

13 Urban-rural policies for the promotion of decent work in intermediary cities



Prologue



Our cities have advanced along the route to raising awareness of the urgent need to combine the historic search for social and economic development with the concept of sustainability. Along this route, initiatives like “Urban-rural policies for the promotion of decent work” are fundamental to redefining the global agenda for urban development and the objectives for sustainable development.

Pasto has had the honour of hosting this event which was organised in association with UCLG, the International Labour Organization, Connective Cities and FINDETER. The event has helped to confirm the challenges, plans and visions that we wish to assume

as a society and which we must now tackle. Our reality forms part of a Latin American panorama in which cities, and particularly intermediary cities, need to be strengthened through the promotion of urban policies, social equilibria and the productivity of the rural sector.

Although this is clear, it is also necessary to develop the infrastructure needed to “nourish the city” and to allow the rural sector to actively contribute to the strengthening of the production chains associated with local consumption. Pasto has opted to promote territorial integrity and strong territorial policies capable of solving the problem posed by the need to create employment, provide public services, improve living conditions and guarantee food security within its municipal area. In our particular case, the goal is also to make an efficient contribution to the collective construction of **peace**.

Today, we have a *Plan de Ordenamiento Territorial* (POT or Territorial Plan) and a Development Plan which illustrate the coherence between our economic, social and urban planning policies. The result of this has been the setting in motion of a series of strategic projects which we have managed to structure during the course of my term of office. The Logistics Platform, the Supply Centre and Pasto's Network of Municipal Markets all form part of a macro project aimed at reactivating the food market network and also strengthening the chains of production that form part of the system for supplying goods and services.

In our opinion, it is vital to continue working under the premise that the improvements that have already been made to the urban structure will produce clear benefits and have a positive impact on the rural structure. Our government is conscious of the need to combine urban development with the conservation of our environmental assets and to stimulate the productivity of the agricultural sector in the rural areas surrounding our city.

Intermediary cities have fewer opportunities to exploit the potential offered by globalisation than larger ones. We are currently engaged in the task of creating networks of intermediary cities with the aim of: reducing the cost of transactions; influencing public policy through various types of participation and financing; and creating more efficient infrastructure. We seek to do this by learning from the experiences of other cities. It is necessary for States to understand the need to strengthen intermediary cities through their policies and productive structures and to do this in such a way as to ensure that these actions are reflected in better social conditions and in an improved quality of life.

At the international level, from Pasto, and especially through ASOCAPITALES: the association of Colombian Capital Cities over which I preside, we would like to contribute to this agenda and to play an active part in the chapter dedicated to intermediary cities at Habitat III. Remember that Pasto is a city that welcomes you with open arms and that we will always receive you with the intention of mutually enriching the experiences and projects that we are currently announcing.

Harold Guerrero, Mayor of San Juan de Pasto

Summary of the content

The event held in San Juan de Pasto, Colombia, from 27th to 30th January 2015 was jointly organized by the city of Pasto, United Cities and Local Governments (UCLG), the International Labour Organisation (ILO) and FINDETER (Financiera del Desarrollo Territorial S.A.). It focused on questions relating to local economic development and decent work in intermediary cities, placing special emphasis on themes related to the economy of proximity, food markets, and urban-rural relations.

The event coincided with what was a very important moment for the city, which was in the process of passing its Territorial Plan for the period 2015-2027. Within this framework, it was possible to observe how the city has received the support of the national government and from organizations such as the BID (Banco Interamericano de Desarrollo) and FINDETER to develop and finance the strategic macro-projects resulting from the Plan. The event was therefore held at the most opportune moment for: sharing relevant experiences with other Latin American cities and regions; reflecting on the roles and relations that cities have in their rural territories at the local scale; and thereby contributing to wider, global and regional debate.

Following the logic of South-South and Triangular cooperation in Latin America, the event brought together local, regional and national experts representing the cities and regions of Santa Fe, Rosario, Cuenca, Ibarra, Tulcán, Montúfar, Barquisimeto, Pereira, Acapulco, Nariño, Lleida, Porto Alegre and Cochabamba, as well as representatives from Connective Cities, FINDETER, UN-Habitat, UCLG and the ILO. Those participating in the event debated and exchanged experiences concerning:

- The production and consumption of food products; supply centres and municipal markets; organisational structures and rural cooperatives;
- Urban orchards and production chains for the food market;
- Comparisons of the instruments used in territorial planning and other ways of encouraging the sustainable use of suburban and rural areas;
- Urban policies to promote economic development and decent work in urban-rural areas;
- Defining the possibilities of transferring practices within the framework of South-South and/or triangular cooperation.


- In other words, the aim was to nourish the position of local and regional governments with respect to promoting local economic development and that of intermediary cities within the context of global policy (Post 2015. Habitat III).

The meeting emphasised the importance of promoting urban-rural policies focusing on local economic development that seek to meet existing needs and to help develop the potential of rural areas through an economy of proximity. Through a series of practical visits and workshops, the proposals for the city were debated with respect to the supply centre, markets and Territorial Plan and proposals were made for future cooperation between cities, networks and organizations.

As well as agreeing on future activities, recommendations were made to strengthen the documents for reflection presented by UCLG relating to intermediary cities and local economic development and on the role of local governments in local economic development. These contributions will enrich the Post-2015 global agenda and processes related to Habitat III.

The subjects treated have been summarised within this publication in the following chapters:

1. Introduction
2. The challenges and opportunities facing intermediary cities in Latin America: the debates at the event.
3. Intermediary Cities in Colombia
4. The Territorial Plan: urban policies and multi-governance
5. Actions to promote decent work in Pasto: Urban orchards and the future market
6. Follow up and actions to fully exploit the knowledge acquired



“It is important to know, and to closely examine, previous experiences in order to avoid repeating the mistakes of the past, because there have been many. We can learn from experiences that have been used, in other countries, to solve the problems currently faced by our cities and to discover how to improve productivity in order to give real value to the Colombian countryside.”

*Enrique Vásquez Zuleta,
Mayor of Pereira*

01 Introduction



Since 2012, the global network of United Cities and Local Government (UCLG) has been working in collaboration with the International Labour Organisation (ILO) to promote South-South and triangular cooperation between local and regional governments, to foster learning processes and to tutor peers and cities on the subject of decent work. Within the framework of this collaboration, emphasis has been placed on the importance of creating and encouraging learning spaces between intermediary cities and on thereby strengthening dialogue between the different actors that play an important role in decision-making at the local level.

