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**EVALUATION**

**RHUDO/SOUTH AMERICA  
TRAINING PROGRAM**

**LATIN AMERICAN CENTER  
FOR URBAN MANAGEMENT**

**August 1991**

**John D. Miller**

**Abt Associates Inc.**

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*prepared for*

**U.S. Agency for International Development**

**Office of Housing and Urban Programs  
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**Regional Housing and Urban Development Office/South America  
Quito, Ecuador**

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## **PREFACE**

**This evaluation was undertaken by Abt Associates Inc. for the A.I.D Office of Housing and Urban Programs (APRE/H) and its Regional Office of Housing and Urban Development for South America (RHUDO/SA), based in Quito, Ecuador. The evaluation is based on field work in Ecuador, Colombia, and Chile in April-May 1991.**

**Monique Cohen, APRE/H Training Officer, and William Yaeger, RHUDO/SA Director, provided overall direction and substantive guidance. The entire RHUDO/SA staff was extremely cooperative and provided excellent support. I am particularly grateful to Alfonso Palacios, the Executive Director of the Latin American Center for Urban Management, for his time, energy, and the well-documented record of the Center's activities.**

**I, of course, take full responsibility for this report.**

**John D. Miller**

## EXECUTIVE SUMMARY

**CONTEXT OF THE EVALUATION.** In a region in which there are a limited number of countries actually receiving project assistance in urban development (through the Housing Guaranty program and more), and indeed limited funds for technical assistance, a broadly defined training program has a great potential to impact policies in several aspects of urban development. In response to this, RHUDO/SA established the Latin American Training Center (LATC) in late 1983, and then in order to reflect less an image of skills training, and more the broader reality of the subject area of urban development, changed its name in early 1991 from LATC to the Latin American Center for Urban Management (LACUM). This evaluation examines the effectiveness of the RHUDO/SA training strategy as implemented through the LATC and now LACUM, its cooperative agreements, and its networks during the period from 1987 to early 1991.

**RHUDO/SA STRATEGY AND LACUM ACTIVITIES.** The policy agenda being pursued by the RHUDO/SA seeks to support public, private, and individual efforts to respond to urgent urban problems by drawing on the strengths of market-based economies and participatory government, particularly at the local level. The RHUDO/SA has identified national and local governments, and formal and informal private entrepreneurs, as the focus of its activities.

LACUM serves as the RHUDO/SA's public voice in the region. It serves as the vehicle through which RHUDO/SA maintains a continuing dialogue on AID shelter, urban policy, and municipal development policy objectives. LACUM also provides support to bilateral AID shelter and urban assistance programs by organizing or co-sponsoring policy seminars, conferences, and workshops; research and case study development; and technical skills training and participant scholarships.

In support of RHUDO/SA's regional and bilateral strategies and programs (the implementation of Housing Guaranty (HG) loan programs in Ecuador, Bolivia, and Chile; the development of a new municipal support program in Chile; analytic studies in Bolivia and Paraguay; and continual dialogue with other countries), LACUM is responsible for a wide variety of activities: the Latin American and Caribbean Network of Housing and Urban Development Institutions; the regional Network of Individuals; cooperative agreements with the International Union of Local Authorities (IULA) and the Interamerican Housing Union (IAHU); seminars and courses in support of the RHUDO/SA's agenda; training and technical assistance efforts for specific RHUDO/SA projects; and an information center for the region.

**FINDINGS.** With a limited staff -- for a long time only the Executive Director and a part-time secretary, now the Executive Director and a full-time deputy and secretary -- LACUM has effectively managed a fast moving set of activities, including the two important cooperative agreements, with IULA and with IAHU.

LACUM enjoys a prestige based on the caliber of its network, its understanding of urban development issues in the region, its ability to attract and apply appropriate assistance, and its record of fulfilling its commitments.

LACUM has been very effective in getting participating institutions, including other AID offices, to pay all or at least an important share of the costs of many of its activities, and virtually all of its events. LACUM finances about one-quarter of the total costs of regional and bilateral activities.

Nevertheless, except in Chile, LACUM has not been able to effectively support the design and implementation of RHUDO/SA's projects in the region. RHUDO/SA is well aware of this problem and is trying to assure that internal RHUDO/SA dialogue identifies opportunities for LACUM involvement in projects.

The quality of individual LACUM events is overall quite high. The themes and programs have been carefully selected so that they are important, relevant, and timely to the participants. For the most part, LACUM has also been able to assemble the right target audience for most events. Representatives of poor communities are increasingly invited to LACUM events; their participation invariably has a profound effect.

However, the contract under which much of the logistics of LACUM training events are to be carried out (Mendez/England) has simply not, as planned, relieved LACUM of the labor-intensive management work. It is costly, and worse, is far from Quito (in Puerto Rico) and hence not useful on the day-to-day work necessary to arrange for training participation by hundreds of people per year.

The activities of IULA's Latin American Center for Local Government Training and Development (CELCADEL) reflect not only LACUM's guidance and direction under the cooperative agreement, but as well CELCADEL's own leadership and agenda in the region. Its goals are consistent with RHUDO/SA's, and in fact, except for project assistance, CELCADEL's activities are consistent with RHUDO/SA's -- promoting the role of local governments as facilitators rather than providers of urban services; providing incentives for the participation of the private sector in urban services; and promoting environmental issues as important to municipal interests.

The subject of Women in Development (WID) is a good example of several successful features of LACUM: the appropriateness and timeliness of the subject, the ability to secure significant financial support from other sources, and the use of the cooperative agreement with CELCADEL. With the consultation, assistance, and ultimately funding support from

the WID Office in AID/Washington, RHUDO/SA amended its cooperative agreement with IULA/CELCADEL to undertake a program that reflects the still-emerging understanding of the role women play at the local level – as politicians, professionals, and community leaders.

