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BASE DOCUMENT

**"BALANCE AND PERSPECTIVE
OF THE DECENTRALIZED
COOPERATION BETWEEN
LOCAL COMMUNITIES
OF THE EUROPEAN UNION
AND LATIN AMERICA IN
THE FIELD OF URBAN POLICIES**

**APRIL, 2004
VALPARAÍSO, CHILE**





Diputació
Barcelona
xarxa de municipis



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OF DECENTRALIZED COOPERATION BETWEEN
THE EUROPEAN UNION AND LATIN AMERICA'S LOCAL
COMMUNITIES IN THE FIELD OF URBAN POLICIES***

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EXECUTIVE SUMMARY

I. In the course of the last decade, the global processes of political, institutional, economic, and social transformation led to redefine the classic schemes of international cooperation, helping the creation of new models of decentralized cooperation jeopardize with the construction and the strengthening of capacities and competitions of the territorial entities.

As an answer to these new realities, different agencies of cooperation, international organisms and institutions of regional and local character in the developed countries generated their own policies of decentralized cooperation producing diverse results and mobilizing a critical mass of financial, institutional and human resources.

II. This phenomenon has had a particular dynamics in the framework of the European-Latin American relations, where diverse decentralized initiatives in the field of urban policies promoted as much by European local and regional communities as by the own European Commission have been developed in the last years.

In the first case, although it is a recent practice, and often with a weak legal frame, the cooperation of the European territorial administrations every time has greater weight, in particular in the cases of Spain, France and Italy.

On the other hand, in the communitarian context the actions unfolded under Program URB-AL of the European Commission stand out. It results until the present give account of a positive balance in terms of the consolidation of the direct and lasting bonds between European and Latin American local organizations; of its contribution to the institutional fortification of the municipalities; and of the diffusion and application of good practices in the land of the urban policies. An innovating and fundamental contribution of URB-AL is the substitution of the traditional concept of “transference of ideas, knowledge and experiences “by the premise of the” mutual interchange of ideas, knowledge and experiences between all the actors “. The new cycle of the decentralized cooperation between local organizations of both continents has in this Program assets whose profits must be preserved and extend.

III. The contributions of the universe of decentralized initiatives European-Latin American to the urban development of both regions have been extremely positive in all the areas of social and human development. Its action pronounced of direct way in the strengthening of the processes of structural change and democratization, helping the fortification of the local structures of government and the extension of the intervention spaces and commitment of the different actors in the territorial base of the civil society. It is not strange, therefore, that the programs of decentralized cooperation have helped frequently to deepen or even to trigger processes of social solidarity, of construction of agreement and citizen participation and appropriation.

Opening viable ways of internationalization and putting in contact with entities of government and organized social agents of other countries, the decentralized cooperation has been also an effective companion of the municipalities and Latin American and European social actors who restore the local as force of impulse and simultaneously of recovery of identity.

The decentralized cooperation proved to be, also, an effective mechanism for the mutual learning between the organs of local representation, as well as a valuable tool for the fortification of its institutional capacities, in particular in strategic areas of the sustainable human development and the democratic governability. In this sense the decentralized cooperation acquires a dimension of special relevance in the policies of fight against the poverty and promotion of the social cohesion, because both require a democratic public institutions: strength, effective and participative.

IV. From now on, and given the priorities of Latin America and the European Union, the decentralized cooperation will have to be oriented indeed to reinforce the action of the local governments in the **increase of the social cohesion** through the reduction of the poverty, the inequalities and the exclusion, promoting for this the improvement of the public policies and the extension and consolidation of practices of democratic governability.

Since the economic development, the social cohesion and the democratic governability of Latin America require a **deepening of the processes of regional integration**, and assuming the role that the territorial organizations in this task have; it is also imposed in the future that the decentralized cooperation contains high-priority actions in this field. These two priorities of work, will have to constitute a true transversal axis that articulate and give sense to a decentralized interventions of support to the local policies in thematic areas considered strategic, as they are, among others: the promotion of the civic culture; the migration and its multiple dimensions; the culture; the education.

V. Like all novel experience, the decentralized cooperation has implicit a process of continuous learning. In order to consolidate that experience and simultaneously to fortify this process, it is precise to extend its profits by means of the introduction of innovations and the optimization of its “know how.”

In relation to **the actors of the decentralized cooperation**, three central questions are explained: the forms of agreement between public (institutional) and private local actors; the degrees of participation of the citizens in the same actions of the decentralized cooperation; the involvement of the political actors (or the “institutional appropriation” of the initiatives).

In the field of the **financing of the decentralized cooperation** four groups of questions are identified to be improve: - the diffusion and training about regulations and procedures; - the adaptation of the know how to the realities and possibilities of the involved actors (temporary risks; different procedures and countable practices, etc.); - the establishment of mechanisms that allow to eliminate the really discriminatory or potential distortions and slants of the cofinancing principle, taking care of not distorting the positive effects of the principle of the appropriation; - the tension between small projects more expensive “in terms of management, control, monitoring and sustainability, but more democratic “and projects of greater resources that “increase the guarantees of fulfillment and their effectiveness, but they diminish the universe of participant potentials “.

Finally, although the experience has demonstrated to the appropriateness and utility mainly when the projects involve the collective action of several local actors of the work in network like **the own know how of the management** of the decentralized cooperation, the asymmetry derived from socioeconomic realities and differentiated necessities between the territorial organizations of Latin America demands formulas for the work in network in which this diversity is contemplated.

VI. The European – Latin American decentralized cooperation in the field of the urban policies have at the present time with a patrimonial heritage of information, documents and experiences. To safeguard this patrimony and to multiply its results and benefits, it constitutes a demands very extended between the local collectivities of both continents. As opposed to this preoccupation one of the ideas that greater recurrence has it is the creation of an **Observatory or Center of Resources** whose mission is the storing, systematization and diffusion of results and impacts of the cooperation decentralized between the local organizations of Europe and Latin America. This organism could, also, give an answer to other deficit aspects in the field of the analysis and the information of the decentralized cooperation: a) the production of knowledge and systematic and comparative reflection about programs, projects, and its results; b) the construction of quantitative and qualitative indicators that are compatible to each other and that register the impact and the reach of the interventions.

VII. It is not necessary to say that this strategy of diffusion and institutional memorization would improve the sustainability of the results and would help to elaborate and to affirm an urban and social thought in the cities of both regions. Parallely, it would facilitate mechanisms to face another recurrent preoccupation: the coordination of decentralized cooperation to each other and between these and generated in the bilateral cooperation and the multilateral one - including those of traditional persuasion.- It is evident that to be obtained a greater degree of coordination in this matter, would not only make sure greater amount of programmatic coherence and complementariness (even with respect to the national and local action lines), but in addition it would be optimized the use of the financial, material, institutional and human resources that are devoted at the present time to the cooperation.

VIII. The set of the reflections raised in this document has the intention to promote an ample debate on these central subjects for the cooperation decentralized in the field of the urban policies, with the plan to open new routes to extend and to deepen the local partnership Latin America - European Union. For this, it is required, also, to generate a space of political dialogue between local authorities of both continents that allow to reinforce the actions that at technical level are developed in the field of the decentralized cooperation, and simultaneously, to harness from a territorial base the strategic association biregional agreed in Rio de Janeiro in 1999.



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I. INTRODUCTION

1. In the course of the last decade, the processes of political, institutional, economic and social transformation registered as much in the European Union as in Latin America they took to reframe the classic schemes of international cooperation, helping the creation of new models of decentralized cooperation with the explicit intention to give answers to the necessities and to the will of joint work of the local communities of both continents.

2. Like all innovating experience, the decentralized cooperation has implicit a process of continuous learning. In order to consolidate that experience and simultaneously to fortify this process, prevails to make a balance of the things done, putting in an analytical perspective as much the profits as the limitations of the decentralized cooperation. Such reflection is necessary to improve the forms of management of this novel approach, but also to glimpse its perspective to the light of the priorities of the countries of Latin America and the European Union in the scope of the local development. An exercise of this type must include an examination of the collaboration experience that was accumulated in the recent years between the local collectivities of both regions. In the same way, the balance of the European-Latin American local partnership must include: the examination of the “know how” of the decentralized cooperation and the Latin American expectations and priorities in the field of the urban policies.

3. With this intention, the European Commission selected to the Consortium constituted by the Town Council of Valparaiso and the Council of Barcelona to coordinate the project “Conference about the local partnership between the European Union and Latin America. Balance and perspective of the decentralized cooperation between local communities of the European Union and Latin America in the field of urban policies “.

4. As part of the activities anticipated in this project - cofinanced by the European Commission - the present Document was drafted on the bases of contributions of a group of experts. A preliminary version of the document was discussed during the Conference about Local Partnership EU-LA organized by the Consortium in the city of Valparaiso on March 22nd, 23rd and 24th of 2004. The main reflections raised there also are incorporated in the present work.

II ANTECEDENTS AND BACKGROUND

5. The emergence of models of decentralized cooperation express, in the European-Latin American context, one of the distinguishing dimensions of the world wide process: the greater complexity of the international relations before the emergency of a greater and plural number of actors, between which the diverse territorial administrations and all a myriad of local agents belonging to the civil society were active part of the globalization. The interdependence, the decentralization of structures and the Renaissance of the dynamic social policies and of territorial base come together of diverse ways in this reconfiguration of the international relations. The generalization of the democratic processes in the world and the importance acquired by the cities in the set of these dynamics, are factors that also influenced in such changes.

6. In the countries of Latin America the decentralization and the construction of the citizenship are two subjects of first order of the parallel processes of economic modernization, it fights against the poverty and democratization. The recent experience of these countries sample that the town councils are fundamental part of the process of construction of the democratic institutionalization. In spite of the high degree of existing heterogeneity in the municipal area, the reality of the last decade - that is expressed of a generalized way in a deepening of the poverty and the exclusion registered in the national agenda of the different countries the requirement to redefine about new bases the relations between local governments and civil society. The multiple demands of inclusion originated from the society place to the town councils and the communities in scenes of redefinition of the traditional roles played by the local actors, as well as before the necessity to design and to put in practice mechanisms and instruments that give effective answer to the exigencies of participation of the citizens In this context, the fortification of democratic municipalities appears like a conditioner factor of the reform of the state, in addition to being recognized of general way by the central governments, the international organisms and the society as a whole as a requirement of the participation of the civil society in the development process.

7. Like answer to these new realities, the policies of the agencies of international cooperation tended to guide the supply of new resources and programs in favor of an approach implicated with the construction and the reinforcing of capacities and competitions of the territorial subjects around a series of particular thematic areas: the defined human scale development of specific localities, the institutional fortification of the local and municipal governments, the democracy, the fight against the poverty, the sort equality, the preservation of the environment and the natural resources. Parallely, diverse institutions of regional and local character in the developed countries also generated their own policies of decentralized cooperation, producing diverse results and mobilizing a critical mass of financial, institutional, and human resources. Although often, it is counted for these initiatives with the support of national agencies and international organisms; the implication more and more activates of the local and regional administrations of the developed countries, it has not been seen sufficiently accompanied by instruments by support to the decentralized cooperation. Some exceptions are registered, as the case of the European Union, with Programs like URB-AL or Asia-Urbs; or the World Bank, with the Cities Alliance Program.

