

Laboratorio Medellín

Catálogo de diez prácticas vivas

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San Javier

Compartimiento
de Atlixola

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Comuna 6
Voto de Octubre

Comuna 5
Castilla

Comuna 7
Roldo

Comuna 11
La Américas

Comuna 10
Roldo

Comuna 10
González

Comuna 14
El Poblado

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An exhibit of ten ongoing practices

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MEDELLIN LABORATORY
An exhibit of ten ongoing practices







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Presentation:

Social Urbanism, Building a Bridge between Human Security and the Right to the City

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Coordinator, Safer Cities Global Program – UN-Habitat

The concept of security in cities has been traditionally related to prevent and tackle different types of violence and urban crimes. However, new light has been shed on the perspectives of this concept by the United Nations. Over a decade ago the U.N. decided to expand the dimensions of this concept and to focus on human security. This perspective defines a secure city as that which guarantees political stability, equal access to urban goods and services, organized territorial development, rational use of natural resources, and peaceful cohabitation of its population; a setting with the proper conditions to prevent and mitigate the different types of vulnerabilities and threats faced.

After analyzing urban precariousness throughout Latin America, it is evident that the different types of risks that affect homes in poverty-driven settlements are entangled in a perverse cycle of social exclusion. Unemployment, informality, and limited access to urban services are almost always related to environmental degradation and high vulnerability to natural disasters. These factors combine, in most cases, the weak presence of state-owned institutions and high rates of crime and violence. The incapacity to reduce risk factors in cities has turned into an element that

reinforces exclusions which have historically been found in settlements in the region. Hence, among the improvements necessary in urban governance, the desire to reduce urban insecurity in each of its dimensions is a key component today in the agenda of presidents and local public servants.

With regards to Colombia and many countries of the region, there are elements that turn this desire into an increasingly complex issue. The violence and criminal actions led by organized crime in urban settings has radically changed in recent years. Besides facing problems which are increasingly global, these issues bring about complex territorial control modes, which include a very wide range of crimes that primarily affect vulnerable populations. The territory –understood as the relationship between a geographical space and the population – has turned into a strategic element and has become an instrument that favors those processes, supporting the activities of criminal organizations.

This new reality that we face today, increasingly common in a large number of cities of the region, displays multiple forms of violence and areas that criminal

organizations try to capitalize and control. Therefore it is necessary to understand these dynamics and how they interconnect to provide appropriate answers. The limited knowledge of these new territorial controls of organized criminal networks has led to provide ambiguous institutional interventions and definitions on how to address and treat them. Traditionally, the state responded with policies that gave priority to control and repression as well as shy social prevention programs. Moreover, it is common to find a deep fragmentation of the activities conducted by different entities in the territories, and social participation processes, in detriment of the services provided to fulfill the demands and needs of populations and territories.

The rise of the so-called New Urbanism in the international setting, which seeks to provide integral activities in the territory, has led to the creation of integral urban activities set forth in Law 388 of 1997 of Colombia, which is the regulatory foundation of the Social Urbanism focus that the Mayor's Office of Medellín has been promoting in the last two administrations. This focus is part of a model whose main pieces are analyzed in this book, and which have begun to be internationally known as one of the most advanced experiences in terms of engaging public policies to the rehabilitation of precarious settlements in urban areas with high insecurity rates, and their full physical and social integration to urban life. Overcoming the period of the out-of-control violence which stigmatized it as an unsafe city, Medellín today is a live Laboratory with a new paradigm in terms of territorial planning and administration that promotes an explicit bridge between planning and urban improvement, and policies of citizen security and social cohesion.

Beyond the limitations that may be pointed out, inherent to a model that is still being built, the strategies and programs in this book describe a multi-dimensional model used to manage urban settings which correspond to the complex levels of the territories where the activities take place. The spaces and instruments created have given way to significant developments in efficient institutional activities, allowing the differentiation of urban and social programs as well as preventive actions and violence control, depending on the particular problems and characteristics of each territory. Homogenous strategies have been gradually implemented and designed for the entire city, including territorial intervention strategies which begin to show significant results.

After establishing the foundations of the model, the primary challenge in the immediate future lies on increasing the citizens' and public institutions' appropriation and tools used. The sustainability of the achievements that Medellín has made, which are deservedly recognized nationally and internationally, is attainable. The density and efficiency of these instruments have increased, displaying their capacity and pertinence to deal with the new expressions and dynamics we experience in terms of urban conflicts and violence.

For UN-Habitat it is a privilege to be part of this effort of public institutionalism and of citizen-based organizations of Medellín. We enthusiastically assume the role of documenting and systematizing the ten practices shown in this book. These practices represent relevant experiences that contribute to the construction of urban settings with more equitable conditions, security and sustainability, making it possible for those that live there to exercise the right to the city.

Presentation:

Medellin: Urban and Citizen Transformation Experience

Nathalie Alvarado Renner
Coordinator of the Citizen Safety Team – IADB

Latin America and the Caribbean (LAC) is a region under development that has displayed the quickest urban settlement rates of the world. The percentage of urban population leaped from 41% in 1950 to 80% in 2010. The region features a significant concentration of its economic activity in cities. Despite this generation of wealth, two of every three people that live in Latin American cities, live in poverty. These facts, alongside social, environmental, economic unbalances, and a lack of security in the cities, may create difficult barriers for the sustainable development of countries and the quality of life of millions of people. This forces us to address the concept of sustainability in the urban development of LAC.

The Inter-American Development Bank promotes a new vision of a sustainable city, featuring urban development as a holistic system in which social, economic, environmental and institutional aspects are fully in harmony. In recent years, Medellin has built an innovative proposal for integral urban development that includes a wide range of novel programs and projects that serve the many goals imposed by a modern development strategy. Other key factors have been: works of infrastructure, essential for competitiveness; consolidation

of institutions focused on growth as well as urban, educational, social and cultural programs and policies that promote social welfare of the population. In short, what Medellin has experienced represents a deliberate focus on consolidating a city that is inclusive and entrepreneurial, with shared efforts and managerial capability.

The citizens' security is perceived today in the region as the largest problem that requires immediate attention, followed by unemployment and the traditional economic indicators. The city of Medellin, despite its deeply rooted insecurity issues, implements innovative policies. Several are based on a dynamic vision that combines important institutional innovations with local social efforts and collective will in order to build alliances with the private sector, the civil society and the communities.

The experience of Medellin through integral urban transformation attracts today countless foreign delegations from different sectors. These dynamics for the city's globalization teach us the advantage of sharing experiences. Since 2008, we have assisted this city in an exercise which has allowed it to develop tools to advance in its South-South Cooperation initiative

among cities, and to call upon the region to discuss urban development. The bet of Medellin on becoming modern reminds us that this process is based on trial and error and that cities are Laboratories with unique policies and ongoing practices. This is why we appreciate an initiative that rises from a clear transformation proposal; but we give it even more value when the city remains open to continue learning with the conviction that its goal is far from being met and that development is a continuous process.

Introduction:

Medellin: A Model of Integral Social Development and a Laboratory City

Agency of Cooperation and Investment of Medellin and the Metropolitan Area -ACI-

MEDELLIN: OVERVIEW*

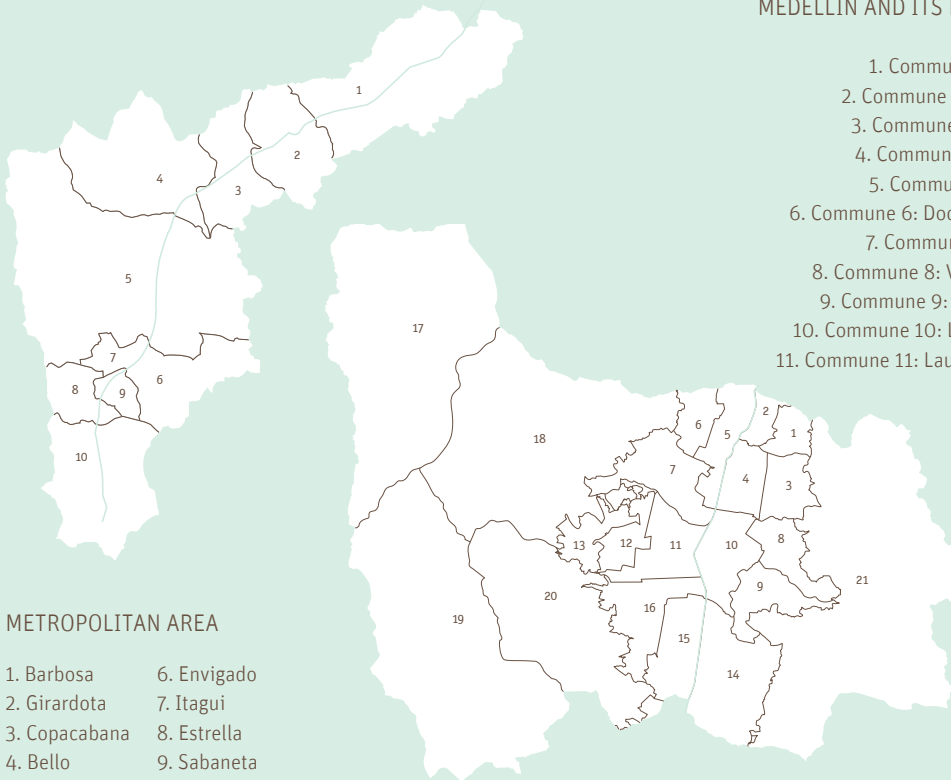
Medellin, at 1,479 meters above sea level and set in the Aburra Valley amidst the central Andes mountain range, is also known as “The City of Everlasting Spring” due to its Spring-like weather all year round. Its initiation as a metropolis is recent. In the past 70 years, the population of Medellin increased from 168,000 (1938) to 2.34 million (2010). The population of Medellin is relatively young. Almost 70% of its population is 5 to 44 years old. Medellin is the second largest city of Colombia (after Bogota), and the capital of the department of Antioquia. About 30% of its territory is on the urban area where close to 90% of its population is based. Within its urban perimeter, Medellin is divided into 249 neighborhoods or barrios, 16 communes and 6 zones. With about 600,000 housing units, 77% are located in the poorest socioeconomic levels or stratus: 1, 2 and 3; while 19% are in stratum 4 and 5, and 4% in stratum 6.

The rest of the territory of Medellin is rural and represents the seventh zone of the city. The rural area is divided in 5 localities: Palmitas, San Cristobal, Santa Elena, Altavista and San Antonio de Prado. Medellin

contributes more than 8% of Colombia's GDP; and along with the Aburra Valley, contributes close to 11%. The GDP *per capita* (with PPP) is US\$3,794, surpassing the other major cities of Colombia; and its corporate density is 25 companies per 1,000 people, the second highest in the country. Although Medellin was known as “The Industrial City of Colombia”, global and national economic dynamics have changed its focus and turned the city into a services and trade center. The industries of the Metropolitan Area with the largest share in value-added activities are textile companies, substance and chemical producers, food and beverages.

Medellin shares the Aburra Valley with nine other municipalities. All, excluding Envigado, signed in 1980, an Agreement to create the Metropolitan Area of Aburra Valley (Area Metropolitana del Valle de Aburrá), institution in charge of the consolidation of the harmonious progress and development of the greater metropolitan area by providing planning services. In addition, this institution is the environmental and mass medium-size transportation authority of the zone. The ten municipalities within the valley create an urban area with a population of 3.5 million people.

MEDELLIN AND ITS LOCALITIES



METROPOLITAN AREA

- | | |
|---------------|-------------|
| 1. Barbosa | 6. Envigado |
| 2. Girardota | 7. Itagüí |
| 3. Copacabana | 8. Estrella |
| 4. Bello | 9. Sabaneta |
| 5. Medellín | 10. Caldas |

1. Commune 1: Popular
2. Commune 2: Santa Cruz
3. Commune 3: Manrique
4. Commune 4: Aranjuez
5. Commune 5: Castilla
6. Commune 6: Doce de Octubre
7. Commune 7: Robledo
8. Commune 8: Villa Hermosa
9. Commune 9: Buenos Aires
10. Commune 10: La Candelaria
11. Commune 11: Laureles Estadio
12. Commune 12: La América
13. Commune 13: San Javier
14. Commune 14: El Poblado
15. Commune 15: Guayabal
16. Commune 16: Belén
17. Locality of San Sebastián de Palmitas
18. Locality of San Cristóbal
19. Locality of San Antonio de Prado
20. Locality of Altavista
21. Locality of Santa Elena

Medellín is the municipality with the highest development index within the Aburrá Valley and the department of Antioquia. Therefore, Medellín is called to include in its Development Plans and everyday activities a City-Region since most of the problems it faces match the general problems observed in its surroundings and in the country. Hence, Medellín leads the agreement “Área Metropolitana”, contributing 80% of its budget and engaging in most of the regional processes.

* Source: “Medellín in Figures. Number 1” (“Medellín en cifras, Número 1”), Observatory of Public Policies of the Mayor’s Office of Medellín, 2011.



Panoramic view of Medellín from Carambolas neighborhood in commune 1 overlooking the city's downtown area.

Medellin is experiencing an extraordinary transformation. Although it was known during the 1980's and most of the 1990's as the most violent city of the world due to the drug trafficking and bombings, the city has put those years behind to show its true face: A city that is kind, hard-working and concerned for its people. Indeed, Medellin has become one of the region's attractive settings for its quality of life, businesses and tourism. In 2010, the city was rated by the National Council for Competitiveness as the municipality with the best quality of life in Colombia. In addition, Medellin climbed that same year from the 22nd to the 15th place in "The Best Cities To Do Business" in Latin America by *América Economía* magazine. Moreover, the city has received different awards and recognitions, including the "Honor Habitat Award"¹, for its progress to meet the Millennium Development Goals in terms of poverty reduction.

The transformation of Medellin is the result of a process that involves social and political maturity engaging its civil society and social organizers since the 1990's. The population's saturation of the excessive

violence and its consequences was the foundation that led to reach this maturity.

Another factor of this transformation was learning that the State cannot solve the problems alone and that the solutions cannot be exclusively sought by the State. Consequently, Medellin set out to establish a collective awareness to solve problems in joint efforts. This task required, firstly, to overcome the collective fear of urban public spaces with the purpose of boosting the citizens to gather and establish democratic dialogues. Icons of the city, such as the mass transportation system Metro, inaugurated on December 15th, 1995, or the Park of Bare Feet of EPM, completed in the year 2000, helped to take the first steps in this direction.

The most significant expression of the city's will to change took place in the 2003 elections, when this traditionally conservative population voted for the first time for a civic alternative to the Mayor's Office. This new political proposal implemented in the periods 2004 – 2007 and 2008 – 2011 a novel municipal



Informal settlement North-East of Medellin

administration which has changed the city's face in just eight years. This model, initially called the "Model of Integral Social Development" and later known as the "Medellin Model", has become an attractive process for many political leaders and experts from all over the world who study the experiences and lessons learned by the city in diverse subjects.

Still acknowledging its achievements and the challenges it faces, Medellin today is a Laboratory of creative public policies, projects and strategies. The city feels prepared to share its lessons with sister cities and likewise, to learn from others. Medellin seeks to transcend the international cooperation made so far, beginning with the South-South Cooperation, inviting Latin America and the Caribbean to discuss the subject of development.

The first step taken in this sense and in order to provide the region qualified information, the Mayor's Office of Medellin, through ACI (Agency of Cooperation and Investment for Medellin and the Metropolitan Area) along with the IADB (Inter-American Development Bank) and the regional

office of UN-HABITAT, have systemized the Medellin Model experience.

The first task in this process involved launching the book entitled "Medellin: The Transformation of a City" (which explores the Model and its backbone. The purpose was to present the city's transformation to the attendees of the 50th Assembly of the IADB which was held in Medellin in March, 2009.

This book is the second task. Here, specific experiences of the Model are shown in detail, by systemizing the ten most significant live practices. The goal is to find, among the many different integrated strategies used by Medellin, a sample of what the city has done to build the citizens' cohabitation and to decrease its main obstacles: Deeply-rooted violence and inequality. Although Medellin presents particular issues, most of the cities of Latin America and the Caribbean² face these same challenges. Hence the importance of documenting the lessons learned and to disclose them in the region.



El Poblado, the commune with the highest concentration of income in the city

Understanding the problems that should be defeated

From the 19th to the mid-20th century, Medellín was known as an ambitious and prosperous business center. However, after the mid-20th century, the city shifted and was forced to face the most profound crisis of Colombia.

The aforementioned crisis was experienced in several dimensions. The first phenomena that struck Medellín was its exponential demographic growth, from a population of 360,000 in 1951 to 1.5 million in 1985. Forecasts of the Pilot Plan and the Regulatory Plan (1948–1952) were exceeded, and since then, the urbanization of the city and the rest of the Aburra Valley was informal and disorganized. This led to the rise of subnormal settlements (slums), set on the hillsides of the city, except in the El Poblado commune. A good number of the migrants were farmers displaced by violence, unemployed or attracted to the city's job offers and urban settings. Back then, the national government was incapable of being present throughout the entire country, and that the cities lacked enough decentralized activities to manage their own solutions. Poverty began to expand, reaching 80% of the population, but Medellín displayed little cultural changes since it was trapped within mountains and still dreaming with the promise of progress it once experienced.

Although these problems are common in most of the cities of Latin America, the case of Colombia is unique since violence displaced farmers as a result of political struggles among different types of groups: Two traditional political parties, the guerrilla (armed left-wing groups wanting to take over the power of the country by force), drug trafficking cartels, the united self-defense forces or paramilitaries (right-wing groups armed to fight the guerrilla) and lastly, the armed forces of the State. Because of the lack of opportunities for the youth in the cities and the country they were constantly being recruited by the different insurgent groups. However, every group ended up using narcotics money for their financing either directly as the cartels, paramilitaries and guerrillas, or indirectly as the essential bodies of the State did by allowing corruption infiltrate the public force, the intelligence and the political parties as well as society

and the economy. Therefore Colombia faced a crisis in the 1980's that reached its peak at the end of the 20th century when the guerrilla dominated an extensive area of the country, and caused major confrontations with the paramilitaries, at which time the Colombian State was internationally considered a "Failed State"³.

Within the frame of this complex structure of violence in Colombia, Medellín has played a major role since it has been the epicenter of phenomena such as drug trafficking and its war against the State, the transfer of guerrilla and paramilitary projects to urban settings, the consolidation of criminal gangs, the demobilization of the AUC⁴ and lastly, the creation of an organized crime network, still in force today. The consequences of these different forms of criminal activities led to the creation of groups of "sicarios" or hitmen⁵, forced protection and extortion, micro narcotics trafficking, use of money from drug trafficking, and the continuous use of violence to reaffirm territorial control. All of these dynamics, deeply rooted in the neighborhoods, gave way to international, national and even local stigmatization of the young local stereotype. Medellín was so afraid of itself that the people hid in their homes and stayed there. Thus, the city was divided into significantly unequal sectors and the population did not feel part of one single unit, especially since the urban downtown which tied them was abandoned and turned into an area where people just passed by, with no aesthetics and cultural legacy to remind them what the city had been in the past.

AREAS OF INTERVENTION

- 1 High Quality Education
- 2 Social Urbanism, Public Space and Housing
- 3 Social Inclusion and Equity
- 4 Art and Civic Culture
- 5 Security and Cohabitation
- 6 Competitiveness and Entrepreneurial Culture

ADMINISTRATION MECHANISMS

- 1 Planning, Monitoring and Assessment
- 2 Finance and Transparency
- 3 Political and Social Participation
- 4 Public Communication and Internationalization

Although important local, regional and national efforts were made to tackle drug trafficking and to rescue the values of citizens⁶, the largest expression people's will to change took place in the year 2003. By then, civil society dared to break away from the traditional political parties, granting an alternative power over the city, embodied in the Citizens Commitment Civil Movement. This force was led by a mathematician who committed to address the root cause of the city's problems. His true will for transformation engaged private, academic and social sectors. This ratified the Movement for the next term of 2008 – 2011, led this time by a journalist and social researcher. Both periods have been sufficient for Medellín to rewrite its history.

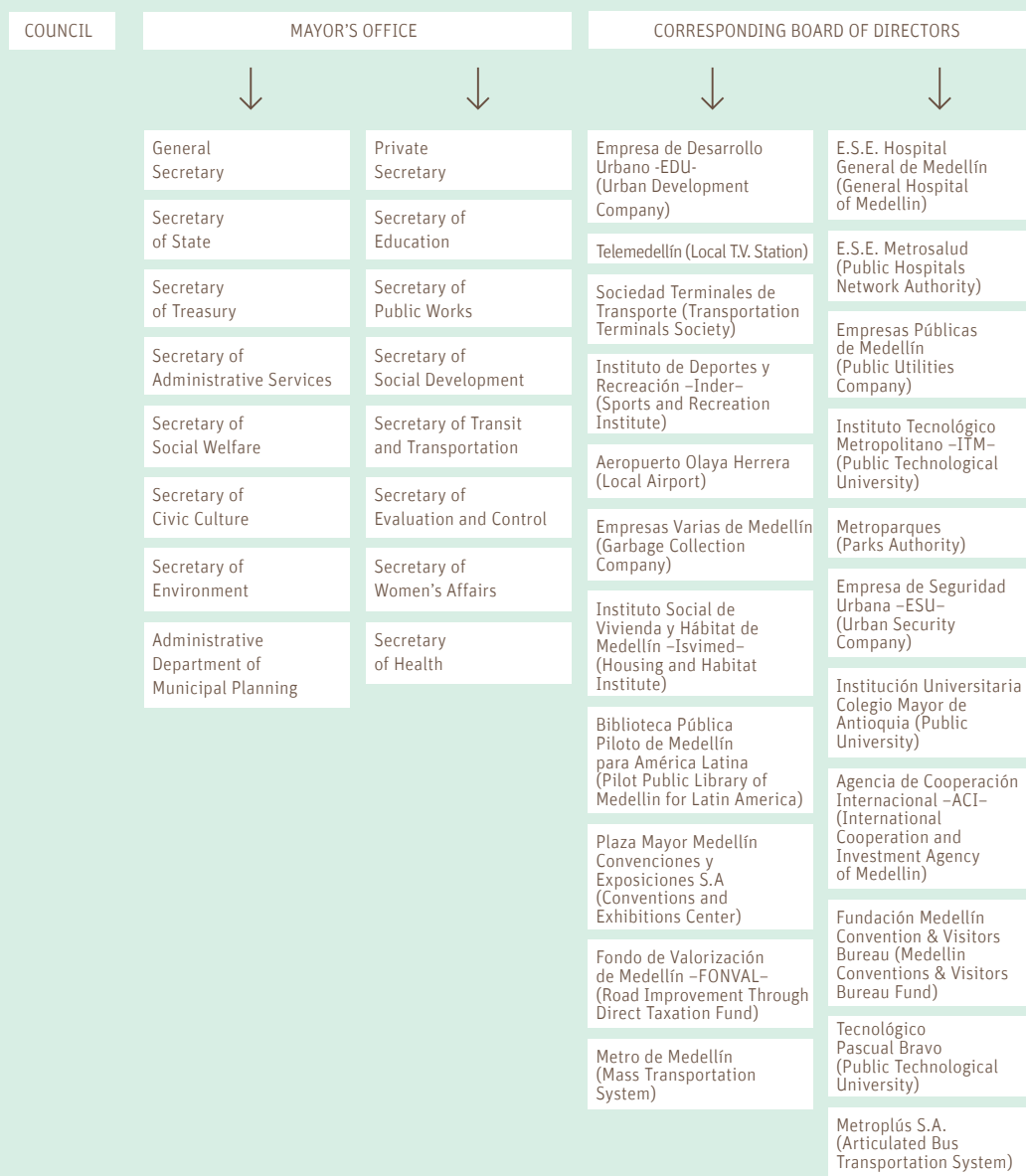
The 2004 – 2011 City Transformation Model

Even with the overall support of the city, the challenge of these administrations has been enormous. On the one hand, they should aim to solve the root cause of the city's problems, which assumes the implementation of integral and multidisciplinary programs and projects, with results that are only seen on a long-term basis. On the other hand, implementing and maintaining these programs and projects in time has led to find a new management proposal for the municipal administrative and legislative structures, which used to be corrupt and work on a short-term basis. The strategy which has given way to the transformation to this situation is precisely the Integral Social Development Model. This Model consists of six intervention areas which represent cohesive subjects to apply programs and projects, aimed to simultaneously improve the different dimensions of human development in the city. This is carried out using four administration mechanisms, which create a virtuous cycle of municipal administration. They are as follows: Stemming from Planning, pillar of any activity, then to the efficient and transparent management of public resources, based on citizen participation and on the target audience to design and implement the programs and projects that provide sustainability and trust to citizens; then it is disclosed through the internal and external communication of the activities. Lastly, feedback is provided to the cycle through monitoring and assessment, which in turn provides constant update of planning.

PRINCIPLES OF PUBLIC ADMINISTRATION

1. Public money is sacred (only for proper use).
2. Public management is transparent. The Administration discloses everything it does, who with, when, how and how much it does.
3. Transactions of political power for bureaucratic or economic interests are not accepted.
4. The power of the State is not used to buy consciences or to hush opinions that differ from ours.
5. The example given by the authorities is the main educational tool used for civics transformation.
6. Planning should be done without improvising.
7. Programs and projects should be efficient, economic and effective.
8. Relationships with the community are open and clear, and developed through settings with the participation of the citizens.
9. Public interest prevails over private interests.
10. People that work in the Municipal Administration are honest, skillful and committed to the city's project.
11. The city's development is a commitment made between the local Administration and all of the citizens.
12. Solidarity and cooperation are the foundation of the city's relationships with the region, the department, the nation and the international community.
13. Trust among those that lead the Administration is essential to guarantee the State's legitimacy.
14. Life is the most valuable asset and there is no idea or purpose worth using violence to achieve them.

ORGANIZATION CHART
MUNICIPALITY OF MEDELLIN



In addition, these mechanisms pave the way to obtain the results of the programs and projects of the intervention areas.

Characterization of the Medellin Model

Several decisive factors of this Model have led to the transformation of this highly conflictive city in such a short period of time. These are:

1. Measurements. The development plans known as “Medellin, A Commitment of All Citizens” (2004-2007) and “Medellin is Solidary and Competitive” (2008-2011) include a very important component that few cities in Colombia have: The systematic use of precise measurements of the city’s living conditions. Two instruments are used for this purpose: the Human Development Index (HDI) and the Quality of Life Survey Index (QLS). The results of these measurements provide a map of the territory to define which communes and localities of Medellin require the highest investments. In addition, both plans are part of the Management by Results⁷ program. This allows the goals of each administration to shift from being exclusively expressed in global terms, such as Development and Welfare for the entire population, and begin using a process that implies five phases: Problem description, Definition of the overall goal, Analysis of typical components to respond to the problem, Stating the purpose of each component, and Presenting specific projects and programs and their management indicators. That is why the continuity of each program and project is subject to the scope of its indicators and consequently, their contribution to meet the overall goal. This methodology allows the Municipal Planning Department, and any citizen, to monitor and evaluate the results of each program and project, and the work done by the municipality’s administration in general. In Medellin, the disclosure of the activities presented to the citizens every year by the Mayor and his cabinet is as important as the results of the citizen oversight, known as “Medellin How Are We Doing”⁸.

2. Principles of Public Administration. The introduction of a public policy of transparency stands out as the starting point. Signed by all the city councilors in 2004, this policy implied transforming political reasons into technical arguments. Thus, the debates of this body got improved and rigorous hiring processes within each Secretary and decentralized body of the

Mayor’s Office were adopted. Moreover, the application of the principle of transparency to handle public finances has led to two major achievements. First, the city has been granted for the fifth consecutive year an “AAA” rating by the firm *Fitch Ratings Colombia S.A.*⁹ Secondly, the city has tripled its budget from 2004 to 2011¹⁰. Trust in the transparent public administration had led powerful groups and stakeholders, trade unions, private, academic and media sectors, as well as the international community, to build alliances with the last two administrations of Medellin, thus becoming partners in the city’s programs and projects. The fact that both Mayors have no political background or ties, gives them the opportunity to negotiate with transparency, and to generate credibility at the time of presenting their projects.

3. Integral Policies. Each program and project of their respective development plans is targeted to address one or several dimensions of human development. The activities seek, on their own or jointly, to provide an integral response to multidimensional problems. Therefore, the Secretaries and decentralized organizations join efforts to make larger impacts using two primary tools. The first tool is Social Urbanism. Understood as the traditional architecture and urbanism used for social inclusion and for territorial, aesthetic and symbolic strategies for physical transformation, it provides the city dignified settings that boost social transformation.

Based on the aforementioned, Medellin has experienced a remarkable physical change due to numerous top-quality educational, recreational, cultural, institutional, sports, transportation and health care settings, which have in turn become new icons of the city. These buildings redefined the public space and became, for the first time in many years, truly democratic and inclusive. This setup has given way for the citizens to meet in proper places to adapt their new social network.

The second tool used is the policy of High Quality Education, which understands that education covers much more than school systems, and seeks to disclose a collective lesson on Civic Culture. The major lesson learned that enabled Medellin to develop its current model was that security is not solely the result of measures of the State to fight crime, but that it also involves structuring and implementing integral

policies to offer the population equal opportunities to dismantle structural violence and to build together with civil society the cohabitation in the urban space.

4. Participation. Social participation is pivotal for legitimate interventions and settings. An important lesson that the model has obtained in time, is the understanding that public servants don't necessarily know more. Indeed, the community has become a major player to guide development, and has engaged in the phases of design, implementation and disclosure of different programs and projects. They have directly participated in the Local Planning and Participative Budget Program¹¹. Indeed, social participation has been fundamental to provide social sustainability to the settings and programs. Consequently, the Citizens' Pacts¹², signed after the completion of a work or project, have been a valuable tool to reaffirm institutional presence in the city, and to rebuild the *citizens'* value.

Medellin Laboratory

The research, formulation and draft of the ten systematized works presented in this book were led by the regional office in Colombia of UN-Habitat. Logistics support was provided by the ACI, and the information was collected and reviewed by those appointed for this task. Each one of these documents corresponds to a ongoing practice of Medellin, that is, an experience currently being implemented. Despite the fact that its cycle is not completed and its total impact has not been determined, it is already a beacon used for similar cases in other cities.

The order in which these works are presented allow the reader to understand the particular conditions of Medellin and its context. Later on, a wide range of subjects are introduced featuring the integral model of the city's administration. The first systematization covers the program of reinsertion of ex-guerrillas and united self-defense forces entitled *Peace and Reconciliation: Back to Legality*. This features the intervention model used for the cease fire and national peace process which had a special impact on the city and the country. The second practice: *Making Medellin Safer: Together We Can*, is the local security policy and describes the city's shift in focus and lessons on this subject, its current situation, and the process underway to meet the challenges that still persist. Here, the key concept of

"territorialization" is addressed, commonly found in the practices of security and social urbanism.

Next, the works conducted analyze three integral interventions in territories with very low development and quality of life indexes, each with a different approach. These interventions are: *Integrated Urban Projects-PUI's*-, *Integral Neighborhood Improvements: The Juan Bobo Case*; and *Macro Project for Intervention of the Neighborhood of Moravia and its Area of Influence*. Since they cross each other, these practices involve diverse programs and social projects. Some of them are also considered among the practices in this publication. Those would be: *Municipal System of Libraries*, *Zonal Business Development Centers -CEDEZO-* and *High Quality Schools for Equity and Cohabitation*. These give way to learn cultural experiences, economic and educational developments made particularly successfully in Medellin, establishing the integral aspect of the offer created by the city to seek balance to access development for its population. At the end of this book the reader will learn about two organizations whose models and projects have allowed Medellin to become a leader in Colombia in their fields: *The Institute of Recreation and Sports of Medellin -INDER-* essential to advance in social inclusion and institutional process, and the *Agency of Cooperation and Investment of Medellin and the Metropolitan Area -ACI-*, which in addition to its work in these two aspects, acts as the Foreign Affairs Directorate of the city.

NOTES

1 Award granted by the United Nations Agency for Human Settlements.

2 "Latin America is the region with the highest average homicide rate per inhabitant in the world, with 26 homicides for every 100,000 people in 2010, which triples the European rate (...) Income distribution throughout countries of Latin America ranks among the most unequal worldwide, and this characteristic has remained during the last four decades (UNDP, 2010). Overall, the average income of the four poorest deciles is less than 15% of total income, while the richest decile earns about a third of total income. Likewise, the mean income by the 20% richer of the population exceeds 19.3 times the poorest quintile". *Panorama social de America Latina 2010*, ECLA.

3 Although no unanimous definition is set for the term *Failed States*, it has been used for decades in journals and newspapers to refer to those states that do not manage to maintain the monopoly of force within their territories. Since 2005, *Foreign Policy and Fund for Peace*, publish each year an index of failed states in which Colombia is always listed.

4 United Self-defense Groups of Colombia, (the most powerful paramilitary structure in the country), was created in April 1997 to centralize the multiple preexisting paramilitary groups and regional self-defense groups, and to retract the guerrilla, particularly the FARC, whose power

reached its peak during the administration of 1998-2002. The former President, in an attempt of peace negotiations, granted the guerrilla group an area about the size of Switzerland. The activities of the AUC focused on taking control of territories and of the narcotics trafficking business. In 2003, the AUC signed a demobilization agreement with the government of the president for the term of 2002-2006, surrendering the weapons of close to 30,000 members, and declaring cease fire. On May 13th, 2008, that same President (reelected for the period 2006-2010) extradited 14 of the main leaders of AUC after learning that they continued their illegal activities from jail. The void within the structures of the AUC triggered a new wave of violence in Colombia, particularly in Medellin, with the second in command struggle for its leadership.

5 By definition, the term "sicario" (hit man) means "homicide by request". Being a hit man in Medellin has turned into a life option for thousands of young adults, who have developed a cultural outlook as this being an attractive option.

6 Examples include: The new Constitution of Colombia in 1991, the High Presidential Counsellorship for Medellin in the 90's, the work conducted by Proantioquia and the Business Group of Antioquia, and by the Pastoral Social de

la Archdioceses of Medellin, plus multiple activities carried out by NGO's as well as social and cultural corporations.

7 Since 2005, Medellin has been a pilot municipality of this program led by the National Department of Planning and by the World Bank.

8 This citizen oversight board is aided by Proantioquia, El Colombiano, Universidad Eafit, the Medellin-Antioquia Chamber of Commerce, Comfama, Comfenalco, Casa Editorial El Tiempo, the Bogota Chamber of Commerce and the Corona Foundation. The latter three organizations have promoted for the past twelve years the program "Bogota Cómo Vamos" (Bogota, How Are We Doing). Among its specific goals, Medellin, How Are We Doing seeks to promote an effective and transparent government; citizens informed, responsible and participative, and to boost conducting alliances to work on the city's quality of life.

9 The "AAA" rating with stable perspective was ratified in the Fourth Issuance of Ordinary Bonds of the Internal Public Debt of the Municipality of Medellin amounting to \$200,000 million pesos. The "AAA" rating with stable perspective was ratified in the Fifth Issuance of Ordinary bonds made by the Municipality of Medellin amounting to \$141,000 million pesos. On this matter, it is worth underlining that the domestic rating assigned by Fitch Ratings Colombia represents the highest rating possibly assigned.

This rating is assigned to the best credit standing compared to other issuers or issues of the country, and usually corresponds to the financial obligations issued or guaranteed by the government.

10 The budget of Medellin for 2011 is three trillion three hundred billion pesos (around 1.900 million USD), which is a contrast with the one trillion three hundred and forty-nine thousand one hundred and twenty pesos held in 2004 (around 770 million USD). Part of this exponential growth is due to the increased amount of taxes collected from payers.

11 This confers to the communes and localities 5% of the total budget to implement the plans and programs defined in its Local Development Plans, and prioritized in popular elections.

12 Citizens' Pacts are agreements made by and between a community and the Mayor's Office, which are drafted together for the appropriation, social use and sustainability of an event or facility for transformation. These pacts are based on the rights and duties of each party with regards to the program implemented.

MEDELLIN LABORATORY
An exhibit of ten ongoing practices

01.

Peace and Reconciliation: Back to Legality

Myriam Merchán Bonilla and Oscar Arcos Palma

Soccer game between demobilized, teachers and business people engaged in the Peace and Reconciliation program.
Soccer field of Inder in El Granizal neighborhood; Library-Park España in the background.

1. General context and background of the Peace and Reconciliation Program: back to legality

Since the 1980's, Medellín experienced a setting of violence and insecurity caused by drug trafficking and the rise of paramilitary groups in the region. In 2002, the National Government launched a negotiation and demobilization process with groups of the AUC (United Self-Defense Forces), which then had 31,137 armed followers. The scope of the national public policy included surrendering the weapons in exchange for legal benefits, health care, income generation, education, training and security. In 2003, the former administration proposed to the city's Council the creation of the program *Back to Legality*, arguing that several sections of the AUC directly affected Medellín's public order, security and cohabitation.

The legal national framework for the demobilization process took shape in the year 2004. In this scenario, the new city's Mayor for the period 2004-2007, incorporated the Program: *Peace and Reconciliation, Back to Legality* into his Development Plan *Medellin, A*

Commitment of All Citizens. The Mayor's Office of Medellín deemed reconciliation would not be possible without serving the victims of the conflict — people injured physically or psychologically, or whose material goods were taken away by force. Consequently, the Development Plan included activities targeted to people and groups affected by violence. Serving the demobilized and the victims of the conflict and seeking the respect and dignity of all people became the program's priority¹. The chance to build peace implied remembering to mourn the suffering caused in the context of the armed conflict, both for offenders and for victims, to prevent repetitions. The slogan used in the program focuses on this guideline: "We will break the cultural cycle of violence: No boy or girl should consider violent or criminal activities as their life option".

Unlike the national policy, which focused on the demobilization of individual, the program *Peace and Reconciliation: Back to Legality* set out to serve collective demobilizations. The decision taken by the Administration of Medellín was based on recognizing that violence is a disturbing factor for the city's human development as well as the social debt of a

considerable portion of its population. The former Mayor pointed out, “We are aware of the city’s history and its debt. In 1991, Medellin was considered the most violent city of the world with 6,341 homicides –381 per each 100,000 inhabitants–”.

Given the legal and material grounds of the national and local government, the first group that demobilized was the Block Cacique Nutibara –BCN– of the United Self-Defense Group of Colombia. (AUC). This group was mainly urban, with a federate structure and relative independence. BCN had been operating in Medellin since the end of the 1990’s, with a significant social control over the communities, using a strategy that “legitimized” its violent activities on two grounds: Against the left-wing urban insurgents and a source of income for several people of the community engaged in underground activities, including drug trafficking. Later on, Medellin observed the demobilization of Block Heroes de Granada – BHG, primarily present in rural areas and other regions of the country.

The Mayor of Medellin in the 2008 – 2011 time period, has continued the program. With the commitment made by the last two administrations to improve human development comprehensively, promoting opportunities and the rights of all people without discrimination of sex, race, and economic social condition, the activities of the program have focused on providing opportunities so that people can meet their full potential. The policy of social and economic reintegration of the National Government is exhibited as well in the program *Peace and Reconciliation: Back to Legality*.

2. Purpose and Achievement of the Peace and Reconciliation Program

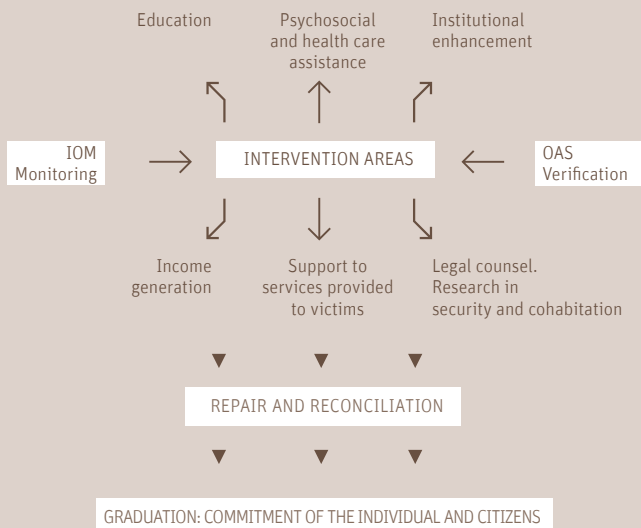
GOALS

The following goals were set forth by Medellin with the program *Peace and Reconciliation: Back to Legality*:

Intervention Model of the Peace and Reconciliation: Back to Legality Program

Fig. 01

Source: *Peace and Reconciliation: Back to Legality program*



- To support the processes of reconciliation and construction of democracy.
- To create proper conditions for the development and well-being of the citizens of Medellín.
- To establish alternatives to build an inclusive and democratic society through activities preventing the civil population's insertion in the armed conflict.
- To provide services to communities, victims and vulnerable populations affected by the conflict and to the reintegration processes of demobilized former fighters.

PRINCIPLES AND FOCUS

The model of the program *Peace and Reconciliation: Back to Legality*, lies on the cultural need to change and reestablish social cohesion which is fragmented due to violence and drug trafficking². This program kept in mind from the beginning the situation of the demobilized, their families and the communities, and later focused on the victims of the armed conflict.

Figure 1 shows the above model used in 2007, and its transformation as of 2008, when the service provided to victims became an independent program³.

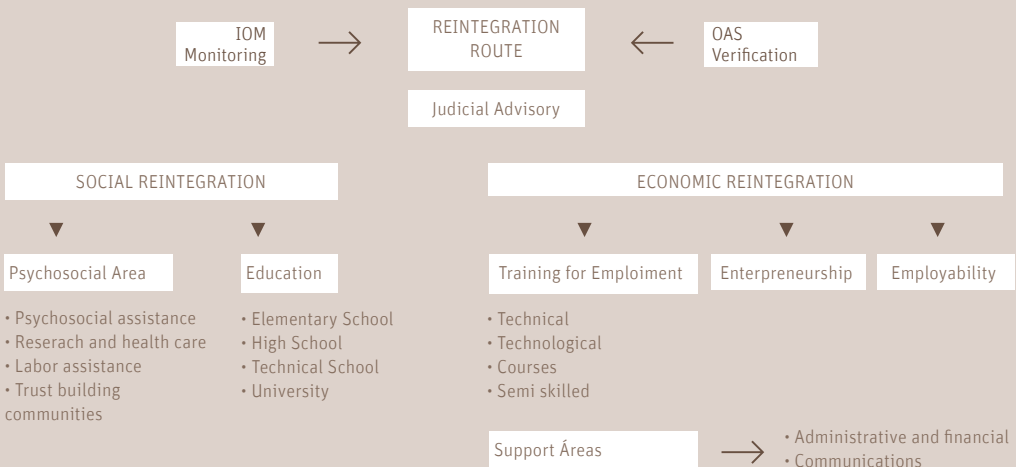
The model of the program *Peace and Reconciliation: Back to Legality* has been increasingly polished based on the experience gathered during these years and the challenges faced for the reintegration of the demobilized within the parameters of the Cooperation Agreement Framework signed with the High Advisory Board of the President for Reintegration on June 2009.

Figure 2 shows how the Mayor's Office of Medellín currently develops this program. Social Reintegration includes psychosocial areas and education; Economic Reintegration addresses training to find jobs, employability and entrepreneurship; the Legal Area provides counsel to the program's participants in every branch of the law.

Intervention Model of the Peace and Reconciliation: Back to Legality Program. 2010-2011

Fig. ⁰²

Source: *Peace and Reconciliation: Back to Legality program*



PSYCHOSOCIAL ASSISTANCE

Psychosocial assistance is the backbone of the areas of the intervention model for the social reintegration process of the demobilized. The context of socialization of the program's participants includes their families and their communities. It covers aspects of personal, family, labor and community ties, aimed to enhance their social network and to contribute to the repair and reconciliation processes.

The area of psychosocial assistance has focused on withdrawing and de-ideologizing the demobilized's concept of war, humanizing social relationships, generating income legally, serving and generating support networks, reviewing reality, and finding their place in social, academic, political settings and within the community at large. To reach these purposes, the program builds trust and proper settings so that the people engaged in the program can reestablish their life project, develop healthy habits, assimilate social norms, and improve their family ties. The four components of psychosocial assistance are:

- **Psychosocial Assistance.** This is provided at the homes of the participants, with individual and community activities on human development. Visits to the family are made to provide psychosocial advice, and carry out symbolic and reconciliation-based reparation activities.

- **Research and Healthcare** – This includes registering the people in the General Healthcare System, neuropsychological, psychological and drug-dependency assistance, promotion of non-violent relationships (an intervention project provided in the city's educational institutions since 2010), research and systematizing experiences, and disclosure of activities in the academic media.
- **Evaluation and labor assistance.** To support the economic reintegration process of the participants, build their work profile and support the selection processes of enterprises. Provides workshops on job training, visits to jobs and assistance to business owners.
- **Community Strategies** – Aimed to rebuild social networks and to promote reconciliation and citizens' cohabitation through activities such as the "School of Parents for a Healthy Cohabitation". This component derived from the experience of the project "Trust and Reconciliation Community Builders" developed from 2009 to 2010.

EDUCATION AND TRAINING

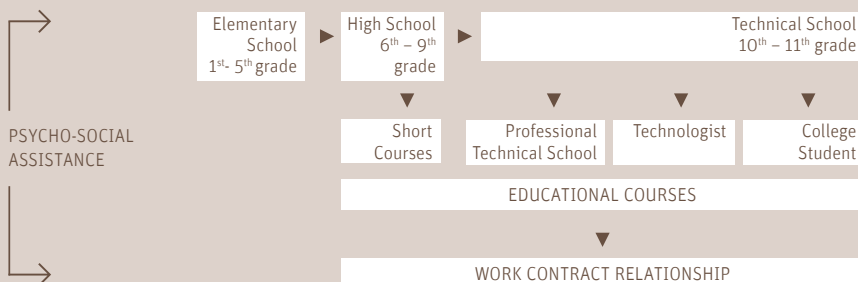
The Mayor of the period 2004-2007 pointed out the need to provide educational opportunities to the demobilized:

"...The problem is not to go out and find a job... Training is needed first... But this cannot be made at once

Route for Education and Training

Fig. 03

Source: *Peace and Reconciliation: Back to Legality program*



because it makes no sense. Training is tied to the gradual process and development of each individual. As the training process and the individual's ties with the community develop, job opportunities are sought to become part of society. Consequently, the model does not work under the logic of requesting X number of jobs, but instead, focuses on working with each person, and to look for opportunities”⁴

With this perspective, the area of education and training focuses on identifying the skills of each young adult and creating his or her individual and tailored life project. The participants of the program, if they wish, can study elementary school, high school, training school, and a higher education such as a professional technical, technological and college career, depending on their former education (Figure 3). The elementary, high school and technical education is provided at the Training Center for Peace and Reconciliation –CEPAR– which promotes learning online⁵ (Figure 4), and through educational institutions of Medellín. Higher education is provided through scholarships granted by private foundations, the Mayor's Office of Medellín, the municipalities that are part of the Metropolitan Area, the Edupaz Fund, and by the participants on their own.

The educational strategy includes two additional activities: The Special Educational Needs project, which evaluates possible cognitive and/or learning problems of the participants, aimed to design the educational route the student should follow. This is done with the support of an intervention in neuropsychology conducted by the psychosocial area. Moreover, there are English, computers and marketing courses so that high school graduates use their free time wisely while they begin their technical, technological or higher education.

Job training provides participants access to technical and technological training. This is achieved through agreements made with different training institutions and with different scholarships granted by the High Advisory Board for Reintegration of the President of the Republic, the International Organization for Migrations, and the Embassy of The Netherlands.

INCOME GENERATION, EMPLOYABILITY AND ENTREPRENEURSHIP

This area serves the participants who are in the advanced phases of their reintegration process. The goal is to encourage access to income through legal activities, creating business plans, enhancing productive groups of entrepreneurs, and helping to find jobs. Institutional relationships are established to help find jobs for the participants⁶.

LEGAL ADVICE

The area of Legal Advice serves the populations which are demobilized, in and out of prison, and engaged in the program's processes. Activities include the promotion of respecting the regulations, as well as individual and collective self-regulation, encouragement to use alternative mechanisms to solve conflicts, support in relationships with the administration of justice, reduction of legal risks, coordination of the individual and community security, permanence of former insurgents in the process back to legality, including their physical integrity, and construction of new life projects to benefit them and their communities in a lawful framework.

INSTITUTIONAL ENHANCEMENT

Institutional enhancement and management activities focus on: continuous improvement, sustainability, monitoring, evaluation, cooperation, national and international alliances, and sensitizing people on the realities of social reintegration.

Figure 4 shows a synthesis of the scope of the model of *Peace and Reconciliation: Back to Legality* based on its initial formula and the transformations it has undergone to this date. The goals of the program have not only focused on the graduation of the participants and the reintegration process, but also on decreasing the conflict's intensity. The goals give the participants' right to move freely and use the appropriation of the cultural spaces of the city, a clear showcase of diversity and cohabitation of those that live in the city due to tradition and those that arrive from other municipalities and regions of Colombia due to violence and forced displacement. Part of the principles adopted in the program include fair play, respecting the law, back to legality, self-regulation, respect

of human rights, promotion of civic culture through educational activities.

Several key elements gave way to join the model of Peace and Reconciliation with the Medellín Model in terms of providing young adults opportunities and a chance to participate in the city's overall development. Within the activities of the program, the Mayor's Office of Medellín has particularly sought to create awareness that young adults not only represent a risk for conflict, but basically a force of transformation of society as well. For risk prevention and conflict resolution purposes, the program worked initially with young adults from Commune 13, one of the most conflictive and violent zones of the city. This experience gave way to the creation of the program "Fuerza Joven" (Young Force) which, just as the program for victims, would also acquire its own dynamics and become an independent program later on (Figure 6).

The young adults that remained out of the armed confrontation as well as those that demobilized received a message from city: "Being Good Does Pay"⁷. The Municipal Administration joined the model of the *Peace and Reconciliation: Back to Legality* program with the city's model creating the programs "Jovenes con Futuro"⁸ (Youth With Future) and "Jovenes Aprendices" (Young Apprentices)⁹ which shared the main goals of the development plans of the last two administrations, emphasizing education for cohabitation as well as education to find job opportunities and to become entrepreneurs.

DEVELOPMENT OF THE PEACE AND RECONCILIATION: BACK TO LEGALITY PROGRAM

The activities of the *Peace and Reconciliation: Back to Legality* program were based on the system to follow-up and evaluate information used by the International Organization for Migration (IOM). The information gave way to understand, among other things, what led the reinserted to engage in the armed group, and what later led them to their demobilization. A total of 55% of those that joined the program made their decision based on the reasons shown.

The Municipal Administration began to analyze alternatives to reintegrate the people economically in a sustainable manner. A set of actions was proposed, which

were practiced for a year –during the reinsertion– providing jobs to the demobilized. However, during this first stage, no agreements were made between the former Mayor's Office and the business sector. This was partly due to the social stigma that the demobilized had. However, several initiatives attempted to meet this need through the Administration's organizations (the Institute of Sports and Recreation –Inde-, Metroparques, Telemedellin and the Secretary of State). This first attempt was considered a failure since most of the people demobilized suffered psychosocial problems and lacked the skills and motivations needed to begin their training, education and process.

The difficulties experienced by the first group demobilized to find a job due to its poor skills and other reasons such as consumption of psycho-active substances and rejection to the rules, led the new Mayor's Office, with the support of IOM, to rethink the process and to give priority to provide psychosocial assistance. This was initially led by ten female psychologists as a strategy to restore the role of woman. The demobilized deemed while they were in the armed conflict, that women were mere prizes of war. The symbolic aspect of the strategy initially showed that women were a reference of life, capable of advising them in the reintegration process in which the demobilized felt recognized as a legitimate subject able to have non-violent words and actions. Likewise, the work done initially in the program to engage the demobilized to the public educational system faced problems such as rejection, relation, and learning problems¹⁰.

These reasons led to build educational models keeping in mind these realities and consequently, to design and open the Education Center for Peace and Reconciliation –Cepar-. This center gathers a group of professionals from educational institutions as well as independents with a background in education and managing populations vulnerable due to violence. Cepar develops its educational model based on three interconnected pillars: Emotional Nature, Academic Education and Productivity.

As the *Peace and Reconciliation: Back to Legality* has been consolidating education and training, the service has expanded to victims and vulnerable population, children and young adults living on the streets, and members of the Young Force program. Emphasis

Cepar – Center of Education
for Peace and Reconciliation

Fig. 04

Source: *Peace and Reconciliation: Back to Legality program*

Cepar – Center of Education for Peace and Reconciliation provides six academic shifts for students studying up to 9th grade using an education model for reintegration known as Nuffic. This model helps students complete their high school education in a short period of time. The experience of the operation of Cepar is an example worldwide since it builds a space of respect for differences and acceptance of rules as fundamental aspects to live in society. It also provides development in education and motivation as a basic tool for the reintegration of people to civil life. Cepar is the first educational option offered to participants. Nonetheless, they can freely choose to enroll in any institution of Medellin, with which contacts are made to provide constant assistance and follow-up.

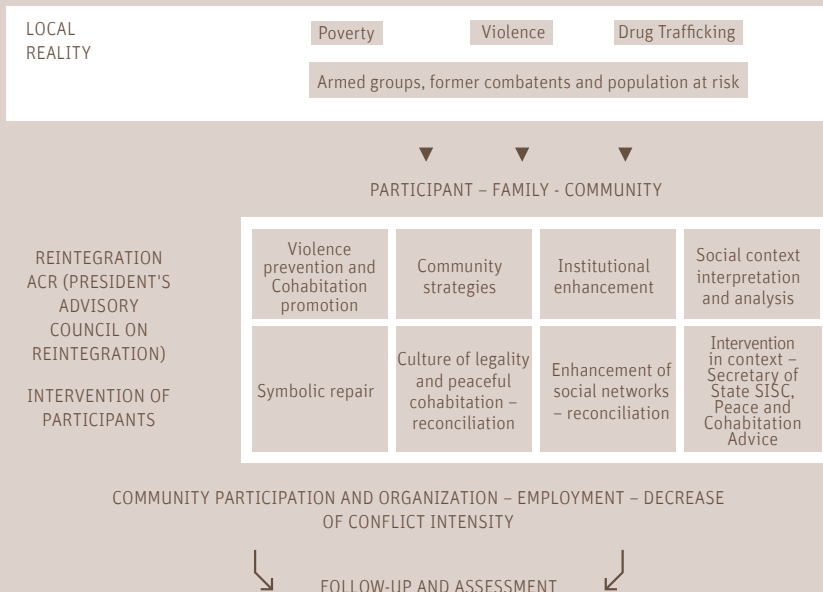
To take a trade course, participants enroll in education institutions (10th and 11th grade), and are constantly monitored by professionals. Today, a constant follow-up of 107 educational institutions is made which receive participants: Two in elementary school, 78 in high school and 27 in advanced education. During this process, people are also backed by the trade guidance project to assure that they make the proper academic choices and to decrease the number of drop-outs.

A relevant aspect of Cepar is that it engages the participant's family in the educational system, preparation and trade guidance. The students of Cepar who have children of their own and no one to take of them, leave them at the Ceparcito Daycare Center, which provides education and promotes early violence prevention. This Daycare currently serves 49 boys and girls.

Intervention Model of the Peace and Reconciliation: Back to Legality Program. 2011

Fig. 05

Source: *Peace and Reconciliation: Back to Legality program*



Intervention Model of the Peace and Reconciliation: Back to Legality Program. 2011

Fig. ⁰⁵Source: *Peace and Reconciliation: Back to Legality program*

is made on the development of knowledge, skills and values to build individuals that are responsible, independent, ethical, prepared to face civil life in legal terms, and fully exercising their role as citizens.

In addition, the post-conflict processes that represent a new experience for Colombia — and surely for other parts of the world due to the particular conditions of a partial, collective and urban demobilization demanded significant changes in terms of legislation and case law. As well as the construction of legal grounds that led to balance the demands of truth, justice and repair, and the legal benefits necessary for the demobilization of insurgent armed groups.

“Fuerza Joven” (Young Force) Program

Fig. ⁰⁶

The purpose of “Fuerza Joven” (Young Force) is to provide alternatives other than criminal activities and to build alliances with organizations involved in violence and crime. Services particularly target teenagers and young adults in specific areas and prisons of the city. Providing psychosocial assistance to individuals and families, participation in educational and cultural settings, social service activities, and preparing them for job performance. This program is based on three pillars:

1. Crime Does Not Pay. This pillar focuses on preventing young adults in Medellin from committing acts outside of the social norm, promoting self-regulation, civic culture and respecting others and themselves. This pillar particularly seeks to:

- Disclose preventive crime fundamentals among young adults in Medellin
- Qualify young adults on peaceful conflict resolution
- Decrease the number of young adults in prisons and jails
- Stage NON VIOLENCE as a lifestyle choice

2. Young Adults At Risk. This pillar sets out to decrease the number of young adults engaged in criminal activities and their participation in illegal organizations. This includes people ages 14 to 29 that belong to criminal organizations or groups in areas sensitive to conflicts and who have expressed their will to stop committing offenses.