Information provides the basis of policy change. LACUM has utilized the Institutional Network to disseminate RHUDO/SA's strategic policy messages, and in general to advance RHUDO/SA's agenda. Well targeted studies and analyses often have more impact than project assistance. Cross fertilization of ideas works; assistance from Chile to Colombia, for example, serves both countries well. LACUM facilitates such an exchange of information.

LACUM's activities are easily measured in terms of numbers and types of events, and numbers and types of participants. From January 1987 to April 1991:

- . 2,533 persons participated in 32 regional events (nearly 80 persons per event);
- . regional events ranged from one to five day durations;
- . 782 persons participated in 16 national events (nearly 49 persons per event);
- . national events ranged from one to four day durations;
- . 11 of the 16 national events were held in Ecuador, three in Bolivia, one each in Panama and Chile;
- . LACUM managed the provision and participation in 16 studies, international conferences, and other technical assistance, including case studies, the Latin American Data Bank of Successful Municipal Development Experiences, and the Interamerican Statistics System.

LACUM's unmeasurable impact is impressive. Several examples illustrate this point. One Network member, in Paraguay, gathered Congressional support to successfully challenge a proposed law that would have nationalized the housing finance system, a proposal contrary to the Network membership's (and RHUDO/SA's) approach to housing finance.

ASOBUR, the Bolivian Association of Housing and Urban Development Institutions, was created with LACUM's assistance and support. Other Network members in other countries are starting to create similar public-private coalitions as well as national networks similar to LACUM's network.

Members of the Institutional Network have assumed policy-making or influential positions in their countries. These persons have attended LACUM events as participants or presenters, they receive LACUM's publications, they have been and continue to be in

frequent contact with LACUM, and significantly, they share RHUDO/SA's views on the most important housing and urban development issues in the region

LACUM's cooperative agreement partners, IULA and IAHU, have published and widely disseminated important material. LACUM distributes relevant publications of the Institutional Network members not only within South America, but also to RHUDOs in Central America and the Caribbean and other AID missions in Latin America. The APRE/H Abstracts (Spanish and English) is distributed widely by LACUM. This collective information dissemination effort not only enhances RHUDO/SA's role in the region, but is an important representation of APRE/H itself.

**CONCLUSIONS.** LACUM is a well-designed and well-operated program, correctly structured to support and promote the RHUDO/SA's program and policy goals in the region. LACUM is a very visible representation of the RHUDO/SA. In the absence of project assistance in some countries, LACUM is indeed RHUDO/SA's agent of influence. LACUM has positive impact at the policy levels of shelter and urban development professionals and institutions in the region.

LACUM has been able to incorporate shelter and urban development sectoral interests into all countries in which AID is represented. With extremely limited resources, LACUM has had a very strong impact throughout the region on behalf of the RHUDO/SA, and indeed on behalf of all of AID.

LACUM has had mixed results in support of specific AID project design and implementation in the region.

The strength of LACUM is found in the relationships built, the support given, the events sponsored, the leverage used, and the timely interventions with solid substantive analyses and presentations.

**RECOMMENDATIONS.** LACUM has important regional impact and influence with a limited budget of about \$265,000 in each of the past five fiscal years (close to half of which is staff salaries, leaving only \$115,000 to \$125,000 annually for programs). Given a continuing mandate to assist South American governments in urban development and housing, and the decreasing project funds available to RHUDO/SA, it is important that LACUM be strongly supported. In many ways, LACUM is a good model for other RHUDOs struggling with shrinking budgets and ambitious policy goals. The LACUM approach may indeed be valid for other AID sectoral offices and programs, particularly those with reduced project funds.

**The university degree program that LACUM is currently promoting is an excellent idea that should be supported by RHUDO/SA and all of AID.**

**RHUDO/SA should prepare a current strategy plan for each country in the region; this is important for RHUDO/SA management reasons, but it will also serve to force thinking and an interchange among RHUDO/SA project officers and LACUM as to opportunities for collaboration. Each newly developed RHUDO/SA activity or project should include an objective and role for LACUM.**

**LACUM should make special efforts to invite and assure the participation of AID Mission personnel in selected events. Mission staff (including training officers) can make important contributions to the local context of an event; Mission leadership can make important contributions in opening and closing speeches, and networking.**

**Since LACUM will increasingly be a key part of RHUDO/SA's regional strategy (particularly as RHUDO/SA's staff and resources are reduced, as it appears they will), it should be given correspondingly increased support -- to carry out more activities, and to incorporate new staff into LACUM.**

**LACUM should provide additional information to its data base of activities by including participant numbers by gender, and activity costs by source (e.g., LACUM itself, RHUDO/SA, specific AID project or office, participating institution) and amount.**

**LACUM's contract with the firm to handle much of the logistic work for its events should not be renewed.**

**As programmatic and management changes have occurred in RHUDO/SA in recent months (increased attention to decentralization, to local government, to the environment, to natural disasters, etc., and new office leadership), it is important that RHUDO/SA make itself and its services well known to AID offices in South America. LACUM can be instrumental in this regard by developing an agenda and organizing a regional meeting of AID representatives and Mission Housing and Urban Development Officers. RHUDO/SA would be even better served by assuring itself of a half-day on the planned Mission Directors meeting scheduled to be held in Quito in September of this year.**

**Internal RHUDO/SA coordination and agreement on strategic approaches is vital. Within the common agenda and common policy goals, opportunities for mutual support must be found. RHUDO/SA management changes are not necessary; rather, what is necessary is simply a constant sharing among staff of its work -- via meetings, memos, visits, etc. Regular meetings among LACUM and project officers will serve to identify needs and possibilities for internal assistance.**

**LACUM's (and RHUDO/SA's) effective relationship with USAID/Chile is a good model for a relationship it should pursue elsewhere in the region. It is based on a) agreement on**

the country's development problems; b) agreement on areas in which AID can most effectively provide assistance, given its limited resources; c) regular and frequent contact between RHUDO/SA and USAID; and d) mutual view that the other is vital to its program.