8. In this frame, it would be possible to ask itself: which are the motivations of the European territorial organizations to develop initiatives of cooperation decentralized with Latin America? In a globalization scene, the local and regional governments have wanted in Europe and all the world to project in the international sphere, developing political relations, of economic promotion, interchange and transference of solidarity. One of the scopes where it unfolds that projection is the decentralized cooperation. As well, each particular initiative of the European territorial collectivities with Latin America, it obeys to specific motivations, or to a combination of them.

9. The humanitarian reasons have played an important role mainly in Central America. Example of this, it is the interventions made after the Mitch hurricane in 1999, and those destining to the repair of some zones devastated by the civil wars. To a lesser extent, the humanitarian reasons also constituted a motivation for the actions of some European cities and regions (particularly Spanish and Italian) as opposed to the crisis of Argentina of the end of the year 2001.

On the other hand, the intention to contribute to the development of countries with which they are united by special cultural and historical bows, it explains the decentralized cooperation of some European collectivities with Latin America. In the proposals of decentralized cooperation more innovative (than incorporate the principle of the mutual benefit, as the case of URB-AL) the interchange of experiences, the formation of technicians and professionals, the search of joint solutions to common problems, they constitute good reasons for the participation of some European territorial administrations. In some cases, the decentralized cooperation particularly in the scope of the technical cooperation can be inspired by the possibility that it offers to create propitious conditions to the development of the interchanges

between research centers; to favor the commercial flows and the investments; to foment transferences of technology and knowing how to do.

10. From a political perspective, it could also be maintained that the decentralized cooperation opens a space to the European National States to fortify its priorities and their presence in Latin America at levels that the intergovernmental cooperation cannot always reach. Of equal way, they offer an opportunity to support the consolidation from a territorial base of the values and principles that sustain the European-Latin American relations.

III SPECIFICITY AND RELEVANCE OF THE DECENTRALIZED COOPERATION

11. The decentralized cooperation unfolds in the field of local and regional development. Its manifest action of direct way in the reinforcing of the processes of structural change and democratization, helping the extension of the intervention spaces and commitment of the different actors in the territorial base from the civil society. In a general context in which the centralist and vertical structures of being able are questioned, the decentralized cooperation affects in a positive way to the fortification of the local structures of government and citizen participation. For that reason, one of its central purposes is to collaborate in the institutional fortification of the local governments in a sense that guarantees, simultaneously, greater transparency and greater effectiveness of management.

12. The decentralized cooperation links to the societies of the different territories implied in it, that is to say, to civil organizations of all type and local authorities. It is a horizontal cooperation because of its nature is diverse and participative. These same characteristics explain that the specific programs in which is materialized are as a rule very tie to common problems that they have very concrete territorial expressions. It is not strange, therefore, that the programs of decentralized cooperation frequently help to deepen or to even trigger processes of social solidarity, of construction of consensuses and citizen participation and appropriation.

13. The local life is the first reference of the democracy. In agreement with it, the decentralized cooperation has proven to be an effective instrument for the putting in value of the citizenship. In fact, one of the basic assumptions so that this type of cooperation takes place is the use of democratic practices and a climate of liberties and plurality. The principles of partnership and subsidiary, that are in the base of this approach, they suppose in addition a dialogue will that considers to all the subjects of the cooperation in equality of circumstances. It is on this base that conceives the construction of alliances between the diverse agents - governmental and nongovernmental of the cooperative institutions, that taking into account its potential of complementariness and its interests in common, they agree to identify objectives or to design mutual support in favor of the local development. On this way, although the investments in small infrastructures or the remittance of material resources are the classic projects of the actions of decentralized cooperation direct, more and more, the territorial organizations of the industrialized countries become involved in tie initiatives with the scopes of competition and experience that are own to them. Thus, they establish bonds of cooperation and interchange with public institutions with similar competitions or organizations that work in the reinforcement of these last ones; effect that by the way tends to assure the sustainability of its impacts.

14. It is a cooperation modality that confers a strategic meaning to the decentralization processes, democratization and governability on local scale; therefore, it has a great relevance in countries that, as many of Latin America, are in a phase of consolidation of the institutions and democratic practices. Its approach highlights the territorial factors and looks for the intervention of the different actors from the society like subjects responsible for its own development, trying to generate practices of agreement and complementariness that make possible and extend the processes of local appropriation of the actions and results of the cooperation. Its essence is in the amplest possible participation of

the beneficiaries in the complete cycle of the cooperation, from its design and implementation to its monitoring and evaluation. In the broad sense, the decentralized cooperation is a process of collective action that opens the door of the commitment and the public responsibility to the diverse agents who inhabit the territorial collectivities and act based on specific sectorial objectives. In the last instance, the decentralized cooperation sustains and receives sense in the instrumentation of support devices and promotion of the local initiatives. Manifest of multiple forms, being one of main the interaction between actors defined territorially - collectivity, cities, regions in very specific fields, as the fight against the poverty and the fortification of the social cohesion.

15. It is in this last scope where the decentralized cooperation acquires a dimension of relevance. The fight against the poverty and the promotion of the social cohesion requires a democratic, public, strong, effective and participative institutions. The fortification of the local governments, next to the necessities and realities of the citizens, and the support to the decentralization processes constitutes a key piece for the political reform and the democratization of the developing countries.

16. It is for this reason that different agencies from international cooperation like the Spanish Agency of International Cooperation (AECI) or the German agency (GTZ), as well as international organisms, like the European Union, the World Bank and the Inter-American Development Bank, programs from support to the local governments and the processes of decentralization have been implemented. Initiatives of formation and training of directors and local control boards have been carried out; diagnoses and technical consultant's offices for the determination of local public policies, the modernization of cadastres and registries; etc.

17. The decentralized cooperation, also, it has supposed for the entities of local government (and in certain form for other local actors) a counterbalance opposed to inertias of the political and economic centralism of the countries. When opening viable ways of internationalization and putting in contact with beings of government and organized social agents of other countries, its participation has not been despicable in the winding route of the exercise of the municipal autonomy. This counterbalance is not necessarily in the financial resources that they contribute the projects of the decentralized cooperation, but mainly in the "effects demonstration" of which this last one is carrying, as well as in synergies that takes place when the territorial factors count on possibilities of being put in value. The reaffirmation of the premises through its internationalization consolidates the action of the territorial actors in the national concert, and it also fortifies in diverse degrees its negotiating capacity with the instances of the central power. Within the framework of this dialectic, the decentralized cooperation has been also during these years an effective companion of the municipalities and the Latin American and European social actors who vindicate the local as force of impulse and simultaneously of recovery of identity.

IV THE DECENTRALIZED COOPERATION WITHIN THE FRAMEWORK OF THE EUROPEAN-LATIN AMERICAN RELATIONS

IV.1 THE BIREGIONAL COOPERATION.

18. The European Union and Latin America have showed in several instances their mutual interest and their commitment to develop strategic partnership. An unequivocal expression of this common will is the celebrated summits of Government and Chiefs of State of Latin America and Caribbean and the European Union in Rio de Janeiro, Brazil (1999), Madrid, Spain (2002) and Guadalajara (Mexico) (2004).

19. The strategic partnership between the European Union and Latin America sustains in convictions and values shared with respect to the observance and defense of the individual freedom, the respect of the human rights, the representative democracy, the citizen participation, the right state, and the Peace and the international security. It has, as well, a strong historical and cultural background that is assumed and vindicated by the countries and the societies of the two regions. The biregional nexuses are fortified by the increasing importance of the European Union for the Latin American economy. In the course of the last decade, the European Union consolidated its position like second commercial partner of Latin America and the Caribbean; like one of the most important sources of direct foreign investment and financing; and like the main origin of external attendance for the development.

20. In the summits of Rio de Janeiro and Madrid both regions identified the cooperation along with the political dialogue and the liberalization of the economic interchanges like one of the three strategic dimensions of the partnership. Practically in all the high-priority scopes of biregional cooperation that have been defined education, science, technology, culture, social and human development and problems were developed bilateral and multilateral interventions that produced and continue producing important results. Many of these scopes constitute a privileged field for the action of the decentralized cooperation.

21. From the beginning, the European Union undertook special initiatives explicitly directed to foment a process of participative development and to reinforce so much the plurality of the local actors like its direct commitment with the cooperation actions. On this way, in the decade of the Nineties the decentralized cooperation like an excellent modality of the communitarian policy of international cooperation was assumed. Within the framework of a conception of the development centered in the promotion of the human rights and the reinforcing of the capacity of intervention of the decentralized actors - in special of the most underprivileged groups -, its strategic target was and continues being to restore a practice different from solidarity and coresponsibility in the international relations.

22. This approach of decentralized cooperation was translated in the restoration of a series of communitarian initiatives directed to specific actors. For Latin America it materialized in the so call horizontal programs: ALPHA, in its two phases: I (1994-1999) and II (2000-2005), and ALBAN (initiated in the 2002 at the request of Summit of Madrid) in the field of education; AL-INVEST, in its phases I (1995-1999), II (1999-2003) and III (initiated in 2004) in the field of the enterprise and technological cooperation; @LIS (which idea was developed in the Summit of Rio de Janeiro in 1999), in the field of the technologies of the information and the communication; ALURE in its phases I (1996-1997) and II (1998-2002), in the field of the energy; and URB-AL in its phases I (1995-2000) and II (initiated in 2002) in the field of the cooperation between local communities.

IV.2 URB-AL PROGRAM OF THE EUROPEAN COMMISSION

23. The creation of URBAL in 1995 responded to the objective to develop direct bonds, lasting and sustainable between European and Latin American local organizations, by means of diffusion, acquisition and application of better practices in the land of the urban policies. URB-AL arose like an answer in the area from the cooperation to the increasing importance from the cities and to the decisive paper that they have in the improvement of the socio-economic conditions and the quality of life of the population. Their activities are propose, implemented and administered by such participant, looking for explicitly that these share their benefits.

24. The evaluation of the First stage of URB-AL (1995-2000) indicates that the Program satisfactorily reached the quantitative results of its activities: the celebration of two biennial meetings, the organization of 8 networks and the execution of 79 common projects. These results have contributed to the attainment of most of the specific objectives of the Program.

On the other hand, this evaluation concluded that the effectiveness and the impact of the activities for the participant local collectivities were qualitatively important: it is calculates that the 3 annual meetings of the 8 networks generated approximately 10,800 opportunities days encounter or of days contact (a total of 1124 partners met in 3 opportunities during an average of 3 days each one); while the common projects made possible around 7,300 days encounter (the 811 partners who participated in these common projects reunited at least in 3 occasions, during a period of three days). In total, the meetings of the networks and those of the common projects meant the generation of more than 18,000 days contact of URBAL partners. This accumulation of relations and contacts between civil employees and technicians of the local governments and external partners also meant a considerable number of qualification actions to improve its possibilities of answer respect to the subjects of the networks. Another result is the one to have produced more than 90 fundamental documents in terms of antecedents, realities and actions of good local government front to an increasing variety of subjects that are in the town council. Finally, where they are expressed with greater vigor the planned results are in the great amount of actions of the local authorities. 46.4% of those polled during the Evaluation of First stage of URB-AL affirmed that "the direction of the policies was modified", 67.9% that "designed new policies", 92.9% that "took new actions", and 44.4% that "was generated new municipal or local services". It implies that in more than 150 localities new policies referred to a particular subject were adopted or implemented and they were taken more than 180 new actions about these same. As an example, the creation of the "Nucleus of support to victims of the intrafamiliar violence" in the Prefeitura of the city of Claro River can be mentioned (Brazil) at the end of year 2003. This area of the local government was constituted as concrete result of a common project of type A on the subject of the intrafamiliar violence, developed within the framework of the Network Nro. 5 of URB-AL, under the coordination of the city of Leganes (Spain).