3. Social Intervention in Prisons. The target is the re-integration of prisoners released before and after their time served as well the prevention of crime in social and family settings. Integrated service is also provided to promote not repeating the crime, encourage them to live legally, and to promote a reduction of violence in the city.

The processes mentioned above go hand-in-hand with studies and research made on different types of urban conflicts. The purpose is to monitor the developments made in mediating ex-combatants, among ex-combatants and major players, and ex-combatants and the community (Figure 8), and to analyze and assess the risk levels of each of the players identified in the conflict.

PARTICIPATION OF THE PLAYERS

The Peace and Reconciliation: Back to Legality program made partnerships with a good number of organizations (Figure 9).

The first institutional alliance made by the program took place in 2003 as a result of different agreements made between State bodies: The Ministry of Justice—in coordination with the Ministry of Defense—the program for the Reincorporation to Civil Life of Insurgent People and Groups of the Presidency of the Republic, and the Mayor's Office of Medellín.

As a result of changes made within the structure of the Ministry of Justice in 2006, the program was later headed by the Administrative Department of the Presidency of the Republic, which in turn created the High Advisory Board for Social and Economic Reintegration of Insurgent People and Groups. This board designs, implements and evaluates the State's policy related to the social and economic reintegration of insurgent people or groups that demobilize voluntarily, either individually or collectively.

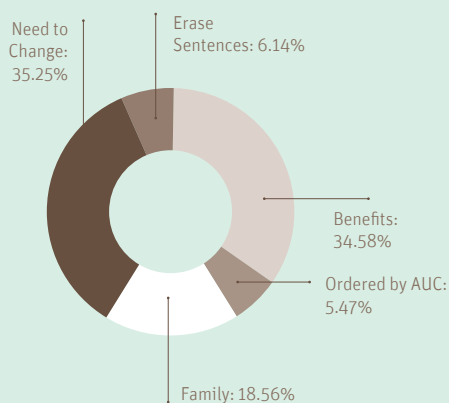
The *Peace and Reconciliation: Back to Legality* program has included the participation of relevant international players: the International Organization for Migrations –IOM– and the Mission to Support Peace Process of the Organization of American States –MSPP OAS–. The IOM provided assistance, monitoring and evaluating, while the MSPP OAS provided process verification. Other organizations such as the European Union and the Embassy of The Netherlands have collaborated in the Trust and Reconciliation Building Communities project and the Meetings for Reconciliation project, respectively.

The High Quality Schools program –developed during the last two administrations of Medellín– provides the evaluations and validations of the educational levels

Reasons to Demobilize

Fig. 07

Source: *Peace and Reconciliation: Back to Legality* program



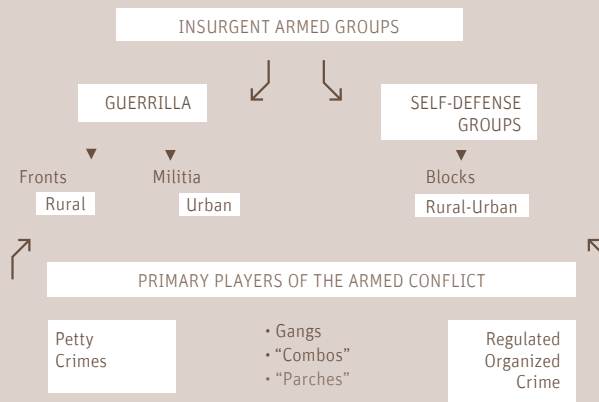
reached by the participants of the Peace and Reconciliation Program. Other activities related to education, training for the job market or entrepreneurship, have been conducted through programs or institutions of the Mayor's Office of Medellín, the National Government, the academic sector, and private organizations. A total of 2,054 people have benefitted from these institutions as of June 2010 (Figure 10).

- The Learning Community Center at Cepar since June 2010 is the result of an agreement made with the President's Advisory Council for Reintegration –ACR– and with the Technological Institute of Monterrey; the educational proposal of Cepar –NUFFIC– is operated with the educational model for reintegration of ACR and backed by the Ministry of National Education and the National Learning Service –SENA–. Cepar has also built alliances with: “Centro Día” (a program to serve people that live in the streets) led by the Secretary of Social Welfare; the program “Young Force” led by the Secretary of State to serve victims of the armed conflict (people at risk of violence) and people who have served their time in jail. An added-value of this work has given rise to the construction of cohabitation and reconciliation within various population groups demobilized, those with time served, young adults at

Intervention Model of the *Peace and Reconciliation: Back to Legality Program*

Fig. ⁰⁸

Source: Mayor's Office of Medellín. Systematizing the *Peace and Reconciliation: Back to Legality Program* (2007).



Gang: A military, economic and hierarchical organization particularly engaged in criminal activities that lacks particular political ideologies.

Combo: An organization that delimits a territory but lacks a defined hierarchical structure.

Parche: An occasional place where minors generally meet; the space where minors make their first contacts with weapons. However, is this not an armed organization.

risk– who meet in the same space and create other types of relations as well as social and affective dynamics¹¹.

- The advice provided to participants to access higher education is given in alliance with ACR, Icetex, Edupaz Fund, the municipalities of the Metropolitan Area of Medellín, the Fund of Empresas Publicas de Medellín –EPM–, the Galileo program of the municipality of Bello, and the Envigado University. The Higher Education Committee, created in 2009 and adopted by ACR and the Observatory of Disarmament, Demobilization and Reintegration of the National University of Colombia, encourages and guides the participants in their aspirations for a college education and technical training.

Through an agreement made with INDER, sports, recreational and artistic activities are promoted for the population served by the program. These activities, which are included in the psychosocial assistance processes, contribute to de-stress and open these individuals and groups towards the processes of social inclusion.

The Bank of Opportunities and the Zonal Business Development Centers –Cedezo– offer participants of the Peace and Reconciliation program access to loans and technical assistance to develop their business initiatives to generate income and job opportunities.

The Peace and Reconciliation program has benefited indirectly from the social urbanism programs with top-quality infrastructure. These bring a sense of inclusion, belonging and identity to the population. Thus, the direct processes made with individuals, families or communities have also decreased the levels of violence and crimes, while the urban transformations have led to create a stamp of social inclusion and integration.

RESULTS OF THE PEACE AND RECONCILIATION: BACK TO LEGALITY PROGRAM

The number of people served by the program in the 2004 – 2010 period totaled 5,564 demobilized, that is, 1,226 individual ex-combatants of the FARC and ELN guerrilla groups, and 4,338 from the self-defense groups in a collective effort made with the

National Government. During its six years in operation, the program has graduated 129 demobilized¹², the first ex-paramilitaries that graduated throughout Colombia. Today, this group of people is considered in optimal conditions and prepared to disengage from the program since they meet the criteria of social, economic and citizen reintegration. No similar disengagement has ever been observed in the world.

Repeat offenses are also recognized in Medellín, particularly if the drug trafficking phenomena is not fully overcome. A total of 108 participants of the program have been expelled and 186 more are undergoing their expulsion for not meeting their commitments. It is evident that drug trafficking is a variable that gives way to the creation of new armed groups who try to recruit the demobilized given that they understand the conflict and its dynamics.

The following results of the program stand out, among others:

- Medellín displayed a significant decrease in violent acts. In 1991, one of the worst years suffered due to drug trafficking, the homicide rate was 391 per 100,000 inhabitants. In the year 2002, when the AUC began its demobilization process, the homicide rate decreased to 184 per 100,000 inhabitants; and from 2006 to 2007 the average rate was 30 homicides per 100,000 inhabitants. Although the period 2008 – 2011 has displayed a rise of violence generated by criminal gangs and drug trafficking groups, in both rural and urban settings, human security has been maintained.
- The monitoring process conducted up to the year 2009 by the IOM on the perception of the communities that received the demobilized, suggests that the population has lost its fear to talk about the program and the demobilized. Indeed, IOM officials interpret the results of the program as surprisingly positive compared to those obtained earlier; precisely due to the community's fear of revenge.
- Almost half of the demobilized currently have an alternative to generate income as a result of their own work in the informal sector, or working in automobile mechanics, construction, bus assistance, cab drivers, waiters, machine operators, salespeople, among others.
- About 300 demobilized have a formal job and 200 have a productive project underway. Of the latter group, 50 received microloans from the Bank of Opportunities of the Mayor's Office of Medellín, while 47 received resources from the business start-up capital program granted by the National Government.
- The jobs found by the program –housekeeping and maintenance assistants, filing and logistics assistants, machine operators, mechanics, transit agent assistants and road observers - totaled 263 in the year 2010, as a result of the joint efforts made with private enterprises, NGO's and public municipal organizations— Secretaries and decentralized entities. Victims of the conflict have also found job opportunities after finishing the Peace and Reconciliation program. 37 jobs in private enterprises of the garment manufacturing sector were granted to women affected by the conflict.
- Inter-institutional coordination has played a key role in the process. The ties made with the police and other security institutions and organizations have contributed to improve the preventive actions of these bodies as well as the individual security of ex-combatants, victims, communities, and the overall security of the population of Medellín.
- The development of the *Peace and Reconciliation: Back to Legality* program has led to a better understanding of the dynamics and evolution of the conflict as well as the alternatives necessary to prevent violence, to stop it from increasing, and to change the culture of violence. This is observed from the follow-ups made of the participants which are not active in the program who establish their location and reasons to abandon the process as well as the perspective of gender, and the academic events held with the Pontificia Bolivariana University on "Psychosocial Intervention of Social Problems", "Psychopathy, Dangerousness and Diagnostics", and "Social and Critical Psychology Node".

The authorities of the city of Medellín have pointed out on the scope and results of the Peace and Reconciliation program that, "the program can only dismantle or maintain the legality of the 'dense nodes' that demobilized. We cannot dream that the program can end the phenomena of organized crime in the city. There will always be other nodes, such

Relationship of *Peace and Reconciliation: Back to Legality*,
with other institutions

Fig. 09

SECTOR	ENTITY
INTERNATIONAL	<ul style="list-style-type: none"> • IOM • OAS • The Netherlands • Swiss-Colombian Presence (Education for children) • Technological Institute of Monterrey
NATIONAL GOVERNMENT	<ul style="list-style-type: none"> • High Advisory Board for Social and Economic Reinsertion of Insurgent People and Groups • Ministry of National Education • National Learning Service -SENA- • Colombian Institute of Family Welfare -ICBF- • Sijin (Judicial Investigation Bureau) • National Police ^A • Attorney General
MAYOR'S OFFICE OF MEDELLIN	<ul style="list-style-type: none"> • Secretary of Women's Affairs • Secretary of State – Medellin Safer policy (Disarmament Plan, Citizen Guides, Crime Does Not Pay, Service to Victims, SISC – System for Information on Security and Cohabitation, Young Force, Victims' Attention Program) • Secretary of Social Development • Secretary of Education – Public Schools ^B • Empresas Publicas de Medellin – EPM • Culture E Program • Library Parks ^C • Museum of Antioquia ^D • Inder ^E • Cedezo ^F • Municipal Human Rights Office

ACADEMIC SECTOR ⁶

- University of San Buenaventura
- University Pontificia Bolivariana
- Luis Amigo University Foundation
- FLACSO (Latin American Faculty of Social Sciences) ^H
- Iner (Insitute of Regional Studies of the University of Antioquia)

PRIVATE OR MIXED SECTOR

- Previva – Ideas for Peace
- Conciudadanía (Corporation for Citizen Participation)
- Business Group from Antioquia
- Corporación Forjando Futuro

A - Experiences for the appropriation of community spaces are developed alongside the police, where children play and symbolic repair activities are conducted.

B - Based on diverse agreements made with public organizations, the Peace and Reconciliation program obtained different supports for the demobilized and victims of the conflict: Empresas Publicas de Medellín –EPM-, an enterprise owned by the City that provides residential public utilities, which grants scholarships; the Secretary of Social Welfare supplies complementary food.

C - Library Parks support the use of their facilities and the appropriation of the services offered, emphasizing activities that create reading habits.

D - The Museum of Antioquia holds educational activities about war and has been involved in the activities offered by Cepar.

E - With Inder, the program carries out recreation and sports activities in the neighborhoods. Psycho-social assistance is backed by professionals of this sports institute. Initiatives such

as Schools of Soccer and community educational works are part of this alliance.

F - Cedezo provides support to business initiatives and contributes to channel job training services towards the needs of the people engaged in the Peace and Reconciliation program.

G - The assistance offered by the academic sector to the Peace and Reconciliation program consists of characterizing the population engaged in the program, contributing to solve conflicts that rise in the processes, providing specific training courses based on the needs, and researching the program's development in areas such as physical and psycho-social health (begun in 2007). Universities also promote and hold workshops and discussions on their role in the reintegration processes. Several universities offer scholarships to the participants.

H - Flacso works on gender issues.

Participants of the program that have accessed education and training processes

Fig. 10

Source: *Peace and Reconciliation Program*

Participants	Kindergarten		Trade School	Technical	Technological	Higher Education	Additional Courses	Semi-skilled	Complementary Education	Total
	Elementary School	High School								
Collective	256	576	217	146	253	48	1	1	90	1.588
Individual	167	176	47	19	36	3	0	0	10	458
CM144	2	4	0	2	0	0	0	0	0	8
Total	425	756	264	167	289	51	1	1	100	2.054

Note. CM144: People no longer involved in the armed conflict who were initially served by the Institute of Social Welfare given that they were minors at the time of leaving the armed group.

as gangs, self-defense groups, and other paramilitary sectors that will not participate in the demobilization process.” Quoting the 2004-2011 Mayor of Medellín: “If we accept that each structure of the network¹³ has variable levels of autonomy or subordination in its global structure, and particular activities and logics are developed, we have to state that the demobilization process will always be partial since there are clear boundaries to dismantle each of these nodes. Consequently, it is necessary to underline that the negotiation process is registered –and always will– in a constant context of mimesis between what is legal and illegal”¹⁴.

SUSTAINABILITY

The sustainability of the program is based on the agreements signed between the National Government and the Mayor’s Office of Medellín. Keeping in mind that the problems with the armed groups have not been entirely settled - since no agreements with guerrilla groups are foreseen on a short-term basis and that there is more insecurity in the cities caused by organized crime engaged in drug-trafficking and criminal offenses - the program has turned into a need to advance in the processes of reconciliation, security and cohabitation in periods of the conflict still present today, and in periods of post-conflict, with an uncertain duration. It is and will continue being pertinent to face such complex realities and the long tradition that Colombia has experienced in the last 60 years of its history.

Other aspects that contribute to the program’s sustainability are observed in two strategies designed for this purpose: Institutional Enhancement and Communication.

Institutional Enhancement seeks to improve the presence and operation of democratic institutions in the neighborhoods of Medellín, to consolidate the relationships and coordination between institutions and citizens, provide social services in the areas delimited to serve victims and the demobilized, and to create strategic alliances with different national and international players and sectors.

The strategy of institutional enhancement is based on the need to repair the abandonment or absence of the institutions in areas where the population is historically marginal. With this in mind, all of the

activities carried out by the Peace and Reconciliation Program explicitly seek to create trust within the population, to implement democratic mechanisms to solve conflicts without violence, and to create local development. Development and Democracy are the foundations for the sustainability of the post-conflict and reconciliation processes.

The strategy of Communication, which features the activities of the program in Medellín and in Colombia through the mass media, promotes the creation of proper settings so that citizens and institutions can build ties and make commitments to improve the quality of life indexes, integral human development, and a higher sense of belonging in Medellín. Indeed, the campaigns, alternative media, community activities and events that promote the prevention of creating new armed groups and young adults engaged in those groups, are part of the initiatives used for the consolidation and sustainability of the Peace and Reconciliation Program.

Although the demobilization process of the AUC in Medellín targeted the end of its domain over the primary players of the conflict, the risk of a relapse still exists as well as the rise of neighborhood conflicts, imaginary boundaries, and increased activities by offenders and organized crime. The dormant conflict with the guerrilla, the risks posed on young adults with the presence of organized crime, and the sequels experienced in post-conflict periods (as evidenced in similar experiences in Guatemala and El Salvador) reaffirm the pertinence of the Peace and Reconciliation Program in the future.

3. Lessons Learned

INNOVATIONS

The Peace and Reconciliation Program is in itself an innovation due to the challenges it has had to face serving population groups which are so different to those found in similar processes, such as the reinsertion to civil life of combatants from the M-19, ELN and EPL guerrilla groups. The context which encouraged the population to engage in the self-defense groups not only has to do with facing the activities of the guerrilla, but with drug trafficking and organized crime as well.

Testimonials

Fig. 11

"Demobilized is a title, not a person, and it weighs heavily as an element of stigmatization. However, this relates to the limited capability to transfer information and sound communication mechanisms. The program and the participants lack an assertive language to present an image and to communicate what is being done. We should work as ambassadors of the program (...) Work should be done to disclose to the media proactive news which do not simply respond and react to the crisis, but display what happens in the program. There is a lot of work needed to disclose the program to the community and the business people that receive the demobilized. However, its attainment is unclear. We have to show projects, such as the Promotion of Non-Violent Actions, and all of the activities made in the program. The program's achievement must be shown to avoid wrong interpretations."

Sandra Villada,

Demobilized of AUC. Five years in the program. Participates in the Promotion of Non-Violent Actions project, and is a member of the Research and Health Area team.

"Initially, there was a distance with the activities made by the Mayor's Office. What brings me closer today is the fact that the use of taxes is showing results. What amazes me is that the Peace and Reconciliation program could show results in its organization as well as incentives for the demobilized and reincorporated... The business world has positive and negative experiences hiring the demobilized in enterprises. However, I see that we still have to share, sensitize and break paradigms such as the idea that demobilized people infiltrate enterprises. Trust in the processes is necessary, disclosing the results before the business sector to establish commitment is important, and contribute to change the image that business people have about the demobilized is pivotal."

Rafael Franco Ordoñez,

Owner and President of Dicontex Ltda.

The players of the process have recognized that the program was built based on a strategy that gradually improved based on experience, on the constant assessment of the activities and related to other experiences, on the constant observation of the reinserted population as well as the context which continuously presented the participants' risks in the process.

The failure of the activities made early on, limited to just provide jobs to the demobilized without any type of prior preparation or process, led to change the strategies in a logical, sequential manner, with reasonable deadlines. The complexity of the people demobilized and the victims, forced to shift the attention on the methodologies used, emphasizing psychosocial assistance on an individual, family and community levels as well as education and training based on their personal learning pace and motivation. Consequently, the idea of implementing longer deadlines in the reinsertion to civil life process was a positive step after proving that

a year and a half (18 months) was not enough to meet the goals set forth in the reconciliation policy. Perhaps one of the most significant innovations of the program throughout these years was described by the Mayor of the period 2004-2007:

"The fears to engage the reinserted revealed by the private sector and other groups of society are reasonable. We have understood that we cannot rush their placement. Rebuilding their personal, family and social ties requires longer periods than those established for reinsertion. It makes no sense to implement a strict 18-month deadline for the reinsertion programs; the horizon should be wider... The Central American countries that did not solve reinsertion well after their armed conflict today, show uncontrolled criminal rates and this is an example we need to keep in mind. We must be aware that Colombia has conditions that are even more complex since the conflict is not over and drug trafficking is still in force... Another

fundamental aspect that cannot be ignored is the resentment felt by those families and young adults who have not been engaged in violent activities but are marginal from development. They express their feelings dramatically: "You have to be a criminal to receive opportunities". This red flag indicates that this other population should be served as well with explicit programs that create opportunities, before it is too late"¹⁵.

Bearing this in mind, it is accepted that beyond finding job opportunities and means of income for the demobilized and/or victims of the conflict, processes are required for the social adaptation of the people affected by the phenomena of violence. Subjectively, the people display a lack of knowledge and uncertainty. Consequently, the *Peace and Reconciliation: Back to Legality* program emphasizes and devotes most of its efforts to psychosocial assistance, under the criteria that one-on-one relationships can provide specific details of the demobilized or the victim, and that a certain route can be provided to the people for the personal and social reencounter: "The one-on-one or personal assistance attempts to decipher the logic in which each beneficiary finds its place in the world. If this aspect is clear, the people begin to break away from the group they previously belonged to and to look for new and different horizons to identify with, without losing sight of the parameters of the law and the institutions of the State"¹⁶.

In addition, the results show that not everything offered by the city can be linked to the processes of the Peace and Reconciliation program. In many cases, new methodologies and settings have been created to meet the goals, such as the experience Cepar has had with the educational and job training processes.

TRANSFERABILITY

In the year 2006, when the National Government created the High Advisory Board for the Social and Economic Reintegration of Insurgent People and Groups, the national authorities acknowledged the experience of the model of the Peace and Reconciliation: Back to Legality program, and proposed to design a model that could be multiplied throughout Colombia based on the program's experience¹⁷.

Later, the *Peace and Reconciliation: Back to Legality* program was recognized as one of the best practices by the Dubai Awards. In addition, the program received a special mention by the jury of the National Peace Prize, recognizing it was an example of the commitment that local governments should make in alliance with other players of society to build safe environments and cohabitation.

In the year 2006, when the National Government created the High Advisory Board for the Social and Economic Reintegration of Insurgent People and Groups, the national authorities acknowledged the experience. The model, which has derived from the program's own management, includes creative techniques, tools and procedures which are adjusted to the circumstances and complexities of the conflict in Colombia (particularly in Medellin) to be replicated later in similar contexts. Several countries, Brazil and Mexico (among others) are interested in the model and closely follow its development with the purpose of replicating the experience in cities that currently display similar conditions to those of Medellin.

4. Conclusions

The Peace and Reconciliation: Back to Legality Program was built as a strategy of gradual improvement based on the experience gathered, the evaluation of the practices conducted, the relationships with other experiences and the monitoring of the reinserted population. This represents a model to address complex realities of illegality, violence and criminality.

The National Government has learned from this experience not only to address the problems of illegality but to also create institutional efforts. The relevant aspect of what the process of Peace and Reconciliation has meant is the commitment of the Mayor's Office of Medellin to reach the goals of reconciliation and social inclusion, without falling short of efforts and without deadline restrictions to help people return again, at their pace, to their social and collective life with the opportunities they were denied in the past.

The systematic and deliberate political will has led to the creation of cohabitation and security settings never before seen in the last six decades of the city's history. Not only has the average violence index dropped,

but the citizens have created an awareness to accept others. Enterprises, educational institutions and the city, gradually created opportunities for those who, up to recently, caused fear and violence. This is an enormous social development compared to the despair learned and the sensation of hopelessness or fear to return to the conflictive situations of the past.

Indeed, the processes have contributed to discretely decrease the imaginary boundaries created by the conflict. During the periods of intense war, neighborhoods had boundaries set by armed groups and gangs that represented true obstacles for the peoples' free circulation; crossing the boundaries without prior permission of these players implied a risk of retaliation. Today, the perceptions and realities indicate a huge shift on this issue.

Despite those developments –the acceptance of others and the perception that violence and insecurity have improved– several events that have taken place in the past two years such as relapsing armed groups, atomization of groups, increased homicide rates– have led to consider, from the *Peace and Reconciliation: Back to Legality* viewpoint, that several social sectors of Medellín are unsatisfied with the institutions' capability to solve social reintegration, violence and insecurity-based problems. This is a reality, and hence, the maturity of the *Peace and Reconciliation: Back to Legality* program proposes to dig deeper in the dynamics and social aspects of the armed conflict, the situation of the demobilized and of the victims as well as larger and more complex contexts of poverty, and the nature of violence and the drug trafficking phenomena, with the perspective to increasingly advance in issues relative to violence prevention and guaranteeing human security.

NOTES

1 The service provided to each group depended on the characteristics and needs of each collective group. The victims were served just as those that experienced damage. The offender, who caused the damage, is also deemed as an individual that was previously affected and his or her background led to cause the damage in a violent fashion. Using the program and the stories of the participants, it was established that the violent actions made by offenders have different proportions that are relative to the damages they experienced themselves. In short, there is prevalence in the life stories of the demobilized in which they were victims of violence. The demobilized took a subtle step from being victims to offenders which should subjectively study their responsibility of the damages they caused on others and on themselves while belonging to the armed group.

2 In Medellín it is pertinent to introduce drug trafficking as an influential factor of its social fracture. Nonetheless, the negotiations led by the National Government deemed that drug trafficking was a marginal phenomenon with the self-defense groups. However, the events that took place in later years show evidence that the Mayor's Office of Medellín was correct, back then when it considered that drug trafficking is a driver of the armed groups.

3 The purpose of the services rendered to victims sought to dignify, rehabilitate and contribute to the collective catharsis of society, and the transformation of the cycle of violence, the reestablishment of broken social relations, and the reconciliation of the city. The separation of the Service to Victims program could have led, in terms of repair, in losing influence over the victims of the armed conflict. However, from the Peace and Reconciliation program's viewpoint, the exercises of remembrance made with offenders also helped to compensate this influence lost, since it questioned and recognized the damages caused by armed groups. This exercise has been made alongside the activities of other institutions, such as the Museum of Antioquia which sensitizes the demobilized population on the effects of war in a society.

4 Interview with the Mayor of Medellín for the period 2004-2007, held on October 25th and 26th, 2006. Quoted on Citizen Reintegra-

tion and Safety in Medellín: A Balance of the Peace and Reconciliation Program (2004 – 2008), June 2009, pg. 19.

5 Alliance with the Technological Institute of Monterrey, Mexico.

6 Employability and coordination was made through the firms: Voluntary Workers of Protección S.A. and the Solutions Program of Sodexo S.A.

7 This is also related to the message given by the program "Crime does not pay", targeted to the people who have finished serving time.

8 The program "Jóvenes con Futuro" (Youth With Future) is part of the 2007 – 2011 Development Plan. The program provides services to people from 16 to 29 years old, of the three lowest socioeconomic or stratum levels (1, 2 and 3), who dropped out of the school system or lack access to opportunities. The purpose is to help them continue their higher education, and provide technology training: reading and writing enhancement, basic notions in math, physics and chemistry, establish a life project, and training on citizen and personal skills.

9 The program "Jóvenes Aprendices para la Ciudadanía, el Empleo y la Productividad" (Young Apprentices for the Citizens, Employment and Productivity) was launched during the term of the 2004 – 2007 "Commitment of All Citizens" Development Plan of Medellín. This program especially supports young adults who studied at SENA and in other institutions recognized by SENA, to carry out their internship in public sector organizations, micro, small and medium-size enterprises, and in NGO's.

10 Learning pace, affection deprivation, cognitive difficulties, illiteracy, conducts learned, not abiding to the rules, and reaction to the authority, among others.

11 Enables relationships with others in a peaceful setting; to recognize and accept the differences of others; to share affection, which are obstacles to solve situations with affection.

12 The goal of the current Development Plan is to graduate 1,000 participants. The low number of graduates puts at risk the program's political and economic sustainability, while meeting the goals is a condition of the municipal administration to assign resources.

13 The term "network" in this analysis appears after observing the characteristics acquired by Bloque Cacique Nutibara which implemented a strategy based on franchises to incorporate diverse preexisting armed organizations in the city and turn them into a counter-insurgent paramilitary symbol. The nodes of the network shared several purposes and goals: To build a structure to "gain income through criminal means" and to develop "social control". This notion appears from the study conducted by Alonso, Manuel; Giraldo, Jorge and Sierra, Jorge (2007), "Medellín: El complejo Camino de la Competencia Armada" (Medellín: The Complex Trail of Armed Competition) written in "Parapolítica: la ruta de la expansión paramilitar y los acuerdos políticos" (Parapolitics: The Route of Paramilitary Expansion and Political Agreements). Bogotá, Corporación Nuevo Arco Iris, 2007, pg. 14. Quoted in "Citizen Reintegration and Security in Medellín: A Balance of the Peace and Reconciliation Program (2004 – 2008), June 2009, pg. 13.

14 Alonso, Manuel; Giraldo, Jorge and Sierra, Jorge. "Medellín: el complejo camino de la competencia armada" (Medellín: The Complex Trail of Armed Competition). Op. Cit., pg. 13.

15 Mayor's Office of Medellín, USAID, International Organization for Migrations –IOM–. "Del individuo al colectivo, de la persona a la ciudadanía. Manual de intervención psicosocial para la reinserción. La experiencia de Medellín. Aplicación del modelo "Regreso a la Legalidad". (From the Individual to the Collective, From the Person to the Citizen. Psychosocial Intervention Manual for Reinsertion. The Experience of Medellín. Application of the "Back to Legality" Model), pg. 8 to 10.

16 Mayor's Office of Medellin, USAID, International Organization for Migrations –IOM– (2007), Op. Cit., pg. 19-20.

17 The model highlights the orientation given to the human development of demobilized and victims of the conflict, impulse control, management of family ties, decision-making, and other subjects related to learning skills for social integration and interaction.

02.

Strategy for the Territorialization of Security. Making Medellín Safer: Together We Can

Myriam Merchan Bonilla and Oscar Arcos Palma

1. General context and background of the strategy for territorialization of security. Making Medellín Safer: Together We Can

The violence and crime situations in the country, which started in the decade of the 80's of the last century, came about through actors and phenomena that make it very complex to understand. There were the criminal structures of drug traffic, the presence of guerrilla and paramilitary groups, and a medley of various actors and criminal practices that changed over time and which, mediated by drug traffic, gave rise to the phenomena of narco guerrilla, narco paramilitarism and a certain penetration of mafia practices in the country's political and business life.

All these phenomena have expressed themselves with a unique intensity in Medellín over the past thirty years. There have been three periods that show increasing trends in the homicide rate in the city (figure 1): the narco terrorist offensive in the late 1980's, the presence of guerrilla militias and paramilitary groups during 1994-2002 and, since

2008, the resurgence and proliferation of criminal gangs (a.k.a. *Bacrim*) associated with small-scale drug traffic, extortion, and illegal economic activities in the territories they control.

The significant reduction in the homicide rate in the city of Medellín was the result of processes and initiatives promoted by the National Government, including the peace agreements of 1990, the dismemberment of the Medellín cartel, and the death of Pablo Escobar in 1993, operation Orion¹ in commune 13 in October 2002, and the demobilization of paramilitary groups from Autodefensas Unidas de Colombia –AUC– between 2003 and 2005. This reading of events during the stages of crime and violence in Medellín indicates a dynamic that has operated more between peace agreements and national scope military actions appropriate for fighting organized crime than citizen security, problems of coexistence or simple crime².

The required question in this context asks about the role of the municipal administration of Medellín during the past 3 decades, specifically during the last 2 administrations which were characterized by

their independence vis-à-vis the historic dominance of the traditional political parties, the Liberal and Conservative. "Some analysts believe that during the second half of the 1990s the local authorities allowed a slow withdrawal of the local state from the control of security and coexistence in the city's most marginal sectors. In this respect, they point out that during those years the dominant perception was that the violence the city was experiencing (...) had not originated in and was not exclusive to the city of Medellín and therefore, it was not a major responsibility of the government to resolve it. In the local political agenda it was even said that the repressive treatment given to drug traffic and private justice organizations was wrong. The municipal administrations of the period applied strategies of 'self-management of the conflict' by the communities and encouraged different forms of privatization of citizen security by agreements with illegal armed groups to

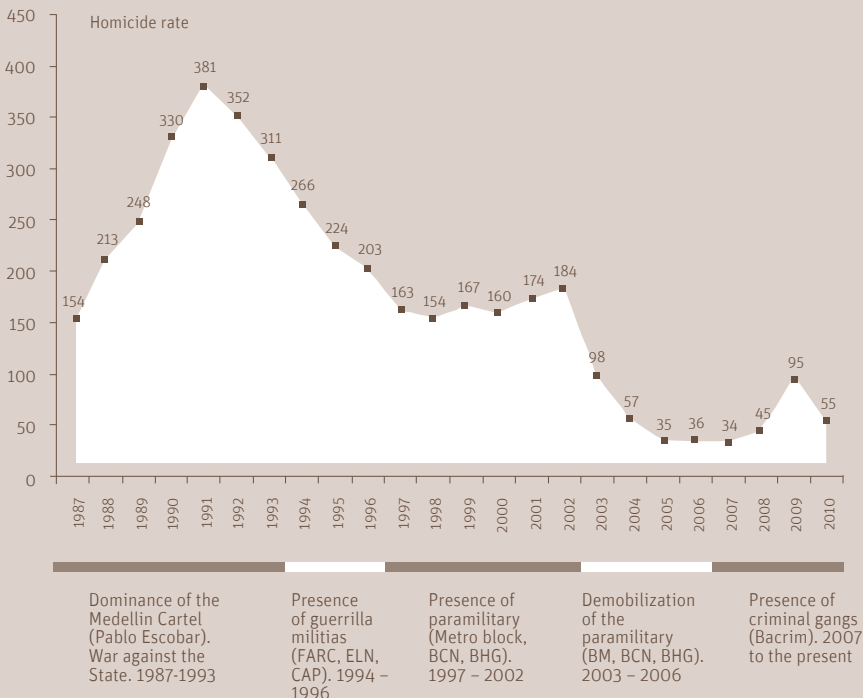
achieve governance..."³ It has also been said that this led the city to experience effects that were contrary to what was expected: it enabled the consolidation of multiple armed organizations willing to offer security and private justice services and functions in the communities⁴.

Indeed, this 'withdrawal of the local State' made it easier for the guerrilla militias and paramilitary groups to grow stronger and dominate certain communes in the city, and the subsequent development of turf wars among those illegal groups between 1996 and 2002. During those years, government and police authorities found it difficult to access the territories dominated by militia and paramilitary, and the community witnessed the abandonment of social infrastructures for social services in health and public education, among other situations that are usual in criminally dominated

Medellín: Stages of the Conflict

Fig. ⁰¹

Source: Secretary of State. Adaptation: UN-Habitat



territories. The homicide rate ranged between 154 and 203 per 100,000 inhabitants (Figure 1) and it was estimated in 2002 that there were 650 criminal armed gangs, three paramilitary blocks of the AUC, four structures of Ejército de Liberación Nacional –ELN–, several units belonging to a block of the Fuerzas Armadas Revolucionarias de Colombia –FARC–, and an independent militia group known as Comandos Armados del Pueblo, CAP⁵.

The year 2002 represents a milestone in the transformations and challenges that the city was to experience in the future in matters of violence, security and coexistence: in October that year, the National Government implemented Operation Orion to expel the guerrilla militia from Commune 13 and started a process of negotiation for the reinsertion of the paramilitary groups into civilian life. At the end of that year, the city had a homicide rate of 184 per 100,000 inhabitants.

In this context it is acknowledged that, although most of the actions and processes aimed at reducing violence and crime came from initiatives of the National Government, a large percentage of the individuals that formed part of those illegal groups were natives of Medellín or the Department of Antioquia, and the region has also had, for several decades, the greatest activity in drug traffic and other practices of the underground economy compared to other parts of the country.

The Mayor who led the city from 2004 through 2007, acknowledged that crime and violence were two of the factors that caused deep disturbances to the integrated human development of the citizens, but also agreed that the historical social debt explained the events that the city had lived through over the past three decades: “We are aware of the city’s history and its debt. In 1991 Medellín was considered the world’s most violent city with 6341 homicides, 381 for every 100,000 inhabitants.” Turning Medellín into a governable and participative city was one of the objectives of the development plan *Medellín, Compromiso de toda la Ciudadanía* (*Medellín, a commitment by all citizens*), for which the municipal administration had to solve two major problems: violence and loss of legitimacy of the State. With that end in mind, the city set out to contribute to the strengthening and implementation of the agreements among those groups that were

interested in demobilizing as had been promoted by the Central Government, but also to implement its own Public Policy for Citizen Security and Coexistence aimed at the prevention and timely detection of all manners of violent behaviors, especially in the populations of boys, girls and youths traditionally victims of violence⁶.

The government actions implemented during 2004–2007 allowed Medellín to go, as stated by the Mayor, from *fear to hope*. “The city underwent positive changes in the area of coexistence and citizen security as a result of the institutional actions and of the application of national and local policies intended to prevent the growth of the urban conflict derived from the criminal actions of military structures organized as guerrilla and paramilitary. The preventive and corrective strategies, programs and actions have made possible the dismantlement of these military structures in the city of Medellín, leading to an almost complete cessation of their actions and, therefore, of the criminal acts associated to this modality of conflict⁷.

The Mayor for the period 2008–2011, who continued with the objective of integrated human development proposed by his predecessor, also expressed in his development plan *Medellín is solidary and competitive*, the intention of continuing to fight violence and crime. He pointed out that the youth, who represents close to 22% of the population –59% of them under the poverty line– were, due to the history of the conflict in the country and in the city, the most vulnerable and at-risk group. To implement the Security and Coexistence Policy, the Mayor agreed, just like the previous administration, that the development model applied during the previous decades had excluded the young from the public policies and had opened the way for illegal groups to take advantage of their potential and skills in favor of violence and crime.

The development plan *Medellín is Solidary and Competitive*, states: “Building trust and sustainable governance depends on our ability to involve young men and women in the construction of the collective city project. For that purpose, it is necessary to pay special attention to the young men and women, meeting their needs from the political, participation and coexistence perspectives; guaranteeing their access to public goods and services on the basis of a recognition of their rights as citizens, and expanding their social,

economic and cultural opportunities, prioritizing the attention of young men and women under the poverty line, indigenous people and African-Colombians, those that have been displaced, the disabled, and those in the process of reinsertion into civilian life”⁸.

Although the homicide figures had a positive behavior by going down to 34 per 100,000 inhabitants in 2007 –unprecedented in Medellín for the past 30 years– the rates began to increase again after 2008. The negotiations for demobilization between the national government and the paramilitary are believed to be one reason for blocking the decreasing trend of the homicide rate. But also the emergence and proliferation of the criminal gangs (Bandas Criminales – Bacrim), which explains the increase in the number of homicides in the city over the past three years, is attributed to a certain permissive environment that the negotiations encouraged with the paramilitary groups whose criminal structures continued to operate in the shadows.

With the extradition to the United States in 2008 of the major paramilitary leaders, who had continued to commit drug trafficking crimes from prison, there was a splintering of the criminal structures and the resulting rise of new struggles for power and territorial control of illegal economies. This negative transformation of the urban conflict has been interpreted as the transformation of an armed conflict of a military and ideological nature –arising from military structures with certain political roots, guerrillas and paramilitary– to the scaling of social armed conflict that as reflected in the existence, territorial settlement and actions of some criminal groups have overshadowed the advances made in matters of security. According to data from the Metropolitan Police of the Aburra Valley, there are 140 criminal groups⁹ currently operating in the city through nodes and alliances to defend interests –illegal income– and territories. The rate of homicides per hundred thousand inhabitants was 95 for 2009, which represented an increase of 107% compared to the rate of 45 for 2008.

In view of the new context, the Office of the Mayor of Medellín recognized that, to achieve the objectives of integral human development, it is necessary to insist on the construction of environments that are conducive to human security and coexistence. In this perspective, the Mayor’s office decided in 2009 to reconfigure the

public policy of Citizen Security and Coexistence, with an emphasis on more proactive, specialized interventions, agreed with all actors of public life in order to strengthen the social fabric, protect and guarantee peaceful coexistence and citizen security as public assets.

Beyond the plan for reinsertion of illegal actors into civilian life, promoted by the National Government, the city began to think about a greater commitment from all actors in society, starting with ideas that make it possible to go beyond the limits of state control and coercion as behooves the police and the national, centralized justice system; ideas such as co-responsibility, co-production, co-management, self-protection, and self-care. It is under these circumstances that the strategy of *Making Medellín Safer: Together We Can*, came about with the idea of guaranteeing citizen security and coexistence through integration, convergence and social articulation among the Municipal administration, law enforcement and justice, private enterprise and organized civil society.

This new approach is, perhaps, the most relevant thing to highlight from the Medellín experience because it proposes, from a perspective that is autonomous but also complementary to the guidelines and actions of the National Government in the area of security, a direct influence from the municipal administration in the complex and sensitive issues of security and coexistence. It should be pointed out that this new perspective implies shared responsibility among the public sector, the private sector and the community. Indeed, the process of saturation of violence and crime has led the actors in society to believe that security is not a matter that involves the State only. And it is precisely this understanding and acceptance of the idea of shared responsibility which explains the fact that today, despite the problems of violence and crime expressed in a reversal of the homicide rate over the past couple of years, there is a maturity among the municipal administration of Medellín and its citizens to face the challenges in the area of prevention and social control.

2. Key issues and objectives of *Making Medellín Safer: Together We Can*

When the city watched the homicide rates grow in 2008 and 2009 - a situation that was not foreseen in the 2008-2011 development plan-, which estimated improvements in the violence and crime indicators, the municipal administration saw the need to revise and adjust the strategy for intervention in security and coexistence. The challenge was to create efficient mechanisms and responses to the new demands for a decrease in the levels of violence and crime; and the result was a proposal to focus the available economic resources, and the institutional offer by the security and justice bodies which was to be expressed, according to the motions of joint responsibility, production and coproduction of spaces for legality, in the reformulation of public policy for the security of the city. There are two key issues that guide this reformulation:

- The integrated action plans, which include holistic interventions in the territory to produce synergies, involving surveillance and security bodies, articulating them with the actions of the police.
- The identification, weighing and categorization of the problems that affect security and coexistence in each commune and borough of the city in order to produce precise responses according to the nature and intensity of the problems, and to promote processes of governance from within the territory.

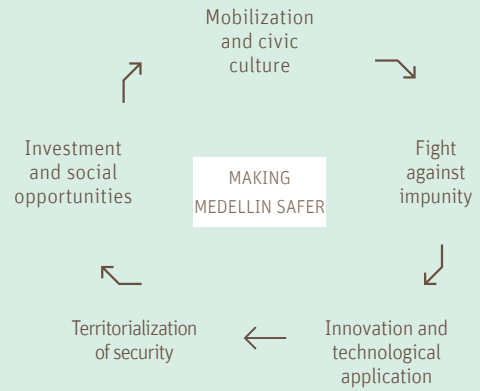
The way to approach these two issues is expressed in the strategy *Making Medellín Safer: Together We Can*, through several scenarios for action (figure 1), which are implemented by the Secretary of State of the Mayor's office.

The following topics stand out in these scenarios:

- Social mobilization and civic culture. The municipal administration has sought, through this line of action, an active and committed involvement by all actors in the city -public, private, and community- with the purposes of citizen's security and coexistence, based on the approach of prevention and social control. This initiative promotes the creation of citizen networks, security fronts, security schools and area security committees.
- Investment and social opportunities. Through the

Model of the strategy: *Making Medellín Safer*

Fig. 02



programs Young Force¹⁰, Youth with Future¹¹, and Citizen Guides¹², the access to various programs for social public policies of the municipality has been expanded and oriented.

- Territorialization of security. This is about focusing and differencing the security and coexistence policy in the territories, according to the magnitude of the problems, the characteristics of the territorial division, the social fabric, and socioeconomic conditions. This purpose leads to the strategies for intervention and territorialization of security, called: secure communities, secure zones, sensitive areas, and critical spots.
- Modernization of the judiciary and of the security forces, including the fight against impunity and the application of technological innovation is part of the transformations to provide greater efficacy, efficiency and impact of the justice system.

Figure 3 contains the objectives that the municipal administration set for itself with the strategy *Making Medellín Safer: Together We Can*, defined as a policy for the social management of security.

3. Approach of characterization of the strategy *Making Medellín Safer: Together We Can*

The strategy *Making Medellín Safer: Together We Can* is consistent with the objectives established by the

Objectives of the strategy: *Making Medellín Safer: Together We Can* **Fig. 03**

GENERAL OBJECTIVE

Help bring about objective and subjective conditions of security and citizen coexistence in specific territories, as a result of demands as appropriate for each territory.

SPECIFIC OBJECTIVES

- Restore security as a public asset and a right of the citizens by creating secure areas and secure communities, and by paying attention to sensitive locations and critical spots.
- Optimize and mobilize the resources of the municipal administration, the knowledge and will of the community, starting with taking ownership of the shared responsibility, strategy, coproduction, and shared management of security.
- Dynamize, modernize and improve technically and technologically the community's security systems.
- Promote a culture of citizen security, coexistence and self-care.
- Promote actions based on inclusion, solidarity, participation and citizen ownership, to reinforce the social fabric.
- Territorialize, legitimate and articulate the security actions carried out within the communities.

The creation of social networks for security and citizen coexistence is considered fundamental to achieve these objectives. The expected results of "social management of security" include:

- Deny legitimacy of and modify conducts and behaviors that give rise to acts of domestic violence and lack of social discipline.
- Increase the operating capacity of civil society.
- Increase the technological capabilities for security and coexistence.
- Increase the capability for deterrence through the presence of public and private security bodies.
- Improve security in some locations by providing tools and assets that produce specific security conditions.

- Create and implement protocols for self-protection and self-care for the community.

development plans of the past two administrations with respect to poverty, exclusion, citizen security and coexistence. Both plans have sought to have the city's policies and programs that are supported and backed by the community, reach the most underprivileged areas of the city, where marginality and exclusion during the past several decades made possible the creation and organization of the guerrilla or factions of paramilitary groups and organized crime during the past several decades.

The citizen security approach that lies behind the strategy *Making Medellín safer: together we can* goes beyond the traditional approach of coercion and police control by proposing that the former must be complemented with prevention and rehabilitation, giving the community the role of active participants in their own security. The leading role played by the citizens changes the traditional idea of security and offers new factors for its understanding:

- The condition of development.
- Prevention.
- The local and regional dimensions.
- Shared responsibility, shared financing, coproduction, shared management, and complementarity.
- Social focus.
- Integrality
- The individual's perspective.

Based on these factors, insecurity is defined as "a multi-causal and multidimensional phenomenon defined by the specificity of the sociocultural, historical, and political realities of each country. Talking about violence is going beyond the brutal practices, the statistics about homicides, rapes and kidnappings. It also involves a consideration of the everyday construction of the fears and insecurity in the mindset of the population"¹³.

Understanding these factors leads to the need of prioritizing, in the implementation of the policies,

a territorialization of the actions by combining what has been called geostrategies - creation of secure areas and secure communities and attention to critical points - under the principles of shared responsibility, self-care and zero tolerance to criminal activities (figure 4).

The criteria of shared responsibility, production and share production of spaces for legality, please human active and committed participation of the private sector and civil society in the city's security agendas. The background for the application of these criteria can be seen in international experiences (figure 5), in countries that tentative confront violence, crime and the threats of terrorism with the creation of public-private consortia that provide quality and quantity security services for the community through communication systems, security and intelligence.

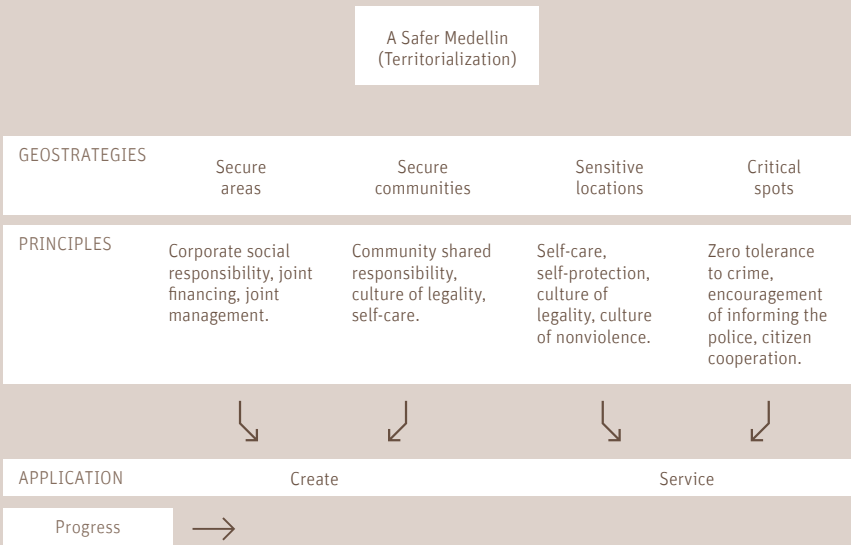
International experiences have shown that a business culture that includes social responsibility towards the communities where the companies carry out their

economic activities makes an efficient contribution to security and coexistence. Social responsibility is expressed as the economic support provided by the companies in the city -infrastructure, logistics, tools - for the proposals and plans to improve security and coexistence in critical areas of town, by "adopting" areas, neighborhoods or quadrants for intervention which the security and coexistence plan has previously defined as critical. The contributions from the business community produce multiple benefits: they ensure the security for the sale of their products in high-risk locations and improve public relations with society at large, through the good advertising derived from the safe environments.

In this respect, the United Nations Economic and Social Council states that inter sector cooperation must be an integral part of effective crime prevention. Echoing this proposition, in 2009 the national government issued Decree 3222 which promotes the creation of citizen support and solidarity networks throughout the country aimed at connecting private

Geostrategies of Making Medellín Safer: Together We Can

Fig. 04



International Experiences

Fig. 05

STRATEGIES OF ALLIANCES IN INDUSTRIAL/
BUSINESS AREAS

- *Business improvement districts (1969, Canada)*. These are financing mechanisms cosponsored by the users and the local government to create a common fund aimed at providing complimentary services of private security within a sector or geographic area. The experience began in Toronto, Canada, in 1969. In 2007 there were 185 in Australia, 347 in Canada, 225 in Europe, 261 in Japan, 140 in New Zealand, 42 in South Africa, and 404 in U.S.A.

- *National platform for crime control (1990, Netherlands)*. Its creation is due to the appropriate ministries, the police, local authorities, insurance companies, banks, retailers, business organizations, and employees. The platform developed a uniform proposal that included political agreements and a communication strategy for the fight against crime. One result of this type of alliance is the "regional level for crime control-Amsterdam", which included a pilot program against shoplifting: a system of cameras that recorded both customers and sales people and verified compliance with the norms.

STRATEGIES OF ALLIANCES
IN RESIDENTIAL COMMUNITIES

- *Secure commune and secure neighborhood (2002, Chile)*. The secure commune program represents a public-private micro alliance to promote strengthening of local governments as actors cities in security, including community participation in the implementation of works and programs to prevent violence. The Contest Funds, which assign resources through a competitive and highly regulated process, make it possible to leverage the participation of the private sector and community-based NGOs specifically in works of infrastructure and violence prevention in the communes.

- There are many examples of similar local alliances. In Italy: program *Città Secura*; South Africa and other African countries: *Uninhabitat safer cities program*; Boston: *municipal strategy for the prevention of youth violence*; Peru: *District citizen Security councils*; Bogotá and Medellín: *local*

funds for citizen security; Cali: *program Desepaz*; Rosario (Argentina): *just and secure communities project*.

- *Local security contracts (Belgium and France, 1997)*.

In France there are local councils consisting of private and public actors to analyze and coordinate crime prevention. These councils create and implement action plans and are empowered to sign local security contracts. Since 1997, there are more than 600 local security contracts in force in 247 cities. The contracts involved taking on various commitments for the short, medium and long-term to design and implement citizen security policies, promotion of social integration, and prevention of violence.

surveillance and security services to the national police as a strategy to prevent crime and producer early warnings.

The strategy *Making Medellín Safer: Together We Can* understands that public-private alliances go beyond the simple provision of security services; the strategy defines the private sector and civil society as partners in the strategic planning of crime prevention and reduction. A new strategy for corporate security shows that the government is placing new emphasis on these issues and allows the promotion of institutional and social support trust, transparency and social capital are necessary conditions for the success of a public-private alliances.

The general view of the strategy is to secure each area with its own security plan (figure 6), according to the specific characteristics of the places and sectors of the intervention. The implementation of security and coexistence plans is done through social networks that mobilize and organize the community and create synergetic, stable and long-lasting ties among the municipal administration, the security and justice organizations, private enterprise and organized civil society, thus reinforcing the social fabric. The plan specifies the difference between the role of the Secretary of State of the Mayor's office of Medellín (which focuses on managing public spaces, supporting the justice system, civil order and

the urban security scheme) and the role of the police (surveillance, intelligence and the implementation of control and prevention actions by quadrants in areas that are especially hard hit by violence and crime in the city).

The Secretary of State has promoted the creation of local governance committees –LGC– supported by the legal provisions established by decree 143 of 2005. The LGC are administrative bodies in charge of coordinating and articulating the plans, programs and projects created by the municipal administration for public order, security and coexistence in each commune and locality. These bodies consist of the police inspector, the family commissar, the commander of the police station, a social technician and the chairman of the local administration board. The purpose of these committees is to diagnose the security, coexistence and public order problems in each commune and locality in order to lead and leverage specific actions aimed at solving them and giving legitimacy to the presence of the state in their territories.

The LGC plays the role of an interlocutor between the central administration and the communities; it implements pedagogical strategies to encourage citizen participation, a culture of respect for life, legality, self-regulation, matters pertaining to the Government, and human rights; the committee prepares local security and coexistence plans; promotes the exercise of civil rights and social guarantees; help preserve public order and control any behaviors that go against it, implementing their actions according to applicable regulations; they convene, coordinate and provide constant accompaniment for the citizens coexistence councils and are leaders in the participative and pluralistic process to create the manual for community coexistence.

With respect to the functions of the police in the security and coexistence plan, the community police under the municipal administration, which focuses its actions on preventing violence and crime, is worth mentioning. The existence of the community police reflects the belief that police cannot maintain public order by itself and, therefore, needs the support of the citizens. In its actions, the community police prioritize the specific needs of each neighborhood or commune. The main purpose of maintaining police presence in the sectors is to keep more alliances between the communities and the police to make it possible

to solve coexistence problems and decrease problems of security. The men of the community police have a double role in the intervention strategies of the *Making Medellín safer: together we can*: they coordinate and work together with the local authorities of the local governance committee to diagnose and identify specific and priority security problems and becomes the tool that legitimizes the presence of the state as the body for regulating, controlling and combating antisocial practices that produce direct and immediate threats against community coexistence and security.

Members of the Communitarian Police play a double role within the intervention strategies of *Making Medellín Safer: together we can*. They work together with the local authorities of the LCG for giving the diagnosis of the specific and urgent security issues, as well as they represent the State as the legitimate body for the regulation, control and fight of the antisocial practices, which generate direct and immediate threats to communitarian security and coexistence.

The key element in this approach is that the police and the community work together, developing adequate responses to solve the problems of crime, violence, insecurity, and the lack of local coexistence. The local presence of the community police makes it possible to:

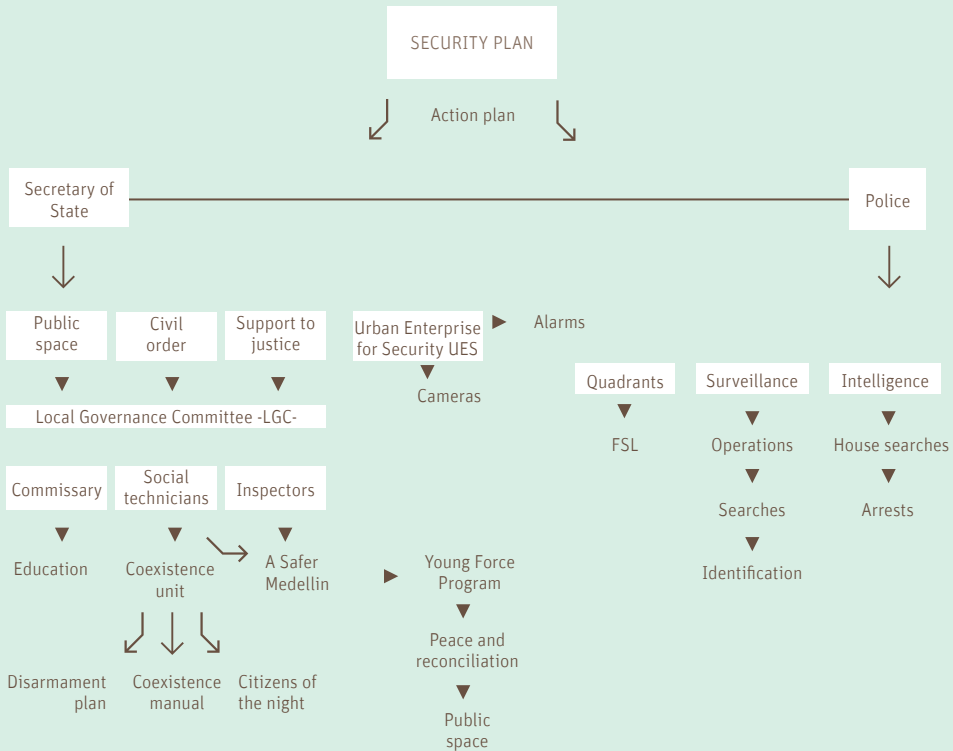
- Perform complete and internal diagnostics of the security and coexistence problems in a specific community.
- Hold regular meetings between the legitimate local authorities and the community to find out the needs, demands and criticisms with respect to local security and police work.
- Carry out preventive activities focused on a limited and clearly defined geographic area or sector.
- Mobilize the community around preventive security activities.
- Build relations between the community and the police which will enable, among other things, joint planning of activities that integrate police efforts with community work, especially in issues related to coexistence and community security.

The creation of *secure zones* and *secure communities* requires articulating existing security structures in the business areas and residential communities in a grouping and coordination strategy to achieve objective and subjective security conditions. The

Security Plan

Fig. 06

Source: Secretary of State



participation of social networks and public-private security committees or councils –area security committee for secure areas, security community councils for secure communities– contribute to this purpose. The responsibility of these organizations is to diagnose the neighborhood security, consolidate a local security plan and coordinate the implementation of its local security strategy with companies that provide security products and services and with the municipal administration. The implementation of local security strategies is financed with resources provided by the beneficiaries themselves and with contributions from the municipal administration in a public-private alliance.