// **LACUM should prepare and distribute a pamphlet that explains AID, RHUDO/SA, and LACUM, its agenda, and its views on important urban management issues. This would be particularly useful within AID, to express to colleagues the services and expertise RHUDO/SA offers, and to clarify to LACUM's role in RHUDO/SA and AID itself.**

**The mix of faculty used in LACUM events (predominantly from Latin American countries, few from the United States) should be continued, along with close monitoring to assure that the most appropriate and effective talent is included.**

**LACUM should continue, with the help of RHUDO/SA, to identify training opportunities under the Andean Peace Scholarship Program.**

**Given the fact that CELCADEL has been an extremely cost effective provider of services to LACUM, and that it has developed into a regional institution, well-regarded for its local government expertise, LACUM should continue and, if possible, increase support for CELCADEL.**

**Both the Institutional and Individual Networks should be continued. LACUM should continue its strong support and leadership of the Network, maintaining the Network's function as a forum for interchange, not as a structured institution.**

**AID has always struggled with ways to be able to share experiences, to show successes, to avoid mistakes by understanding failures. LACUM's Latin American Data Bank of Successful Municipal Development Experiences is one effort toward those objectives. It should be continued, and should include examples also of ineffective and poor project experiences.**

## ACRONYMS

<b>ADC</b>	Advanced Developing Countries
<b>APRE/H</b>	AID Office of Housing and Urban Programs
<b>APSP</b>	Andean Peace Scholarship Program
<b>ASINCOVI</b>	Asociación Interamericana de Cooperativas de Vivienda
<b>ASOBUR</b>	Bolivian Association of Housing and Urban Development Institutions
<b>CELCADEL</b>	Centro de Capacitación y Desarrollo de los Gobiernos Locales
<b>COPRIDE</b>	Corporación Privada de Desarrollo
<b>COVIP</b>	Corporación de la Vivienda Popular
<b>FIIC</b>	Federación Interamericana de la Industria de la Construcción
<b>FY</b>	Fiscal Year
<b>HG</b>	Housing Guaranty
<b>IAHU</b>	Interamerican Housing Union
<b>INCAE</b>	Instituto Centroamericano de Administración de Empresas
<b>IULA</b>	International Union of Local Authorities
<b>LACUM</b>	Latin American Center for Urban Management
<b>LATC</b>	Latin American Training Center
<b>LDC</b>	Less Developed Countries
<b>NGO</b>	Non Government Organization
<b>PROCOMUN</b>	Corporación Promotora de las Comunidades Municipales de Colombia
<b>RHUDO/SA</b>	Regional Housing and Urban Development Office
<b>SACDEL</b>	Sistema Regional de Capacitación para el Desarrollo Local Urbano y el Mejoramiento de la Administración Municipal en América Latina
<b>UNIAPRAVI</b>	Unión Interamericana para la Vivienda
<b>WID</b>	Women in Development
<b>WOCCU</b>	World Council of Credit Unions

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# 1. INTRODUCTION AND CONTEXT

## 1.1 LACUM AS RHUDO/SA'S REPRESENTATIVE

Over the past several years, the seven RHUDO offices have integrated training (and its several manifestations) into their regional and country strategies and programs. This formal recognition that training plays a vital role in the provision of effective assistance in shelter and urban development evolved from the generally *ad hoc* position in which training previously operated within RHUDOs' activities. In earlier years, training was not frequently viewed as an integral part of policy enhancement nor project implementation; instead, it often took place when a suitable course was offered, and even then was often regarded as an extra expense with a consequence only of specific skills improvement, and perhaps in strengthening relationships.

Such was the situation in RHUDO/South America in the late 70s and early 80s. By 1982, RHUDO/SA recognized the importance that training of a variety of types could indeed be instrumental in RHUDO/SA's impact in the region. Further, in a region in which there were a limited number of countries actually receiving project assistance in urban development (through the Housing Guaranty program and more), and indeed limited funds for technical assistance, a broadly defined training program had a great potential to impact policies in several aspects of urban development. As a consequence, RHUDO/SA established the Latin American Training Center (LATC) in late 1983.

Training together with technical and capital assistance are the development assistance mechanisms used by the RHUDO/SA to increase the availability of shelter and basic services to low-income families. Training serves as a multi-faceted and vital tool in support of the strategic objectives of the work of the RHUDO/SA.

As viewed from APRE/H, training is seen as:

- o a policy tool in advancing the agenda of housing, urban development, and municipal development;
- o a development tool in moving towards the articulation of a program as well as a project activity; and
- o an implementation tool in support of the execution of a program or project, including the strengthening of regional and host country institutions.

In order to reflect less an image of skills training, and more the broader reality of the subject area of urban development, RHUDO/SA changed the name in early 1991 from LATC to the Latin American Center for Urban Management (LACUM). Given the broadly defined roles for training, the main goals of the LACUM are:

- o to advance the RHUDO/SA's agenda across the region;
- o to support the design and implementation of HG and urban development activities in the region;
- o to reach out to countries in which the RHUDO/SA is currently not active; and
- o to support RHUDO/SA's non-project assistance activities.

LACUM is involved in virtually all RHUDO/SA activities that are not directly related to HG loan and other capital assistance programs. Thus, LACUM has wide ranging responsibilities and influence in policy dialogue with national (and local) governments and the private sector.

## 1.2 EVALUATION AND METHODOLOGY

After its initial two years of operation, an evaluation of the LATC was carried out in August 1985 and updated in October 1986. This report evaluates the effectiveness of the RHUDO/SA training strategy as implemented through the LATC and now LACUM, its cooperative agreements, and its networks during the period from 1987 to early 1991. The evaluation reviews:

- o The activities undertaken within the RHUDO/SA strategy and LACUM in terms of their:
  - . support of the design and implementation of RHUDO/SA's projects and programs in the region;
  - . effectiveness as an outreach tool in a region with both less developed countries (LDCs) and advanced developing countries (ADCs);
  - . advancement of the future RHUDO/SA agenda; and
  - . developing and maintaining a working relationship with government and senior technicians, and other regional and local organizations.
- o The quality of individual training events and the use of training resources.
- o The management of the LACUM and its degree of integration in the RHUDO/SA program, the management of RHUDO/SA institutional and individual networks, and its training activities.

