual, setting out the concepts and tasks for taking decisions and obtaining the products that make up the PLADECO in its final state: Map, Matrix and initiative Files.

Part 1: The financial feasibility, institutional coherence and risk assessment factors were illustrated.

Part 2: The prioritization, statistical aggregation and decision making processes were illustrated.



6. Presentation of the CD

Speaker: Teresa Mira (CEPAL)

Time: June 17, from 10:30 AM to 11:00 AM.

Program: presentation of the Manual's CD with a description and indications for use:

- ⇒ Annexes file
- ⇒ Tutorials file
- ⇒ Charts file



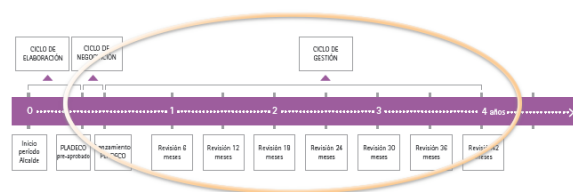
7. Negotiation and Management Cycles: “Investment portfolio and negotiation process”

Speaker: Osvaldo Henríquez (SUBDERE)

Time: June 18, from 11:00 AM to 11:45 AM.

Program: lecture setting out the terms and conditions for the negotiating process and the drawing up of an investment portfolio, covering:

- ⇒ Community viability
- ⇒ Technical viability
- ⇒ Financial viability
- ⇒ Social viability
- ⇒ Political viability



8. Closure

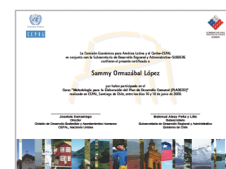
Speaker: Carlos Haefner (Municipalities Division, SUBDERE), Ricardo Jordan (Sustainable Development and Human Settlements Division, CEPAL), María Ignacia Fernández (Policies and Studies Division, SUBDERE) and Osvaldo Henríquez (SUBDERE).

Time: June 18, from 11:45AM to 1:00 PM.

Program: closure, setting out SUBDERE’s future policies and the perspectives of the Municipalities Division.

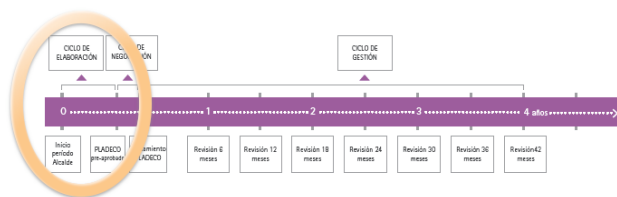


The attendance certificates were then handed out, followed by a closure cocktail.



Workshop

A practical exercise aimed at performing the tasks set out in the PLADECO Drawing up Cycle was held parallel to the lectures.



Special emphasis was placed on the Workshop activities when programming the Course/Workshop, since this stage would be the basis for the subsequent phase of applying the methodology. So there were four monitors specializing in territorial matters and participative work, who were in charge of work groups (of no more than 10 individuals) which would perform all the tasks set out in the Manual. The monitors were subjected to intensive prior training in order to be able to transmit the concepts and the basis of the proposed methodology. They were also provided with all necessary material for incorporating the new concepts (Manual, tutorials, introductory and conceptual presentations) and a detailed work schedule with each one of the tasks to be performed, the respective time allotted, the necessary inputs and the related pages in the Manual, as well as considerations, reflections and observations for each case³²⁷.

The Workshops were organized around four exercises based on the four pilot Communes, each with a different technique, in which the Communal Map, the PLADECO Matrix and the study, program and project initiatives Files were drawn up in order to obtain a draft model of the PLADECO. The use of different techniques for produce the Communal Map obeyed the concept that all mapping techniques are valid and that each Municipality would use the one seemingly more appropriate to its skills and technical and budgetary possibilities. Furthermore, the intention was to transmit this to the Regional Governments for them to be familiar with any technique used by a Municipality and would not associate the Map product to any particular type.

Since the practical exercises were performed in the four Municipalities selected for application, municipal officers were given key roles during the Workshops. In the first place, on inviting them to participate in the pilot application process, they were asked to attend the Course/Workshop with at least 2 staff members. They were asked to draw up a brief presentation on their Commune (a PowerPoint presentation of not more than 10 minutes) pointing out basic and relevant socioeconomic, geographical and demographical aspects that would enable orientating the Workshop activities and would serve as an introduction for the work to be performed. Thus, work groups foreign to the Municipality would be provided with an introduction to the specific contexts that would make it easier for them to perform the exercise. Parallel to this, the participants of the respective Municipalities were given specific functions: the Mayor acting as the leader of the process in Workshop 1 (to which he was invited) the Municipal Manager (or equivalent) subsequently replacing the Mayor in Workshop 2 and the Planning Lead

³²⁷ The monitors' work schedules were provided in three different formats: Word, PowerPoint and PDF. They can be downloaded from the PLADECO COURSE WebBoard. A version is included in the ANNEX 5: COURSE. MONITORS' WORK PLAN (written in Spanish). Six work meetings were held on May 28 and June 3, 4, 8, and 11, 2009.

in charge of digitalizing the process in the PLADECO Matrix. Moreover, in case there were pending tasks, the municipal teams completed them and brought them in the following day.

Apart from the municipal team, each Workshop group included the respective Regional Government officer(s). They also played an essential role contributing general concepts of the Region, defined strategic guidelines and external viewpoints. The same occurred with the participants of other Regions who contributed in their standing as regional agents with a broader view of local difficulties, institutional coherence, real financing possibilities or opportunities, technical considerations and management aspects. The Regional Government participants who did not participate in the application were grouped in the Workshops according to the territorial proximity of the Regions to the pilot Communes, or in their absence, according to similarities in their problems.

The Workshop activities were carried out in four rooms, one for each Commune, guided by their monitor. Each Workshop room was fitted out with a computer with the PLADECO COURSE WebBoard as an internet main page, connection to a printer, a data show, a work table and chairs for the participants. Each room also had three copies of the IGM³²⁸ map of the respective Commune with information on municipal boundaries, contour lines, human settlements, roadway infrastructure and protected areas as well as posters with an image bank separated according to development sectors of the National Investments System. There was a file with each monitor's work schedule and the printed CD charts (with copies for each participant) separated according to Workshop and each specific task.

A brief description of the four exercises is given below:

328 IGM = Instituto Geografico Militar (Military Geographical Institute) Official Map.

- Vicuña PLADECO exercise

Room: ILPES, XI

Monitor: Leonardo Céspedes

Map technique: IGM Map

Mayor of Vicuña: Fernando Guaman Guaman (did not attend)

Mayor's replacement: Gilberto Cristian Steib Caroca (Municipal Planning Secretary (s))

In charge of digitalizing the process (Matrix): David Hormazábal Rojas (In charge of drawing up the PLADECO)

Coquimbo Regional Government: José Eduardo Cáceres Rojas

Others:

Olga Larenas Meneses (Arica and Parinacota Regional Government)

Eduardo Alejandro Ubal Rodríguez (Tarapacá Regional Government)

Hernán Pablo Flores Arrouch (Antofagasta Regional Government)

Alejandro Enrique Cáceres Araya (Atacama Regional Government)

Sebastián Lira (O'Higgins Regional Government)

- Laja PLADECO Exercise

Room: ILPES, V

Monitor: Beatriz Valenzuela

Map technique: digital

Mayor of Laja: Vladimir Hilich Fica Toledo

In charge of digitalizing the process (Matrix): Francisco Antonio Jiménez Villa (Director SECPLAC)

Laja Technical Team: Daniela Inés Maceiras Ojeda, Jorge Alejandro Saez Ivaca

Biobío Regional Government: Irene Flores Roca, Marco Mellado Fuentes

Others:

Cristián González Morales (Arica and Parinacota Regional Government)

José María Ávila Sepúlveda (Maule Regional Government)

Gerardo Francisco Ubilla Bravo (Government of the Metropolitan Region of Santiago)

- Guaitecas PLADECO Exercise

Room: ILPES, Z121

Monitor: Evelyn Navarrete

Map technique: digital

Mayor of Guaitecas: Luis Miranda Chiguay

Mayor's replacement: Alonso Ponce Jara (Municipal Manager)

In charge of digitalizing the process (Matrix): Sergio Varela Artigues (In charge of planning)

Aysén Regional Government: did not attend; participated in the Tortel Workshop

Others:

José Luis Carvajal Muñoz (Valparaíso Regional Government)

Marcelo Romero Contreras (Los Lagos Regional Government)

Nancy Victoria Gómez Muñoz (Magallanes and Chilean Antarctica Regional Government)

Viviana Consuelo Solivelles Ulloa (Los Ríos Regional Government)

Ana Monserrat Villarroel Ruiz (SUBDERE, Municipalities Division)

Mariela Aranda Leiva (Municipality of Recoleta)

- Tortel PLADECO exercise

Room: ILPES, III

Monitor: Carmen Schlotfeldt

Map technique: IGM Map

Mayor of Tortel: Bernardo Alejandro López Sierra (participated in the entire Course/Workshop)

In charge of digitalizing the process (Matrix): Rodrigo Maldonado Retamal (Planning Secretary)

Aysén Regional Government: Rene Luis Soto Vidal

Others:

Gladys del Carmen Vivar Mayorga (Magallanes and Chilean Antarctica Regional Government)

Ricardo Sebastián Monsalves Millar (Araucanía Regional Government)

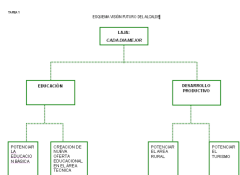
Rossana Andrea Mora Astroza (Los Lagos Regional Government)

Geraldine Fuentealba Romero (O'Higgins Regional Government)

Pablo César Fuentes Flores (Government of the Metropolitan Region of Santiago)

Thus, the four groups participated in a practical experience simulating the development of a Municipality's PLADECO, the results of which were exhibited at the end of the Course. The corresponding Workshop took place immediately after each lecture for the purpose of applying the concepts and methodologies taught. The work groups functioned in a very orderly and efficient manner, completing the tasks and incorporating the concepts imparted. The following activities were performed:

1. Workshop for drawing up the Municipal Proposal



Consisted in identifying and produce the Mayor's Scheme with his vision of the future and his work proposal for the Municipality, by means of an exercise led by the current Mayor³²⁹. This is why the Workshop started with the presentation by the Municipality, which enabled setting the context for the work to be performed. The exercise of constructing the Communal Map was then undertaken, identifying the relevant information (boundaries, populated settlements, protected areas, important projects), the main stakeholders and defined zones. The Municipal Proposal was then drawn up by means of a survey of proposals and image construction by the Mayor and the municipal technical team, following the tasks set out in Phase I of the Manual. These were located on the Communal Map and the information was then systematized and completed in the Matrix. The charts on the Manual's CD, the maps provided, the WebBoard image bank and *Annex 2* of the Manual were used.



2. Workshop for drawing up the Community's Proposal

Consisted in reviewing the way the Map and the Matrix are completed by means of a survey of proposals in the different areas of the Commune (defined in the foregoing Workshop) through community participation, following the tasks set out in Phase II of the Manual. During the corresponding lecture, the instructor performed an exercise simulating the "Open Space" participative technique, due to which participation techniques were not reviewed in this Workshop. The Communal Map, the charts of the Manual's CD and the WebBoard drawn up in the foregoing Workshop were used.