Within UCLG, and the Strategic Urban Planning Committee, a work group on INTERMEDIARY CITIES was established in 2013. This group, which is presided over by the Mayor of Chefchaouen, Mr Mohamed Sefiani, seeks to organise different intermediary cities and to help them to tackle the main challenges posed by urban planning and sustainable development within the context of the global urban agenda.

Since their collaboration began, the ILO and UCLG have placed great emphasis on the importance of South-South and triangular cooperation and on promoting local economic development, especially through supporting cooperation between cities. In November 2012, the ILO helped to organise a peer learning session in Maputo (Mozambique) in collaboration with UCLG. The objectives of the event included determining the scope of cooperation between Maputo and other cities relating to the challenges posed by providing decent work and opportunities for local economic development in the context of formal and informal markets and reaffirming the fact that food markets and products sold by street traders should be considered great opportunities for the creation of employment.

Since 2013, the UCLG has also been speaking to intermediary cities about what constitute opportunities to strengthen peer learning networks. The first of these meetings took place in KwaDukuza and focused on the possibilities of intermediary cities in Southern Africa learning from each other. This was followed by a Forum held in Lleida (2013) in which this question was discussed at the international scale.

With a view to consolidating and reinforcing the network of intermediary cities, in September 2014, UCLG and the ILO organised a Workshop-Seminar on South-South and Triangular Cooperation entitled "Urban-rural policies for local economic development", at the Moroccan city of Chefchaouen. This event, which brought together intermediary cities and associations and also local, regional and national governments, had the objective of promoting the sharing of knowledge between cities in West Africa the Mediterranean and identifying the role of intermediary cities with respect to rural and regional economies.

The city of Pasto has become a member of the work group on Intermediary Cities and aims to help strengthen this global network from Latin America through the construction of the ASOCAPITALES network.

The city proposed staging a meeting with UCLG, the ILO and their networks and members in order to

"It is important to compare the good and bad experiences of cities and regions and to think about making joint proposals; UCLG helps to work in this direction and to share experiences."

Marcelo Tenaglia, Coordinator for Urban Agriculture, Municipality of Rosario



carry out a regional reflection on the policies of capital and intermediary cities and also on certain other local structuring projects such as: the construction of a supply food centre and the reforming of the main food market; **conducting strategic interventions in order to improve the urban-rural relations and those between local producers and local citizens.**



02 The challenges facing intermediary cities in Latin America: debates from the event

The global environment poses a fundamental challenge: how can Latin America fight against poverty over the next ten years? Our aim is to adopt a single, common strategy against poverty. With this in mind, we must emphasize the importance of helping local governments to work together to achieve this. Latin America is perhaps one of the places where the indexes of poverty have most begun to decline in the last ten years. It is fundamental to recognise the role played by Intermediary Cities in this process. In Latin America, 468 million people live in intermediary cities and 222 million live in cities with fewer than 500,000 inhabitants.

Latin America has become a continent of cities. It is now perhaps the most urbanised continent in the world, according to information from UN-Habitat. There is an evident need to develop specific strategies for a number of different areas, such as for agglomerations: 2/3 of the wealth produced by the countries of Latin America is produced in intermediary cities. It is vital to define strategies to ensure that this wealth will be used to reduce the poverty of their inhabitants and to therefore allow these intermediary cities to play an active role in the fight against poverty. This is all the more relevant when we consider that the most significant numbers of urban population in this region can be found in their territories.

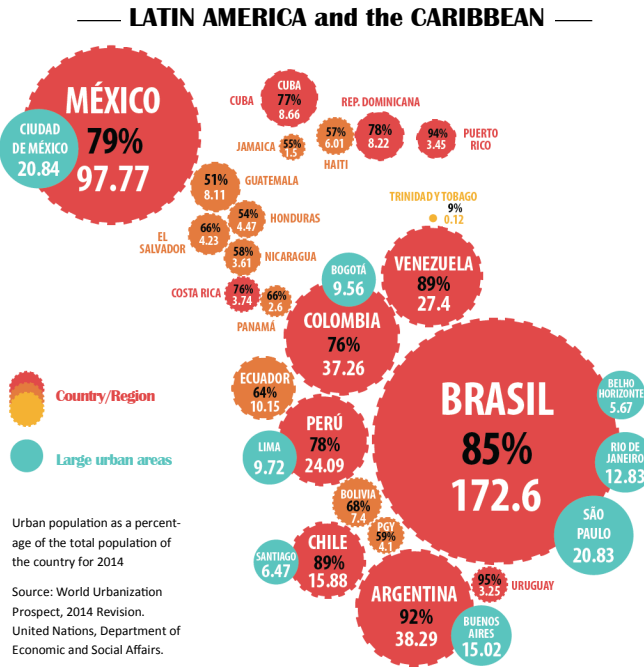


Ilustración: Naciones Unidas, World Urbanization Prospect; 2014 Revision

Territorial sustainability: connectivity policies

Intermediary cities are defined on the basis of a combination of characteristics relating to their size, local population and floating population. Their strategic conditions lead them to provide institutional services and determine their roles within their immediate region. Similarly, their economic structure gives them a central role within their surrounding rural area, with respect to social, cultural and economic issues.

In Latin America, social inequality is very marked in rural areas and closely associated with land ownership - In Nariño, for example, more than 50% of the farmers live on *minifundios* (small holdings) with areas of less than one hectare - and opportunities to access markets and

agro-industrial systems are limited. In addition to the poverty, the lack of security and services continues to push the rural population towards cities, and particularly towards intermediary cities.

Unlike in the case of metropolitan agglomerations, the suburban and rural areas and centralities of intermediary cities are structured. Territorial planning seeks to improve and adapt relations between the natural and built environments.

As far as institutional material is concerned, intermediary cities ask their central governments for help with: the restructuring of territorial planning based on multiple urban centres which are, themselves, linked to rural areas; providing better conditions for access to housing; generating urban economies of scale through inter-municipal cooperation in the provision of services; and the establishment of exceptions and/or the deregulation of legal and institutional limitations in order to guarantee further investment in infrastructure and social services.

As in other parts of the world, with regard to infrastructure, one of the main priorities highlighted by the intermediary cities associated with UCLG is connectivity: road, river and/or railway systems that allow a competitive transportation of products. At the same time, municipalities cooperate in the provision of integrated public transport systems between cities and neighbouring settlements. Along the same lines, they consider financial strategies such as:

- Introducing strategic budgeting processes in which funding is clearly committed to specific projects and programmes
- Having mechanisms that guarantee that their financial systems are correctly set up and legally compatible
- Having financial controls with reports being issued on a regular basis
- Establishing strategies to help improve their income and the collection of taxes
- Having regular financial audits

During the seminar, considerable emphasis was placed upon this, looking at the cases of the Ecuadorian cities of Ibarra, Cuenca and Tulcán, which have benefited from receiving new infrastructure during the last decade. This was closely linked to improvements in transport services and the provision of amenities at the local scale to improve competitiveness.