- o The management of the RHUDO/SA Cooperative Agreements with the International Union of Local Authorities (IULA) and the Inter-American Housing Union (IAHU).

The evaluation began first with discussions in Washington with the APRE/H Training Advisor to get an understanding of the overall APRE/H training strategy as well as to review the documents on file that provided the necessary background. The consultant spent two weeks in the field, interviewing people from Ecuador, Colombia, and Chile who had been participants or faculty at LACUM events or are a part of the Latin American and Caribbean Network of Housing and Urban Development Institutions (Institutional Network) and the Network of Individuals, both of which are major means by which LACUM maintains relationships throughout the region. Discussions were held with RHUDO/SA staff and extensive meetings were held with the LACUM Director, whose files were closely reviewed. Discussions were held with AID personnel from AID Missions in Ecuador, Chile, and Colombia. Annex 1 lists the persons interviewed.

## **2. LATIN AMERICAN CENTER FOR URBAN MANAGEMENT**

### **2.1 THE REGION AND RHUDO/SA STRATEGY**

The strengthening of the central government, the population explosion experienced by major South American cities, and a deterioration in the sources of municipal revenue over recent decades have placed South American municipalities in delicate situations.

Increased centralization of national political and administrative processes has resulted in a decreased role for local governments as public policy makers, as public service agents, and as representatives of city interests to national governments. At the same time, with an urban population estimated at 76 percent of the total population, South America is the most heavily urbanized region in the world. The pattern of increasing urbanization continues today, and, despite severe economic problems that have affected most of the countries in the last decade, South Americans are looking for positive approaches to their region's development needs. Among them are a greater reliance on market forces to shape their economies and a resurgence of democratic, elected governments.

The policy agenda being pursued by the RHUDO/SA reflects this current reality of South America. The agenda seeks to support public, private, and individual efforts to respond to urgent urban problems by drawing on the strengths of market-based economies and participatory government, particularly at the local level. The RHUDO/SA has identified national and local governments, and formal and informal private entrepreneurs, as the focus of its activities.

As the RHUDO/SA's view of the region's problems has evolved, it has concentrated its efforts on a set of urban activities that includes local government, environment, housing, community development, urban development, women's participation, micro enterprise, the informal sector, and most recently natural disaster mitigation and planning.

The Latin American Center for Urban Management (LACUM) serves as the RHUDO/SA's public voice in the region. It has two equally important functions. It serves as the vehicle through which RHUDO/SA maintains a continuing dialogue throughout the region on AID shelter, urban policy, and municipal development policy objectives. The LACUM also provides support to bilateral AID shelter and urban assistance programs by organizing or co-sponsoring policy seminars, conferences and workshops; research and case study development; and technical skills training and participant scholarships.

### **2.2 RHUDO/SA ACTIVITIES**

LACUM's goals must be viewed in the context of RHUDO/SA's portfolio in the region. Activities include the implementation of Housing Guaranty (HG) programs in Ecuador, Bolivia, and Chile and the development of a new municipal support program in Chile, analytic studies in Bolivia and Paraguay, and continual dialogue with other countries.

**Ecuador:** The only active HG project and its technical assistance grant reflect a shift from previous Ecuador HGs' narrow focus on programs of the national housing agencies to a broad concern for the overall performance of the sector. This is a \$10 million Housing Guaranty loan (of a \$35 million HG authorization) that seeks a) financial policies that permit the operation of a permanent and self-sufficient housing finance system that can attract private investment; b) the expansion of housing programs for low-income families, financed not only by public sector institutions but the private sector as well; and c) sustained and self-financed investments in basic infrastructure by local governments in low-income neighborhoods.

**Bolivia:** The only active AID shelter program in Bolivia is the most recent of a long series of HGs with the Bolivian Savings and Loan System, which has been the sole recipient of AID assistance in this sector. This \$15 million Housing Guaranty loan, authorized in 1983, has been accompanied by a substantial technical assistance and training program.

**Chile:** A \$5 million HG to the Corporación Privada de Desarrollo (COVIP) in 1988, and another \$5 million in 1990, sought to increase the proportion of housing production that housing cooperatives finance to be affordable to low-income families. AID is currently developing a \$40 million HG program in Chile to help refine the financial mechanisms to improve access to the private capital market for low-income home mortgages. At the same time, AID/Chile is planning a Local Government Strengthening project of \$2 million.

**Peru:** Since Peru is ineligible to receive new U.S. economic assistance (620Q status), there are no active urban sector activities.

**Paraguay:** With important technical support from RHUDO/SA, AID has been discussing a small assistance program that would support the national credit union organization and its members to develop a home improvement lending program for member families. Since Paraguay is ineligible to receive U.S. economic assistance (620Q status), this activity is not going forward at this time.

**Colombia:** AID has sponsored a study of NGOs involved in the informal sector housing market and a seminar presenting the results of the study. Through the Institutional Network and LACUM's contract with Mendez-England, LACUM is managing a case study and evaluation of the employment and housing programs of the Carvajal Foundation in the neighborhood of Aguablanca in Cali. RHUDO/SA is currently in discussions with the AID office to determine an appropriate role in the decentralization and regional development activities that are among the priorities of the government.

Uruguay, Brazil, Argentina: There are no AID urban and housing projects in these countries, although RHUDO/SA and LACUM are in frequent contact with the AID offices and the key institutions regarding sectoral issues and policies.