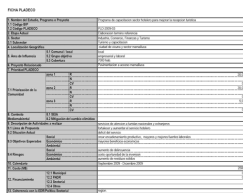
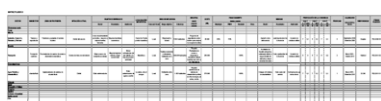


329 The presence of the mayors of Laja (Vladimir Hilich Fica Toledo), Guaitecas (Luis Miranda Chiguay) and Tortel (Bernardo Alejandro López Sierra) was fundamental in Workshops N°1. The ongoing participation of the mayor of Tortel must be highlighted, since it provided special motivation and stimulus to the Municipality during the process.

3. Workshop for defining studies, programs and projects

This corresponds to tasks 1 and 2 of Phase III. In this Workshop, an exercise was performed for defining the study, program and project initiatives from the proposals identified in Workshop 1, which were part of the municipal project defined in the Mayor's Scheme. In this case, it could be seen that a proposal does not necessarily lead directly to an initiative but that an initiative can include several proposals or a proposal can result in more than one initiative. Furthermore, the need for incorporating other initiatives for the proper performance of the municipal project was identified. To do so, a technical-financial feasibility analysis was performed, incorporating concepts of coherence (internal and external), costs, financing alternatives and risks visualization. *Annexes 2 and 3* of the Manual were used. All the above was included in the Matrix. New images were subsequently formulated for produce the communal initiatives Map. This corresponds to tasks 1 and 2 of Phase III.

4. Workshop for prioritization and drawing up of study, program and project incentive Files



This was the final Workshop in which the prioritization of the initiatives and the subsequent drawing up of the respective Files was simulated, following the task sequence put forward in Phase III. The municipal prioritization process was revised in this Workshop, repeating the Workshop 2 procedure and reinforcing the fundamental concept of including the community in the decision making process. There was a subsequent plenary discussion session regarding the Communal Map with the located initiatives, in which the team simulated decision taking in order to determine the final priority of the studies, programs and projects. The above was incorporated into the Matrix, completing it. Finally, once again using the Matrix chart (from the Manual's CD), the Files were filled in with the remaining items. This led to reflections regarding sustainability and how to involve related stakeholders in the unified municipal project and the terms and chronological sequence of each initiative. This resulted in the final product: the PLADECO of each Municipality, consisting of a Map, Matrix and incentives Files.

5. Presentation of group work

The final presentation of the work performed in the Workshops took place in the morning of the last day. Municipal officers introduced each Commune as they had done in Workshop 1, in order to place the PLADECO in context. The communal project was then presented through the Mayor's Proposal, explaining the defined proposals and subsequently the

Communal Map with the study, program and project initiatives that make up the PLADECO model. The speakers were the officers in charge of planning in the Municipalities, except in the case of Tortel, in which the Mayor spoke:

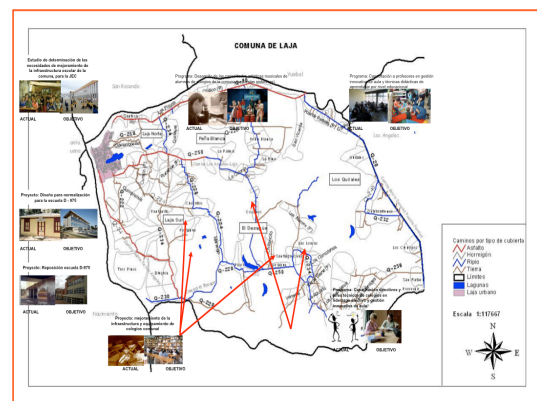
- Vicuña Exercise: Cristian Steib
- Laja Exercise: Francisco Jiménez
- Guaitecas Exercise: Sergio Varela
- Tortel Exercise: Bernardo López (Mayor)

The Workshop results were as follows:

Vicuña PLADECO



Laja PLADECO



Guaitecas PLADECO



Tortel PLADECO



Day spent preparing to apply the methodology

In the afternoon of Thursday, June 18, a meeting was held with the four Municipalities invited to carry out the application of the methodology, the respective Regional Governments and the responsible officers from SUBDERE and CEPAL, in order to coordinate the process start up. The materials used during the Workshop were provided as support for the organization work in the respective Municipalities.

Refreshments

Coffee with biscuits was offered to the participants between lectures and Workshops. Lunch was at the expense of each individual, with the CEPAL cafeteria being recommended. On the last day, a closure cocktail was offered after the diplomas were handed out.

1.3 Speakers and Regional and Municipal officers

A brief summary of the regional and municipal officers, speakers, instructors and monitors who participated in the Course/Workshop³³⁰ is given below:

Coordination

Luis Hidalgo Valdivia is a professional adviser to the Policies and Decentralization Department of the Subsecretariat of Regional and Administrative Development (SUBDERE), Chilean Government.

Teresa Mira Hurtado as research assistant in the Sustainable Development and Human Settlements Division of the Economic Commission for Latin America and the Caribbean (CEPAL) United Nations, and CEPAL-SUBDERE Project Coordinator.

Instructors and Speakers

Alfonso Montero Sánchez is an architect graduated from the Catholic University of Chile. He has practiced in Chile and the United States, specializing in innovative design and sustainable architecture in the social housing, institutional buildings and urban development spheres. He was part of first stage's research group.

330 In alphabetical order.

Carlos Haefner Velásquez is the Head of the Municipal Development Department of the Subsecretariat of Regional and Administrative Development (SUBDERE), Chilean Government.

Daniel Duhart Smithson is a history graduate from the Catholic University of Chile. He has a master's degree in Latin American Social and Political Studies with a major in Social Development from ILADES – Alberto Hurtado University, Chile. He was part of first stage's research group.

Laura Ortiz Malavasi is a Statistician from the University of Costa Rica. She has a master's degree in Social Sciences, majoring in Regional and Local Development, from the Faculty of Social Sciences, University of Chile. She also has a master's degree in Environmental Management and Planning from the University of Chile. She was part of first stage's research group.

María Ignacia Fernández G. is the Director of the Policies and Studies Division of the Subsecretariat of Regional and Administrative Development (SUBDERE), Chilean Government.

Oswaldo Henríquez Opazo is the Head of the Policies and Decentralization Department in the Subsecretariat of Regional and Administrative Development (SUBDERE), Chilean Government.

Ricardo Jordan Fuchs is the Economic Affairs Officer of the Sustainable Development and Human Settlements Division of the Economic Commission for Latin America and the Caribbean (CEPAL), United Nations.

Monitors

Beatriz Valenzuela Van Treek has a degree in architecture from the Catholic University of Valparaiso, Chile. She holds a Diploma in Urban Planning and development Programs in Third World Countries from the Royal Danish Academy of Fine Arts, Denmark. She has a postgraduate degree in Population and Development, Latin American Demography Center, United Nations, Chile. She has a master's degree in International Cooperation and Development from AECI-Universidad Complutense of Madrid, Spain. She has a doctorate in Urbanism, from the Universidad Politécnica de Madrid, Spain. She was part of first stage's research group.

Carmen Schlotfeldt Leighton is an academic with a bachelor of Economy from the Catholic University of Sao Paulo. She has a master's degree in Human Settlements and Environment from the Catholic University of Chile and a Doctorate from the Environmental Management, Landscape and Geography Program of the University of Barcelona, Spain.

Evelyn Navarrete Jaque is a Social Planner who studied Theater at the University of Chile. She is currently studying Anthropology at the Universidad Academia de Humanismo Cristiano. She

works as an adviser of the Department of Policies and Decentralization of the Subsecretariat of Regional and Administrative Development (SUBDERE), Chilean Government. Her main competencies lie in the areas of design, formulation and application of plans, programs and projects in the citizen participation sphere.

Leonardo Céspedes Mandujano is a Geographer from the University of Chile. He has a master’s degree in Earth Sciences from the University of Bristol in the United Kingdom. He works as the professional adviser to the Policies and Decentralization Department of the Subsecretariat of Regional and Administrative Development (SUBDERE), Chilean Government.

1.4 Assessment and observed performance

In order to gauge the opinion of those attending with regard to the methodology presented, an assessment form³³¹ was designed that takes into account technical aspects of the proposal, applicability, pertinence and overall aspects of the Course/Workshop. This assessment form was modeled on the internal international training assessment forms used by CEPAL’s Latin American and Caribbean Institute for Economic and Social Planning (ILPES) and Sustainable Development and Human Settlements Division.

The assessment scale used in the form is the same one contained in the PLADECO Manual³³² and uses scores from 1 to 7, corresponding to assessments ranging from “very poor” to “excellent”, respectively. The purpose was to continue with the same logic presented in the Manual, which adopts the scale most commonly used in Chile. It must be pointed out that the scale used has a positive Matrix in which a score of 5 indicates “good”, 6 “very good” and 7 “excellent”.

ASSESSMENT SCALE	
Assessments	Score
Excellent	7
Very good	6
Good	5
Sufficient	4
Not sufficient	3
Poor	2
Very poor	1

The assessment was performed on the last day prior to closure and, as explained, indications regarding the scale and how to complete the form were given.

The observed assessments are given below, following the order of the items on the assessment form:

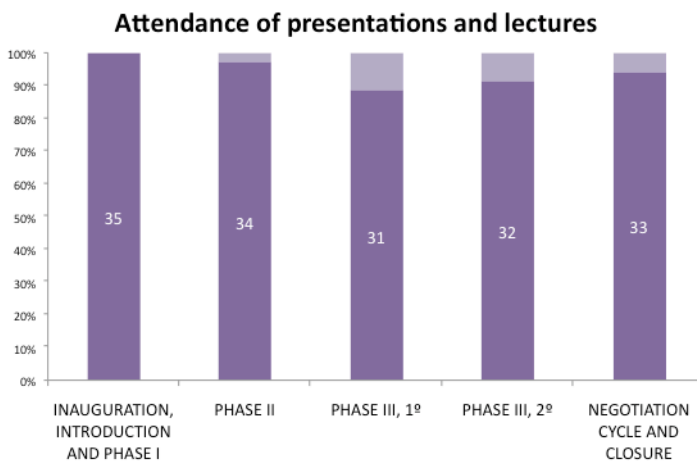
³³¹ In the ANNEX 5: COURSE. COURSE ASSESSMENT FORM. Written in Spanish.

³³² Cf. SUBDERE: “Manual...”, 2009, p.76.

Attendance

As explained in paragraph 3 of this chapter, invitations were extended to three types of participants: municipal, Regional Government and SUBDERE officers. Of the 45 confirmations, 35 individuals effectively attended the Course.

Nonetheless, attendance was slightly variable throughout the Course/Workshop, with an average of 94% as shown in the graph below:

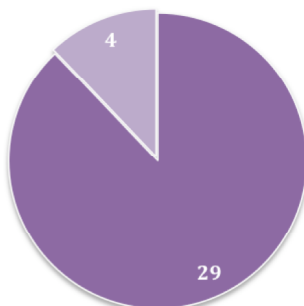


This information was not obtained from the assessment, but from the attendance registry.

Attendance was recorded at the beginning of each presentation and lecture. Attendance was not recorded in the Workshops.

Appraisal of attendance

33 people attended the assessment meeting. 88% of them attended and handed in an assessment form.