Attention to sensitive locations and critical points is the complement to the territorialization of the strategy *Making Medellín safer*. The basic purpose of the attention is to complement the security and coexistence efforts with a

process of rapprochement by the legitimate authorities and the social services offered by the municipal administration to the communities in marginal sectors that are highly affected by violent behaviors.

In summary, the strategy *Making Medellín Safer: Together We Can* is aimed at recovering territories for security and coexistence, and promoting the consolidation of relations and social fabric above the protection of specific or private interests. The consultation of the network or social alliance for security and coexistence involves recovering the principle of solidarity: individuals or legal entities that have the economic means to manage their security support or finance security in other places which, due to their socioeconomic characteristics, are not able to on their own. This logic relates to the tenets of equality that have been included in the development plans from 2004-2007 and 2008-2011

and, in addition, it gives priority to prevention over coercion and control.

4. Development of the strategy *Making Medellín Safer: Together We Can*

Implementation of this policy began with mutually agreed diagnostics. Together with the police, the territories to be intervened were studied and validated, and technical test forces were established, in which the police acted as coordinator. This exercise led to the differentiation of interventions. In certain places, reaction of control is required, due to the presence of criminal groups, a situation that determined the Judicial Police intervention in order to guarantee the processes of investigation and criminalization, among others. In sensitive scenarios of at-risk populations, the intervention is promoted through the presence of the communitarian police and the children and youth police, which is in charge to carry out processes with young men and women and create a climate of neighborliness, in which the community can easily access the police and neighborhood attention. In other areas, characterized by the presence of companies that have security services, spaces for coordination between the business community and the police are promoted.

The results of these diagnostics made it possible to map the city along the four categories of territorialization of the policy, taking care of the characteristics of each territory in the areas of alliances, technological improvements and community mobilization. These categories are:

- Secure areas for commercial, industrial and service sectors where problems are related to the lack of social discipline, contravening behaviors and crimes such as property theft.
- Secure communities, characterized by their basically residential nature which requires community culture promotion, security and coexistence campaigns and also alliances with the program implemented by the coexistence unit.
- Sensitive locations, territories where there are many problems of insecurity and coexistence and include the presence of criminal groups which dominate the territory.

- Critical spots, where situations of open confrontation over territory by criminal gangs can be found.

In the above scenarios, the municipal administration has carried out a strong coordination among the municipal entities, the companies, social organizations and the community. The Zonal Security Committee -for secure areas- and the Communitarian Security Council -for the secure communities- are the coordinating bodies in the territories. Depending on the nature of the problems identified during the diagnostics, the level and manner of intervention, control and coercion actions, prevention and security promotion, and coexistence were defined. With respect to the institutions, from the coordination and articulation spaces, the presence of government entities such as the municipal system for disaster attention and prevention (Sistema Municipal de Atención y Prevención de Desastres – SIMPAD), the Institute for Sports and Recreation (Instituto de Deporte y recreación –INDER), the Secretary of Education –which plays a leading role from the program for High Quality Schools in terms of prevention of violence and promotion of security and coexistence– and the Urban Enterprise for Security UES- should be noted¹⁴.

Information is a key factor in the coordination and development of the strategy. To guarantee the availability of information and facilitate the decision-making process by the coordinating bodies, the office of the Mayor of Medellín created, in July 2008, the Information System for Security and Coexistence –SISC– through which information is organized and the territory is characterized. The background of this information system dates back to 1997 when the Ministry of Justice of Colombia proposed the homologation of a system for information and analysis. Later, in 1999, the Inter-American Development Bank, IADB, gave a condonable loan to the municipality of Medellín for creating an observatory for violence, structuring an information system online with all the institutions responsible for receiving complaints and providing information about security and coexistence.

Based on the above (experience, information and knowledge from the observatory for violence and the updated agreements with the prosecutor's office, forensic medicine, and the police for the harmonious and standardized management of information)

the SISC was set up as a division of the Secretary of State to investigate and monitor the phenomena of violence, coexistence and institutionality from four points of view: the dynamics of the conflict, homicide and high-impact crime, the operation of the justice system and family violence.

As information pillars, and the SISC relies on municipal planning, the homicide agreement group (through which the SISC promotes a single scientific piece of data for the city, thus contributing to transparency and inter-institutional cooperation), the matrix of arrests and hearings, the method through which communication networks are established, and tools for study and analysis among public employees of the entire City Hall, called neighborhood study network, and the software tool Theta, through which the external networks of the Secretary of State remain online and register complains. The SISC is also fed with secondary information produced by the police, the peace and reconciliation program, the high quality schools and the health programs, among others of the municipal administration. The social technicians who work in the field provide complementary information based on observations and semi structured interviews that describe perception and victimization (Figure 7).

5. Articulation of the strategy *Making Medellín Safer: Together We Can*, with social urban planning in the city

The Integral Urban Projects –PUI– are one of the supports for the efficacy of the territorialization of the policy *making Medellín safer: together we can*. The PUI's, due to their impact on the transformation of large urban spaces and their connection through efficient mobility corridors, help open physical spaces to a fair axis of urban services and to create among the community feelings of security and confidence due to the friendliness of the urban furnishings environment included in the PUI's, such as library parks, Metrocable (areal mobility system) and high quality schools, which have helped transform urban realities. The strategy *making Medellín safer: together we can* has communicated with the PUI's, especially with the development of peripheral immediate attention centers of the Police (Centros de atención inmediata

–CAI–) included in the master security plan.¹⁵ The objectives of the security policy have led to the inclusion in the PUI's aspects that have to do with insecurity and violence. The urban transformations are an attempt to eliminate the environments that produce fear. Through the security policy, the idea of light urbanism with security criteria has been introduced. The police shares the space of the state with the inspectors, commissaries and equity judges, and thus the community finds a coordinated and multidimensional response since the different institutions work articulated.

6. Some results and outlooks of the strategy *Making Medellín Safer: Together We Can*

It is still early to evaluate the results of the strategy because it has been implemented for a very short time. However, in this process, the efforts that the city has made to strengthen institutions and social processes should be noted. The actions of the strategy in the territory are a topic for accountability. Networks, leaderships and organizations have been created and rediscovered to take on the tasks of social intervention and contribute to the strengthening of the social fabric. Institutional strengthening has also meant a contribution to the process of cleaning up community organizations that had been affected by criminals (Figure 8).

Within the framework of the early results of the strategy it is necessary to highlight the results of the program Young Force with which the security and coexistence plans have a direct relationship: 20,000 young men and women at risk of practicing violence have been direct beneficiaries. The component *crime does not pay* has sensitized 15,000 students at different schools around the city; the components of high-risk youth has benefited directly 3000 young men and women, while the component of social intervention in prisons has accompanied 2000 ex-convicts and parolees in the process of building a new life within the law. The program Young Force won the prize in the contest Good practices in crime prevention sponsored by the IADB. Young Force also participated in the category of promising interventions and earned the 2nd place among 200 programs in Latin America and the Caribbean.

Strategies, phases and activities in *Making Medellín Safer: Together We Can*

Fig. 07

Source: Mayor’s Office of Medellín - Secretary of State

STRATEGIES	PHASE	ACTIVITIES
Secure areas	1. Characterization, promotion, and communication	<ul style="list-style-type: none">• Map of the area with legend• List of actors (businessmen, leaders, trade associations)• Implementation commitment (agreement of wills among the actors)• Creation of the zonal security committee
	2. Diagnostics and designs	<ul style="list-style-type: none">• Security studies• Design of network architecture• Adoption of a security protocol
	3. Implementation	<ul style="list-style-type: none">• Security fronts created• Community cooperation networks created• Communication networks created• Command-and-control units creation• Installation of security devices
	4. Follow-up and evaluation	<ul style="list-style-type: none">• Security fronts in operation• Networks in operation• Information systems installed• Installation of cameras, alarms and panic buttons• Security networks connected to 123 (emergency phone number)
Secure communities	1. Characterization, promotion and communication:	<ul style="list-style-type: none">• Map of the area with legends• List of actors (residence, leaders and social organizations)• Validation of the RF diagnosed by the police (risk factors)• Prioritization of risk factors• Creation of the community coexistence Council
	2. Implementation	<ul style="list-style-type: none">• Community security schools established and reactivated• Security fronts created and reactivated• Increase in youth police• Community cooperation networks created• Formulation and adoption of security protocols• Security agreements signed

Secure communities	3. Technical setup, training and pilot tests	<ul style="list-style-type: none"> • Number of people trained in the use of technical tools • Alarms installed • Cameras installed • Creation of monitoring centers connected to 123 • Simulation of security systems
	4. Follow-up and evaluation	<ul style="list-style-type: none"> • Security fronts in operation • Security schools in operation • Cooperation networks in operation
Sensitive locations	1. Characterization, promotion and communication	<ul style="list-style-type: none"> • Reconnaissance of the sector • Map of actors • Validation of the risk factor diagnostics • Characterization of attention to the risk factors
	2. Implementation	<ul style="list-style-type: none"> • Community security schools established and reactivated • Community security fronts created or reactivated • Increase in youth police • Intervention in schools
	3. Follow-up and evaluation	<ul style="list-style-type: none"> • Assistance and feedback process • Risk factors faced and solved • Follow-up and monitoring of security conditions
Critical spots	1. Characterization, promotion and communication	<ul style="list-style-type: none"> • Characterization of the critical spot • Sensitized families • Youths in itinerant art schools • Gathering community needs
	2. Social intervention	<ul style="list-style-type: none"> • Risk factors resolved • Life nuclei • Itinerant schools • Management of needs
	3. Follow-up and evaluation	<ul style="list-style-type: none"> • Follow-up of RF • Follow-up to life nuclei • Follow-up to needs management

The future of the strategy *Making Medellín Safer: Together We Can* depends of the political will of future administrations. Since its initial formulation it was conceived as a long-term effort that requires continuity to achieve the expected results in the reduction of violence and crime. The office of the Mayor of Medellín believes that the resources assigned to implement the policy according to the criterion of pure public goods, that is, those that are backed with government funds obtained from taxes paid by the citizens and which, due to the nature of the good, that has to do with justice and welfare, community security and coexistence, are not subject to exclusion or rivalry.

The local authorities are convinced that social sustainability of the project depends on the community empowerment and that each and every citizen takes ownership of the policy. This includes social mobilization to guarantee the project's continuity regardless the rulers in term. In addition, public institutions such as the national police and private enterprise can guarantee the permanence of the strategies started with *Making Medellín Safer: Together We Can* in the principles of shared responsibility, shared management and self-care are strengthened and made institutional.

7. Conclusions

It has been only two years since the strategy of *Making Medellín Safer: Together We Can* was formulated. It came out of a reconsideration of the effectiveness of the security policy that was being implemented in the city since 2004, with lessons and guidance from the actions of the National Government, with surprising results in the decrease of violence and crime, but with recent situations that had reversed those achievements. Those recent events can be attributed to post-conflict situations and the demobilization of illegal armed self-defense groups that have ended in the fragmentation of the groups and the atomization of the dynamics of violence and insecurity pervaded by drug traffic and underground economies. Recent events that have once again increased the homicide rates, led the government of Medellín to consider the strategy of territorialization of the security and coexistence policy, inspired by international experiences with focused actions for control, coercion and prevention of crime and violence.

The strategy modifies the state-centered¹⁶ scheme of the strategies for the security of the city until that time, and selected an approach to community security and coexistence whose main purpose is to produce social mobilization around security issues, on the basis of principles such as joint participation and self-care. All of this based on a strategy of territorialization under which the specific needs and peculiarities of each

Achievements of the strategy *Making Medellín Safer: Together We Can* **Fig. 08**

- People sensitized: 22.350
- People intervened: 9.411
- People involved: 3.032
- Sensitization campaigns: 73
- Request for institutional offers received: 3.677 (2663 in process, and 1014 processed and resolved)
- Security schools implemented: 15
- Security fronts created and/or reactivated: 20
- Support and communications networks created: 4
- Schools intervened: 17
- Secure areas implemented: 7
- Area security committees created in secure areas with their respective cooperation agreements: 7
- Agreements of wills signed in secure communities: 7
- Campaigns for the social disqualification of drug outlets: 3
- Integrated cultural intervention in critical spots: 1
- Designs for architecture of technological network and security studies carried out: 7
- Events carried out within Medellín Imparable: 3
- Police officer sensitized against mistreatment of the community: 253
- Protocols for self-care ends of protection adopted by families, youths and children in secure communities: 7
- Commercial facilities (large industry, medium-sized industry, small industry, micro industry and single person companies) involved in secure areas: 350

territory are met, classifying those territories into Secure Areas, Secure Communities, Sensitive locations, and Critical Spots.

The main lesson learned during the two years in which the policy has been implemented, is understanding the difficulties involved in modifying the cultural mindset of the community which still considers security as a responsibility of the State and therefore requires a repressive police treatment. There is still a huge challenge: moving from a concept of coercion and control to one of citizen participation, mobilization and self-care as fundamental principles of any security strategy. The long-term bet on a security policy, where citizen mobilization and territorialization are a must, still needs the community to take ownership. As long as this does not happen, any government effort will be insufficient.

But within the framework of the experiences gathered during this short period, it is worth noting that the initiative has begun to take shape about the construction of a security *cluster* for Medellín. This cluster would consist of the Municipal Administration with its relevant institutions, social organizations, non-government organizations, companies that provide private security services and products, non-government organizations (operators, suppliers and distributors), academic institutions, private sector and civil society. The projection is that the security cluster will increase the operating, technical and logistics capability to provide security in each residential, industrial en peripheral area of Medellín through an increased public investment for the socioeconomic and technological production, modernization and intensification of security goods and services in the city.

There is the belief that the future success of *Making Medellín Safer: Together We Can*, depends on the creation and operation of a security cluster. Because there would be economies of scale with connected and interdependent companies and institutions for the provision of specialized input and infrastructure related to products and/or services¹⁷, this would be an integrated system to protect and safeguard citizen security.

Coordination and articulation have been positive learning elements during the implementation of this strategy, in spite of the difficulties involved, especially when attempting to transform mindsets deeply rooted

in police control and coercion and trying to advance in understanding concepts that, culturally, have been outside the concepts and behaviors of ordinary people, i.e., joint responsibility, prevention, self-control, etc.

We are still far from being able to evaluate the impacts that the strategy can have on the fight against illegality, violence and crime. But in the outlook for the processes, just like there is the hope for lessons, the creation of new methodologies and imaginative strategies such as the security cluster, there is a recognition of virtuous synergies and positive impacts derived from the coordination and articulation with other practices, especially with the urban transformations and social urbanism and the training processes derived from the policy of education through high quality schools.

NOTES

- 1 Operation Orion was an initiative of the national government to defeat the urban militia of the guerrilla that have settled in commune 13 where the presence of the state had already been prevented. Operation Orion, led by the Army, something never before seen in this city, drove the militias from the area at gunpoint. However, that operation left the seed of the paramilitary and a wave of forced disappearances and homicides, which gave control of this commune to the AUC. GIRALDO, Jorge, (2008). Conflicto armado urbano y violencia homicida: el caso de Medellín (Urban Armed Conflict and Homicide Violence: The Case of Medellín). Flasco. Urvio. Revista Latinoamericana de Seguridad Ciudadana, No. 5. Quito, September, pp. 99-113.
- 2 Giraldo, Jorge (2008). "Conflicto armado urbano y violencia homicida: el caso de Medellín. Op. Cit. pg. 101.
- 3 Alonso, M., Giraldo, J. and Sierra, D. (2006). "Medellín: el complejo camino de la competencia armada", en de Gamboa, C. (Ed.). *Justicia Transicional: teoría y praxis*, Bogotá, Universidad del Rosario, quoted by Giraldo, J. 2009. "Guerra urbana, crimen organizado y homicidio en Medellín", in *Seguridad Pública. Tres aproximaciones. Medellín: Universidad EAFIT – Centro de análisis político*, pg. 32.
- 4 Perez, Bernardo (2010). Lecciones de gobernabilidad desde el urbanismo social de sotaña: estudio de caso de la intervención en la quebrada Juan Bobo y el surgimiento del sector Nuevo Sol de Oriente en Medellín, Colombia.
- 5 Giraldo, J. (2009) "Gerra...", op. Cit., pg. 33.
- 6 Plan de desarrollo Medellín 2004 – 2007 *Compromiso de toda la ciudadanía, Línea 1, Medellín Gobernable y participativa*, pp. 14 and 38. [http://www.medellin.gov.co/plan de desarrollo/](http://www.medellin.gov.co/plan%20de%20desarrollo/)

7 Office of the Mayor of Medellín, Secretary of State (2010). Medellín más segura: juntos sí podemos. Estrategia de territorialización de seguridad. Política pública de Seguridad y convivencia, Medellín. This statement has been made relative in view of the crime and violence that have taken place since 2008 due to the resurgence of criminal gangs referred to as 'Bacrim' (Bandas Criminales)

8 Development Plan 2008-2011 "Medellín es Solidaria y Competitiva". Fundamentos, P. 6, [http://medellin.gov.co/plan de desarrollo/](http://medellin.gov.co/plan%20de%20desarrollo/)

9 Criminal organizations that set limits to the territory. They have no clearly defined hierarchical structure.

10 Medellín Young Force seeks to build trust among the citizens by providing guidance to the young men and women from the neighborhoods that have been most affected by violence, providing psychosocial care, job training, education, and involvement in community social service. The program creates scenarios for this young men and women from the neighborhoods to occupy their time.

11 Program registered within the development plan of the current administration (2008 - 2011), which provides the opportunity to have access to higher education.

12 The objective of this program is to decrease the risk factors associated with violence in young men and women between 18 and 29 in the city of Medellín, encouraging the internalization of this norm using strategies of education, knowledge of the city and promotion of peaceful behaviors among citizens, ownership of public spaces and civic duties by the young men and women. This allows them to regain their sense of citizenship, replicate the citizens' values in their neighborhoods, and build a new life project as social players with recognizes rights and duties.

13 UN-HABITAT – Alberto Hurtado University (2009).

14 The Urban Enterprise for Security is a state owned industrial and commercial enterprise. Using the technological advances in integrated security systems and the competitive team, this company helps improve the security and quality of life of the community in Medellín.

15 The master security plan has a marked emphasis on infrastructure and institutional equipment, such as facilities for commissaries and inspections, houses of government and justice, etc.

16 According to Gustavo Beliz (2007:1) "(...) the major policy trends indicate that there is a shift from a state centered mission of the security problem towards a citizen centered vision. That is, the basic concept of state security which defined the nation-state as the main recipient (sic) of security conceived as a public good."

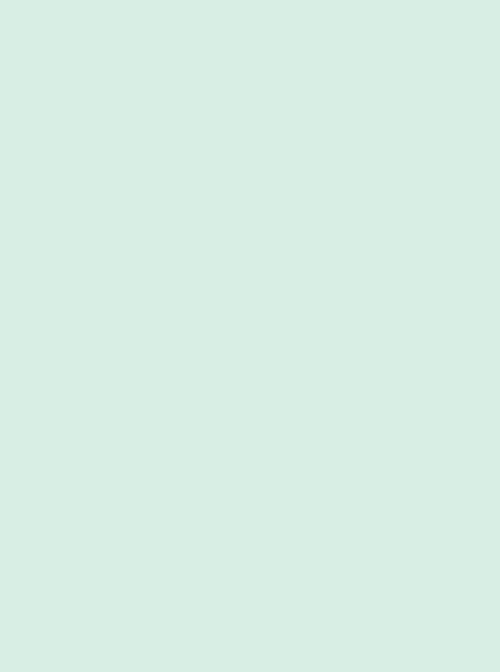
17 Ketels, Christian. "The development of the cluster concept - present experiences and further developments", Harvard Business School, 2003

03.

Integral Urban Projects –PUI’s–

Diana Puerta Osorio

Integral Urban Project of Commune 13. View towards the San Javier Library-Park. Close up of the Metrocable system which goes up to the Pajarito sector.



1. Background

URBAN DEVELOPMENT AND GENERAL CONTEXT

Up the end of the 20th Century, the development model of Medellin included technical aspects which led to interventions that fragmented and excluded the population. This worsened the unbalances of the territory and segregated the population socially and spatially. This was proven by a group of urban experts who reported that Medellin's quantitative growth gave way to a dispersion and unbalance which produced "a city made up of independent pieces in which physical segregation as well as cultural and social distances dramatically increased and became a setting suitable for violence"¹. Indeed, a significant expansion of the city took place under conditions of poverty, lack of opportunities to access development, and with an overall absence of the State (Figure 1).

This is evident in measurements conducted in 2004 which showed that the lowest quality of life and human development indexes were found in 20% (approximately 2,000 hectares or 52,000 acres) of

Medellin's urban area, particularly in seven of its 16 communes.² Based on the results of the measurements made, these seven communes required special attention due to their dramatic social and economic conditions, their exposure to social exclusion and spatial segregation, and their predisposition to criminal activities and violence. In addition, since these communes settled on the outskirts of the city, and their expansion was an invasion, they lacked supplies, public spaces and were vulnerable due to natural risk factors.

The last two administrations of Medellin focused their municipal investments on implementing Integral Urban Projects or PUI's. The activities of PUI's focus on population groups ranging from 150,000 to 300,000 (about 40% of the total population of the city) and surpass 850,000 direct beneficiaries. The projection and developments of PUI's seek to provide equal opportunities for the entire population of the city, particularly to those traditionally excluded, to begin to pay back the social debt held so far towards these impoverished sectors. Indeed, PUI's seek to provide effective answers in zones of Medellin which, despite their urban and population similarities, experience

Intervention Areas. Integral Urban Projects in Medellin

Fig. 01



• 1. PUI Commune 13 \ • 2. PUI Iguana \ • 3. PUI Northwest \ • 4. PUI Northeast \ • 5. PUI Center-East

development threats or opportunities which in turn, should be taken advantage of and/or modified implementing strategic activities:

- The PUI Northeast (Communes 1 and 2) was given priority since this area displays the lowest quality of life and human development indexes of Medellin, and the highest homicide rates from the years 1999 to 2006 (202.5 homicides per 100,000 inhabitants) along with the Center-West and Center-East zones. This process includes the presence of the “Metrocable”, a mass transportation cable car system that boosted the sector’s development. The total intervention covers 158 hectares (390 acres) and 230,000 inhabitants, either directly or indirectly.
- The PUI Center-West (Commune 13) covers an area of 700 hectares (1,730 acres) and approximately 140,000 people benefitted directly or indirectly. Its geography makes it particularly prone to illegal settlements and consequently, to physical and social unbalances, which in turn favor the rise of violence. Up to the year 2003, before the Orion Operation, it was impossible for the police authorities to enter several sectors of Commune 13.
- The PUI Center-East (Communes 8 and 9) directly or indirectly benefits approximately 280,000 people. This area is predominantly informal and set around many hydrographic basins in the area. This represents a threat to the water resources of a zone

which was previously the main water and energy supply source for Medellín.

- The PUI North-West (Communes 5 and 6) are structured on environment conservation activities. This development seeks the preservation of streams and different strategic eco-systems for the city. This project benefits approximately 520,000 people directly or indirectly.
- The PUI Iguana (Commune 7) covers the intervention of the two-lane road that will be built for a Tunnel that connects Medellín with the western region of Antioquia.

The PUI North-East and the PUI Commune 13 (Center-West) were both launched from 2004 to 2007. Since the year 2008 to present day, works are underway in the PUI North-East and in the Center-West as well as technical studies of Iguana, Center-East and North-West. These territories foresee a substantial development in 2011 using the PUI Model. The transformation of the intervened sectors is particularly observed. Overall, trust is placed on the comprehensive development of Medellín based on integral and territorially focused interventions, which seek to defeat exclusion and negative segregation. The above aims to contribute to improve the quality of life of the population and to create a proper setting for the citizens' security.

POLITICAL SETTING

Integral Urban Projects derived from a political idea set forth in the Development Plans of the last two administrations of Medellín, which define the "territory of the city" as a setting where public policies are implemented. These projects are bound to the Declaration of Istanbul on Human Settlements which was signed in 1996 by Heads of States who committed to the equitable development of human settlements, the eradication of poverty in terms of sustainable development, and the improvement of quality of life based on the improvement of shelter and surroundings.

The 2004 – 2007 Development Plan of Medellín establishes the need to overcome the obstacle that impede on the city's integrated development³ using five strategic lines. These are led by the enhancement of education, followed by urban development

and international projection. On this matter, the line *Medellin is Social and Inclusive* (Medellin social e incluyente) stands out by focusing on providing a dignified life for the population of Medellín, while the line *Medellin, A Space Where Citizens Meet* (Medellín un espacio para el encuentro ciudadano) proposes that the development of the territory should focus on achieving a dignified habitat. These lines are permeated by a comprehensive approach to the phenomena of violence and delinquency, compared to those that propose the development of interventions that handle tactics for peace, prosperity, institutional and community enhancement.

The 2008 – 2011 Development Plan of Medellín seeks human development through its two lines of action. The line *Medellin, a Solidary and Fair City* (Medellín, ciudad solidaria y equitativa) focuses on struggling against poverty and hunger, reconciliation, reestablishing rights, social and economic reintegration, and constant social urbanism activities.⁴ The line *Habitat and Environment For The People* (Habitat y Medio Ambiente para la gente) focuses instead on defining a strategy for the development of public spaces and environmental corridors. These lines are bound to promote citizen participation, protect ecosystems and improve the quality of public spaces not solely for territorial balance, but to build equitable conditions and social development.

ACTIVITIES

PUI's were conceived in a political framework that surpasses the provisions of modern urbanism. They are based on principles that target goals which do not focus on development alone: To increase the quality of life, social inclusion, and equitable conditions. Consequently, the activities of PUI's are no longer based on technocratic models but on a plural government that acknowledges the conflict and acts based on social participation; a foundation necessary to build citizens who are active and capable of deciding their future.

PUI's are structured through three components:

- **Physical.** Physical interventions are made in the most conflictive zones of a commune, and seek to create safe settings on the verge of environmental, social and urban risks. Emphasis is applied to indicate the benefits of urban development to achieve

human development. This includes the transformation and construction of public spaces, and the implementation of strategies to recover the environment. Nonetheless, it does not incorporate the consolidation and generation of shelters, although this initially was tied to the PUI's. On this matter, although the implementation of the Integral Neighborhood Improvement Project of the Juan Bobo stream was conducted at the same time the PUI North-East took place, its implementation was disengaged from the project's operation.

- **Social.** Social interventions promote community participation to advance in the solution of problems related to violence, delinquency, exclusion and inequitable conditions.⁵ The social component of the project is based on two fundamental aspects. First, the development of participative planning processes which legitimize the activities made in the territory, the creation of settings to dialogue, exchange, disclose and work made with NGO's, Community Action Boards and Local Management Boards. These organizations are the backbone for cohabitation, increased solidarity and to dissuade violent behaviors.

The second aspect of the social component of PUI's focuses on improving the living conditions of the residents in the intervention area. This implies an analysis of the number and condition of the population that will be resettled, its social and economic feasibility for further development, a guarantee to restore their rights to shelter and surroundings, and the development of strategies to create jobs and social cohesion.

- **Institutional.** This is based on the integral activities that involve (among other aspects) knowledge of the territory, strong ties with the community, responsible management of money, careful planning and management to later transfer the duties to the organizations in charge of providing continuity to the process. Its development results from learning from the city's previous experience in the program Primed (Integrated Improvement of Subnormal Neighborhoods), and reviewing international experiences primarily in Latin America⁶.

Methodologically, the institutional component comprises four phases:

- **The Planning Phase:** Stems from an analysis of Medellín to define the areas to be intervened, its components, the municipal activities required, the managerial model used, and signing inter-administrative contracts.

- **The Diagnostic and Formulation Phase:** This involves defining a master plan for the zone. The diagnostic consists of identifying the negative situations that affect community life and its main causes as well as the opportunities and potentials of the zone. On this matter, the process identifies the agreements, activities, programs and projects which are designated a budget within the zone, while information is systematized to give way to arrangements and prioritizations made with the community. This stage lasts three months and requires inter-institutional coordination. Formulation begins by listing specific goals of the joint task of municipal entities. Afterwards, a proposal is prepared listing the activities made for each component, the location of the intervention, the budget, the parameters for community participation, and a timetable for the implementation. This stage is implemented in three months and requires the work of theme-based commissions.

- **The Development Phase:** This phase consolidates the urban and architectural design, and establishes a master plan listing its management, disclosure and implementation.

- **The Final Phase:** This focuses on providing the goods for the local or zonal development plans, delivering the projects to responsible organizations and launching strategies to give continuity to the activities made by the municipality. In terms of the application, the results of the PUI North-East are taken as the pilot, and are enhanced with the development of communication mechanism and constant arrangements made with the community through neighborhood tours, workshops, training programs and follow-up committees aimed to appropriate the public spaces for cohabitation. Precisely based on this experience, the municipality developed a methodology adaptable to the specifics of the zone and to the specifics of the social players, which gave way to the gradual subscription to programs and projects until the goals set forth are reached⁷.

INSTITUTIONAL MODEL – PUI MANAGEMENT

As a program of the government and a political intervention model, PUI's prevail over the instruments used for territorial management, and are set forth through Structuring Master Plans that have a higher hierarchical priority. Hence, the interventions properly meet the determinations that guide the urban development of Medellín. As a model of public management, the PUI procures team work among the organizations, public and private, to guarantee increasingly effective interventions.

Using clear criteria to work in teams, PUI's are a horizon in which public efficiency is the platform to offer a better service and to carry out the job in the communities. This was the key during the term of 2004-2007 which, aware of the difficulties inherent to join forces among different sectors, established a strategic Follow-up Management headed by the Private Secretary of the Mayor, with a direct effect on the Mayor. The Follow-up Management was in charge of coordinating the four Territorial Managements, including the PUI North-East which was headed by EDU (Empresa de Desarrollo Urbano de Medellín). Through the Follow-up Management, continuous follow-up of the project's development was conducted ensuring a flawless communication between the Mayor and the PUI manager as well as the leader, which were required to work alongside the secretaries of the cabinet and the managers of the decentralized organizations.

The constant presence of the Mayor in this process was key to solve the “bottle-neck” problems that frequently occurred to implement complex projects.⁸ This presence was strategic as well to create a high level technical committee involving people from Municipal Planning, the Private Secretary, Public Works, Treasury, EDU Management, and PUI Management, to diagnose, establish and delimit the intervention area of the PUI North-East keeping in mind the general provisions made for the city. Based on its hierarchy, the interventions made in the zone by other organizations were reported to the Project's Management.

Based on the aforementioned, the PUI Management was responsible of the following (among others): i) The inter-institutional coordination with public, private and academic organizations, and managing

the participation of Colombian organizations and international cooperation agents; ii) The management and administration of resources and the control of physical interventions; iii) The social management and enhancement of community organizations; iv) The promotion of interventions made by the State; and (v) Working alongside the Secretary of State to implement the interventions and to develop policies related to culture, cohabitation and citizen security.⁹ In addition, the PUI Management was in charge, from the very beginning, of contributing to the programs of Integral Neighborhood Improvement Program (PMIB) and new housing.

However, the technical studies conducted in 2008 displayed fear, since the PUI Management cannot be inserted to the organizational structure of the municipal Administration, which would make it vulnerable to government changes. As a logical result, the city's Administration made an important shift in its set-up, and made several changes; although it kept the principles previous established. Hence the Strategic Management directly related to the Mayor, became an Assistant within the structure of EDU that depended on the decisions of General Management. Consequently, its activities primarily focused on the physical development of the territory, alongside other managements and/or organizations to carry out the social and shelter-based interventions.

In short, the direct communication with the Mayor was replaced by the coordination of strategic projects based on three groups: the Mayor, the Department of Planning and the Private Secretary (all in charge of making decisions, operational and institutional). These decisions are reported to the Assistant Management of Municipal Planning, to proceed in implementing the works.

Under this scheme, projects are currently carried out and based on the administrative restructuring of EDU, which have become increasingly autonomous, although the power of inter-institutional players has weakened. This power is granted to the Department of Planning to enhance the planning and follow-up process of the Development Plan. Consequently, the new intervention model maintains the goal of acting under the territorial focus scheme to accomplish physical works with social activities, and goes hand-in-hand with the activities made through the Medellín Solidary program.¹⁰

INTEGRALITY AND INTER-SECTORIAL COORDINATION

The institutional component of a PUI is put into effect through the coordination of different sectors, 16 municipal Secretaries, and 4 decentralized organizations. Pursuant to what is defined by the city's administrations, EDU (a State-owned commercial and industrial enterprise) is responsible for the effective development of PUI's, with powers to sign inter-administrative agreements with the public sector, to create alliances, contracts, or associations with the private sector; and to set strategies with other development agents. Its mission consists of making significant urban and real estate projects for the improvement of Medellín and of the citizens' welfare.

The development of the PUI's relies heavily on the role of enterprises such as: EPM, incorporated as an industrial enterprise in charge of providing: electric energy, water, gas, sanitation and communications services; EEVVM, in charge of collection, transportation, valuation, treatment and final disposal of urban solid waste, and committed to improve the quality of life and to the preservation of the environment; INDER, with its education, recreational and sports programs; the Metropolitan Technological Institute (ITM), in charge of the expansion and maintenance of higher education coverage; and the housing institute ISVIMED, in charge of developing priority affordable home projects.

The municipal Secretaries engaged in the process are listed below:

- Secretary of Public Works. Engaged in the construction of the Library-Parks, adaptation of parks, public lighting, road barriers, handrails, retaining walls and sidewalks.
- Secretary of Education. Develops programs for educational coverage and the adaptation of physical facilities.
- Secretary of Social Welfare. Develops integrated service programs for children and vulnerable populations with complementary goods, healthcare for senior citizens, psychological, social and legal advice for displaced populations, and activities for the prevention of minors in the street.

- Secretary of Health. Develops programs covered by the subsidized regime (SISBEN), which is aimed to promote healthcare programs, and equip hospitals.

- Secretary of State. Designs and implements strategies to assist communities that receive the demobilized; oversees, controls and trains on the use of public space, and provides assistance to Human Rights victims.

- Secretaries of Civic Culture and of Social Development. Develop cultural interventions alongside the Citizens' Pacts¹¹ in addition to the enhancement of cohabitation, community participation and citizen culture.

- Secretary of Environment. Determines the policy, arrangement and management of the environment as well as Medellín's disaster prevention and service.

Lastly, the enterprise Metro and the PUI's North-East, Commune 13 and Center-East work hand-in-hand to seek the social inclusion of the population of the zones, to promote increased social and economic competitiveness, and to decrease traffic jams and accident rates through the cable-car system called Metrocable and the tramway. Both are the backbone of transportation of the PUIs in the territories mentioned.

FINANCIAL STRUCTURE

PUI's are financed through three strategies: a) Proper management of municipal finances; ii) Focus on sectorial investment; iii) Use of cooperation resources from different organizations engaged in the transformation process. The resources are obtained based on the premise that the development of cities can be self-financed if public resources are handled properly.

Consequently, the timely payment of taxes is fundamental for the improvement of infrastructure, to make an inventory of accounts receivable and to collect the resources, to keep the cadastre updated, and to improve the citizens' perception on how these resources are managed. The above led the Administration to launch strategies, such as: to constantly report its activities and results to the population, to provide dignified services to tax payers, to advertise tax payers' co-responsibility (when completed, each intervention is presented to the citizens by placing a sign with the

slogan “Your Taxes Are Invested Here”, and the Administration sends the message stating that the Resources Are Sacred (used properly). These strategies meant a 35% increase in taxes collected during the 2004 – 2007 period.

Up to the year 2009, the total investment in PUI's was close to \$40,000 million pesos: \$18,000 million for the PUI North-East; \$15,000 million for the PUI Center-West; \$2,000 million for the PUI Center-West, and \$300 million for the PUI North-West. This investment focuses on activities focused in the territories, including the following:

- Education, as a fundamental tool for social transformation, which receives the largest percentage of resources.
- Health care. The second largest area that receives resources from the municipal budget for PUI investments.
- Elements for public works.
- Nutritional coverage for impoverished populations, particularly boys and girls, and senior citizens.
- Art and culture used as beacons for the construction of collective projects.
- Recreation and sports.
- Job training and entrepreneurship.
- Guaranteeing human, social, economic and cultural rights in a gradual fashion and based on the availability of resources from the Nation, municipalities, and the private, solidary and social sectors.

In addition to the municipal public investment funds, alliances are made with the private sector, NGO's, national and international bodies, and with community organizations. The financial support of US\$250 million granted by the AFD (Agence Française de Développement) particularly, for the tramway mobility project in the PUI Center-East is worth highlighting.

2. Results

ACHIEVEMENTS

Overall, it may be stated that PUI's have changed the urban structure of Medellín by breaking away from the traditional dependency on the peripheral bodies of the Central Administrative Units. Indeed, the development of new urban centers, and the recovery

and generation of spaces where people can meet and exchange have been vital to balance an urban setting that dignifies and increases the advantages of Medellín.

The results of the Integral Urban Projects have been primarily quantified in the PUI North-East, the first of its kind implemented:

- In terms of urbanism, 125,000 square meters of public space were created, representing 1.48 square meters of public space per inhabitant; a 343 linear meters inter-neighborhood pedestrian corridor was created connected by four bridges and eight passage areas, to connect those communities traditionally isolated due to their territorial conflicts; and the number of Neighborhood Parks increased from three to 17 in nine neighborhoods and 16 sectors, with a 992% increase in number of trees planted (154 to 1,527 units).
- In social and economic aspects, 3,439 new jobs were created for the population of the sector, and 92% of the non-skilled labor was used in the zone as a strategy for social inclusion. In addition, 35 business workshops were held, plus 113 workshops with the community, 166 meetings with committees, and 39 community events were held. A total of 113 organizations were engaged to the process while 290 programs were provided related to education, healthcare, social welfare, recreation and sports. Likewise, a universal coverage of health care services was reached for about 150,000 people, and a 98% elementary and high school coverage for the population in school age.
- According to the quality of Life Survey conducted in 2006, the Human Development Index of Commune 1 has advanced from 73.66 (in 2004) to 75.58 (in 2006), and of Commune 2, from 73.35 (in 2004) to 73.99 (in 2006). This certainly underlines that territorial development provides advantages for the improvement of human development.

GOVERNANCE AND URBAN SECURITY

Focusing public spending on communal-scale territories, through the PUI's, has turned into a tool that encourages social inclusion, enhances community participation, and contributes to the prevention of

crime and violence. Its achievement implies advances based on four fundamental strategies: The return of a State that has been historically absent; the promotion of co-responsibility for development, made by the State and the citizens; the assignment of duties and rights relative to urban dynamics; and proper planning for the prevention of the phenomena of violence and delinquency using urban design.

This last aspect has been important to justify the Integral Urban Projects since violence is one of the relevant problems that affect most of the zones to be intervened. It is important to understand the importance of the reinsertion and security programs implemented before the PUI's to recover the territory. On the other hand, it is also important to bear in mind the contribution of PUI's to reduce the opportunities of creating victims and offenses, since it provides natural surveillance elements that increase the risk to be sanctioned and/or induce proper conducts for its conservation. Likewise, the use of administrative and consensual justice tools are enhanced (House of Justice, conciliation and mediation mechanisms) as well as the oversight, control and education of the citizens for the use of public space and the promotion and follow-up of participative budgets¹².

Urban development can create income that criminal gangs and groups can make use of. Evidence has surfaced at the PUI North-East where although the number of commercial establishments have increased (from 18 to 270), where public transportation routes enter the sector, there are people that sell items in the streets, and the cost of property has increased, has also lead to criminal activities during recent years. Although Integral Urban Projects are not strategies designed for violence prevention or to generate security, they do provide policies to promote co-habitation based on urban planning and governance. The fact is that the communities' appropriation in the local initiatives and the enhancement of social capital are not infallible to crimes and violence that have taken place in Medellin for several decades. In terms of these activities, the city's security strategies must be strengthened.

3. The Process

PROBLEMS FACED AND SOLUTIONS PROVIDED

The community participation and appropriation process faced difficulties early on with regards to imaginary and geographic boundaries and territorial conflicts. There is proof of insurgent groups in the sectors that seek to have a negative effect on the processes' development. Regarding the first problem, the target is to carry out activities to help reestablish the social network and break the barriers of conflict by making public spaces and facilities. This development goes hand-in-hand with the inter-institutional teams lead by the PUI's to work on the social component.

With regards to the presence of insurgent groups or outlaws, the PUI North-East conducted constant meetings with the different armed groups and structured a strong institutional presence addressing social and security issues. However, the experience at the PUI of Commune 13 has been different. Although in this Commune all of the components are addressed, the municipal Secretaries are the ones responsible for each component. Hence, security in the PUI territories is headed by the Secretary of State.

Another obstacle faced was the decision to separate the PUI's from the Integral Neighborhood Improvement Program (PMIB). Although it is true that both are on different scales and have different effects, the comprehensive nature of an intervention should take place concurrently, having an impact on the two basic elements of a habitat: Housing and Surroundings. A PUI that provides an excellent surrounding does not meet its social duty if the housing lacks dignified conditions for its inhabitants. Under the slogan of Integrality, PUI's require holistic answers for their development, including housing.

Lastly, a restriction to implement PUI's has to do with the difficulties to strictly comply with the regulations and with the urban standards established in Medellin. When fractions of a territory are intervened, many of the shelters are built using informal parameters, and hence, meeting the rules of distances, parameters, among others is not feasible

since it would imply the renewal of larger areas. This has led to reexamine the legal obligations by making arrangements with the Secretary of Planning. Agreements on site have been established, making the regulations more flexible without affecting the conditions of urban development.

SUSTAINABILITY

As an integral project, a PUI should guarantee its social, political and financial sustainability. The social sustainability of the project is achieved with community participation and has led to: i) developing designs with the community, giving priority to public interest over private interest, and a sense of belonging and appropriation with the PUI; ii) developing and implementing participative budgets to promote activities that meet the needs and demands of the sectors; iii) implementing the Local Development Plan as a tool built collectively, based on strategic goals that can be reached in a determined period of time.

Political sustainability depends on the establishment of a PUI's public policy and thus guaranteeing that future Municipal Development Plans keep on working with PUI's. On this issue, the Local Development Plans backed by the project, encourage the development of social and community organization processes, and in turn guarantee social demand to be made in the long-run, even under government changes.

Financial sustainability depends on the condition of the city's finances and on the compliance of the provisions established in the Master Plan. These are necessary to receive resources from the municipality and to implement their components.

PROJECTIONS

The PUI Master Plan involves four phases of the Mayor's Office of Medellin. The Plan establishes the following:

- As of 2011, the completion of phase 2 of PUI North-East, phase 2 of PUI Commune 13, and phase 1 of PUI North-West and Center-East.
- As of 2015, the completion of phase 3 of PUI North-East and Commune 13, and of phase 2 of PUI Center-East, and of phase 1 of PUI La Iguana.

- As of 2019, the completion of phase 3 of PUI North-West and Center-East, and of phase 2 of PUI La Iguana.

As set forth in the Plan, the current administration is continuing with PUI North-East and Center-East. With regards to PUI North-East, the project's scope was re-defined and several interventions projected for 2004 – 2007 were modified. Moreover, technical studies of PUI La Iguana are underway and estimated for 2015. Albeit the above, the ongoing activities maintain the long-term line projected for the intervention.

4. Keys for Success

INNOVATIONS

The use of integrated interventions with participative models is quite recent worldwide and has displayed satisfactory results in developed countries. Notwithstanding the above, the application of this type of intervention in underdeveloped or developing countries is limited due to their inherent difficulties. Consequently, the PUI's are innovative elements since they establish the concept and operation of:

- A political model that gives life to urban intervention and focuses on meeting higher goals, such as human development and the improved quality of life for the population.
- An integrated vision of territorial development that involves the community's active participation, works on different scales of the city, engages different sectors in common activities, focuses public spending on strategic territories, and establishes three complementary components for its activities: social, physical-urban and institutional.
- An intervention method whose principles can be replicated and have flexible but specific activities, to meet the particular needs of a territory and its population.
- An inter-disciplinary management model that targets increased transparency in the use of public money.

- The development of a community participation mechanism, such as debates, participative budgets, pacts among citizens, neighborhood committees and consultations within the population to freely demand and propose their needs and aspirations, and hence, become participants in the policies for citizens. Their development has been fundamental to launch the Local Development Plans.
- The use of tools and procedures which facilitate decision-making and boost the development of the intervention processes, maximizing the achievement of participation and communication strategies. This includes, among others, the use of ICT's (SITE, SIG, SIGO, SIPUI, SPIRED SIF and MERCURIO, mainly). EDU invented, generated and developed SIPUI and SPIRED, seeking answers to particular needs.
- Development models should be independent of the human talent engaged through the institutions. It is necessary to formalize the intervention process establishing public policies that facilitate the coordination of the institutions involved and the development of the processes in favor of its continuity.
- The operation of the PUI model should become a flexible system. With regards to this, the interventions that interpret the space based on experience and that assume a particular territory as a setting of urban transformation are increasingly valid.
- Baselines should be defined to properly measure the project's achievements and impacts made on the population benefited.

LESSONS LEARNED

- Joining players in a determined sector is not enough. Consensus and complementary activities are also required to break the traditional fragmented public intervention.
- The physical intervention of a territory should include social and institutional interventions if the target is to contribute to human development and to improve the quality of life in populations. An integral intervention should be conceived to improve the capabilities and opportunities of a particular community in every dimension. Hence, the importance of using the human development and quality of life indicators.
- The proper use of resources and the consensual development of a territory leads to increased trust and credibility in the State, and swifter implementations.
- An intervention in areas of conflict should bear in mind the symbolic barriers created by insurgent groups and gangs and to reduce the confrontations among these groups as much as possible.
- Urban regulations should be built with the population and keep in mind the reality of the sector. A model of a city technically designed, favors physical development, but undermines the social, cultural and economic transformations of the sector affected.
- The physical sustainability of PUI's should be tied to a formal maintenance program for the urban settings developed. Once the works are completed, these should be delegated to an organization which oversees and follows-up its use and collective appropriation.
- Although hiring non-skilled labor is a strategy to build ties, the idea is to find jobs for the inhabitants in the community who are highly responsible.
- Although SIG units have existed for several years in most of the public and private enterprises, these units were not used at EDU. Consequently, it was necessary to break paradigms and show the results, application and potential of these units as a managerial tool. This has enabled EDU to cut back on consultation times and to gain efficiency in decision-making processes.

5. Transferability

In general terms, the principles and activities of an Integral Urban Project may be transferred, such as: integrality, social inclusion, territorial focus of the interventions, and proper management of public resources. Nonetheless, it is important to be careful with the specifics of its application. Although the methodology establishes several basic steps, its implementation depends on the city's political model which points out the needs detected in the territory, the physical and managerial capabilities

of the municipality and its institutions. Indeed, its efficient development is subject to the development of no less than 290 programs that target social, physical and institutional components. Not any territorial organization has the potential for using the exact model developed by Medellin, it has been adapted and replicated in cities such as Rio de Janeiro, Brazil in *Complexo do Alernao*¹³ and is currently being studied in Monterrey, Mexico.

Bearing in mind that the principles can be transferred, a PUI may be developed in a smaller scale when an activity that triggers an effect, supports inter-sectorial and participative mediations. Among the transfer experiences, based on an element that pushes territorial development at different scales of mediations, there are integrated projects such as the implementation of the Mass Public Transportation System (*Complexo do Alemão*, PUI Commune 13 and Center-East of Medellin) and the operation of a Library-Park in Manguinhos (an impoverished zone north of Rio de Janeiro¹⁴).

Today, an important support to transfer this project in other cities lies on the chance to sell them the SIPUI and SIPRED systems.

On this last issue, it is worth mentioning that the urban spaces that are well planned, designed and maintained have been singled out for their capability to deter violent behaviors because of the increased risk of being sanctioned or because they induce proper conducts for their conservation. Keeping in mind that PUI's have an effect on territories where deep-rooted violence is observed (gangs and "combos") it is possible to state that its control is unfeasible if physical interventions are not joined by enhanced formal judiciary systems and the police, on a municipal, regional and national level as well as an arrangement of the groups at risk, and the enhancement of social capital¹⁵.

Security is a complex phenomenon that requires comprehensive and effective answers in terms of control and prevention. This implies the encouragement and enhancement of the intervention of municipal institutions that are responsible for implementing social, economic and situational elements. Consequently, it is necessary that the territories have one sole institutional leader for the activities carried out as a group from the public and private sector. On this matter, the presence of a decentralized and formally incorporated institution is required to manage the integral development of a territory.

6. Conclusions

The concurrent and integral management of different aspects of a habitat has proven to be effective to tackle social exclusion, inequality and urban inequitable conditions. PUI's not only facilitate the access and appropriation of part of the most vulnerable population to attractive spaces with proper conditions, but also provides access to opportunities and capabilities to reach human development. In addition to the considerable improvement of public spaces, the territories impacted have increased their values, their properties and the land in general, without resorting to social expulsion. They have increased everyday use and enjoyment of public spaces, have the chance to make a living with the increased formal and informal commerce in the sector, have a profound sense of territorial identity, and collective self-esteem. In addition, improved conditions are gained in settings built to reduce the chances of crimes committed as a result of conflicts in the social, cultural and urban setting.

NOTES

1 Echeverri, Alejandro, with the collaboration of Carlos Rodriguez, Carlos Jaramillo and Cesar Hernandez. "Borrador del texto Modelo Medellin" (Draft of the Medellin Model Text). 2007.

2 Medellin is divided into 16 communes and 5 localities.

3 The obstacles of the city's integrated development are, according to the Mayor's Office: Poverty, exclusion, inequitable conditions, violence, intolerance, lack of sustained and sustainable economic growth, and low democratic governance.

4 During the 2008 – 2011 period, the Administration of Medellin enhanced the concept of Social Urbanism, which boosts the integral development of PUIs to improve the quality of life of the zones displaying the lowest development in Medellin. This is based on top-quality works, the encouragement of education and citizen participation.

5 Community participation is understood as a set of actions aimed to create awareness, actions and co-responsibility from the residents with regards to their active role in their neighborhood's improvement. Practical Guide of Social Intervention. Empresa de Desarrollo Urbano –EDU–. Mayor's Office of Medellin, Medellin, 2008.

6 The cases consulted include: The Favela (Neighborhood) Program, the Nove Baixada Program in Rio de Janeiro, Habitar –Brasil (Brazil), the Chile – Barrio Program (Chile), The Integration Program of Irregular Settlements (Uruguay), The Subprogram of Neighborhood Improvements (Bolivia), and The Neighborhood Improvement Program of Argentina, Promeda (Argentina); *Program Assessment Rating Tool Review (PART)* of U.S.A.

7 During stage 1 of the PUI North-East, no less than 290 programs and projects were implemented in the entire Northeastern zone.

These were complemented with programs from the Mayor's Office of Medellin and from other institutions.

8 Perez, Bernardo. "Lecciones de Gobernabilidad desde el urbanismo social de montaña. Estudio de caso de la intervención en la quebrada Juan Bobo y el surgimiento del sector Nuevo Sol de Oriente en Medellin, Colombia" (Lessons of Governance from Social Urbanism on Mountains. Case Study of the Intervention of the Juan Bobo Stream and the Creation of the Nuevo Sol de Oriente Sector in Medellin, Colombia) - Mayor's Office of Medellin, IDB, UN-Habitat, Bogota, June 2010. pg. 25.

9 The activities promoted by the Secretary of State procure the conservation of the environment, the prevention of disasters and emergencies, the rational use of public space and the enhancement of community justice. The latter is provided through the Office of Peace and Reconciliation with support and reinsertion plans, the project of the Cohabitation Manual, the participative budget and planning program, and the disarmament plan, among others.

10 Medellin is Solidary (Medellin Solidaria) is an important program to reduce poverty in the 2008 – 2011 period. This is led by the city's First Lady's Office alongside the Secretary of Social Welfare and the National Government. The target is to face the difficulties of the poor by providing them preferential access to 46 programs of all of the dependencies of the Mayor's Office.

11 Citizens' Pact (Pacto Ciudadano) is an agreement made within a community and built in an organized manner, focused on the appropriation, social use and sustainability of an event that provides transformation. The construction of a Citizens' Pact is an educational process in which the citizens build new lessons on the importance of public resources and spaces, as a result of the educational strategies listed in the Cohabitation Manual.)

12 Pérez, Bernardo. "Lecciones de Gobernabilidad desde el urbanismo social de montaña. Estudio de caso de la intervención en la quebrada Juan Bobo y el surgimiento del sector Nuevo Sol de Oriente en Medellín, Colombia" (Lessons of Governance from Social Urbanism on Mountains. Case Study of the Intervention of the Juan Bobo Stream and the Creation of the Nuevo Sol de Oriente Sector in Medellín, Colombia) - Mayor's Office of Medellín, IDB, UN-Habitat, Bogotá, June 2010, pg. 26.

13 See http://www.emop.rj.gov.br/noticia_dinamica1.asp?id_noticia=75

14 See <http://www.colombiaespasion.com/es/sala-de-prensa/73-contenido-principal/886-bibliotecas-de-bogota-y-medellin-inspiran-a-brasil>.

15 Velasquez, E; Giraldo, F. Hábitat y Seguridad Urbana (Habitat and Urban Security). pg. 163-164.

04.

Integral Neighborhood Improvement Program –PMIB– The Juan Bobo Case

Bernardo Perez Salazar

1. Introduction

The purpose of this document is to present a systematization of the microbasin on the Juan Bobo Stream, bound to the Integral Neighborhood Improvement Program, known as the PMIB, which built the “Nuevo Sol de Oriente” sector in Commune 2, Santa Cruz, in the Northeastern zone of Medellín. The results obtained from the experience in terms of physical-urban-social transformation as well as the quality of life indicators of the residents settled in the sector (including the cohabitation and citizen security conditions) have attracted a good number of official committees from numerous municipalities of Colombia and from other cities of Latin America, including Rio de Janeiro, Brasília, Sao Paulo and Curitiba (Brazil), La Paz (Bolivia), Santiago de Chile (Chile), Guayaquil, Puyo and Quito (Ecuador), La Nate and Villa Azul (Argentina), and San Jose (Costa Rica). Other commissions have also shown interest in studying this case such as McGill University (Canada), the Nairobi Commission from the World Bank (Kenya), and cities such as Tokyo (Japan), among others.

One of the most relevant aspects of this social urbanism intervention is how it contributed to change the social interactions and cohabitation conditions of the residents settled there. Thus, shifting from being fragmented and isolated (typical of the social exclusion experience) to united, and capable of interacting in an organized manner with State-owned entities. This is done in a participative process to identify, plan, and implement environmental recovery works as well as the local mobility and public space network. In addition, the process involved re-settlements and the consolidation and improvement of precarious homes. The nature of the transformation today has led to the cohabitation of multiple family units for various uses, all abiding to real estate regulations and pacts of good living within the families, and the community, to enjoy the housing, public space, common areas, urban facilities, and the protection of the environment.

2. Methodology

The backbone of this case study lies on sharing the social, technical and institutional background which gave way to the shelter consolidation and environmental recovery of the Juan Bobo Stream under the PMIB program as well as the construction and maintenance of legitimate governance experienced by the sector. As set forth in the Plan, the current administration is continuing with the PUI North-East and Center-East. The study pays close attention to describe the context and especially emphasizes documenting the particular characteristics of the geographic location of the urban and social setting, plus the intervention's nature, organization and dimensions to pin-point the conditions needed to replicate and sustain similar activities in other urban contexts.

Within the overall context of the Assistant Management of Housing and Habitat of EDU, it is possible to clearly appreciate the urban sense of the housing and environmental aspects of the community called today "Nuevo Sol de Oriente", and the governance developed to involve participative processes in favor of social urbanism. This is a particularly relevant aspect, given the social exclusion experienced by the residents of the sector at the beginning of the intervention and the complex public order and urban security issues experienced in this sector up to recent years.

This document also includes the processes and tools used by EDU throughout the different phases of the intervention based on the experience of the Assistant Management of Housing and Habitat in the Northeastern zone of Medellin and bound to the five goals of a PMIB:

- The application of efficient, agile and flexible planning processes based on technical criteria adjusted to each micro-territory.
- The promotion of community agreements to implement the works by generating secure cohabitation settings and surroundings.
- The improvement of the neighborhood settings with proper intervention patterns.

- The provision of housing resettlement, improvement and legalization by conducting an analysis of the population's dynamics.

- The environmental recovery and stability of lands for the on-site resettlement. The contribution of the results documented in the study is analyzed through a matrix of impacts that keeps in mind the main aspects of social exclusion.

An additional goal involves collecting the lessons learned and final recommendations, followed by bibliographic references, interviews and consultation of people engaged in the work.

3. Intervention of the Juan Bobo Stream

The construction of the city of Medellin is determined by the topography of the Andes mountain range in Northwest Colombia. The intervention of this study is set in the Northeastern zone of Medellin, on a slope crossed by countless streams and creeks whose waters pour into the Medellin River.