There are a number of fundamental elements for the formulation and planning of public policies:

- Intermediary cities will be the main recipients of urbanisation over the next decade.
- On one hand, they have much less globalised economies and fewer opportunities to take advantage of globalisation than larger cities, but on the other, they have very

specific characteristics and, in some cases, vast territories which they can exploit.

- They face the challenge of having to pass from simply providing services for their own citizens to becoming cities of exceptional interest for their respective national governments.
- Latin America is about to enter a property boom which should help to reduce its level of unemployment and encourage greater investment.

Other ways of structuring urban-rural relations

Urban-rural territorial policies could be improved by reflecting on the instruments currently available and, in particular, by comparing how they are applied in similar realities within the region. The key points of the debate were summarised and emphasised:

1. From vision to action

The planning process undertaken at Pasto shows how territorial planning schemes can be basic, and very powerful, tools. UN-Habitat believes that it is well-worth the effort committing greater resources to these plans given their proven capacity to generate capital gains and to use them for projects of public interest. In short, it is necessary to carefully consider the management and finance tools to promote territorial development.

2. Approaches to urban-rural structuring

Urban and rural questions are generally handled via a type of zoning that results in segregation. This can give rise to discrimination and inequality and its management must therefore be based on several clear principles.

UN-Habitat proposes avoiding zoning, applying the principle of mixed uses, mixing social classes, and preventing exclusive land uses in areas with highly specialised uses. It is essential to work on housing policy and the reduction of poverty must be approached from a long term

perspective, which implies examining the principles applied when building housing. In conclusion, urban-rural integration requires differentiating between the methodologies to be applied in line with the reality of each city and its ability to confront its own particular problems.

3. The need for coordination

There is a clear need for coordination. There are examples of integration in many cities, but this does not tend to be constant or consistent. Here, the key question concerns how to make integration

"In spite of having a population of approximately 810,000, Acapulco remains very rural, and there are belts of misery within this territory. It is therefore necessary to revert the differences between what is rural and urban."

Luis Manzanedo Figueroa, Municipal Director of Planning, Acapulco

effective. “Political art” is required and the capacity to integrate different work groups by addressing their leaders. Above all, however, it is necessary to apply a suitable methodology in order to obtain the necessary degree of inter-ministry and inter-sector coordination.

International experiences suggest that intermediary cities tend to be nodes of exchange that transmit information and services to the largest cities. The intermediary city must clearly define itself within well-differentiated contexts that depend on the functions of each individual city. Failure to guarantee appropriate ways of structuring rural functions and urban demands could pose problems such as the loss of rural identity and result in low agricultural productivity.

Participative processes have served as ways of creating conditions for globalisation in intermediary cities. Planning must be backed up by a management model and must be based on approaches that promote transversality (which is required for the structure). Transparency must be an essential part of every process.

The process of community participation in territorial planning in Latin America

The experiences of Cochabamba and Montúfar show that rural planning does not only involve physical space. It also relates to specific local conditions and is associated with a global vision of territory; in other words, it must be related to all of the plans and programmes projected for the whole urban environment.

In **Ecuador**, there is a Law of Civil Participation that not only allows - but also demands - that all planning processes should be participative and agreed with the local community. This is possible via Territorial Assemblies in which the whole of society is represented. There are also planning participation councils, which are bodies whose function is to validate diagnoses and formulate specific projects. In the case of territorial issues, there is a Council of Territorial Planning, which is the organ responsible for passing the Territorial Plan before it passes to the Municipal Council. With respect to these questions, it is fundamental for the population to be organized and for there to be a direct relationship between the community's administration and its main organisations.

“Inclusion is an advance, it makes it possible to monitor public policies. But another structural step is still required to facilitate the participation of citizens in public policies.”
Darwin Pantoja Suárez, Assembly of the Union of Cantons of Montúfar

Bolivia is probably one of the countries with the greatest traditions in participative planning. In 1994, the Law of Civil Participation led to the introduction of a very well -organized structure for participation: grass-roots level organisations evaluate and monitor the Plans through social controls that are linked to political organisations. However, it has not yet been possible to include organisations of producers or business entities in its different levels. There is also a need for active links with



the academic world and with research institutions which, until now, have not had as much involvement in planning as they would have liked.

In **Colombia**, Law 134 of 31st May, 1994, establishes the mechanisms for civil participation. Furthermore, in the field of territorial planning, Law 388 of 1997 establishes a number of very precise mechanisms and means of civil participation for each stage in the process of formulating Plans. The participation processes must involve all of the different sectors of the population, including: indigenous communities; focus groups and those representing young people, children and the disabled, etc.; and other interest groups, such as: guilds and representatives of the commercial, academic and industrial sectors. Once the planning instruments have been established and agreed upon, they are taken to the Territorial Council where all the different sectors of the population and their organisations have official representation. They are then presented to the Municipal Council, which is the maximum authority for representing the citizens and the entity responsible for passing and adopting them.

The decent work policy: spaces and rolls

The International Labour Organisation promotes decent work from the perspective of basic rights. Following this line, the representatives of the ILO present at the event emphasized the challenges facing Latin America: the informality, precarious nature and reduction of rural employment.

Until quite recently, the informal sector was seen as a residual sector of the economy within a world that was heading towards formal full employment and in which the city was set to be a type of modernist city, with all of its employees working in factories, living in a residential

"We must compare how public policies relate to territorial agglomeration because this is a regional phenomenon of Latin America."

Miguel Lazo, Director of decentralisation and civic participation, Cuenca

neighbourhoods and travelling between residential areas and their places of work every day. Today we see a very different labour market from this model, with even the developed countries having very large informal sectors. All of these employment and work plans need to be incorporated into territorial planning.

Another aspect is the use of public space for private interests that can be observed in many Latin America cities. In many countries, these can be identified as micro-companies that operate within the public space, where it is possible to create spaces for dignified work. The flexibility of public space accompanied by public policies that allow new uses and yet maintain ownership of these spaces presents innovative ideas that must be contemplated for the development of the city. At present, housing also implies a work place. It is increasingly frequent to find housing that accommodates small scale businesses and companies.

The work model differs from what would be expected. The level of informality has not diminished. Cities must rethink the use of their spaces and consider whether it is necessary to use their public space productively. Nowadays, many people work within their immediate environments.