25. An innovating and fundamental contribution of URB-AL to the decentralized cooperation is the substitution of the traditional concept of "transference of ideas, knowledge and experiences "by the premise of the" mutual interchange of ideas, knowledge and experiences between all the actors ". It allowed, for example, that European local collectivities entered direct bonding with innovating experiences of successfully developed participative practices in Latin America. So it is the case of the well-known experience of participative budget developed originally in Porto Alegre (Brazil).

Another good example on the matter is given by the results of the project of cooperation signed between the City Council of Montevideo and the Public Work Council and Transport of the Meeting of Andalusia. Within the framework of this project this last one offered to diverse technical supports for the design and execution of the Plan of Territorial Ordering of Montevideo (POTM). It was an experience of mutual cooperation since it was set the project in motion, technicians of the City Council of Montevideo were summoned to collaborate from their experience in the POTM- with the equipment in charge of the plan of territorial ordering in the City council of Seville.

26. An operating characteristic of URB-AL is the constitution of networks, like an optimal mechanism for the cities and regions from access to the international field and the joint work in projects defined around specific problems. Given the thematic power station of the network, the election of the specific contents of the common projects corresponded to the participant territorial organizations. The local governments counted on a great autonomy of selection of the urban questions that were going to be discuss. The eight networks constituted in First stage of the Program organized their work around urban problems very related to the traditional policies of the development, with a relatively marked accent in the possibility of incorporating experiences to modify the modalities in use. Between the reasons that explain this initial slant is the most typical faults of management of the urban space own of the cities of Latin America, in particular related to the planning and the implementation of urban policies.

27. In Phase II the objectives of the program adjusted and harnessed, being diversified the activities by means of a greater funding of resources. The incorporation in the general missions of the concepts of acquisition and application of good urban practices, it imagined particular the strategic lines that they considered for this new stage, to the time that also extended the common battle area of the networks and projects. The new networks allow to deepen global aspects of the urban universe and to focus macro socioeconomic facets that must face the cities and the communities and that demands answers different from the traditional ones. Another innovation was the incorporation of two types of common projects, with dissimilar characteristics in its organization and access to the financing. The new typology of project responds to operative objectives, of territorial insertion of different magnitude. The modality of common projects of the B type began in 2002 and was conceived to extend the field of possibilities of the cooperation decentralized in the areas of the urban policies, including interesting changes of category, change of status in the interventions.

28. At the present time, and after seven years of operation, URB-AL has more than thousand local collectivities of both continents around thirteen thematic networks and more than one hundred common projects. Their activities represent a total cost near the 30 million euros, of which 20 million correspond to direct subventions of the European Commission to the participant local collectivities. It is possible to indicate that in URB-AL program the main European and Latin American metropolis not only participate, but also a great number of small and medium cities.

IV.3 THE DECENTRALIZED COOPERATION IN THE EUROPEAN LOCAL COLLECTIVITIES.

29. As it has already been indicated, in addition to the cooperation agencies, the multilateral organisms and the national governments, diverse European institutions of regional and local character also generated their own policies of decentralized cooperation. A balance of the initiatives developed in this diverse frame of actors encounters over methodological difficulties, in particular, for the collection and the interpretation of the information.

30. Although one is a recent practice, and in many cases with a weak legal frame, the cooperation of the European territorial administrations every time has greater weight. It has been specially excellent in **Spain**, a country that in the last twenty-five years has lived a very intense process of political and administrative decentralization and in that the regions in greater measurement, and the local governments have assumed important competitions. The decentralized cooperation in Spain constitutes the part of the Official Aid to the Development that channels so much in direct form as through public call of subventions to ONG's- from the governments of the independent communities and the Local Corporations.

In quantitative terms, it experienced a great growth in the last years, particularly as from 1995, to a great extent due to the incidence of the campaign by 0.7% of the previous year. It represents of the main headings of the Official Aid to the Development, as it shows the following table:

QUANTITATIVE DISTRIBUTION OF THE BILATERAL AND MULTILATERAL AOD BY ITEMS (CONSTANT MILLIONS OF EUROS OF 2001)

	1999	2000	2001	2002	2003	1999	2000	2001	2002	2003
Bilateral										
FHD	165,7	177,3	142,2	201,5	247,4	12%	13%	7%	11%	12%
AECI	134,8	127,9	159,8	157,1	304,6	10%	9%	8%	9%	15%
M. Education	8,7	24,8	27,5	27,6	30,3	1%	2%	1%	2%	1%
M. Work	24,8	21,5	21,1	24,0	25,9	2%	2%	1%	1%	1%
M. Interior	15,0	10,5	13,9	12,8	14,8	1%	1%	1%	1%	1%
Others M.	29,8	69,0	101,7	79,2	166,9	2%	5%	5%	4%	8%
CD	196,1	213,9	208,2	261,3	308,0	14%	16%	11%	14%	15%
ONGD	97,0	90,2	88,0	99,2		7%	7%	5%	5%	
FA	7,4	5,0	5,7	8,6		1%	0%	0%	0%	
EA	68,3	42,2	25,5	19,8		5%	3%	1%	1%	
Microcréd.	22,5	24,7	20,5	42,8	60,1	2%	2%	3%	2%	3%
CFD	60,9	18,7	434,9	125,3	124,0	4%	1%	23%	7%	6%
TOTAL	831,0	825,7	1249,0	1059,2	1282					
Multilateral										
UE	367,8	392,8	382,6	440,2	461,0	27%	29%	20%	24%	22%
IFO	110,4	69,3	208,8	234,5	258,2	8%	5%	11%	13%	12%
InoFO	57,4	67,3	66,1	83,2	76,8	4%	5%	3%	5%	4%
Total	535,6	529,3	657,5	757,9	796,0					
TOTAL	1366,6	1355,0	1906,5	1817,1	2078	100%	100%	100%	100%	100%

FHD: Fund Help Development. C.D: Decentralized Cooperation. ONGD: Aid or Subventions to non - governmental organizations. FA: Food aid E A: Emergency aids. CFD: Condonation of foreign debt IFO: International Finance organizations InoFO: International non finance organizations.

Data 2003 correspond to the annual Plan of Cooperation the International 2003 elaborated by the Secretariat of State for the Cooperation the International the expenses of the Ministry of Defense are not detailed, because partly they are entered under the game "Aid of Emergency".

SOURCE: INTERMON OXFAM. STUDIES 11. THE REALITY OF AID 2003-2004

For the year 2004, it is hoped that the Spanish decentralized cooperation reach as a total 334 million euros, representing 23.10% of the bilateral cooperation. All the Independent Communities and many local governments, they have articulated programs of international solidarity and cooperation to the development. Following the recommendation of United Nations and fruit of the pressure that exerted the citizens during the Nineties, the Spanish territorial administrations are delivering an important attack, although for many insufficient by increasing their contributions, locating itself, in many cases, in 0.7% of its budgets. The following table shows the budget implicated by autonomous, provincial and municipal organizations in the 2002:

	M €	%Ppto.		M €	%Ppto.
Baleares	8,18	0,76%	Vitoria Gasrteiz	1,95	1,05%
Navarra	11,50	0,48%	Dip. Alava	2,28	1,00%
País Vasco	30,05	0,45%	Madrid	15,93	0,70%
Castilla- La Mancha	12,78	0,32%	Dip. Vizcaya	5,74	0,70%
La Rioja	1,58	0,30%	Pamplona	1,32	0,70%
Asturias	4,53	0,23%	Getxo	0,45	0,70%
Extremadura	5,47	0,22%	Tudela	0,24	0,70%
Valencia	19,60	0,20%	Dip. Barcelona	3,15	0,57%
Aragón	4,51	0,18%	Lleida	0,56	0,57%
Cataluña	23,64	0,16%	Córdoba	0,90	0,43%
Cantabria	1,58	0,16%	Zaragoza	1,92	0,40%
Murcia	2,52	0,15%	Donostia	0,84	0,35%
Canarias	5,47	0,13%	Bilbao	3,48	0,31%
Andalucía	22,43	0,12%	Barcelona	4,4	0,19%
Madrid	7,87	0,10%	Málaga	1,00	
Castilla y León	4,69	0,10%			
Galicia	4,00	0,06%			

Source: *Intermon Oxfam. Studies 11. The reality of aid 2003-2004*

For the town councils that by their size find difficulties (by limitations of structures, resources and capacity of management) to have own programs of cooperation, the supramunicipal teams are turning out very useful to canalize their interest. The councils, the communities, the regional board, the town councils, or the federations of municipalities, they play an important role in this sense. Also, associations exist that have been created specifically to make cooperation activities, like the alliances of municipalities and the funds of cooperation. Taking into account the density of its historical and cultural relations with Latin America, an important part of the set of the programs of international cooperation of Spain is concentrated in this region. The decentralized cooperation reproduces on scale this tendency. According to the Annual Plan of International Cooperation of the Spanish State, the decentralized cooperation meant in 2003 a 56 % of the nonreimbursable aid destined to Latin America, 57 % of destined to the Middle East (both high-priority zones of the Spanish cooperation according to the Law of international cooperation for the development) and 67 % from the destined one to sub-Saharan Africa (Priority according to the Plan Director from 2001 to 2004).

Regional entities, like the Council of Barcelona, they directly execute programs of cooperation by means of bilateral agreements celebrated with municipalities and local organizations of government of similar level of other countries. In the budgetary cycle of 2002, the Council assigned 726,500 euros to the projects of direct cooperation. One of the purposes of these programs is to contribute specifically to the development of the local administrations through programs of formation designed for its elect responsible people and their technical responsible people. The decentralized cooperation of the Delegation of Barcelona has been pronounced in most of the Latin American countries, being in the present particularly active in Central America and the Caribbean, area in which their programs also include interventions of support to the processes of decentralization of the State.

Other territorial administrations of government of Spain, of different levels and statutes - like Madrid, Malaga, Valencia, San Sebastián, among others -, also they maintain from the Nineties a political dynamics of decentralized cooperation in the Latin American region. So it is the case, for example, of the set of the Andalusian municipalities, which destined in year 2001 69% from their funds to Latin America and the Caribbean: Central America, 28%; Cuba - The Caribbean, 18%; Countries Andean, 18%; South America, 5%.

31. The regional and municipal administrations of *Italy* are faculties by law to destine until the 0,8% of their budgets to actions of international cooperation, being able to assign additional resources if its financial situation allows them. Their diverse actions in this matter fit from year 2000 in the directive lines of decentralized cooperation that defines the Direction of Cooperation of the Central Government.

According to the last information available made by the Observatorio Interregionale de la Cooperazione allo Sviluppo for period 1996-98, 18 of the 22 Italian regions (20 regions and 2 independent provinces) have programs of aid to the development. As far as the volume of the decentralized cooperation and according to allocation for 1999- this study it indicates the importance of the Provinces of the North, with a proportion of 69.67% of the assigned total volume. In particular, the province of Milan and the regions of Lombardia, Piemonte, Toscana and Emilia Romagna stand out. At level of local governments, the study remarks the importance of the cooperation of the cities of Rome and Milan.