In 2002, the enterprise Metro de Medellin implemented in this zone the first Metrocable line, a mass transportation cable car system. The line was connected to the Acevedo Metro station of the metropolitan train system of Medellin at an elevation of 1,470 meters and climbed up to 1,750 meters to the Santo Domingo Savio hill. In addition, Metro de Medellin contributed to this area close to 9,000 square meters of urbanism surrounding the three stations built on the hillside. Since its inauguration in 2004, the Metrocable benefits more than 170,000 inhabitants whose lives have been improved by boosting the local economy, and saving considerable time transportation-wise.

The municipal Administration 2004-2007, acknowledged the importance that this medium-capacity transportation system had on improving the quality of life of the inhabitants of the zone. Consequently, he included in the 2004-2007 Development Plan *Medellin: Compromiso de toda la Ciudadania* (Medellin, A Commitment of All Citizens) a program called

Actuación Urbana Integral en las áreas de influencia de Metrocable (Integral Urban Activities in the Surrounding Areas of Metrocable).

The above mentioned program involved “social urbanism” and hence, the activities were based on assisting communities to become the promoters and main players of urban improvement projects. The aim was to pay back the city’s historical debt with the most impoverished social sectors and to compensate territorial inequitable conditions based on three main pillars: i) The creation of unique spaces with top-quality architectural and urban settings to enable local social interaction; ii) The provision and improvement of urban facilities; iii) The development of shelters for communities experiencing social problems in zones with environmental risks. In short, for the most vulnerable population of the city; and iv) The incorporation of informal neighborhoods to the city’s urban network implementing mobility corridors, neighborhood centers as well as bridges, viaducts and pedestrian areas between micro-territories.

THE JUAN BOBO STREAM: DIMENSIONS OF URBAN SOCIAL EXCLUSION

The Mayor’s Office of Medellin conducted in 2003 a survey on citizen culture in the neighborhoods of Villa Niza and Andalucía in Commune 2, where the Juan Bobo Stream lies. The results of this study indicated that 84 of every 100 people surveyed witnessed that year some type of verbal aggression, while 55 have been victims of verbal aggression and 44 made verbal aggressions. Among the people who were victims of some type of aggression in that period, violent threats were predominant in the report, followed by physical aggressions without weapons. On the other hand, no less than 17 of each 100 people surveyed stated that they had physically attacked somebody with a weapon while 10 said they made threats against others in the last year.

Throughout their life span, a little over a third of those surveyed stated they had witnessed a homicide and more than half stated they had witnessed a threat using a weapon, a serious threat, and physical aggression with a weapon. More than a fourth of those surveyed said they had been victims of physical aggression with a weapon and of theft without a weapon. Close to 6% of those surveyed admitted

they have threatened others with a weapon, seriously threatened others and stolen without a weapon throughout their life.

No data on the cohabitation condition of the sector of the Juan Bobo Stream was available back then. However, it is worth pointing out that the neighborhoods in Commune 2 of Medellin are generally characterized as formal development settlements (Villa Niza and Villa del Socorro neighborhoods) or as illegal housing developments (Andalucía and La Francia neighborhoods), displaying lands planned and placed linear to the roads.

In contrast with this setting, the settlement around the Juan Bobo Stream was an invasion that lacked parcels or roads. Residents usually consisted of women, indigenous population, African-descendants, children, young adults and senior citizens, who survived earning less than the line of poverty (less than \$2 dollars a day per person).

The residents typically lived off informal economic activities in the sector of personal services and commerce. Just as other similar settlements, there was a predominance of social fragmentation and marginalized populations, a lack of leadership, weak family ties, absence of cohabitation regulations, lack of hygiene conditions, and high insecurity for pedestrians.

A total of 80% of the houses displayed structural and functional deficiencies; a third was set in areas within the flow of the stream or in areas with geotechnical restrictions. Only 5% of the houses had proper property deeds, 35% of the houses were connected to the energy network illegally, 50% also accessed the waterworks system illegally, while 100% of the waters used were directly poured to the stream along with most of the homes’ solid waste. Public space was practically non-existent (0.5 square meters per inhabitant), and the steep and difficult trails were a burden to access the sector and increased the pedestrians’ risk¹.

In such restricted conditions, which frequently included overcrowding as well, it is comprehensible that verbal aggressions, threats and physical aggressions dominated personal interactions within the families and throughout the neighborhood. Compared to high-income homes, social ties were weak and solely circumstantial with the immediate neighborhood. The

same occurred in the sector of the Juan Bobo Stream before the intervention: there was a scarce social network. The residents of the sector were stigmatized by the surrounding neighborhoods, a bad name that was transferred, reproduced and expanded within the sector even among the residents themselves.

INTEGRAL NEIGHBORHOOD IMPROVEMENT PROGRAM -PMIB- AND BUILDING LOCAL GOVERNANCE IN THE JUAN BOBO SECTOR

Based on the population and housing census conducted in 2005, the municipality of Medellín then registered a population of 2,216,830 and 604,396 families which lived in 574,851 houses – 65% in apartments, 33% in houses and 2% in others. According to this census, the conventional housing deficit found was 14%, equivalent to about 80,000 houses. Half of this deficit requires a quantitative increase of houses to solve problems such as cohabitation, overcrowding, and non-mitigating structural problems. While the other half is solved through qualitative improvements of the existing houses, tales as public utilities, kitchens and the redistribution of the internal part of the house to mitigate overcrowding.

A deficit of 6,500 houses was registered in the initial study of the Northeastern areas. EDU (Empresa de Desarrollo Urbano de Medellín), an enterprise devoted to develop urban and real estate projects for the improvement of Medellín and the welfare of its population, was in charge of the design and implementation of the PMIB to face this challenge. Given that EDU had the experience of implementing urban projects in Medellín since the mid-90's, it was known for its proven expertise in shelter management, and the promotion, construction, administration, sale, development, maintenance, acquisition, securitization, formalization, integration and readjustment of properties, based on the projects' financial self-sustainability.

EDU's flexible hiring process was used as the institutional and organizational platform to facilitate making all types of agreements, strategic alliances and joint ventures with different public and private organizations to lead the pilot project. To boost its managerial capability, EDU established a dot matrix organizational structure, with several assisting managements in charge of the direction and administration of the different processes (administrative and financial, hiring,

urban design, urban management and housing community ties), alongside the territorial programs and projects in charge of integrating the internal processes and resources of EDU and of other organizations to carry out the activities.

EDU created an urban intervention model based on collecting the components of social investment and on the physical urban improvement of neighborhoods and housing, all bound to inter-sectorial and widely participative activities. The model aims to solve, with demanding quality and efficiency standards, the specific and complex problems and demands expressed by the population living in territories with social exclusion and poverty due to the inadequate assistance of the State in the past. Consequently, the management and intervention model required the creation of institutional and organization mechanisms to coordinate the activities of multiple organizations and of programs and projects constantly consulted, with local citizen participation bodies and the project's technical management.

Therefore, EDU was responsible for managing the budgets of different municipal organizations to implement the projects bound to the three components of the PMIB very early on. These are: i) The component to improve the surroundings of neighborhoods, re-settlements, formalization and construction of shelters as well as the conservation, basic sanitation and drinking water, rehabilitation of the flows of streams and the makeup of non-recoverable geological risk zones; ii) The component of social responsibility, training and enhancing local community leaders and organizations for the decision-making processes and to support the communities' engagement in the projects' management; and improve cohabitation in the area of influence of the intervention made based on specific committees; and iii) The component of inter-institutional and inter-sectorial coordination in charge of developing the strategy with EDU as well as the mechanisms necessary to guarantee the continuity and to replicate the project based on the insertion of the PMIB in the Medellín's strategic plans.

The intervention began conducting an analysis and zoning the territory based on geohydromorphological information, road connectivity, typology of the blocks and parcels, the occupation index of soil, among others. A total of 14 urban streams were analyzed in

the Northeastern zone, with micro-basins that subdivided into 51 sections or micro-territories which were evaluated in terms of the intervention.² Based on these studies, the Juan Bobo Stream sector was pointed out for the PMIB due to its physical, social dimensions and characteristics. All in accordance with the program's goals and with the resources assigned for the pilot intervention. The budget of the PMIB, charged to the Assistant Management of Housing and Habitat, amounted to COP\$8,000 million in current prices of 2007 (close to USD\$4 million), to be executed during the 2004 – 2007 period.

After defining the boundaries of the area, field tasks were initially done during the first year (2004) focusing on conducting a socioeconomic census of the homes settled on the stream. This census provided the elements to characterize the living conditions, income and economic situations of the population. The census also provided key information to carry out the social-spatial boundary and the intervention area, carefully identifying the homes that were in the sector of the Juan Bobo stream. This result was the key to guarantee the future feasibility of the social processes backed by the PMIB interventions, since it allowed eliminating, early on, the conflicts observed in these types of contexts and establishing a clear criterion to choose those that benefit from the intervention.

When the intervention group arrived to the sector, it first had to gain the local residents' trust. Its first ties with the community were assisted by personnel from the Peace and Reconciliation Program from the municipal Secretaries of State and Citizen Culture bound to an *urban pact* that was locally arranged beforehand. Back then, the local residents' low autonomy was visible, lacking any organizational structures of their own and depending of the guidance of the "capo" (drug lord) that "controlled" the zone. In short, a deputy that ran and controlled the illegal activities carried out in the sector, including drug distribution, weapon trafficking and extortion.

In this context, overcoming the deep-rooted mistrust that local residents had was an exceptional achievement. The short-lived presence of institutions in the area, the lack of planning and inconclusive activities usually left things undone. These were the main references from these residents in terms of public entities to that date. Moreover, the census conducted in

296 homes in the zone of the Juan Bobo stream were extremely precarious and set on lands owned by the municipality, an area where soil use was restricted to not build shelters. Since this was the residents' only property, local residents showed their refusal to any proposal to be resettled or to improve their house early on in the process for fear of being removed from the sector after it displayed less violence and underwent the Metrocable intervention.

The lack of trust initially observed began to decrease after the creation of work committees whose main task was to build trust, based on showing that the commitments made by the organizations were met. An environmental committee pointed out that the primary need was to recover the stream in terms of clean-up. The stream was indeed very contaminated by garbage, debris and the waters used by the houses on the stream's edges. The activity, carried out with the support of the community and of clean-up and environmental management municipal entities, led to establish behavior rules to guarantee the conservation of the stream thereafter. This assignment used a method designed by the municipal Secretaries of the State and Citizen Culture known as *Pactos de Buen Vivir* (Pacts for Good Living), which is listed in the co-habitation manual that was gradually agreed on, on a long-term basis with the residents of the sector.

The environmental recovery of the stream showed the residents' discontent with the services provided, particularly street lighting, access roads, clean-up, sewage and overall, the absolute absence of control and oversight bodies. Although many residents are illegally connected to the public utilities networks, and paid the tax on equity³; many homes paid their public utilities and considered that these were not duly provided by the competent organizations. The matter led to the creation of a neighborhood committee in which tours were made and workshops were held on participative design to install a sewage collector in the sector, and to expand and improve the sector's public space and access roads.

The architectural project derived from the process, required the resettlement of several homes. The community accepted the proposal provided the resettlement was in the same sector and no seizures were made. A housing committee was established to conduct a census of the homes as well as their appraisal, location, family income,

and the home's setting, and to study the likelihood of improving the most consolidated houses of the sector.

A good number of shelter plans derived from this process, including the construction of new homes, the improvement of existing homes, replacement of homes, temporary leases and the acquisition of used homes. Several people's properties were purchased when their intention to speculate with the soil was known.

The three community committees turned into bodies that made deliberations and agreements relative to the commitments made between the entities and the community. The priority of earning the residents' trust turned these commitments into a top agenda. This was met thanks to the continuous support of the strategic follow-up management established at the highest level of the municipality and coordinated by the Private Secretary of the Mayor. The primary commitment of the residents of the sector back then was to guarantee that no homes would be seized; and in turn, two key conditions proposed by the Assistant Management of Housing and Habitat at the beginning of the process were made: To maintain the census of the population and housing held back then, and to gradually suspend the housing improvement works carried out by their owners.

Based on the precise boundaries made for the intervention and on the socioeconomic characterization of the homes that would benefit from the pilot PMIB, the work focused in the year 2005 on obtaining the resources and on the institutional and community support previously required to begin the physical works. The interest and commitment of the residents to the PMIB remained through the "community groups" to provide labor in general interest activities and to assist in gaining access to the different support mechanisms offered in Medellin, including Banks of Materials, cooperatives of services, savings and credit, family compensation funds, and municipal, department and national subsidies banks as well as trusts and association agreements, just to mention a few.

The assurance of financial resources to begin to implement the improvement and construction of new housings set the foundations for the hiring process of private construction enterprises. Unfortunately, these enterprises display little or no interest in affordable home projects (VIP's) and in this particular case, due

to the delays to disburse resources for subsidies as well as the particular demands and unforeseeable events inherent to the improvement of informal settlements. Given the precarious economic and financial conditions of most of the homes settled on the edges of the Juan Bobo Stream, the investment to build new housing solutions had to be financed with the amount held from the acquisition of the best homes resettled along with the amount of the subsidy established by the national government for VIP's.

In Colombia, the families that acquired new homes that cost no more than 70 minimum monthly legal wages, that is, about COP\$36 million current pesos of 2010 (USD\$18,000) are eligible to receive a subsidy for affordable home projects (VIP's). In terms of home improvements, the subsidy ranges from 13 to 18 minimum monthly legal wages or a little over COP\$10 million current pesos of 2010 (USD\$5,000). In the Juan Bobo stream intervention, the contribution of subsidies granted in 2005 for new housing solutions amounted to about 50 minimum monthly legal wages for new housing solutions⁴, 18 minimum monthly legal wages for on-site constructions, and 13 minimum legal monthly wages for housing improvement⁵.

To facilitate the prepayment of the funds committed and required for the hiring process –an obstacle that previously prevented access to subsidies by families interested in acquiring new affordable homes before these were built– municipal decrees were enacted which acknowledged the conditions of the population to be resettled (families not object of loan collaterals, lacking equity, savings, informal jobs). The above gave way to an agile mechanism which thereafter allowed the municipality to channel resources for on-site resettlement projects, facilitating the hiring of works, and pre-financing the resources that would contribute to the homes' financial closure.

To allow the timely flow of money in accordance with the investment and hiring programs, the resources were transferred to EDU through diverse inter-administrative agreements. One unit of resources flow scheduled and followed-up the applications of the subsidies, accounted the contributions of labor from the beneficiaries for home improvements, appraised and acknowledged the improvements, and handled the bid process for the construction of multi-family housing units. In addition, EDU structured a Bank of

Materials to optimize the disbursements made in kind. This operation was managed through agreements⁶.

In the third year of the intervention, in 2006, housing improvements and the construction of new multiple family units ranging from 5 to 9 floors high were begun for those residents whose houses had to be resettled for the sanitation and recovery of the stream. In this process, another significant achievement of the PMIB intervention is worth highlighting: The regulatory adjustment of the processes and procedures of the entities that issue construction licenses and are in charge of construction controls and oversight, including the Assistant Secretary of Municipal Cadaster from the Secretary of Treasury, and the Administrative Department of Planning as well as the municipality's public utilities enterprises, Area Metropolitana del Valle de Aburra, and urban curators. This led to acknowledge the event and the owners' category which is absolutely necessary to assign public resources for subsidies to build and improve houses in the sector.

The fact that the entities met their commitments became an important driver for the residents of the sector, changing their attitude and adopting favorable conducts that improved their self-esteem, and building their sense of belonging and commitment to the improvement and conservation of the sector's private and public space. A significant result of the process was the creation of a new guideline for the sector, deliberately designed to eliminate alleys and labyrinths. The result optimized the clean-up of the public space and encouraged the appropriation and use of urban facilities. It also improved pedestrian security and increased the benefits of the public lighting installed in the sector.

Transformations such as this fed the sense of achievement of the people that assisted in the neighborhood's tours and whose contributions were acknowledged in the design of public space. This decisively contributed to consolidate the resident's trust and self-esteem as well as the commitment of the group of social workers, sociologists, architects, attorneys and engineers involved in the process. The Pact of Good Living, which established the community's commitment to the protection and conservation of the stream, was followed by commitments to respect the public space, to live better as a family and as a community, and to enjoy their homes.

The housing solutions in the first phase of the PMIB intervention of the Northeastern zone were handed over on March 2007, a year after the physical works began to be implemented. The beneficiaries that accepted in handing over their original houses to resettle in the multiple family units received subsidies to pay the leases of the homes they rented during the construction period.

The urban pacts promoted at the beginning of EDU's intervention of the Northeastern zone by the Secretary of State were developed in the intervention zone of the Juan Bobo stream through the Pacts of Good Living, which were established throughout the process. In the end, a manual of cohabitation specific of the sector was prepared. Despite the difficulties faced by the intimidating presence of the drug lords during the entire process, the initial Urban Pacts led to substantial transformations on the local living conditions of the sector. In addition to houses with 2 or 3 bedrooms, a dining-living area, kitchen, utilities, balcony and terrace which invite a sound family cohabitation, the process created new institutional references and social roles in the sector.

Thus, the role model of the drug lord that controlled the local distribution of narcotics and ruled conflicts among family members and neighbors was replaced by the role models of architects, social workers, engineers, sociologists and attorneys which are constantly visiting the neighborhood. Police inspectors, family welfare agencies and conciliation centers are also alternatives to handle the residents' conflicts without having to resort to threats or violence⁷.

THE URBAN SENSE OF THE INTERVENTION

During the intervention, the PMIB resettled 90 families into new houses; of these, 25 were resettled due to their proximity to the stream. A total of 1,200 people benefitted from the PMIB, that is, 100% of the population originally settled in the sector, with the construction of 107 new homes, 31 housing constructions on site, 24 used houses were acquired, 95 were improved and a total 233 legalized their property deed. The area built covered about 5,000 square meters of new buildings such as Los Turpiales, Los Frutales, Los Girasoles, La Cascada, Norte de Primavera, Los Mangos, Rosa de Oriente (all of these projects were named by the community) and 4,000 square meters in improvements.

In addition, almost 200 square meters of new facilities were built, including two community halls, an educational-recreational center and 12 commercial facilities. Moreover, the sector benefitted with the urban improvement of close to 5,600 square meters of public space, including the construction of the Park for Children and the Square of Life, among others, all engaged in the PMIB. This led to a local increase of the public space index from 0.5 square meters to 3.2 square meters per inhabitant. Likewise, a pedestrian bridge was built to connect the neighborhoods of Villa Niza and Andalucia, which directly connect to the urban area of 107th Street.

The intervention of the PMIB in the lower basin of the Juan Bobo Stream shares the architectural features of the urban design, transparency and efficiency of the hiring, implementation, controllership of the works, and the framework of different sectors working together under a high participative index that characterizes EDU. However, its importance lies on the fact that it is a “model on a 1:1 scale of the inclusive and integral improvement of neighborhoods, which meets the expectations of the local residents through the resettlement on site and decreasing overcrowding conditions, under geotechnical restrictions”.⁸ The intervention was the Laboratory which gathered the technical and legal instruments necessary to replicate on a wider scale the improvement and consolidation of informal settlements that are carried out today in other sectors of the Northeastern zone and of the city.

It is worth pointing out that prior to the PMIB in the Juan Bobo Stream, the municipal policy used to address the informal settlements set on the edges of urban streams and on other places -rated as “urban affectations”- was to evict and relocate the residents by force. However, the effect of the pilot intervention of the PMIB on the Juan Bobo Stream contributed to incorporate close to 215 hectares (531 acres) to the city’s urban soil declared as recoverable or mitigated risk urban zones, mostly set on hillsides with mitigated geotechnical restrictions, and in areas close to urban streams, as potential lands for urban developments of affordable homes. This policy was formalized in 2006, modifying the Land Use Planning (known as POT) of Medellin as a result of the studies made with environmental authorities, public utilities enterprises and the Administrative Department of Planning⁹.

Likewise, the innovations which were validated by the communities and oversight entities in the pilot intervention of the PMIB on the Juan Bobo stream, became municipal decrees which changed the standards on the use of public space and construction regulations. For instance, the distance that restricts placing buildings on the edges of urban streams was reduced from 10 to 3 meters.

4. Lessons Learned and Recommendations

EDU is frequently criticized for stating that it contributed to improve the quality of life based on the surveys conducted in the Northeastern zone of Medellin, since it lacks a model to precisely measure the specific impacts on the indicators that can be clearly attributed to EDU’s particular activities.

To react to the above, EDU has carried out since 2007 countless efforts to systematize the experience, defining its scope and specifying the conditions to be replicated and its sustainability.

This document is a sample of how the integral intervention made by EDU through the Assistant Management of Housing and Habitat with the pilot intervention of PMIB, known today as “Nuevo Sol de Oriente” is an achievement in integral policies for neighborhood improvement and citizen security to reach the results set forth. Several aspects are highlighted: The transformation achieved in terms of integral neighborhood improvement and urban security surpassed the barriers of social exclusion. If these barriers were not removed in the course of the process, it would impede reaching the goals established by the intervention. Moreover, the participatory methods used for the identification, planning and implementation of social and physical investments, and the constant assistance of the residents during the process and overcoming of the social exclusion phenomena require a management model capable of surpassing the regulatory and institutional restrictions that interfere with changing structural conditions that reproduce social exclusion. This frequently happens with the regulations for construction or use of soil and with the proceedings used

to legalize property deeds and to have access to affordable home subsidies.

Without a management model capable of solving problems such as these, it is impossible to establish trust and commitment among public entities and excluded sectors. Changing the social experience of public entities and the attitude that the most impoverished population has towards the local State is necessary to effectively destine public investments for social inclusion and to impact the living conditions of the residents.

Integral intervention projects, such as those made by EDU, are successful as long as they engage participatory and organizational processes based on promoting and training multiple leaders within the bounds of democratic regulations. In Medellín particularly, the municipal planning system was adapted to institutionalize the planning process, the participative budgets and the local development plans of the communes with this explicit purpose.

If the interventions of PMIB and urban security cannot maintain social inclusion permanently, it is possible that the achievements will experience a setback on the mid-term as a result of a renewed apathy and mistrust fed by the stagnation and delays of local transformations. Consequently, the integral neighborhood improvement and urban security policies should provide and sustain continuous social integration processes.

PMIB NUEVO SOL DE ORIENTE: DIMENSIONS OF ITS PHYSICAL AND SOCIAL TRANSFORMATION

Recent studies conducted in Latin America on the factors that weigh the most in people's perception on the life quality of urban settings¹⁰, point out that there is a 50% higher chance that the members of a family feel satisfied with their house if they have a property deed, independent of other basic characteristics of the house. Access to residential public utilities is another important factor in people's satisfaction: It is estimated that the availability of running water increased the satisfaction of 34% of the people with respect to their homes; and that access to telephone services increases that chance by 22%.

On the other hand, the studies point out that a person that states their satisfaction with their house is 19%

more likely to state their satisfaction with their city, compared with a person with identical conditions that is unsatisfied with their house. Other factors that influence the people's satisfaction with the city, which are important for governance, include public transportation, access roads, educational and healthcare systems, quality of air and water, and how safe the people feel when they walk alone at night.

The importance of this last indicator cannot be undermined given its significant incidence on the people's predisposition to accept the local government, as shown in the following statement:

Overall, those that report being victimized as well as the presence of gangs and the sale of narcotics in their neighborhoods have less chances of feeling positive emotions (joy, smiles or laughter) and more chances of feeling negative emotions (anger, physical pain, worries, sadness, boredom and depression). The same results are registered among those that have a higher perception of corruption in enterprises and the government. Instead, those that have not been victimized perceive less corruption, trust the local police more, feel safer walking alone at night, have a higher perception of the educational opportunities that the country provides their children, as well as those that want to move ahead working hard, feeling more satisfied of their country's efforts to treat the poor, and are more likely to think that their country is a good place to establish a new business.¹¹

Based on these findings and the factors intervened for the housing, the work done by the Assistant Management of Housing and Habitat, plus the access to the mass transportation of Medellín using the Metrocable (which are a ten minutes away by foot from the sector) all contribute to satisfy the beneficiaries in terms of their homes and to consolidate the governance of legitimate municipal authorities in the lower section of the Juan Bobo Stream.

Notwithstanding the above, the achievements described do not mean that they were consolidated all at once at the end of the intervention and the completion of the process by EDU, the entity that implemented the project. As reported in the cohabitation manual that was published for the housing component in the Nuevo Sol de Oriente sector, residents are concerned

with problems such as alcohol and drug abuse in public places, the inadequate disposal of garbage and waste, the problems rising from gossip, ill-intended comments and rumors, intra-family violence, incorrect use of public space and pollution.

ONGOING LESSONS: COHABITATION AND SAFE SETTINGS

When EDU handed to the municipality the completed project, an institutional assistance plan of the process was presented on the premise that the velocity of the consolidation of social change is different from the velocity of physical investment projects.

Almost two years later, there are encouraging indicators relative to the consolidation of the social process, such as the economic stability of the families living in the new houses. This is reflected for instance in the resident's general timely payment of their public utilities bills (which in average add up to COP\$70,000 per home per month, or approximately USD\$35 at 2009 prices) as well as the payment of the tax on equity (about COP\$120,000 a quarter per home, or approximately USD\$60 at 2009 prices). Likewise, the facilities made in public spaces, such as garbage cans, telephone booths, benches, children's playgrounds, public lighting lamps and gardens are properly conserved while the constant maintenance of the fronts of the houses and building is evident including the gardens, sidewalks, staircases and terraces.

In turn, problems with regards to handling garbage and waste that frequently contaminate the stream are evident. Moreover, a gradual deterioration of the people's compliance with the regulations are observed, such as not avoiding to dry clothes, rugs and other goods on windows and balconies despite the fact that the apartments have a zone to dry these items. Likewise, the common areas such as staircases and terraces of the buildings have gradually turned into elements of constant conflicts given that they are used to hold parties and in some cases, to store materials, furniture and the sort.

Another frequent element of conflict is the loud music, which disturbs the neighbors, and the scandals, noises and parties held after the time limit set by the owners.

Be as it may, this phenomena is not solely experienced at Nuevo Sol de Oriente. During the early stages of the neighborhoods, in which group cooperation is intense, as in this case, the common goals set by the residents usually leads to good ties among the residents in the collective effort. However, it is natural to observe a decrease in participation and solidarity in time while the particular interests of families and individuals begin to predominate, hurting the community's organization. Under these circumstances, the lack of trust among neighbors increases while the people only focus on their personal interests. This in turn leads to a loss of capability to make joint efforts within the community. In these conditions, the community loses grounds to the illegal and violent groups that settle in the sector which regulate the increasingly predominant conflicts¹².

Keeping in mind the need to prevent this "natural" process in the Nuevo Sol de Oriente sector, the Secretary of State of Medellin along with EDU (Empresa de Desarrollo Urbano) through the Management of Housing and Habitat, have implemented a project since 2009 called "Surroundings of Cohabitation and Safe Settings" ("Entornos de Convivencia y Contornos Seguros" - ECCOS). The purpose of ECCOS is to create physical and social transformation proposals that improve community cohabitation in the sectors where shelter intervention projects take place in the Municipality of Medellin¹³.

The implementation of ECCOS involved gathering a team of professionals from different disciplines which created intervention proposals using participatory processes and mapping local social risks. The team identified the physical, social, institutional and environmental factors of the territory that cause conflicts within families and the community, generating insecurity or decreasing cohabitation in impoverished or in new neighborhoods. These factors are identified directly with the community by developing activities such as workshops, building ties with neighborhood leaders, recognizing the different sectors, keeping in mind prior population studies, community social events and evaluating the effectiveness of the municipality's offer to the residents of these sectors, among others.

The diagnostics coordinated by ECCOS along with the results of the prior study conducted on population

background are presented to the Secretary of State and to the entities that carry out housing projects. In addition, intervention proposals are submitted based on suggestions and recommendations made during the tours of the sectors and in the participatory process, to promote sound cohabitation and to create safe settings in their surroundings holding events such as educational neighborhood meetings, workshops, tours in the neighborhoods, constant dialogue and building ties with the population.

NOTES

1 Mayor's Office of Medellín. 2007. Integral Neighborhood Improvement Program – The Juan Bobo Case (*Programa de Mejoramiento Integral de Barrios PMIB, Quebrada Juan Bobo*).

2 EDU, 2007.

3 Palou, J. C. and Llorente, M. V. 2009. "Reintegration...", cit., pg. 32.

4 The beneficiaries of new housing solutions had to contribute 3 minimum monthly legal wages, which were crossed with the commercial appraisal of their original homes. In these cases, the Municipality's contribution to the subsidy was up to 23 minimum monthly legal wages; from the Nation, 21 minimum monthly legal wages, and from the Department of Antioquia, 3 minimum monthly legal wages.

5 The beneficiaries of housing improvements also had to contribute 3 minimum monthly legal wages, represented in non-skilled labor. In these cases, the municipality's contribution to the subsidy was 12 minimum monthly legal wages, while the Department of Antioquia contributed 3 minimum monthly legal wages.

6 The Bank of Materials (Banco Virtual de Materiales) is run by VIVA (Empresa de Vivienda de Antioquia), a State-owned industrial and commercial enterprise. VIVA gathers the most important

manufacturers and dealers of construction materials, with whom there is an implicit pact based on mutual trust in which they hand over to VIVA the construction materials necessary to implement its projects, at the best prices and with the qualities required and demanded. In addition, VIVA pays these manufacturers and dealers on-time and hence, each has good accounts receivable (payments range from maximum 8 to 15 calendar days). Today the Bank of Materials joins 21 manufacturers of construction materials and 35 dealers. VIVA also constantly receives requests of new enterprises interested in participating.

7 Source: Personal communication with Claudia Juliana Portillo Rubio, November 20th, 2009. Practically all of the houses of the sector were registered before the Municipal Office as properties owned by their residents. Consequently, updates of the tax on equity arrived to the residents' houses constantly. The practice had led to believe that paying the tax on equity would increase the residents' right to the property in the event of a forced eviction by the authorities.

8 Personal communication with Carlos Montoya, Assistant Manager

of Housing and Habitat on November 20th, 2009, and Technical Director of the implementation of Primed in 1992–1996.

9 See Municipal Agreement 46 of 2006, which reviewed and adjusted the Territorial Arrangement Plan for the Municipality of Medellin and establishes other provisions. Article 108 outlines 185 sectors that may be used in the future for urban purposes once the mitigation works are carried out in accordance with the provisions and criteria established by the POT. The sources quoted in the Municipal Agreement that support this decision include numerous geological-geotechnical studies, seismic micro-zoning, and suitable urban zoning conducted by Ingeominas (Colombian Institute of Geology and Mines), Universidad Nacional de Colombia, the Municipal System of Prevention and Attention of Disasters, Simpad, EAFIT University as well as many private consultants.

10 See IDB. 2008. "Urban Quality of Life: More than Bricks and Cement" (*Calidad de vida urbana: mas que ladrillos y cemento*), at Lora, E. (Coord.). *Calidad de vida. Más allá de los hechos*, IDB / Fund of Economic Culture.

11 IDB. 2008. "Calidad...", quote, pg. 205.

12 See Lunecke, A. and Ruiz, J.C. 2007. "Social Capital and Violence: Analysis for the Intervention of Critical Urban Neighborhoods" (*Capital social y violencia: análisis para la intervención en barrios urbanos críticos*), at Dammert, L. and Zarliga, L. (Ed.). *Seguridad y violencia: Desafíos para la ciudadanía*, Santiago de Chile: FLACSO, pg. 229 to 252.

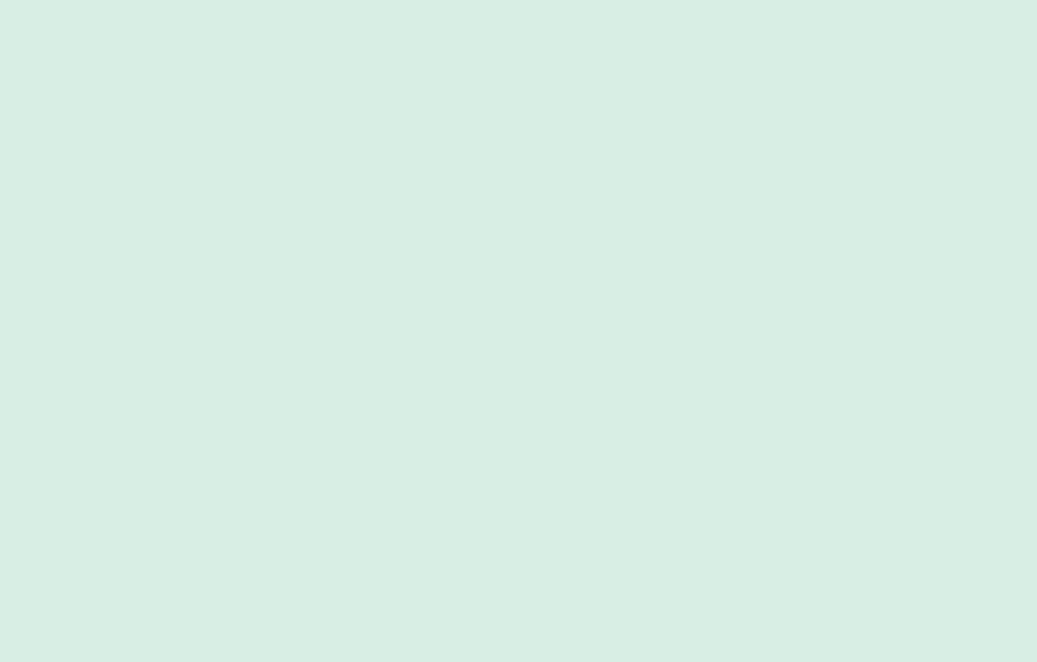
13 Personal communication with Edgar Diaz, Coordinator of ECOS (Entornos de Convivencia Contornos Seguros) by EDU (Empresa de Desarrollo Urbano), November 20th, 2009.

05.

Macro Project for Integral Intervention in the Neighborhood of Moravia and its Area of Influence

Diana Puerta Osorio

View of intervention in the neighborhood of Moravia; front left, Cultural Development Center; to the right, Linear Park of the La Bermejala stream; and in the background, environmental recovery of the hill.



1. The Practice

GEOGRAPHIC, URBANISTIC AND DEMOGRAPHIC DEVELOPMENT

Moravia is a neighborhood located in Aranjuez, Commune 4, north of Medellín, and covers 155 of the 25,230 acres of the city's urban area. Due to its location, next to highly significant provisions in urban and regional terms¹, it is currently known as the "popular center" and as a strategic territory for the municipality, fundamental for the functional and administrative decentralization of the city.

Its present situation differs significantly from its condition as an alluvial depression during the 60's and earlier developments which, until 2005 only was aided by the State in the year 1985, when it provided public utilities and channeled the streams. In this respect, its strategic location next to an area where materials are extracted from the Medellín River, and close to the bus and train stations, this led the Mayor's Office in 1977 to locate the city's landfill in Moravia. This activity in turn led thousands of families, displaced by the armed conflict or attracted by

the city's economic boom, to settle in Moravia to live off recycling. When the landfill was closed in 1987, there were 10,000 people living in the area known as Morro de Moravia (Moravia Hill), and the occupation of the hillsides was beginning.

The scarce response from the administrations to the poor conditions of basic habitability in which the population lived, led the community to build, collectively, with their own hands and to financed by themselves, the first supply networks, urbanization and urban equipment. Since then, and as a result of the political and social conflicts related to drug trafficking, organized crime and armed conflicts, the sector remained on the sidelines of the municipal administration and became a zone of poverty and social, urbanistic and environmental deterioration, an appropriate space to be settled by vulnerable and low income population².

Indeed, after reviewing the data from the 2004 Census, the diagnostics for the intervention of Moravia identified 42,000 inhabitants located in a zone characterized by deprivations in the habitat, the presence of high-risk areas³, environmental pollution and

problems related to its irregular, labyrinthine and high-density spatial configuration. These characteristics foster social segregation and poor permeability to and from the city⁴. With 0.28 square meters of public space per inhabitant, compared to 4.01 m² in the rest of the city, Moravia was the neighborhood with the highest population density in Colombia and one of the most dense in Latin America. In addition, low income and unemployment affected its population, of which 88% belonged to the informal sector of the economy, 90% had an income of less than the minimum legal wage, and 60% was unemployed out of the 65% in the economically active age group.

These conditions turned the intervention into a priority. Nevertheless, the intervention was repeatedly postponed until 2004 when Moravia was finally included in the city's development plan through a strategic macro project aimed at curbing irregular occupation and conflicts over territorial control, which had increased remarkably in 2000 and 2003. This was triggered on June 28, 2001 when the pile of garbage was declared a public catastrophe due to the environmental risks which, it was said, represented a danger to the health and life of the residents. According to the 2004 Census, 2,224 families had settled on the Moravia Hill: a 35-meter high

mountain covering 24.7 acres, with 1.5 million tons of garbage.

After that, and until 2010, the landscape of Moravia has shown significant progress towards its urbanistic consolidation. This is true after the implementation of works that improve and expand public spaces, provide the neighborhood with equipment of local and municipal importance, and improve the living conditions of the population. At the same time, steps are still taken to resettle the population located in high risk areas⁵.

It should be noted that the informal forces woven into the social and cultural values are, without a doubt, powerful factors that boost crime and violence⁶, among other problems such as: increased number of single mothers and teenage pregnancies, presence of displaced population and criminal groups, homeless population and prostitution, in addition to the health dangers posed by extended families living under the same roof. However, the strength of Moravia lies in its cultural diversity and prolific artistic activity, a high-level of entrepreneurship, a strong sense of belonging and its own identity. These are expressed through neighborhood organizations and the good number of community leaders, and are the logical and beneficial

consequences of its historical endogenous development responding to the social exclusion and segregation that Moravia was subjected to for almost four decades.

MORAVIA'S SOCIAL MANAGEMENT

The development plan 2004-2007, *Medellin: A Commitment of All Citizens* and 2008-2011 *Medellin is Solidary and Competitive*, took on the integrated intervention of Moravia and its area of influence through an urban macro project defined by the city's Land Use Planning.⁷ The macro project is conceived as a management tool to treat a special area, and is carried out through a Technical Social Management team in charge of coordinating actions in urbanistic, environmental, cultural, economic and financial aspects. It is thus included as a strategic project under the Secretary for Social Development⁸, whose mission is "to manage settings for integrated human development by implementing community organization, participation and economic integration processes aimed at strengthening social capital as a driver for improving the living conditions of urban and rural populations, emphasizing the most vulnerable territories and sectors in the municipality of Medellin". This role makes the Management responsible for overseeing localities

in the Central area, in the New West (*Nuevo Occidente*) and in the Iguana area, and to implement Participative Budgets⁹.

It is worth noting that the origin, structure and management of the financial, technical and human resources for the development of Moravia are basically the result of the city's public investment. This investment is reflected in a Zoning Plan that sets forth intervention parameters and plans the budget implementation for the short, medium and long-term, with an estimated scope of eight years, equivalent to two administrations; with a municipal investment of close to \$80,000 million, equivalent to 51% of the total. Its effective implementation is indeed the result of the political support defined in the development plans for both administrations, which for 2004-2007 established investments for \$54,509 million, and in the plan for 2008-2011, investments for \$50,000 million, to give continuity to the intervention. The contribution from international cooperation is estimated at 3.5% of the total. The rest was contributed by the private sector.

Having recognized the importance of resettling the population as part of the macro project's implementation, it is important to point out that the Secretary for



Social Development, with the support of a social operator and in coordination with the Management, continued the resettlement process during 2004-2008; in 2009, after the creation of the Social Institute for Housing and Habitat (Instituto Social de Vivienda y Hábitat –Isvimed–), this entity took over the operative process of the resettlement and the nominations, while the Secretary for Social Development, through the Management of Moravia, focused its actions on providing integral care for the community to strengthen its organizations and the production bases for the families in general and, specifically, for those families that are waiting for a housing solution.

PRINCIPLES OF THE ACTIVITY

The scope of the Integral Intervention Macro Project in the neighborhood of Moravia goes beyond a conventional resettlement of the population. In addition to restoring the housing and the rights to which the population is entitled, it advocates for the defense of human rights and community justice and for the preservation of the habitat as a set of social, economic, environmental, political and cultural interactions that take place within the territory. In its implementation, it is not enough, therefore, to restore the affected property. It is necessary for the environment to be properly preserved and strengthened in order to expand people's opportunities and capabilities to access human development.

To achieve this, it has been necessary to strengthen institutions, to have the community participate in the decisions that affect their development, to include rights and duties for the inhabitants by developing a public policy for coexistence¹⁰, to minimize resettlement practices, establish and restore family and individual security when resettlement is imminent, and to develop an integrated and participative planning process. The Management of the macro project has been leading this process.

This last point has enabled concurrent actions along three fundamental lines of development: Sociocultural, Economic/Financial, and Urbanistic/Environmental. The fundamental strategies to achieve these were: Signing neighborhood agreements which establish the foundation for multiple players to project the development of the territory¹¹, establishing and following-up on Citizen Pacts for coexistence with the

assistance of the Secretaries of State and Culture¹², and the agreement on components or lines of action for the intervention such as:

- Construction and acquisition of new and used low-income housing for resettled families located in high risk areas, or affected by public interest projects.
- Creation, recovery, improvement and consolidation of public spaces.
- Strengthening of the productive fabric.
- Strengthening of communications for the neighborhood's sociocultural development.
- Property deeds and integrated legalization of land.
- Improvement of sexual and reproductive health.
- Social accompaniment and economic sustainability of the resettled population.
- Establishment of the Management for the intervention.

In the sociocultural dimension, there are three ongoing exercises that leverage active citizenship in order to encourage the participation of the residents in the decisions, by means of awareness and support campaigns during the intervention and the process of restoration; agreements with the families with respect to the transfer and the restoration of their standard of living; reinforcement of community organizations, and social ownership of the space.

In the economic-financial setting, actions are underway to strengthen the productive network of Moravia by accompanying productive units and supporting economic ventures on the one hand and, on the other, by means of job training and creating opportunities for the economic sustainability of those families that are in the process of resettlement. The purpose is to support the transition to the legalization of the neighborhood which, due to the many complexities involved in the social and economic aspects, must go beyond a physical establishment of the territory.

In the urbanistic/environmental arena, the following processes are under development: the process of resettling

the population both from dwellings located in high risk areas and from those dwellings affected by public works; the construction of new low-income houses to resettling the families, integrated legalization and property deeds for their land, environmental recovery of the garbage Hill (by the Metropolitan Area), and the definition and construction of public equipment and spaces. With respect to the latter, it should be noted that, based on negotiations with the community, work is done for the cultural development of the neighborhood, whose transformation icon is the Moravia Cultural Development Center, as a driver of its social change.

INTEGRAL INTERVENTION: INTERACTIONS AND COMPLEMENTARY ACTIVITIES

The strategic relevance of Moravia turns it into an urban center of regional importance that enables the engagement and territorial integration of the city with its northern area. This has been a key in the city's decentralization process and in establishing of alternative centers. As an urban center, Moravia is set alongside important surrounding municipal facilities: the Metro, The Science and Technology Park "Explora", the Botanical Garden, The University of Antioquia (the city's largest university) and the Wishes Park (Parque de los Deseos) (a park for astronomical observation next to the Planetarium), among others, which give the neighborhood permanent offers from the city's administration.

The Management of Moravia has been based on a confluence of actions on the territory and on a consensus between public and private interventions. On the municipal level, the implementation has been possible due to the participation of: the Empresa de Desarrollo Urbano –EDU–, during the process of social assistance, Empresas Publicas de Medellin –EPM–, for the provision of public utilities, Empresas Varias de Medellin –EEVV– for solid waste programs and for the process of adopting new provisions and establishing new routes for managing waste, and Instituto de Vivienda de Medellin –ISVIMED– for the development of new housing projects and integrated attention for the resettlement of families. Other players engaged in the process is the Institute for Sports and recreation –INDER–, by means of projects carried out basically in the neighborhood sports field, and the strategy of *Making Medellin Safer: Together We Can*, to preserve security and coexistence in the neighborhood.

Moreover, ACI, the Agency of Cooperation and Investment of Medellin, is the promoter and manager of cooperation processes and international communication of the practice.

In addition, several municipal secretaries have been engaged with macro project, including the administrative department of municipal Planning which has supported the process in general; the Secretary of Public Works, which contributes with the construction and consolidation of public spaces; the Secretary of Social Welfare, in charge of providing integral care for children and vulnerable populations; the Secretary of State, which designs and implements strategies to accompany communities on issues of security and coexistence, the Secretary of Civic Culture and the Secretary of Environment.

Together with the private sector, the project has given way to the construction of strategic facilities for its territorial development such as: a Healthcare Center, the Early Childhood Care Center "Mama Chila", and the Moravia Cultural Development Center.

The "Mama Chila" Early Childhood Care Center gathers community mothers (baby sitters who work in a national program of the Family Welfare Institute) through a management model administered by a family compensation fund¹³ together with the Secretary of Social Welfare and its Buen Comienzo (Good Beginning)¹⁴ program which serves close to 117 boys and girls between zero and six years of age every year, to provide health, education, nutrition and recreation activities that are carried out together with the secretaries of Health, Education, and the Inder.

The Moravia Cultural Development Center –MCDC– was created thanks to the anonymous donation of a significant percentage of the investment, which the municipality capitalized according to the explicit demands of the community which requested facilities for art and culture. The Center is close to 1,700 square meters large and designed by the nationally and internationally recognized architect Rogelio Salmona. Currently, the MCDC is being managed by a family compensation fund which contributes to the integration of the community by carrying out events and activities focused on building local identity, values, and social networks. Indeed, the MCDC is an important integrator of the community since it gathers several

public and private institutions, such as the Center for Zonal Business Development –Cedezo– whose function is to strengthen the economy of the territory by creating jobs, entrepreneurship, development and consolidation of micro-enterprises and family production systems; the Network Of Music Schools, through the “El Bosque” music school for which the CDCM has a specialized auditorium and soundproof booths for individual instrument practice; the INDER’s Ludoteca, where the child’s education is reinforced through games and emotional development; and Punto EPM, that has equipments connected to the Internet and is open to the community, etc.

Finally, on environmental issues especially with respect to the garbage Hill, Area Metropolitana del Valle de Aburra has joined the project.

URBAN GOVERNANCE

The sociocultural, economic/financial and urbanistic/environmental strategies in the territory of Moravia promote its integrated development through a socially agreed occupancy model. The overall objectives are: to guarantee security in the holding of the land, to promote family and neighborhood coexistence, to strengthen the social fabric, to improve the neighborhood’s economy and the social participation which, together with a physical intervention and the administration of public goods such as urban mobility and public spaces, are fundamental to manage citizen security by creating conditions that decrease the opportunities for crime and victimization.

The comprehensive implementation of these strategies through the Management consolidates the opportunity for the Mayor’s Office to establish a bridge based on trust by establishing scenarios for meetings and interlocution between the institutions and the community. That is indeed the object of the intervention. This facilitates the collective decision-making and Management processes aimed at achieving greater accountability for the intervened territory.

In the case of Moravia, the following actions that improve coexistence and strengthen social capital and at the same time leverage urban planning are worth noting:

communitarian participation, such as neighborhood assemblies and work committees.

- Promotion of social control actions to protect high-risk areas.
- Training in conflict resolution through local administration boards.
- Publication of rules for coexistence in which collective interests prevail over individual interests.
- Accompaniment of the families during their transition from informal to formal houses.
- Workshops to recover the neighborhood’s collective memory.
- Strengthening of mechanisms for conciliation and coexistence.
- Follow-up on family violence.
- Sensitization of the communities that receive resettled populations towards their social integration
- The joint definition of the diagnostics and criteria necessary to provide the formal ownership and title, and the conditions for the integrated resettlement and stabilization of the population.

These actions have reinforced urban governance and improved the processes for territorial planning and management, making a systematic contribution to the prevention of security.¹⁵ The latter, although it has not been explicitly dealt with through the implementation of the macro project, has indeed been strengthened through actions that can increase the chances of accessing a secure environment which mitigates the occurrence of natural phenomena, the instability in the holding of property, and violence and crime. There is a reason why some successful examples in crime prevention and citizen security combine physical interventions with projects with the purpose of creating jobs and strengthening the social capital, all focused on the areas that have the highest poverty, unemployment and crime rates¹⁶.

- Collective design of the urban proposal and the joint intervention in public space through scenarios for

2. Results

ACHIEVEMENTS¹⁷

One of the key purposes of this macro project is to produce conditions to access dignified housing and habitats through a program to resettle the population located in unrecoverable high-risk areas, or through the construction or the creation of public spaces. To achieve this, several alternatives were studied, including resettlements in used or new housing, either in the same neighborhood or in other parts of the city. In this respect, the program for resettlement and integrated restoration of rights and improvement of the population's standards of living, in the period between 2006 in December 2010, has benefited 8,635 people from 1,821 households; living conditions were improved for 1,275 households with new housing, 209 by paying for housing improvement, and 337 by paying for used housing.

This process, guided by the principles to protect the dweller, have provided social accompaniment to the families during their preparation before, during and after the resettlement, considering issues of risk, coexistence and organization. Individual implementation takes place during one work day in which the Management deploys a multidisciplinary group that provides support for the family. After they gather their belongings, the family moves to the location indicated by Management, which in turn helps to move the furniture and fixtures. After the family leaves, the public utilities are canceled and specialized technicians perform a controlled demolition of the dwelling. Later, a bamboo stick is installed to identify the location of the resettled families. When the families arrive at the new house, the furniture and fixtures are fumigated, and the families are received and accompanied by employees from Instituto de Vivienda de Medellín, Isvimed, in the case of new housing, or by personnel from the macro project Management, for the cases of either new or used housing built on the family's own land. After the family has settled, they are accompanied during the economic, social and community reestablishment.

In the process of economic restoration, the following achievements are worth noting:

- 41 productive units have received support through the allocation of retail stores within housing developments.

- 363 production units have been strengthened.
- 171 people have been registered in employment databases.
- 145 diagnostics of job profiles have been carried out in the business community.
- Technical training is provided to join the work force.
- Presentation of economic collectives in events such as Expofiesta 2010¹⁸, Expotranscarga 2010¹⁹, Otro Sabor²⁰, and the Crafts Fair of Moravia.
- The creation of nine business collectives: *Puro Campo*, which gathers 26 family-owned *arepa* (tortilla) factories²¹ and was reinforced with machinery and the design of routes for distribution; *Transforma*, a cooperative that groups nine family units of recyclers, and provides training in management, the formulation of environmental management projects and solid waste management; *Precooperativa Integral de Confección y Moda –PRECICOM–*, which groups 81 garment manufacturers trained to design their own collections and to commercialization with companies; *Precooperativa Deli Dela*²² with 17 vendors united to create their own brand and their corporate sales cart, and 138 street vendors registered and trained; *Servihogar* with 27 members who provide cleaning and laundry services; *Mia*, with 13 members dedicated to the commercialization of handicrafts; *Mecamax*, with 14 members who work as automobile mechanics; *Kruercoop*, with six members dedicated to graphic arts, music production and events logistics; and *Autarquía*, with 13 members dedicated to graphic arts, music production, theater and dance.

With respect to social and community enhancement, progress has been made in developing collective pacts to define rules for the use of public spaces; work has been carried out to strengthen 19 organizations in the areas of leadership, conflict management, participation, and social networks; three housing project Management Boards and 49 leaders have been trained; 18,284 people have benefited from social accompaniment and from strengthening the productive network to improve their living conditions, coexistence and community organization; 886 people have participated in activities under the topic of organizations, 690

people have been served in restoration activities such as group creation, offers and registrations in home visit programs by the Mayor's Office.

With respect to improving the quality of life, an increase of 3.23 points (4.5%) in the Human Development Index (HDI) of the commune between 2001 and 2006 as a result of an increase in the areas, the expansion of social services coverage, and access to public utilities should be noted. Another important issue is the creation, recovery and consolidation of public spaces as elements for order and articulation of the urban structure. In this area, 17,716 square meters of public space were created, the linear park of the La Bermejala Stream was implemented, and 78,009 square meters were cleared in the areas of El Morro, La Herradura and El Oasis. In addition, 2,285 square meters of centers were built, including the Early Childhood Care Center, the Healthcare Center, and the Cultural Development Center, core of the neighborhood's cultural activity and one of the drivers of its social change. Overall, close to 40,000 residents of Moravia have improved their living and urban productivity conditions after the construction and promotion of public spaces and furnishings.

In addition, these achievements are leveraged through a communications strategy aimed at promoting the recovery of civic values, dialogue and peaceful conflict resolution, exchange of experiences, development of individual and collective skills, and strengthening of the social capital. In this respect, it is worth noting the creation of the bulletin *Luz Verde*, the sample of activities carried out through community billboards, and the Moravia Days and Weeks²³, the implementation of *Gerencia al Día* and *Caminando con el Gente*²⁴, the design of an institutional insert, the dialogue and socialization of the practice, attention to community concerns through a bi-weekly bulletin (four editions), and the creation and enhancement of a communications committee made up of neighborhood leaders. These actions have been strategic for recovering trust in the institutions, legitimizing the presence of the civil authorities and the police, and exercising citizenship to the fullest.

IMPACTS ON SECURITY AND COEXISTENCE

Another fundamental achievement of the process is its fight against social exclusion in its various dimensions

and the activities made to tighten neighborhood ties and promote self-esteem. In this respect, it is important to mention some perception indicators that show what has happened so far²⁵:

- The change in the city's perception with respect to Moravia: Although it was known as the garbage Hill, it is currently seen as a cultural space in Medellín, whose most representative icon is the Cultural Development Center of Moravia.
- The expansion of job offers for the residents of Moravia since their social stigmatization led them to be rejected by potential employers.
- The opening of communication channels and improved connectivity to and from the city.
- The housing requirements for middle-class families that come from other areas.
- The increased value of housing and higher rentals in the area.
- International visibility due to its being recognized as a good practice.
- Improved perception of security and coexistence, which has made it possible for people from outside the neighborhood to show an interest to visit and getting to know Moravia.

In this respect, the improvement in the perception of security by the residents of the area should be noted. They now perceive that it is quieter, there is increased solidarity among the neighbors and greater population stability. They attribute this to the change of values with respect to illegality, resulting from the urbanistic intervention and the restoration process.

Although territorial interventions have enabled the community to take over the public spaces which used to be in the hands of criminal gangs, criminal activity persists in the sector, albeit on a smaller scale and with less visibility. In this respect, the following challenges can be seen:

- Fighting against the premise that the revenue produced by crime is greater and requires less effort than the revenue produced by any other job or activity.
- The territorial development which produces the highest appreciation of the residents' equity should not mean a greater chance to obtain more benefits from committing a crime.

- To turn the demobilization process into sustainable effort.
- Greater and more effective police presence.
- More opportunities for training and accompaniment for young men and women and their families.

The importance of intensifying the social and institutional prevention actions in order to continue improving quality of life for the sector should be noted. The actual impact of the security prevention interventions is the result of a slow, generation-long process, focused on changing socially established representations that leave room for illegality and crime. However, it has been shown that the social and education capabilities of today's children and youths prepare them to avoid being delinquents in the future.

3. Lessons Learned

PROBLEMS FACED

From the technical point of view, the macro project has faced difficulties with respect to: i) the lack of accurate information obtained from the 2004 Census, which caused errors when counting the number of families to be resettled; ii) the growth and multiplication of the family in the same dwelling after the census –marriage of the children and the arrival of grandchildren–, which causes a conflict with respect to the right to more than one resettlement dwelling; iii) the delays in processing the resettlement of the families from El Morro, which has in turn led to close businesses and increased insecurity; iv) the ineffective solutions to the finishes and technical problems during the post-sale of the apartments delivered; v) the random decisions to assign the type of dwelling. This causes problems both in controlling the number of dwellings to be demolished and to begin the environmental recovery work by Area Metropolitana del Valle de Aburra.

With respect to all of the activities of the macro project above mentioned, it should be pointed out that the city has not resolved the issue of decentralization and hence, the general administration of the area has fallen

on the Social Management, which ended up guiding its overall implementation. This action, although positive, did not empower Social Management in the process and has made it difficult to perform within the sector and with other institutions. In some cases, it has given rise to inefficient and untimely responses to the needs of the population. This is in addition to the difficulties faced from the lack of experience of the players involved when this practice began, in areas such as (i) accompaniment during the resettlement; (ii) the lack of coordination between the social operator and the Management, which leads to duplication of efforts and resources, and (iii) the resistance of some neighborhood leaders to implement the macro project, some of whom promoted an unfavorable image, and reluctance to the resettlement of the older residents of El Morro, set in the lower areas which had the highest levels of consolidation. Over time and with the lessons learned, these difficulties have been overcome and now it is the families themselves that are requesting the resettlement.

With respect to the restoration of rights, in spite of the social accompaniment and the use of strategies to enhance leadership skills, the restoration process between 2007 and early 2008 was rather poor. However, this deficit was resolved with the consolidation of the neighborhood's Social Management. In addition, the objective to create jobs and improve the population's revenue was frustrated by several factors.