Decent work involves specific roles rather than concepts. The policy of decent work is based on working norms and labour rights that are regulated in different ways in countries that are interested in abiding by its precepts. Social dialogue and the consensus on which policies are built are fundamental elements. For their conceptualisation, it is important to examine social security conditions. These must cover the health needs in the work place and how these influence the productivity and profitability of companies. This creates a close relationship of productivity and sustainability between workers and employers.

In Colombia rights relating to decent work are guaranteed in the National Constitution. Since 2008, the ILO has been working to consolidate these principles and to put them into practice. To date, work has been undertaken in 32 departments in which a considerable amount of time has been dedicated to increasing the sensibility of bosses, guilds, the business community and country's three largest trade unions: CGT, CTC and CUT.

Experiences of the application of policies aimed at promoting decent work in the province of Santa Fe

Santa Fe is one of the 23 provinces of the Republic of Argentina and is located in its central corridor. The federal territory has 3.5 million inhabitants; this is a significant consideration when we focus our dialogue on the subject of decent work, because in 2007 the province

drew up its Strategic Plan for 2030 with the help of the European Urban Agency.

The plan covers five municipalities; with two belonging to the first category: Rosario and its metropolitan area with 1.2 million inhabitants; and the city of Santa Fe, which is the capital of the province, with 600,000 inhabitants. There are also three second category cities. There are therefore five regions in what is an extensive rural territory that includes 312 communes with between 1,000 and 5,000 inhabitants; in other words, there are settlements whose urban populations do not strictly reach a municipal scale.

Decent Work is contemplated within the axis of Social Cohesion. In fact, two agreements have so far been signed along these lines: the Agenda for Decent Work of 2007, with the International Labour Organisation; and the creation of the Ministry of Work, in 2013, which for the first time gave ministerial rank to matters relating to work and thereby created the area of decent work. In 2008, the decent work agenda was created, which is an agreement between the business sector, the trade unions and the States; this is fundamentally a social dialogue.

The basic conditions for providing decent work include:

- There should be a register and contributions to social security under formal conditions.
- Equality of treatment and opportunities
- Probabilities of social promotion or of progress and promotion at the place of work under equal conditions. This should cover: Questions relating to gender, youth and other specific characteristics, such as disability and ethnic origin.

A flagship programme has been given the slogan **“Work is not child's play”**; there can be no sustainable social action while there is child labour. The programme is aimed at promoting action to help eradicate child labour. It is carried out via child care centres which work to ensure that adolescents do not have to abandon their studies in order to look after their younger brothers and sisters.

The fundamental consideration in the application of policies of decent work is that national and local governments must present serious statistics; those presented often disguise data relating to work and the visible impression is often that domestic labour carried out by children should not be taken into consideration. However, the demand for family labour in intensive agriculture and piece works is required in several clearly identified chains of value.

With respect to the relationship between the urban and the rural sector, the situation in Argentina is critical: the cities have become isolated from the rural areas and have forgotten their relationship with the country. Now, it is only possible to observe large extensions of soya bean crops which were the result of a series of political decisions that have favoured the cultivation of transgenic crops. This marked the start of a 20-year process which has now begun to surround all of the cities with soya crops and has implied the disappearance of the crops that had traditionally been grown. Work in agriculture has virtually disappeared. Crops are now grown



due to the action of economic powers, with some companies having sown up to 300,000 hectares of soya, using high levels of automation that do not require manual labour.

In 2001, the crisis deepened. Unemployment increased, the different regions of the country were unable to generate enough production to make the country self-sufficient and this resulted in the loss of food-supply sovereignty. As an alternative to this problem, the province developed the **Urban Agriculture Programme of Rosario** which recovered 67 hectares of land from rubbish dumps and recovered green spaces, 22 of which have been developed through agricultural production programmes in which 250 allotment farmers and 140 young farmers have been involved. In total, this initiative has led to around 1,500 people producing their own food.

The introduction of the programme resulted in an annual production of 98,000 kg of vegetables, 5,000 kg of herbs and 10,000 kg of transformed products, such as sweets, preserves and purées; no agrochemical products are used; the production is 100% organic.

“The city is the enemy of the small-scale producer. In our small cities, all of the products pass through the hands of an intermediary and culture is generated by an all-powerful being”

Luis Alfredo Delgado, Participative Management Cooperative, Barquisimeto, Venezuela

The advantages of the programme are reflected in a number of different ways; there is the social question of creating employment for young people and promoting an entrepreneurial spirit in groups of people who will depend upon their own hard work and should progress on the basis of their own resources. This offers nutrition for the population. In the economic sphere, this will have a fundamental impact in the form of fair prices and, with respect to the environment, reducing pressure on the natural environment and the carbon footprint.

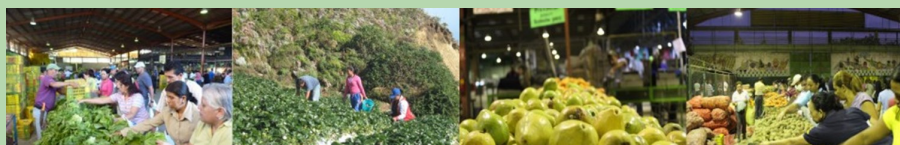
The solidarity-based economy is a possible base for rural areas: the example of the Participative Management

Cooperative, Barquisimeto Venezuela.

Economic questions should play a fundamental role in urban-rural integration and in the rescuing of the community culture which exists throughout Latin America, as the solidarity-based economy. The “Participative Management” cooperative has opted for an alternative economy model; this is a relevant example for intermediary cities.

This is exemplified by the experience of integration seen in an urban community like Barquisimeto. This city of one million inhabitants has an economic environment that revolves around agricultural production. The system of economic solidarity of Barquisimeto has been in place for over thirty years now. This process is self-financing and takes care of 60,000 people every week, grouping together 1,000 agricultural producers who are organised into cooperatives, companies of producers and other types of organization. There are 700 full-time workers in all. The consumers are also associated in cooperatives; there are a total of 40 production units with basic systems of transformation and annual sales that reach \$150 million.

This has opened up opportunities for small producers to sell their products through cooperatives and associations without any major difficulties and in an organised way. Similarly, consumers can find a great variety of products, which are necessary for their daily lives, at fair prices and subject to reasonable conditions. The cooperative esteems that roughly 1/3 of the



“Without managers, bosses and supervisors, and without even people with positions, nearly 80 different community organisations, 600 associated workers, a thousand associated producers and units of communitarian production are integrated together to look after their own needs and also attend to those of 60,000 consumers. They invoice over \$100 million dollars per year. This is the biggest community organisation for the distribution of goods and services in Venezuela.”