As far as the geographic distribution, and for the same period, 12 of the 22 regions have taken part in Latin America. Nevertheless, in terms of numbers of budgetary interventions and allocations, the Italian decentralized cooperation has one more a presence accusing in the sub-Sahara region of the African continent.

As a rule, the projects of cooperation decentralized of Italy are executed in coordination (in the technical and/or financing area) with the central government, the European Union, multilateral agencies and ONGs- that frequently also are the ones in charge of their setting in operation -.

32. In *France*, the decentralized cooperation is for a short time more than a decade a component that tends to gain an increasing weight in the set of the actions of international cooperation of the country. Qualified from 1992 to make this type of activities (in many cases having technical and/or financing partners), the French local collectivities congregate since then resources by amounts that at the present time are superior to the 300 million annual euros. From the geographic point of view, the decentralized cooperation French goes mainly to Africa and East Europe; and, to a lesser extent, to the Caribbean (Haiti, Cuba, Dominican Republic, the Minor Antilles and Surinam). Its presence is comparatively more reduced in Latin America, where one specially orients towards Central America and some countries of the South Cone.

Between July and September of year 2000, Cités Unies France undertook a census of the French territorial collectivities that make decentralized cooperation with Latin America. Of the results of the work the diversity of the profile of the French actors of the decentralized cooperation is observed among other questions (big cities, small and fundamentally medium; urban communities, regional advice and general advice). On the other hand, the thematic analysis of the projects shows an increasing implication in processes of institutional fortification; and in diverse programs of management and urban planning and local development.

V. STRATEGIC AXES OF THE COOPERATION DECENTRALIZED BETWEEN THE EUROPEAN UNION AND LATIN AMERICA: ELEMENTS FOR A BALANCE

33. The initiatives of decentralized cooperation that have been favored in the context of the relations between the European Union and Latin America articulate mainly around five strategic axes: i) Human rights; ii) Fight against poverty and social Cohesion; iii) Governability and institutional Fortification; iv) local Development (economy, environment, territorial ordering); and v) Education and Culture. It is treated in all the cases about propitious thematic scopes for the design and application of public policies by the instances of local and regional decision. These five scopes follow totally effective and would have to continue framing the actions of cooperation decentralized in the future.

34. As well as the local public policies register within the framework of the national policies, the actions of decentralized cooperation would have to be complementary of the more general policies of cooperation, be these of bilateral or multilateral character. As well as the local development is fruit of the joint effort of all the actors of the civil society, the decentralized cooperation between local communities would have to be coherent with the priorities and expectations on the decentralized cooperation that are born of these last ones. How have been fulfilled these general principles in the concrete practice of the decentralized cooperation between the European and Latin American local communities? The accumulated experience on the matter during the last years in the field of the urban policies shows a panorama that combines progresses that are unequal according to the thematic space of the decentralized cooperation, with the manifestation of limitations and restrictions of diverse nature that tend to prevent a more total unfolding of the initiatives, the participation and the capacity of appropriation of the local actors of the development. The elements of balance available suggest in these results influence factors of structural and institutional order of each own area of intervention, as well as others related to the “know how” of the projects. These elements can be ordered based on some of the great implicit objectives of development in the approach of the decentralized cooperation: the citizen participation and the democratic governability; the effectiveness of the local public policies of reduction of the poverty and promotion of the social cohesion; and the institutional fortification of the local entities. Their analysis offers, as well, a Latin American approach to the priorities and expectations in the field of the urban policies.

V.1. THE CITIZEN PARTICIPATION AND THE DEMOCRATIC GOVERNABILITY.

35. As a whole, Latin America is an eminently urban region, although it demonstrates a high degree of heterogeneity in a context of strong differences to the interior of its national territories. This characteristic is accentuated by the tendency of the great cities to articulate annexed territories, integrating adjacent urban nuclei, and because the average and small cities tend to reproduce on scale modalities of management similar to those of the great centers. The result is an increasing partner-space segmentation with generally disastrous consequences in terms of the quality of life.

36. From mid the Eighties, and accompanying the process by decentralization, the municipalities of Latin America have been constituted in central agents of the local development and the management of the cities in institutional contexts characterized by the deficiency and the shortage of means and resources. Parallely, the extension of the poverty, the inequity and the social exclusion explain a no end of dissatisfied necessities and has lead to an increasing social fragmentation, creating critical problems of democratic governability. In particular, the tensions occur in the local spaces of management, that it is where the actors they look for answers for their necessities. They are communitarian movements, social, local and sectorial organizations; popular groups and members of the civil society that demand to the local governments spaces of participation and inclusion in the democratic life of the cities. The multidimensional complexity of these cities conglomerates and the new social challenges that face, they put in evidence the citizen lack of instruments adapted for an integrating management of the diversity and demands.

37. In Latin America a citizen more demanding emerged, that is constituted in a more active and essential actor facing the structural questions of the public area and ample range of subjects and scales of intervention is constituted like an active actor and related to the improvement of the quality of urban life. It raises to the territorial administrations the necessity to recreate, in continuous and increasing form, public policies and modalities of citizen participation in the management and development of the cities.

In this frame, from a compromised perspective with the promotion of the democratic governability, the actions of the decentralized cooperation must deepen the model of a collaboration relation and corresponsibility between

the diverse social and political actors, what supposes the existence of a propitious frame for the exercise of the participation right.

38. In this context, the options of decentralized cooperation offered by program URB-AL meant for the local governments who responded to their call a window of opportunities to know other experiences and to make know the own ones in the field of the urban policies. From the practice of the local governments, the decentralized cooperation became, within the framework of this program, in an innovating modality that opens the local borders and allows to fix the eyes in which it happens outside the administration and the local territory. This single fact causes learnings, since it allows to compare the own management with the made ones in other institutional, cultural, of development and resources frames. On this way the own activation is valued better - for example it is verified what usually the good local administrations make with limited resources -, and also other forms of management and know how are discovered to face and to solve the problems. The observation of other experiences allows to know varied forms intervention of the individual citizen - for example by the fulfillment of the norm, the payment of services, or the active reclamation before the bad management. Also it allows to value much more the mechanisms of citizen participation organized and the value of solidarity and the collective common effort in diverse local realities.

39. A characteristic of the common projects of URB-AL is the increasing tendency - that is somewhat more accus-ing in the second phase of the program - to incorporate in the designs and component methodologies of work of citizen participation, popular or communitarian. The thematic of the more recent networks created - like "Local Finances and participative budget", "Fight against the poverty" or "Public Safety" -, they show to the opening of an ample field of possibilities of intervention with participative methodologies and incorporation of new local actors, that inclusively it could extend like method to the rest of the networks in operation. This thematic and of action opening is located in many cases in front of the conceptions that continue prevailing in many municipalities of Latin America and the European Union as far as the resolution of the territorial, socioeconomic and cultural problems of its respective localities. On the other hand, the common projects of cooperation that are trying to incorporate the thematic of the participation of the civil society, still they make with little decision and little clarity. It is evident that such situation responds to the weight to a great extent that still exerts in the municipal organizations of both regions the renunciation of adopting in fullness practices of participative management. Nevertheless, a great number of municipalities of Latin America and the European Union - big, small, and average cities have acquired abilities and capacities of performance in interregional common projects, and that in addition has acquired experiences and presence in the field of the international cooperation. This are facts that marks a flexion point in which it makes the incorporation of new modalities and technologies of participative management in the cities like the reinforcing of the local capacities for the urban territorial development.

40. There is a recent generation of projects of decentralized cooperation sheltered by URB-AL program, whose design responds an explicit way to these considerations of the citizen participation in the more and more complex dynamics of the Latin American and European urban municipalities. As much by its individual thematic as by its contents, these projects are a clear sample of the ample phantom of possibilities that it has the decentralized cooperation to make strategic interventions in this important area. So it is the case, in effect, of projects as "Old City Renews" of the city of Montevideo (Uruguay), or "Rosario Sums: an urban solution from an alternative glance" of the city of Rosario (Argentina). Both propose and put in practice participative methodologies that the municipalities normally use in their programs and projects in the management of their cities. Another suggestive case of institutional participation with local actors is the one of the project common "Methodologies and instruments for the installation of observatories of social inclusion in the cities" of Saint-Denis-Ile de France, that it incorporates diverse local actors in each participant city and proposes a horizontal intersectorial development (diverse municipal areas) looking for to slant and to harness the existing resources towards the interior of the municipalities. The participative methodology is based on the revision of the tools of observation available, through local platforms of

actors and described consultations institutional, as well as mechanisms of communication to the local public opinion on questions of social inclusion. The project of type B “E-Agora: the academy of the Electronic Democracy”, of Issy-les-Moulineaux - like several other projects of type A -, it proposes an extension of the degrees of democratic participation of the citizenship by virtual means and through computer science platforms and the use of technologies of the information and the communication in the benefit of municipal services. The participative tools in these projects are almost citizen consultations, although nonbinding and in some cases until restrictive.

41. The experiences of decentralized cooperation of the last decade show that the strategies for the mobilization of the local actors articulate and define from a strong political will of the municipalities to journey by participative and binding tracks of management with the citizen demands and the social sectors. Therefore, they require decisions of the local Executive to gather the social demands and proposals, but also to generate scopes of participation in which it is recognized in its plurality the actors of the civil society with abilities to act in the common projects (of international or local level). Although these political decisions and the capacity of social mobilization are product of own internal and structural factors of each local organization, it must be recognized that in Latin America the decentralized cooperation has had an undeniable importance to facilitate and in some cases of reinforcing and of consolidating at least in the thematic scopes in which the practical interventions of participative management have occurred. However, had indeed that as much the management as the participative governability is political constructions and of the citizens whose use requires of certain particular circumstances, also it must be recognized that there is no a transferable unique model. In other words, the regional and local reality prevents that there are mechanical transferences of experiences and modalities of management of the habitat between the local entities. They are the own circumstances of each municipal space and each participant city in networks of decentralized cooperation those that determine the modalities of their joint and the reach of these transferences. In the present regional context, defined by the emergency of new identities and interest, the insufficiency of the prevailing political culture in most of the local entities integrating by a institutionally way more fluid the diversity and the social plurality is demonstrated. There is here a great challenge for the local governments who set out to incorporate participative modalities of action and management. The question of how integrating the social and cultural diversity in the ways of local management, it follows open in Latin America.

42. It is responsibility of the municipalities - by means of its political executive structures and legislative to restore the required conditions to assure the citizen participation. This implies that besides to identify to the local actors with capacities of intervention in the projects, the municipalities must form and enable governmental and nongovernmental human resources in participative methodologies to face joint territorial actions. In this area, there are evident limitations, almost all of material and financial character, in most of the municipalities of the region. In fact, one of the demands of decentralized cooperation of the cities that has been identified more clearly is the qualification of personnel to increase the capacity of diagnosis and management of programs, the access to technologies and instruments of planning, administration and evaluation of actions. These deficiencies are very generalized in the Latin American cities and they are suffered in all the fields of the local public policy. The diverse actions of decentralized cooperation made in Latin America within the framework of programs specialized - like Habitat, of the United Nations, Cities Alliance, of the World Bank, and URB-AL, of the European Union -, they have made a very significant contribution on the matter.