In some cases, their way of life and livelihood were associated with the neighborhood's strategic location or the garbage disposal site. For these people, there have been difficulties in adapting to new productive activities and some have even said they cannot pay the transportation associated with the relocation in areas far from the neighborhood or downtown. In addition, it is not possible to carry out certain economic activities in high-rise buildings; poor training and insufficient management skills in the community; the abandonment by some beneficiaries of associative economic projects; a marked individualism and difficulty in joining associations.

The process is vulnerable to social and political conditions that make the intervention difficult, including: i) the presence of armed groups in the neighborhood that affect the social processes; ii) initial mistrust and low credibility of the community with respect to the

activities made by the municipality, an attitude derived from previous interventions carried out by the city that used police force and the State's failure to honor its commitments; iii) a predisposition to accept values related to informality and illegality, and resistance to the economic and social implications of legality; iv) a culture of relying on welfare; v) conflicting relations among members of the community, negative leadership and lobbying; vi) insecurity in the resettlement and restoration areas.

As stated earlier, the change from illegality to legality has been considered a barrier to the performance of criminal actions. This has led to the rise of new evil leaderships that oppose the transformation process and represent a constant threat for the project as a whole. In this respect, when moving families to other parts of the city there are new territorial conflicts in areas that previously lacked them because resettling the population does not solve historical behaviors in a specific community. It should be pointed out that the order of the resettlement process was random and did not take into consideration the symbolic distribution of the urban space related to criminal groups. In some specific sectors, this fractured the social and economic environment of the inhabitants and has produced conflicts in its use and enjoyment. The randomness, which resulted from a desire to participate and negotiate in the implementation of the process, has left those who have not completed the process feeling neglected and vulnerable to theft and crime, although, as a result of progressive negotiation with the residents, there are currently entire areas that have moved to their new homes.

During the final phase of implementation, the most obvious difficulties in adapting have to do, in some cases, with the uprooting and difficulty in adapting to the conditions of the new neighborhood, the impossibility or refusal to pay for public utilities or community areas in the new dwellings, lack of knowledge of the terms and conditions of ownership, and the lack of trust about the future use of the land freed through resettlement, that is, the way to take ownership of the space and the territory, and economic sustainability.

A key strategy that gained momentum during the implementation of the macro project is the rapprochement by the State, which reflects Management's position with respect to the neighborhood and the

community. However, it has still not been decided in whose hands, or how, the neighborhood will remain after the macro project is completed in 2011.

SOLUTIONS TO THE PROBLEMS

With respect to crime and violence in the territory, solutions have been offered with situational and political-institutional actions. Indeed, in addition to the physical interventions, which increase natural surveillance in general, the Cultural Development Center appears as a positive space that neutralizes threats against different groups. Although structural security problems have not been resolved trust has been built through a coordinated presence of the municipal administration. This is in addition to the creation of an immediate attention center (*Centro de Atencion Inmediata – CAI*) with police presence, the creation of the coexistence committees, and meetings with the community to provide solutions for security problems.

Some of the solutions conferred to tackle the resistance to the resettlement process are:

- Reinforce symbolic components that indicate the public nature of the cleared space to prevent occupation by new settlers.
- Strategies for control and social sanctions that focus on reporting those who want to use the Hill for new houses.
- Use of plaques to recognize the families that moved to allow the creation of public spaces, and let those spaces prevail over individual interests.
- Involvement of leaders as promoters and communicators of the progress of the macro project's processes.
- Opening an office of the EDU and Isvimed, with a permanent presence in the neighborhood, to provide advice and integrated assistance for the population.
- Updating the database and permanent availability of information for the community about the 2004 Census and about the legal counsel provided by the Management.
- Home visits and accompaniment in the organization of Managing Boards, establishing the rights

and duties involved in managing community areas, payment of public utilities, solid waste management, condominium rules, and reconstruction of community relations.

SUSTAINABILITY

The financial sustainability of the Moravia Integral Intervention Project is guaranteed by the allotment of public resources based on two main strategies: i) timely and appropriate receipt of municipal taxes and revenue under the motto "public resources are sacred" (to be made good use of), and ii) optimization of resources assigned to the territory.

On the other hand, the social sustainability of the processes guaranteed through community participation strategies, institutional accompaniment, and training processes. This empowers the community and promotes integration and adaptation to new living conditions. In addition, the respect, attention and special care in handling and working with a population from various geographic, cultural, social and economic identities, are fundamental for cultural sustainability.

Environmental sustainability is insured through the project implemented by Area Metropolitana del Valle de Aburrá to reclaim the garbage Hill with the technical and financial cooperation of the University of Antioquia and Universidad Politécnica de Cataluña, Spain. This project will take approximately two decads. The aim is to intervene the Hill using sustainable techniques for the treatment of leachates²⁶ to mitigate the pollution to the affluents of the La Bermejilla Stream and the Medellín River. This is in addition to the creation, support and strengthening of economic activities related to recycling, a commercial activity intrinsic to the origin and identity of the neighborhood, and a potential for its economic development.

LESSONS LEARNED

The main lessons that turn Moravia into a model for the transformation of Medellín based on an integral intervention are listed below:

- The political will and interest of municipal administrations is fundamental to implement long-term integral

projects. If this will is used to define a strategic territory for the city and there is interest in inclusive urban development in social and economic terms, it is possible to improve the negotiation process and coordinate sector activities to benefit the most vulnerable communities.

- The implementation of integral actions does not guarantee, in the short-term, a reduction in violence and crime within a specific territory. Prevention and control strategies that produce structural changes in the social mindset and capable of modifying criminal behavior are necessary.

- Urban development produces additional revenue that criminal groups want to take over. The challenge for Medellín in developing integral projects is to find strategies that will make it possible to reduce crime and violence and their effects on the intervened territories.

- The breakup of the urban landscape due to real and symbolic limits used by gangs and armed groups must be taken into consideration when intervening the territory.

- A key element in the restoration of rights is the geography of opportunities. This should take into consideration the advantages offered by the location in the creation of jobs and earning the same or more than what was available before the intervention.

- Social participation is fundamental for the sustainability of territorial development processes. This requires reinforcing the community's joint responsibility for the projects, encouraging self-management and balancing the loads and benefits of the interventions.

- The success of the intervention has depended, to considerable extent, on the negotiation and fulfillment of agreements made with the intervened community. The educational and social work has reinforced the community's joint responsibility in the process, bringing it closer to the municipal administration in order to gain legitimacy and increase local governance.

- The administration and control of the activities implemented are the result of simplifying the government's tasks in the sector, which has facilitated

the territorial engagement and ensures an efficient use of public resources.

- The environmental recovery of the garbage Hill has been supported by participation and driven by research and scientific and technological application processes that ensure the sustainability of the actions that have been implemented.
- The implementation of the job creation and revenue increase component is intended to ensure the economic sustainability of the resettled families. This is why it is important that it has gone beyond the territorial borders of the neighborhood and extends to the city as a whole.
- In mass intervention processes, a single resettlement scheme cannot be proposed. This requires speed and flexibility when it comes time to act to provide effective answers to specific needs.
- An open, clear and accurate communication with the community opens spaces for participation and ongoing accountability for the actions implemented.

4. Transferability

The Moravia experience has attracted the interest of several sectors of society: public, private and academic, domestic and international, that are trying to study the experience, look into the transformation that has been achieved, and identify issues of common interest that can be replicated. Some of the key issues that can be replicated from this experience include:

- The environmental recovery of the garbage Hill.
- Restoration of the families with integrated care in social, economic and urbanistic aspects.
- Creation of spaces for the community to participate as leaders and promoters of development.
- Public investment of resources with inter-institutional offers, coordinated by the technical social Management, which strengthen the institutional presence in the territory and guarantees

the community's access to education, health, participation and organization spaces.

- Transformation of an informal economy based mainly on recycling into job training, the establishment of production units, and business associations.
- Relocation of families in housing projects built by the municipal administration, or in used housing, through subsidies.
- Transition from illegal housing (dwellings built with perishable materials and waste) to legal occupancy characterized the use of the durable materials and use of basic sanitation services.

5. Conclusions

Urbanistic transformation processes are triggers for the integral development of conflicting territories in Medellin. In Moravia, besides its obvious physical evolution, there are social results of a development model that place the residents at the core of the intervention. The implementation has been based on the principles of protecting the resident, rejecting forced expulsions and evictions based on the city's respect for the less privileged.

Indeed, besides significant improvements in public spaces and collective equipment, the transit from informal to legal housing had obvious repercussions on the aesthetic and functional characteristics of the neighborhood, and changes to the collective mindset of the inhabitants, transforming social behaviors that were permissive towards informality. To reinforce legality, social participation actions were implemented; the families' income levels were improved, and social inequality was reduced by providing universal coverage in health, education, recreation and knowledge services, and by encouraging the residents to take ownership of their territory.

The holistic impact on the dimensions of the territory has been considered an efficient alternative to provide greater opportunities for access to the human development, associated with achieving wellbeing and security for the population. According to the perception of the residents, security has been increased

due to endogenous and exogenous causes related to an increase in the advantageous characteristics of the place vis-à-vis natural surveillance, increased social control of criminal behaviors, reinforcement of solidarity and social creation based on a higher population stability, the appearance of new opportunities for education and employment, and a decrease in the social stigma; this has enabled residents from Medellín to be attracted by the neighborhood and its tourism, work and housing possibilities.

Therefore, although the practice improves coexistence in the area, the real reduction in homicides, robberies and high-impact crime requires security strategies to control and prevent crimes associated with the presence of criminal gangs and drug trafficking. The practice also shows the need to formalize the process of decentralization in the city to facilitate governance and contribute to the prevention and control of crime and violence within the urban territory, by improving the coordination of control and prevention activities in their various dimensions. In the case of Moravia, progress has been achieved by the creation of the Macro Project Management and by laying the foundations for a greater and more coordinated institutional action on the territory.

NOTES

1 Metro system, the Medellín River Road System, Carrera 52 Carabobo, road to Moravia-Acevedo, University of Antioquia, Botanical Garden, Explora Park, Parque Norte, Parque de los Deseos, Planetarium, North Bus Depot, Pedro Nel Gomez Museum, University of Antioquia, Leon XIII Clinic and San Vicente de Paul Hospital, among others.

2 This is shown by the figures obtained at the dawn of the 21st Century when, after completing a reinsertion and demobilization process for the popular militia in 1994 and the corresponding creation of the Jose Hernan Ramirez task force for peace and coexistence, it was agreed to include it in the territorial order plan for the city in 1999.

3 The 108 acres (43.7 ha) covered by the neighborhood of Moravia are divided into five sectors. Three were identified as high risk, non-recoverable sectors. La Herradura is threatened by the stream and by the frailty of its constructions; El Oasis is threatened by the instability of the soil due to its origins as a garbage dump, its sharp slopes, the frailty of its construction, the presence of industrial, commercial, hospital, and residential waste, and the permanent release of toxic gases and leachates, resulting from its origins as an uncontrolled municipal garbage dump.

4 A total of 54% of the households in critical overcrowding and 4,926 are shelters built with unstable materials, as well as a low public space index of 0.28 m², and paucity of collective furnishings. A total of 21,000 inhabitants at risk in the event of a disaster, and 4112 dwellings in high risk that cannot be mitigated (inadequate management of garbage and waste waters in open pits, the production of gases from this mountain of garbage, the lack of water and sewer networks).

5 According to the figures from Sisben, they were 40,468 inhabitants in Moravia in 2010

6 Velasquez, E; Giraldo, F. Hábitat y seguridad urbana. UN Habitat, Colombia. pg. 74.

7 Article 114 Law 88 of 1997, Territorial Development Law, specifies the implementation of integrated urban actions through urban micro projects that are empowered to perform large-scale operations

that affect the entire urban structure and the general growth of the city. The following characteristics are established for such projects: they should include actions that make it possible to provide an integrated and coordinated solution to a specific problem, that it involved in the project several public and private bodies that are direct stakeholders, establishes the procedures for urban management, and articulate the sector action of at least two additional components of the soil attribute, on the spatial structure of the city.

8 It is important to highlight the participation of strategic partners in the private and community sectors, including Federacion Nacional de Vivienda Prioritaria – Fenavip - the community at large and sector leaders, banking and social protection fund companies, and business incubators and training centers, among others. They focused their offer on technical, financial and social support, knowledge transfer, job creation and support to formulate and manage projects.

9 These Managements are in charge of giving institutional support to the mobilization of all actions, resources and actors, enabling the intervention agreed among the different secretaries of the city and promoting the public-private cooperation and the participation of the community.

10 The precepts that support the coexistence policy defined by the Colombian electric restitution include: i) respect for the Constitution and the law; ii) respect for the dignity; iii) protect people's life, honor and property; iv) respect and preservation of the environment; v) protection of public spaces; vi) prevalence of the public good; and vi) civic participation.

11 Stakeholders, real estate promoters, community and social organizations, academic institutions, and municipal entities.

12 These pacts seek the macro project's sustainability through activities such as exchange and collective analysis of other experiences, participation in the definition of the spaces that are to be consolidated, improvement of coexistence, and promotion of people centered economies, and consensus about the price of land and a stop to real estate speculation, in addition to a communications strategy that will

facilitate the socialization of the process among the community.

13 Family compensation funds are a private enterprise initiative, approved by Asociacion Nacional de Industriales in 1954, and seek to create institutions to meet the welfare and development needs of the workers, their families, the companies and the community at large, by providing integrated social security and protection services such as financial services, subsidized plans, leisure and entertainment, health and education, etc. Legislative decree number 118 of 1957 made it their implementation mandatory in the entire country. Visit <http://www.businesscol.com/empresarial/sistemfin/cajascomp.htm>

14 With the EL Buen Comienzo (Good Beginning) practice, the city won the UN Habitat Honor Award in 2010.

15 Arnaudo, R; Martin, L. Consolidación de los gobiernos locales en seguridad ciudadana: formación y prácticas. pg. 17 and 64.

16 Velasquez, E, Giraldo, F. Hábitat y seguridad urbana. UN Habitat-Colombia. pg. 164-188.

17 Figures updated for December, 2010

18 National Popular festivities fair where companies and artisans meet

19 Brands and companies show, and business rounds for the transportation and auto parts sectors

20 Gastronomic encounter for play, enjoyment and knowledge of cuisines from Colombia and other cultures around the world, sponsored by the university Colegiatura Colombiana.

21 Factory for the production of *arepas*, known as the bread of the Andes. It is made out of corn and is one of the oldest and most emblematic foods in the country.

22 Street vending kiosks for selling fast foods, located mainly in Comuna 4, Moravia, El Bosque and El Oasis and nearby neighborhoods.

23 Moravia days and weeks are times dedicated to entertainment, fun and communication aimed at showing the social and urban transformation of the sector, promoting socialization and mass participation by the community in the scheduled events.

24 Gerencia al Día and Caminando con el Gerente are intended to get the Social Management closer to the specific needs of the population by

showing the everyday problems in the midst of which the intervention takes place.

25 Interview with community leaders: Orly Mazo, Adriana Gaviria and Cleida Murillo.

26 A natural process for pre-treating vegetation areas: a primary treatment by decanting in a tank and phytoremediation by means of artificial wetlands.

06.

Public Libraries System of Medellín

Diana Puerta Osorio

1. Background

DEVELOPMENT OF PUBLIC LIBRARIES IN MEDELLÍN

Engaging public libraries in education, cultural developments and neighborhood organizations is far from new in Medellín. Indeed, public libraries have been in the city for more than 130 years, and have been involved in cultural, educational, and political discussion activities. This is evidenced by a series of events, such as the creation of the Pilot Public Library of Medellín for Latin America in 1954 as well as the first school of Librarianship of Colombia which was opened at the University of Antioquia that same decade, the development during the 70's of two private libraries registered to family compensation funds¹, the creation of community libraries during the 80's and their later consolidation in the current Network of Popular Libraries (Rebipoa) as well as the opening of eight public-educational libraries under the initiative of the Municipality of Medellín in 1984, and the subsequent increase of information posts.² (Figure 1)

This last aspect, plus the political will to enhance the city's culture and education, gave way in 2004 to create a Master Plan of Public Library Services. This Plan was created after conducting an appraisal of the

services and realizing the shortage of library-school programs in Medellín as well as the low coverage (only 8% of the population in school age has exclusive access to libraries) and the non-compliance of municipal, national and international guidelines and directives (IFLA/Unesco) observed in the precarious stage of the system of a good number of public and school libraries in the municipality.

The following is worth highlighting with regards to the precarious stage of the public libraries system:

- The lack of collaborative policies and mechanisms among the different institutions, networks and library projects in Medellín.
- The lack of alignment between public library projects and development projects, plans and programs of zones and of the city.
- The shortage of books per inhabitant³.
- The lack of infrastructure and poor quality of spaces⁴.
- The shortage of professionals engaged to the sector.
- The lack of technological resources and the communities' poor access to these resources.

Moreover, only ten of the 249 neighborhoods of Medellín had some sort of library, while the remaining 239

Public Libraries System of Medellín

Fig. 01



- 1. Subsidiary San Antonio de Prado \ • 2. San Antonio de Prado Library-Park Project \ • 3. El Limonar Library \
- 4. Suroccidental Library-Park Library Project \ • 5. Belén Library-Park \ • 6. Priest Jose Luis Arroyave Library-Park (San Javier) \ • 7. San Javier – La Loma Subsidiary \ • 8. La Floresta Library \ • 9. San Cristóbal Library-Park Project \ • 10. Fernando Gómez Martínez Library \ • 11. Noroccidental Library-Park Project \
- 12. Tren de Papel Subsidiary \ • 13. APIC Library \ • 14. España Library-Park (Santo Domingo Savio) \
- 15. CREM El Granizal Library \ • 16. San Cruz Library \ • 17. Tomás Carrasquilla Library-Park (La Quintana) \
- 18. Juan Zuleta Ferrer Subsidiary \ • 19. El Raizal “Fundación Bibliotecas Familia” Subsidiary \ • 20. Santa Elena Library \ • 21. Las Estancias Social and Cultural Center Project \ • 22. Familia Subsidiary \ • 23. León de Greiff Library-Park (La Ladera) \ • 24. Environmental \ • 25. Pilot Public Library (BPP) \ • 26. History Archive \
- 27. EPM Library \ • 28. Planning Library \ • 29. House of Remembrance (Casa de la Memoria) \ • 30. Palmitas Library \

lacked efficient library services; and only one of the five localities of Medellín had a satellite library, while four had centers and resources which fell short of becoming satellite libraries. In addition, seven of the 16 communes of Medellín had no libraries and several others only had projects that did not meet the IFLA/UNESCO guidelines, while more than 50% lacked on-line catalogs.

More recent development plans of the Municipality have displayed increasingly harmonious and coordinated progress among library institutions. This in turn guarantees sound services and increased community-oriented activities. Likewise, new collections have been acquired in addition to access to sophisticated information technologies, proper facilities, functional

furnishings and pertinent equipment. Despite the above mentioned progress made, it is necessary to take a closer look at their operation and functions as well as the precise definition of the term “Popular Libraries”. During the last decade, popular libraries were not engaged in the System with the excuse of preserving their autonomy. However, the results show their poor development which limits their incorporation to model practices since they lack resources, and hence, impede incorporating quality standards⁵.

POLITICAL AND REGULATORY FRAMEWORK

The Master Plan of Library Services has become a beacon to structure, implement and develop the libraries of Medellín on a long, medium and short-term basis. On a short-term basis (2004 -2007), the Plan was geared to conduct a diagnostic of the public library services of Medellín, to characterize the Library-Parks, to rate the libraries based on their resources, services and coverage, and to study the libraries registered to the Secretary of Civic Culture; all with the purpose of defining how to rationalize, enhance and integrate the libraries to the System. On the other hand, the medium-term basis (2007 – 2010) involved structuring the System of Medellín; while the long-term basis (2010 – 2015) focused on the consolidation of a city that is informed and produces knowledge, aimed to reach the coverage and service levels proposed by IFLA/Unesco.

To meet the provisions set forth in the Master Plan, the 2004-2007 Development Plan under *Medellín, Compromiso de toda la Ciudadanía* (Medellín, A Commitment of All Citizens) established the following strategies: i) To establish the System of Libraries of Medellín through Agreement 48 of 2006; ii) To define the Network of Libraries of Medellín and the Metropolitan Area –created through Metropolitan Agreement 28 of 2006⁶– and its engagement to the process, and iii) To build and open Library-Parks in strategic areas of Medellín, and to enhance the city’s social network, improve access to information and education, and increase the community’s sense of belonging.

Indeed, the Public Libraries System is structured and based on an institutional platform that seeks to join and qualify the service provided by different public and specialized libraries registered to the Mayor’s Office. However, for legal and administrative purposes as well as resources, these libraries were far from

complying with the coverage, quality and technical capability defined by IFLA/Unesco. To improve their condition, the city’s administration advanced in:

- The technical and administrative coordination of libraries in terms of resources, programs and services.
- The creation of a consensus in terms of the principles of the activities conducted in accordance with the policies built and assumed by the members of the System.
- Building stronger ties based on trust, assertive communications, and the development of synergies for collective efforts, increased participation and coordination.
- To engage the public libraries that belong to the municipality of Medellín into a coordinated system⁷.
- To structure, within a framework, the creation of maintenance strategies, progress strategies and management models, and library enhancement.
- To define a legal, administrative and operating setting, establishing a system with a wider scope that gathers experiences and bears in mind prior experiences.
- To incorporate the Pilot Public Library as a decentralized structure of the Municipality. This library was appointed as the primary node and coordinator of the Public Libraries System of Medellín.
- To appoint the EPM Foundation as the body that coordinates the Network of Libraries of Medellín and the Metropolitan Area.

In 2005, this program was established as a public program based on a Metropolitan Agreement that was backed by the Mayor’s Office of Medellín through a management model of alliances that engage public and private organizations⁸. The Network is an open system that involves a platform of communications resources, hardware, software and services used by every beneficiary. The purpose is to share strategic efforts aimed for sub-regional integration and to promote new technologies for the communities, focusing on the enhancement of networks of knowledge in the Metropolitan Area. In 2006, the investment was USD\$1.4 million (an amount contributed by its four main partners); plus USD\$393,556 of contributions from the public and private sectors in the year 2007⁹. The construction of the first five Library-Parks¹⁰ in the 2004 – 2007 period received the largest amount of the program’s budget, with an investment from the Mayor’s Office of Medellín of close to \$68.500 million pesos (about 34 million USD), alongside other public and private sources¹¹.

Eventually, based on the 2008 – 2011 Development Plan, the strategies defined in the prior period increased the enhancement of public libraries located in the city's poor sectors. The current municipal investment is not only focused on this strategy, but works as well to consolidate the System, the Network and the work done by the Library-Parks.

Indeed, from the year 2008 to 2011¹² the Libraries System obtained \$22,810,356,568 pesos (11.4 million USD), while the Reading Plan received \$5,603,870,000 pesos (2.8 million USD) to ensure the development of the reading enhancement policy known as *Medellín una ciudad para leer y escribir* (Medellín – A City to Read and Write). This involved precise and direct activities to strengthen the education of citizens that read. In addition, specific resources were destined to build new library projects: Four other Library-Parks and a Cultural Center, which cost approximately \$70,330,450,000 pesos (35.1 million USD) plus other resources to modernize and furnish public-school libraries. These were intervened with the idea of qualifying and dignifying the spaces and services, with an investment estimated at \$2,600,000,000 pesos (1.3 million USD). From 2009 to 2010, a total of \$365,598,381 pesos (18,279 USD) were invested, while the 2010 – 2011 period estimates an investment of \$2,298,432,807 pesos (114,216 USD).

INSTITUTIONALITY AND OPERATION

The Public Libraries System of Medellín consists of the Pilot Public Library, the Library-Parks, the History Archive, neighborhood libraries as well as the EPM Library (Library of Empresas Públicas de Medellín) and documentation centers, by association. The decentralized System is based on a cooperative management model coordinated by the Pilot Public Library and is directly managed by the Mayor's Office and/or association agreements, joint ventures and cooperation settlements.

The Pilot Public Library, or BPP, is a decentralized organization of the Mayor's Office of Medellín with administrative autonomy. In short, BPP manages its own resources and is responsible of its own administration, management and that of its six subsidiaries. Moreover, BPP is responsible for the coordination of the Public Libraries System of Medellín and for engaging decentralized entities (EPM Library and Controllership Library). The family compensation funds

of Comfama and Comfenalco¹³ entered cooperation agreements through the BPP for the operation of the library service of Library-Parks.

On the other hand, the Mayor's Office of Medellín entered an association agreement with the compensation fund of Comfenalco to manage and operate the libraries and cultural services, the Reading Center and the Centro Occidental Library. The resources of the Mayor's Office are used to maintain the center, to pay public utilities and to make contributions to the cultural programming. In turn, the Secretary of Civic Culture centers on guiding the service policy and leads the interaction between the different partners engaged in the process. This Secretary is also responsible of the eight school public libraries, the three documents centers that belong to their municipal secretaries and the History Archive of Medellín.

The Secretary of Civic Culture is also in charge of the follow-up, control and assessment of the services provided by inter-institutional committees, the consolidation of statistical information, and the follow-up of user satisfaction by evaluating services and programs.

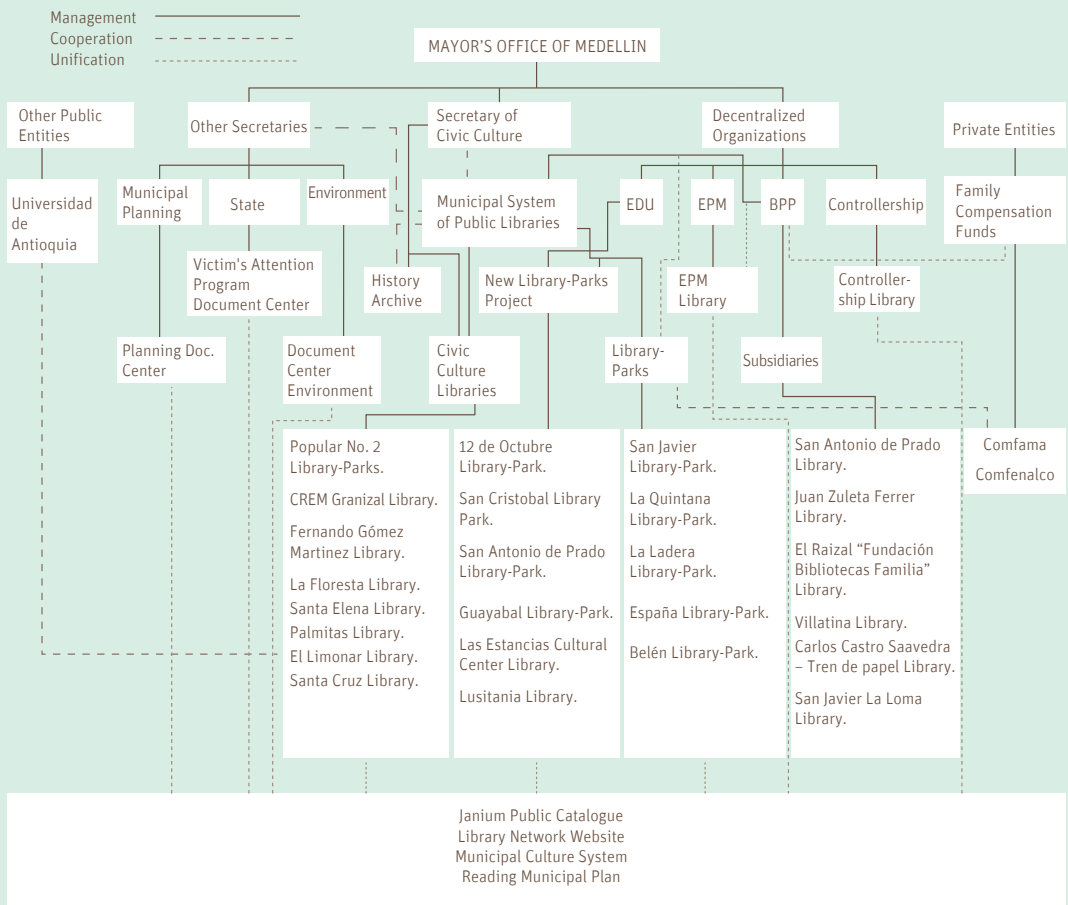
As a result of the convergence of players and knowledge, the Municipal System particularly and the Metropolitan Network at large, favor spreading knowledge democratically using state-of-the-art technologies that boost the region hand-in-hand with the educational programs. Its primary tool is the Website www.reddebibliotecaspublicas.org.co and the public catalogue –Janium–¹⁴. Both tools enable the interconnection and joint use of the resources available to transcend boundaries by using information technologies that facilitate learning and provide access to resources to promote knowledge. (Figure 2)

ACTIVITIES

The Public Libraries System of Medellín addresses its commitment to guide the policies of librarianship alongside the guidelines of the National Plan of Reading and Libraries, and the provisions established in the National Network of Libraries¹⁵. Its operation guarantees that the service in Medellín is offered under the principles established by Unesco for public libraries (1994). Said principles determine the System's free services, its responsibility before local and national authorities to encourage and increase its

Public Libraries System of Medellín

Fig. 02



use, acting as an essential component of any long-term strategy for culture, financing by the national and state governments, and its guaranteed sustainability based on a specific legislation.

These principles are shared with the Network of Libraries of Medellín and the Metropolitan Area, since both: i) are in favor of free access to knowledge, research and education through the network of information and contents of libraries; ii) encourage acknowledging diversity and boosting creation, production and enjoyment as well as the preservation of cultural heritage; iii) provide top-quality spaces for artistic expressions; iv) promote and support the community through meeting areas for participation and dialogue,

for identity recognition, for the enhancement of the social network, and for the construction of a democratic, cultural and plural citizenship.

The latter aspect is bound to Line 3 of the 2004 – 2007 Development Plan, known as “Medellin, a Setting for Citizens to Meet”. This emphasizes the use of public spaces as areas that encourage social equality, cohabitation and integration, and whose intervention should go hand-in-hand with complementary programs, integrated interventions, and educational elements that support the development of Medellín.

This condition - plus the enhancement of education and culture aimed to create opportunities and capabilities

among the citizens - turn libraries into strategic spaces to enhance community networks and promote social inclusion, whose most representative urban icons are the Library-Parks.

These precepts are related to the 2008 – 2011 Development Plan, which focuses on the comprehensive development of human beings. Line 2 of this Plan builds a new cultural infrastructure for the city and manages the existing facilities. The purpose is to contribute to the artistic and cultural creation and education of the citizens, to promote reading, and to consolidate the Network and the System as tools to build citizenship and social capital by encouraging the Reading Plan and the Public Libraries System of Medellín.

Although it is bound to specific lines for its operation, the Municipal Public Libraries System of Medellín is engaged to Development Plans in force since 2004. These are described below:

- To enhance economic growth based on the creation and consolidation of enterprises in Medellín, providing increased education and knowledge.
- To project the city on a regional and global setting, and to integrate Medellín to the region, the country and the world using ICT's (Information and Communication Technologies), among others.
- To use an integral focus geared to meet the specific needs of the population, and to establish the need of acting in strategic sectors.
- To determine that urban development favors human development.
- To increase decentralization, local governance and civic participation, beginning with education, information and knowledge.

3. Results

ACHIEVEMENTS

One of the fundamental achievements of the administrations of Medellín from 2004 to 2011 is the support provided by different institutions to enhance education as a tool for the city's integrated development. This approval from different sectors led to legitimize the decisions and to advance in the consolidation of a public policy for the city with the participation of

the public, private, academic and community sectors. Operationally, the decisions have taken shape through the use of different administration models that give way to the rational and coordinated use of efforts and resources, to standardize processes, to properly establish and reduce administrative costs, and to join experiences in the field of librarianship. Within these aspects, the development of institutional models stands out by making good use of the strengths of the different players involved. The following results have taken place:

- The creation of public-private alliances, which contribute close to 50% of the resources necessary to ensure the services provided. The Mayor's Office has physical, technical, technological resources, while the family compensation funds have the experience and background to guarantee the quality of the service provided, to contribute their vast knowledge working with communities and to develop cultural and educational programs.
- The acknowledgement of the Municipal Public Library tradition in the city in favor of building agreements and consensus to coordinate the System's players with society.
- The promotion of new experiences with regards to libraries and culture in Colombia and overseas, through transfers and exchanges.
- The enhancement of a political model boosted by the Cultural Plan and the Reading Plan promoted by the Deputy Secretary of Civic Culture. This involves a novel proposal based on inter-institutional work that gathers the city's experience through a Reading Policy, and sheds light on public libraries through mass meetings; for instance, the Book Festival, which was attended by more than 280,000 people in the year 2010.
- The incorporation of a significant group of volunteers to promote a reading and library use on the outskirts of Medellín, such as the Grandparents Story Tellers program.

With regards to the instruments used, along with the Libraries Network of Medellín and the Metropolitan Area, the results are evident after facilitating free access to Information and Communication Technologies, to boost the use of IT and Internet, and to generate knowledge. This reduces the digital gap that exists in Medellín and in the region¹⁶. Today, 38 libraries in the Metropolitan Area of Medellín share resources, efforts

and knowledge through the Network, using on-line work methods and ICT's¹⁷. The achievements are evidenced in the following figures:

- From 2007 to 2009, the number of ICT users increased 45%, while this number climbed in the Library Network from 4,679,060 to 6,062,222 users, displaying a 29.56% increase in 3 years.
- From 2007 to 2008, the number of ICT users increased 45%, while in 2009 this number climbed to 1,696,000 people, that is, 50% more than the library users.
- In 2009, the Website received 1,285,525 visitors, these being frequent users or people using the services at least once a week.
- In 2010, 95% of the customers said they were satisfied with the ICT serviced provided by the Network. These services enhanced the educational processes particularly among school-age groups (43% for technical or university students, and 49% for high school students).

This latter aspect shows the stability, continuity and expansion of the region's coverage. Furthermore, the local achievements of the System are acknowledged, such as the ongoing increase of library users, the increased collection of bibliographic and reading material, and the enhancement of educational processes:

- In 2009, the Pilot Public Library received 1,354,605 visitors, while the Library-Parks received 3,588,634, which represents 3,417,492 more people than the figures displayed in 2008. Today, there are more than 7,500 users, including children, senior citizens, and people with disabilities.
- In 2010, the collection of bibliographies increased to 241,056 items, distributed as follows: 7.64% in public-school libraries, 9.17% in Library-Parks, and 83.19% at the Pilot Public Library. The System currently has 554,914 items (or copies), and the turnover rate is climbing: from 169,921 to 206,149 loans from 2008 to 2009.

The target community was strategically geared towards populations of low and medium-low socioeconomic levels, particularly in sectors that feature urban deficits.¹⁸ Five Library-Parks have been built which contribute to Medellín about 70,000 square meters of public space with aesthetic and functional settings¹⁹ that facilitate meeting areas and improve the quality of life.²⁰ This is

evident for its users in terms of the opportunities provided to access education (77%), personal entertainment (52%), self-realization (44%), cultural activities and information (41%), spaces to integrate and to find job opportunities.

Every Library-Park offers:

- Information, consultation, and loans materials.
- Technological services backed by 1,050 computers and a Website, and access to multiple resources including: Internet Halls, databases²¹, workshops for the promotion of civic culture, and digital notebooks.
- Reading and study halls which give access to more than 90,000 books and alternative consultation formats, such as CD's and DVD's.
- Exhibition halls which promote art and culture.
- "My Neighborhood" halls, a setting to promote the history and memory of the neighborhood.
- Fully-equipped auditoriums to carry out recreational activities and community meetings, such as films, concerts, plays, etc.
- Recreational-educational halls particularly equipped so that children from 0 to 10 years old can learn by playing.
- 23 workshops to train or gather the community.
- A vast and varied cultural, recreational and educational schedule of events.
- Support of businesses through the Zonal Business Development Centers known as Cedezos, and social assistance by boosting environmental and public space recovery in certain areas. Additional services are provided: cafeteria, photocopy machine, wireless Internet, among others.

Furthermore, the Belén Library-Park has a Music School and the infrastructure necessary for its operation, T.V. halls and the Japan Hall (which discloses the culture of that country).

URBAN GOVERNANCE

Another fundamental achievement of this experience involves the integrated and multiple-sector setting, which has made it possible to join urban space interventions and the work done for improved utilities and social services. The experience of Medellín in this field has proven the effectiveness of giving priority to invest in highly dense populations, making interventions that include social and urban development

based on the work done by public and private players in favor of specific communities.

With regards to the aforementioned, although social investments have an impact on those populations that have the most difficulties to access opportunities, urban activities modify their surroundings, which are often unsafe, scattered and excluded, and turn them into a driver for social change. In terms of the first element, the different Secretaries of the municipality decided to pull families out of extreme poverty, particularly those displaying the most vulnerability, and to provide specific population groups skills to overcome their social and economic marginal conditions.²² In this setting, public education and culture have been key tools to achieve inclusion, equitable conditions and cohabitation²³.

With regards to urban investment, Library-Parks have been pivotal for the recovery of the urban network and have enhanced social capital. Their geographically strategic location, turn Library-Parks into drivers to develop sectors with high population densities with precarious shelter conditions, shortage of public spaces and facilities, and high risk zones that could be affected by natural phenomena. Indeed, these sectors gather a large number of educational institutions and a significant percentage of the population in school ages that lack cultural, sports and recreational settings, and face communication barriers and limited access to technological tools.

The latter conditions listed above -alongside physical activities in incomplete urban zones- have led to the development of policies that promote universal coverage in education and culture. In these zones, populations undergo an intervention and benefit from inclusive interventions that maximize their development.

Moreover, the target is to carry out interventions that boost political dimensions by encouraging community participation. Indeed, commitments are made between the Mayor's Office and the community through Community Pacts, and the citizens' appropriation of public spaces for community interaction. These include guided tours, sensitization programs, reading promotion activities (Grandparents Story Tellers), literary clubs, and Times for Stories as well as training and knowledge gained through the use of new technologies and cultural extension services. All of

the above led the residents to acknowledge the repercussions of the services provided by the libraries on an everyday basis, and led the Mayor's Office to shed light on the importance of participating in cultural activities, which led to the re-opening of the Municipal Culture Council.

Symbolic elements that seek to reduce the stigmatization of territories and to improve social insertion of the city's populations, can be added to the above mentioned. For instance, the location of Library-Parks in areas which were collectively deemed as socially conflictive areas: The former Prison for Men (now La Ladera Library-Park), the previous facilities of the Judicial Police and Intelligence of Colombia Bureau (F2) (now the Belén Library-Park), areas characterized by conflicts and high risks due to disasters that took place (now the San Javier and España Library Parks), and an area where "corpse were dumped" (now La Quintana Library-Park). According to the administration, the above allows Medellín to "rewrite itself in spaces that previously represented pain and death".

Joint symbolic and instrumental interventions based on the work of multiple sectors, and inviting multiple players to work in favor of improving the local authorities' management, have facilitated the governance of Medellín and improved the relationship of the city with the citizens, and in turn increased urban governance.

CITIZEN SECURITY

The Libraries System has contributed to improve the social and political balance of Medellín, and to prevent offenses and violence, and favoring the citizens' right to security, all based on the development of physical, social, political and symbolic strategies. These aspects are consolidated through social impacts with policies that include recreational, cultural and educational activities which have enabled the society's gradual transformation, particularly the most vulnerable groups²⁴.

According to statements given by the System's users, these strategies have enabled "winning people over the *combos*" (gangs) by showing that there are alternatives other than being a delinquent. Hence, children learn new values based on education and culture, and can carry out activities easier in community and exchange-based settings. Young adults rediscover a

sense of living and find new options for their personal development²⁵ while the community at large opens spaces to dialogue and to meet, thus increasing trust and solidarity. Library-Parks are seen as neutral areas with regards to violence and criminal offenses; they are spaces used by everyone despite their origin, ideologies, age; in short, they are spaces of non-violence. Consequently, the efforts made to build social capital are expected to show results through a sharp change of attitude on a long-term basis and among the new generations which enjoy today the facilities and services provided. On this matter, the Manifest of Zaragoza²⁶ has stated that security is an essential good, closely tied to other common goods such as social inclusion, the right to work, healthcare, education and culture²⁷.

INTERACTIONS AND COMPLEMENT TO OTHER PRACTICES

The Municipal System and the Libraries Network represent a platform to manage strategic projects geared towards integrated development based on education and access to knowledge. Through the Secretary of Civic Culture, this involves the National Plan of Reading and Libraries which is controlled by the Ministry of Culture. The purpose of the Plan is to equip public libraries in 1,100 municipalities of Colombia and to promote the application of the Law of Books—approved by Congress in 2009— and of the Law of Public Libraries—approved in January, 2010. It also involves the National Council of Culture and the Libraries Sectorial.

Within the municipality, the System and the Libraries Network are directly related to organizations that influence the areas object of interventions by Library-Parks. These ties involve Inder, which manages the recreational-educational centers for the development and stimulation of children; High Quality Schools through the Complementary School Shift; and Integral Urban Projects, which are the backbone of urban intervention. The social assistance provided to the communities affected by the projects is headed by the Cedeños, which are focused on business entrepreneurship training and enhancement.

In addition, ACI (the Agency of Cooperation and Investment) is engaged through national and international exchange processes, and supports the agendas of national and international delegations. Another element of interaction is the Participative Budgets

as well as the Remembrance and Heritage program aimed to recover from what has happened locally in the past, and the participation of the community in the project known as Heritage Watchmen. Medellín The Most Educated Program, carries out educational and training programs in the municipal public libraries.

Lastly, the Libraries Network is backed by the EPM Foundation and Makaia Asesoría Internacional, a non-profit organization devoted to institutional enhancement by internationalizing support strategies and providing specialized advice on information and communication technologies.

4. Challenges

PROBLEMS FACED AND ACTIVITIES MADE TO OVERCOME THEM

The Public Libraries System of Medellín has had to tackle the difficulties inherent to a management plan that is based on principles of cooperation, co-responsibility and collaboration. Its progress on this matter includes: i) a joint effort to improve the quality of life based on creating cultural, educational, recreational and community-based principles; ii) adjusting policies, principles, visions, missions and values based on dialogue and communication aimed to achieve arrangements and to conciliate interests, bearing in mind the many players involved that have resources, time and different capabilities.

With regards to the latter aspect, the enhancement of the inter-institutional communication system has enabled the following:

- To adjust and define protocols for the interaction and development of agreements, to facilitate the administration, coordination and operation of the Libraries System.
- To create different committees with representatives of each of the institutions involved.
- To prepare a timetable and a plan of responsibilities to develop policies, standardize regulations, and provide continuous process improvements.

Consequently, progress has been made to adjust the administrative scheme at the Deputy Secretary Office and structuring the compensation funds. This has led to consolidate solidary and transparent relationships that currently use the usual channels, and grant libraries and the System the importance which the Development Plans have given them. A challenge ahead is to boost the participation of the different players of the System and of the Libraries Network, creating spaces to transfer knowledge, experiences and backgrounds among peers and users of the different libraries, to encourage the development of small-scale libraries.

Implementing library services in communities that have not participated before in cultural projects has been a major challenge for the Libraries System. The first steps taken by the community towards the service were informal, lacked rules and did not make good use of the materials and services provided. This led to structure a user training plan with the purpose of incorporating cohabitation regulations and respect for public facilities, among users. Today, each facility reflects the important role that the users play, which is evidenced in their appropriation, participation and the pride with which they speak of their libraries.

SUSTAINABILITY

The Municipality of Medellín invested \$76,000 million pesos (38 million USD) to support the social investment plan in the period from 2004 to 2011. The resources have been used to cover the annual operation of the five Library-Parks, and to modernize the services and infrastructure of the public libraries for schools, neighborhoods and localities. Although important contributions were made by the 2004-2011 Development Plans to the development and consolidation of the System, a public policy was needed to ensure the continuity of the activities carried out.

Several core strategies are used to preserve and carry on the activities begun. For instance, the creation and consolidation of the Libraries Network and the alliance promoted by this network with private organizations as well as municipal and metropolitan entities, to engage the active participation of politicians and community members. These conditions provide a legitimate foundation for the System, favoring the appropriation of every stakeholder with regards to the formulation and

the implementation process. Other strategies to be considered are: i) The budget projection of the 2004 Master Plan with regards to the investment required to develop the System; ii) The appointment of the Pilot Public Library to coordinate the Network. This library is a decentralized organization with decision-making autonomy to enhance the System's proper operation; and iii) The recent approval of the Law of Libraries, which demands hiring suitable personnel and undergoing a contest of merits for the administration of libraries.

Nonetheless, the sustainability of this program still depends on the financial enhancement and qualification of the Pilot Public Library to conceive the System's direction, to establish a structure, an administrative plan as well as a managerial plan and to define the relationships between libraries, and the physical and technological infrastructure required.

PROJECTIONS

On a short-term basis and pursuant to the conditions established by the *Access to Learning Award* –ATLA granted to the Network of Libraries in 2009 by the *Bill and Melinda Gates* Foundation, the Libraries System's projects are based on the following: i) To expand its technological platform to support digital literacy processes and research; ii) To use tools which provide access to people with disabilities; iii) To increase the civic education and appropriation processes; iv) To promote the use of E-books; v) To develop an on-line basic English course; vi) To create on-line exhibitions that generate literary, artistic and creative interests; vii) To recover the contents of the history and heritage archives to build a collective memory. An additional project is to digitalize images and audio material to consolidate an invaluable historical heritage, which is currently underway by the Pilot Public Library.

The medium and long-term projections involve the following:

- The creation of an on-line community that provides added-value services for the residents of Medellín and the Metropolitan Area.
- The creation of services tailored to the users' needs, to effectively promote their learning process and access to knowledge.

- The enhancement and update of different bibliographical material –printed, visual and sound– created based on proper themes, to reach the standards recommended by international library bodies.
- The consolidation of an organizational culture, providing constant assistance and guidance to qualified personnel to serve the users.
- The establishment of the Libraries Network as a regional model in terms of collaboration, with sustainable and coherent services, which become beacons of cultural and educational policies used in the municipalities of the Metropolitan Area.
- The development of measurement systems based on an assessment system that verifies the impacts reached, all targeted to improve services and evaluate impacts.
- The appropriation of technologies and the generation of information contents, to consolidate a digital culture.

6. Keys to Success

KEY SUCCESS FACTORS

The System and the Libraries Network are collective projects aimed to enhance the social network, the citizens' feelings towards libraries, and the sense of belonging of Medellín and the Metropolitan Area. Indeed, the Network is a major player and backbone of cultural activities in the zones, while the System is the center of local social, economic and urban development. Its effective activities are the result of working in cooperation to target education, and its capability to attract many has led to the participation of public and private organizations, corporations and educational institutions that have strengthened the guidance and services provided to obtain improved social, political and cultural results in the communities.

It is worth pointing out that Library-Parks, which act as urban complexes that join communities and improve the social network, make it possible to boost the citizens' feeling towards libraries, reduce violence and provide access to education and knowledge using new technological tools to enhance the generation of information.

The tasks carried out by the Municipal System, the Libraries Network of Medellín and the Metropolitan

Area, increase the impacts caused on the city and on the region. Be it on-line or face-to-face, it is possible to integrate the excluded population in the cultural system, boost social participation and cohabitation, encourage cultural identities, and increase the wealth of local contexts.

LESSONS LEARNED

- Creating a collective municipal project gives way to enhance synergies and establishes co-responsibilities with the players involved who provide their extensive experiences, resources and knowledge.
- Overall, focused social investment, urban planning and effective governance, give way to community participation and the community's appropriation of local processes; which in turn become the foundation of reducing risk factors relative to committing crimes and offenses.
- The transformation of socially legitimate activities which accept using violence and force to solve problems can only be achieved on a long-term basis by working continuously in social, urban, economic and political aspects.
- Library-Parks are spaces to provide library services and cultural centers where residents meet to change communities through social urbanism. In addition, they dignify those who beforehand lacked opportunities due to the State's absence. Under these considerations, the management and financing of the State should concurrently focus on developing library-parks and on restructuring and enhancing traditional libraries, which cannot stand out on the same grounds otherwise.
- Libraries can provide young adults and children alternatives of life, whose only reference is delinquency. With the work carried out by libraries, social capital is improved while violence and offenses are prevented.
- Citizen Pacts, promoted by the Libraries System, are fundamental to achieve local governance and institutional development. Through these Pacts the community increases its participation and the projects become sustainable.

· The joint efforts made by the Mayor's Office of Medellín, the Metropolitan Area of the Aburra Valley, the Pilot Public Library and the EPM Foundation to improve and qualify the services of different libraries, is pivotal to improve the population's quality of life. However, the Public Libraries Network of Medellín and the Metropolitan Area require a strategic plan that guides their incidence and projects them in time.

· The efficient services provided and developed by public libraries in zones, require the following: i) A political will to develop their infrastructure and to promote a favorable image; ii) To increase the public-private coordination to obtain funds and improve their operating capability; iii) To exchange experiences among municipal libraries; iv) To promote their activities within the community; v) To engage minority populations by providing them services.

· It is extremely important to know the impacts made by the System and by the Network to improve the quality of life of the population. This measurement is essential to prove if the goals are met.

· The divisions of the libraries' space should be flexible and modular to provide new services or collections. A model of the program areas is being designed in the Master Plan.

· Exchanges with other activities have led to reflect on the need to transcend the city's boundaries, comparing the local experience with national and international knowledge.

· Public libraries may receive financial aid from public authorities (Mayor, Government, etc.) and from external partners (private organizations, other libraries, among others). With regards to the Public Libraries Network of Medellín and the Metropolitan Area, having many investors is a key to provide the project increased stability (to diversify the origin of the budget used).

7. Transferability

The transferability of the Public Libraries System of Medellín is possible if it is bound to a political context based

on education and social inclusion, and if it acknowledges culture –particularly libraries– as a pillar to improve the quality of life of its population. The System and the Libraries Network are the backbone of the social and urban transformation of Medellín, and have turned into a reference of the most important events of the city. During the year 2009, more than 400 VIP international visitors, such as presidents, writers, musicians and diplomats, visited the libraries of the Network.

Indeed, the libraries have turned into settings visited and toured to collect information about the project and replicate it in other areas. This is true for countries such as Chile, Argentina, Brazil, Venezuela as well as cities such as Miami (2008), Barcelona, with the Libraries Network (2010) and Rio de Janeiro. Rio is undoubtedly the most significant example of transferability since it already built three library-parks in the *favelas*, which were inaugurated in 2010.²⁸ Library-Parks inspire others both for their architectural style and because they are engaged to the Integrated Urban Projects –PUI's– which include social and environmental components.

8. Conclusions

The common denominator of the achievements made by the Public Libraries System of Medellín involve the participation of multiple players that use innovative administration models to guarantee the System's sustainability in time and improve the levels of efficiency and effectiveness of the services provided. This in turn has given way to collect vast knowledge targeted to reach a particular objective, based on the enhancement of relationships and on the improvement of governance, acknowledging its multidimensional nature, and the need to advance towards holistic processes.

Implementing this system has contributed to build active citizens with opportunities and capabilities to access human development²⁹. Indeed its potential lies on its direct actions on the causes and effects of crime and delinquency, providing opportunities based on culture and education which close social distances, increase self-esteem, enhance social networks, and change collective imaginary mindsets.

The contribution of this system to the security of Medellín is vital if it is analyzed from a preventive and integrated viewpoint after acknowledging the complexity of these phenomena. The Libraries System implicitly bears in mind social, cultural, economic, contextual and institutional risk factors, and has an effect on social capital deficit, intra-family and gender violence, the presence of organized crime, poverty, unemployment and lack of education. Security is a collective responsibility that requires as well coercion and containment activities on a local, regional and national level.

NOTES

1 Family compensation funds were created by private enterprises and approved by the National Association of Industrialists in 1954. These funds seek to create institutions geared to meet the needs of welfare and development of workers, their families, enterprises and the community at large, providing comprehensive services such as: financial services, subsidized plans, fun, recreation, healthcare, and education, among others. The implementation of family compensation funds became mandatory throughout Colombia through legislative decree No. 118 of 1957. Visit <http://www.buisness.col.com/empresarial/sistemfin/cajascomp.htm>

2 It is worth highlighting that by 2005, Medellín had 40 academic libraries registered to higher educational institutions (universities, technological schools, technical schools, technical institutions and institutes) both public and private; to 35 school libraries (public and private educational institutions); 34 public and popular libraries; and 5 archives (of the department, municipalities and institutional).

3 Public libraries fell short of offering one book per inhabitant. The average index was 0.25 while the ratio fluctuates from 0 to 0.96 depending of the communes (excluding La Candelaria commune). The deficit is 1,500,000 books to aspire to have at least one book per inhabitant. According to IFLA/Unesco, this index should range from 1.5 to 2.5 books per person.

4 Most of the public libraries of Medellín required physical interventions in terms of: space expansion, infrastructure for information technologies, design and prepared services and spaces for the disabled, and design of comfortable and attractive areas.

5 Library focus group 2-Management models of the libraries system.

6 The 2002 – 2020 Integrated Development Plan includes in its strategic programs the “Metropolis Education Program” geared to provide the educational sector information and communications technology. The purpose is to use means to join the people responsible of educating in each municipality of the Aburra Valley to improve

the sector's educational quality and efficiency.

7 The Public Libraries System of Medellín consists of 30 information posts: four neighborhood libraries, two libraries in localities, two by association, three public-school libraries, three document centers, the historical archive of Medellín, two specialized libraries, one reading center, the Pilot Public Library with its six affiliates, and five library-parks.

8 The Pilot Public Library, the EPM Foundation, the Metropolitan Area and its municipalities, and the Comfama and Comfenalco compensation funds.

9 According to the document presented to the Stockholm Challenge, the contributions of the four main partners in 2006 were as follows: EPM Foundation contributed USD \$556,221 (in kind), Metropolitan Area contributed USD\$165,217 (in cash), Pilot Public Library contributed USD\$652,173 (in kind), and the Mayor's Office of Medellín contributed USD\$78,270 (in cash) as well as USD\$17,391 (in kind). On the other hand, contributions in cash were received in the year 2007 from the EPM Foundation (USD\$147,893) and from the Metropolitan Area (USD\$145,663), while contributions were received in kind from the Pilot Public Library (USD\$10,909), from Universidad Tecnológica de Antioquia (USD\$16,363), from Universidad de Antioquia (USD\$36,363) and from Instituto Técnico Metropolitano (USD\$36,363).

10 Library Parks with full services are set to become the new icons of Medellín with dignified spaces provided in stigmatized sectors. This strategy was conceived by the Mayor's Office 2004-2007 and is the backbone of the transformation proposed in its government plans.

11 The Ministry of Culture of Spain and UNE-EPM Communications joined to contribute books and halls to access Internet services. The operation of each library-park amounts to \$2.500 million pesos (1.25 million USD) per year; the Mayor's Office of Medellín contributes 50% of this amount through the program “Medellín, A City

to Read" and through the Public Libraries System of Medellín project. The remaining 50% is contributed by the Family Compensation Funds through their cooperation.

12 Official Bulletin (Gaceta oficial), December 23, 2008. Sistema de Bibliotecas Públicas de Medellín, Informe de Gestión 2008-2010, Secretary of Civic Culture, PPT.

13 The contributions made by family compensation funds are represented by the personnel responsible for providing the service, the development of educational programs, the contribution of the cultural programming, and the payment of general services and internal security of these facilities.

14 In addition to the Website and the catalogue, the Network provides access to the photographic heritage of Medellín and to bibliographic information of a significant number of materials. The Website was acknowledged among the three best entertaining websites of Colombia and was nominated to the Colombia On-Line Awards granted by the Colombian Chamber of Information Technologies and Telecommunications.

15 The purpose of the National Network of Libraries is to define the national policy, to regulate its operation and to establish the instruments necessary for its integrated and sustainable development.

16 Market Research Project for the Libraries Network on the impact generated on the communities based on the activities bound to the tasks currently underway: ICT and Internet use.

17 Through the Website, users may look for, reserve and renovate loans, and access educational programs, blogs, wikis and on-line communities.

18 A study conducted on July 2010 for the Network indicated that 81% of the users surveyed are from low and medium-low socioeconomic levels, and that 49% of the users are from the lowest stratum.

19 Thanks to their architectural designs, Library-Parks have been awarded the "Lapiz de Acero", "Lapiz Azul", by the VI Iberic-Amer-

ican Biennial of Architecture and Urbanism, and the XVI Panamerican Biennial of Architecture of Quito — BAQ 2008.

20 Results of the impact assessment of the Libraries Network of Medellín and the Metropolitan Area.

21 Dialnet and Ocenet, which can be accessed for free through 21 libraries registered.

22 Young adults, women, senior citizens, children, etc.

23 Speech given by Maria Rosa Machado, Undersecretary of Culture of Medellín during the National Seminar on Local Culture Management 2008— Government of Chile. <http://www.consejodelacultura.cl/portal/galeria/text/text1233.pdf>.

24 Focus group with beneficiaries of the System and of the Libraries Network.

25 Workshops on robotics, building fossils, English lessons, and interviews conducted in neighborhoods, workshops on hip hop and graffiti, technological festival, martial arts, films, art, exhibitions, among others.

26 The Manifest of Zaragoza established in 2006 the guidelines for urban security and democracy during the European Forum for Urban Security.