More information available at: <http://www.cecosesolaorg.bugs3.com/>



Photos: CECOSOLA ©

families at Barquisimeto buy their basic products at one of the 30 fairs aimed at family consumption that form part of the food distribution network. This system is complemented by a network of shopkeepers and cellar keepers who make combined purchases, operating as if they were wholesalers. The advantages of this system can be observed in three different scenarios:

Starting with the urban setting:

- Today, consumers go to the market looking for a series of products with commercialization techniques that are to favourable to them. Along these lines, there is a model of low prices which is sustained by the following conditions:
- There is a single price for perishable goods and this is associated with a very agile system of massive sales. Buyers select all of the perishable products that they need and, when they finish shopping, they weigh everything and pay for their purchase at a single price.
- One key aspect to consider within this process is the fact that the products that enter the system must not require a cold chain, as this would increase costs.
- The system works using only minimal infrastructure; it only requires roofed stalls, which is something very basic compared to the specific technical designs of constructed cubicles, which are much more expensive and which must therefore have an important return on capital.

Starting with the rural setting:

- An associative model is favoured : the cooperative itself and its affiliated producers then set the prices of the products.
- This encourages integration with other cities.
- It is possible to observe what the cooperatives call a “Triple miracle”: the producers increase their income by 30%; the buyers acquire their products with a difference of price of 30%; and the workers also make 30% more money. **All of this is possible thanks to the elimination of intermediaries. In this way, the profit margin that was previously taken by the middle man is now distributed amongst the three main actors which are operative in the system.**

From the perspective of cultural solidarity:

- The system works without managers, bosses or supervisors, and without ranks or bureaucratic positions. All of those involved in the system are workers. The different functions performed are rotated amongst all the workers and there is integrated management of the whole staff training process.

03 Intermediary Cities in Colombia

In Colombia, intermediary cities have played a fundamental role in what is referred to as the "post-conflict" situation. They will house a significant number of people and present a series of secure social and economic characteristics that are not provided in the rural territories.

Nevertheless, intermediary cities evidently suffer from clear problems of connectivity both between each other and with the large metropolitan centres. They face challenges with regard to the physical characteristics of their infrastructure, economies and social organisation. For this reason, their strategic efforts tend to remain relatively little known at both the national and international levels.

The national perspective. The city system: urban agglomerations in Colombia

In recognition to the importance of the role of intermediary cities, the national government of Colombia is working on a CONPES document whose aim is guide the application of policies, tools and strategies by its different Municipalities in a coordinated way. Representatives from the Department of Planning and the Ministry of Housing have revealed the strategy for national policy.

When establishing urban agglomerations, several different factors were considered. One of the novelties was to include a calculation of employment in order to compute the size of the floating population that visits these cities on a daily basis and then, having finished its work, returns to its habitual place of residence. The existence of this population was not previously considered, even though it is a relevant factor in agglomerations and blurs the reality of cities.

"The CONPES documents reflect the vision of the territory, where the cities are recognized by their added value to the development of the region. The nation now invests in connectivity, in construction of roads between cities."

Representative of the National Planning Department

With respect to decent work, it is necessary to take into consideration the fact that the labour markets vary across the national territory. It is also necessary to consider the ageing of the population and the specific demand for special services by different age groups. Another conditioning question is the reduction in the size of the homes. Public policies must therefore be differential and must be organised in line with the real needs of the people. The analysis is multidimensional; it is only in this way that it is possible to improve the focus of public policies.

Cities face challenges to improve their productivity: 60% of companies and 39% of formal employment are located in areas with low productivity. This presents numerous difficulties and we are therefore dedicating time and resources to analysing these questions. If the country

wants to grow economically, it must also strengthen the productive systems of these cities.

As a result of urbanisation, the agricultural frontier is being displaced towards the periphery of these territories. Speculation over land prices is also causing displacements into rural areas. There is therefore a need to formulate policies to govern the market for land. Among these factors, it is fundamental to consider the fact that the water supply limits the development of some cities.

The Land Planning Act and the Organic Law Governing Territorial Planning are very powerful tools that have allowed the municipalities to work together in a functional way in order to implement the strategic plans that they have developed for their respective territories. They have been drawn up with the aim of helping these municipalities to structure their functions, take comparative advantages, and solve any structural problems that they may face. At the same time, such action seeks to provide access to state funding and incentives for the development of their own projects, which must be carried out through collaborations between the different municipalities and departments in the region.

The city system should include a number of variables which it had not, until now, been able to incorporate. It should also make further progress in its study of a number of issues and its analysis of environmental sustainability and the provision of social services. It needs to find financial alternatives to guarantee the sustainability of the municipalities and to offset the high costs associated with its frontier location, on the periphery of the country. This implies that it often receives people who have been displaced and has working conditions which, based on the logic of formality, require greater resources, which - at least for the moment - must be provided by the city.

In response, the National Planning Department (DNP) has put forward a proposal for the provision of key road infrastructure to promote national development that would connect the main agglomerations and regional capitals with the national capital

and the country's main ports. FINDETER has also multiplied the provision of financial tools to help finance infrastructure and strategic projects in intermediary cities. It is taking advantage of low interest rates and the availability of financing capital for investment in Colombia. FINDETER is cooperating with cities in the development of their strategic plans in order to make viable resources available for their use.

"We have made progress in strengthening the position of intermediary cities. Now comes the difficult part: we need to form associations and to create "Asocapitales"; this is a valuable opportunity to further strengthen the role played by our cities. We still have a long way to go in this regard"

Harold Guerrero, Mayor of Pasto

The financial position of intermediary cities in Colombia

Historically speaking, there has been an on-going dispute in Colombia about the autonomy of the different territorial entities that form the state. Recently, this argument has focused on the resources that should correspond to each department and municipality based on the concept of historical privileges. On top of this, there is the question of the most appropriate use that could be given to these sums of money. It is similarly necessary to underline the dependency that many municipalities suffer when it comes to carrying out projects and having access to resources. There are still a great number of municipalities that financially depend on the central government for the execution of their development plans.

To a greater or lesser extent, tools like the General System of Participations protect against money being wasted or hived off from the State Treasury for the benefit of certain specific municipalities. Even so, in many cases this effectively becomes a straight-jacket that limits the investment that municipalities should make in other sectors; it also tends to limit the scope for action in a number of different scenarios. What is most notable in these cases is the fact that this is not just a problem that affects the smaller municipalities, but one that also affects the department capitals which are included amongst what we call 'intermediary cities'.