### **2.3 LACUM ACTIVITIES**

In support of RHUDO/SA's regional and bilateral strategies and programs, LACUM is responsible for a wide variety of activities.

o The Latin American and Caribbean Network of Housing and Urban Development Institutions, initiated by the RHUDO/SA in February 1989, has developed into an important focus for policy dialogue and source of information exchange throughout the Americas. The network is made up of major organizations representing housing finance, construction, local governments, housing cooperatives and credit unions, developers, research institutions, and others in the region. The core members of the network are:

- . Interamerican Housing Union (IAHU)
- . International Union of Local Authorities/Centro de Capacitación y Desarrollo de los Gobiernos Locales (IULA/CELCADEL)
- . Asociación Interamericana de Cooperativas de Vivienda (ASINCOVI)
- . Federación Interamericana de la Industria de la Construcción (FIIC)
- . Carvajal Foundation (Colombia)
- . Corporación Promotora de las Comunidades Municipales de Colombia (PROCOMUN)
- . World Council of Credit Unions (WOCCU)
- . International Real Estate Federation (FIABCI)
- . Bolivian Association of Housing and Urban Development Institutions (ASOBUR)
- . Latin American Confederation of Credit Unions
- . Corporación de la Vivienda Popular (COVIP)

- . Colombian National Chamber for Self-Help Housing (Construyamos)
- . Confederation of Housing Cooperatives of Argentina (CECOVIRA)
- . Cooperative Housing Foundation (CHF)
- . CEVIS Foundation (Argentina)
- . Corporación Privada de Desarrollo (Chile)
- . Fundación Paraguaya de Cooperación y Desarrollo
- . Centro para Investigación Social (Peru)

As the Secretariat of this Network, the LACUM Executive Director:

- . identifies and analyzes new organizations to be invited to join the Network;
  - . maintains regular contact with the members;
  - . disseminates AID publications to the members;
  - . designs, organizes, and conducts the annual meetings;
  - . provides follow-up to the Network's resolutions;
  - . disseminates the Network's objectives and policies;
  - . participates in events sponsored by Network members; and
  - . promotes contacts and project development among the Network members.
- o In late 1989, LACUM embarked on an effort to develop a regional Network of Individuals who by position and/or personality will likely be influential in responding to the challenges of the region's rapid urban growth. LACUM developed the concept, identified the initial group of individuals, and planned:
- . to maintain a membership data bank;
  - . to maintain contact with the members, disseminating AID publications;

- . to include these persons as presenters and participants in LACUM events;
  - . to elicit other RHUDOs' interest in using these persons in training and technical assistance; and
  - . to invite new membership with the collaboration of the Institutional Network, and other AID offices in the region.
- o Many of LACUM's events are carried out through its cooperative agreement with the International Union of Local Authorities (IULA) whose Latin American regional office (Centro Latinoamericano de Capacitación y Desarrollo de los Gobiernos Locales - CELCADEL) is located in Quito. The purpose of LACUM's cooperative agreement with IULA, running from September 1988 through August 1991, is to advance RHUDO/SA's agenda in municipal development by providing training and technical assistance and assisting in the establishment of local coalitions of urban affairs organizations. IULA has organized 11 events most of which have been regional courses on subjects relating to public and private roles in urban development, municipal finance, housing, and municipal responsibilities. (For a complete list of LACUM's activities, see Summary of Activities of the Latin American Center for Urban Management, Annex 2.) In addition, IULA has developed the Latin American Data Bank of Successful Municipal Development Experiences, and designed and carried out the first international seminar on Women and Local Government.
  - o LACUM manages a cooperative agreement with the Interamerican Housing Union (IAHU), or the Unión Interamericana para la Vivienda (UNIAPRAVI), located in Lima. Probably the most important contribution of IAHU is the annual Housing Policy Forum, the highest level regular event on this topic in the region. In addition, IAHU prepares the country publications of housing statistics (under the Centro Latinoamericano de Estadísticas Habitacionales) and undertakes case study research used at several LACUM events.
  - o LACUM has designed and carried out (often through contracts) other seminars and courses in support of the RHUDO/SA's agenda, and occasionally has assisted the training and technical assistance efforts of specific RHUDO/SA projects. Two important U.S.-based training programs, financed by USAID/Ecuador's participation in the Andean Peace Scholarship Program (APSP), have been developed through LACUM: one for 26 mayors and other officials of eight medium-sized Ecuadorean cities who spent six weeks in the U.S. on a Mayor's Training Program, the second for 15 community leaders on a six week course in the U.S. on Low Cost Housing

**Construction for Urban Community Leaders.**

- o **LACUM serves as an information center for the region, distributing appropriate AID publications, financing the publication of selected materials, and preparing and distributing its Carta Informativa newsletter three times a year to 2,000 persons, at an annual cost of about \$5,000.**

### **3. EVALUATION FINDINGS**

#### **3.1 SUMMARY OF FINDINGS**

The Latin American Center for Urban Management is a well-designed and well-operated program, correctly structured to support and promote the RHUDO/SA's program and policy goals in the region. LACUM was developed to replace the RHUDO/SA's *ad hoc* training activities, in which officials in the region were sent to an occasional U.S.-based training event or conference, and interaction with important institutions in the region occurred for project development and implementation purposes. It is important to emphasize that as RHUDO/SA's regional policy promoter, LACUM carries out a variety of activities, only a small part of which is traditional training.

LACUM is a very visible representation of the RHUDO/SA. In the absence of project assistance in some countries, LACUM is indeed RHUDO/SA's agent of influence. LACUM has positive impact at the policy levels of shelter and urban development professionals and institutions in the region.

As LACUM has been effective in establishing a dialogue in the region (and beyond, into Central America and the Caribbean), opportunities for additional project and non-project assistance have emerged. LACUM has been able to incorporate shelter and urban development sectoral interests into all countries in which AID is represented.

With extremely limited resources, LACUM has had a very strong impact throughout the region on behalf of the RHUDO/SA, and indeed on behalf of all of AID.

Despite such success, LACUM has had mixed results in support of specific AID project design and implementation in the region. A given project that a RHUDO/SA officer and other AID officers manage generally has its own technical assistance and training funds, separate from LACUM. Without clear management direction, officers generally tend not to seek the assistance and collaboration of LACUM on the use of those funds. The expertise available within RHUDO/SA is consequently underutilized.