An indicator similar to this one will be found on the left side of each assessed item in order to gauge the number of answers to the question with respect to the number of forms handed out.

Attendance by invited parties



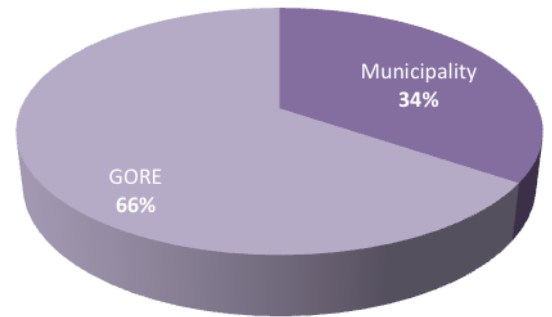


Organization that those attending belong to

Given the composition of the group, the aim was to gauge the percentages of municipal, Regional Government and SUBDERE professionals participating. 66% were Regional Government officers and the remaining 34% were municipal officers.

It can be seen that no forms were filled in by SUBDERE officers, even though they attended.

Organization it belongs to

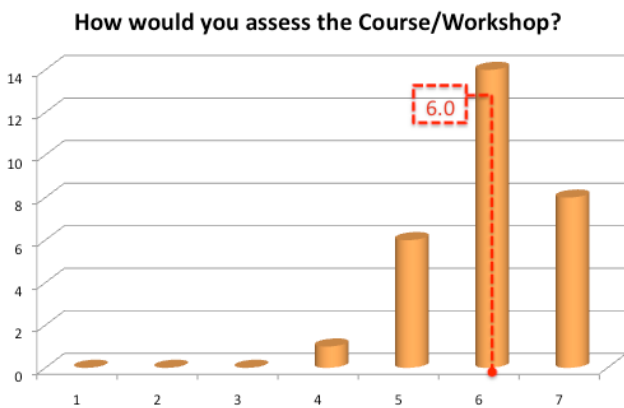


Overall assessment of the Course/Workshop

Five questions on general aspects of the Course/Workshop were put forward:



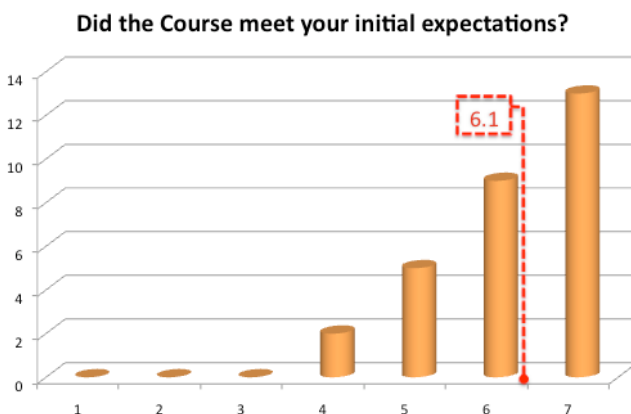
1. How would you assess the Course/Workshop



The participants assessed the Course/Workshop as “very good.” It is notable that the assessments were all very positive, with 28% “excellent”, 48% “very good” and 21% “good” assessments. Only 1 person classified it as “moderate”.



2. Did the Course meet your initial expectations?



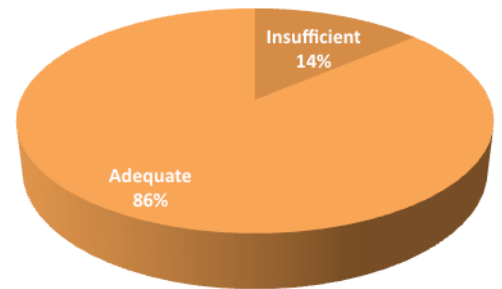
It can be seen that the Course satisfactorily met the expectations of 93% of the participants. It is notable that 45% of them replied with the highest score whereas only 2 individuals said that the Course met their expectations “moderately”.



3. The duration of the Course, for the purpose of understanding and incorporating the methodology

The duration of the Course was positively assessed by the great majority. There were no answers that indicated that it was too long, making the Course very repetitive. 86% of those attending considered the duration to be adequate, whereas 14% considered that there was not enough time for assimilating and learning the new concepts.

For understanding and incorporating the methodology, the duration of the Course was:



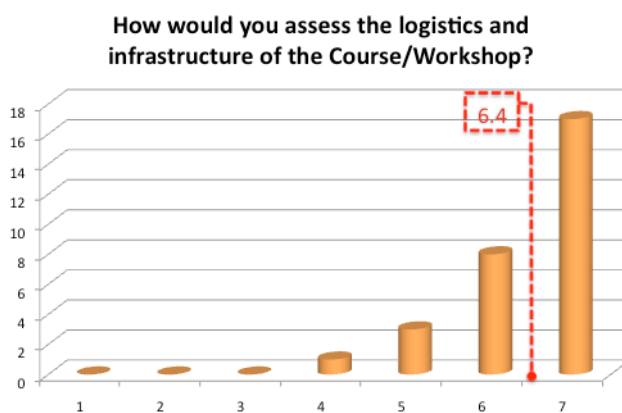
4. How would you assess the organization of the Course/Workshop?



The overall organization was assessed as being “very good”. It must be pointed out that this perception includes overall aspects of the organization of the Course and Workshops which embrace the entire set of training activities performed, including timing, coordination, etc. One can appreciate a considerable majority of good assessments with 38% assigning the highest score and 41% the next highest.



5. How would you assess the logistics and the infrastructure of the Course/Workshop?



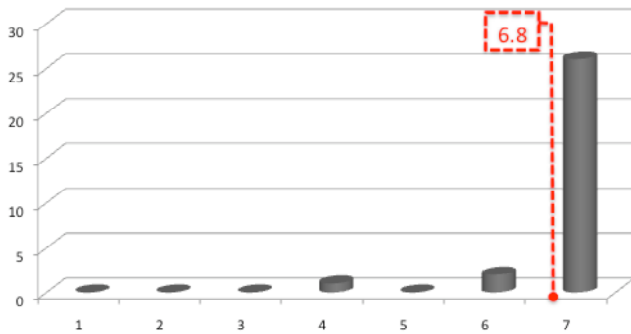
The overall logistics and infrastructure of the Course/Workshop was very well assessed, highlighting the fact that 59% of participants awarded them the highest score.

Teaching material (Manual, CD)



1. How would you assess the Manual provided for the Course/Workshop?

How would you assess the Manual provided for the Course/Workshop?

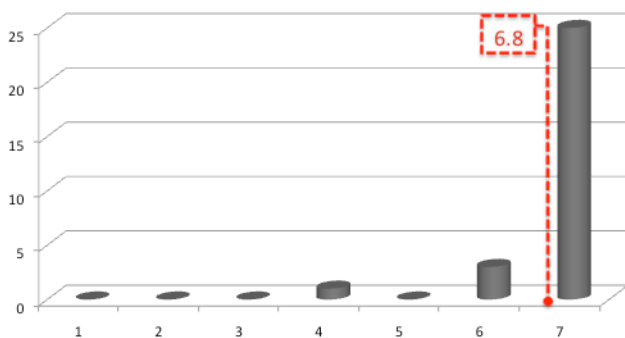


The PLADEC0 Manual was classified as excellent by 90% of the participants, which is excellent feedback for the project since this is the perception of the product of the first stage of the Project. As can be seen, the opinion was practically unanimous.



2. How would you assess the CD provided by the Course/Workshop?

How would you assess the CD provided for the Course/Workshop?

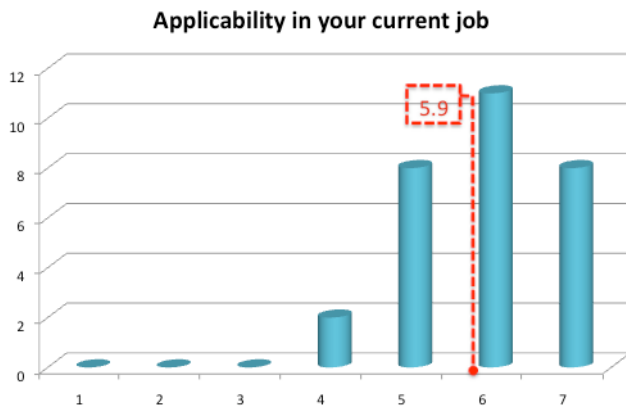


Similarly, the CD contained in the Manual obtained a very high score, with 86% assigning it the highest score. Both the Manual and the CD were the basis of the training phase, since they were used not only during the lectures but also constituted the platform for the Workshop activities.

Impact, applicability and usefulness of the Course



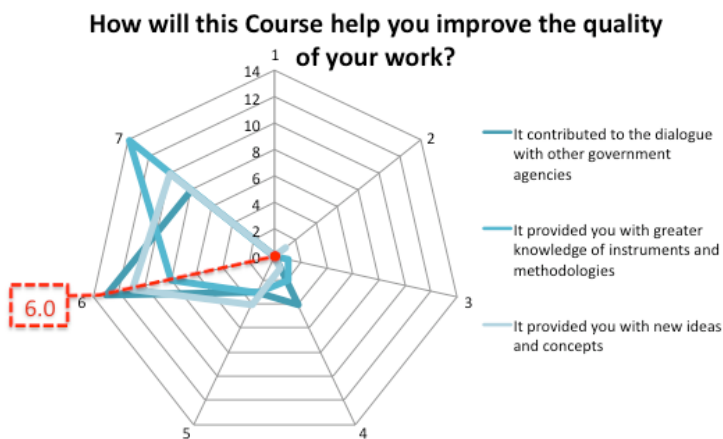
1. Applicability in your current job



The assessment of the applicability of the Course/Workshop in the current job of the participants is extremely relevant, since it tells us whether the target group invited had been properly selected. It can be seen that for all participants, the subject of local development planning is pertinent to their current work, highlighting the fact that 93% of the participants think that the concepts and subjects dealt with are timely, useful and applicable.



2. How will this Course help you improve the quality of your work?



The answers of the participants as to whether they believe that the Course/Workshop would contribute to their current job, were focused on three aspects:

- Whether it contributed to the dialogue with other government institutions
- Whether it provided greater knowledge of instruments and methodologies
- Whether it provided new ideas and concepts

In general, the three aspects were well assessed by an ample majority, as can be seen in the graph, with 77% assigning the maximum score “excellent” and “very good”.

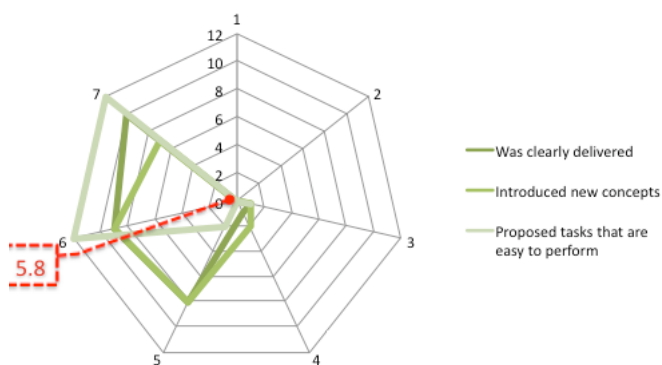
Lectures and Workshops

Several questions were put forward for the assessment of the lectures and Workshops, which the participants classified one by one. The graphs shown below were constructed with these results, giving a broader view of the overall assessment obtained. The lectures related to Phases I, II and III of the Manual were assessed so as to have some feedback on the tasks put forward and the contents presented, on whether the concepts were new and whether the proposed tasks were deemed possible to implement. The clarity of the lecturers was also assessed.