The situation of Pasto and Nariño

The city of Pasto has traditionally been considered an agricultural centre, surrounded by countryside dominated by *minifundios* and with traditional forms of exploitation linked to the volcanic origins of the Andes. However, in 2013, during the agricultural strike caused by the blockage of the main transport routes, the city of Pasto experienced a supply crisis that lasted for over a week and placed in doubt its self-sufficiency in terms of food supplies. A review of this situation particularly revealed a fall in the agricultural productivity of rural areas near the city, with an alarming impoverishment and ageing of the farming and indigenous populations and the abandoning of productive support services and, particularly, of special commercial services. This situation was linked to several different factors that are associated with technology, access to markets and the violence that has been responsible for destroying the employment base of the rural population.

As in many other intermediary cities in Colombia, Pasto suffers from a series of problems: an index of poverty that has reached 40.6%; an index of income inequality of 52.1%; and an annual average level of unemployment that currently stands at 13.5%. Another important problem facing the city is the breach that has opened up between its urban and rural sectors.

The urban sector suffers from an alarming deficit of housing and public space, but it is in the

area of public services and basic sanitation where the greatest inequalities exist between the urban and rural sectors. As a result, these questions have acquired tremendous importance within the organisation of territorial planning, where a series of policies and actions have emerged with the aim of working to overcome these deficiencies in the longer term.

“The department is rural; 54% of the population lives in rural areas - as opposed to the national average of 24%. Nevertheless, in the city of Pasto, only 18% of the territory is rural. A dichotomy between the region and the city.”

Rodrigo Duque, Representative of the Government of Nariño

In comparison with other municipalities in the country, the size of public investment in Pasto has been very low with respect to its needs. The armed conflict has also affected the department in various different ways, with all of the different types of violence associated with the country's armed struggle being present at Nariño.

Almost 54% of the department's population lives in a rural environment, which should provide potential for agro-industry, based on integrated relations with the rural sector.

Pasto should also have strong links with its rural environment and assume the role of a city region and also of one with a global environment. However, there are also a number of specific conditions that - at the same time - would constitute great challenges facing the department.

Low productivity and profitability; all of the productive systems are less profitable in Nariño than in the rest of the country. The production costs of all the productive systems are also greater than in all the other departments. All of this has a logical explanation which is based on the geographic isolation of the territory; this is a factor that causes a disproportionate increase in the cost of its inputs.

The national agricultural strike of 2013 resulted in a policy called the “National pact for agricultural and rural development”; however, none of the measures passed have since been implemented in Nariño; all of the agreements have remained unfulfilled.

Nariño is an eminently rural department. Of the 60,000 people who participated in the national agricultural strike, it is estimated that 50% did so in Nariño. Even so, the desired level of agro-industrial development does not correspond to the rural condition of this area.

One quite widespread challenge is the presence of *minifundios*. All of the productive systems are based on plots with an average area of only one hectare, with some being even smaller than that. This has a bearing on the precariousness of the profitability of the activities developed by those engaged in the agricultural sector in the department.

Luckily, there was also another tool: the national Contract Plan that the department of Nariño subscribed to and through which it has been possible to mitigate some of the difficulties

According to the National Administrative Department of Statistics (DANE): The department of Nariño has a total of 1,531,777 inhabitants: **54% of whom are rural and 46% urban.**

In line with the Development Plan for the period 2008-2011, the department of Nariño has been divided in five sub-regions: the Northern, Western, Southern, Pacific and Central (Pasto) sub-regions.

- The Northern sub-region: Its 285,399 inhabitants represent **18.5% of the total** population of the department. Of these, **76% live in the rural sector.**
- The Western sub-region: Its population is 159,381, which represents **10.3% of the total** in the department, of which **4% are indigenous** and **70% live in the rural sector.**
- The Southern sub-region: Its total population is 317,667, **20.6% of whom correspond** to Nariño. **35% of these are indigenous** and **61% live in the rural area.**
- The Pacific sub-region: This has 347,636 inhabitants, **22.6% of the total population** of the department. **79% are originally of African origin** and **16% are indigenous.** Of the total population of this sub-region, **65% live in the rural sector.**
- The Central sub-region (Pasto): This concentrates **28% of the total population** of the department, with approximately 431,873 inhabitants. **19% correspond to the rural sector and 81% to the urban sector.**



Photo: Alcaldía de Pasto©

affecting the rural sector. The general system of privileges has also allowed the department to access a number of new investment resources.

04 The Territorial Plan: urban policies and multi-governance

The municipality of Pasto is working to integrate its rural and urban territories. It plans to do this with the help of a recently formulated tool: the Pasto Plan for Territorial Planning 2015-2027: a Territory with a Logic, which seeks to make the rural sector more dynamic. All of the municipalities in the country must seek to strengthen their rural sectors in order to support the whole set of nationally regulated public policies aimed at achieving peace. One fundamental element within this effort is the protection of agricultural land via the municipal ecological structure.

Along the same lines, the aim is to achieve a compact city, with improved connectivity and better public services public. All of this has the committed support of the central government, the Ministry for Housing and all of the main institutions. The solution to the structural challenges currently facing the city is being dealt with via the provision of elements of infrastructure such as sewers and basic sanitation systems, which forms part of a planning initiative covering the next thirty years.

The territorial planning structure that is currently being formulated forms part of a long term project that seeks to solve problems by dealing with them at their point of origin. This implies using basic land management tools in order to generate wealth. The city of Pasto has the intention of providing a package of land management tools and providing a complete financing scheme which will revolve around the guarantee of understanding that private uses share responsibility with the State not only for construction, but also for the creation of the city. This also implies that in order to form part of local growth and development, it is necessary to return to the city part of the profits made from it, in a responsible and equitable way.

Moving from the vision to action implies a commitment from all of the actors who are present in the city. It must be understood that the city is not just the four walls of the urban structure and nor is it the rural structure; it implies the articulation of the mountain system that surrounds the city. The challenge concerns how to integrate these two elements into one. This rural-urban integration must be based on a global planning strategy; we cannot think in terms of structuring what is urban and what is rural in different ways.

"In a situation of extreme poverty, what constitutes decent employment? The social fabric needs to be given more value."

Laura Martinez, Secretary of Social Welfare, Mayor's Office of Pasto

Urban-rural development: integrated planning

In the city of Pasto, the *Plan de Ordenamiento Territorial* or Territorial Plan is a fundamental exercise that makes it possible to create legal confidence and stability with respect to public and private decision making within the Municipal territory. Decision making has been formulated from a population-based approach with the aim of eliminating the major imbalances that can be found in the territory, and especially with the intention of reducing the inequalities found between the productive, physical and functional conditions of the rural environment with respect to the urban environment.