In sum, the strength of LACUM is found in the relationships built, the support given, the events sponsored, the leverage used, and the timely interventions with solid substantive analyses and presentations.

**3.2.1 Management.** With a limited staff -- for a long time only the Executive Director and a part-time secretary, now the Executive Director and a full-time deputy and secretary -- LACUM has effectively managed a fast moving set of activities, including the two important cooperative agreements, with IULA and with IAHU. This success can be attributed to the methodical organizational talents of the Executive Director.

The contract under which much of the logistics of LACUM training events are to be carried out (Mendez/England) has simply not, as planned, relieved LACUM of the labor-intensive management work as planned. It is costly, and worse, is far from Quito (in Puerto Rico) and hence not useful on the day-to-day work necessary to arrange for participation by hundreds of people per year.

**3.2.2 Visibility.** LACUM is extremely effective as an outreach tool in a region with both Advanced Developing Countries and Less Developed Countries. In interviews with a wide range of individuals who have participated one way or another with LACUM, the prestige that LACUM enjoys was frequently mentioned. It is a prestige based on the caliber of its network, its understanding of urban development issues in the region, its ability to attract and apply appropriate assistance, and its record of fulfilling its commitments. It has established and maintained excellent relations not only with national institutions, but as well with many local governments, research institutions, and private sector interests that range from financial organizations and the construction industry to NGOs and community-based groups and their leaders.

This is not a prestige that carries over automatically to AID offices. USAID/Chile is the one Mission that understands the importance of LACUM, and indeed utilizes it for its strategic purposes; RHUDO/SA interests reflect a significant part of USAID/Chile's draft action plan. Other AID Missions, however, do not understand LACUM well, and are consequently less impressed. There is at least one explanation: the LACUM Executive Director is an AID contractor, often (wrongly) taken less seriously than an AID staff person.

**3.2.3 Project Support.** Except in Chile, LACUM has not been able to effectively support the design and implementation of RHUDO/SA's projects in the region. RHUDO/SA is well aware of this problem and is trying to assure that internal RHUDO/SA dialogue identifies opportunities for LACUM involvement in projects. That simple approach is at work now: the forthcoming seminar on local government in Ecuador, to be held in Machala,

is being planned by the designated RHUDO/SA officer with active and important involvement of LACUM in seminar design and management, as well as the substantive issues for presentation.

**3.2.4 Leverage.** LACUM has been very effective in getting participating institutions, including other AID offices, to pay all or at least an important share of the costs of many of its activities, and virtually all of its events. LACUM finances about one-quarter of the total costs of regional and bilateral activities. With respect to internal AID support, there is a happy irony at work: as LACUM regards it a success when another AID office supports its work, so too do USAID/Chile and to some extent PPC/WID regard it a success when their interests are supported by LACUM.

**3.2.5 Events.** The quality of individual LACUM events is overall quite high. The themes have been carefully selected, so that they are important, relevant, and timely to the participants -- the informal sector as key housing provider, local governments to deliver services effectively, private sector participation, municipal finance, cost recovery, basic services, national policies, etc. Indeed, the topics are timely even as AID's emphasis on certain themes changes. The format of the events has also been well conceived -- national or regional, conferences or workshops, on-site or meeting venues, small or large number of participants.

Information used for seminars has been systematically collected and disseminated by LACUM. For the most part, LACUM has also been able to assemble the right target audience for the events.

Representatives of poor communities are increasingly invited to LACUM events; their participation invariably has a profound effect on the more traditional participants whose work environment usually provides little opportunity for direct contact with the "target beneficiaries" of their efforts.

"Guidelines for Course and Seminar Participants," prepared by LACUM, is widely used by event sponsors. LACUM has also assisted in the design of event programs, methodologies for developing national training programs, and guidelines for event evaluations.

The U.S.-based six week training for community leaders was a mixed success. On the positive side, the participants were well selected, the U.S. cultural experience was important, the attention to leadership and organization was effective, meetings with local government officials were good, unexpected focus on environmental issues was welcome. Indeed, upon their return, the participants have established a coalition of local leaders (supported by

USAID/Ecuador) serving as both a support and resource group to its members as well as a lobbying group for the communities.

Some of the housing construction training, however, was misdirected; training for many construction materials, methodologies, costs, and climate were simply inappropriate to the Ecuadorean experience, e.g., treated lumber is not used in the Ecuadorean highlands. It is difficult to identify the source of this problem, other than that the pressures of time did not permit an adequate, detailed review by AID of the training institution's plans. Planning started very well: the Andean Peace Scholarship Program (APSP) had funds; RHUDO/SA saw an opportunity. LACUM developed the training concept, including a more comprehensive strategy and program than APSP normally receives from interested project offices. That program was submitted to APSP's Washington-based contractor, which then conducted a competitive bidding process to select a training institution. The problem here seemed to be that, despite LACUM's training strategy that made very clear the local Ecuadorean situation, LACUM was ultimately at the mercy of a quality control effort by the APSP contractor. And as time passed, RHUDO/SA and LACUM had no input into the final selection of the institution nor its final training design.

This same sequence of events occurred for the arrangement of the U.S.-based training course for 26 Ecuadorean mayors and other municipal officials. It too had mixed reviews for some of the same reasons.

**3.2.6 International Union of Local Authorities.** IULA was founded in 1913 to represent local governments. IULA's Latin American Center for Local Government Training and Development (CELCADEL), established in 1982, considers its main objectives to be to lend support to the strengthening of municipalities as a legitimate form of local government in the region, to encourage the development of managerial and administrative capacities, and to facilitate the improvement of their structures, functions, and procedures in relation to the needs of the communities which they represent, and in relation to the needs of the national government. CELCADEL provides consultative services, training, applied research, and the dissemination of published materials.