In general, for the Phase I lectures there was

Phase I Lecture



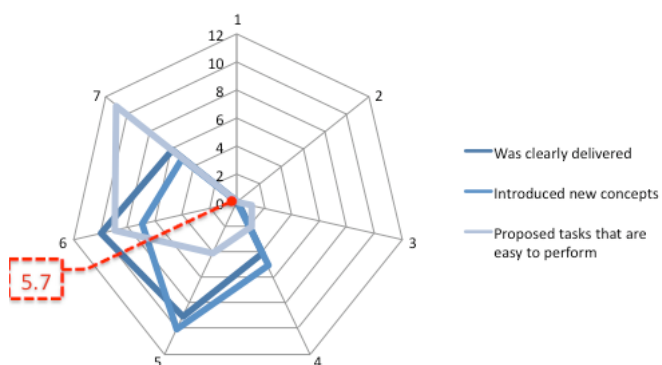
It can be seen that in the first lectures the assessments ranged from “good” to “very good.” The Phase III lecture received the best assessment with an average of 5.9 followed by Phase I with 5.8 and Phase II with 5.7. Nonetheless, within these averages, some nuances in the answers can be appreciated.

Regarding the clarity of the lecturers, very similar answers can be observed in all three cases, and this is where the greatest dispersion can be noted. The Phase II lecture obtained the lowest average at 5.6.



In general, for the Phase II lectures, there was

Phase II Lecture

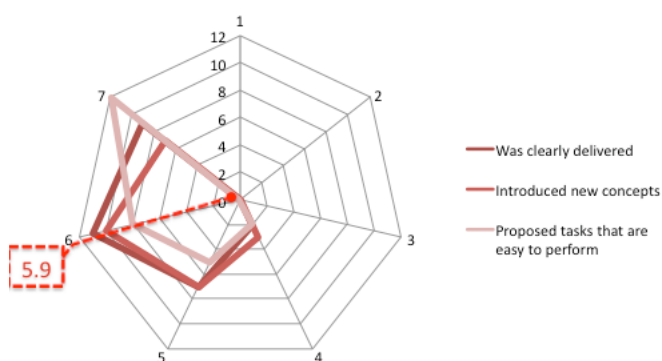


Participants’ assessment of the novelty of the Concepts put forward during the Course/Workshops can best be seen in Phase III (5.8) followed by Phase I (5.6). In Phase II (5.4) there is a wider range of assessments, which leads us to conclude that a group of the participants was more familiar with the subject of citizen participation.



In general, for the Phase III lectures, there was

Phase III Lectures

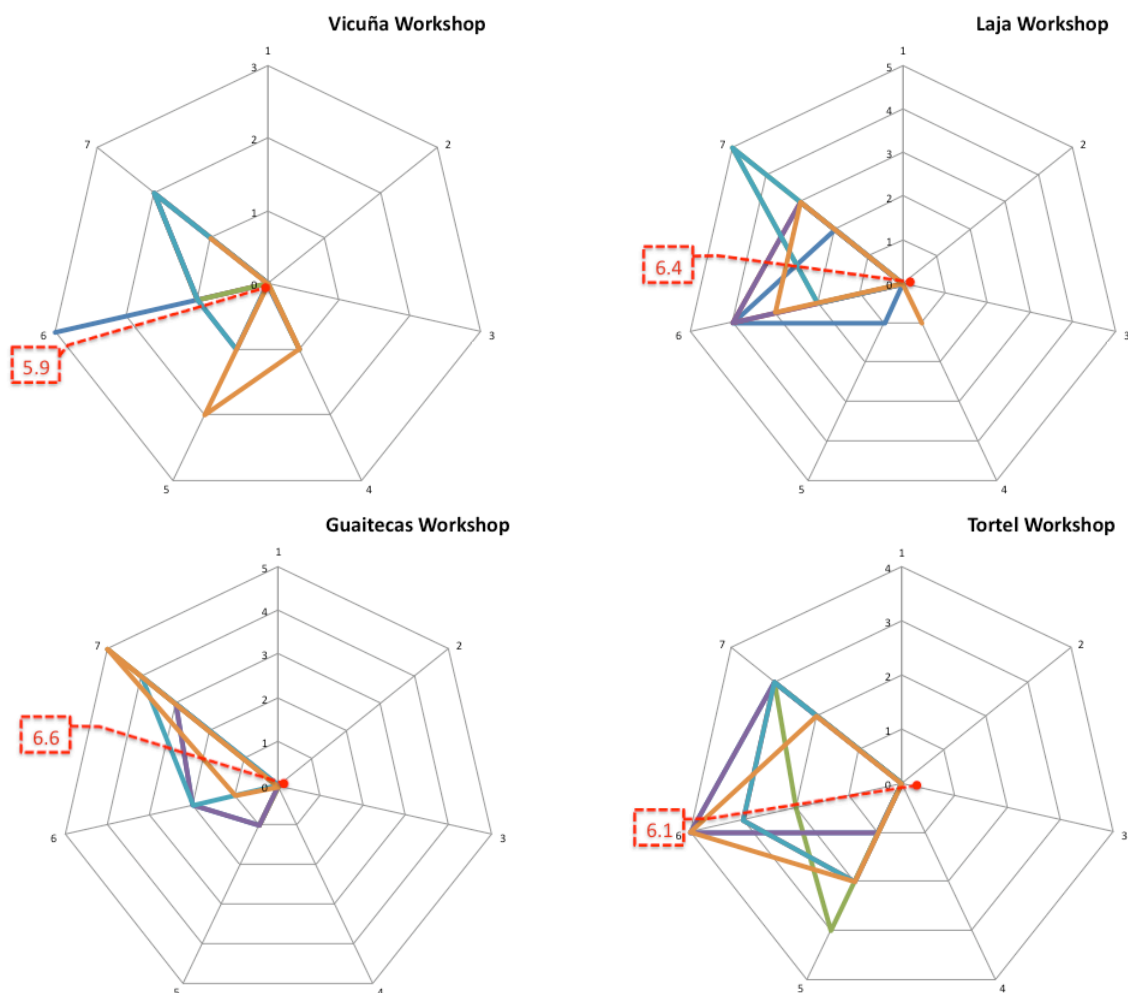
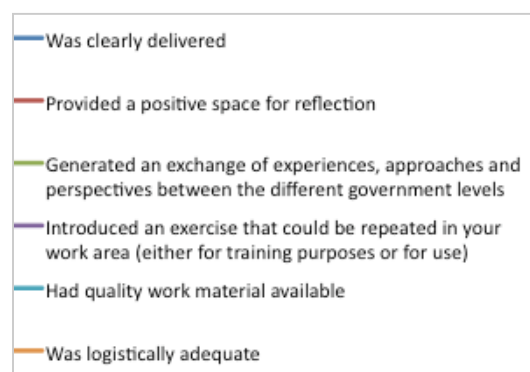


Regarding the feasibility of performing the tasks put forward, 79% of participants classified it within the range of higher scores (6 to 7). It must be pointed out that 89% of the participants believe that the tasks set out in Phase I are very feasible (61 average score) 74% of the participants have the same opinion regarding the tasks in Phase III. The tasks set out in Phase II obtain a slightly lower average assessment (5.9).

Now, in order to assess the Workshops, six aspects were taken into account: the clarity of the monitors, whether the Workshop entailed a space for positive reflection, whether there was an exchange of experiences, focuses and perspectives between the different government levels, whether the exercise could be replicated in their work place (either as a training exercise or for direct use), the quality of available material and whether the logistics were adequate.

Differences can be perceived between the Workshops despite the fact that they were all assessed quite positively (range 5.9 – 6.6). The graphs show that the Vicuña Workshop had the lowest assessments (average 5.9), especial as regards logistics, and a degree of spread in the answers to the majority of items between 5 and 7. Greater consensus with regard to the clarity of the monitor was observed.

Conversely, the Guaitecas Workshop has the highest assessments (average 6.6) with a great degree of consensus in all answers. This is where logistics obtained the highest assessments. Similarly, the Laja Workshop obtained very good assessments on all points (average 6.4), with a high degree of consensus in the range between “very good” and “excellent.” The quality of the work materials received the best assessments. Finally, slightly more spread can be appreciated in the Tortel Workshops, extending the range between “good” and “excellent”, with an average assessment of 6.1. This is accentuated mainly with respect to the interchange of approaches between the different government levels.

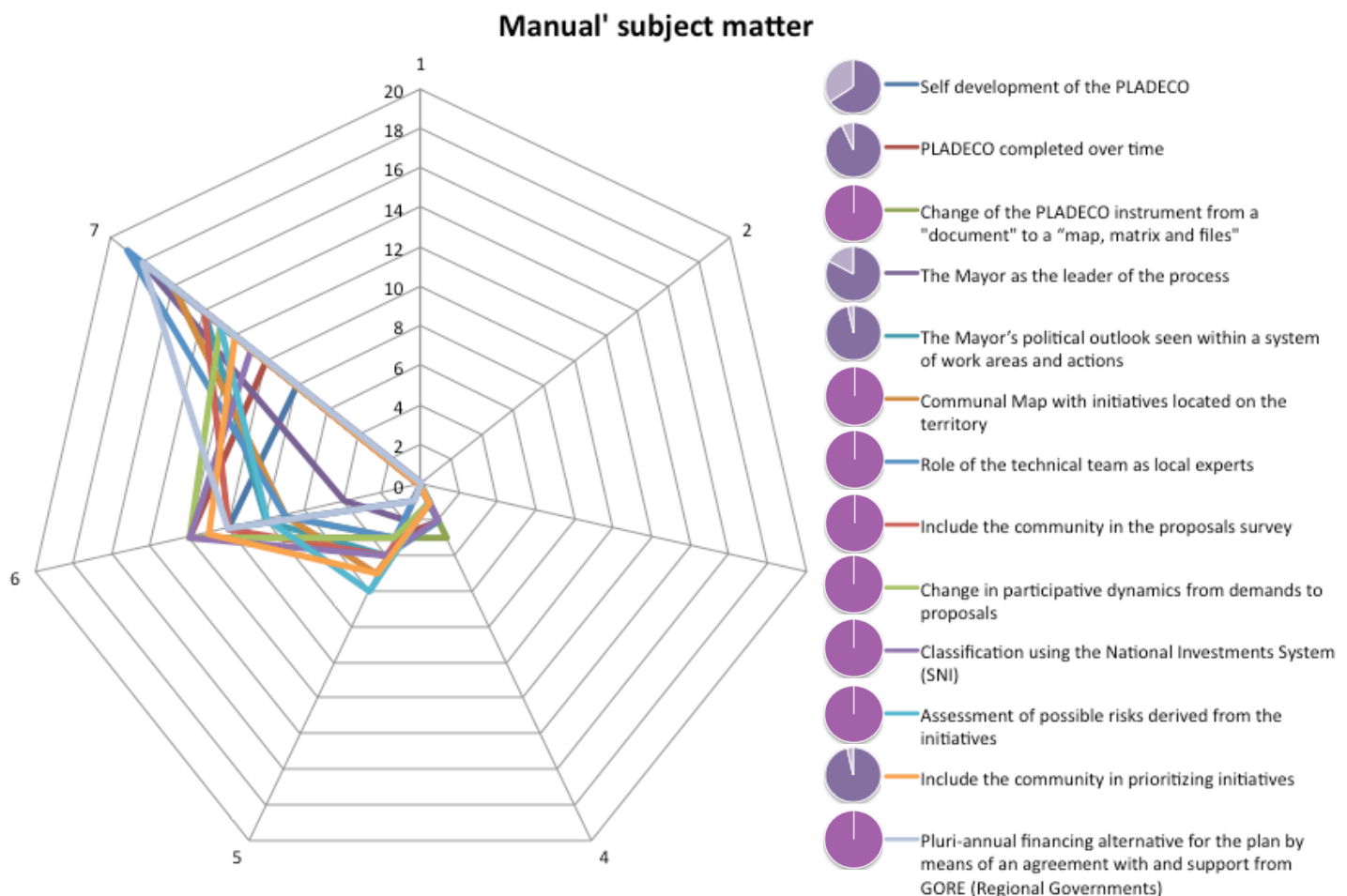


Subject matter

The participants were asked to indicate the degree of relevance they found in the different subject matters dealt with in the Manual, so as to gauge their perception of the pertinence of the subjects dealt with and the innovations of the methodology. In general they were all very well assessed, with 84% of the assessments within the range of “very good” and “excellent” in all items. There were no assessments lower than “moderate” and, as can be seen in the graph, they were assigned by very few individuals (4% of all the answers).