Passing from political discourse to action supposes a series of challenges that the Municipality has already begun to tackle with effort and by coordinating all of its dependencies. The fronts on which work is being done are:

- To incorporate producers into the existing chains of production in the Department of Nariño, thereby strengthening the productive indexes of the municipality.
- To establish financing mechanisms that are appropriate to the needs of production.
- To fortify coordination between institutions at the different levels of government.
- To train the human capital, which will be a decisive factor for improving the productivity and sustainability of the rural environment.
- To introduce technology which is appropriate to the setting and also to the conditions of the market.

To achieve this aim, the Territorial Plan contemplates the need to create and incorporate Rural Planning Units (RPU), which are defined as instruments of intermediate planning that operate in the units of action with a greater degree of detail and complement the actions of the Territorial Plan regarding the use of rural land.

In the municipality of Pasto there are difficulties relating to the urban perimeter. Territorial planning generally gives priority to planning for the urban sector, either forgetting, or relegating to a secondary position, the importance of the rural sector. The meeting points between the urban and rural sectors, which are known in Latin America as peri-urban perimeters, present problems of their own because - historically speaking - they were originally established as informal settlements.

As in other intermediary cities, Pasto has the opportunity to implement urban policies to foster rural development, above all giving greater importance and more meaning to problems that occur in and around the urban perimeter, which is where the rural setting becomes dis-

The Network of Rural Women “Opening Paths” consists of 18 organisations located in the Eastern Corridor of Pasto in Nariño. This organisation includes the participation of women's associations from the rural areas of San Fernando, Cabrera, Mocondino and La Laguna. The objective of the Network is to improve the quality of life of women and to publicise the capacity and role of rural women.

Rural women defined the network as a social fabric that is constructed through the articulation of different organisations that share common objectives, around which it is possible to generate dynamism within the same network and the organisations that form part of it. This is comparable with a spider's web that has been patiently spun, step by step, with the firm intent of giving sufficient consistency and support to guarantee its sustainability.

The groups of women that form part of the Network of Rural Women “Opening Paths”, some of which have existed for more than 20 years, are mainly dedicated to the production of guinea pigs. They also engage in other activities, such as: the breeding of other minor species, including rabbits, ducks and geese; the cultivation of aromatic, medicinal and ornamental plants; the planting of fruits and vegetables; and trading at different commercial fairs. The majority of organisations also have savings and credit funds which allow them to support individual projects led by women.



Fotos: Lina Gast

torted.

05 Action in favour of decent work at Pasto: urban orchards and the future market

Decent work is a condition that is relative to the contexts in which it is undertaken. Even so, there are certain minimum requirements, including caring for workers, legal norms, workers' rights and the social security system, which are universally applicable. The social dimensions of the work must recognize the social conditions of the different territories, including their ethnic and gender characteristics and other conditions that recognize the differences and similarities between people.

As a proposal to increasing productivity, in the municipality of Pasto, work is currently underway to promote the specialization of the *corregimientos* (rural subdivisions) based on lines of production related to their respective vocations.

The municipality also has a suburban agriculture project which includes planning based on productive modules; the process focuses on fostering clean agriculture as a way of promoting greater food safety and sustainability by giving greater attention to technical aspects of production. With regard to the social angle, emphasis has been placed on how to use the free time of mothers who are the heads of households and of senior citizens. Urban agriculture is a very opportune option for meeting objectives relating to the protection of agricultural production. During the event, a field trip was made to one of these experiences in the *corregimiento* of San Fernando.

The El Potrerillo market

The market of

El Potrerillo was established, in a peripheral area that lies to the

south-east of the city, in 1970s, following a fire at the central market square. The new market was estab-

lished around the bank of a stream, on land that could be flooded and which had not been built upon, which is another reason for its name.

With time this market grew and this encouraged many other commercial uses to locate around it. At the same time, the urbanization of the south-eastern area intensified, which has led to the perception of the market as an area of conflicting uses and impacts.

Public investment in the market has been minimal, and today the market "has been politicised"

intermediaries who have acquired considerable power

"All the women who form part of the organization have some type of crop or minor species that is making a decisive contribution to the food security and sovereignty of the local area. At the same time, they create income for their families. Their testimonies constitute an appeal to the local entities to support these processes."

Guillermo Torres, Regional Manager of the Nariño SOCIAL FOUNDATION

over the years. The new supply centre projected for the area near El Potrerillo will be provided with better road accesses. This is an opportunity to reduce the pressure on the uses at the market of El Potrerillo and its surrounding area.

Map of the city of Pasto, showing some of the urban-rural planning units proposed in the Territorial Plan of the city.

The lessons learned: during the event

The updated information relating to land registers, the formality of the tenancy and ownership of the land and geographic information are all indispensable tools for guaranteeing opportunities for access to resources and opportunities for rural development.

The experience of Ecuador emphasizes the importance of public management facilities that

are driven by policy and investment and work according to a logic of multi-governance (supported by different levels of government). This structuring at different levels of government has permitted a leap forward in the organisation of the city. The markets, terminals and supply centres for cities such as Tulcán, Ibarra and Cuenca have fostered greater levels productivity and competitiveness for small and large-scale producers and companies.

The “peer to peer consulting” approach used during the event, and presented by **Ingrid Roesner of Connective Cities**, made it possible to structure the work sessions and to obtain specific proposals for action that are immediately applicable within the work agendas of the city’s technical teams.

The example of Rosario is particularly interesting with respect to urban and suburban agriculture. The strategic initiative is well-known to the local citizens and this fosters cultural changes. The culture of the city is also reflected in which what is consumed and eaten - the economy of solidarity has reached through to consumers, encouraging them to give greater value to local produce. The city may even become an “enemy” of the rural producer because the capital gain from rural production is appropriated by intermediaries; the effort of the producers is not recognised and this constitutes a break with the economic model of solidarity whose origins lie in the rural population. This conflict is very familiar to that observed in the cities of Ecuador, which the Territorial Plan as a useful instrument.

There are clear systems for the assignment of responsibilities and opportunities based on the system of social organization which allow citizens to adopt various forms of organization in order to strengthen their collective capacities for establishing dialogue with the government. Along these lines, the public-private collaboration could be opened to other models, including rural inhabitants and consumers, and the cooperative system could be used to reach a more competitive and efficient scale.

