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Participatory Management system Municipality of Quito *Ecuador*

Good Practice

New for 2002

- Categories:**
- Gender Equity and Equality:
 - access to resources
 - empowerment
 - ethnicity
 - gender specific needs
 - removing barriers to equity
 - social integration
 - Urban Governance:
 - decentralization
 - partnership development
 - public administration and management
 - public policy

Level of Activity: Metropolitan

Ecosystem: Mountain

Summary

The Participatory Management System (PMS) is based on the "Quito-21st Century" Government Plan, which is the main focus of the administration of Mayor Paco Moncayo (2000-2004).

The proposal seeks to promote the involvement of the community in local government; to enforce a comprehensive, decentralised and deconcentrated administration throughout the territory of the District; to build public-private alliances for priority development projects; to enforce transparency, accountability and control by the community, and to establish strategic agreements with Universities, NGOs, CBOs and other urban actors.

The proposal addresses all aspects in a cross-sectoral way, including gender, generational, ethnic, and environmental equity issues.

Goals achieved to date include:

- Governance: Citizens participate in the development of policies and in the execution of programmes and projects. (Thematic Metropolitan Councils; Open Council Meetings and Local Management Committees).
- Public-private alliances: Private corporations execute environmental, tourist, land and air transportation, citizen safety, health, and cultural projects.
- Participatory Democracy: New community leaders, supported by other actors, have decision-taking

capabilities and provide follow-up for joint Municipalityâ€™ Community projects.

ï· Transparency: Budget is public and open, equitably distributed according to the needs of different areas and population groups. Accountability and social monitoring are included as routine administrative practices.

ï· Equity: Women, children, young people, the elderly, the disabled, indigenous and afro-Ecuadorian groups are members of the Metropolitan Equity Council of Quito.

Narrative

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Situation before initiative began

The Municipality administered the territory, finances and several thematic issues in a centralised fashion. Links with citizens were poor and this fostered the existence of clientelism networks and several forms of corruption.

The municipal budget was not transparent, it did not take into account the differences existing in each territory, and gender, generational, and ethnic equality was not explicit. No social monitoring mechanisms existed and the involvement of the private sector was limited.

Establishment of priorities

The Quito - 21st Century Plan included the following priorities:

- ï· New Political Ethics, based on social monitoring and accountability of the administration.
- ï· Social Solidarity, based on co-operation, reciprocity, altruism and social symmetry, directing public investment to provide equal opportunities to the entire population.
- ï· Citizen Involvement in the planning, execution and control of programmes and projects throughout the Metropolitan District.
- ï· Shared Economy, integrating the public sector, private firms and social movements in urban development.
- ï· A comprehensive institutional reform, to democratise the administration and to shift from a functional, centralised structure, to a territorial, participatory one.

Formulation of objectives and strategies

- ï· To establish an administrative logic based on the comprehensive and participatory management of the territory, on operational aspects and institutional culture, rationalising the formulation of planning and management policies.
- ï· To increase social, territorial and environmental equity, striving to participate in a desegregated fashion in each spatial unit and to provide priority assistance to the most vulnerable sectors.
- ï· To activate urban democracy, fostering debate between the population and the Municipality to generate an educational process that organises and mobilises society towards the accomplishment of development objectives.
- ï· To rationalise and modernise municipal management, fostering innovation in the formulation of policies, planning and management of investments.

Mobilisation of resources

Financial resources

Since 2001, a growing percentage of the municipal budget (10 -12%), has been directly allocated to

the participatory projects of the PMS. The System is also fed indirectly by other municipal funds.

Citizen's contributions to the system are also substantial, although quantifying them is a highly complex task. Other urban actors have provided supplementary resources to support specific aspects of the System.

Technical resources

The PMS has mobilised international and bilateral co-operation to provide technical assistance and other types of support. This includes the Urban Management Program (UNCHS-Habitat); GTZ; the Latin-American Social Science Institute – ILDIS, etc. The UNDP, UNICEF, UNIFEM and other agencies have provided specific support.

In addition, the Municipality of Quito has installed technical capabilities that allow it to cover multiple aspects within its competence and that have also been mustered to provide support to participatory management.

Human resources

Both the Municipality and the citizens of Quito have been active in the promotion of the System. Close to 600 officials and over 10,000 citizens have been direct actors in the process, in more than 200 participatory events held in 2001.