The greatest consensus on highly relevant subjects was that the technical team should act as local experts, that the Mayor should be the leader of the PLADECO development process and that the alternative of pluri-annual financing of the plan with the agreement and support of the Regional Government (GORE) should be adopted. There was also considerable consensus on the self-development of the plan, which was considered very important.

Conversely, the most controversial subjects were the conversion of the PLADECO instrument from a “document” to a “Map, Matrix and Files”, the Mayor’s political outlook viewed within a system of work areas and actions, that the PLADECO should be complemented over time and the classification of the initiatives using the National Investments System. Among these, the latter two are the ones that obtain the lowest averages (6.1). Nonetheless, all the assessments surpass 80% “very good” approval rating.

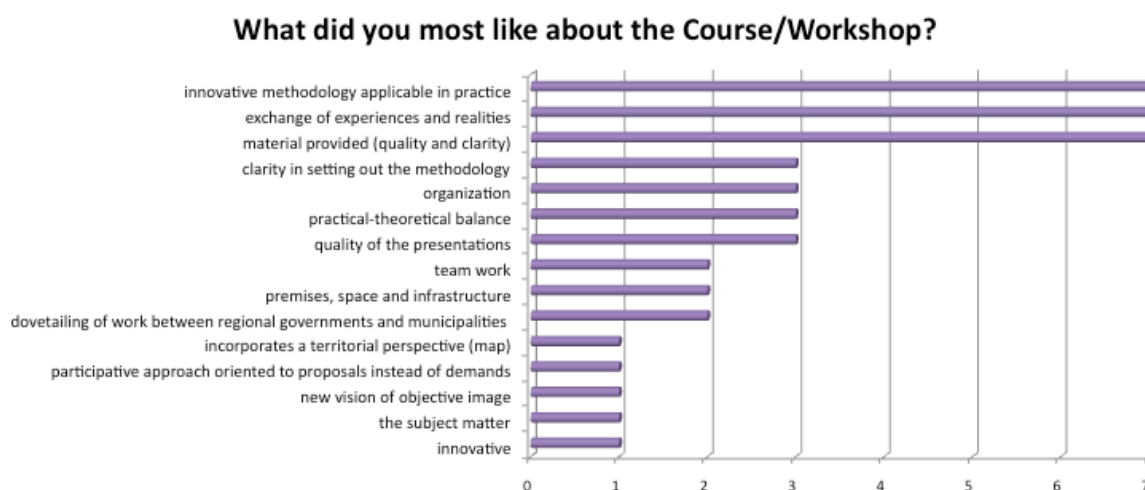


Comments: open answers

The assessment form included a section of open questions for taking into account the contribution of the participants for improving future training activities. The questions were:

- What did you like most about the Course/Workshops?
- What did you most dislike about the Course/Workshop?
- How could the Course/Workshop be improved

Meaningful coincidences can be seen in the answers obtained. They were grouped and presented in graph form as seen below:

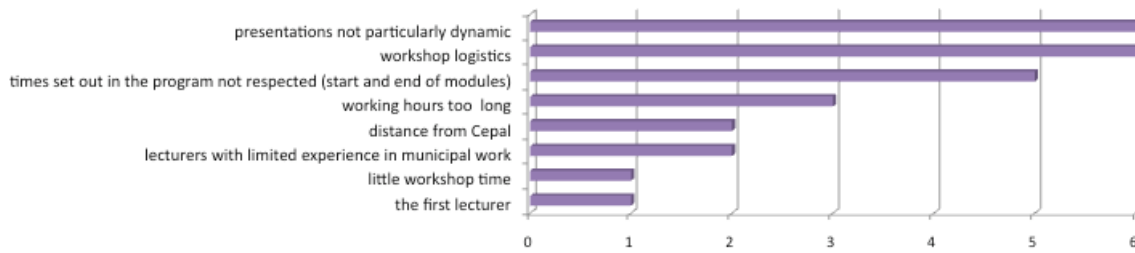


Outstanding among the highest assessments of the participants is acceptance of the methodology, considered to be innovative and applicable in practice. This point is fundamental and very satisfactory for the objectives of the training program. Furthermore, many of these answers have to do with the methodological proposal put forward such as the coordination of the work between Regional Governments and Municipalities, the incorporation of a territorial perspective through the Map, the participative approach oriented towards proposals instead of demands and the new objective image outlook.

Similarly, it is very positive that there are considerable coincidences with respect to the interchange of experiences and realities that occurred during the Course/Workshop, another of the objectives that it was hoped would be achieved.

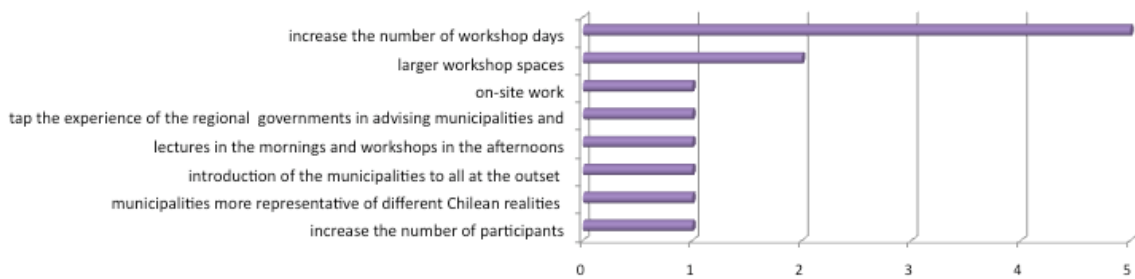
Finally, the third point in which there was considerable coincidence was the appreciation of the material provided as regards quality and clarity, which reinforces the assessment observed in the third paragraph of the form.

What did you least like about the Course/Workshop?



Regarding the most poorly assessed aspects, there was much agreement on the poor logistics of the Workshops and the fact that the presentations were not very dynamic. Comments on the lack of punctuality in the start and closure times of modules with respect to the program were also observed.

How could the Course/Workshop be improved



Finally, the participants were asked to put forward suggestions to be considered in a future Workshop that would enable improving the training activity. Here the highest consensus was that there should be more Workshop days and the fact that Workshop spaces should be more ample for greater working comfort.

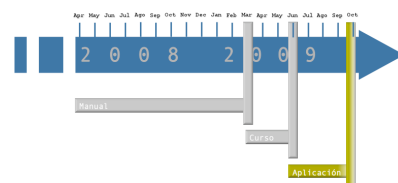
The results observed during the Course/Workshop show that for participants the training activity was a positive space for learning, reflection and dialogue and that an effective transfer of the concepts contained in the Manual was achieved. It was evident that the methodology presented satisfies current requirements in local planning and promotes cooperation between the different levels of government. The training Course was a very enriching experience for all officers attending and was the basis for introducing these new notions that contribute to a territorial approach to projects, with images that enable communication and follow-up, with the incorporation of participative dynamics for surveying proposals, prioritization, co-management and control, and the construction of a pluri-annual portfolio financed in accordance with the possibilities of the Regional Government.

The Course/Workshop was a very useful experience for interchanging experience and knowledge of practices and undoubtedly an essential link for making the project known and encouraging Regional and Municipal Governments to apply it.

2. Project 3rd Stage: Application in 4 Chilean Municipalities (Vicuña, Laja, Guaitecas, Tortel)

A meeting was held on the last day of the Course/Workshop to prepare for the application of the methodology and coordinate the process start-up with the 4 invited Municipalities (Vicuña, Laja, Guaitecas, Tortel) and their Regional Governments (Coquimbo, Biobío and Aysén, respectively). This milestone marked the beginning of the last stage of the project – the application of the methodology in the four Municipalities.

This phase is the third stage of the CEPAL-SUBDERE project, consisting in the application of the methodology set out in the Manual for Drawing up the Communal Development Plan (PLADECO) by the four Municipalities. This task is led by the Mayor with his technical team, working in conjunction with the community (through three participative meetings per zone) and applying the tasks set out in the Manual for produce the Communal Map, PLADECO Matrix and Files to produce the respective PLADECOs.



During this phase, the Municipalities receive technical support from CEPAL and work with SUBDERE and the respective Regional Governments for the proper development of the proposed tasks and products.

2.1 The Municipalities


The four Municipalities were selected by SUBDERE based on political criteria³³³. Two of them fall within group 1³³⁴ of the SUBDERE typologies classification and the other two in group 4³³⁵, both of which fall within the project's target group.

333 The decision was taken directly by the SUBDERE Subsecretary, Mahmud Aleuy Peña y Lillo. CEPAL did not participate in this decision, but simply made sure that they were Municipalities matching the project's purpose, with a Municipal Development Plan in force or about to expire.

334 Guaitecas and Tortel: typology 1.

335 Vicuña and Laja: typology 4.

The Municipalities selected were: Vicuña, Laja, Guaitecas and Tortel. A chart summarizing the basic information of the respective Communes is given below³³⁶:



	Region	Capital	Surface area	Population ³³⁷	Rural pop.	Density	Poverty index ³³⁸	Self financing	Mayor
Vicuña	Coquimbo	Vicuña	7,609.8 km ²	26,055	36.9%	3.42 inhab./km ²	20.60%	36.2%	Fernando Guaman Guaman
Laja	Biobío	La Laja	339.8 km ²	21,175	32.6%	62.32 inhab./km ²	19.80%	44.95%	Vladimir Fica Toledo
Guaitecas	Aysén del Gral. Carlos Ibáñez del Campo	Melinka	459 km ²	1,782	3.9%	3.9 inhab./km ²	Not reported	Not reported (close to 14% ³³⁹)	Luis Antonio Miranda Chiguay
Tortel	Aysén del Gral. Carlos Ibáñez del Campo	Caleta Tortel	21,347 km ²	599	100%	0.03 inhab./km ²	Not reported	Not reported (close to 14% ³⁴⁰)	Bernardo López Sierra

336 The information contained in the summary chart is the same as that included in the typologies classification, together with other generic information such as surface, density, capital, region and the mayor's name, which contribute to the description of the Municipalities. Source: National Municipal Information System (SINIM), Chilean Government. "Self-financing" was calculated as 1 minus the dependence value of the Common Municipal Fund (FCM). The information was taken from SINIM: <http://www.sinim.cl>, except in the three cases for Guaitecas and Tortel where no information was available. For these, a) the surface area information was obtained from the official page of the Regional Government of Aysen www.goreaysen.cl; b) the densities were calculated by the author; c) there is no information on the ratio between funds from the Common Municipal Fund (FCM) and own income, due to which the reference value corresponding to the average of the group under the SUBDERE typologies classification (Chapter 3, 1.4) was used. More information on the Municipalities is available in the files of the ANNEX 6: MUNICIPALITIES PROFILE, from the SINIM web site (in Spanish).