V.2. THE FIGHT AGAINST THE POVERTY AND THE PROMOTION OF THE SOCIAL COHESION

43. It is known that the process of economic reform and democratization that in the last registers in Latin America three lustrums is far from having translated in a concrete improvement of the levels of well-being of the population. The evidences on the distributed inequity and the wideness and depth of the poverty levels that afflicting the region, as well as the social manifestations of all it, very well they are known. This reality puts permanently on approval to the policies and the programs that from diverse theoretical angles, institutional practitioners and have put themselves in practice in the recent years to fight the poverty and at the same time to maintain the social cohesion in the countries of the region. The decentralized cooperation is not other people's to this challenge.

44. How affects the decentralized cooperation the fight against the poverty and for the social cohesion? There is a complex subject and of great importance here. The cooperation decentralized between the European Union and Latin America in the field of the urban policies incorporated of explicit way and in relatively recent form the thematic one in program URB-AL through the Network Nro. 10 "Fight against the poverty". Before the beginning of this Network, the Network Nro. 5, "Urban social policies", it to a certain extent approached the urban question of the poverty and its manifestations. A complex relation between two of the social realities registered thus in the work agenda that more strongly have been hit in the last years by new conceptions and new practices: on the one hand, problematic of the urban poverty and the its combat; and by the other, that new manifestation of the social weave that is the action in networks. Under this novel form, the interventions of the cooperation decentralized in the field of the poverty could benefit from the progresses of the knowledge and by cultural and partner-organizational aspects; but also they could hit obstacles derived from the innovating character, recent, still barely scattered and taken root of the conception of the poverty and the action in networks.

45. In this thematic area, the decentralized cooperation faces challenges and pressures because the poverty, the inequality, unemployment and the exclusion in their multiple forms are in the center of the social malaise. And as much more due to the limited mobilized social and institutional capacities until now for the effective overcoming of those problems. Economic growth and social welfare, democratization of the society and extension of the economic autonomy of the people, competitiveness and equality, decent use and informal work: they are many and well known the dilemmas that, to way of oppositions, they seem on the one hand to indicate the force of the economic processes and by the other the fragility of the policies that try to face their bad social results. However, it is not possible to be ignored that these processes have not been accompanied by sufficient social and institutional resources, international and national, susceptible to be mobilized with intelligence and effectiveness in the combat to the poverty, the increase of the fairness and the deepening of the democracy.

46. The decentralized cooperation faces a particular challenge in the field of the poverty: it is the institutional challenge. The policies of fighting against the poverty, public or no, usually they comprise of the social policies that are distinguished more by the fragmentation, the heterogeneity and the discontinuity of programs and institutions. To integrate policies and programs, to carry out a good management, to restore cultures and practices of transparency, surrender of accounts, pursuit and systematic evaluation, they are the main difficulties of organization and of institution. They are problems and difficulties that are experienced of way make specific and daily in the local plane and that, projected in the planes national and international, they tend to reach great dimensions. It is certain that the heterogeneity of the poverty situations is a determining factor of the problem of the fragmentation of programs and institutions. However, the traditional conceptions of the social programs and mainly the restricted one to be able of the groups and poor communities, along with the political manipulation of the programs, they contribute to the configuration of such state of things.

47. The field of the social policies is a field characterized in the recent years by a series of innovations and institutional experimentations, whose origin is in the search of efficient mechanisms to surpass the limits and fragilities that have been indicated. The organization in networks is one of the alternatives more promissory than they have implemented themselves on the matter. In its is one of most fertile lands of the decentralized cooperation, that it is invoked of recurrent way to contribute to improve the institutional capacity and of management of the social programs and in special fight against the poverty. Nevertheless, the traditions and the institutional legacies of these programs continue being a heavy challenge for the designers of policies and for those who execute them. At the same time, they are numerous and complex the subjects and the challenges that face the programs of fighting against poverty implemented within the framework of the cooperation between cities: the integration and joint of the programs, the decentralization, the interaction and the partnership one between the actors, the action in network (local, national, international).

48. Certain consensuses around the valuation of the forms decentralized and locally articulated battle to the poverty exist. It is said that they produce positive effects in the institutions and democratic dynamics because they entail greater possibilities of transparency and surrender of accounts, of institutional learning, of reinforcing of the administrative capacities and governability. Also they suppose more suitable forms to focus the poverty situations, because it is had of more complete information and it needs a more direct focalization of the specific necessities, the local capacities and resources. They make possible, also, practices of more viable but also systematic pursuit and evaluation. In addition, the specificities of the local scopes adapt and respect. But the instrumentation of decentralized actions faces parallelly several obstacles and limitations. Like in other lands, in the one of the fight against the poverty the decentralization can be partial and until apparent. On the other hand, the decentralization by itself does not guarantee the suppression of the bureaucratic nature and the vertical structure of the governmental institutions. As much the Latin American experience as the European shows that decentralization and social equality not always walk by the same footpath. And what perhaps it is more important, the decentralization can be in a horrible dissociation between “poor programs for the poorest communities” and “rich programs for the richest communities”.

49. The own action in networks of the decentralized cooperation European-Latin American even tolerates a high potential of social action and spacing - or of rupture with the more traditional institutional limitations. The condition for it is to persevere and to deepen in actions with a defined territorial base, that they articulate the social actors, governmental and nongovernmental, and that roots in the dynamic premises of growth. One of the advantages of the work in network is its cooperative vocation, which in principle assures an ample number of members and participants who can be incorporated in the horizontal forms of organization. Another advantage is its inherently flexible dynamics, based in articulated mechanisms, negotiation and complementariness. In the particular case of the social programs and fighting against the poverty, the action in network allows to identify with greater effectiveness the necessity of complementariness between social services and actors; it facilitates the substitution of traditional sectorial programs by others of integral and multisectorial cut; finally, it foments the efficiency of the criminal action in entailment with the set of subjects, organizations and services of the city.

50. The programs of cooperation decentralized battle to the poverty cannot be broken ties with the dynamic premises of development. It is evident that, in the local area, the creation of sources of maintained growth allows to operate with ampler and sustained criteria of social inclusion. In a local economic picture with these characteristics, it is possible to modify the passive nature of the policies battle to the poverty, orienting them in a more active sense of a stimulate of the development. But the Latin American experience of last the three lustrums provokes the question immediately: until where it is possible to resist with the dynamic premises the dominant economic tendencies, that they are generating of unemployment and poverty? This difficulty is very well-known; and although the experience indicates that its recognition does not have to inhibit the local initiatives, also it indicates that it cannot be ignored without risk of which the programs are debilitated that try to mitigate and to diminish the poverty.

51. The accumulated experience suggests, in effect, that it is possible to be reached greater effectiveness and greater efficiency with integrated programs that act simultaneously on theseveral aspects that affect the poverty, the deprivation and the necessities. Is it feasible to direct the decentralized cooperation towards initiatives of this nature? What type of integration areas can be contemplated? Some encouraging examples on the matter are in the design of some programs of cooperation, like the Program Favela - Neighborhood and the Integrated Program of Social Inclusion-PIIS. Both have their origin in the Program of Support to Underprivileged Town (APD) subscribed between the European Union and Brazil in 1995. First of them, implanted in the municipality of Rio de Janeiro, it has a financing of near 600 million dollars provided jointly by the EU and the BID, on the one hand, and by the own local government (Prefeitura) and the Caixa Econômica Federal. It is a great project of urban intervention whose general mission is to integrate favelas to the city, equipping them with infrastructures, services and equipment public. In syntony with the most modern conceptions and lines battle to the poverty, the program observes territorialization, integration and diversification principles of its actions, as well as the active participation of the local communities in all the cycle of the project, from the design to its instrumentation. By its profits, this program is recognized world-wide like one of most efficient in the matter of urbanization in areas of strong deficiency. On the other hand, the Program of Integrated Action of Social-PIIS Inclusion, of the Brazilian municipality of Santo André, it persecutes to establish alternatives of government and local management of the public policies being taken support in experiences decentralized and participative with the purpose of promoting the social insertion of traditionally marginalized sectors of the citizen rights. Financed with contributions of the governments central and local, international agencies (among them the European Union, that it contributes with 5 million euros) and nongovernmental organizations, their actions contemplate, among others, the eradication of the poverty, the access on credits, the professional formation, services of health, house and normalization of the real estate property. One of its more positive characteristics is the integration of the different departments and agencies from the government of the city. Between its more positive results, also recognized internationally, they are the improvement of the access of the population to the services basic public, the increase of the familiar entrance by the program of "minimum rent", and the elevation of the degree of participation of the settlers. Between the results of this program also it emphasizes the extension of the level of social inclusion of the women in the municipality.

V.3. THE INSTITUTIONAL STRENGTHENING

52. In the countries of Latin America the local governments have the responsibility to provide a great part with basic urban services. In most of the cases this obligation it strongly resists with the institutional deprivation and the shortage of material resources, humans and financiers whereupon are counted of effective way those governments. Historically this situation had two main consequences: it restricted the action of the municipalities and, actually, it reduced its margins of autonomy. After several decades of accelerated urbanization, such scheme began to enter crisis progressively. The multiple pressures and dissatisfied demands derived from the growth of the slums put in evidence towards the Seventies and the eighty existence of an ample process of deterioration that was pronounced in the obsolescence of the physical infrastructure, in strong housing deficits, environmental contamination, problems of urban mobility, road chaos, nonexistence or almost nonexistence of common spaces and coexistence. This picture tended to worsen as a result of the crisis of external indebtedness of the eighty and their financial sequels, that they still more debilitated already the fragile fiscal position of the governments. In this frame, a tendency was outlined towards the necessity to fortify the institutional capacities of the local governments, identifying them like the most appropriate and legitimate organizations to give to answers to the accumulation of problems and demands of urban means.

53. The structural reform of the economies, the democratization of the political life and the forces of the globalization observed later in all the region are factors that accentuated that tendency. The general process of decentralization - whose advance is extremely unequal in the different national spaces from Latin America has its origin in this set of

processes. The originating exigencies of the economic opening and the greater integration from the countries to the world-wide market, in the sense to qualify to the cities like internationally competitive spaces, they were added to the demands of the citizens in favor of the improvement of the physical and social infrastructure of the urban habitat. All it contributed to give new use to the notion of the local government like political and social vector, as well as necessary nucleus of coordination, of the multiple agents and forces that concur in the economic and social process of the territorial organizations of urban base.

54. The decentralization process that takes place from the Nineties in the complex and heterogeneous Latin American politic and social context unfolds facing numerous difficulties. One of them - who by the others usually are present in most of the registered processes of this type in the world concerns the inevitable tensions that are generated with the central governments around the reaches, attributions, responsibilities and resources that are decentralized towards the local beings of government. This problem sends to negotiations whose final resolution is dissolved in the scope of the reform of the State that, as well, body based on the political dynamics of each country is delineated and received. Other difficulties concern of more direct way the local scope. A group of them talks about how assuring efficient way a supply of services to the height of the requirements (as much in amount as in quality) of each urban community. It raises, on the one hand, the subject of the coordination and the cooperation of the institutions of government with the private sector and the organized groups of the civil society, and by the other, the one of the suitable management of the municipal resources understood in an ample and integral sense.

55. The central objective of the cooperation decentralized in the field of the urban policies is to help to solve certain problems of the municipal management, to improve the services public and to contribute to dinamize the local development. In last instance, its main intention - beyond the concrete results been suitable by the parts it is the institutional fortification of the partners. That is to say, that the local governments cooperators learn to manage better their resources and to mobilize to the community and local actors after the goals of the development.