27 Velasquez, E., Libro Blanco para la Seguridad y la Convivencia de Bogotá. pg. 30.

28 The Minister of Culture of Brazil assured that this type of cultural setting can contribute, as it did in Medellín, to reduce the violence indexes of the zone. Just as the five library-parks that Medellín has, those in Brazil use the space to provide other cultural and recreational options for the citizens, such as reading halls, film and music halls, meeting halls, computers with Internet service, etc.

29 Velasquez, E.; Giraldo, F., *Habitat y Seguridad Urbana*. pg. 187.

07. Centers of Zonal Business Development –Cedezo–

Myriam Marchan Bonilla and Oscar Arcos Palma

Cedezo at Manrique neighborhood, Commune 3, East of Medellin.

1. General Context and Background

The years of violence that the city of Medellin experienced during the 90's due to drug trafficking and paramilitary groups had a considerable effect on the city's economic and social conditions. Paramilitary groups hurt Medellin the hardest between 1998 and 2002. Close to 200,000 people fled to Medellin displaced from rural areas by the actions of these and other illegal armed groups. The city recorded 3,158 homicides during 2000, 3,480 in 2001 and 3,721 in 2002¹.

This situation contributed to worsen the setting of the city's economic activities and one of the foreseeable downfalls was an increased unemployment rate, which in 2002 reached 17.5% on average, affecting mostly young men and women between 18 and 24. The level of underemployment was 31.1%. The armed contingents of the AUC (Autodefensas Unidas de Colombia), a paramilitary group that accepted the reinsertion policy led by the national government since 2002, explains, to a significant degree this high unemployment rate compared to the national total which was 15% that same year².

The diagnostics prepared by the Planning Administration Department of the Mayor's Office of Medellin indicated for those years, further economic and social differences in the areas of the city and an increasingly larger population excluded from the economic dynamics and opportunities for employment, income and credit. Exclusion increases informality, a structural problem in the county, and increases the levels of poverty. For 2002, 60% of the population of Medellin was below the poverty line³ and the rate of informality was 54.6% for the same year⁴.

These circumstances led to the initiative in 2002 of creating the Bank of the Poor – under the Secretary of Social Development of the Mayor's Office of Medellin, to help redistribute income and contribute to the social improvement of the poorest inhabitants of the city by granting micro-loans to finance profitable and sustainable economic projects for products or for services. The initiative took off after reviewing successful experiences in other countries, including Bangladesh, which had created the Bank of the Poor to include persons working in the informal sector and without a banking history.

During the administration of 2004-2007, the Bank of the Poor initiative was pursued and it was decided, in addition to the population that had access to credit, to give it a broader perspective and include among its objectives, recovering the business leadership that had characterized Medellín during the 20th century, which was hurt by the violence that took over the city. In this context, the financial aspect was considered a tool to promote entrepreneurial culture and hence, the municipal administration launched the program *Cultura E* (Culture E) or Culture for Entrepreneurship. The purpose of this program is to support the creation and enhancement of lasting businesses, and to create jobs and income by integrating several initiatives, including the Contests of Business Plans and Capital for Seeds, the Bank of the Poor, the Network of Microloans and Medellín My Business.⁵ Under these circumstances, the Zonal Business Development Centers (Cedezo) were launched in 2005 to engage integrated financial and non-financial services, entities, programs, projects and initiatives that back entrepreneurship and that create income, development and consolidation of very small and family-owned enterprises.

The Mayor's Office of Medellín understood that properly engaging the activities of the Bank of the Poor with what the municipality offered to enhance small enterprises with regards to technical and technological transformations was a necessary condition to meet the overall goals of the city's economic development and to improve the living conditions of its residents, especially the most vulnerable sectors. Consequently, Cedezo was conceived as a driver of public and private offers based on the demand to create, expand and transform the very small enterprises of Medellín.

Workshops were held previously with the community to determine the scope of the Cedezo and to guide its activities. A total of 14 problems were identified. The most relevant problems were lack of money, poor technical training and skills, no channels to connect with the formal business sector (industry, trade and services) and weak associations, among others. However, possible solutions were provided by the municipal administration, such as creating the conditions to access low interest rate loans, and exploring niches of markets in Colombia and overseas.

The community of the areas chosen prioritized the economic activities that would be included in the

Cedezo strategy. These activities included garment manufacturing, neighborhood stores, food production, cleaning items, crafts, restaurants, and artistic and recreational groups.

2. Purposes and achievements of the program.

OBJECTIVES

The Cedezo program set out to reach the following objectives:

- To favor the consolidation of the corporate network in neighborhoods and villages as an alternative to increase the competitiveness and productivity of Medellín. Through this objective, the program intends to meet the specific needs of the entrepreneurs and business people of the city's different areas providing training, corporate advice, assistance, and market access.
- To engage institutions, programs and projects which influence the economic development of the city's areas geared to have more effective impacts on the interventions. The program seeks to promote spaces in which the enterprises can meet with public and private businesses, individual bodies, corporate institutions, and universities.

The municipal administration established the following strategies to meet the objectives:

- To encourage the productive calling of the areas by creating business networks.
- To make an inventory and characterization of the institutions that work in favor of social and corporate development in the areas.
- To create entrepreneurship workshops to engage institutions to the subject of business, geared to create action plans.

The activities carried out, bound to the objectives and strategies to enhance the economy of a zone, are made hand-in-hand with five strategic *clusters* of Medellín, a priority in the policy of Medellín *es Solidaria y Competitiva* (Medellin is Solidary and Competitive):

- Textile *Cluster*: Garment manufacturing, design and fashion.

- Electric Energy *Cluster*
- Construction *Cluster*
- Medical and Dental Service *Cluster*
- Business Tourism, Trade Shows and Conventions *Cluster*

Other important activities for neighborhood economics are kept in mind, such as: Agrofood and forestry products, arts and crafts, among others. The purpose of the Cedezo program is based on the need to connect the productive networks of the areas with the most economic disadvantages with the city's consolidated productive chains as well as national and international markets.

PRINCIPLES AND FOCUS

Designed to enhance and expand business networks, the Cedezo begins by recognizing the particular conditions of the productive and trade units of each zone, and by identifying the potentials within a zone's immediate setting and within the city. Based on analysis, the program pin-points the needs of infrastructure and the institutional capabilities of the zones to support and assist the processes to create and transform business initiatives and to enhance the business network (Figure 1).

Alongside the overall objectives of the city's development plans during the last two administrations, the Cedezo responds to the strategy of using education for cohabitation, civic culture and fighting illegality, alternatives to decrease violence and reach significant transformations in human development and security.

In this context, the first five Cedezo (opened in Santo Domingo Savio, San Cristobal, San Javier, La Ladera and La Quintana) were set in zones of Medellin that experience economic and social shortages; places which displayed in the past decade high rates of violence and crimes. The zones chosen to open the Cedezos matched the zones that the administration of 2004-2007 identified as strategic to carry out the *Medellin la Más Educada* (Medellin, The Most Educated) policy; intended to overcome social inequalities and to be a medium for social cohesion, training citizens, decreasing violence, and creating social opportunities. Today there are eleven Cedezo and three service locations⁶ (Figure 2) which represent the municipality's service with the aid of diverse public and private

organizations, depending on the needs of the culture of business entrepreneurship of each zone. (Figure 3)

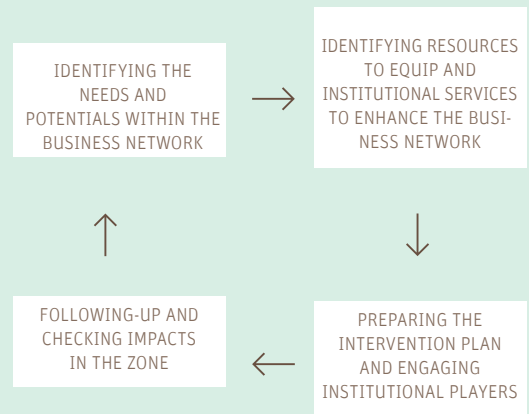
The municipal administration during the 2004 – 2007 period, set out to prove to the communities chosen and to the citizens at large that the *Cultura E* (Culture E) strategy was a remarkable option to face the phenomena of violence and exclusion. At times when Medellin lived the most dramatic fear, and reinsertion processes of unlawful groups took place after attacking the region for a little more than a decade, the Mayor's Office set out to prove that the public policies of education, job creation and making an income were admissible routes to overcome the resentment and pain, and to build a society increasingly inclusive and humane.

The first Cedezo, opened in 2005 in the neighborhood of Santo Domingo Savio of Commune 1, was the epicenter of a good number of periods that tackled significant violence. This zone, as different analysis conducted by the municipal administration point out, had almost entirely lost its business leadership to drug trafficking, the culture of easy money and the illegal economy. However, the Cedezo set in this commune proved the determination of the State's presence and the compliance with its duties in the market. Initially, the activities focused on sensitizing and providing basic training in classrooms, churches, community

Cedezo Intervention Model

Fig. ⁰¹

Source: Secretary of Social Development – Mayor's Office of Medellin



Cedezos and Service Locations

Fig. 02

Source: Mayor's Office of Medellín

CEDEZO	SERVICE LOCATIONS
<ul style="list-style-type: none">• Santo Domingo Savio• San Cristobal• San Javier• La Ladera• La Quintana• Manrique• Belen• Moravia• Centro• Santa Elena• San Antonio de Prado	<ul style="list-style-type: none">• “Más Cerca” in Castilla• “Casa de Gobierno” in Altavista• “Casa de Justicia” in San Sebastian de Palmitas

Cedezo Locations

Fig. 03

Source: Mayor's Office of Medellín



action board or community organization centers, while the local administration equipped the Cedezo centers. Later, Medellín built additional Cedezos and three service locations, as observed at the end of the year 2010.

Each of the centers and service locations conduct continuous activities in an orderly fashion to build ties between business people and traders, while door-to-door visits are made to establish and create relationships built on trust. The presence of the State and the coordination and engagement of the Mayor's Office through each Cedezo, is closely defined in the following two settings (Figure 5):

1. Engaging public and private institutions that work in favor of entrepreneurship and business creation⁷ in the city.
2. Supporting the decentralization of services for entrepreneurship with the purpose of guaranteeing the population in different communes and localities of Medellín easy access to these services.

Early on, the Cedezo program focused on creating a bridge between the productive or services-related unit object of the assistance provided and the collaborators engaged in the process through public bids, to create and enhance the business unit. This involved training courses, technical assistance and sales. In recent years, a new ingredient has been used: Participative Budgets, which encourage the citizens' participation to design public policies and

to establish local development plans. Consequently, there are aspects related to business development today in these plans.

The development of the program has included the creation of an On-line Information System, with the help of the Deputy Secretary of IT of the Mayor's Office of Medellín, the Culture E program (Medellín Digital), geared to build a data base of beneficiaries. The goal is to monitor the business training and education processes as well as their economic activities in the markets.

PLAYERS' PARTICIPATION IN THE PROGRAM AND INTERACTIONS WITH OTHER PRACTICES

Although the Cedezo was not initially planned as a program engaged to other public policy initiatives of Medellín, it is worth observing the context of the *Medellín, The Most Educated* policy maintained during the last two administrations of the city, and the goals of the development plan of the current Government with regards to solidarity and competitiveness. Given that these goals are bound to the city's plan to seek opportunities for education and jobs for all of its citizens, without exceptions, the Cedezo gradually established a particular synergy with other practices of Medellín which contribute to the overall goals of the city's development.

The engagement of the Cedezo to the Peace and Reconciliation program has been quite significant: The Bank of the Poor and the Cedezo helped to carry out part of the commitments made by the National Government with regards to training and finding jobs for the people engaged in the disarmament and demobilization process.

The Cedezo program, viewed from the perspective of the Culture E program, has promoted the participation of different players from the public and private sectors (Figure 6). The intervention method used demands engaging different institutions, programs and projects to provide business assistance.

The Cedezo also gathers objectives, programs and activities which are carried out by other public entities of the municipal administration and of interest to this particular program. This includes the Secretary of Social Development with the activities of the Agricultural Rural Development Unit, which particularly benefits very small agricultural enterprises of the localities of Santa

Key Dates of the Process

Fig. 04

- December 16, 2005: Inauguration of the first Zonal Business Development Center –Cedezo- in Santo Domingo Savio.
- 2008. Recognition for "High Management Bank of Success". First attendance in Colombiamoda, a trade show of garment manufacturing and fashion in Colombia.
- February 2010: Cedezos join all of the programs of neighborhood entrepreneurship of the Mayor's Office (Solidary Economics, Secretary of Womens' Affairs, Participative Budget, among others), turning into the city's driver of neighborhood entrepreneurship.

Activities of the Cedezos

Fig. 05

SUPPORT ENTREPRENEURSHIP IN THE ZONE

This consists of developing processes to sensitize, training and guide the community on entrepreneurship niches which may be carried out in the neighborhoods of the zones included in the Cedezo program, giving priority to include young adults and social economy groups with business initiatives.

ENHANCING EXISTING BUSINESS ACTIVITIES

This initiative includes very small businesses, family-owned businesses, associations and enterprises which have applied on their own to microloans through the Microloans Network or the Bank of the Poor. This process identifies the need of business enhancement, and the Cedezos establish a plan to assist this process, providing technical aid to businesses, trade unions or college centers which act as Big Brothers, using the productive chains method. This in turn points out the processes of technical change and technological innovation and alternatives for business organization and access to markets. These processes promote integrating businesses among business people of the zone, for instance: to create business associations incorporated by very small businesses devoted to the same productive activity.

COMPLEMENTARY BACKUP SERVICES

The Cedezo offers business people in the zone and the community at large, other services backed by external agents, including job information services, information of training to find jobs provided by business development entities of Medellin, access to halls for hold work meetings with business people, and providing telecommunications and telematic services, among others.

Elena, San Sebastian de Palmitas, San Cristobal, San Antonio de Prado and Altavista.

The ties between the Cedezo and the Park of Entrepreneurship (within the Culture E program created in the administration of 2004 – 2007 period, and in still in force during the current administration (2008-2011)) represents the most important relationships that the program has established with the public entities of the local administration. Park E, a setting of 1,000 square meters that is part of the city's Entrepreneurship and Research Center, is located between the campus of the University of Antioquia and SIU (University Research Unit). The purpose of Park E is to promote entrepreneurship among young generations, making use of the knowledge built by diverse local organizations and universities.

Culture E and Park E enable business initiatives bound to the Cedezo program to identify opportunities to be part of regional, national and international markets. Moreover, they are the path taken to access other opportunities, such as the Business Plans Contest and Capital Semilla (Capital for Seeds), the Bank of the Poor with their favorable interest rates for loans, the Microloans Network, and Medellin My Business, among others. Through Culture E and Park E, the Cedezos establish ties with the High Quality Schools for Equity and Cohabitation of the Secretary of Education, particularly to create business and leadership workshops. In addition, the Cedezos have worked with business initiatives of Medellin, such as the strategy led by the Medellin-Antioquia Chamber of Commerce known as *Medellín, Ciudad Cluster* (Medellin, A City of Clusters).

The participation of universities is a milestone that gives continuity to enhance the business units. A good example is the School of Economic Sciences of the University of Antioquia which entered an agreement with the IDB. The purpose is to engage students in the business advice processes. The University in this context is a major player that boosts enterprises in the legal, financial, accounting, marketing and administrative areas⁸.

Lastly, the construction of centers for Cedezos has been structured bound to the city's large-scale works known as Integral Urban Projects (PUI's), such as the Library-Parks, High Quality Schools, the Farmers'

House School, the School of Arts and Crafts, and Park E (Park of Entrepreneurship) of Medellin.

RESULTS

The communities' acceptance of the program has been quite positive and has led to make an impact on the economic development of the areas of influence. The Cedezos are understood as tools that go beyond their physical space and represent a program that engages administrative issues within communities, boosts economic aspects of the zones, and engages public and private institutions as well as universities throughout the city.

Another positive aspect is observed by decentralizing the economic development service provided by the Mayor's Office given that the Cedezos are physically present in the communities. Acting as bridges, Cedezos have been able to create spaces focused on enhancing the communities' business network not only with institutions in the zone but from the entire city, and displaying a public administration that has closer ties with the people. The presence of Cedezo in the communities has gained the municipal administration's recognition as a major player in the zone's economic development, and a communications channel in all matters pertaining to Medellin's business and economic aspects. Cedezos turned into a setting where very small enterprises and entrepreneurs could find guidance according to their needs, both through the services directly provided by Cedezo and through what the city provides on this matter (contexts, talks, forums, seminars, among other activities carried out or proposed by other institutions).

The following shed light on the difficulties faced by the process:

- The community's overall mistrust of the public sector. To face this situation, which was a complex task early on in the program, work teams were established with the communities before the arrival of Cedezo to the zone and permanent teams were established thereafter. The purpose was to build relationships with the community based on trust and to try to close the gap between the municipal administration and the spaces created for economic development.

• Training saturation before the arrival of the Cedezos: As a result of the lack of coordination and the excessive training offered in several zones of Medellín, particularly on entrepreneurship, participating in these types of settings was promoted within the community. To overcome this situation, the Cedezos have worked on building an education route for entrepreneurship using the intervention phases previously established by the program. Every player involved can provide its strengths, expertise

or the population that has not been served by other entities. Furthermore, other types of services had to be enhanced to complement the training programs, such as specialized advisory services.

• Difficulties to handle databases: Cedezo, a young program only in operation for five years in Medellín, has displayed rapid growth and become massive. However, the strategies and tools used to handle the information have been gradually depleted.

Players Engaged in Cedezo Activities

Fig. 06

Source: Secretary of Social Development – Mayor's Office of Medellín

OFFICIAL ENTITIES	UNIVERSITIES	TRADE UNIONS	OTHER ORGANIZATIONS
<ul style="list-style-type: none"> • Ministry of Health • Administrative Department of Planning –DNP– • SENA (National Training Service) • Secretary of Civic Culture • Secretary of State • Secretary of Women's Affairs • Secretary of Social Development (Agricultural Rural Development Unit –UDRA–) • Secretary of Health • Secretary of Education • Empresas Públicas de Medellín –EPM– • Park E • Library-Parks • ARVI Park • Inder • Public Space • Management of Localities • Unit of Solidary Economy • Metro de Medellín 	<ul style="list-style-type: none"> • University of Antioquia • Eafit University • University of Medellín • University of San Buenaventura • Esumer (Higher Education Institution in Marketing Techniques) • University Colegiatura Colombiana de Diseño (School of Design) • Salazar y Herrera Educational Institution • Pontificia Bolivariana University • ITM (Metropolitan Technological Institute) 	<ul style="list-style-type: none"> • Chamber of Commerce • National Federation of Traders –Fenalco– • Microloans Network 	<ul style="list-style-type: none"> • Comfama • Bancolombia Foundation • Medellín My Business (a public-private alliance between the Mayor's Office of Medellín and the Chamber of Commerce, backed by the Colombian Association of Small Businesses –Acopi–) • CAME (Center to Support Entrepreneur Women) • Passionate About Medellín • Medellín Global • Business Development Centers –CDE– • International Colombia Corporation –CCI– • Technological Development Centers –CDT– • Business Incubators Technologically-based • Regional Productivity Centers –CRP–

Software is needed to conduct a follow-up of the process and to gather the background of each business person, guaranteeing optimum service.

The results, summarized under strong and weak aspects, are listed below:

STRONG ASPECTS

- The intervention of business people based on their needs, not based on what institutions that support the program wish to provide.
- The theory and hands-on assistance provided to entrepreneurship and business creation processes.
- The rating of business people based on their profiles —per type of business person or phase.
- The public-private alliances made, which give way to a good number of programs and activities raised from the inter-institutional plans.
- The strategy to decentralize the centers and services.
- The program engaged to the city's entrepreneurship, which may be replicated in other cities.
- The creation of an installed capacity among business people, eliminating the myth of the State's paternalism.

WEAK ASPECTS

- Lacking software to handle the information rising from the work done by the Cedezos. There is a database that properly characterizes the users, but no follow-up and verification of impacts are feasible. This creates the need to build an information system and to tie it to other systems of the municipal administration as well as the organizations engaged.
- Personnel shortage to serve all of the activities created by the program.
- Dependency on the municipal administration; political changes can put the program's continuity at risk.

SUSTAINABILITY

Cedezo is a program of the Mayor's Office of Medellin that is not created by a municipal decree, and hence, financially depends of the municipal administration. Consequently, its operation and continuity directly depend on political will and interest. Medellin should establish the need to provide Cedezos a political place in the State and an increased potential to influence the realities that somehow have contributed to create poverty, violence and citizen insecurity during the last decades.

3. Lessons Learned

INNOVATIONS

The Zonal Business Development Centers —Cedezo— have served to improve the income of the most vulnerable communities of Medellin, by engaging very small enterprises and entrepreneurs to the offers provided by the city on entrepreneurship and business creation, involving administrative, technical and financial aspects, all through an important public-private alliance.

Diverse sectors of the economy, including education (through universities), and business associations, have provided services that these communities never had before. The programs and services offered to the zones and the location of the business initiatives in sectors that have tackled violence, crime and forced displacement, have turned into a factor that underlines that sound relationships are possible between the State, the private sector and the community. Decentralizing the services offered today in the zones of the city where the presence of the municipal administration is required the most, has been a valuable asset that helps create proper conditions for social cohesion, solidarity, welfare and human security. The Microloans Network, for instance, offers users a very wide range of loans from the city's banking system, which may be accessed through the Cedezo.

As a part of the Culture E program, these Zonal Business Development Centers are a tool to sensitize populations in vulnerable conditions on business aspects. In turn they can improve the operation of a business and consequently, create more capability to increase income and new jobs. Cedezos transfer a business philosophy that improves the quality of life of impoverished populations affected by violence or experiencing forced displacement.

The business people that benefit from the activities of the Cedezo, create better and larger opportunities of development in that same zone, create business networks, and show the positive aspects of the commune to the city. Moreover, this program promotes participation in the cohabitation and education groups to analyze the setting and to define how to provide the most proper assistance. A sample is shown in the Library-Park La Quintana, where the Cedezo staff goes to the community, instead of people having to go to

Testimonial of a Small Business Owner that won the “Capital Semilla”
(Capital for Seeds) Contest

Fig. 07

“Before entering the contest, I worked alone. I produced few units and sold them in the street. Cedezo helped me to create a business plan, to improve my work and administration techniques, and to find spaces where to place my products. In time, I shifted from having an informal to a formal business. My initial motivation was led by earning money for my family, and conflicts rose since the company was in my same house. But as I began to expand, I saved enough to move my family to another house and to use the first house for my company. This process changed my life. I have made progress in four years and now I am being trained in business and design to continue my life project. (Qualification Project of the crafts sector in Medellin, backed by Bancolombia. Attendance in training workshops held by Pontificia Bolivariana University on subjects related to design and innovation. Introductory course on design at the Colombian School of Design).

When I presented my project to the Contest, I did this is thinking I could include people that logically displayed negative aspects in their personal development (people in the neighborhood unemployed and frustrated by the lack of access to education and to the services of the city). When my business took off, I sought to provide opportunities for young adults who still underwent school training. Cedezo trains them, and the young adults work in my business while they complete their studies. They not only use their free time in productive activities, but also gain their dignity and prepare to learn a skill that will provide them job opportunities ahead.

Other persons that I have hired have experienced and suffered displacement. They belong to the same family core. Although I cannot account for their personal conditions, I do know that they have improved their quality of life based on their earnings. Indeed, they develop job skills and aptitudes, and create a sense of commitment towards the business. There was a lady that worked for me for a year and a half who was a victim of domestic violence. Today, she has her own business in another commune and is her own boss.

These experiences allow me to state that, if I ever require hiring more workers in my business, I would not hesitate to continue supporting the people that have suffered from violence, forced displacement or lack of opportunities. I have a huge commitment towards the community, and that is why I engage them to my business’ activities, which in turn, helps to build new opportunities that young adults may be seeking in life”.

Jorge Cuellar, Cedezo of La Ladera

Jorge lives in the neighborhood of Enciso, Commune 8, in the central-eastern sector of Medellin. He is a craftsman and has been 4 years under the Cedezo process. He began to work in his crafts when he was 18, and began by selling products on the street. Today, he owns a shop with six employees: four in production, one in sales, and one in management and trade.

them due to several mobility restrictions as a result of the sector's insecurity.

TRANSFERABILITY

Cedezo has become a landmark for cities that intend to work on issues such as informal jobs, social inclusion, violence and insecurity. This program offers the following advantages:

- Cedezo represent a space that addresses the needs of technical, technological and organizational enhancement and transformation of the population's business initiatives with the transfer of knowledge made by the consolidated business sector and the higher education sector.
- Cedezo is a space to build social, business and community networks.
- This program establishes spaces that promote, based on business dynamics, social inclusion, creating added value, jobs and income in the areas of influence. Hence, Cedezos are drivers of the endogenous development of a zone.
- Cedezo is the foundation to create business incubators whereby the assistance of business people favors the generation of synergies and associations among them, giving way to creativity and innovation.

4. Conclusions

Cedezos represent an initiative of the government geared towards social inclusion and the elimination of poverty, violence and insecurity in Medellin. One of the factors that explain the precarious conditions of a considerable portion of the population of Medellin is the lack of education and job opportunities. Low income levels are added to the high unemployment and sub-employment rates recorded in the early years of the decade displaying the challenges which inclusion had on the city's governments.

It is worth pointing out that the Culture E program and the Cedezo initiative focused on overcoming one of the most frequent failures of national governments throughout Latin America: the belief that providing loans and sales alone solve the problems of very small enterprises.

Certainly both are necessary, but they are not enough to guarantee the success of the inclusion of small business units in formal and consolidated networks. The municipal administration was right to provide assistance through the Cedezo, emphasizing the solution to those problems that very small businesses in low levels of poverty face. The problems related more to qualifying technical skills, technological innovation, and incorporating organizational schemes that go hand-in-hand with the skills of the modern business world.

The testimonials of beneficiaries point out that the municipal administration has been consistent with its overall political goals with regards to seeking development and human security for its population. Creating settings based on trust, in zones with high rates of violence and poverty in the past, and later building job opportunities and income in the zone, creates valuable external lessons for the city as a whole.

Learning is another result of the program worth highlighting since the communities were particularly skeptical towards public institutions. The experience has led others to learn about the social dynamics that help build trust in a person and in an institution based on actions and results. The manifest social responsibility of different players of society has been a key to this process, engaged in an authentic public-private setting and sharing the commitment of a better future for Medellin.

NOTES

1 Source: Secretary of State of Medellin.

2 Source: DANE, Labor Market Statistics.

3 The Poverty Line indicator represents a view of poverty based on the principal that income becomes consumption that meets basic needs, within the cultural restrictions of a society. The income of a person or home indicates its capacity to meet its needs. This indicator accepts the consumption of food as a proportion of the set of other goods and services, based on relating its cost to the total expenses of homes with lower income levels.

4 Source: DANE, Labor Market Statistics.

5 An organization that promotes programs and mechanisms to finance innovation. It follows-up how the enterprises engaged in *clusters* of the Aburra Valley and Medellin integration.

6 Service Areas began to operate the first half of 2009. These are mobile spaces that decentralize the activities of the Cedezos per local branches, to provide a wider coverage of the services provided to the community, particular in those areas with difficult access for possible entrepreneurs or business people.

7 A concept closely linked to the goal of Cedezo is Neighborhood Entrepreneurship. This is defined as a social strategy that uses public and private resources and opportunities to provide development and inclusion to the citizens that wish to promote their business and productive activities. This is a new setting to work on and improve the socioeconomic conditions of the zone's emerging business network. This requires the support of organization, trade unions, the financial sector, universities and above all, people and entrepreneurs that jointly seek to create income and jobs to improve their purchasing power on a short, medium and long-term basis.

8 Interview with the Manager of Enterprises, Paola Andrea Lotero Barrientos, Management Assistant of the Cedezo of Manrique.

08.

High Quality Schools for Equity and Cohabitation

Myriam Merchan Bonilla and Oscar Arcos Palma

municipal administration assigned close to 40% of Medellín's total annual budget to Education and to complementary programs during the 2004 – 2007 period. The initiative took shape in the policy known as *Medellín, la más Educada* (Medellin, The Most Educated), a vision of the city complemented with another fundamental core of the 2004-2007 administration: The security policy. This policy focused on educating citizens and on creating social opportunities. Bound to this policy, the municipality adapted the education for cohabitation, civic culture and fighting tackling illegality; all alternatives to decrease violence and to reach the city's transformation using the slogan *Del Miedo a la Esperanza* (From Fear to Hope), words used by the Mayor himself.

This same perspective as been maintained in the 2008 – 2011 Development Plan, known as *Medellin es Solidaria y Competitiva* (Medellin is Solidary and Competitive). Focusing on rights, the Plan continues the Medellín, The Most Educated policy and acknowledges that education is the backbone that leverages the city's development, creating opportunities, overcoming inequitable conditions and improving the capabilities and skills of society based on knowledge for the 21st Century as well as civic cohabitation, and human and social security.

Admittedly, Medellín has pushed forward for the past seven years in its vision of being a city of opportunities where quality education is assumed as a right rather than a privilege. Therefore, the program of High Quality Schools for Equity and Cohabitation has much significance in the public policy of education. This is conceived using an inter-sectorial and inter-institutional model, with the active participation of private schools, universities and the academic sector, as well as the business and social sector, all geared to overcome poverty and inequitable conditions.

The first step taken by the High Quality Schools for Equity and Cohabitation program was to carefully analyze a study conducted by CIDE-Eafit University⁵ in the year 2003. This study pointed out that the city's largest challenges were the poor educational quality of the public sector, the poor efficiency and cohabitation, and low coverage rates to provide integrated services to early and middle school grades. In addition, this study stated that the results of the student's education depended on the quality of the educational

institutions, their capability to add value in terms of guaranteeing the student's remaining in school, and to enhance cohabitation. The study acknowledged that a *bad environment* makes it difficult to provide a proper education policy, which meant the need to have proper materials, qualified human resources and a sound school management.

The results of the study established that a 10% increase in the quality of the teachers would lead to increase the quality of the education by 5.3%. Likewise, that a 10% increase in the quality and number of physical facilities would lead to a 1.4% increase in the quality of the student's education. The study also referred to *educational management*—particularly to the design of the curriculum— and to *school time management*, whereby a 10% increase in both cases would result in a 2% increase in the student's educational quality and a 1.1% increase of managing school time.

The study also underlined that to increase the quality of the students, educational authorities should neutralize the negative effect of the students' surroundings and social problems. This is done by establishing strategies aimed to improve the quality of the teachers' education and reviewing the curriculum, ensuring the proper quantity-quality of the physical facilities and handling school time. To solve the problems of students dropping out of school and failing grades (identified as the most critical) the policy should include the following variables: the families' income and educational level, safe socioeconomic surroundings, social and health problems of the students, and intra-family violence and child abuse. There was the conviction as well that a proper treatment of social problems should lead to improve cohabitation; a 10% of improvement of the social problems should represent a 3.2% improvement of cohabitation. Increasing the quality of the teachers would improve cohabitation by 3.1%. Likewise, if the teachers increased their activities to improve their students' performance by 10%, cohabitation would increase 2%.

Bound to the Medellín, The Most Educated policy, the High Quality Schools for Equity and Cohabitation program was designed to implement significant transformations in terms of quality in Medellín and hence, to contribute to overcome inequitable conditions as well as the city's historical social and economic gaps. The Council of Medellín strongly supported this initiative

while the civic, social and corporate organizations assumed a commitment of co-responsibility to the program, and to the present and future of Medellin.

2. Purposes and Achievements

OBJECTIVES

The High Quality Schools program intends to increase the quality of education using an integral intervention model that favors the access, commitment, cohabitation and learning process of teenagers in innovative learning settings, led by teachers and directors committed to form good citizens for the 21st Century. This is backed widely by corporate, social, academic and institutional sectors, with the conviction of making *Medellin, The Most Educated*.

The principles established in the program, which guide the activities, are the following: Equitable conditions, Enhanced cohabitation in and out of the school setting, and Integral and coordination activities. The element that sets this apart from the rest of the educational policy is the joint effort made by enterprises, foundations, corporations and the educational sector (private schools, public schools and universities). To give shape to the will to make

alliances and to cooperate with the different sectors engaged in this program, the municipal administration acknowledged the importance of delegating the leadership of this program to the private sector. Mr. Hector Arango Gaviria was appointed *ad honorem* for this task. Mr. Arango is a senior-level corporate and social director in Colombia, capable of applying and using the public policies to his well-known and vast experience in the social responsibility programs of the GEA (Grupo Empresarial Antioqueño)⁶.

PRINCIPLES AND FOCUS

A main feature of the program, which is engaged to the integral social development model for the transformation of Medellin, is its social urbanism component. This is visible through the learning spaces, which are defined as dignified and safe urban settings. These include mobility, public space and infrastructures that meet the educational, cultural, scientific, technological, sports and recreational needs of the residents, among others. These spaces incorporate a wide range of settings to improve and enhance culture, and many have turned into representative icons of Medellin.

The *High Quality Schools for Equity and Cohabitation* program can be observed retrospectively in two different periods and under two different targets: The first takes place when the 2004 – 2007 Development Plan

Scheme of the *High Quality Schools for Equity and Cohabitation* program

Fig. ⁰¹



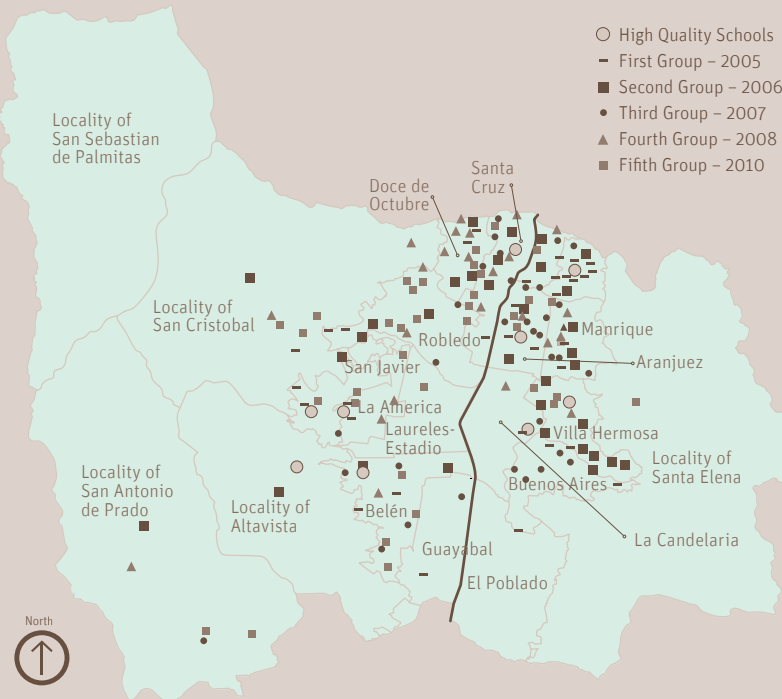
was established and when the program High Quality Schools for Equity and Cohabitation was created to intervene the first 100 educational institutions located in Medellín's impoverished areas, with unfavorable urban facilities and insecurity. The program, which is complemented by other programs of the Mayor's Office (Figure 1), involves interventions in the fields of nutrition, healthcare, learning settings, improved school management, emphasis on the academic element, all aimed to increase the main educational indicators (stay in school, academic performance, students continuing their studies in higher education).

The second period involves building ten new High Quality Schools in sectors of Medellín with clear socio-economic difficulties and a high demand for education. The "open school" philosophy under which the new settings are built, seeks to show citizens the processes that take place within the educational institutions and to use the schools' spaces as places to meet. The open school philosophy clearly contributes to an integral education and to develop skills and opportunities. Hence, schools become part of the public collective space as well as the natural surroundings of the citizens. During the years 2008 – 2011, Medellín engaged 60 additional High Quality Schools to the program and established a quality management model.

Location of educational institutions of the *High Quality Schools* program 2005 - 2010

Fig. 02

Source: Mayor's Office of Medellín – Secretary of Education



The activities of the High Quality Schools for Equity and Cohabitation program are geared towards facilitating access, permanence, quality and pertinence. This is done using different initiatives, such as: The Student Ticket, which provides lower rates to use the mass transportation system among young adults up to 24 years old of stratum 1, 2 and 3; Motivating young adults towards receiving a higher education, financing their tuition and economic aid through programs such as the EPM Fund and the Participative Budget; Nutritional Complements, providing school cafeteria programs; Improved health conditions; Psycho-social service; and promoting recreational and sports activities. The activities primarily geared towards educa-

tional institutions include: Public and private-sector assistance to increase the institution's quality, improved learning settings (infrastructure renovation or repair), providing educational materials, text books, libraries, computers for educational purposes and Internet use; Educating teachers (School for Teachers); and advice to enhance institutional and classroom processes within the four pillars of school management: directors, academic, administrative-financial and community. (Figure 5)

The strategy of Social Urbanism within the program transcends the construction of *Learning Settings*, and seeks to engage the program with *Medellin, The Most*

Location of High Quality Schools

Fig. 03

Source: Secretary of Social Development – Mayor's Office of Medellín



- 1. Angela Restrepo Educational Institution \ • 2. Horacio Muñoz Suscun Educational Institution \ • 3. Debora Arango Educational Institution \ • 4. La Independencia Educational Institution \ • 5. Benedikta Zur Niedan Educational Institution \ • 6. Priest Antonio Jose Bernal Educational Institution \ • 7. Santo Domingo Educational Institution \ • 8. Francisco Miranda Educational Institution \ • 9. Joaquin Vallejo Arbelaez Educational Institution \ • 10. Hector Abad Gomez Educational Institution \

Guidelines to find the location of the High Quality Schools

Fig. 04

- Low quality of life indexes in the commune
- Coverage need. Higher demand of educational service
- Surroundings with socioeconomic setbacks, psycho-social and health risks among students
- Shortage of policies that integrate nutrition and health to serve students
- High rates of students failing grades
- Dropping out of school at an early age; young adults drop-out without finishing high school or middle technical school
- Inadequate physical facilities and furnishings
- Poor-quality teachers
- Weak school management among directors and administrators, and poor curriculum development
- Poor results in cognitive or basic national standardized tests (ICFES and Saber)
- Poor results in quality processes

Educated, which in turn, works alongside the integral social development model used for the entire city. The High Quality Schools operate with other references – civic, cultural, scientific, technological and entrepreneurship – through citizen meeting settings that complete the traditional educational processes, such as: Library-Parks⁸, The Explora Park⁹, the Botanical Garden¹⁰, the Integrated Urban Projects (PUI¹¹), the Cultural Development Center of Moravia¹² and Parque E¹³ (related to corporate entrepreneurship).

The projects and programs of the city's educational policy (Figure 6) cover the chain of value based on an inclusive philosophy, keeping in mind that the initiative is backed by the private, social and academic sectors.

Bearing in mind that everybody is entitled to a top-quality education and to remain in the educational system—from kindergarten to college—, and focused on the development of skills and on the expansion of opportunities, the *High Quality Schools for Equity*

and *Cohabitation* program is based on strategies that spread knowledge, provide access to information technologies, and promote infrastructure works as well as social furnishings and public spaces stamped as social urbanism, all geared to improve the creation of habitat, and dignified, accessible, safe settings.

By gathering the principles and focus of this program, it is possible to state that an underlying portion of the *Medellin, The Most Educated* program is the perspective of social and cultural prevention, since it intervenes on those structural factors that impede the access, remain, cohabitation and quality of the learning process of the most vulnerable areas of Medellin. Indeed, the strategy of the program is to teach citizens to respect themselves and others as well as their surroundings, with knowledge, attitudes and skills, and to become proactive participants in the social transformation.

DEVELOPMENT OF THE PROGRAM

The program's development primarily lies on its financial strength derived from the transfers made by the Nation (about \$1.71 billion pesos) every four-year terms of the government. These resources are mostly destined to cover the payroll of teachers and personnel in the national educational system engaged to the institutions. Other resources –financial, technical, human and project assistance- are obtained from the municipal administration through alliances made with business people and through co-responsibility models with the private, social and academic sector.

From 2006 to this date¹⁴ the contributions rising from the alliances above mentioned exceed \$100,000 million pesos. During the last three years, resources derived from these alliances were estimated at \$25,000 million pesos, of which 85% are used for assistance processes, technical advice, training teachers, and academic and cultural initiatives; while the remaining 15% is used for materials and improvements of the educational institutions.

Another key aspect of the process has been the enhancement to plan, follow-up and access processes through the creation of the Quality Laboratory led by Eafit University¹⁵ and the Secretary of Education. This initiative was born as the result of the public-private alliance backed by the Council of Medellin, the Corona

Programs Offered by High Quality Schools for Equity and Cohabitation

Fig. 05

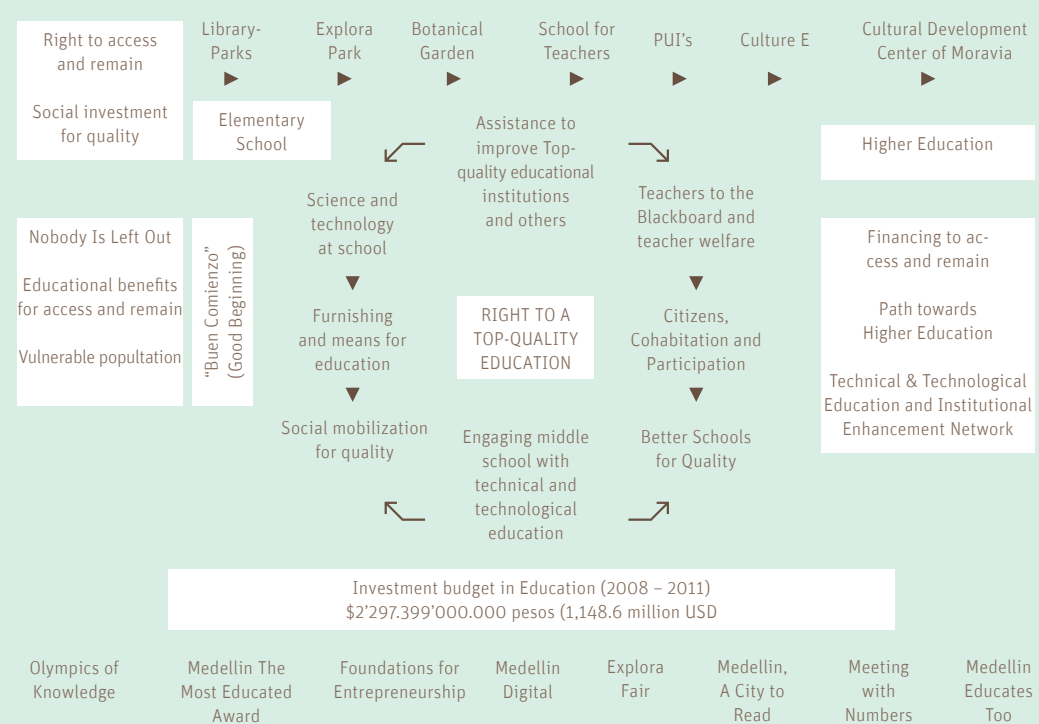
Source: Mayor's Office of Medellín – Secretary of Education, High Quality Schools for Equity and Cohabitation: A strategy of intervention geared towards impacting education, primary results of the program's impact assessment, Quality Laboratory, 2010.

AREA	PROGRAM
Context	<ul style="list-style-type: none"> • Financing the students' right to education ► • Nutritional programs (breakfast, lunch or complementary) • Student transportation ticket • Medical assistance (Healthy Schools, vaccination)
Educational Management (improvement process)	<div data-bbox="388 579 632 968">At the Educational Institutional level</div> <ul style="list-style-type: none"> • Self-diagnostics (self-evaluation) and institutional improvement plans (advice to prepare them) of students • Business volunteers (Leaders for the 21st Century) • Advice on school management enhancement (SEM Quality Unit) ► • Recontextualization of curriculum plans • Advice on ISO 9000 Quality Certification of students • Medellín The Most Educated Award • Knowledge Olympics • Quality Pacts • School cohabitation enhancement <div data-bbox="388 999 632 1211">At the Classroom level</div> <ul style="list-style-type: none"> • Psychological assistance • IT Club (on-line communities) • Swifter learning classrooms ► • Medellín también educa (Medellin Educates Too) • UNIRES (Social Renewal Integrated Units) • Service to vulnerable populations • Levelling courses
Resources for Learning	<div data-bbox="388 1242 632 1388">Physical</div> <ul style="list-style-type: none"> • Infrastructure (new or improvement of existing) • Furnishings (I like my school) ► • School texts and consultation material (biblio-banks, educational exhibition) • Medellín Digital <div data-bbox="388 1420 632 1503">Human</div> <ul style="list-style-type: none"> • Maestros al tablero (Teachers to the Blackboard) (School of Teachers, workshop classrooms) ► • Medellín Digital • Education of teams of directors
Engagement with higher education and the productive world	<ul style="list-style-type: none"> ► • Engaging educational institutions with the productive world and higher education (middle school)

Medellin, The Most Educated Model

Fig. 06

Source: Mayor's Office of Medellín – Secretary of Education



Foundation and the Proantioquia Foundation. The Quality Laboratory targets the construction of an information system that analyzes the results of the Saber standardized test, while it implements the documents and systemizes sound practices and significant experiences, and supports the program's planning, monitoring and assessment processes.

Bound to the Quality Laboratory, the community and educational institutions developed a strategy known as Zonal Meetings for Quality in Education, disclosing the results in diverse publications, including *La Ruta del Mejoramiento*, *Buenas Prácticas* and *Indicadores de la Educación Medellín*.

The above mentioned process, developed by the High Quality Schools program during the two governments in term since 2004, included 160 educational institutions, 765 directors, 6,700 teachers, 270,000

students, and more than 300 volunteers from 190 institutions of Medellín, who serve the model's development carrying out activities to strengthen director's management, strategic planning, monitoring indicators, and a culture seeking improvement.

The 160 institutions signed a Quality Pact with the Mayor's Office of Medellín which engaged the community and its leaders to show its collective commitment. The pacts were signed keeping in mind the following aspects:

- To guarantee the right to a top-quality educational system, without any discrimination, commitment and continuity based on the needs of the school-age population.
- To improve the learning results of children and young adults, procuring high academic and social performance, and encouraging positive attitudes

that will boost them to value education as an option for their life.

- To promote the development of skills among citizens to protect and guarantee human rights, to encourage peaceful cohabitation, participation, democratic responsibility, the identity and respect of differences, participation, co-responsibility and the spirit of collaboration.

By signing the Quality Pacts, the institutions defined their future and turned the pacts into instruments that guide their planning, follow-up and assessment, all backed by the Quality Laboratory. The activities carried out since 2004 have placed education on the agenda of the citizens of Medellin based on the coordinated participation of multiple players, something unheard of in Medellin and in Colombia.

As a result of the experience gained during the first four years of the High quality Schools program, Medellin structured a pilot management plan for the schools which began under administration of 2004-2007 and continues under the current administration (2008-2011), known as High Quality Schools. This plan not only focuses on the management model but also includes the activities carried out by universities, enterprises, private and public schools. The ten new High Quality Schools of the pilot project are conceived as urban landmarks, centers for community meetings, and structures that improve the quality of life of the communities benefitted.

The intervention of these important infrastructures guarantees that these schools are spaces for top-quality education, science, technology and citizen meetings, all promoted and directed as a strategy that understands the four pillars of educational management: directors, teachers, administrators and the community. Each of these schools made an alliance geared to create strategies that meet the demands of the four management pillars. The process is led by the school's principal, the school's government bodies and the quality committee. The academic system of the educational model is led by a university of Medellin which is responsible for working alongside an enterprise and a private school, targeting institutional improvement process.

The management model reinforces trust between the different sectors of the city with regards to the

commitment, transparency and leadership of the administration which seeks to make. The strategic alliance has created never-before-seen synergies which facilitate cultural wealth, knowledge transfer, and the reflection of a collective foundation to provide articulate and pertinent solutions.

Several key priorities were defined within the program:

- **The Teacher's School:** Open to the educational community of Medellin, this school is conceived as a knowledge management center for the professional development of teachers and for the transformation of learning settings in schools, with the appropriation and use of ICT's in the classrooms, research and innovation. This school also provides ongoing educational programs, educational and knowledge-based networks, workshops and meetings for educational purposes.

- Proantioquia and Meals de Colombia train and assist teams of directors of the High Quality Schools on becoming 21st Century Leaders: The Proantioquia Foundation developed a comprehensive program to enhance the work of directors and administrators of more than 50% of the educational institutions of Medellin. This program provides tools to the work teams of the institutions to implement the culture of continuous improvement at schools.

- **Medellin Digital:** This is an initiative of the city led by the Mayor's Office of Medellin and backed by the Ministries of Education and of Information & Communication Technologies as well as UNE EPM Telecomunicaciones, Orbitel, EPM Foundation and *Give to Colombia*, which is geared to encourage and facilitate the sound use of ICTs in the community. Emphasis is made in three fields: Education, Entrepreneurship and Governance, based on connectivity and appropriation. Medellin Digital is indeed the consolidation of a series of initiatives that Medellin has been developing, which highlights, among others, that the city has close 11,000 computers connected to broadband Internet; the installation and operation of 21 Internet centers for the community equipped with up to 20 computers per center, and trains close to 1,400 IT teachers.

- **The Explora Science Fair:** Supported by the Explora Park, The Teacher's School, Ondas of Colciencias and the private enterprise; this Fair promotes the development of research skills in science and technology among teachers and students, with an important scope in education, advice and assistance.

- **The Award to Quality Education:** Promoted by the Secretary of Education, the Proantioquia Foundation and the *El Colombiano* newspaper, this award is a public acknowledgement given to elementary and middle schools, public and private, as well as directors and teachers, for their commitment to improve the education of children and young adults of Medellin as well as their leadership in community processes.

- **The Knowledge Olympics:** These Olympics promote improvement and excellence in math and languages among the students of educational institutions and centers of Medellin. This program grants a package of incentives that facilitate access to higher education of the students that stand out in 10th and 11th grades, and high school education to the best students in 5th grade.

PARTICIPATION OF PLAYERS IN THE PROGRAM AND INTERACTIONS WITH OTHER PRACTICES

The Mayor's Office, the Secretary of Education and the *ad honorem* advisor and his co-responsibility team, have all led the inter-institutional policy and coordination of the *High Quality Schools* program and organizations of the cooperative and solidary sector, who see in this program their contribution to social responsibility. The program is backed as well by more than 270 professionals from 190 organizations who become Big Brothers to the High Quality Schools.

The factors that stand out include the coordination of the efforts made, the volunteers and the assistance led by Proantioquia using the 21st Century Leaders model of the Meals of Colombia Foundation. In addition, the cooperation agreements entered with international, national and local organizations, not only contribute their knowledge and experience, but also encourage and co-finance programs and projects. Three players have an important role to implement the program: Universities, Private Schools and Private Enterprises.

Within this model the role of each of the partners of the High Quality Schools (Figure 7) have contributed particular features that add value to the process:

- **Universities:** Acting as a teacher of teachers, universities disclose their knowledge and expertise to contribute to the professional development of directors and teachers, plus assistance and educational innovation.

- **Private Schools:** With high quality standards and as an institutional peer, private schools focus on the improvement of the educational and directive components of school management. The core subjects of the intervention of private schools are as follows:

- Redefining the educational model
- The School for Parents
- Restructuring the plans of areas
- Reviewing classroom methodologies and educational strategies used
- Defining the evaluation system used by institutions
- Documenting processes
- To build and follow-up indicators of different management tasks carried out
- To work directly with students on Leadership and Teamwork
- To transfer efficient administrative practices

- **Private Enterprises, Foundations and Organizations from the Social Sector:** These support to prepare citizens for the 21st Century. Within their social responsibility role, these contribute human talent to transfer knowledge on directive and administrative subjects, particularly the following:

- Establishing the institutional communication plan
- Reviewing and adjusting the institutional horizon
- Defining the institutional policy on Quality
- Creating processes
- Developing strategies to improve organizational climate
- Consolidating Quality Committees
- Managing human talent
- Creating strategies and methodologies to use resources efficiently
- Supporting the development of skills for teachers, directors and students
- Building and following-up indicators

Contributors to the *High Quality Schools Program**Fig. 07*

Source: Mayor's Office of Medellín – Secretary of Education

EDUCATIONAL INSTITUTION	UNIVERSITIES	PRIVATE ENTERPRISES	PRIVATE SCHOOLS
Joaquin Vallejo Arbelaez	Universidad Pontificia Bolivariana	Grupo Mundial	La Presentacion de Medellin
Debora Arango	Universidad de Medellin	Grupo Argos	Jesus Maria
Benedikta Zur Nieden	EAFIT	Grupo Nacional de Chocolates	Montessori
Colegio Francisco Miranda	Fundación Universitaria Luis Amigo	Fenalco Antioquia	Palermo de San Jose
Hector Abad Gomez	Universidad de Antioquia	Comfama, Hospital General de Medellin y Corporacion Hector Abad	San Jose de las Vegas
Antonio Derka Santo Domingo	Instituto Metropolitano de Medellin	Organizacion Ardila Lule, Integral S.A.	Marymount
Angela Restrepo Moreno	Instituto Metropolitano de Medellin	Bancolombia	La Enseñanza
Pbro. Antonio Jose Bernal Londoño S.J.	Universidad Pontificia Bolivariana	Compañía Colombiana de Inversiones	San Ignacio de Loyola
Horacio Muñoz Suescun	Universidad San Buenaventura	Comfenalco	La Enseñanza
La Independencia	Universidad de Antioquia	Suramericana, Ediarte S.A.	San Jose de La Salle

Stemming from this valuable inter-institutional co-operation, it may be stated that this has meant for universities an opportunity to use their theories and to contribute their findings in the city in terms of research on education, and to inspire alternatives to improve educational institutions. For enterprises, this is a chance for turning their social responsibility into a definite setting and to have their executives engaged as volunteers by contributing knowledge to improve the educational system of the city. With regards to private schools, the program has opened the chance to transcend, with their expertise and knowledge, paths towards building a culture based on quality in education. There are differences among these models since they are inspired on the principle of universality.

Of these, the Secretary of Education chooses the best practices to inspire the model with which the High Quality Schools will continue working.

RESULTS OF THE PROGRAM

The results gained by Medellín with *High Quality Schools for Equity and Cohabitation* have been consistent with the missions and goals of this program:

- For 7 years in a row, an average of 1,400 hours of volunteer work has been invested in school management improvement programs and skill development.
- Sustainable coverage in basic education (basic elementary and high school).
- Gradual increase of gross coverage of middle school: from 61.4% in 2004 to 79.8% in 2010. This increase stems from providing higher education opportunities to high school graduates, and offering technical courses in middle school with the participation of the productive sector.
- Decrease of drop-out rates in middle school: from 4.1% in 2004 to 3.5% in 2009. The decrease is significant in public educational institutions which engage the technical and technological programs from SENA (National Technical School); and higher education institutions: from 3.8% in 2003 to 2.1% in 2008.
- Decrease of students failing grades: from 3.9% to 1.9% from 2004 to 2009.

- Progress made in the quality of middle school education, evidenced in the ICFES standardized test: the number of educational institutions in the High category of the test leaped from 8.8% in 2008 to 17.9% in 2009. While the number of educational institutions in the Low category of the test dropped from 46% to 39.4%.

- From 2002 to 2009, students in 5th and 9th grades increased their average scores in languages and math. According to the historical setting, students from 5th grade increased the Saber Test results 15 points on average in terms of Languages, while this score only increased 4 points in the rest of Colombia. In Math, the score increased 22 points, while only 2 points were displayed in the rest of Colombia. The results of 9th grade students were equally satisfactory in Languages; the score increased 10 points while the national results dropped 3 points; and in Math, the increase of Medellín was 8 points while the rest of Colombia dropped 7 points.

- The assessment of the impact of the High Quality Schools for Equity and Cohabitation program led to show the results reached during the first three stages, displaying positive and significant effects with regards to cohabitation in schools, educational pertinence, and academic performance.

- The setting and cohabitation of the players involved – directors, teachers, students and parents – had a positive impact. For instance, the Principal's perception of the teachers' relationship displayed a favorable setting 52% higher than the educational institutions that were not in the program. Moreover, the perception of parents with a favorable rating increased 24%.

- Remaining in the educational process, measured as the chance to continue post-high school studies, is 36 points higher among the institutions included in the program compared to the institutions examined as the control group: more than 90% of the parents deem that the current conditions of the educational system of Medellín will allow their children to continue their studies and/or find a good job.

Lastly, educational institutions now have an installed capacity for their curriculums, directors and administrators, consolidated work groups, the Institutional

Educational Project, known as PEI, has been redefined to include a quality-based policy and defined values, a new and disclosed educational model, an improved cohabitation manual recognized by the entire educational community, and better learning and organizational settings. Educational institutions have turned into beacons of the communities.

The 10 new High Quality Schools today are urban milestones which not only provide educational services but also spaces where the communities meet and define their own educational and recreational schedules. Figure 9 shows the results obtained by the program in the 2008 – 2011 Development Plan of Medellín.