337 Estimated by the National Institute of Statistics (INE) as of 2008. Source SINIM.

338 Percentage of the population below the poverty datum line; the national average is 14.3%. Source SINIM.

339 1 minus the average percentage of Group 1 of the SUBDERE typologies classification. See footnote N°335.

2.2 Application follow-up program

The start-up of the PLADECO Drawing up Cycle began in the four selected Municipalities after the Course/Workshop. For such purposes, the Mayor of each Municipality appointed a coordinator in charge of executing the tasks set out in the Manual and produce the Map, Matrix and Files.

This stage was implemented with the support of CEPAL, which monitored the application. The officers in charge in each Municipality regularly informed the CEPAL coordinator on the degree of progress of the tasks and products. The CEPAL team, on the other hand, had been reviewing the different activities, giving recommendations for their proper implementation and verifying satisfactory compliance with the tasks and products set out in the Manual, respecting terms, responsibilities and resources.

The follow up was performed in accordance with the terms established by each Municipality (Phase I, Task 4), using as a guideline the Manual's schedule (Phase I, Task 4)³⁴¹ which sets out the tasks with their respective implementation terms. The work platform used was the CEPAL virtual interface WebBoard, as in previous phases.

The different steps performed for the implementation of this phase of the project are listed below:

1. When inviting the Municipalities to participate in the implementation phase of the project methodology, SUBDERE drew up an agreement between the parties setting out the commitments with regard to human resources, materials and financing between the organization and the Municipalities, as well as the tasks that ensure proper execution of the development plans within the agreed terms. This agreement stipulates that the Municipality is responsible for developing the three products that comprise the PLADECO (Map, Matrix and Files), within a maximum term of 8 months. SUBDERE, on the other hand, provides the funds for financing the operational costs for performing the activities with the community, the editing of the work materials, socialization, dissemination and rental of equipment and premises³⁴².

The agreement structured payments as follows:

- 40% on signing the agreement

340 Ibidem.

341 SUBDERE: "Manual...", 2009, pp.24, 25.

342 In the file of the SUBDERE-DIPRES Resources Assignment Committee, project code: 09.03.06; Subsecretariat of Regional and Administrative Development, Ministry of the Interior and Budget Directory, Ministry of Finance, Government of Chile, Santiago, April 9, 2009.

- 40% on presentation of the Municipal Proposal by means of the Map and Matrix in their Initial State³⁴³
 - 20% on presentation of the remaining products: Community Proposal by means of the products Map and Matrix in their Intermediate State³⁴⁴, and the PLADECO, by means of the products Map, Matrix and Files in their Final State³⁴⁵
2. The invited Municipalities must attend the Course/Workshop, actively participating on the Workshop activities, providing an introductory synthesis of the Commune in order to put the work to be performed in context, complying with the role of Mayor and the person in charge of digitalizing the information, as set out in the previous section.
 3. Then the Mayor of each Municipality appoints a coordinator³⁴⁶ (who attended the Course/Workshop) who will be responsible for executing the tasks set out in the Manual and drawing up the Map, Matrix and Files.
 4. Each municipal coordinator provides CEPAL with the names of the members of the municipal task force so that the person in charge in CEPAL can register them in the PLADECO APPLICATION WebBoard. Each one of them receives a login and password which are the keys for accessing the site.
 5. The coordinator submits a work schedule base on the Gantt chart mentioned in Task 4 of Phase I of the Manual, using the CD form. The schedule sets out the tasks mentioned in the Manual, delivery of products as set out in the SUBDERE agreement, their submittal to the Council and identifies those responsible for each task and the respective budgets. The coordinator must keep this work schedule updated on the WebBoard so that it will be available to the CEPAL-SUBDERE team and the respective Regional Government. CEPAL performs follow-up on the basis of this work plan.
 6. Once the work schedule has been defined, the municipal team starts carrying out the tasks set out in Phase I of the Manual for producing the first product: PLADECO Matrix and Communal Map in their Initial State. The products and their progress are published on the WebBoard for revision, queries and recording. The above requires compliance with the five tasks shown below:

343 Cf. SUBDERE: "Manual...", 2009, p.41.

344 Cf. SUBDERE: "Manual...", 2009, p.61.

345 Cf. SUBDERE: "Manual...", 2009, p.89.

346 Gilberto Cristian Steib Caroca (Municipality (IM) of Vicuña), Francisco Antonio Jiménez Villa (IM Laja), Alonso Ponce Jara (IM Guaitecas), Rodrigo Maldonado Retamal (IM Tortel).

Phase I: Municipal Proposal³⁴⁷

Products: Communal Map with the Municipal Proposal

PLADECO Matrix with the Municipal Proposal

Duration: 1 month

	ACTIVIDADES		RESPONSABLE	PRESUPUESTO	CRONOGRAMA																
					MES 1	MES 2	MES 3	MES 4													
FASE INICIAL: PROPUESTA MUNICIPAL	TAREA 1: Visión del Alcalde				X																
	TAREA 2: Constitución del Equipo de Trabajo	Designar un coordinador Formar un Equipo Técnico				X															
	TAREA 3: Taller de Inducción del PLADECO					X															
	TAREA 4: Organización y Coordinación de las Actividades	Asignación de tareas Estimación de recursos materiales y financieros Cronograma de actividades	Presupuesto Financiamiento			X X X															
	TAREA 5: Elaboración de la PROPUESTA MUNICIPAL	Construcción del MAPA COMUNAL	Obtención de un plano base de la Comuna Situación información territorial Identificación de zonas o localidades Identificación de LINEAS DE PROPUESTAS				X X X														
		Sistematización información sobre la MATRIZ PLADECO					X														

During this stage, CEPAL provides technical assistance to the coordinators of the Municipalities, consisting in:

- technical guidance to the Municipalities with regard to the tasks to be performed
- verifying that they are following the work schedules they put forward within the agreed terms
- verifying that the products are being properly developed
- verifying that the tasks set out in the Manual have been properly followed
- submitting a weekly activities report with a check list of the work schedule for each Municipality

7. Once the first stage is over, the Municipality formalizes compliance with submittal of the products corresponding to the Municipal Proposal to SUBDERE in order to receive payment of the second installment of the agreement, informing the respective Regional Government³⁴⁸. This submittal is certified by CEPAL and is attached to the work schedule updated by the Municipality.

³⁴⁷ Figure from SUBDERE: "Manual...", 2009, Drawing up Cycle, p.24.

³⁴⁸ Compliance is formalized by means of a report referring to the minutes of the meeting of the Mayor with the Council Board in which the products that make up the Municipal Proposal are presented.

8. Phase II of the Manual then begins, production of the PLADECO Matrix and Communal Map in their Intermediate State, which add the views and needs of the community to the Municipal Proposal through participative zonal meetings. These activities are performed with the financing for operational expenses set out in the SUBDERE agreement, using the budget stipulated in Task 4 of Phase I of the Manual as a guideline. This entails holding three participative meetings in three zones: First Meeting (calling the citizens together and information on the process), Second Meeting (identification of the Community's Proposals), both in this second phase, and Third Meeting (prioritization of initiatives) which is held in Phase III. The coordinators are assigned these funds according to their particular needs as reflected in the work schedule.

The products and their progress are included in the WebBoard for revision, queries and recording. As in the previous stage, CEPAL renders technical assistance to the task forces for proper performance and due compliance of the five tasks shown below:

Phase II: The Community's Proposal³⁴⁹

Products: Communal Map with the Municipal and the Community's Proposals included

PLADECO Matrix with the Municipal and the Community's Proposals included

Duration: 1 month

	ACTIVIDADES	RESPONSABLE	PRESUPUESTO	CRONOGRAMA			
				MES 1	MES 2	MES 3	MES 4
FASE INTERMEDIA: PROP. DE LA COMUNIDAD	TAREA 1: Preparación del Proceso Participativo				X		
	TAREA 2: Convocatoria				X	X	
	TAREA 3: Información del Proceso Participativo				X	X	
	TAREA 4: Formulación de las LÍNEAS DE PROPUESTAS de la Comunidad					X	X
	TAREA 5: Preparación de la PROPUESTA DE LA COMUNIDAD	Unificación del MAPA COMUNAL Sistematización Información sobre la MATRIZ PLADECO					X

9. Once the second stage is finished, SUBDERE informs the Regional Government that the products corresponding to the Community Proposal have been duly concluded and have been approved by CEPAL. This is accompanied by the work schedule updated by the Municipality.
10. Once the Community Proposal is complete, the proposal surveying work comes to an end, leading to the beginning of Phase III of the Manual, namely decision making, for the production of the PLADECO Matrix, the Communal Map and the Files in their Final State,

³⁴⁹ Figure from SUBDERE: "Manual...", 2009, Drawing up Cycle, p.24.

which correspond to the PLADECO. As in the previous stages, the products and their progress are uploaded to the WebBoard for revisions, queries and recording. In this stage, each Municipality's work team continues performing the eight tasks shown below, with technical support from CEPAL:

Phase III: Decision making³⁵⁰

Products: Communal Map of the PLADECO studies, programs and projects initiatives

PLADECO Matrix with all the process information

Files of each one of the PLADECO studies, programs and projects initiatives

Duration: 2 months

	ACTIVIDADES			RESPONSABLE	PRESUPUESTO	CRONOGRAMA				
						MES 1	MES 2	MES 3	MES 4	
FASE TÉRMINO: TOMA DE DECISIONES	TAREA 1: Definición de ESTUDIOS, PROGRAMAS Y PROYECTOS	Situación de las INICIATIVAS en la MATRIZ PLADECO	Identificación de SUBSECTORES de desarrollo				X			
			Identificación de fuentes de financiamiento				X	X		
			Presupuesto				X	X		
			Análisis coherencia interna y externa				X	X		
			Localización de las INICIATIVAS en el MAPA COMUNAL						X	
	TAREA 2: Visualización de RIESGOS	Busqueda de información de RIESGOS						X		
			Situación de los RIESGOS en la MATRIZ PLADECO						X	
	TAREA 3: Priorización de la Comunidad	Preparación del proceso participativo	Convocatoria				X	X	X	
			Visualización de Riesgos y Priorización						X	X
			Unificación de los resultados							X
TAREA 4: Confluencia de Inter- eses entre Actores								X		
TAREA 5: Prioridad de ESTUDIOS, PROGRAMAS y PROYECTOS								X		
TAREA 6: Actualización del MAPA COMUNAL								X		
TAREA 7: Elaboración de las FICHAS								X		
TAREA 8: Pre-aprobación del PLADECO									X	

11. Once this final stage is over and has been approved by CEPAL, the Municipality formalizes the conclusion of its PLADECO (by means of the three products) and informs SUBDERE and the Regional Government for payment of the final installment of the agreement. A report on the activities performed by the coordinator and the accounts statement associated to the agreement are attached.