The appropriateness of the cooperation decentralized in the field of the urban policies - in all its programmatic lines and of intervention before the set of mutations and experienced local scale changes is evident in the Latin American countries, but also in the European. The joint work and the transference of experiences, knowledge and know how between the European and Latin American local organizations - in special in which it makes to the institutional capacity of identification and resolution of problems of municipal organization, citizen participation and coordinated management of the communitarian subjects generated in the last decade a added value whose amount in qualitative terms fully exceeds the magnitude of mobilized the financial and material resources.

56. It is certain that the universe of programs and specific projects of decentralized cooperation executed and in course of execution in the urban land constitutes a heterogeneous complex of initiatives, with levels very differentiated from participation and visibility. But he is not less true than, in which it does to programs of cooperation like URB-AL, the contributions made in terms of the institutional fortification of the participant municipalities are globally positive. In a process in which the public policies had to fit to their traditional centralist models and the practice of obtaining votes with promises of government posts; and to the new territorial realities, and in that the organized groups of the civil society also had to modify their traditional approaches of operation (almost always of microsocal scale) before the imperative to implant their action on municipal scale, the decentralized cooperation was in many cases an opportune amalgam factor, but also of catalysis, between diverse interests in search of coordination and agreement in favor of the local development. In the measurement in which most of the projects of the cooperation decentralized in urban matter has had some type of organizational repercussion and management on municipal scale, it can without a doubt be considered that its net impact is favorable. This conclusion tends to confirm itself in the recent evaluation of first stage of Program URB-AL.

57. It is observed in numerous decentralized initiatives that the main transference or learning refers to a more creative forms of management, independent and enterprising. By the way which this fact is congruent with the informal experience of the mayors in both sides of the Atlantic, that normally they are learning of the “obvious thing”: that is to say, extracting knowledge of the good practices and the solutions of other parts. What is improved substantially with the cooperation - when this one is really effective - is the capacity of local management as much in the form - development of enterprising capacities, innovative and of negotiation with other agents, by the use of more open and participative modalities of municipal operation in which the public-public coordination, the public-private alliances and the citizen participation constitute the axes of the town council action, contributing to the development and the governability. This form of open and participative management is identified of total way with the notion of “good local government”.

58. The training of the human resources is a field in which the projects of the decentralized cooperation have produced important institutional results by themselves, and with strong potential implications to the future. A significant number of actions contemplated in these projects approaches diverse modalities of qualification and formation of pictures, thus responding to a necessity very generalized in the municipalities. One treats, as it is evident, of a necessity born directly of exigencies of institutional fortification in the plane of the urban management and the planning. Also it reflects a necessity to improve or to equal the conditions of technical interlocution with the central government and its agencies. This component of the decentralized cooperation takes care of – but also it puts in evidence – one of the greatest institutional insufficiencies of the entities of local government of Latin America. The training deficit is in particular severe in which it makes to the capacity of management of programs and to the social and territorial planning of the municipalities and cities. Of the well-known experiences within the framework of the decentralized cooperation, it is observed that the problem of the lack of enabled technical personnel tends to worsen due to another structural fault of the municipal institutionalization: the lack of continuity of programs and projects. Although this characteristic is related mainly to the dynamic policies, its configuration is also tie to the described shortage of personnel that technically assures the permanence in the municipality activities and lines of public policy who could extend to the cycles of electoral change. These general problems of the local institutionalism tend to be somewhat acute in the smallest and poorer municipalities. In them the lack of institutional capacity is manifest to design and to execute actions with strategic sense. The urban planning is replaced by routine administrative actions and conjunctural interventions of emergency. The technical deficiencies of the municipalities not only create a serious problem as far as the suitable urban infrastructure planning in contexts of shortage of resources (question that already in itself is serious in a world in which the localities compete being economic and productive investments and projects). The problem is also and on everything of social order, and therefore it affects the level of well-being of the population. The urban zones cannot be consider merely like economic organizations, but like territorial spaces in which the authority must provide a series with public goods to the citizenship, assuring access for all. Hardly it is possible to indicate that, in order to act this action of government, it is necessary to count on a minimum of technical-institutional capacity.

59. The construction of such capacity is in the center of the programs of the European – Latin American decentralized cooperation. The approach that has predominated on the matter consists of equipping to the local organizations of a new and sustainable institutional capacity in the long term. One is of course a great challenge in whose continuation numerous elements concur, to the time that also implies varied resources and conditions. However, this objective of the cooperation decentralized already has been translated in concrete experiences. It can be mentioned as example the case of the Integral Program for the Overcoming of Poverty (PPU) start up by the European Union and some Chilean cities. The program is characterized by an intervention centered in urban groups of extreme poverty in communes of the municipalities of Temuco, Lota, San Pedro de La Paz, La Pintana, Peñalolén and Cerro Navia. It has three programmatic axes: management and innovation of the social services; room and territory; local economic development and employment. Its goal of long term is to restore in each commune a management model that assures, on the one hand, integration with the institutional mechanisms and present the social programs of the central state in

the communities, and on the other hand, the joint of social organizations of the call third sector. In order to reach these objectives, the program developed three strategies: the creation and reconstruction of capacities and operative competitions of the municipalities; the creation of intervention networks that agglutinate to the municipalities with deprived social agents who operate in the territory, in order to create self – management spaces; and the put into operation of generating instruments of confidence, that they include management innovations (budgetary control, monitoring and supervision of actions) and communal information systems within reach of the users of the diverse supplies of social policy in the territory.

VI. KNOW HOW OF THE DECENTRALIZED COOPERATION

60. To the light of the accumulated experience throughout than one decade of practices of cooperation decentralized between European and Latin American local collectivities in the field of the urban policies, the balance is positive. Fulfilled this first cycle, it is precise to extend its profits by the introduction of innovations and the optimization of its “know how” (in terms of actors, management and financing).

61. In relation to *the actors of the decentralized cooperation*, two central questions for the debate are consider. First public (institutional) and deprived talk about to the forms of agreement between actors local. Second it says relation with the degrees of participation of the citizens in the same actions of the decentralized cooperation.

To hypothesis way, it is possible to be affirmed that on local scale the agreement between actors deprived public and is made in the land of common and complementary interests. It is based on these interests that the diverse actors actually fit their respective political marks of reference, ideological and operative (it fits without which it does not seem to be possible the agreement). On the base of this hypothesis, it can be maintained that the future actions of the decentralized cooperation will have to include one more a more in tune work of identification of nuclei of common interest around which to establish platforms of collaboration between the institutional beings and the actors of the local civil society. In order to make of efficient way this work, the experience of the last years suggests them reflections on the matter had to include some of the following aspects:

- The mechanisms of agreement between local public and deprived actors register in a field staked out by a heterogeneity of initiatives and possible levels of institutionalization.
- Their elements basic computers are the territory and the modalities of participation of executors and beneficiaries in each program or action. There is no a unique model of agreement and its determination is product of each particular circumstance.
- As a rule, the agreement between this type of actors of the local sand articulates around two types of general actions: the joint execution of communitarian programs and the determination of preference orders in the management of limited resources in the local community.
- The motivations that make the agreement possible are as much of material order as politician.
- In scenes of budgetary restrictions and institutional fragility, like that usually they predominate in most of the municipal scopes of Latin America, the search of resources is a necessity that share so much the government beings as the organized groups of the civil society. The programs of decentralized cooperation suppose in many cases an important mean of joining an additional mean (not only financiers, but also technicians, of organization and management).
- The enormous thing of the local problems (especially if they are contemplated to the light of the conditions of the democratic governability) creates exigencies of legitimacy to the actors public and deprived. In the local field, such exigencies are pronounced of special way as far as the capacities to take part in the resolution of

specific problems. For both types of actors the creation of synergies constitutes a strategic goal to face those problems, what has positively its joint participation in decentralized programs cooperation.

- The interaction between local public and deprived actors usually are marked by asymmetry relations that tend to incline in favor of the government beings. A structural fact that is this one it only can be resisted by the actors deprived in proportion to his respective capacities of organization and representativeness.

62. On the other hand, **the degrees of participation of the citizens** in the actions of the decentralized cooperation, they present two spheres of problems. First it sends to the design and formulation of the projects of decentralized cooperation; the second a the possibilities and limitations of its programs to incorporate a participative conception. The projects that wish to incorporate the component of citizen or communitarian participation, they must consider the necessity of previous an exploratory work to the formulation and design of proposals. They would have considered- at least- three aspects: a) the participative conceptions that can accept the subject to face and the limits that are going to have the project to be formulated; b) a minimum knowledge of the ample experience of participative interventions, considering the same successes and failures; and c) the existence in the municipalities partners of experiences of previous participative managements or in course. Such referential frame would facilitate to face with more solution the component of citizen participation of the projects. In addition, it could contribute to frequently improve certain faults detected in some projects, like for example: a) exhibition of very ample objectives, confused and little defined, that they lose their quality and they become an explanation of the why of the participation; b) lack of relation between the objectives and the sizing of the activities (by excess or defect), as well as inconsistency between the waited for objectives and results, originated in knowledge problems or not to consider - or to incorrectly consider the inherent limits to the project; and c) conceptual confusions between participation Inter-acting, that is to say, towards the interior of the project (what it has meaning institutional), with the participation of the citizens (that has other social and political dimensions). To define and to be transparent these questions would facilitate the developments and would clarify the contradiction to mention the participation of social groups in the formulations of the projects without integrating them in the activities that are made and in the waited for results, nor to include them in the budgets. To consider these questions would help to improve the formulation and the design of the modalities of action of the cooperation projects. To organize workshops or seminary - that it is as often the "requirement" is covered with the citizen participation in some projects is a tribute to the appearance and the formality, but not a mechanism that helps to fortify the social implantation of the project in the cities.

63. Another group of problems detected in the projects of decentralized cooperation sends to **conceptual questions of the social participation**. Three subjects of reflection set out on the matter: a) when a perception of the meaning prevails "distant" to incorporate to the citizen to the projects, the activities and results of the cooperation are translated in standardized or stereotyped products, in that hardly the community recognizes itself (whose members, nevertheless, demand to offer a support them of sustainability of results); b) in the projects that incorporate the component of participation of social groups, in anyone of its modalities, not always it is had in consideration that in general the groups addressees are contemplated like couple (municipalities civil society; municipalities social organizations; municipal areas) with the purpose of making the organizations visible who participate; c) in some projects the subject of the citizen participation detects insecurity in the methodological handling, high degree of operative centralization and little dominion of participative-institutional instruments that allow to include to the municipalities like an essential local actor of the sustainability of the results of the cooperation.

64. A central characteristic of the approach of the decentralized cooperation is the organization that grants to him to the beneficiaries like protagonists of the initiatives, transferring the responsibility in the management and execution of combat operations to them. From this perspective, a key and novel element in relation to the traditional cooperation is the crossing of **financial responsibilities** to the local agents. Nevertheless, it not always has been accompanied by the adaptation of the "know how" to the realities and possibilities of the local actors to those who the responsibility is granted. The experience of URB-AL and other initiatives of decentralized cooperation calls

the attention on some know how that they would have to be rethink in order to optimize the financial management and to improve the viability of the interventions. The local collectivities particularly of Latin America have little experience in decentralized cooperation, although the diversity of dimensions of cities defines different capacities from answer. In many cases mainly in the small communities it exists a deficit of human resources enabled in the financier-administrative management of projects of cooperation and familiarized with its norms and procedures (elaboration of addendums, information, accountabilities of the contribution of opposing party, justification of the expenses of the actions, etc.). Hardly it will be possible to be improved or to be adapted the know how of the decentralized cooperation in the area of the financing, if those little are known when not known by the beneficiaries. In the case of URB-AL, the elements of evaluation available indicate that the Program did not contemplate to the necessity of greater information and administrative financial qualification of the beneficiaries in relation to the procedures and financial requirements of the European Commission. This situation, besides to generate disadvantages in the elaboration of the projects, it operates like discriminatory factor against the small communities or those little familiarized with the cooperation practices. It can explain that the European organizations have coordinated 63% of the common projects of the Phase I.