CELCADEL'S activities reflect not only LACUM's guidance and direction under the cooperative agreement, but as well CELCADEL's own leadership and agenda in the region. Its goals are consistent with RHUDO/SA's, and in fact, except for project assistance, CELCADEL's activities are consistent with RHUDO/SA's -- promoting the role of local governments as facilitators rather than providers of urban services; providing incentives for the participation of the private sector in urban services; and promoting

environmental issues as important to municipal interests. IULA plays an important role in RHUDO/SA's work, and RHUDO/SA is a very important part of IULA's program.

IULA publishes books in a series on Local Development. Some reflect the proceedings of LACUM events, some are published with LACUM support, and some are undertaken under a Canada/World Bank/Habitat project called SACDEL (Sistema Regional de Capacitación para el Desarrollo Local Urbano y el Mejoramiento de la Administración Municipal en América Latina). Again, the subject matter is also RHUDO/SA's, e.g., municipal finance, housing, urban land, and basic services for the urban poor.

IULA maintains excellent relations with LACUM and the RHUDO/SA. LACUM's support is of course primarily through the cooperative agreement, but the assistance provided by LACUM in event management and organization is invaluable. This experience is becoming institutionalized within IULA.

CELCADEL's 13 technicians work under agreements with other organizations on similar themes, and indeed with greater funding than from AID. CELCADEL operates programs in local management and institutional development for the European Community, the World Bank, the InterAmerican Development Bank, and the Government of Holland (the home of IULA itself).

One major focus of CELCADEL's work is on decentralization of national functions to local authorities. In this context, its efforts are not only directed to administration, financial management, and technical planning of municipalities; IULA also seeks to influence national policy changes toward decentralization. Thus, for instance, decentralization legislation is now being considered in Chile and Bolivia, where IULA has promoted ideas and concepts through its training and technical assistance activities.

LACUM has effectively promoted IULA as a provider of services in the region. USAID/Chile has supported COPRIDE (a Chilean development and training NGO) by securing the services of IULA to provide technical assistance for its training in municipal development.

The subject of Women in Development (WID) is a good example of several successful features of LACUM: the appropriateness and timeliness of the subject, the ability to secure significant financial support from other sources, and the use of the cooperative agreement with CELCADEL.

LACUM has been closely involved in the planning and development of the project Women and Local Development. With the consultation, assistance, and ultimately major funding support from the WID Office in AID/Washington (\$340,000, 70 percent of the project budget, most of the rest from USAID/Ecuador), RHUDO/SA amended its cooperative agreement with IULA/CELCADEL to undertake a three-year extensive program of activities that reflect the still-emerging understanding of the role women play at the local level -- as politicians, professionals, and community leaders. The program, now five months into operation, intends to a) develop CELCADEL's institutional capability in this subject; b) undertake research; and c) carry out ten international seminars.

The first seminar took place in March of this year in Quito. Entitled "Women and Municipalities: A New Community Presence in Local Development in Latin America", possibly the first of its kind in the world, the seminar brought together 153 participants, the great majority from Ecuador, most of the rest from elsewhere in South America. Based on the evaluation undertaken at the conclusion of the seminar, about 90 percent of the participants regarded the subject matter as good or very good, and the presentations as good or very good. Most other indicators suggest a successful seminar. Participants indicated that the theme itself was new and exciting. Press coverage of the seminar was excellent. The only serious complaint was that the schedule was too tight; there was not enough time for personal interaction. This is a common response to large, ambitious, and tightly programmed events in which one important goal is to exchange ideas and establish relations with similarly-situated colleagues.

**3.2.7 Networks.** The success that a formalized network achieves depends on the continuity of its members. If the individuals are active by virtue of their institutional affiliation, the continuity resides in the institutions, and the impact should be felt in the short term. If the individuals are active by force of their own experience, the continuity is not assured, but the impact is likely in the long term. LACUM has developed both kinds of networks -- Institutional Network and Network of Individuals.

It is the Institutional Network that LACUM has most utilized to influence and to disseminate RHUDO/SA's strategic policy messages, and in general to advance RHUDO/SA's agenda. In fact, it is through this Network that RHUDO/SA's impact is multiplied.

The Network of Individuals has not had such a short term impact. Its promise of RHUDO/SA impact is in the long run, when its members will be in influential positions in public and private sector urban development institutions.

**3.2.8 Interamerican Housing Union.** Probably the most important contribution of IAHU is the annual Housing Policy Forum. In addition, IAHU prepares the country publications of housing statistics (under the Centro Latinoamericano de Estadísticas Habitacionales), which could be improved by including data on urban infrastructure and the informal sector as they pertain to the provision of shelter and related services. LACUM has also secured funding for the publication of IAHU fora and seminar literature.

At the same time, the cooperative agreement that LACUM manages with IAHU is of decreasing importance to RHUDO/SA's programs and policies. The principal reason for this is that housing finance, and assistance to housing finance institutions, has become less a focus of RHUDO/SA's activities (as local government and decentralization have become more important). There is also a sense that IAHU is simply a weak institution, not in the forefront of housing issues, and without sufficient contacts with those institutions in the lead on housing and housing finance issues (e.g., U.S. universities and research centers). As a consequence, RHUDO/SA should consider reducing its support and use of IAHU.

**3.2.9 Cross Fertilization.** IULA provides a vital element to the municipal development issues in the Americas -- more important in many ways than its record of designing and carrying out training events. CELCADEL is managed and staffed by Latin Americans, with a natural cultural, historical, and professional affinity for each other. There is no doubt they are well-regarded and respected as Latin American professionals providing assistance to Latin American needs.

In fact, the best development assistance strategy that AID can pursue is one that supports, rather than directs, other countries' initiatives. This is not a small point; the horizontal ("South-South") relationship is instinctively welcome, while the vertical ("North-South") relationship of the U.S. (in this case through AID) to Latin American countries is often regarded differently. The effective horizontal relationship is demonstrated both by the prestige CELCADEL enjoys and the respect that the LACUM Executive Director enjoys. Many of those interviewed give AID great credit for unconditionally promoting this horizontal interaction. This does not obviate the importance of continued, timely input of U.S. expertise that LACUM should bring to bear on the region's problems.