SUSTAINABILITY

The program is structured based on agreements entered with diverse public and private allies, and uses diverse resources. The total investment made by the Secretary of Education during the 2004 – 2010 period was close to \$4 billion pesos, of which more than \$3,7 billion are detailed as follows: 71.1% stems from SGP, 26.2% from ordinary resources from the municipal administration, 2% from the participative budget,

and 2.6% from other financing sources. From 2005 to 2007, the budget added resources from Empresas Públicas de Medellín (EPM¹⁶) that amount to \$160,000 million pesos, for the construction and improvement of infrastructure for ten new High Quality Schools, and to build, revamp and equip 132 existing educational institutions. Furthermore, the EPM Fund disbursed \$150,000 million pesos in the year 2008 to finance the higher education of 12,000 students of low-income families.

"Due to an initiative of the School and with the support of the Antioquia University, a cohabitation manual was developed with the help of students, teachers and parents, through surveys, workshops and commissions; the core subject was Inclusion".

"As a result of the violence and conflict experienced, constructive relations and a sense of responsibility were promoted. This was not restricted to the school but transcended the institution's setting. There is a cohabitation committee (professors, relatives, students and alumni) which analyzes cohabitation problems and develops projects on violence and delinquency prevention. When problems arise, the committee acts. Prior to the High Quality Schools program, students were killed or beaten. Today, during the implementation process of the program there have been zero violent deaths. This year there have been five fights and vandalism is several cases. However, these events are discussed with the community, responsible parties are found and behaviors are modified".

"The activity of the School expands since it is open to the community – community associations, women's organizations, people living on the streets, business people (the School purchases services from the local stores), advisors, among others.- Different activities are held in the Schools as a way to give back to the community and to generate a sense of belonging. These activities have aided to reduce the level of conflicts and allowed the community to protect the institution. The entire infrastructure has glasses which have never been broken and the facilities have never been attacked. The same residents, business people, take care of the school".

Testimonials of Teachers from the Hector Abad Gomez School – San Lorenzo Campus *Fig. 08*

"The neighborhood and the immediate surroundings of the school were categorized as sectors of fear. There was a particular street, Niquitao, which was known as the area where unpurified cocaine, pan handling, criminal acts and prostitution abounded. It was one of the most impoverished areas of the city with the highest levels of violence".

Luz Nasly García Amador,
Site Coordinator

"Niquitao has built many images not only among its local population but throughout Medellín. This sector is known for being the underground and darkest setting of the city. It was indeed a place of fear where nobody was allowed to pass through due to its setting".

Alejandro Acevedo

Octavio Díaz,
Former Principal

Medellin is a landmark in Colombia with regards to assigning investments and educational infrastructure. From 2004 to 2010, a total of 29 new constructions were delivered, 62 major expansions and 40 minor expansions; and by the end of December 2011, it is estimated that 7 new constructions will be completed as well as 12 major expansions and 6 minor expansions.

From 2008 to 2009, a total of \$7,062 million pesos (3.53 million USD) were invested in school texts benefiting 240,000 students of 165 educational institutions. The municipal administration seeks to provide 100% of the school texts in the year 2011. Furthermore, 100 educational institutions were equipped with laboratory, audiovisual and sports materials during that same period, and 60 others will receive the same materials before the end of the current administration in 2011.

The Secretary of Education has proposed the following strategies for the sustainability of the High Quality Schools for Equity and Cohabitation program:

- To establish co-responsibility areas with the municipality's structure.
- To create the Quality Network where peers of public and private schools can meet.
- To guarantee the ongoing participation of private enterprises in the directive council of the educational institutions.
- To institutionalize a culture based on the quality improvement of each educational institution, leaving an installed capacity so that each institution can develop on its own.
- To systemize the experiences: Each university engaged in the process should prepare a document that records the following (i) the contributions made by the Quality Model in terms of methods and implementation, geared towards setting a culture based on continuous improvement; and (ii) a space where peers and directors of public and private schools can meet.
- To replicate the experiences at other educational institutions of Medellin.

General Data of the *High Quality Schools program*

Fig. 09

- **NUMBER OF CHILDREN AND YOUNG ADULTS SERVED:** 32,800 boys and girls of low socio-economic levels (levels 1 and 2 of SISBEN), representing 10% of the total population of students of Medellin.
- **TEACHERS:** 940 teachers directly included in the Program.
- **SUBSIDIZED TUITIONS:** 95% of the tuition of boys and girls is subsidized by the State.
- **SERVICES TO SPECIAL NEEDS:** The peripheral location of the schools and their philosophy of inclusion allow educational institutions serve people that arrive to Medellin as a result of forced displacement and with a disability. In 2010, a total of 2,000 displaced boys and girls, and of 1,200 with a disability were served.
- **TOTAL INVESTMENT IN INFRASTRUCTURE:** \$160,000 million pesos were invested to build ten new High Quality Schools, while 132 existing educational institutions were equipped with resources contributed by Empresas Públicas de Medellín (EPM).
- **TOTAL INVESTMENT IN THE MANAGEMENT MODEL:** \$5,200 million pesos (2.6 million USD).
- **CONTRIBUTIONS MADE BY PARTNERS TO THE MODEL:** \$6,000 million pesos (3 million USD). About 85% to the transfer knowledge through volunteers, tailored advise, training teachers, financing cultural and academic initiatives at schools; the remaining 15% to equip and improve institutions.

3. Lessons Learned

INNOVATIONS

The primary innovation of the High Quality Schools program lies precisely on its initial phase and its main strength lies on its capability to begin by making alliances with enterprises, foundations, social organizations and the educational sector, plus an educational public policy based on educating citizens for the 21st Century, bearing in mind that society, families and the educational sector are co-responsible for the task.

The collaboration made among public and private schools has led to create synergies and to build trust aimed to see each other as peers with common chal-

lenges. The programs Medellín, The Most Educated, The Olympics of Knowledge, The Explora Fair and The Quality Network, represent spaces where directors, teachers and students meet to improve the quality and establish an innovative model that sheds light on the alliances made between educational institutions, private schools, enterprises and social organizations.

The importance of the model, which is an innovative aspect on its own, lies on its capability of influencing factors, such as the socioeconomic conditions of the students and their families, cohabitation and security. Figure 10 shows the intricate relations and coordination conducted by the High Quality Schools program as the backbone of the social transformations of Medellín.

TRANSFERABILITY

The policy of *Medellin, The Most Educated* and the High Quality Schools program is a successful experience that can be perfectly transferred nationally and internationally. It addresses the so-needed sense of constantly improving the quality of education that children and young adults receive bearing in mind the internal factors of the educational institutions as well as external factors such as social and economic exclusion, violence and insecurity which affect the lives of the communities and consequently, the educational dynamics of Medellín and of many other cities of Latin America and developing countries.

The alliance of Universities – Private Schools – Enterprises – Social Organizations – State, geared towards providing a top-quality education, is a never-before-seen element used for social inclusion and to tackle poverty and inequitable conditions in Colombia. Numerous delegates from Brazil, Peru, Mexico, Panama, Spain and U.S.A., among others, have shown interest in learning the details of this valuable experience, for which the municipal administration has facilitated visits to the educational institutions engaged in the program. In addition, the municipal administration has enabled interviews with the key players of the High Quality Schools for Equity and Cohabitation program, including business people, teachers and directors of private and public schools as well as officers from state organizations who have actively participated in the development of the *Medellin, The Most Educated* policy.

The vision, commitment and structure of the concept of co-responsibility is necessary since it denotes the maturity of the communities and gears their activities towards a common good, which is fundamental to guarantee the project's success. To replicate the model requires a clear political will, focused on building trust and providing the players involved a solution to specific problems.

The High Quality Schools program is, in short, a model with focus and leadership. Focus because it places education at the level of importance required for the transformation and improvement of society; Leadership, because the direct participation of the city's Mayor turned into a condition both necessary and beneficial. Focus and Leadership are two key ingredients of the model, with which any city with similar socioeconomic, security and cohabitation struggles to those of Medellín may seek to adapt it.

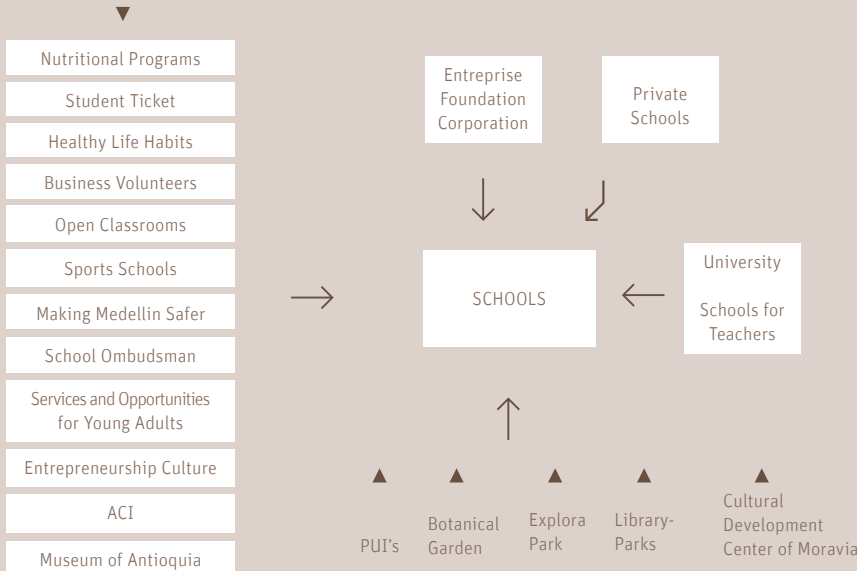
On the other hand, Medellín's installed capacity to advise another city to implement this program has been recognized. Many of the players that have participated in the process of the policy Medellín, The Most Educated and in the High Quality Schools program are acknowledged nationally and internationally. The enterprises involved are the most important of Colombia and have branched out throughout the country and in Latin America; the Private Schools, which have made significant progress in terms of quality, are part of national and international networks; the Universities engaged to the policy's process are the most important of Medellín, linked by networks and recognized in Colombia and in the world for their contributions to science and technology; and lastly, the directors of the Secretary of Education and the municipal administration whose academics are nationally and internationally recognized, have contributed to public policies particularly for education.

Inter-institutional engagement for the *Model of High Quality Schools*

Fig. 10

Source: UN-Habitat Colombia – With contributions of officers from the Secretary of Education.

PROGRAMS AND STRATEGIES OF THE MUNICIPAL ADMINISTRATION



4. Conclusions

Medellin has experienced a remarkable transformation in terms of overcoming the conditions that reproduce poverty and exclusion, based on a common denominator used in the development plans of the last two administrations: Education. Indeed, the improved quality of education of Medellin has leveraged transformations within communities and the activities of the sectors and institutions. This has facilitated in improving the living conditions of the population. The public commitments made (minutes, pacts, agreements) among the parties involved in implementing the High Quality Schools for Equity and Cohabitation program has legitimized not only the different players involved and society at large, but has also strengthened the mechanisms used for accountability and to empower the community to demand top quality services and the chance of remaining in the educational system.

Medellin has turned into a landmark in Colombia and in Latin America in terms of the investment and development of educational infrastructure, serving the needs of educational coverage, and creating dignified spaces for children and young adults, using the highest quality standards in terms of design and construction. An ethical vision promoted by its leaders, has led the communities victimized by exclusion and violence, to realize their worth of public surroundings that are aesthetically relevant, beautiful, dignified and functional.

The educational community has found in the government's management the participation of diverse players of society, proper means for the appropriation of their surroundings. The citizens build from a new notion that they are entitled to proper surroundings, what is beautiful is good, and what is aesthetic is ethical. The municipal administration has carried out, in that horizon, a major investment which has

been handled with transparency and exemplary use of public resource, engaging the community in the implementation and social control of the projects.

According to the surveys on satisfaction conducted by *Medellin Como Vamos*¹⁷ the perception that the citizens have of the quality of the public educational system, and the levels of trust in the activities carried out by the municipal administration, have remained in the past 6 years with a 94% favorability.

There are multiple indicators that evidence the changes of the imaginary settings of Medellin. In this context, the High Quality Schools program stands out since it not only had to face socioeconomic and violence problems that stopped children and young adults from having access to an education, but has also worked for the future of these generations, traditionally excluded, which becomes a future perspective of Medellin. An example is the number of high school students in public institutions: in the year 2005, most of their destiny was to find a job after graduating from high school, while only 20% had any chances of moving on to higher education. Today, close to 70% of the students that graduate from high school seek to continue going to college or to a technical or technological training center.

Lastly, a process that displays the harmony of the citizens with education is reflected on the democratic processes of participation, such as the model of the Participative Budget¹⁸ while very high portion of the resources of this program are directed to finance improvements in the quality of education and educational processes.

NOTES

1 The Unsatisfied Basic Needs indicator refers to the satisfaction of a minimum level of basic needs, and reflects a structural and particular poverty, using five simple indicators: Improper housing, critically crowded housing, housing with improper utilities, housing with high economic dependency, housing with school age children that do not go to school. A home in one of the five indicators is considered poor. If the house has two or more indicators, it is considered in misery. In Colombia the Unsatisfied Basic Needs indicator has a constitutional status: The Nation transfers resources to municipalities and departments that display poverty measured by this indicator.

2 The Poverty Line indicator represents a concept of poverty based on the principal that income is translated to consumptions that meet minimum needs, within the cultural restrictions of a society. The income of a person or a home indicates its capacity to meet its needs. The poverty line indicator accepts the consumption of food as one part of the set of other goods and services, after comparing its cost with the total expenses of the homes with the lowest income.

3 Since the late 80's, Medellin has suffered a good number of conflicts related to drug-trafficking and other unlawful activities. In 1991, Medellin experienced perhaps the most critical moment in terms of security and cohabitation, with 6,349 homicides. During the dawn of the 21st Century, the Secretary of State of Medellin registered the following number of homicides: 3,158 (2000), 3,480 (2001), 3,721 (2002) and 2,012 (2003).

4 Hincapié, Ana. *Análisis de la articulación y estrategia de intervención de los sistemas educativo y económico para el desarrollo competitivo de*

Medellin, CIDE—EAFIT, Medellin, 2003.

5 Hincapié, Ana. *Análisis de la articulación y estrategia de intervención de los sistemas educativo y económico para el desarrollo competitivo de Medellin*, CIDE—EAFIT Agreement, Alianza por La equidad de oportunidades educativas y la competitividad regional., Medellin, February 2004.

6 GEA or Grupo Empresarial Antioqueño, refers to a group of businesses founded in the department of Antioquia and contribute close to 5% of the total GDP of Colombia.

7 Mayor's Office of Medellin — Secretary of Education. — *En la ruta del Mejoramiento: Metodología para el Seguimiento de los Indicadores de Resultado de los Pactos de Calidad y los Planes de Mejoramiento*, pg. 11. Medellin, 2006.

8 Library-Parks are cultural centers for social development that boost citizen meetings, educational and recreational activities. There are five in operation and two more under construction.

9 Explora Park is an interactive museum for the appropriation and disclosure of science and technology. It has 22,000 square meters of internal area and 15,000 square meters of public squares.

10 With a long tradition, the Botanical Garden was renovated during the years 2005 — 2007. The educational policy of Medellin engages the activities of the Botanical Garden to educate and provide scientific research.

11 Integral Urban Projects (PIUs) have transformed physically and socially in the areas with deficits of Medellin. PIUs focus on improving public space, environment, public buildings and mobility. Through their activities, PIUs seek to enhance community participation and to improve cohabitation.

12 The Cultural Development Center of Moravia has physical facilities for music, plays, films and the arts.

13 Park E (Parque E or Parque de Emprendimiento de Medellín) stemmed from the 2004 – 2007 development plan with the purpose of promoting the creation of enterprises (private and associative) that provide opportunities to the urban and rural population of the municipality, based on identifying the installed capacities and regional, national and international markets. The program, called Culture E (Cultura Empresarial), gathers the activities of diverse programs, such as contents of Business Plans and Capital for Seeds, the Bank for the Poor, Zonal Business Development Centers, the Microloans Networks and Medellín, My Business.

14 Mayor's Office of Medellín – Secretary of Education. Informe de Gestión 2008 – 2011. Mimeo. Medellín, 2010.

15 EAFIT, previously known as Escuela de Administración y Finanzas. The Instituto Tecnológico de Medellín is a higher educational institution in Colombia created by the business sector. It was granted, for the second time in a row, the institutional accreditation of high quality from the Ministry of National Education, in force until the year 2018.

16 Empresas Públicas de Medellín (EPM), is a Colombian Enterprise that provides public utilities (energy, gas, water, telecommunications) founded in 1955. Today, EPM is the largest of the sector in Colombia and is owned by the municipality of Medellín. EPM is the 9th company of Colombia in terms of operating revenues, and perceives close to \$3.05 billion pesos (2006). With the \$160,000 million pesos that EPM handed to Medellín in its framework of corporate social responsibility, not only were the ten new schools

built, but 132 existing educational facilities were equipped alongside the strategic line of *Medellín la más Educada*, included in the development plan of Medellín. Another activity of EPM related to the city's education policy is the scholarship program known as "Road to University" (Camino a la Universidad), in which EPM destined \$150,000 million pesos in special contributions to guarantee the access and stay of young adults of stratum 1, 2 and 3 in higher education.

17 Medellín is part of an international agreement to follow-up the fundamental indicators of quality of life.

18 Participative Budget: A democratic instrument used in which the people, through their community leaders, decide how to invest part of the city's budget.

09.

Institute of Recreation and Sports of Medellin -Inder-

Jon Garcia Bañales

1. Specific Context

The 1980s in Medellin were marked by wars between cartels to control drug trafficking, with a considerable presence of crime and armed violence. In addition to factors at the national level, this reality was rooted in the inefficiency and inefficacy of the municipal administration. Indeed, the municipal administration lacked, among other things, a medium and long-term view, due to the subordination of the administrative actions to the will of political groups and to the pressure of delinquent groups. The difficulties to access basic social services such as housing, health and education combined with the precariousness of jobs and the narrowness of sports and recreation offerings. Sports and recreation were specifically secondary in the public agenda at that time and were approached from the limited sectorial scope of the more closely related professionals, from the point of view of high performance sports as a show. The Secretary of Education was in charge of sports and was barely capable of promoting and supporting tournaments for school population during school hours due to budget restrictions. Therefore, the few actions made in this sense, were of very poor quality and coverage¹.

After the 1991 Constitution of Colombia was enacted, the national and municipal governments gradually began to operate more efficiently and efficaciously various aspects of territorial reality. Among other things, sports and recreation began to take on relevance until 1995, when Law 181 approved the creation of the National Sport System that also included references to recreation and the use of leisure time².

The development of the Institute for sports and recreation of Medellin –Inder– took place within this framework. The Inder, which was created in 1993, has worked from its creation, without much success at the beginning, to encourage a civic sense in its activities³. From 1995 to 1997 there was a significant progress in establishing strategic public relations in addition to being able to promote the role of neighborhood leaders as drivers of community activities. From 1998 to 2000 the programs consolidated, providing continuity of the institution. After that, came a deep administrative reform between 2001 and 2003⁴.

This development is not exempt from obstacles or gaps. The technical and participative diagnostics performed to prepare the city's development plan for the 2004-2007 administrative period showed significant deficiencies in public management in terms of sports and recreation. Specifically, weaknesses were revealed in planning (design, monitoring and evaluation) and in general administration, and in relations with other sectors of the Mayor's Office and social and private organizations that were unable to get the community to consider sports and recreation as a right.

The Inder has been able to gradually solve some of these problems by carrying out simultaneous actions to identify, design, apply, and negotiate the basic agenda, and create various relationships. The implementation of judicious and transparent planning exercises, especially public policies and the strategic plan, have been particularly decisive in recreation as topics of interest for public policies. Overcoming improvisation and the practice of corruption and political favoritism; the formulation and implementation of a public policy for sports and recreation that promotes access to and use of programs and scenarios as a condition in guarantee of human rights, mainly those of excluded or margin needed groups; and the cultural transformation of the community, promoting civic values, living by the rules, and the legitimacy of the State.

2. Dimension: Core of the Analysis

From the sectorial point of view and according to the 2007 – 2017 Strategic Plan, the Inder focuses on various aspects of sports and recreation, physical activity and the use of leisure time. Using a social inclusion and equality approach, the Institute sets the conditions for all people to enjoy their right to sports and recreation by building and managing quality venues to practice the disciplines that meet the needs of different population groups.

To the extent that it is an attempt to build citizenship, Inder's main contribution falls under the concept of governance. As the institution that guarantees the right to sports, recreation and physical activity in the municipality, the Inder fulfills a social mission that

includes strategies for rapprochement, participation, dialogue, negotiation and joint construction with the community. Its purpose is to achieve the principles and objectives of the Public Policy for Sports and Recreation by encouraging the municipality's development in social, coexistence and citizenship terms.

In this context, the Inder helps guarantee human rights in terms of functional and constitutive aspects. Its substantive contribution to access to recreation and sports in all territories in terms of programs and infrastructure is as important as the way it attempts to do it, from design to operation.

3. Activities that Make Sense

According to the logic of the above statements, the Inder focuses on guaranteeing human rights in areas related to access to recreation and sports, but also through participation and by impacting cultural values that have to do with coexistence

More specifically, its mission objectives are aimed at: i) guiding and promoting sports, recreation and the productive use of leisure time for integrated human development as healthy practices. This is done through actions that help recognize and empower citizens as subjects of rights, jointly responsible for the public administration of the sector; ii) promoting and encouraging values for coexistence, participation, democracy, peaceful treatment and transformation of conflicts, inclusion and the social networking, incorporating educational devices; and iii) promoting the creation of spaces, leveraging new and existing public spaces as opportunities to consolidate community meetings through integrated interventions.

Inder's specific bets, strategies and programs are set forth in the Municipal Development Plans and in the institution's strategic plan. The basic principle of the strategic plan is, specifically, focusing resources and efforts on strategic goals and purposes to fulfill the institute's mission and social purpose, acting as a support so that the administrative and financial actions are clear, consistent and sustainable for the achievement of its goals and objectives. In this respect the Plan's strategies and programmatic structure formal-

ize or institutionalize actions and projects that work in terms of their operations, budgets and missions⁵.

Within this framework, according to the 2007 – 2017 Sports and Recreation Strategic Plan for Medellín, Inder is especially in charge of guaranteeing access to sports, recreation, the use of leisure time, and physical activity in the city. At a more specific level, the Strategic Plan deploys five action lines (Figure 1).

The first line, called *Sports for everyone*, includes actions aimed at massifying and democratizing sports in its various modalities, guaranteeing free public access to sports and recreation venues, without barriers or discrimination. Its strategies include strengthening sports education programs for mass and non-mass disciplines, promotion and coordination of inter-institutional support for integrated care, promoting quality and coverage of free activities, improving pedagogical approaches for citizen education, development and consolidation of the municipal sports system, and building a culture based on peace⁶.

The second line, called *Recreation and use of leisure time for Medellín*, refers to the increase and diversification of recreation offers and of use of leisure time on an individual, family and community basis, to improve interpersonal ties and strengthen society in the city. The emphasis and the special attention here is on early childhood and vulnerable people, to strengthen learning-by-playing and community processes, and their empowerment and development. Its strategies include the engagement of neighborhood recreation groups through a network that strengthens their action, leadership and actions, as well as their pedagogical processes and models⁷.

The third line, called *Physical activity for improving municipal public health*, refers to the development of novel and attractive programs to encourage regular and sufficient physical activity to lower the risk factors for chronic diseases derived from inadequate lifestyles. The strategies are aimed at strengthening and consolidating physical activity programs with sports and recreation offers, reinforcing inter-institutional relations, and implementing a system for follow-up and evaluation using international health standards⁸.

The fourth line, called *Safe sports and recreation venues for practicing everyone's sports*, is intended to increase the amount of public spaces by building, improving,

maintaining and administering sports and recreation facilities. Its strategies include building an integrated sports and recreation facilities system that will provide new spaces for meeting, sharing and proper use of leisure time, diversifying offers and programs.

Strengthening and developing the municipal sports and recreation system is the fifth line that is aimed at placing the Inder as an entity that guides public policies, and at strengthening the academic and research supports of institutional activities to provide strategic guidance for the sector using multi-disciplinary criteria⁹.

Within this general framework, the activities of the Inder in the city's development plan for the period 2008 – 2011, are described in the lines that refer to inclusion and solidarity (line 1), development and welfare (line 2), construction, renovation and management of infrastructure (line 4), and international relations (line 5). Just as important as these action lines is the way they are implemented. The way in which public policies are conceived and constructed is decisive. The Inder understands public policy as the way to focus institutional and community efforts and resources to solve problems, meet needs, and guarantee the right to sports and recreation of all inhabitants of Medellín¹⁰.

Thus, identification, location, analysis and prioritization of problems, the negotiation of demands, the inclusion of rights, the financial management, the focusing of resources and efforts are done according to coherent plans, programs and actions agreed with the community, according to their multiple and diverse representations. This requires problem identification and analysis and a vision shared by the community and the State about the factors and situations to be intervened through exercises, methodologies and participative and democratic mechanisms¹¹.

Taken as a legal, political and ethical imperative, the purpose of Inder's public policy is 'to strengthen the sector and promote development through sports and recreation for everyone as a requirement to guarantee people's rights, equality and social justice'. The players are the citizens with rights, without forgetting the role of public, social and private institutions. This turns the processes of information, training, organization, strengthening and participation into the means and the end of the policy. In this setting, and on the basis of the application of social, technical and finan-

Lines of work

Fig. 01

PROGRAMS	PROJECTS	ACTIVITIES
Popular Schools for Sports		
Medellin in Movement	Healthy Physical Activity	<ul style="list-style-type: none"> ▶ <i>Canas al Aire</i> (Senior Citizens Have Fun) Neighborhood aerobics <i>Nocturnos y Madrugadores Saludables</i> (Healthy Early Birds and Night Lovers) Walking through Medellin Promote Healthy Lifestyles <i>Metromujer-Inder</i> (Inder Metro-women)
	Unlimited Sports	<ul style="list-style-type: none"> ▶ Unlimited Sports Recreation and Sports Games for physical limited
	Recreational cycling routes	<ul style="list-style-type: none"> ▶ Neighborhood and institutions Recreation Cycling Routes
Promotion and support of team, educational and community sports	Support and Promote Educational sports	<ul style="list-style-type: none"> ▶ Inder-School Cheer Leader Festival University Sports Games Inder-School Games Teaching Profession Games Inder-scholar Festivals
	Support and Promote Community Sports	<ul style="list-style-type: none"> ▶ City of Medellin Games Localities Games Department Games Senior Master Sports Games New Sports Trend Festival <i>Congestión Comunitaria</i> (Crowded Community) <i>Volver al Estadio - barras</i> (Return to the stadium – soccer fans) City Recreation and Sports Events Athletic Races
	Support and Promote Team Sports	<ul style="list-style-type: none"> ▶ Support to Sports Clubs Support to Sports Leagues
<i>Recrea tus derechos</i> (Recreate your rights)	Recreation for Medellin	<ul style="list-style-type: none"> ▶ Recreation for Medellin
	<i>Recreandos</i> (Recreating)	<ul style="list-style-type: none"> ▶ Recreating our Localities and Neighborhoods <i>Festival Carros de Rodillos</i> (Roller carts Festival) <i>Vamos al Parque</i> (Let's Go To The Park) <i>Aprender Jugando</i> (Learning By Playing)
	<i>Mientras volvamos a casa</i> (While We Go Back Home)	<ul style="list-style-type: none"> ▶ Displaced Population Deprived of Freedom Population Population Living In the Streets

PROGRAMS	PROJECTS	ACTIVITIES
Municipal System of Recreation and Sports	Municipal System of Recreation and Sports	<ul style="list-style-type: none"> Social Indicators Building Recreation and Sports Information System Recreation and Sports Observatory ► Summary, Systematization and Disclosure of experiences. Projects Bank Administrative Investment
Adaptation and Maintenance of recreation and sports settings	Adaptation and maintenance of the recreational and sports settings	<ul style="list-style-type: none"> ► Maintenance and Administration of recreation and sports settings ► Proper Multi-Sports Fields with Roofs ► Maintenance of the Atanasio Girardot Stadium Adaptation, maintenance and administration of Sports Locations
Building new facilities		<ul style="list-style-type: none"> ► IX South American 2010 Games: Furnishings Integrated Sports Fields
International and National Projection		<ul style="list-style-type: none"> ► IX South American Games 2010. Organization
Local planning and Participative Budget		<ul style="list-style-type: none"> PP Popular Sports Schools PP <i>Recreandos</i> (Recreating) PP Support and Promotion of the Community, Educational and Associated, Sports ► PP Unlimited Sports PP Healthy Physical Activity PP Adaptation, and maintenance of Recreation and Sports settings

cial viability criteria to the diagnostics, the agenda is created on the basis of the agreements among the community, understanding that, beyond the scheduling and budgeting of infrastructure works and the provision of programs, the agenda refers to the processes for joint management of development through sports and recreation¹².

In this framework, the strategic plan is the result of a series of community meetings and workshops that took place from 2005 to 2007. From 2005 to 2006, they were focused on diagnostics, and in 2007 the process focused on the collective construction of future settings using up-to-date information as a baseline, about service locations, programs and beneficiaries, and general information about the local, national, and international regulatory framework that guides the institutional actions.

Taking a closer look, the strategic plan was set up in four phases. The first phase –design– included determining the objectives and for the individual and collective workshops, and collective proposals, including the tools to be used. The second phase was dedicated to developing 22 workshops, setting up discussions with 1441 random people from the community in order to ensure plurality in the views, interests and expectations; it was also dedicated to producing the proceedings of the event¹³.

The third phase was dedicated to collecting and organizing information, classifying it and summarizing it in a matrix that made it possible to gather demands, proposals and citizen initiatives from which to derive strategic lines with an emphasis on inter-sector engagement.

The last phase focused on building strategies based on community results as well as the knowledge and contributions from the general direction, assistant directors and coordinators to guarantee consistency with the institutional mission and objectives.

In short, the core of Inder's actions is to guarantee human rights, with a special emphasis on every one having access to sports and recreation from a holistic perspective, with special focus on the physical, political and cultural aspects of development, including the right to the city¹⁴.

4. Results

Inder's achievements must be evaluated based on several aspects. In the first place, Inder's results must be valued according to the strict access of the entire population to sports and recreation programs and facilities.

In 2009, Inder served a population of almost 550,000 people¹⁵. From another point of view, that year the Institute was present in urban and rural areas with 1,304 permanent service locations. According to Inder's inventory, in that year Medellín also had 836 public sports and recreation facilities managed by Inder to guarantee healthy sports, recreation and physical activities.

Inder's work centers, overall, on improving social inclusion. This objective is expressed in the motto that states that sports and recreation are for everyone and belong to everyone. This phrase refers to the general principles of guaranteeing that everyone has the possibility of enjoying sports and recreation programs and facilities and to reduce inequality by serving the most vulnerable populations due to their socioeconomic, physical or psychological condition.

Strict application of the inclusion principle has meant, with respect to the former, that in high quality sports facilities, such as the ones used recently in the South American Games, which previously were for the exclusive use of high performance athletes or by people that could pay, are now being used for public and free programs, such as *Escuelas Populares del Deporte*

(Popular Sports Schools) because the community recognizes them and defends them as public goods for public use.

The definition of the location, design, use and operation of the sports and recreation facilities is also covered by the principle aimed to make the most necessary and beautiful for the poor. According to the spirit of the Mayor's Office, Inder stands out for its concern over territorial equality in functional and aesthetic terms.

People with physical, sensory and/or cognitive disabilities are also explicitly taken into consideration. In this respect, there are efforts underway to provide physical accessibility to the facilities, and also to adapt sports and recreation programs to the specific needs and skills of the participants, led by specialized directors who accompany individual and collective processes, and by staging city-wide events that include categories for people with functional disabilities of all kinds (including physical –not only wheelchairs–, sensory and cognitive aspects.

The size and distribution of the population, the topics, and the geography of programs and facilities has represented a firm advance against segregation and exclusion favoring equality and inclusion in the process of developing and building the city.

Secondly, Inder should be evaluated on its contribution to the creation of the benefits associated to sports and recreation, on the one hand, and the institutional investment in infrastructure and social services on the other.

With respect to the former, the practice of sports and recreation constitutes, in general, an expression of physical activity and a stimulus to adopt healthy life styles and at the same time it becomes a point of reference for social constructs that focus on trust, co-existence and solidarity, promoting and strengthening citizen capabilities and competencies¹⁶.

According to Inder's regular users¹⁷ the activities sponsored by the institute help develop healthy habits that prevent physical (cardiovascular, cholesterol) and mental (anxiety, stress, depression)¹⁸ diseases, improve self-confidence, reinforce respect for diversity and human rights, renew social communication channels and leverage citizen participation and supervision, and social control.

A significant part of Inder's impact is focused on personal, family and community development, hand-in-hand with a change in the definition of cultural values. In its physical and social activities, Inder embodies and specifically promotes respect, dialogue, solidarity and shared responsibility that enable individual empowerment and social development¹⁹.

To the extent that it involves, investment in infrastructure, the provision of social services and construction of sports or recreation facilities in areas with low human development indices, usually have a significant impact. Mostly located in informal settlements, lacking in public spaces and with a scarcity of sports, recreation and/or cultural offers, the new facilities become meeting places that serve democratic shelter and development through the construction of social fabric. Within this framework, the use of the facilities is generally intensive, where the events act as an indicator of social life, especially for the children. They become central locations, places to go and stay. The people usually take ownership of and care for this infrastructure as an asset that enriches and identifies the micro territory²⁰.

The more dramatic the physical and social conditions of the people and the neighborhood, the greater the impact of Inder's work. Its actions in areas that have been taken over by illegal armed groups are decisive because the act as shelters²¹. The effect on the number and seriousness of the crimes, however, depends on the connection between programs and facilities and their impact increases with the number, extent, depth and degree of coordination of the physical, socioeconomic and sociocultural actions. More than being caused by the urban environment, social conflicts take place in that environment, as stated by Velasquez (2009) referring to deeply rooted macro and micro territorial logics²². If it is not accompanied by socioeconomic and sociocultural efforts, situational prevention deters the actors from committing crimes in that area, displacing it in space and time, or changing it tactically rather than mitigating it, because the causes are not addressed. Thus, helping to reduce crime requires the articulation of various kinds of actions (physical, socioeconomic and sociocultural) at the micro and macro levels; the effectiveness of building facilities and installing programs is related to its own integrality and the ability to involve other entities. Ownership derived from its

emphasis on participation promotes the activation of certain dynamics for the prevention of some crimes for which shared responsibility is vital²³.

In the third place, it is necessary to consider the participation of civilian society in the design, formulation, implementation, follow-up, and evaluation of the Institute's structure and operation. The vision and the way to approach in practice the public policy studied above are unambiguous with respect to this point. Constant receipt and thoughtful consideration of suggestions, regular visits from the management committee (which listens and replies to the concerns, pointing out the reasons why something can or cannot be done), the open nature of the coaches and conductors, and the steps taken to encourage communications by the people with functional diversity illustrate and prove, within this framework, Inder's vocation, and its receptive and social practices.

In addition, the expansion strategy relies on strengthening the communities. For the Institute, support and promotion of social community sports is fundamental, articulating its actions with that of the clubs which, by training leaders that are very close to the community, make it possible to multiply the scope and quality of the sports and recreation offer in communities where the Institute cannot go by itself.

Fourthly, Inder's progress in positioning non-competitive sports, recreation and physical activity should be valued. On the one hand, Inder has been able to position sports as a right in institutional and local spheres. The municipal budget for sports and recreation has been growing over the past several years, but in absolute and in percentage terms. Although in 2003 the resources assigned to Inder represented less than 0.7% of the municipal budget, in 2004 they represented 1.47% of the total. That budget reached 2.71% in 2007, an increase of 60% just in the three years indicated, especially for infrastructure²⁴. It should be noted that 95% of the Institute's resources are used for physical investment and social program development.

Inder's *ethos* and exercises, therefore, have led to social recognition of the sector and the institution, so the community now claims sports and recreation as their right. The principles and characteristics of the Institute's actions allow it to work in communes

or neighborhoods from which other institutions are barred by armed groups. Violence stops when sports and recreation activities take place. Inder's work makes a decisive contribution to improving the community's perception of politics and institutions in general.

Fifth and lastly, the administrative operation of the entity should be taken into consideration. From the management point of view, the Institute has made significant progress in terms of transparency and project management cycle as a result of information gathering and analysis and a geographically decentralized and technically disaggregated accountability, and with a key role played by the Observatory for Sports and Recreation (Observatorio del Deporte y la Recreación). These achievements have been made in a highly variable context that makes it difficult to define general models and forces a constant adjustment of the ties and networks with the community.

In short, the work carried out by Inder has contributed to an improved general quality of life of the people of Medellin by improving their physical, psychological, social and political condition through their participation in making decisions that have to do both with the Institute's actions and with the more global development of their territory. This impacts their unmet needs in health, leisure, participation and affection. Inder's activities as a whole contribute to the realization of the right to the city.

5. Integrality and inter-sector articulation

Inder's actions are integral for the sector because it addresses the various aspects of recreation and sports. Its approach to human rights in its specific sphere is also integral because it considers human beings as citizens with rights.

With respect to inter-sectoriality, public policy states that effective compliance requires "the active participation, and the political will and commitment from the municipal administration, and the cooperation of all other departments of the municipality with respect to synergy and transversality in sports and recreation, the factors and circumstances that facilitate or hinder

the use and enjoyment of this right²⁵. In practice, Inder works hand-in-hand with other Secretaries of the Office of the Mayor of Medellin. With the Secretary of Health, there are joint efforts to promote physical activity as a health protection factor and to promote healthy life styles; with the Secretary of Education and the *Buen Comienzo* (Good Beginning) program, there is work on early childhood care and school sports; with the Secretary of State, issues of security and coexistence; with the Secretary of Traffic and Transportation, there is work on recreational bike trails²⁶; with the Secretary for Social Development and the Municipal Planning Administration Department, joint work is conducted on the Local Planning and Participative Budget program; and with the Secretariat for Women, the work is on the program for women heads of household and including the gender perspective in public policies for recreation and sports as a pilot experience to establish indicators that can be applied to the entire municipal administration.

There are many interactions and complementarities between Inder and other living practices systematized for this publication are many, both in planning and in the execution of facilities and programs. The Macro-project of Moravia was the first geographic and political-institutional scenario where it was possible to influence through the reflection about the role of the sports and recreation sector on the urban transformation of the city. This facilitated the exercise for the next integral actions, such as the PUI's. For the articulation with the Municipal Library System and the High Quality Schools program, Inder is present with the Ludotecas (games libraries) as a new offers for developing significant lessons during early childhood, and for entering the school system using the play and learn methods. These Ludotecas are placed in the Library-parks around town and the Cultural Development center of the Moravia Macro project, as well as in the Peace and Reconciliation program. Inder included in several projects a pedagogical approach of the UNESCO's peace culture program and adapted the guidelines of the UN 'Sports for development and peace' both to unlearn violence and to promote a culture of nonviolence as a prevention strategy. With respect to the strategy of *Making Medellin safer: Together we can*, Inder has designed play-and-learn, teaching methods to prevent children from being recruited by the armed actors. With respect to the Cedezo, Inder provides training and information about entrepreneurship for sports actors.

6. Sustainability

The financial sustainability of Inder's resources refers to the proper administration and use of the funds provided by the Office of the Mayor of Medellín with respect to the Municipal Development Plan in general, and the construction, improvement, maintenance and administration of sports and recreation facilities, and the implementation of programs, projects and actions dedicated to the promotion of sports and recreation practices, in particular.

Proper management refers to its connection between planning and execution, thanks to the effectiveness of the follow-up and evaluation processes. In order to guide efforts, support decision making, define and apply changes, with its own institutional areas and mechanisms, Inder has the Observatory for Sports and Recreation (Observatorio del Deporte y la Recreación –ODRIM)– and the System of Participation for the development of sports and recreation (Sistema de Participación para el Desarrollo del Deporte y la Recreación –SIPADER). Both support Inder's strategic direction through social research processes, systematization of experiences, monitoring program implementation, construction and follow-up of social indicators, and the geo-referencing system. As a democratic space, the latter guarantees transparency through community participation and control processes, procedures and mechanisms²⁷.

All of this is derived from a significant recognition of the importance of the sector and significant local, sectorial, domestic and international positioning of the vision and the impacts of the institution. Thus, it has been able to strengthen its sustainability.

The increased acceptance by the community, the gradual increase of the sector in the budget, and the national and international interest are some partial but living manifestations of it.

7. Projections

Inder's vision is to be a guiding entity in public policies for sports and recreation in the municipality of

Medellin, autonomous (in administrative and legal terms), with broad recognition among the population for the quality of its actions and the coverage of its programs based on citizen participation, inter-institutional coordination, international cooperation, research, academic support, and technological progress. The specific projections of Inder's strategic Plan are described in Figure 2.

8. Keys to the success of the practice

Inder's success is rooted in its internal and external actions.

With respect to its internal actions, the Institute has made an effort to obtain quantitative and qualitative information about the multi-scale (individual, community, municipal, metropolitan) and multi-actor (social, public, private) deployment of the dynamics associated with the institutional actions, through the Observatory for Sports and Recreation²⁸. Having good information technology infrastructure has been key for this exercise²⁹.

Inder has also used this information constantly. In fact, Inder has been characterized by the constant introduction, from design to evaluation, going through the implementation and monitoring, of cognitive, axiologic and political long-term prospective and strategic analyses of public administration. This is to improve knowledge of the object, the objectives, processes and results of the services provided³⁰. This type of analysis has been multi-disciplinary, eliminating the disciplinary and positional limits, promoting the configuration of new provisions and methods for thematic and population approaches at the various scales of action.

Being aware that the strategies must be adapted to the circumstances, and after the fear of inventing has been overcome, the implementation of these analyses has been translated into epistemological and administrative changes. The former have caused transformation processes in public affairs, in citizen culture and behavior, in prevention and treatment of conflict, and in the mediation of interests and positions of the actors involved. The latter have increased the efficiency

Inder's Strategic Goals

Fig. 02

SUBJECT	GOAL
Coverage	Achieve coverage of 50% the population from socioeconomic levels 1, 2, and 3, under the Institute's programs and/or services.
Budget	Achieve a 1% yearly increase in the municipal budget assigned to Inder.
Organizational structure and Positions	Promote a review of the organizational structure and the positions to reassign duties and create new missions to support the Institute's strategic direction.
Inder Headquarters	Being able to build a headquarters for Inder.
Recreation and Sports equipment	Guarantee the acquisition of their own facilities for the Popular Sports Schools play-and learn classrooms.
Increase physical activity	Increase regular physical activity by 7% as a health protection factor, compared to the 2007 baseline.
Research	Establish and institutionalize a research system to strengthen the sports and recreation sector, as support for the application and follow-up of public policies.
Public communications	Establish and institutionalize a public communications system to empower the community over the actions implemented by the Institute, and to obtain national and international recognition for its work.
Compensation works	Generate a control and follow-up system of the commodatum agreements for sports facilities to guarantee free public access.
Loan Control system	Obtain free access to 100% of the recreation and sports parks, integrated developments and sports facilities in the city.

Access to recreation and sports facilities

Disclose 100% of the compensation works pending in accordance to the legal guidelines established for the construction companies, to implement sports and recreational facilities.

Square meters of public space

Contribute to the goal of reaching 15 square meters of public space per person for recreational and sports activities.

and efficacy of the administrative action, encouraging a civic, law abiding behavior by organizations and representative, and transforming the community's perception, recovering credibility and trust in the State, which helps recognize the institution as a driver of social, political and institutional change processes in urban dynamics.

In addition, special attention has been given to the revision of the institutional structure because its dispersion and lack of coordination is transferred to the territory, especially if the provision of services is a recurring contractual figure.

The explicit and formal expression, documentation and filing of the diagnostics, objectives, processes and evaluations have also been hugely important to hold dialogues shielded by legitimacy and effectiveness, creating trust among the actors and continuity for the institutional actions. The establishment of mechanisms and responsibilities for documenting the living memory has been fundamental.

The above lines cross the position of the sector and the institution and the establishment of a fluid dialogue with other actors and sectors. With respect to the former, the extension of the valuation of sports and recreation as indispensable factors in urban transformation and development, aiming at the inclusion in the government and public agendas, as well as the demonstration of good management, were determining factors for the organization's technical, political and budgetary positioning. Thus, it was possible to convince and commit, on the basis of goals and indicators, other institutional actors. With respect to the dialogue between actors and sectors, the convergence of the institutions from the Office of the Mayor on a policy approach aimed at guaranteeing rights, has promoted efficiency by optimizing the

resources available by means of the operational and programmatic articulations of actions; and efficacy by influencing the interaction of the dimensions, thus contributing to the integral and sustainable development of persons, collectives, and territories. The web of public and private and local, national and international alliances has been considerable.

In the praxis, the decided and strategic bet on sports and recreation as drivers for local development has been significantly fertile. From the political point of view, the construction of permanent mechanisms for citizen participation in decision making has made a significant contribution towards raising the persons involved to the status of subjects of rights.

From the programmatic point of view, the articulation of continuous sports and recreation lines for various population groups, including generational groups, has been decisive and has activated the facilities managed by Inder as locations for regular meetings and development of population segments with different interests. The combination of community participation in the design, management, and evaluation of the facilities, and the ethical, political and financial commitment to bring the most beautiful and necessary items to the humblest people has made it possible to create centralities that have changed the dynamics of the micro-territories.

From the point of view of the personnel, the emphasis on the fact that the officers are able to handle several directions and levels of approach, such as being the sports manager and at the same time a social manager, an analyst and a potential planner, has been enormous. The valuation of the ethical commitment and the vocation of the professionals, and the follow-up and monitoring of the volunteer, correcting failings and avoiding manipulation of resources, have been extraordinarily important.

The horizontal application to the internal and external administration, and on the ground, of citizens as subject of rights, has been central to Inder's success and has promoted both efficiency and efficacy since the beginning.

Schematically, the success of the Institute for Sports and Recreation of Medellin is due to:

Internal Management

- 1- Construction of quantitative and qualitative information about the sector and the entity
- 2- Horizontal and multidisciplinary analysis
- 3- Epistemological and administrative innovation
- 4- Documentation

External Management

- 1- Positioning of the sector, including it in the public and government agendas
- 2- Demonstration of good governance
- 3- Conviction and commitment from other institutional actors
- 4- Inter-sector convergence on the approach to rights
- 5- Public - private alliances among actors of different scales

In the praxis

- 1- On-going participation of the community in decision-making, with an approach of subjects of rights
- 2- Integrality and continuity of the programs that create centralities to go to and to be at
- 3- Integrality and accompaniment to professionals and volunteers

Among the factors for success, the innovative nature of the following stands out:

- Guarantee of sports and recreation for the most visible vulnerable groups, based on adapted processes that go beyond specific generic activities.
- Incorporation of political science and public policy in the way to manage the sector.
- Inclusion and application of the rights approach and its focus on social inclusion and equality.
- Implementation of social education practices in the programs.
- Creation of an Observatory as a system to generate meaningful data and information.
- Construction of social indicators based on the approach to human development according to

Max-Neef's approach³¹ to the concept of quality of life.

- Integration of programs in the same facility, in an attempt to turn them into centralities.

10. Lessons learned

The Sports and Recreation Institute of Medellin (Instituto de Deportes y Recreación de Medellín) was established in 1993 through Decree 270 of that year. For eleven years Inder gradually developed its programs³². During the formulation of the 2004 – 2007 Development Plan, the entity saw the need to carry out a participative review of the actions, anchoring the core of public policy on the effective, not just rhetoric, guarantee of human rights, with special attention on the most vulnerable according to the principle of 'the best for the humblest'.

After seeing the need to have an autonomous center for the diagnostics of the city that would enable it to determine a baseline for sectorial problems and impacts, a short time later, the Observatory for Sports and Recreation (Observatorio del Deporte y la Recreación) was created.

In addition, social education methodologies were included in the programs and the interventions on construction, rehabilitation and management of sports and recreation facilities were focused on creating and consolidating centralities according to the principles of programmatic integrality among sectors, lines and population emphasis, including generational considerations.

Together with these improvements, public policy gradually assumes the importance of the soundness of the participation mechanisms, technological innovation, geo-referencing facilities and programs, good institutional management, and interaction in the national and international scenarios.

11. Transferability

Inder is an entity recognized nationally and internationally. In particular, the Institute receives requests from territorial entities for the Popular Sports Schools, Physical Activity and Health, and the Play-and-Learn programs; the approach to the construction and the nature of the sports and recreation infrastructure, public policy, and the observatory for social inclusion and gender equality. In this respect, the following stand out: Barrancabermeja, Palmira, Pereira, Cali, Cartagena, Villavicencio, Quibdó, and Manizales, at the national level, and Esquel, in Argentina, and Nuevo Leon, in Mexico at the international level. The interest of these entities is in knowing the entirety or a part of Inder's public management model in order to apply it, after adapting it, in solidary contexts.

When transferring, Inder first attempt to determine the extent of the transfer using to a greater or lesser degree, according to the exchange horizon, e-mails, conferences in fora or through Skype, and personal visits, either as hosts or as guests. Using these strategies, the Institute has provided on-going advice on public policy formulation, strategic plans, and diagnostics and evaluation tools.

In addition, and in a deeper manner, the Institute systematizes its experiences using the observatory as a strategy for shared knowledge management including dissemination through the Iberic-American Women and Sports Network (Red iberoamericana de Mujer y Deporte). The Institute has been regularly invited to international academic events in Canada, the United States, Mexico, Spain, France, Brazil, Ecuador, Venezuela and Uruguay to present its progress in public policy, social inclusion, gender perspective, local management, sports facilities, impact indicators, and methodologies for follow-up and evaluation, among other topics.

Within the framework of the international good practices transfer event organized by the UN-Habitat, International DUBAI prize and the Office of the Mayor of Medellin, Inder received from the Argentine Foundation Mempo Giardinelli, the transfer of the practice 'Story-telling Grandmothers' (Abuelas Cuenta Cuentos) which is currently being implemented in Medellin thorough the Libraries System.

12. Improvements

To the extent that the institute has been more interested in expanding the number of programs offered than checking the relevance and ensuring the quality of the existing programs, it seems vitally important to rethink, in the first place, the organization of the offer, attempting to get the objectives aligned in every case with the personnel and materials resources that support its activities.

At this point, there is a difficult dichotomy between the extent of rigid specific programs and the development of general programs with a broader appeal. Depending on the availability of budget, the institute should be coherent with its goals, guaranteeing the adequacy of the personnel and the facility for the specific programs being offered, establishing flexible objectives and adapting the dynamics of the other programs³³. The activation or reinforcement of synergies among programs, coordinating activities where different audiences can be included, can be productive, especially in places with a high demand, such as the more vulnerable settlements. At a lower level and according to the same logic, the schedules must be revised and adapted to the demands of the population³⁴.

This requires a constant and effective feedback between the entitled users, the managers in the territory, and those who monitor and plan the programmatic structure, perfecting the channels and tools for follow-up and evaluation.

In this respect it is necessary, to start with, a consolidation of the community participation in permanent high- and low-level instances, getting over the complaints until the discussion and proposition phases are reached. Based on or fed by the Institute itself, ambitious and unfocused expectations of the communities are a special challenge to be faced.

The welfare logic of the early social programs translates into a recurrent and persistence expectation of immediate material benefits, such as snacks or outings, to be provided by the programs, which leads to dissatisfaction or lack of motivation. It is necessary to move forward in taking ownership of the entitlement approach as an everyday situation rather than having flashy events. This should be accompanied by

strengthening of the organizations, an increased timeliness of the information sent from headquarters, and a growth in headquarters credibility among the users that enjoy and the officials who carry out the operations. Deployment of local diagnostics, and deeper and more flexible analyses will be of capital importance.

Training for the managers should be increased and should focus on the intersections between sports, development and peace, and should be considered as part of the job. Finally, the creation of a permanent decision-making body, such as a Municipal Council for Sports and Recreation Management, and reinforcing the invitation to academia to understand the various aspects of recreation and sports.

From the administrative point of view, it would be convenient to link the times for entering into the contracts and the arrival of materials, expedite payroll processing, and formalize the work of the administrators that are currently working as self-employed.

NOTES

1 Instituto de Deportes y Recreación de Medellín –Inder–: *Política para el deporte y la recreación de Medellín. Una alternativa para la solución de los problemas*, Inder, Medellín, 2004, pp. 18-19.

2 Later, the National Recreation Plan, the National plan for Development of Sports, and the National Physical Activity plan were approved.

3 Created before Law 181, Inder's achievements helped to have the Law create the Municipal Sports and Recreation Institutes as a way to close the gap created by the elimination of the Departmental and Municipal Sports Boards without a clear definition of who is to discharge those responsibilities at the municipal level. The emergence of Inder is part of the national dynamics in favor of decentralization promoted by the Constitution of 1991.

4 Ibid, pp. 8-15

5 Instituto de Deportes y Recreación de Medellín –Inder–: *Plan Estratégico del Deporte y la Recreación 2007 – 2017*, Inder, Medellín, 2008, p. 63.

6 Idem, p. 69,

7 Ibid, p. 70.

8 Ibid.

9 Ibid, pp. 71-72.

10 "Public policies have to manifest, simultaneous and independent intentions: those of the citizens and those of the institutions; the problems of society and the deficiencies of the government. Ibid., p. 35

11 Ibid, p. 36

12 Public policies are established taking into consideration the rights, the demands and the territory. Particularly, "public policy (...)

seeks to bring Inder closer to the community through the implementation of a minimum set of actions aimed at guaranteeing the use of the right to sports and recreation by consolidating a process to train citizens in their duties based on the continuous exercise of scientific recognition of the community's demands and under the guidance of the administration that enables the definition of the institution's range of territorial action." Vid.: Inder: *Política para el deporte y la recreación de Medellín. Una alternativa para la solución de los problemas*, Inder, Medellín, 2004, p. 66 y CONTRERAS, L. A.: "La formulación de la política pública para el deporte y la recreación del Municipio de Medellín desde el enfoque de los derechos humanos", en Inder: *Dimensión social del deporte y la recreación públicos. Un enfoque de derechos*, Inder, Medellín, 2006

13 The workshops were implemented in six stages: i) presentation of the objectives, the agenda for the workshop and the methodology to be used; ii) contextualization of the Institute's actions (presentation of the plans, projects, actions, number of registered and served users, and balance of Inder's presence by area and by locality); iii) exposure of the elements considered lines for public policy; iv) preparation of individual dreams and negotiation of the collective; v) group analysis of strengths and threats; vi) socialization of group results and open discussion, Vid.: Instituto de Deportes y Recreación de Medellín –Inder–: *Plan Estratégico del Deporte y la Recreación 2007 – 2017*, Inder, Medellín, 2008, p. 66.

14 Vid.: Cardenas, A., Delgado, P. Y Garcia, J.: *Espacio público y derecho a la ciudad. La política de espacio público físico y la venta informal en Bogotá*, Alcaldía Mayor de Bogotá, PNUD, UN-Habitat, Bogotá, 2008, pp. 36-52, and especially, United Nations Human Settlements Program UN-Habitat: *Status of Cities 2010. Closing the Urban Gap*, UN-Habitat, Nairobi, 2010, pp. 122-135 y 150-165.

15 In 2009, 418,524 people benefitted from free access to the public sports facilities managed by Inder, and over 962,331 were empowered with their right to sports and recreation practices with free access to this type of spaces and activities. The projects with the broadest coverage during this year were, in order, associated education and community sports, institutional and neighborhood recreational bike trails, play-and-learn experiences, healthy physical activity, the *recreatings*, and popular sports schools.

16 Vid. United Nations General Assembly: *Resolution 58/5 of 2003 about the role of sports as means to promote education, health, development and peace; and Inter-Agency Task Force on Sport for Development and Peace: Sport for development and peace. Achieving the Millennium Development Goals*, United Nations System, New York, 2003.

17 Between May and June, 2007, Inder surveyed 2,660 active users and obtained the perception of 1,356 children between 8 and 15, and 1,304 people over 16. Instituto de Deportes y Recreación de Medellín –Inder–: *Strategic plan for Sports and Recreation 2007 – 2017*, Inder, Medellín, 2008, p. 56.

18 In addition to its direct effect on health, physical exercise is associated with lower levels of alcohol and tobacco use and healthier eating habits. Being a woman, poor and with little education is associated with doing less physical activity. Inder focuses on these population groups.

19 All programs are inclusive and make an effort to provide friendly and hospitable treatment that makes people feel at home, embracing sports and recreation as a strategy for social and cultural construction. The prolonged implementation of these direct programs encourage changes, which promotes, among other things, the change of the negative influence from leaders or family members into a positive influence.

20 This condition often leads to a saturation of the furnishings and programs by heterogeneous groups, impairing their adequate operation.

21 For an identification and characterization of the various sports and recreation experiences with this dimension, see Observatory for Sports and Recreation: *Experiencias deportivas y/o recreativas que en medio de contextos de violencia aportan a la construcción de tejido social y a la convivencia en Medellín*, Instituto de Deporte y Recreación de Medellín –Inder–, Medellín, 2007. In general, the experiences analyzed try to promote and rest leisure and strengthen social ties, education in individual and collective values, and the construction of citizenship by developing games, competencies, group dynamics, artistic expressions and cultural acts, often outdoors. With respect to the disturbance of everyday life produced by the resurgence of violence, which suspends work and causes desertion by the participants, organizations employ operational, pedagogical and thematic strategies.