In order to face this weakness it is required that, at least until the practice of the decentralized cooperation consolidates, the European Commission and in its case other institutions with decentralized programs -, generate a greater information of the norms and financier-administrative procedures between the beneficiaries; didactic guides and forms with examples of budgets elaborate; and mechanisms of qualification for the financial people in charge of the projects implement.

65. In the *financial management* of the decentralized cooperation with Latin America two types of risks - not always anticipated can be indicated that they require of an adaptation of the know how. On the one hand, conjunctural risks of the region, like for example, the exchange fluctuations and instabilities, the exchange devaluations and controls. Their impacts on the projects have been made feel (like in the recent cases of Argentina, Brazil and Uruguay) in a reduction of the value of the bottoms contributed by the European Commission, in the valuation of the local contribution and in the development of the activities. For internal legal reasons, in many countries of Latin America the local governments cannot have currency accounts (neither in the national banking system nor abroad). In other cases, although the local collectivities do not have that impediment, a social or political questioning exists that inhibits the opening of these accounts. Like consequence, when the local organization receives the external contribution is transformed automatically to national currency running with all the exchange risks in damage of the finances of the project. This situation could be attenuated using - since the mechanisms make some programs of the PNUD. For the case of Program URB-AL, another alternative could offer it the lost of concentration process, in case that this one contemplates the option that the national or regional Delegations of the European Commission directly receive the allocations of each project in their accounts in euros, and they disburse based on the request of the unit executor. Nevertheless, it would be necessary to analyze these mechanisms carefully not to weaken the spirit of the decentralized cooperation. Also it would be necessary to consider the possibility real of the Delegations (in terms of management capacities) to make that task without making more complexes the administrative and financial mechanisms of the projects.

Another type of risks contemplated in URB-AL- and in other decentralized programs probably either does not have countable relation with the different procedures and practices and of budgetary supervision in the European Commission and the beneficiaries. As it demonstrates the Evaluation to it of First stage of the Program, it constituted a difficulty for an agile financial management. This situation would get complicate if one considers that in many local governments of Latin America is no a adjustment of the administrative norms and financial that contemplates the possibility of raising originating external funds of the international cooperation. All it generates ties bureaucratic that attempt against an effective management, efficient and agile; and it raises to the local governments the challenge to adapt its procedures to the new rolls that the cities and regions fulfill in the field of the international cooperation.

66. One of the definitive elements of the economic cooperation is the one to associate opposing parties in an action of reciprocal interests and mutual benefits. For the programs that design under this modality like URB-AL and others, although all the decentralized cooperation the principle of the co-financing of the activities on the part of the beneficiaries is not constituted in a key element. Although the co-financing has the advantage to assure the commitment and effective interest (“appropriation” of the actions) the participant agents, it has potentially distorting effects: it establishes an asymmetric situation that in the practice tends to exclude from certain programs of international cooperation the poorer cities and regions, that comparatively they are those that have greater necessities and deficiencies. In effect, the capacity of the local collectivities for one more a more active participation in the decentralized cooperation not only is tie to its preparation and familiarity with the practice of the cooperation – as already it were indicated - but also to the availability of own resources to make the contributions of the opposing party of the projects. This distorted effect enters contradiction with the objective of programs like URB-AL to promote the participation of the medium and small local collectivities; situation that doubtlessly was considered when the level of co-financing of Phase II of the Program was modified within the framework.

The subject is complex, among other things, because the co-financing principle is one of the bases of the coresponsibility that, as well, it is an essential component of the objective of appropriation on the part of the beneficiary. It is essential to establish mechanisms that allow to eliminate the really discriminatory distortions and slants potential or of this principle. Options must be examined without prejudices that allow to solve the problem, like the negotiation of donations thoroughly lost on the part of multilateral and regional financial organisms (World Bank, BID, etc.), for the local organizations that, in agreement with objective criteria they are disabled to fulfill the co-financing principle and respond to the engineering specifications of the cooperation project. Also mechanisms of counterpart could be adopted and adapt similar to the start up in other experiences, like the developed by the Network of Mercocities, where referring or the adjusting indicator of the relative contributions of the partners is the number of inhabitants of the municipalities. Another possible option would consist simply of suppressing that exigency in cases that must be categorized with rigor (level of entrance by inhabitant, budgetary situation, degrees of indebtedness of the city or locality, etc.). In any case, the asymmetry derived from socioeconomic realities and differentiated necessities demands a effort to contribute suitable answers to this phenomenon, to the time that allows within the framework to face it of the objectives of the decentralized cooperation. Towards ahead it seems inevitable to establish some objective type of “categorization” of the territorial organizations of Latin America and Europe in order to find dynamic solutions to this problem and thus to assure a greater participation the smaller urban localities.

67. Another aspect to consider in relation to the cofinancing principle is the great difference that takes place in the quotation of the contributions in species given the levels of local wages, which constitutes a factor more of discrimination against the communities of smaller resources. This situation constitutes one of the arguments by as according to the evaluation of first stage of URB-AL- most of the beneficiaries they consider that they contributed more of the predicted thing, or in money or species. In this same evaluation, it is suggested to study alternative forms, setting out like an option a system of parity of opposing party in species: a man-day in Europe and Latin America would have the same parity for aims to enter the contribution.

68. The solution that is adopted to the problem of the cofinancing will have to avoid to distort the positive effects that are persecuted with another essential principle of the decentralized cooperation: the appropriation on the part of the beneficiary of the intervention actions. This aspect is as much more important to take care of the light of the difficult way that still must journey this principle for the partnership consolidation of the new one which it promotes the decentralized cooperation. It is truth that the evidence derived from some programs of this developed type of cooperation in Latin America (for example URB-AL) shows manifest progresses with respect to the subject of the appropriation. Nevertheless, also it is truth that if the local appropriation is understood like an ample and sufficient participation of the beneficiaries in the conduction of the whole cycle of the projects of cooperation (conception, design, instrumenta-

tion, pursuit and evaluation), the experience of the last years still leaves much to be desired. It is again a complex problem. The appropriation gains and it is taken on the part of the beneficiaries. For it is required to develop capacities and to count on a clear conception about the priorities of the internal development. In other words: in order to obtain a real process of appropriation the beneficiaries must assume an active position throughout all the cycle of the intervention. It is possible to add that, in the measurement in which one of the impediments of the appropriation is the passivity of the beneficiaries, a risk of reproduction of these certain problems in dynamic exists of the work in network.

69. Another question in debate around the financing of the decentralized cooperation is relative to the resources assigned to the programs and the projects of this type. The experience indicates that to maintain to manifold small projects it implies a high cost in management terms, control, pursuit and sustainability. As opposed to it, a tendency exists that it promotes to increase the amount of the way projects to diminish these costs, to increase the guarantees of fulfillment and to increase the efficiency of the projects. Nevertheless, it is necessary to consider that when increasing the amount of the projects diminishes the universe of participant potentials that can postulate. In this sense it can say that the small projects are more expensive "but more democratic". This contradiction could be solved resorting to the complement between different funds. In this sense, an alternative could be that the smallest agencies are concentrated in projects of small bottoms; while the international organisms do it in greater projects. Another alternative would be to design mechanisms that allow that in projects of great amounts the cofinancing is shared between the beneficiary and funds of other donors.

70. The work in networks constitutes a own know how of the management of the decentralized cooperation, complementary of traditional forms of international cooperation, like the projects. Although work in network has demonstrated its appropriateness and utility - mainly when the projects involve the collective action of several local actors -, the asymmetry derived from socioeconomic realities and necessities differentiated between the territorial organizations of Latin America demands an adaptation effort. It is for that reason that, in ahead, it will be necessary to look for new formulas for the work in network of the decentralized cooperation in which this diversity is contemplated properly. For example, the networks could be taken advantage of cities of diverse nature that already are constituted, to the time that also will be imperative to generate mechanisms that allow the intermediate territorial organizations to collaborate with the smallest organizations in the development of combat operations.

71. In relation to URB-AL, some questions particular of their dynamics of specific work could be indicated, whose attention would substantially improve the efficiency of the Program:

- ü The temporary decomposition between the projects and the coordination of the network causes that the execution of some interventions becomes without counting on a network coordination; situation that, among other things, it makes difficult to the practices of pursuit and evaluation.
- ü It has been suggested present organization of the work in network could be perfected with the introduction of the figure of coordinating associate (of another country and preferably of another continent), whose work would facilitate the task of promoting the participation of partners pertaining to subregions that until now have been little active in the decentralized cooperation. This work of extension of the URB-AL towards new participants supposes, partly, the implementation of mechanisms of positive discrimination in agreement with size criteria and location, or even of geographic zoning of the participants.
- ü A deficit of incentives exists, rules and criteria of evaluation of results. Mechanisms nor indicating objectives of the impact of the interventions do not exist, what it not solely prevents to optimize the resources, but something that is perhaps more important, to familiarize between the local actors who participate in it (and in the first place in the entities of local government) the capacity of systematic reflection on the undertaken actions.
- ü As opposed to the dynamism acquired by URB-AL and to the participation flood of cities and regions, the necessity prevails to study forms of reinforcing of the capacities of management of the own program.

- ü The formalization of a permanent instance of work between the coordinators of networks would allow: - to establish synergies between the activities and the results of the networks; - to improve the circulation of information to the interior of the Program; - and, under certain assumptions, to be the organizational base that made the continuity viable, by an additional time, of the networks whose programmatic use has arrived upon maturity without necessarily they have concluded some of its projects.

VII. CONCLUSIONS AND PERSPECTIVE

72. In the last years diverse programs have been developed, projects and actions of cooperation decentralized between local organizations of the European Union and Latin America in the field of the urban policies, promoted as much by European institutions of local and regional character, like by the own European Commission and other multilateral organisms. Their contributions to the urban development of both regions have been extremely positive in all the planes of the social and human development. They were pronounced particularly in the construction of a participative and democratic local institutionalism, helping the extension of the intervention spaces and commitment of the different actors from the civil society. The decentralized cooperation proved to be, also, an effective mechanism for the mutual learning between the organs of local representation, as well as a valuable tool for the fortification of its institutional capacities, in particular in strategic scopes of the sustainable human development and the democratic governability.

73. In this frame, the initiatives unfolded under Program URBAL of the European Commission stand out. Their results until the present give account of a positive balance in terms of the consolidation of the direct and lasting bonds between European and Latin American local organizations; of its contribution to the institutional fortification of the municipalities and of the diffusion and application of good practices in the land of the urban policies. A very significant characteristic of those results is the cooperation dynamics that beyond the program and of the implementation time of his common projects they maintain each other diverse local communities of the two regions whose contacts and relations were generated initially in URB-AL projects. The new cycle of the cooperation decentralized between the two regions has in this program assets whose profits must be preserved and extend.