Several local NGOs and CBOs, universities, and other actors have also mobilised their resources and have undergone training to be ready to handle tasks in the city's Participatory System.

Citizen training processes have been established at the formal (City Department), informal (Community Leaders' School) and municipal officials (Participation Promoters' School) levels.

The process

During the last five years, Ecuador suffered the worst crisis of its history. In this context, Quito has become a heterogeneous, complex and increasingly conflictive city where the identity and the culture of the community began losing strength, while the Municipality, centralised and rigid, became less and less permeable to innovation and change.

The PMS was proposed as a all-encompassing change, covering territorial, economic, socio-cultural, and institutional issues; aimed at fostering synergies and developing the capabilities of multiple actors. This is a practical, on-going and large-scale educational process that generates new democratic leaderships and builds identity and citizenship on the basis of a strong determination and significant political and management innovation.

The System identifies participation as a right to which citizens are entitled, originating spontaneously in several levels at the same time: territory (neighbourhoods, zones, etc.); specific issues (health, education, etc.) or specific groups (young people, children, women, etc.). In order to handle them, the Municipality has established processes and spaces for dialogue, it works agreements and promotes decision-taking and mutual commitments.

Citizens from all economic levels and at different scales have enthusiastically welcomed the possibility of taking part in the management of their city. Vulnerable and marginal groups, for example, have adapted the System to their specific conditions and needs: women, young people, Indian and Afro-Quiteño communities, for example, are now developing their own processes with Municipality participation.

The private sector partners with the Municipality and executes priority development projects, such as environmental improvement, the new airport or a comprehensive citizen safety and cohabitation system.

The support provided by several NGOs, universities and local community organisations, as well as the contribution of International co-operation agencies, have been key in the development of the conceptual, methodological, operational and follow-up aspects of the process.

It is hoped that in the next three years the systems will be sufficiently anchored among the population so as to be irreversible.

Results accomplished:

To date, the main results are:

ï· Participation, co-ordination and integration of actors

More than 200 participatory meetings (Open Council Meetings) have been held throughout the city with approximately 10,000 representatives of more than 900 community organisations, neighbours' committees, sports groups, teaching institutions, religious, youth, women's, and ethnic groups, etc. More than 20 specific Council Meetings with the most vulnerable groups have also been held.

ï· Transparency and accountability

Public and transparent municipal budget; social monitoring in 32 urban sectors and 33 rural parishes of the District; Accountability Assemblies in all District zones.

ï· Improved institutional capacity at local level

Public-private partnerships in operation to develop priority projects: Environment, safety, tourism, public transportation, and building of new airport.

ï· Recognising and addressing specific opportunities and constraints.

Establishment of Metropolitan Equity Council with representatives of vulnerable groups, to promote and participate in the development of specific policies, programmes and projects with women, boys and girls, young people, the elderly, the disabled, indigenous communities and the Afro-QuiteÑ±ian population.

ï· Improved quality of life of population.

Close to 1,000 participatory neighbourhood projects agreed in Council Meetings have been implemented. (neighbourhood improvement, health, roads, transportation, economic and social development, safety and citizen cohabitation, etc.). High-ranking priority projects, more efficiently executed by public-private corporations, also contribute to improve the living environment in the District.

The plans for 2002 include strengthening and broadening municipal participation through an Operating Plan that includes 145 programmes and projects and 8 Sectoral Operating Plans.

Sustainability

ï· Financial

The openness and transparency of the municipal budget, its equitable distribution and the allocation of a growing percentage thereof to participatory processes have been critical to sustain the process, and will be maintained in the future.

The contribution of other urban actors has also been significant. However, its is the mobilisation of resources by the citizens themselves, both through financial and non-financial contributions, that has exceeded expectations and is the best guarantee of the sustainability of the process.

ï· Social and Economic

The passing of Metropolitan Council of Quito Ordinance 046, complemented by a series of resolutions taken by the Mayor's Office, is the most important step to institutionalise the PMS proposal. Several institutional agreements and covenants have been signed with the same goal, thus guaranteeing the involvement of other actors in the process.

The media, academia and some political parties play a key role in the dissemination of the process and contribute to give it social support, fostering a continuous flow of information and also contributing to the education and training of city residents.