350 Figure from SUBDERE: "Manual...", 2009, Drawing up Cycle, p.25.

This terminates the PLADECO Drawing up Cycle and the CEPAL-SUBDERE project. The next steps of the four Municipalities consist in developing the activities mentioned in the latter phases of the Manual: the Negotiation Cycle, in which the Mayor will define his investment portfolio with the Regional Government in order to adjust his development plan to the studies, programs and projects initiatives that have real financing possibilities and the Management Cycle, in which the design, proposal, updating and start-up of these initiatives begins.

2.3 PLADECO APPLICATION WebBoard

As previously mentioned, a new virtual platform, managed by CEPAL, was created for the development of the application and follow-up phase, where all the work material can be found and on which all finished products are published. As in the project's previous WebBoards, this space is the communication and information channel for the different stakeholders in this stage, seeking to promote dialogue and exchange of opinions between them. It is also linked to the Course/Workshop and the project WebBoard.

<http://sws.eclac.cl/WB/?boardid=APLICACIONPLADECO>

WebBoard - Teresa Mira

02-09-09 17:50

Metodología para la elaboración del Plan de Desarrollo Comunal (PLADECO)

Home Page » My Home Page » Boards » APLICACION PLADECO

Show New Messages

Welcome to APLICACION PLADECO, Teresa Mira !

APLICACIÓN: METODOLOGÍA PARA LA ELABORACIÓN DEL PLADECO

Esta fase corresponde a la tercera etapa del proyecto CEPAL-SUBDERE, la cual consiste en la aplicación de la metodología presentada en el Manual de Elaboración del Plan de Desarrollo Comunal (PLADECO) por parte de los cuatro Municipios: Vicuña, Laja, Guaitecas y Tortel.

Se realiza mediante un trabajo liderado por el Alcalde junto a su equipo técnico y en conjunto con la comunidad (mediante tres encuentros participativos por zona), donde se deben desarrollar todas las tareas presentadas en el Manual para elaborar los productos MAPA COMUNAL, MATRIZ PLADECO y FICHAS, conformando los PLADECOS respectivos.

Durante esta fase los Municipios contarán con el apoyo técnico de CEPAL, acompañamiento de SUBDERE y de los Gobiernos Regionales respectivos, para el buen desarrollo de las tareas y productos planteados.

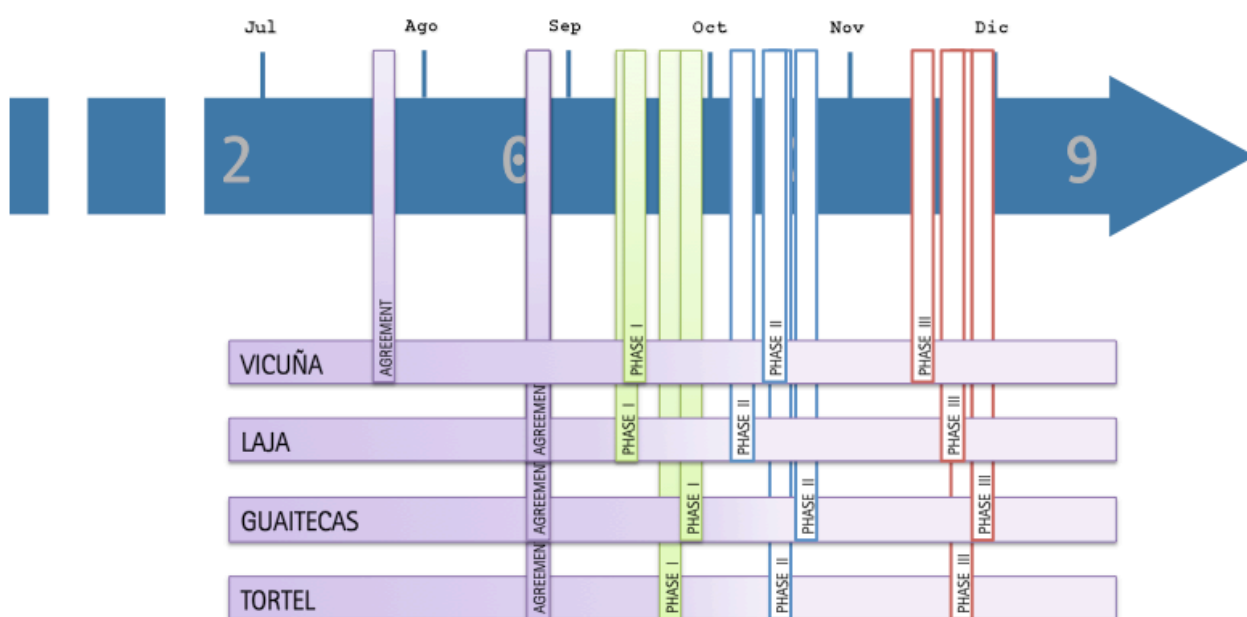
Go to Conference: go

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2.4 State of progress

The four invited Municipalities developed their PLADECOS following a work schedule submitted by each one of them. Since all four of them used the schedule set out in the Manual as a guideline, certain milestones have been defined in order to verify the degree of progress of the products and compliance with the proposed tasks. The commitment compliance dates and the observed situation are shown below:

		PHASE I				PHASE II				PHASE III					
	Signing of the SUBDERE – Municipalities agreement	Future Outlook Scheme	Municipal Proposal (map and matrix in their initial state)	CEPAL approval	Submital to Council-GORE-SUBDERE	First participative meeting	Second participative meeting	The Community's Proposal (map and matrix in their initial state)	CEPAL approval	Submital to Council-GORE-SUBDERE	Identification of initiatives	Third participative meeting	PLADECO (map, matrix and files in their final state)	CEPAL approval	Submital to Council-GORE-SUBDERE
VICUÑA	18/07/09	01/09/09	01/09/09	11/09/09	21/09/09										
LAJA	22/08/09	07/09/09	07/09/09	07/09/09	08/09/09										
GUAITECAS	22/08/09	28/09/09	28/09/09	29/09/09	30/09/09										
TORTEL	22/08/09	16/09/09	17/09/09	21/09/09	23/09/09										



The figure shows that the application stage is currently in progress. The colored bars (violet and green) illustrate the terms within which the respective “agreement signing” and Municipal

Proposal” milestones have been completed. It can be seen that the four Municipalities are at the same stage of progress. The empty columns, on the other hand, show the estimated terms for completion of the products “Community Proposal” and “PLADECO.” At the beginning of September the project is entering the second phase of the Drawing up Cycle: the Community’s Proposal. In all four cases, one can see a 2 month delay with respect to the work schedule submitted in July. All of them agree that start-up was slower than expected due to difficulties with installing the process within the Municipalities, setting up, training and commitment of the stakeholders, and most of all the difficulty of inserting this additional work load into daily activities and responsibilities.

The next stage of the project is expected to be more fluid and in line with scheduled terms, as the project is already functioning. This would enable finishing the project in December, 2009.

2.5 Partial results

Products associated to the milestones mentioned in the state of progress have been defined for the development of the project. As previously mentioned, the four Municipalities have successfully concluded the first phase of the Drawing up Cycle, obtaining the products that make up the Municipal Proposal. Nonetheless, for the correct drawing up of the Map and Matrix in their initial state, work was started on the construction of the Future Outlook Scheme, led by the Mayor, in which the main guiding principles of the development plan were set out. The products³⁵¹ finished by the Municipalities to date are shown below:

Vicuña

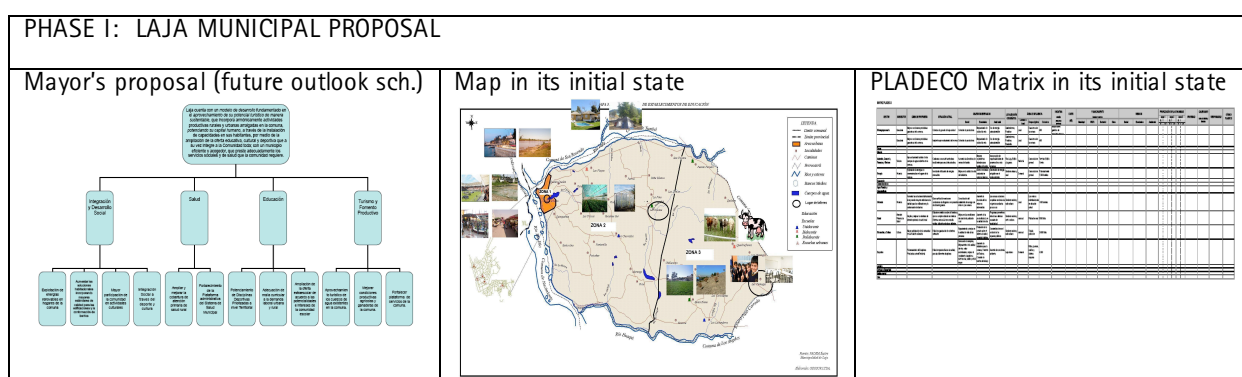
PHASE I: VICUNA MUNICIPAL PROPOSAL		
<p>Mayor’s proposal (future outlook sch.)</p>	<p>Map in its initial state</p>	<p>PLADECO Matrix in its initial state</p>

Vicuña has used the collage technique for drawing up its Map. The Mayor’s proposal seeks to improve the standard of living of its inhabitants through an improvement in educational

³⁵¹ Only miniatures of the products are shown. These can be downloaded from the PLADECO APPLICATION WebBoard: <http://sws.eclac.cl/WB/?boardid=APLICACIONPLADECO>

standards and quality, promoting a healthy life style, encouraging citizen participation, fostering new production alternatives and placing emphasis on strengthening its tourism potential. The technical team has incorporated infrastructure aspects and studies (environmental, technical and educational) to complement the proposals comprising this development outlook. The proposals were located on the Map and detailed in the Matrix. They now continue complementing the proposals with the community's views by means of participative meetings held in the four defined zones. Technically, institutionally and financially feasible initiatives prioritized by the community and the technical team will be designed with the above in order to conclude the Vicuña PLADECO.


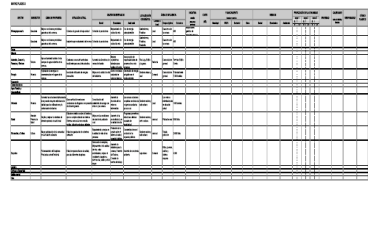
Laja



Laja used a digital technique for drawing up its Map. The Mayor's proposal seeks a development model based on the sustainable exploitation of its tourism potential, harmonically including urban and rural production activities ingrained in the community, boosting human capital through developing the capabilities of its inhabitants through education and cultural and sporting activities, which in turn create a tighter knit community, with an efficient and friendly Municipality that adequately renders the social and health services required³⁵². The proposals were located on the Map and detailed in the Matrix. The proposals are now being complemented with the community's view by means of participative meetings held in the three defined zones. A set of technically, institutionally and financially feasible initiatives prioritized by the community and the technical team will be designed with the above in order to conclude the Laja PLADECO.