74. Given to the priorities of Latin America and the European Union, the decentralized cooperation will have to be oriented in front of preferred way reinforcing the action of the local governments in:

- the increase of the social cohesion through the reduction of the poverty, the inequalities and the exclusion; promoting for it the improvement of the public policies and the extension and consolidation of practices of democratic governability.
- the advance and deepening of the processes of regional integration (Mercosur, Central America, Andean community) like necessary instruments for the sustainable development of Latin America, and condition indispensable for the fortification of the relations of the European Union and Latin America.

These priorities of work, they will have to constitute a true transversal axis that articulates and of sense to decentralized interventions of support to the local policies in thematic scopes considered strategic, as they are it, among others: the promotion of the civic culture or the development of the local institutionalism in a ampler sense - social, economic, idiosyncratic that administrative and the merely political one that prevailed until the present; the migration and its multiple dimensions; tourism, youth, culture, education.

75. To the light of the experience of the last years, the new initiatives will have to be accompanied - as already it were indicated in this document of an optimization of the “ways to do” of the decentralized cooperation; and they will have to

count on instruments that assure their incorporation to the public institutionalism. This last one will allow to guarantee a greater degree of sustainability of results and greater possibilities definitively of surpassing the double logic of the experimental designs and the cooperation conceived like attendance and not like instrument of the human development.

76. The European – Latin American decentralized cooperation in the field of the urban policies account at the present time with a patrimonial heritage of information, documents and experiences. To safeguard this patrimony and to multiply its results and benefits, it constitutes a demand very extended between the local collectivities of both continents. For it is required to generate mechanisms of diffusion and institutional memorization that the accumulated patrimony of Program URB-AL rescues within the framework, but that also includes the varied experience of all the European – Latin American decentralized initiatives.

One of the ideas that greater recurrence they have around this preoccupation is the creation of an Observatory or Center of Resources whose mission is the storing, systematization and diffusion of results and impacts of the cooperation decentralized between the local organizations of Europe and Latin America. This organism could, also, to give to answer to other deficit aspects in the field of the analysis and the information of the decentralized cooperation: the production of knowledge and systematic and comparative reflection on programs, projects, and its results; the construction of quantitative and qualitative indicators that are compatible to each other and that register the impact and the reach of the interventions. It is not necessary say that this strategy would improve the sustainability of the results and would help to elaborate and to affirm an urban and social thought in the cities of both regions. A thought that reflects the ample diversity of urban approaches that can coexist and interact in the game of the democratic governability.

On the other hand, the greater knowledge and the greater visibility than the proposal of an Observatory or Center of Resources would offer on the diverse interventions of decentralized cooperation would facilitate the coordination and complement between projects and programs; and between the different sources.

77. In effect, one of the lessons that are come off the last years aims clearly at the necessity to each other to establish a platform of **coordination** of the actions of the decentralized cooperation and between these and generated in the bilateral cooperation and the multilateral one - including a those of traditional cut -. It is evident that to be obtained a greater degree of coordination in this matter, greater quotas programmatic coherence and complementariness (even with respect to the attachment lines would not only make sure, the premises and nationals), but that in addition would optimize the use of the financial resources, materials, institutional and human that is devoted at the moment to the cooperation. Better coordination mechanism, coherence and complementariness could produce favorable impacts to the sprouting of a new generation of projects of decentralized cooperation whose putting in operation would involve, in principle, the access to greater amounts of resources and a more rational and productive use of these.

78. The set of the reflections raised in this document has the pretension to promote an ample debate around the cooperation decentralized in the field of the urban policies that allows to open new routes to extend and to deepen partnership the local Latin European-America Union. For it, it is also required, to generate a space of political dialogue between local authorities of both continents that allow to reinforce the actions that at technical level are developed in the field of the decentralized cooperation; and simultaneously, within the framework to harness the political agreement of the strategic association biregional decree in Rio de Janeiro in 1999.



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IX. CONFERENCE ABOUT THE LOCAL PARTNERSHIP EUROPEAN UNION – LATIN AMERICA: “BALANCE AND PERSPECTIVES OF DECENTRALIZED COOPERATION BETWEEN THE EUROPEAN UNION AND LATIN AMERICA’S LOCAL COMMUNITIES IN THE FIELD OF URBAN POLICIES”

“DECLARATION OF VALPARAISO”

Within the framework of the activities programmed in the project about the local partnership of the European Union and Latin America coordinated by the consortium conformed by the Town Council of Valparaiso and the Council of Barcelona, and co-financed by the European Commission. On March 22nd, 23rd, and 24th of 2004 took place The Conference about “Balance and perspectives of decentralized cooperation between the European Union and Latin America’s local communities in the field of urban policies” in the city of Valparaiso, Chile.

Considering the key subjects explained in the Conference, as well as the work of analysis of a group of experts, **the Consortium Town Council of Valparaiso – Council of Barcelona** presents before the III Summit ALC-UE the following declarations and recommendations:

1- The poverty, the inequality and the social exclusion constitute the more urgent problems that must face Latin America. In 2003, according to studies of Cepal, the number of people living in situation of poverty in the region represented 44% of its population. This reality gets more worse if it is considered that Latin America is the region of the world with greater levels of inequality, and that presents strong component of social exclusion.

Besides to represent by itself a serious violation of the human rights, this situation has a high cost for Latin America: it threatens the political and social stability, it puts in risk the democratic governability, and it hinders the growth and development of the region.

To face these problems with policies of increase of social cohesion through the reduction of poverty, inequality, and exclusion; it constitutes a priority for Latin America. In order that local collectivities are the levels of government nearer of the needs and realities of the citizens, this priority constitutes a scope of work privileged for the development of local public policies.

It is for that reason that we recognize the decisive paper that has the local and regional governments of Latin America in the fight against poverty, inequality, and exclusion; and in the promotion of the social cohesion and the economic development.

2- In the last years the local collectivities have played a significant role in the international cooperation. The decentralized cooperation declared in a direct way on the reinforcing of the processes of structural change and democratization, favoring the extension of the intervention spaces and commitment of the different actors from the civil society. The decentralized cooperation has proven to be, also, an effective mechanism for the mutual learning of organism of local representation and a valuable tool for the fortification of its institutional capacities.

In this field, **we recognize particularly the contribution that the decentralized cooperation between European and Latin American local organizations, has made to fortify the institutional capacities of the Latin American local government and to reinforce its action in the field of the social cohesion.**

3- The economic development, the social cohesion and the democratic governability of Latin America require a deeper explanation of the processes of regional integration. In order to advance in this objective, the territorial organizations appear like key actors: as much for the development of the economic, social and cultural interchanges required to create a multiplying atmosphere of the relations between civil societies of the integrated countries; as for the generation of a counterbalance to the democratic deficit characteristic of most of the integration schemes. It is for that reason that **we emphasized the importance that the decentralized cooperation between local collectivities of the European Union and Latin America contains actions in the field of regional integration**, from two perspective:

- a) the fortification of the town council in the integration processes;
- b) the interchange of experiences and the complimentary agreement of local policies to crush the poverty and promotion of the social cohesion.

For both cases, it could be taken advantage of the networks of the already existing cities – like Ferocities – establishing synergy for the development of decentralized initiatives.

4- In the last years, diverse programs, projects and actions of decentralized cooperation have been developed between local organizations of the European Union and of Latin America in the field of urban policies; promoted as much by institutions of local and regional character, as by the own European Commission and other multilateral organisms. We valued its contributions to the urban development of both regions and **we reaffirmed the importance of continuing and deepening this type of initiatives. In this direction, and given the priorities of Latin America, we recommended that the decentralized cooperation is oriented mainly through the reinforcing of the action of the local governments in the field of the social cohesion. We propose that this priority of work, with the regional integration, constitute the transverse axes that articulate and give sense to the interventions of support to the local policies** (of crushing poverty, inequality and exclusion, relative to the migratory people, the young people, the culture, the education, etc.).

At the same way, we emphasized the relevance to consider in the decentralized initiatives the demand of predominant institutional support between local governments; and the recognition from these once of the importance of the mechanisms of interchange of experiences in the matter of urban policies.

5- Particularly, **we emphasized our interest that the URBAL Program of the European Commission continues**, whose results until now give account of a positive balance in terms of consolidation of the direct and lasting bonds between European and Latin American local organizations; of its contribution to the institutional fortification of the town councils; and of the diffusion and application of good practices in the field of urban policies.

Also, and opposed to the dynamism acquired by URBAL in the last years and to the increasing participation of cities and regions in this project, we recognize the necessity of **reinforcing the capacities of the Program's management**.

6- The necessity and urgency to generate a mechanism of diffusion and institutional memorization of the experiences of decentralized cooperation, its results and impacts, it is a demand generalized of the local collectivities of the European Union and Latin America. With it, it is not only tried to safeguard the patrimony of the decentralized cooperation, but also to multiply its results and benefits.

It is for that reason, that **we recommended the creation of an Observatory or a Center of Resources** destined to the compilation, systematization and diffusion of results and impacts of the decentralized cooperation between European and Latin American local organizations.

The Observatory will be able, also, to give answer to other two deficits of the decentralized cooperation: deficit of production of knowledge and systematic reflection about the programs and their results; and absence of comparable data and indicators that register the impact of the interventions.

7- The experience of the last years allows to identify the work in network as an innovating contribution of the decentralized cooperation to the global system of the international cooperation. Although this type of work has demonstrated its relevance and utility – mainly when the projects involve the collective action of several local actors - the asymmetry derived from socioeconomic realities and needs differentiated between the territorial organizations of Latin America demands an adaptation effort. It is for that reason, that **we recommended to look for formulas for the work in network of the decentralized cooperation, which they contemplate this diversity.** For example, taking advantage of the networks already existing cities of diverse nature, or through the generation of mechanisms that allow the intermediate territorial organizations to collaborate with the smallest one in the development of crushing operations.

8- We give in to account of the importance of the co-financing principle – key element for some types of decentralized cooperation – to assure the commitment and effective interest of the beneficiaries (“appropriation”). Nevertheless, we recognize its effects potentially distorted, when it is not favoring the local collectivities with less resources which requires more support. **We recommended to study alternative forms of co-financing, looking for simpler formulas** that facilitate the access of new actors to the decentralized cooperation.

9- We emphasized the need to establish a greater **organization** of decentralized cooperation between each other, and with traditional bilateral and multilateral cooperation. It is required, at the same way, to improve the **complementariness** of its actions and the **coherence** with the goals of the local and national policies.

10- The experience of decentralized cooperation of the last years reflects a tendency in relation to its actors: an active protagonism of technicians, a smaller involvement of the local political level, and a little participation of the civil society.

In order to increase the “institutional appropriation” of the initiatives of decentralized cooperation and the “sustainability” of the actions, **it is recommended to design formulas that allow a greater involvement of the political actors; and to implement broader mechanisms of participation for the local actors of the civil society.**

11- From the perspective of the European and Latin American local collectivities, we reaffirmed our historical and cultural bonds, as well as the common principles and values ratified in Madrid on May of 2002. On this base, we considered indispensable to generate a space **of political dialogue** between local authorities of the European Union and of Latin America, that it allows to reinforce the actions, that at technical level are developed in the field of the decentralized cooperation; and simultaneously, to harness the political agreement in the framework of the biregional strategic association agreed in Rio de Janeiro in 1999.

The present Declaration is promoted by the Consortium conformed by the Town Council of Valparaiso and the Council of Barcelona and in no way must be considered that it reflects the position of the European Union.



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