After the first year of implementation of the System, we began to see several positive aspects in the management of the City and in its social and economic status. Thanks to decentralisation and by timely addressing its more pressing needs, the administration seems to have overcome several conflicts and there is a perception that social tensions tend to diminish as a result of the visibility given to social groups that previously were totally excluded.

However, a guarantee that the proposal is irreversible is furnished by practical evidence that the population has assimilated the idea that they have an inherent right to participate in local management, a right that must therefore be defended, claimed, and enforced.

Lessons learned

- ī · Participation is a right of all citizens; but local administrations must adopt a proactive attitude in order to promote and strengthen it.
- ī · Innovation in urban management requires, basically, the strong political decision of the authorities and the involvement of the entire community.
- ī · Advances in our knowledge about urban management and positive experiences of other cities enhance the theoretical concepts on which the new model of local government should be based. However, in operational terms, it is preferable to adopt flexible strategies that, without losing their general focus, assimilate specific issues, social diversity, and the complexity of the territory.
- ī · No single methodology that can be indiscriminately applied exists. Each specific social group and each segment of the territory require particular methods. Practical experimentation is a positive learning mechanism that should be allowed and fostered and which can enrich the whole experience.
- ī · Citizen participation requires substantial and continuous changes in municipalities, in order for them to adapt to the new demands it raises.
- ī · In spite of the effort required, it is preferable to develop an innovative management process in an integrated and massive way, in order to ensure future sustainability.
- ī · Promoting a culture of consensus, dialogue and partnership among several actors is difficult but essential for local development, especially when it concerns the new roles of cities in the global context and of municipalities as promoters of economic and social development.
- ī · Participation allows to better address several cross-sectoral issues, such as alleviating poverty, gender equity or urban competitiveness, as it addresses the territory and society as a whole, and not with the conventional sectoral approaches.
- ī · Establishing follow-up and systematisation mechanisms for processes is key in order to introduce timely changes and adjustments, to draw lessons and to develop new knowledge. The contribution of other urban actors is also critical for this purpose.
- ī · Participatory management requires multiple mechanisms of communication and dissemination and a massive and comprehensive educational effort covering the entire population

Transferability

The Municipality of Quito has developed a series of information and communication tools for the System, in order to promote and disseminate it at local level and elsewhere. Several texts and information brochures have been published; videos have been distributed and radio broadcasts have been used as an instrument for "educational communication". Several examples of these

materials are included.

The conceptual document "Participatory Management System of the Metropolitan Municipality of Quito", published as a part of the "Working Papers" Series of the Urban Management Programme for Latin America and the Caribbean (UMP-LAC, UNCHS-Habitat) has been disseminated in the Latin American region.

Nationally, the proposal has been disseminated among national government institutions, other municipalities, academic institutions, etc. The distribution of published material has been completed with the organisation of forums, conferences and other events in the city, the country and the region. The experience of Quito is starting to be considered as a referent and has helped other municipalities and local governments of Ecuador adopt similar proposals.

The local press and several specialised publications have given extensive coverage to the development of the process. (See annexed examples).

Key Dates

Aug 2000 - Mayor Paco Moncayo is sworn as Metropolitan Mayor of Quito with the support of 2/3 of voters

Dec 2000 - Ordinance 046 is issued, establishing the Participatory Management System in the Metropolitan District of Quito

Feb 2001 - The first Neighbourhood and Vulnerable Group Open Council Meetings are organised; as well as the first Thematic Consultative Councils and the first public-private alliances to execute projects

Aug 2001 - Accountability Open Council Meetings (The Major and municipal officials respond to citizens with respect to their performance during the first year of their administration). Establishment of Metropolitan Equity Council

Feb 2002 - Start of second round of neighbourhood Open Council Meetings throughout the District

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Type of Organization: Local Authority

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Type of Partner Support: Technical Support

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Financial Profile

Year	Total budget	Municipality of Quito	Citizens	NGOs	International Co-operation
Â	(US Dollars)	% of the budget	% of the budget	% of the budget	% of the budget
2000	500,000	60	10	24	6
2001	9,000,000	77.7	11.1	3.3	2.2
2002	15,500,000	77.4	19.3	2.2	0.9



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