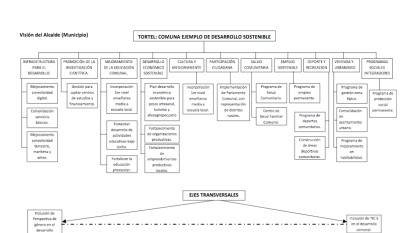

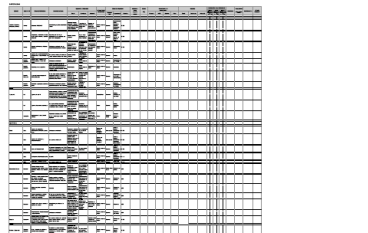
352 Laja future outlook. Cf. <http://sws.eclac.cl/WB/?boardid=APLICACIONPLADECO>

Guaitecas:

PHASE I: GUAITECAS MUNICIPAL PROPOSAL		
<p>Mayor's proposal (future outlook sch.)</p> 	<p>Map in its initial state</p> 	<p>PLADECO Matrix in its initial state</p> 

Guaitecas used a digital technique to draw up its Map. The main objective of the Mayor's proposal is to "cultivate the sea", promoting research, training and education orientated towards its traditional fishing activities and producing a sustainable development model for covering basic services. The proposals were located on the Map and detailed in the Matrix. The proposals are now being complemented with the community's views through the participative meetings held in the three defined zones. A set of technically, institutionally and financially feasible initiatives prioritized by the community and the technical team will be designed with the above in order to conclude the Guaitecas PLADECO.

Tortel

PHASE I: TORTEL MUNICIPAL PROPOSAL		
<p>Mayor's proposal (future outlook sch.)</p> 	<p>Map in its initial state</p> 	<p>PLADECO Matrix in its initial state</p> 

Tortel used a collage technique for drawing up its Map. The Mayor's proposal aims at fostering the creation and consolidation of productive micro endeavors as a local development axis, concentrating local and regional investment in three main economic hubs: tourism, fishing and forestry, farming and animal husbandry activities, without neglecting training and the care and concern for the natural and cultural heritage of the Commune. The proposals were located on the Map and detailed in the Matrix. The proposals are now being complemented with the community's views through the participative meetings held in the three defined zones. A set of technically, institutionally and financially feasible initiatives prioritized by the community and the technical team will be designed with the above in order to conclude the Tortel PLADECO.

The results obtained to date reveal that the municipal teams are engaged in a PLADECO construction process. The products have been developed with full autonomy and uploaded to the virtual platform for approval when completed. As the technical support entity, CEPAL has taken care not to interfere in the content of the proposals in order to meet the projects main objective: that the development proposal must stem from each specific community, in other words, the Mayor in office, his municipal team and the community, in order to be effectively implemented. Thus, only technical observations, explanations and methodological support have been put forward, as well as content considerations that enable better understanding of the subjects dealt with³⁵³.

It was very satisfactory to note that the process has been led by the Municipalities, with the Mayor and the responsible coordinator playing leading roles. In some cases the Council has been more actively included as a fundamental stakeholder throughout the process (in Guaitecas), others have included the Regional Government (Laja, Guaitecas and Tortel) and others have worked better on their own (Vicuña). This practice was to be expected since they are political entities and including other government stakeholders depends on whether they maintain good relations, which varies from one Municipality to another.

The four Municipalities have realized that the communities have been enthusiastic about the process and are discovering an innovative participation experience. This point has been put across to CEPAL and SUBDERE on several occasions, which confirms how positive the experience has been.

The project is on its way, but the final results depend on the Municipalities.

353 All details of CEPAL follow-up and technical advice can be seen on the PLADECO APPLICATION WebBoard: <http://sws.eclac.cl/WB/?boardid=APLICACIONPLADECO>

FINAL CONSIDERATIONS



FINAL CONSIDERATIONS

The proposal put forward herein approaches the subject of local development with a broad look at the subject of development within a historical and territorial context that makes it necessary to introduce specific processes and instruments to Chilean reality.

Experience has shown the current importance of the concept of development, and above all, its materialization. Nonetheless, its interpretation and conception have resulted in an evolution from “end” to “means” for society. In this regard, development is currently conceived as a favorable set of systems that must interact between them and form synergies in order to achieve an improvement in the standard of living and welfare of individuals.

However, these systems coexist within a territory, highlighting the fact that development is “local”. In this regard, a development promotion agent and an instrument are required, which in the Chilean case have been identified as the Municipality and the Communal Development Plan (PLADECO), respectively. After examining both, the need for adapting the Chilean local development instrument for it to act as such and boost the work of the Municipality within its community was identified.

Thus the proposal of the thesis was founded on understanding the main deficiencies of the Chilean local development instrument (the PLADECO). Advancing in the study of this instrument, its deficiency with respect to a series of performance indicators was observed and confirmed in different interviews with Mayors and municipal officers. Their opinions were placed within the contextual and theoretical framework studied, giving rise to a methodological proposal to produce the PLADECO.

Given the autonomy of local governments in the national reality, adopting a standpoint with regard to the PLADECO instrument, both methodological and with regard to the instrument itself, is a risky undertaking. The Communal Development Plan was created by Chilean legislation³⁵⁴ setting out background information (objectives and principles), responsible parties (Municipalities) and terms (4 years), so that this instrument is applicable to Municipalities, through their Mayors. In Chile there are 345 Municipalities with very varying realities. Achieving an impact or a change of perception regarding the PLADECO is not a very feasible task, if not done at the legislative level, as it entails dealing with 345 individual PLADECOs.

354 Article 7, Law N° 18.695 Organic Constitutional of Municipalities.

With this scenario, the outlook was practically unrealistic. Nonetheless, the law itself³⁵⁵, proposes an alternative, namely recurring to the Planning Secretariats (through the Ministry of Planning) and the Regional Governments which are empowered by law to support the work of the Municipalities in planning matters and specifically in drawing up their development plans and programs (PLADECO) when they request it. The above was an attractive alternative³⁵⁶. In the end, Regional Governments depend on the central government under the Subsecretariat of Regional and Administrative Development (SUBDERE). Furthermore, SUBDERE manages an important financing fund, the National Regional Development Fund (FNDR) which is essential for financing municipal projects. Hence, a national agency existed which could be interested in taking action with regard to the local development planning instrument and take a stand on the issue. Thus, the methodological proposal was submitted to SUBDERE, who considered it pertinent to their work plan.

On the other hand, CEPAL has vast experience in development issues in the Region, actively participating in seeking out good practices in these matters. Both agencies were favorably inclined to supporting a project to give shape to a methodological proposal submitted by the author. Thus, a prestigious international agency, much esteemed within the country, and a very important national agency in the regional and local sphere were available – an ideal scenario for positioning the proposal.

As described throughout this thesis, the methodological proposal became part of a project that would have countrywide implications. However, when working with government agencies one is subject to the dynamics of contingencies, as could be seen in the delay in the terms initially set out. After dealing with these types of fluctuations, each one of the products agreed to in the project were finished: the Manual, the Course and application (of the respective stages 1, 2 and 3). It is important to point out that the project's role in this latter stage is only systematization and technical support. This was a fundamental objective for the project since it enables verifying whether the methodology had been effectively installed in previous instances and fundamentally, following the Manual³⁵⁷.

All the above leads to a very positive conclusion regarding the experience. It has been a lengthy task in which care was taken to systematically bring together different levels of political stakeholders (International: CEPAL; National: SUBDERE, Chilean Ministry of the Interior; Regional: 15 Chilean Regional Governments; local: the Municipalities of Vicuña, Laja, Guaitecas and Tortel) around a particular instrument, the PLADECO.

355 Article 7, Paragraph e, Law N° 19.175 Organic Constitutional about Government and Regional Administration.

356 Due to the marked centralism of the Chilean Government (Cf. Chapter 2) which in this case is favorable.

357 This is emphasized, stressing the fact that the Course/Workshop was a minor instance of dissemination and training in which the working material and the lectures were the Manual itself.

Thus, despite being 2 months from the conclusion of the project, it can be seen that the objectives have been achieved. It is satisfying to see that the PLADECO is being drawn up by four Municipalities following the tasks set out in the Manual to thus obtain a Communal Map with the study, program and project initiatives necessary for promoting the development outlook expected by the Mayor and the inhabitants of the Commune. Furthermore, professionals in charge of planning in Regions throughout the country have been trained and will transmit this new concept of the instrument to the respective Municipalities.

Moreover, CEPAL has expressed its intention of promoting and repeating this experience in other countries of the region³⁵⁸. SUBDERE in turn, will formally transfer the methodology from the Policies and Studies Division, from where the proposal was implemented, to the Municipalities Division for its implementation³⁵⁹.

Another great success deriving from this experience is the PLADECO negotiating process³⁶⁰ between the Mayor and the respective Regional Government. As seen previously, this consists in the Mayor lobbying the Regional Government in order to communicate the guidelines of his development plan and the external financing needed to put it into effect. This practice is unprecedented in national procedure, but very opportunely slots into a modification being made to the national budgetary system, in which all central government agencies (ministries, Regional Governments, etc.) have to draw up pluri-annual budgets (4 years).

SUBDERE requested that these changes be included in the new methodology. In this way, the participation of the Regional Governments in the PLADECO development processes becomes much more relevant. This negotiation process seeks to boost local/regional interaction through a cooperation agreement between the Planning Divisions of the Regional Governments and Municipalities concerning the PLADECO development process, thus strengthening the link to development planning at both levels and the coherence of their financial budgetary processes through an agreement³⁶¹. In order to achieve this, a complementary agreement for advising and backing the Municipalities in the four pilot projects is being drafted. The agreement will consist in performing a joint analysis (Regional Government – Municipality) of the concordance of the PLADECO initiatives and their objectives with the Regional Development Strategy (RDS), with regional public policies, sectoral planning and its programming, with programming agreements in force and concordance with the budgets of the initiatives with the budgetary frameworks of

358 Meaning Latin America and the Caribbean.

359 SUBDERE has historically engaged consultants for drawing up the PLADECOS in different Municipalities in Chile that request its cooperation. This program is managed by the Municipalities Division.

360 Negotiation Cycle. Cf. SUBDERE: “Manual...”, 2009.

361 Circular from the Subsecretary of SUBDERE, Mahmud Aleuy Peña y Lillo to the Governor of the Biobio Region, Jaime Tohá Gonzalez, N° 4258, August, 2009.

the Regional Government and the sectors³⁶² as well as joint analysis of one year of possible financing for the initiatives. Resulting from this analysis, the municipal and Regional Government technical teams would agree on a portfolio previously assessed to be technically feasible and viable, capable of being financed with regional and sector resources for a period of 4 years.

This negotiation process is not part of the CEPAL-SUBDERE project or this thesis. Nonetheless, its relevance for the proposed objectives is recognized, since it has been very useful for reinforcing the installation of the methodology.

All the above shows that things are happening in the quest for development in Chile, a country open to changes and modifications that adopt innovative initiatives for progress and improvement for the country. The invitation is attractive and challenging. This initiative had its space. It will hopefully continue to grow through its own strengths, with the results speaking for themselves. There is a long road ahead and hopefully other similar and better projects will emerge.

362 i.e. Ministries.

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ANNEXES



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