22 Velasquez, E.: “¿Intervenir el espacio urbano para manejar los conflictos sociales y prevenir el delito?”, RUIZ, J. C. y CARLI, E. (eds.): *Espacios públicos y cohesión social. Intercambio de experiencias y orientaciones para la acción*, Universidad Alberto Hurtado, Santiago de Chile, 2009.

23 The Institute fulfills a more effective function in prevention than in intervention. In the event of violent difficulties, Inder does everything it can to continue and even intensify its programmatic offer.

24 Instituto de Deportes y Recreación de Medellín –Inder–: *Plan Estratégico del Deporte y la Recreación 2007 – 2017*, Inder, Medellín, 2008, p. 50. Data up-to-date.

25 Ibid, p. 39.

26 Tuesday and Thursday nights, and holidays during the entire morning, Inder makes available to the community certain streets and roads in town to practice sports, closing them to vehicular traffic.

27 Ibid, p. 40.

28 It is extremely important to have a sound analysis of the universe of actors, their interests and alliances, defining interaction strategies from the beginning.

29 Knowledge and culture of the use of information and communications technology is as important as the infrastructure. The equipment is important in converting information into knowledge, but so are the information systems.

30 Social studies have been carried out using qualitative and quantitative methodologies about society's barriers to enjoying sports and recreation

31 Manfred Max-Neef (1932), economist, academician and politician from Chile. His main approach defines a matrix of nine basic human needs: subsistence, protection, affection, understanding, participation, creation, recreation and freedom. In the 90's he formulated the *Threshold Hypothesis* which states that after a specific level of development, quality of life begins to decrease

32 See the first item, dedicated to the specific context of the practice, and Instituto de Deportes y Recreación de Medellín –Inder–: *Política para el deporte y la recreación de Medellín. Una alternativa para la solución de los problemas*, Inder, Medellín, 2004, pp. 8-15.

33 On the supply side, there are currently specific programs being offered with monitors and in inappropriate facilities. The heterogeneity of the audiences distorts, from the side of the demand, the projected development of some of these programs. The confluence of these items with the use of coverage as a measure of performance of the managers leads to the integration of dissimilar audiences and to the dispersion of the objectives established, thus damaging acceptance in the future.

34 The definition of schedules is often inconvenient. Inder insists on opening from Tuesday through Sunday, resting on Mondays, when it is more appropriate to close on Sunday due to the volume and the nature of the attendees (On Monday, the number of visitors is greater and more strategic – school groups -).

10.

Agency of Cooperation and Investment of Medellin and the Metropolitan Area -ACI-

Jon Garcia Bañales

1. Specific Context

During the decades of the 80's and 90's, international cooperation was highly centralized both in terms of actors —headed by countries and multilateral agencies— and in terms of topics. In addition to this, tourists and business people were reluctant to visit and settle in Latin American developing countries.

The overseas image of Medellin was appalling; it centered on drug traffic and violence due to the economic, social and political realities of the city as well as to the way international relations were being managed at the local level.

With respect to the former, the war between the cartels and the violence associated with it was noteworthy in Medellin. Among other national factors, this had its roots in the weakness of the public administration when it came to establishing a medium and long-term vision for the city. With respect to relations management, government bodies and inter-institutional cooperation networks ignored the role of internationalization and even feared it. So they were, by extension, significantly weak in their

actions. The feeble work in international relations also limited the impact of any cooperation and investment resources received because it did not pay attention to the orientation of its external factors. In short, the feeble and inadequate connection of the city and the region to the international sphere made it difficult to reach the levels of development that could have been achieved.

At the dawn of the 21st Century, the international context of cooperation and investment and their management and reality in Medellin underwent significant changes.

Three main trends were observed in the area of cooperation. On the one hand, decentralized international cooperation, —which places local, regional or municipal governments and civil society at the core—, became stronger. The universalization of the democratization and decentralization processes assigns local responsibilities and capabilities a key role in development, and guides the cooperation flows to and from this sphere¹.

The valuation of the local comes hand-in-hand with a consideration of the specificity of the practices and, therefore, of the complexity of institutional work and the richness of some practices by the countries, regions and cities considered to be under development. The South-South exchange about specific issues is taking on an increasingly protagonic role.

Finally, a growing relevance is assigned to the efficiency and efficacy of cooperation, transferring the emphasis from the volume of resources to the management of those resources. With that objective, the creation of agencies, especially local ones, to manage the demand for and supply of cooperation and investment becomes the center of the diagnostics of many multilateral institutions in many countries, regions and cities around the world. Cooperation increasingly revolves around the strategic relationship among decentralized agents over specific issues.

In the area of production, there is an intensification of relocation processes which move the production of goods and/or the provision of services from developed countries and places them in developing countries.

At the same time, the institutions of Medellin, including the Mayor's Office, Empresas Publicas (EPM) and Empresas Varias (EVM) de Medellin, and Area Metropolitana del Valle de Aburra, began to value international relations, and to engage in them. If at the beginning they only valued the receipt of international cooperation, they started to work slowly to provide a strategic definition of its scope, and to change the culture and the capability for institutional management in its operations.

Since 2004, the length and breadth of the consideration of international relations has been combined with the transformation of the city on the basis of public administration. Political, economic and social regulation receives feedback from internationalization.

Founded in 2002, the ACI appears in a context marked by the decentralization of cooperation and investment, the precariousness of international relations, and the beginning of a positive transformation of the city. In short, management of international relations is institutionalized at a time which is as urgent as it is favorable.

2. Central dimension of the analysis

The nominal and structural history of ACI provides the synthesis of its central theme.

When it was founded in 2002 the ACI was created as the Agency for International cooperation of Medellin, focused on managing bilateral and multilateral international cooperation² and, especially on the decentralized cooperation after 2004³. In 2006, with the help of the United Nations Industrial Development Organization UNIDO, the ACI became the agency for Cooperation and Investment for Medellin and the Metropolitan Area, expanding its scope by including the management of direct foreign investment. Following this dynamics, ACI created in 2009 an area for the projection of the city-region and in 2010 separated the communications activities from the administrative area.

Since its creation, the focus of its activities has gone from managing cooperation to, in a more consistent manner, managing the various aspects of international relations.

3. Meaning of the Actions

In this scenario, ACI's mission is to "lead the internationalization of Medellin and the Aburra Valley through actions of cooperation, business and investment that help increase the Human Development Index and competitiveness in the region." Within this framework, ACI's general objective is to "facilitate and articulate initiatives that will lead the region to the highest levels of human development and competitiveness through cooperation, business and investment." In this scenario, ACI understands internationalization as "the process through which a region becomes inserted and adapts its territory and institutions to advance its development processes through the interaction and participation in the global flows of capital, products, services, knowledge, and multicultural relations"⁴.

According to the action plan drafted in 2010, ACI's specific objectives and strategies are divided into the areas of cooperation, investment, outreach, communications, and administration (Figure 1).

The cooperation area manages international cooperation relations for development with the aim of strengthening the strategic programs of Medellín and its metropolitan area. For this purpose, the area manages international cooperation technical and financial resources for the strategic programs of the partners, and consolidates this type of action from the local point of view. It also monitors and coordinates participation by the strategic projects defined in international cooperation invitations, and accepts and coordinates the internships and scholarships provided by international cooperation.

In turn, the business area focuses on promoting Medellín and the Metropolitan area has a competitive destination for direct foreign investment. To achieve this objective, the ACI facilitates the creation of new production companies for goods and services in sectors that are strategic for the city⁵, provides support for gathering the information they need to get set up in the city, and seeks to leverage their performance in Medellín and the Metropolitan area by activating its contacts networks (for example, real estate market, suppliers, specialized labor, etc.). In addition, it also provides accompaniment for foreign companies that already set up in Medellín in order to promote reinvestment processes. Another of its tasks is to monitor installed foreign investment and to provide strategic consulting in actions that help improve the investment climate in the city and the region. The investment area works on making companies that are thinking about getting established and those already established feel that they have a crucial ally among the institutions in town, in a highly attractive urban process.

The Outreach area seeks to consolidate Medellín's position in the international concert by promoting and sharing its good practices among strategic actors. This is done by promoting and communicating its good practices, which can be programs and projects in the Development Plan, led by the Mayor's office or its decentralized agents, or alliances with the private and/or academic sectors, a trait that characterizes development actions in Medellín. After these good practices have been identified and prioritized, the outreach area at ACI takes over the leadership, design and implementation of the city agendas for national and international strategic actors, and coordinates the participation of good practices in national and international networks, events and awards⁶. A key

factor for the image of Medellín whose international projection is being sought, is that of a laboratory city that offers south-south cooperation so that other cities around the country and the world can get to know the urban transformation activities and the integrated social development plan on which these have been based, to drive their own development processes.

Created in May, 2010 as an area independent from the Administration, the Communications area is deployed on the principle of public communications according to which this is a tool that helps facilitate meetings, create meanings and change behavior among audiences that are strategic for an organization. Within the framework of the information, organization, civic and corporate lines, the area consists of a press division and a public communications division. While the former provides assistance with press releases, hosts the international media that come to town and monitors the international press, the latter manages the network of men and women from Antioquia overseas (*Red de Antioqueños y Antioqueñas en el Exterior – RAAE*)⁷, international shows and events that take place in Medellín, and public relations, and acts as liaison with companies and universities from the city and the region.

In terms of support for the activities, the administrative area manages and administers the resources that are required to achieve its institutional mission, and provides support and advice to establish, improve and evaluate the Quality and Internal Control Management System, and assists the institution with its decision-making.

4. Results

In strategic terms, the Agency for Cooperation and Investment of Medellín and the Metropolitan Area of the Aburra Valley has been able to include internationalization as a specific item in the last two development plans for the city, the region and its partners, who grant and acknowledge ACI's leadership. In addition, they have been able to articulate the municipal administration and its entities to face the challenge of internationalization.

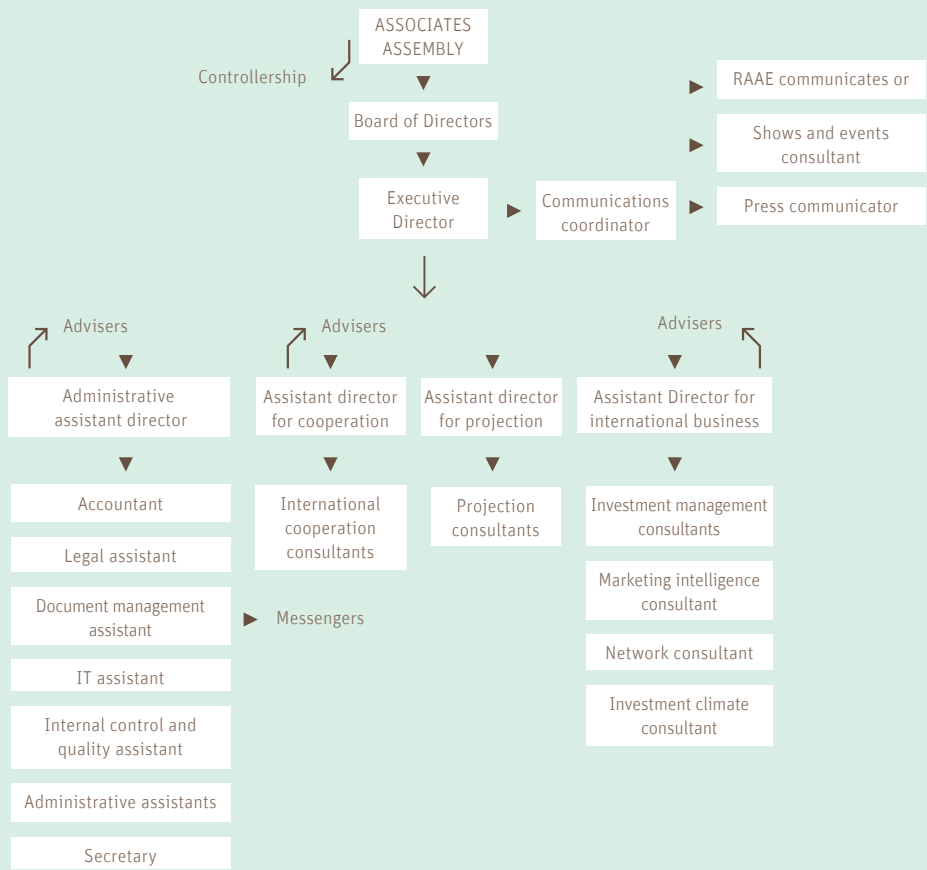
In the area of international cooperation, the work carried out by ACI has strengthened the decentralized management of cooperation supply and demand, thus becoming the national leader in this area. For this reason, strengthening the local cooperation actors, creating networks and implementing information systems have been decisive. In this respect, ACI has encouraged the spirit and provided technical guidelines to entities from the local cooperation sector, has provided training to the local public, private and academic sectors about cooperation in general and decentralized cooperation in particular, and at the same time has set an example to make a decided and transparent search for long term common objectives. In addition to the specific provision of conferences and training

sessions, ACI has developed communication strategies, including the Decentralized International Cooperation Manual⁸ of which four versions have already been published.

Within the framework of the National System for International Cooperation created by Accion Social, the cooperation area contributed to the creation of Red Antioqueña de Cooperacion Internacional (Antioquia International Cooperation Network). This was created on the bases of the Board of Friends of ACI (initially, a space where public and private entities accompanied ACI). The network consists of the Governorship of Antioquia, Instituto para el Desarrollo de Antioquia – IDEA–, Federacion Antioqueña de ONGs, Universidad

Structure of the ACI

Fig. 01



de Antioquia, Accion Social Territorial Antioquia, Caja de Compensacion Familiar de Antioquia —Comfama—, Caja de Compensación Familiar of Federacion Nacional de Comerciantes —Comfenalco—, and the business sector, to work on social responsibility in the short, medium and long terms⁹.

The network, led by ACI because of its installed capacity, draws the map for the Department's cooperation policy, without defining specific projects that could create rivalries and bias processes. The creation of this network helps activate each partner's internal networks and makes communications, agreement and coordination more fluid. The close ties among public, private and social organizations have been fundamental in creating synergies and increasing efficiency. Accion Social, in centralized cooperation, and the entities of the network in decentralized cooperation, are in charge of connecting the needs for national and local cooperation needs to the offers from other countries, regions and municipalities.

The combination of these advances has reinforced the local willingness to reach consensus and to carry out joint work because it has facilitated the volume of information, reinforcing formulation, multiplying the number of projects approved, strengthening implementation and expanding the impact of cooperation. This has nurtured the cooperating entities trust in proper local management. In sum, ACI's management of cooperation has increased the number, scope and value of the alliances and this has increased the volume and optimized the effectiveness of the cooperation streams.

As a result of these advances, between 2004 and 2008 ACI managed the reception of USD 45 million in technical and financial resources from international cooperation through the Mayor's Office of Medellin. In 2009, USD 7.7 million were received and USD 7.12 million in 2010. These resources were used to support the implementation of strategic projects for the development of the city, basically in the areas of Education, Gender, Civic Culture, Social Urbanism, Entrepreneurship, and Security and Coexistence.

With respect to investment, the timely and prompt accompaniment provided by ACI to companies that want to get established, or are already established in the city, has been reflected in a significant improvement

of the city's international position in the area of business and, therefore, in an increase in direct foreign investment received. Thus, if in 2003 Medellin was number 38 among Latin American cities for doing business, according to the magazine *América Economía*, it was number 15 in 2010. This has come hand in hand with an increase in direct foreign investment which increased from USD 19 million in 2002 to USD 111 million in 2009, with a significant impact on job creation. For 2010 the biggest achievement was the Agency's actions to get Hewlett Packard to set up a global service center in Medellin that will create 1000 direct jobs.

These results are closely tied to the achievements of ACI in managing the city's projection. Attracted by the management model and backed by the city's service capability, top notch international events (Assemblies of the Organization of American States —OAS— in 2008 and Inter-American Development Bank —IDB— in 2009) have taken place in Medellin over the past few years, and there have been visits from international delegations of interest for the city. During the second semester of 2009 and during 2010 there were 63 and 86 agendas and 155 and 200 strategic actors received.

Thanks to ACI's work, today Medellin has the opportunity of going beyond the demand for international cooperation to offer of decentralized technical cooperation, better known as South-South cooperation, with an emphasis on the municipal management model and its good practices. Through coordination in this area, and articulated with each area responsible for the subject, the city received the following recognitions: (Figure 2).

The communications area received 407 journalists in 2009 and 314 in 2010. Together with Proexport and its campaign *Colombia is Passion* (*Colombia es pasión*) the area did joint work to identify key international journalists to promote and communicate a positive image of the country and its main cities, including Medellin. In addition Red de Antioqueños y Antioqueñas en el Exterior —RAAE— has been having a solid, sustained growth. Monthly visits to the web page went from 150 to 4,000 between October 2009 and October 2010. Thus, the cooperation activities of the *paisas* living overseas have increased from 18 in 2009 to 29 in 2010.

Integrated with the activities of the business area, the increase in the number of and updates in the contents of international trade shows held in the city have turned out to be a fruitful strategy. Between 2004 and 2009 Medellín increased the number of trade shows from 3 to 14 as a result of working alongside the academia, the private sector and other institutions. This created, due to ACI's support, trade shows dedicated to energy (International Electrical Sector Trade Show) and the Health Show —Medesalud—, clusters that previously did not have that valuable international showcase. Between 2008 and 2009, the business transacted during international

trade shows represented of USD 560 million for the city.

Lastly, from an administrative point of view, in 2004 the Agency was ISO 9001 and NTC GP 1000 certified, reiterated by *Bureau Veritas* again for 2010. In addition, the Agency registered the brand 'Sos Paisa' for the network Red de Antioqueños y Antioqueñas en el Exterior, and ACI in 2009.

The local policies bet on internationalization, and the convenient focus of ACI's efforts have made it possible to have: i) institutional alignment and articulation

International awards given to the city in 2010

Fig. 02

INTERNATIONAL AWARDS GIVEN TO THE CITY IN 2010			
AWARD	INSTITUTION GIVING THE AWARD	CATEGORY	PRACTICE OR INSTITUTION RECOGNIZED
HONOR HABITAT 2010 award	UN Habitat	Reduction of poverty, early childhood care and evaluation of urban services	<ul style="list-style-type: none"> • Medellín Solidaria • Buen Comienzo • Quality of life survey
International Award For Liveable Communities	Special Award en LivCom Awards	Habitable communities	Mayor's Office of Medellín – City of Medellín
Santiago de Compostela award for urban cooperation	Consortium of the City of Santiago de Compostela, AECID and EU General Directorate for Foreign Relation	Public initiatives for the creation and recovery of cohesion spaces in cities through urban space transformation and improvement	Parque Campo Santo de Villatina, PUI Comuna 8 de la EDU
I Hispanic-American contest on Good Practices in Urbanism and Health	World Health Organization – Pan American Health Organization	Best practices in urban health	Simpad program for the reduction of the city's Social, environmental and physical vulnerability through a strategy of shared responsibility and community participation for risk management

based on a strategic horizon; ii) optimization of the receipt of international cooperation flows; iii) the launch of the city as an offeror of technical cooperation; improved positioning among the best cities in Latin America for doing business; v) increased foreign investment; vi) first rate international events; and vii) certification for the quality of its operation and management.

5. Completeness and Inter-sector articulation

Seen as a practice, ACI is, first of all, complete because it includes the various dimensions of international relations. Indeed, ACI's activities include managing the receipt and issue of cooperation as well as capturing investment. The work of the Outreach and Communication areas acts as the common axis for the various facets of international relations management by becoming a communications medium that organizes and weaves supply and demand.

On the one hand, there is a permanent articulation of the cooperation and outreach area of the city-region and the Mayor's office to define the programs and projects for which international cooperation must be obtained. Those programs, which represent good practices, can be offered as lessons learned to cities that are searching for similar things, nominated for international awards and acknowledgments, or presented during events. To carry out both the demand and the supply for cooperation, ACI coordinates internally with the municipal secretaries and entities in charge of managing the respective programs and projects, with the regional (Governorship of Antioquia) and national administrations (Ministry of Foreign Relations and Accion Social, among others), NGOs, the private sector and academia. Externally, ACI has a portfolio of international allies (development agencies from various countries, multilateral organizations, foreign governments and credit institutions) which recognize both the work carried out by ACI and the city's projects.

From the business area, ACI coordinates closely with key actors for the economic development of the city, such as the trade associations, private companies, the Chamber of Commerce of Medellin for Antioquia and

its clusters. This is in addition to following the national government's directives on the subject, issued through Proexport and the Ministry of Trade, Industry and Tourism.

In short, ACI is in the position of being able to mobilize the local, regional and national public sector, trade associations, compensation funds, the private sector and academia, around city-related initiatives. ACI's experience in fulfilling agendas with high profile actors has led ACI to carry out chancery work and has turned it into an entity capable of producing discourses for the city and the region as a result of the fact that its multilateral relations allow ACI to have a global view.

6. Sustainability

From a financial point of view, ACI has been a self-sustaining entity, with high levels of liquidity and profitability, that has grown without the need for credit. This is definitely the result of the strategic, operational and financial connection between the entity's work and the development plans of its founding institutions. ACI enters into inter-administrative agreements for services and delegated administration that are negotiated each year with its partners on the basis of their development plans.

In the case of the Mayor's Office of Medellin, the reference programs and projects were included in the Development Plans of the 2004-2007 and 2008-2011 Administrations, stipulating the indicators and the results that had to be achieved¹⁰. The work of ACI in technical or financial cooperation focuses on channeling the act of getting resources to leverage the projects included in the current Development Plans. Although executing these resources is the responsibility of the receiving entity, ACI accompanies their implementation, monitoring and evaluation.

This is driven by appropriate management and communications. ACI's management and administration are based on transparency and compliance with the applicable public and private sector regulations. They are supported by a judicious application of a system to monitor and control the efficiency and efficacy of

the financial, technical and human resources. ACI's management and administration trigger effectiveness and support the legitimacy and credibility of the institution among its founders and extended founders. The certifications to this effect (ISO 9001, NTC GP100) are sources of a long life. The institution's sustainability is rooted in the breadth of its relations with and the soundness of the recognition given by other public organizations, companies and universities that demonstrate the robust positioning of its brand⁴¹. The deployment of awareness campaigns among the local civil society around its mission and the outside activities of the communications division's issues, (including the Red de Antioqueños y Antioqueñas en el Exterior – RAAE) place social sustainability within this framework by activating the internal and external social ownership of the relevance of managing international relations and the city's achievements, as well as the relevance of obtaining investment resources and cooperation to develop the municipality and improve the quality of life of its inhabitants.

With respect to its contribution to social sustainability, it should be remembered that ACI is woven into the Development plans defined by its partners, and that the latest two [plans] from the Mayor's Office are the result of a deep concern for the fight against poverty and social segregation. Guided by this spirit, ACI'S actions have prioritized strategic issues and spaces. With respect to the former, if gender equality, care for vulnerable populations, environmental sustainability, education, culture, peace, security and entrepreneurship have benefitted, it is because the execution has focused on those communes with the lowest human development indices.

Field evaluation and expansion of the agency's lines of action, its local, national and international reputation, and its sound management ensure ACI's ongoing financial sustainability with significant levels of liquidity and profitability.

7. Projections

Overall, ACI is dedicated to leading the international relations agenda for Medellín and the Metropolitan Area to help internationalize the city and the region by managing the strategic lines of work defined by the partners.

Along these lines, the cooperation area will seek to deepen decentralized cooperation with an emphasis on economic development and actors from civil society. The implementation of seven lines of work on cooperation, and the consolidation and strengthening of the strategies for rapprochement, negotiation, and follow-up of the international cooperating entities and opinion leaders, will be reflected in the accumulated activation of 35 cooperating entities and the receipt of USD 27 million in new cooperation during 2008-2011. By 2010, 87% of the goal had been achieved.

The business area is currently being set up as an area for promoting direct foreign investment with the purpose of leveraging the city's position as a good place to invest. This is done by providing assistance to concentrate in especially competitive strategic subsectors. More specifically, the plan over the next several years, is for the investment area to focus on: i) providing increasingly specialized information to potential investors; ii) attracting service companies that see Medellín as the ideal platform for outsourcing and exporting services; iii) the transition to a management model where creating investment opportunities is more proactive than reactive; iv) support of processes for the internationalization of the city, such as bilingualism, international connectivity, incentives to investment, and competitiveness in the city; v) focus on subsectors rather than on large sectors, showing the investor specific value propositions, and vi) an improvement of the city's capabilities that will enable it to market itself as a platform for and exporter of services.

As to the projection of the city-region, the plan for the future is to continue to communicate the south-south cooperation initiative by promoting Medellín's integrated social development model and its good practices. The purpose here is to sign three-party agreements of this type with trans-national development or cooperation entities to help finance them.

Finally, the communications area will perform its public communications activities by finding among the national and international media allied networks to promote and divulge the activities of the agency and the city. In turn, Red de Antioqueños y Antioqueñas en el Exterior – RAAE – will grow in a sustainable manner, expanding the commitment of the *paisas* that live overseas to their city-region.

8. Keys to Success

The Agency's success underscores, in the first place, the dependence on political will for the creation and operation of this type of institution. When the institution is established within the framework of local strategic (medium and long-term) plans that have already been formulated, it is fundamental for its activities to be aligned with such plans¹². When the agency is based on the process of formulating strategic plans, or when such plans are being formulated when the agency already exists, it is extremely important that the institution's functions and lines of action be specified and approved. In addition to improving efficiency, the characterization of the agency's actions as a manifestation and embodiment of local strategic plans gives the agency legitimacy and efficacy¹³.

Integrating internationalization into the development plans of its partners, especially the Mayor's Office and Area Metropolitana, has been and is, in this respect, the key ingredient in ACI's success. The 2004-2007 City Development Plan conceives the line *Medellin integrated with the region and the world* as an opportunity to integrate areas of knowledge, business and

State administration to achieve a greater and better integration with the outside. In addition, and what is even more important, the picture of internationalization is drawn on the basis of a number of historic and new strategic studies, spaces for participation and management instruments. These, based on the territory's capabilities and potential, under a strategic, long-term perspective, guide and provide sustainability for endogenous development efforts¹⁴.

Along those same lines, the 2008-2011 Development plan for the city takes into consideration the national and international recognition of its investment potential as a tourist and cultural destination, a business center and a center for receiving international cooperation as a necessary strategy to advance along the road of sustainable regional development¹⁵.

Articulation of the various sides of international relations is, in the second place, a key element of ACI's good performance. Although it is not decisive, it is extremely important that internationalization agencies be born with a holistic approach to international relations embracing, from the start, the management of the demand for and supply of cooperation, and capturing investment. ACI has been filling in the gap in

Medellin integrated with the region and the world

Fig. 03



this respect, not without difficulty, until it now covers the whole range of international relations.

Thirdly, the agency's taking over the role of liaison between supply and demand, between cooperation and investment, always in both directions, is nuclear.

In the fourth place, ACI's efficient management of international relations is rooted in the creation of a broad, dense and solid network for alliances and cooperation among the various sectorial (departmental and/or national cooperation agencies, NGOs, foundations) and local actors (municipal and departmental secretaries, trade associations, academia, companies, third sector...) with special attention to local sectorial organizations¹⁶. The agency understood from the beginning that it is as important to build trust in those actors for the institution by creating and nourishing the recognition that, rather than substituting them, the agency's work is to facilitate processes that benefit them, and also processes among the partners themselves based on the fact that they are all working towards the same objective. ACI's management of the city's global vision derived from its integrated vision has been fundamental.

After the strategic horizon was defined and the sectorial and local trust was built, the contextualization and prioritization of international relations was fundamental. This is the fifth aspect to consider. ACI placed the work of providers and receivers of cooperation and investment within the framework of shared responsibility. Based on trust, the Agency carried out a timely mapping and characterization of actors to facilitate the strategic orientation of the interactions. ACI believes that decentralized cooperation usually shows up in the results as a nuclear instance resulting from a specificity that makes it possible to provide a more efficient response to specific demands.¹⁷ Feeling out the landscape helped ACI focus its efforts on the more fluid and fertile lines of work (decentralized cooperation, direct foreign investment) for its purposes.

The fit between the institutional structure and the operational needs, and the high degree of specialization have been the sixth reason for success. The implementation of a quality management system that monitors processes and practices is productive because, through a strategic evaluation, it makes it possible to identify and implement strategic improvement actions, in the

form of restructuring, reassignment or training of personnel. The definition and application of a General Archiving Law has been a major step to preserve the institutional memory. In addition, the methodology used to implement a project before populating it has been indispensable.

All of the above was based on the connection between reflection and action. In other words, on the connection between planning and execution/implementation. Thus, the linear cycle of project management was broken. Strategic analysis has been and continues to be an on-going process that has led to constant updates, gathering information through monitoring activities, evaluating the information and, especially, reusing it both to revise the current project and to design new projects. Maintaining in the institution the vibrancy of the living practice that thinks about how it acts, and changes the way it acts according to its reading of the consequences of such action, has been a success factor throughout ACI¹⁸ (Figure 4).

ACI's investment management has its own success factor. The following actions should be underlined:

- Assuming the nature of the city (whether it is a capital, secondary, tertiary, etc... in the urban system; its international image).
- Since Medellin is a secondary city, punished by a widespread and deeply rooted stigma, it was fundamental that ACI should be able to promote the country before the city, and then focus on investment.
- Once the new definition of the country and the city gained ground, ACI conveniently focused on promoting investment in very specific areas, with an emphasis on specific, agreed cases for investment and expansion instead of huge and widely different sectors. The combination of proactive and reactive attraction and the public-private articulation have been fundamental in this respect.
- From the management point of view, the agency's bet that investment attraction and retention should dance to the same tune is significant.
- The regional scope of action has been of great importance considering the city's limitations to receive productive investments within its municipal borders.
- The definition and contents of the policies that guide ACI's work are extremely relevant to the institution's success. According to these principles, the DFI that matters focuses on providing services,

Elements for the activities by ACI (Agencia de Cooperación e Inversión de Medellín y el Valle de Aburra)

Fig. 04

Elements for the activities by ACI

Political will

- Consensus by the political actors for the agency's creation.
- Alignment or definition of the institution's activities with (in) the strategic plans.
- Strategic consistency. Articulation of supply and demand for cooperation and investment expressly framed within the management of international relation.

Sector and local trust and alliances

- Positioning as a facilitation or promotion entity, not as a substitute.
- Network of strategic partners.

Contextualization and prioritization of international relations

- Convergence in shared responsibility among public and private actors (economic, social and academic).
- Identification of strategic cooperation issues with selected counterparts. Emphasis on decentralized international cooperation.

Organizational efficiency

- Consistency between structure and activities.
- Strategy: continuous monitoring (quality management system) and regular evaluation and adjustment of structure, functions and responsibilities.
- Preservation of institutional memory for, among other things, creating identity and distilling and leveraging lessons learned.
- Integration for reflection and action.

conceived as cutting across all productive sectors and not on manufacturing, especially low added-value manufacturing, due to the high cost of transportation (a key factor for exports) resulting from the city's geographic location. This said, the bet is on a productive DFI that creates quality jobs, technology transfers and new exports, ruling out, as a rule of thumb and except whenever there is decisive technology transfer, commercialization companies that only see this location as a consumer market.

· Finally, the detail and speed of the information provided are unmistakable traits of the timely attention provided by ACI.

All these points help explain the success of the Agency for Cooperation and Investment of Medellín and the Aburra Valley. Its newness, currency, efficiency and efficacy make the keys to its success productive instruments for many other institutions. The local and regional actors that are interested in improving the actions of local cooperation and investment should study the relevance of ACI's traits in their specific contexts.

9. Innovations

ACI's development was deployed basically through a trial and error process. For this reason, and because of the paucity of information about other local agencies with similar purposes, it is difficult to determine which structures and provisions are actually innovation. However, in the national context, ACI is an innovator in several areas:

- This is the country's first municipal cooperation management agency. In fact, it is the center of currently incipient efforts in local management of cooperation in Colombia.
- Its government nature is a novelty; its association with the executive, the municipal public companies and the metropolitan negotiation space is highly significant.
- ACI integrates supply and demand for cooperation and investment, which are usually disconnected. ACI weaves the management of cooperation and investment, and projection into a single body under a common horizon. This activates extraordinarily fertile synergies.
- ACI stands out for its connection to the city's and the region's strategic bets, as set forth in the

respective development plans. The agency turns strategic planning into the classification of actors, goes from objectives to mapping, and from mapping to classification.

- In the context of the relationship with different partners, the use of the RAAE communications model is quite innovative. Indeed, the RAAE shifts from a scheme based on dialogue among the parties to a scheme that engages different collaboration modes to Medellín (cooperation, investment and projection) which in turn build concrete ties with the municipal authorities.

- Updating the productive system applied and obtaining Quality Management System certifications both public (NTCGP 1000:2009) and private (ISO 9001:2008), which is in turn validated in the United Kingdom and U.S.A. due to the UKAS and ANAB accreditation that ACI obtained recently, are also innovations from the administrative viewpoint.

10. Lessons Learned

A large number of the traits that have facilitated the agency's success were included and designed on the fly and are characterized by being lessons learned. Among the keys to success, the nature of a lesson learned stands out more clearly in three aspects:

Comprehensiveness, Emphasis on decentralized international cooperation, and Work in the investment area.

COMPREHENSIVENESS

(Cooperation, investment, projection and communications)

As stated earlier, ACI was created in 2002 as a cooperation agency, and integrated the management of investment, outreach and communications only in 2006, 2009 and 2010, respectively. The articulation of the various aspects of international relations involves a gradual process in which the institution gradually assumes the urgency of looking outside with a comprehensive approach.

EMPHASIS ON DECENTRALIZED INTERNATIONAL COOPERATION

The emphasis on decentralized international cooperation was far from innate. It is rather a response

to the results of a strategic analysis done after the agency was created. Initially, the ACI was dedicated to managing the receipt of resources without fine tuning the most productive cooperation mode for local development. The idea of decentralized international cooperation took shape with the display of a map and characterization of actors focused exclusively on the strategic guidance of the interactions.

EMPHASIS ON THE STRUCTURE OF THE INVESTMENT AREA

Within the framework of the cities enter nationalization process the business area for the Medellín Cooperation Agency (ACI) was created in 2006, connecting the local economic development to the behavior of business rounds and corporate tourism associated with the hosting of international trade shows.

The structure and focus of the area have been modified over time. In 2008, the area had one person in charge of aftercare, that is, taking care of the installed companies, while three individuals, divided by clusters, took care of the sectors (hard, such as energy and construction, and soft, such as textiles, health and tourism, and new technologies).

In addition, there was one person dedicated to promoting and managing local networks, regional networks (in the metropolitan area of the Aburra Valley, in order to expand the range of opportunities), national and international networks, and another person for market intelligence for defined investment vectors, conceived as functions that cut across the entire area. Finally, one individual dedicated their work to managing international trade fairs as a strategy to internationalize the city by connecting different actors who operated as multipliers to communicate the transformation of the city. The idea was to get one trade show for each of the five strategic clusters to come to the city. According to the structure, there was no focus or proactive promotion of direct foreign investment.

In implementing these actions, ACI became aware of the need to reshape the focus and the structure.

The business concept was aimed, in the first place, in favor of investment to the exclusion, among other things, of business appointments requested by alleged potential investors. In the second place, attraction and reten-

tion of investment were merged in order to multiply the synergies in the service, valuing as a capital asset the hard earned trust.¹⁹ In addition, in light of the administrative nature which network administration had taken on, that administration was distributed among sector consultants. Each consultant was answerable for an industry or a local and an international market, according to the sector's importance. Furthermore, two consultants were added for the technology-based sectors. The role of the person in charge of market intelligence was weakened, going from leading the strategy to providing input across the board. A position was created to manage the investment climate, which provides support on legal issues and monitors climate through contacts with investors. Management of trade shows was transferred to the communications area.

This evolution is the result of a work structure divided into five phases. The first refers to the sector's protective offer in the city, with the addition of the plastics and logistics clusters to the others mentioned above. During this stage, sector manuals and investment briefs (basic information about sectors) and summary presentations about the sector (what it is and where it is going), relations with installed companies were strengthened, and participation in sector activities, were increased. This was very fruitful in the configuration of the general discourse of *Why Medellin* from the point of view of direct foreign investment, and the description, with advice from the clusters, of investment opportunities that have been reflected in specific value propositions²⁰.

11. Transferability

Accessibility of information and efficient communication by the ACI in Medellin, together with its outstanding results, have turned this institution into an example of what many governments are looking for in a scenario characterized by the universalization of decentralization processes, the realization of how relevant management is for the efficiency and efficacy of cooperation, and the valuation of practices by developing countries, regions, and cities.

Requests for transfers have grown steadily over the past several years. The governorships of Choco and Nariño, the offices of the mayors of Pasto, Cali and Bogotá in

Colombia, and Chacao, Panama City, Cuenca, Tijuana and Juarez in Latin America, are just some of the institutions that have expressed an interest in knowing more details about or replicating ACI's work.

The agency's response to these requests for exchanges, until now, has been mainly informal and spontaneous. Until today, the practice has been shared by making national and international presentations, and by organizing the agendas of international delegations that visit Medellin.

In any event, ACI is aware of the relevance of having strategies and methodologies for communication and even for transfer. To this end, the ACI defined in 2010 a path that relies on the transmission of some good practices from the municipal transformation management model, known as the Integrated Social Development Model. The first exercise was carried out within the framework of the IDB Assembly in Medellin. For this purpose, there was a general identification of the context, principles, structural axes and outstanding practices in this model. The second task consists of progressively promoting the city's good practices, contributing to their publication and eventual transfer outside, thus contributing to the mission of the South-South cooperation.

The suggested contents for the transfers insist on lessons learned, in the sense of highlighting the political will, the creation of alliances, contextualization and prioritization of relations, or a timely definition of the organizational structure. Also emphasized are the minimum requirements to open a municipal cooperation and investment agency. Emphasis is on respecting the political decision, the availability of an office, the liaison with relevant sector and local agents, and bilingual staff.

12. Lines for Improvement

Success does not mean that there is no room for improvement. Such improvements include, in general:

- Opening ACI's work to actors other than the partners to position itself as an offeror of cooperation, investment, communications and outreach management services.

- Leadership in defining guidelines for the international relations policy for the city, the region and the Department (currently, due to attributions, it is the municipal Council of Medellin. The policy is defined by the members of the Municipal Council and is validated by ACI, but it should be the other way around; in addition to building together the strategy for the metropolitan area and for the department).
- Streamlining actions, discarding, for example, the expanded process of tourist visas and visits.
- More continuous deployment of computerization processes.
- Informing the community about the role of the ACI.

In the area of cooperation, the suggestion is to advance in:

- Consolidating relations with NGOs and foundations
- Strengthening contents and expanding circulation of sector analysis about macro trends in order to optimize the timeliness of responses from the local sectors.
- Implementing macro projects that integrate and articulate the activities of different partners (going beyond bilateral relations, expanding coordination).
- Formalizing university training in cooperation
- Consolidating, together with other actors, especially Accion Social, information about the cooperation resources managed in the city, the metropolitan area and the Department.

In the area of investment, the invitation is to advance in:

- Finding the relevance of and providing an appropriate technological format for the information being offered.

NOTES

1 The concept of Decentralized Cooperation was one of the innovations introduced by the European Union (EU) during the 4th Lomé Convention of 1989. In the search for a more active commitment by European civil society, this legal agreement of association between the EU and the countries of Africa, the Caribbean and the Pacific (ACP) included the preparation of North-South cooperation agreements among local authorities, private sector associations, and labor unions, among others. The decentralized cooperation modality has expanded at an accelerated rate since 1992. For a detailed description of the different types of cooperation for development, see:

Agencia de Cooperación e Inversión de Medellín y el Valle de Aburrá (ACI): Decentralized cooperation manual (*Manual de Cooperación Descentralizada*), ACI, Medellín, 2008.

2 According to Article 5 of the Private Minutes of the Incorporation Assembly, ACI's objective in 2002 was 'to explore, identify and exploit specific cooperation projects from international and national cooperation institutions to receive from them economic, human and technological resources.' Medellín's official Gazette, No. 1715.

3 The intervals between the periods are not inane. Between reflection and action, they allow for modifications. The period between

2002 and 2003 for example was extraordinarily significant for reconnoitering the land, and fertilized it so the seeds could grow later. The Mayor's Office of Medellin, Empresas Publicas and Empresas Varias de Medellin (EPM and EVM, respectively) and Area Metropolitana del Valle de Aburra were the four partners that founded ACI in 2003 as an association among public entities.

4 Diagnostics of internationalization.

5 The city's strategic sectors have been defined together with the Chamber of Commerce of Medellin for Antioquia, the trade associations and the private sector in general. There are currently five clusters: 1. Electrical energy cluster; 2. Textiles/manufacturing, design and fashion cluster; 3. Construction cluster; 4. Business tourism, trade shows and conventions cluster; and 5. Medical and dental services cluster. In addition, there are information and communications technology –ICT–, mining, and cultural enterprise clusters in the process of consolidation.

6 Medellin is currently an active participant in the following networks: Centro Iberoamericano de Desarrollo Urbano (Iberic-American Center for Urban Development), Asociación Internacional de Ciudades Educadoras (International Association of Educator Cities - AICE), Cities Alliance and Cities for Mobility.

7 Established in 2004, the Red de Antioqueños y Antioqueñas en el Exterior –RAAE– (Network of Antioquian Men and Women Overseas) seeks to unite all *paisas* living overseas to their city, encourages their participation in development proposals, and turns them into ambassadors. Thus, it promotes receiving and providing cooperation, attracting investments, and the basis for both, i.e., the city's projection. The network currently has 8,800 members and uses the Web page www.sospaia.com as its main communications channel, offering data, images and news about the city's challenges and achievements.

8 Published in 2005, the first version included the presentation of the basic concepts of international decentralized cooperation and a review of various actors. Printed in 2006, the second version dealt with the challenges of internationalization, the projection of Medellin, the nature of international cooperation and decentralized cooperation (axes, ways and keys), and the review of new actors. Published in 2007, the third version complemented and compiled in a single volume the experiences of the two previous manuals. The fourth version was prepared in 2008 and includes an explanation of general concepts about international cooperation (nature, types, decentralized cooperation, general aspects of the projects, sources), and a review of some decentralized, multilateral actors in international cooperation.

9 The structure has undergone changes over its short history. The

Governorship and the IDEA now represent the sub regions that previously used to participate directly. All members represent a specific trade association.

10 Although the actions of the ACI were not reflected in the development plan for 2000-2003 (it was created in 2002), that was a decisive period for the agency's political positioning, structure and institutional strengthening.

11 The regional approach (metropolitan with a rapprochement to the Department) is also a decisive source and an eloquent expression of sustainability.

12 We refer especially, although not exclusively, to the development plans in the area of cooperation, and the Competitiveness plan with respect to economic development.

13 This is proposed in two directions: the endogenous definition of challenges to cooperation is as vital as the embrace of cooperation to resolving challenges. ACI describes Medellin as 'a city that now has a clear idea of the challenges to its development but which is also aware that those challenges can be better faced with international allies to accompany it during its transformation process'.

14 Plan de Desarrollo de Medellin 2004-2007 (Development plan for Medellin 2004-2007).

15 Plan de Desarrollo de Medellin 2008-2011 (Development plan for Medellin 2008-2011), Line 5: A city with a regional and global projection, pg. 5.

16 This is the cooperating entities and local traditional managers of cooperation and investment. Its legal status as an association of public entities, and the nature of its partners (executive branch and public companies of the municipalities and a space for metropolitan negotiation) was decisive in this respect.

17 Decentralization provides significant help in multiplying the relevance of the links. A detailed itemization of the deficits, identifying agents with specific relevant knowledge (good systematic practices, with explicit lessons learned), and establishing effective channels for exchange or transfer, are the biggest challenges.

18 The concept of living practice is vital. The programs to exchange practices are replacing the concept of good practices with living practices, in the sense of underlying the component of updating and incompleteness of the practices. Excellence is found in the search for excellence, in informality.

19 ACI's investment area uses the sales tool *Customer Relationship Manager* (CRM) which recognizes the history of contacts as the most important asset in business relations.

20 *Why Medellin* explains the reasons to invest in Medellin.

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Epilogue:

The City as a Setting for Citizens' Transformation

Department of municipal Planning - Mayor's office of Medellin

The 10 ongoing practices chosen for this publication solely represent a sample of the efforts made by Medellin during the past seven years to boost a high-impact social and urban transformation that reaches the multiple dimensions of human development of its population, especially the most vulnerable people. Reaching this transformation has implied implementing concurrently, inclusively and equitably many educational, economic, cultural, recreational, urban and welfare-related programs and projects.

Medellin is shifting from a society that deemed its population's differences as a factor of conflict, to building citizens that find in cultural diversity the key for the democratic and plural construction of a renovated civil society. This process gave way to a proposal to make better use of urban space with a defined identity and purpose reached, thanks to the strategic association of pragmatic activities and other planning instruments that trace the models of a city we all dream of. These pragmatic activities, bound to the development plans, were gathered based on how citizens perceived and felt about Medellin in their everyday lives; the citizens are now, based on these experiences, the spokespersons of how they have lived the transformation process.

With regards to Medellin, the systemic use of urban furnishings has been a key for cohabitation since it has enabled these spaces to increasingly turn into ideal places where citizens of very different backgrounds can meet, where the residents of the different areas of the city, can provide feedback and complement each other, regardless of their differences.

1. A CITY WELL PLANNED.

Medellin has defined a model so that its citizens, who are co-responsible for the city's development, can participate in the construction process of the territory. Rigorous planning exercises have given way to carry out clearly planned activities and to tackle the city's major problems in a swift, articulate and integrated manner. Taking a close look at the city allows each of the activities to target the real problems head-on and precisely, guaranteeing their impact and improvement on the quality of life of the citizens.

Planning, which is a democratic and open commitment, has encouraged the civic participation in settings such as the Participative Budget and establishing local and zonal development plans. This, in turn,

leads to a culture that changes the population's habits into respectful and establishes co-responsibility for the territory and for their way of living.

2. A CITY WITH EQUITABLE CONDITIONS.

This setting has led to build an integral intervention policy in the impoverished areas on the outskirts of Medellín, and to shed light on these territories to make them be a part of the city, by building and recovering in their residents the sense of being a citizen with equal opportunities, and offering them all the instruments necessary to guarantee a better quality of life.

The interventions conducted seek a city with equitable conditions and have established an integral model of activities in several areas of Medellín, which led to concurrently build a strategy used for every development tool. This planning and intervention exercise is applied to physical and spatial components, and generates a proper setting to develop social, cultural and welfare programs that make these areas inclusive, common in a City with Equitable Conditions.

3. A CITY OF KNOWLEDGE.

This process has focused on every level of education as a driver for the transformation of citizens and as a feasible principle for a fairer and progressive society. The exercise is based on education used as a strategy to transform society, and proposes in each of the activities made by the administration, an opportunity to build added-value to create each of the social and cultural settings and components. This has led to establish settings in every level and social stratum with the idea that the city can provide opportunities to all of its population, and convinced that education is the future of society and the model of a city that is equitable and competitive. This social education exercise has required the construction and furnishing of top-quality public settings, targeted to every level of education, which have turned into true spaces to educate citizens in settings to enhance Citizens Pacts which turn Medellín into a socially sustainable space.

4. A CITY TO LIVE AS A FAMILY.

The welfare of families is a main concern of the municipal government. This policy builds proper settings to meet the basic needs of the population by structuring

dignified spaces that add value to government-based activities and programs, which in turn creates more opportunities for vulnerable populations, and qualifies their individual and collective level of life.

In recent years, this process led by the Mayor's Office has closely focused on early childhood. Creating programs which allow children, from birth, to enjoy integral services geared to their sound performance. This activity goes hand-in-hand with sequential policies that assist the child until the start of his or her formal education, providing the spaces and services necessary to meet the goals set forth. In Medellín, to live as a family, building a policy of integral housing in every social spectrum to cover the qualitative and quantitative deficit amassed in the past decades is a matter of absolute responsibility. Hence, this was addressed with dignified shelters that concurrently respond to the city's and the citizens' collective and social construction.

5. A CITY TO TOUR.

Medellin is familiar with the mobility problems faced by contemporary cities. The lack of integral planning processes with regards to mobility, the inefficient public transportation system and the precarious railroad structure due to its lack of 'intertwining' and connecting the territory, lead to the fast growth of private vehicle use.

Consequently, the city has set forth a mobility model that surpasses the boundaries of the municipality and deems the metropolitan area as an integral system. The aforementioned gives way to connect the population within the different parts of the valley, and sets forth a path towards territorial equity. Acting to improve mobility has led, in recent years, to balance vehicles and pedestrians, a fundamental principle to understand the city as a democratic space where the population can tour a connected territory making use of efficient and top-quality inter-modal transportation systems.

6. A CITY FOR PEACE OF MIND AND COHABITATION.

The activities conducted for a safer city has led to the implementation of public policies that create opportunities for every citizen, enabling them to understand that life is the most valuable asset and the road towards cohabitation. This has led the city to use legal

and judicial instruments to guarantee security within the limitations of the powers vested on the municipalities. However, beyond this principle, these policies seek to create co-responsibility among the citizens to develop the notion of what is public; highlighting in the citizens their commitment towards their duties and rights to live as a community, and their engagement to self-care and prevention initiatives.

7. A CITY FOR CITIZENS.

Spaces and public buildings set the basis for Medellín's cohabitation and are a source of the city's vitality. The occupation model of our territory and the violence that the city has suffered in the last three decades, caused the citizens to minimally use public spaces, they were precarious, the territory was occupied by outlaws. This led other citizens to intensely hide in their homes and lock themselves up to carry on their everyday lives. Thanks to this social transformation process of Medellín, public space is not just an element that gives order to a territory, but it became an element that built settings where citizens could meet again and make agreements to grow as a society; these intangible conditions of social and cultural relations turned public space, that is, the streets, parks and squares, into an ideal setting for a social life and cultural construction.

8. A GREEN CITY.

The occupation of our city, increasingly using every component of our environment, has progressed in detriment of the landscape. The idea of reversing this phenomenon, common in the dynamics of territorial growth, has led the municipality to set forth an integral model which has gradually turned Medellín into a "Green City", in the broadest sense of the word. This model develops activities to re-set our landscape, providing open spaces and green corridors that create a comprehensive system with regards to edges and other natural systems of the Valley. This process not only impacts the spatial and environmental conditions through physical activities, but implements clean mobility systems such as the Tramway, which goes hand-in-hand with turning Medellín into an environmentally sustainable and feasible city. Consequently, public policies have been implemented geared to handle solid waste effectively, to reduce gas emissions and to use a strategy to care and preserve ecosystems. These are processes which intend to mitigate and improve the environmental conditions of the Valley in an integrated fashion.

A CITY OF KNOWLEDGE:

education + entrepreneurship + science and technology and innovation.



A CITY TO LIVE AS A FAMILY:

vulnerable population + housing + recreation and sports + culture + healthcare.

Explora Science and Technology Interactive Park, a space to have fun and learn for the entire family. Free entrance for people of stratum 1, 2 and 3.



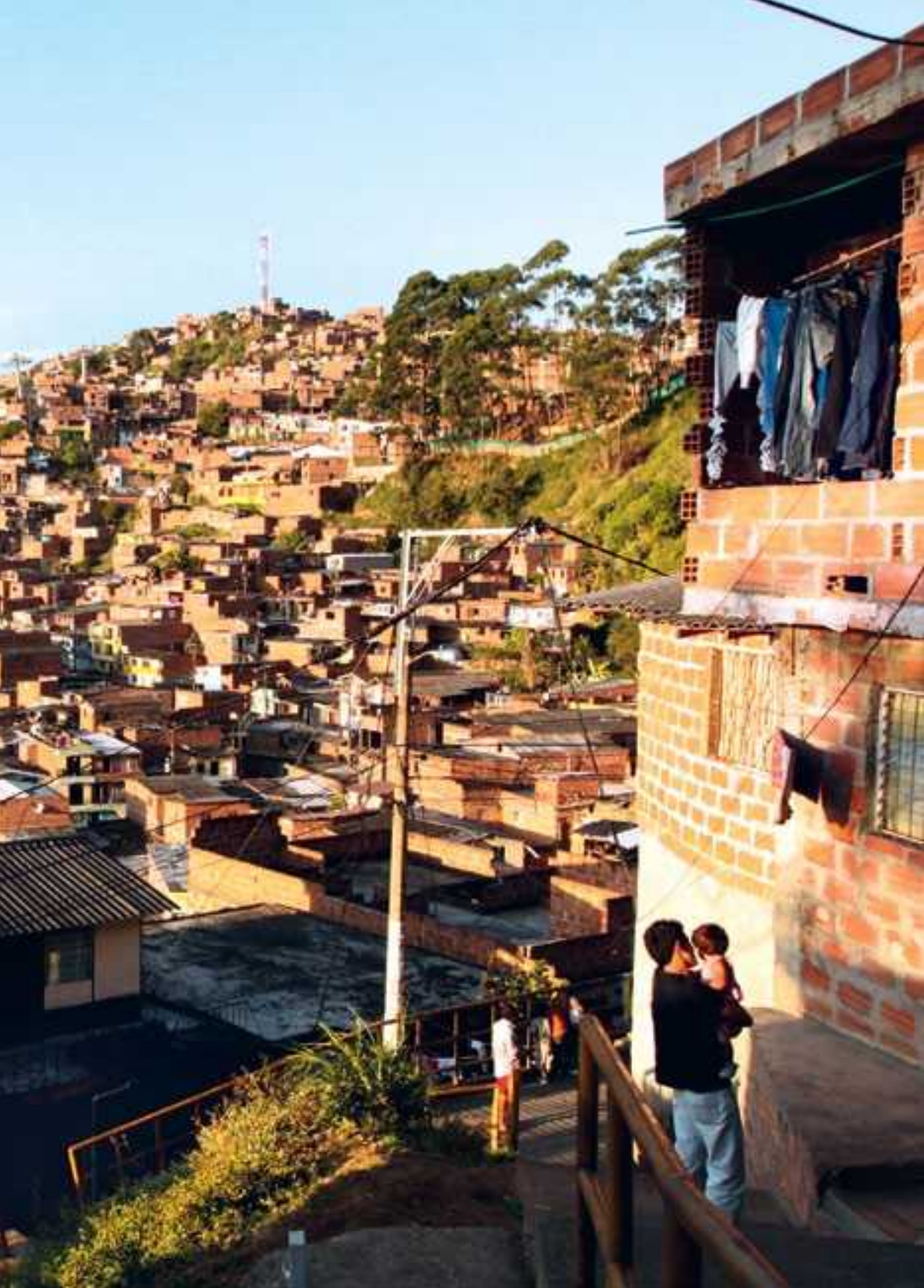


A CITY TO TOUR:

Smart mobility system + road infrastructure + new transportation systems

View over the PUI North-East, Communes 1 and 2. Soccer team with man-made grass in El Granizal neighborhood (Left).

The Metrocable and Library-Park España are seen in the background.



**A CITY FOR PEACE OF MIND AND
COHABITATION:**

security + cohabitation +
smart information system





A CITY FOR CITIZENS:

trust + transparency + administration model + financial model



(Top) Facade of Castilla Day Care Center, Northeast of Medellin.

(Right) Children receiving their food supplement through the Buen Comienzo (Good Beginning) program at Castilla Day Care Center, Commune 5.





A GREEN CITY:

Green species + clean air + decorations + caring for fauna

Sports field of Castilla, green belt for the community.







A CITY WELL PLANNED:

2030 Plan + internationalizing
+ competitiveness

Culture E program offered for the city's competitiveness and entrepreneurship through the offices of CEDEZO and Medellín, A City of Clusters. Library-Park Belén, Commune 16.



A CITY WITH EQUITABLE CONDITIONS:

Library-Park Tomas Carrasquilla in La Quintana neighborhood.



Medellín, que reconoce sus logros, así como los retos que aún persisten, se comprende hoy a sí misma como un laboratorio de creativas políticas públicas, proyectos y estrategias, y comienza a sentirse preparada para compartir con ciudades hermanas sus aprendizajes y, de igual manera, recibir de ellas los suyos. Así, la ciudad busca trascender la dinámica de cooperación internacional llevada a cabo hasta ahora, iniciándose en la cooperación sur-sur, a través de la invitación a América y al Caribe a abrir un diálogo sobre el desarrollo. Para dar un primer paso en este sentido y con el fin de poner a disposición de la región información calificada, la Alcaldía de Medellín, a través de su Agencia de Cooperación e Inversión para Medellín y el Área Metropolitana -ACI-, y con la cooperación del Banco Interamericano de Desarrollo -BID- y, más recientemente, de la oficina regional en Colombia de ONU-Hábitat, ha buscado sistematizar la experiencia del Modelo Medellín. La presente publicación profundiza en determinadas experiencias del Modelo, a través de la sistematización de diez de sus prácticas vivas más significativas.

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Alcaldía de Medellín