In line with the experience of Lleida, planning must be sustained by the existing market in a way that demonstrates the possible impacts of its execution. It is necessary to consider the stock of resources, the technology required and the current ways of doing things within the territory. According to the products that form part of the supply chain, there are different ways of harmonising the institutional organisational system, with markets and the forms of the commercial and trading structure. Along these lines, it is possible to plan the location of the supply and demand, the scale of commercialization and the use of the spaces that are to be developed.

The institutional provisioning structure and its logistical operations are fundamental to the implementation of the commercial process. The labour system, the needs in terms of the provision of services and the ways in which they are contracted, are all relevant to the supply system, understood as such. The introduction of supply processes is, in itself, a complex, sys-



"When we speak of a supply centre, we immediately think about a commercial unit for the distribution of food products that provides a settlement with a supply of services to meet basic requirements, without considering informal employment.

Beatriz Osorio, Representative of the International Labour Organisation (ILO)



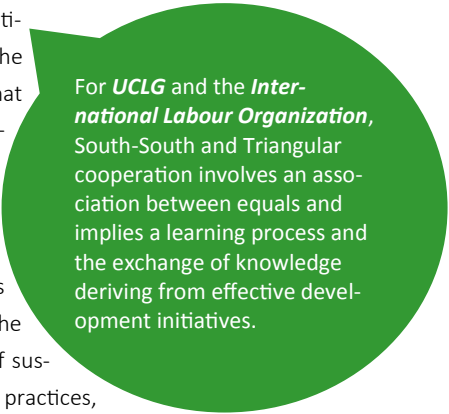
06 Follow up and actions to deepen the knowledge acquired

South-South and triangular cooperation - steps to follow

South-South cooperation and exchanges of experiences between emerging economies make it possible for the countries of the South to benefit from solutions that were found for similar contexts to their own and to adapt them to their own reality.

Within this scenario of South-South cooperation, it is necessary to highlight the strategic function performed by cities as partners to other political actors, including social interlocutors, within the world-wide agenda for development. Events that take place on at the world-wide scale, which include such phenomena as globalisation, climatic change and demographic change, are generally perceived at the local level.

Local governments offer abundant opportunities to carry out innovative projects that support the creation of employment and the development of sustainable companies within a context of good practices, extending social protection and protecting the fundamental principles and rights governing employment. UCLG gives structure to the policies and practices of the municipal world at the global level, acting as a bridge between international and local agendas. UCLG can therefore be considered a strategic partner of the United Nations.



For **UCLG** and the **International Labour Organization**, South-South and Triangular cooperation involves an association between equals and implies a learning process and the exchange of knowledge deriving from effective development initiatives.

As social dialogue, which is the keystone of the socio-economic organisation of the Member States of the ILO, materialises at the different locations and expands from the local to the national level, it is the local organizations of workers and employers, including those that are not affiliated, which must assume the same importance as their national counterparts. Furthermore, both levels are crucial for facilitating consultations and also for providing the information and knowledge available.

The role of these organisations at the local level will continue to be essential for the application of the international norms governing employment for the effective execution of the agenda on Decent Work through local economic and social development. For this reason, the ILO is convinced of the indisputable need for City to City cooperation within a South-South context and will continue to promote this using the fruits obtained from Maputo, Lleida, Chefchaouen and Pasto and those that will be obtained from forthcoming meetings and seminars. All of

this will be done with a view to achieving sustainable social and economic development and all of the values associated with decent work and good practices. In this sense, work has been done to explore how to support the ideas discussed in this workshop, both via direct exchanges and by fortifying the articulation of the network.

The network of Connective Cities, which is supported by the German government and accompanies this agenda with sights set on long term cooperation, demonstrated the will to continue developing approaches aimed at promoting and strengthening exchanges and organising events based on dialogue that will make it possible to learn from the experiences of other cities relating to territorial management, integrating the management of solid waste and environmental management. At the same time, access is offered to all of the instruments available via virtual means and to keeping alive the contacts that have been established in this opportunity to establish triangular offers of cooperation and technical training between different cities.

Another important fruit is the definition of the programme for South-South and triangular cooperation and its articulation through the learning agenda of the local governments which UCLG has developed for the coming years and also the exchange of knowledge within the framework of the agendas of UCLG, the Post 2015 situation and Habitat III. To comply with this agenda, UCLG counts on its committees and on work groups like the network of intermediary cities.

For Latin America to have a stronger voice and presence, the city of Porto Alegre, which presides over the Urban Strategic Planning Committee of UCLG, is offering support to reinforce the work done by the networks in the region. The city of Pasto promises to continue giving its active support to these activities that promote integration and would like to express its gratitude to the other governments present at the forum for allowing Pasto to join the network of intermediary cities.

3 specific lines of action have been defined:

A working meeting will be programmed with ASOCAPITALES for the introduction of municipal agreements relating to policies to promote decent work throughout the country. The ILO has expressed a will to provide technical assistance, and at a later date, to work on crucial issues such as youth employment in both Pasto and other capital cities.

ASOCAPITALES has approached UCLG with a view to cooperation or association. That is particularly interesting because the next congress will be held in Bogotá in October 2016.

Pasto will be identified as a city region and the commitment to maintain the contact and promote integration will be ratified. In this way, it will be possible to continue sharing all of the initiatives that favour territorial development at the political, economic and social levels.

With respect to the issue of markets and amenities, the cities of Tulcán, Ibarra and Cuenca have invited the team from Pasto to make a formal visit in order to discover the practical reality of the management of their markets and other public amenities. This visit could also include a debate about territorial planning which could serve as an inspiration for Ecuadorian cities with similar realities, such as the city of Cuenca, which expressed particular interest in Pasto's Territorial Plan.

In the case of the supply centre, Lleida has offered support in the form of technical consultancy. This will become a reality once official plans for the supply centre have been drawn up and its size is being discussed.

“All of these easy and pragmatic proposals are only possible because the city of Pasto has not thought twice about sharing not only its achievements, but also its doubts and problems. The climate of confidence created around these priorities has served as a tremendous stimulus. I have felt very useful and I am grateful to have come here.”

Montserrat Gil de Bernabé Sala, Director of Services for People, Employment, Culture, Education and Sports of Lleida

The Participative Management cooperative that is active at Barquisimeto offers work experience opportunities for business people and municipal employees who are interested in the cooperative model. This could introduce young people from Pasto to the reality and experience of Barquisimeto for either a month or for as long as necessary.

In management of urban orchards and agriculture, the Santa Fe region and the city of Rosario suggest strengthening the network and continuing to exchange good practices.

They remind everyone that the role of the region is to support all of its municipalities. The Santa Fe region has many small scale intermediary cities that also require more support to formulate intermediary city policies aimed at providing decent work.



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