Information provides the basis of policy change. Well targeted studies, analyses, workshops, and site visits often have more impact than project assistance. Cross fertilization of ideas works; assistance by Chileans to Colombian institutions (an example of a working visit that emerged from the

Institutional Network) serves both countries well. LACUM facilitates such an exchange.

The development by LACUM of the Latin American Data Bank of Successful Municipal Development Experiences, collected and managed by IULA, is based not only on the obvious notion that there are successful experiences that should be shared, but that those experiences take place in neighboring countries, not the U.S.

Other activities, arranged through other RHUDOs, have promoted the interchange of country experiences: LACUM has assisted RHUDO/Central America in seminars of INCAE (Instituto Centroamericano de Administración de Empresas); representatives from Caribbean countries have participated in LACUM events; RHUDO/SA and LACUM hosted a visit of housing officials from India arranged by RHUDO/Asia.

**3.2.10 Benchmarks.** No systematic attempt has been made to establish benchmarks by which the results of LACUM activities can be documented. Consequently, the identification of impacts is based on what is available, rather than what might be most useful. LACUM's activities are easily measured by available numbers and types of events, and numbers and types of participants. For instance, from January 1987 to April 1991:

- o 2,533 persons participated in 32 regional events (nearly 80 persons per event);
- o regional events ranged from one to five day durations (except for three-week SACDEL training courses to which LACUM managed RHUDO/SA's participation and presentations);
- o 782 persons participated in 16 national events (nearly 49 persons per event);
- o national events ranged from one to four day durations;
- o 11 of the 16 national events were held in Ecuador, three in Bolivia, one each in Panama and Chile;
- o LACUM managed the provision and participation in 16 studies, international conferences, and other technical assistance, including case studies, the Latin American Data Bank of Successful Municipal Development Experiences, the Interamerican Statistics System.

A cost per participant day could be calculated, although such would be quite skewed, for instance, by the 400 participants for two days at the Interamerican Housing Cooperatives Congress that was virtually at no LACUM expense, and the 40 participants for three days at the initial Institutional Network Meeting at high costs to LACUM.

Useful, rather than available, benchmarks will be more programmatic and qualitative, difficult to measure, but made clear by example. Indeed, LACUM's unmeasurable impact is impressive, as illustrated by the following examples.

- o At least one Network member, in Paraguay, gathered Congressional support to successfully challenge a proposed law that would have nationalized the housing finance system, a proposal quite contrary to the Network membership's (and RHUDO/SA's) approach to housing finance.
- o The United Nations HABITAT gave an annual award (in 1990) to an active Network member organization in Colombia, Construyamos, for its activities in the informal housing sector.
- o ASOBUR, the Bolivian Association of Housing and Urban Development Institutions, was created with LACUM's assistance and support. Other Network members in other countries are starting to create similar public-private coalitions as well as national networks similar to LACUM's network. The 15 Ecuadorean community leaders who attended the six-week course in the U.S. have formed their own coalition.
- o Members of the Institutional Network have assumed policy-making or influential positions in their countries. These persons have attended LACUM events as participants or presenters, they receive LACUM's publications, they have been and continue to be in frequent contact with LACUM, and significantly, they share RHUDO/SA's views on the most important housing and urban development issues in the region:

Two former members of the Chilean Construction Council and of Corporación de la Vivienda Popular (COVIP, which is currently implementing a HG program) are now the Minister of Housing and Urban Development and the Principal Advisor to the Minister.

An Argentine, formerly the Director of a provincial Social Housing System, is now the Secretary of the President of the

Congress and Advisor to the committee that is studying a new housing law.

The former Manager of Colombia's Central Mortgage Bank is now the United Nation's representative in Colombia for NGO matters.

The examples above, external to AID, as well as the internal AID needs already discussed, suggest the following benchmarks for LACUM activities:

- o the extent of influence on national legislation and policies by LACUM training participants and network members;
- o the level of institutional participation and funding to attend LACUM events;
- o national and international recognition for programs undertaken by LACUM-influenced institutions and persons;
- o the organization and development of national and local interest groups promoting RHUDO/SA's agenda;
- o the strengthening of training institutions in the region;
- o the extent to which LACUM assists RHUDO/SA project officers with sector specific information on a timely basis;
- o the inclusion of RHUDO/SA program agenda elements in AID strategy statements;
- o the high level of public and private office held by individuals in LACUM's networks; and
- o the network's effectiveness in allowing access to key policy officials.

**3.2.11 Information Dissemination.** LACUM's cooperative agreement partners, IULA and IAHU, have published and widely disseminated important material. IAHU has published a book of presentations from the First Forum on Housing Policies as well as RHUDO/SA's contribution to an Ecuador Savings and Loan Conference on "The Informal Sector in Housing and Urban Development and Solutions through Intrasectoral Cooperation and Collaboration". IULA has published two books of conference and case study

material from regional seminars. Both IULA and IAHU continually publish articles and editorials that well reflect RHUDO/SA's agenda -- on housing, urban development, the informal sector, privatization of public services, decentralization, and the role of women in local development.

At least three other examples of unsolicited and welcome dissemination of information are worth noting: a Uruguayan newspaper published the material from the Informal Housing Sector conference; the Argentine Federation of Housing Cooperatives has published material from LACUM's regional seminars, and others regarding LACUM's assistance; the Interamerican Construction Industry Federation has published several articles on RHUDO/SA themes.

LACUM has been very effective as a clearinghouse for technical information. It has translated and distributed more than 600 copies of "Como Estimular la Iniciativa Privada" ("How to Encourage Private Initiative"); and distributed over 300 copies each of two important APRE/H publications: "Decentralizing Urban Development Programs" and "Urbanization and the Environment in Developing Countries". LACUM distributes relevant publications of the Institutional Network members not only within South America, but also to RHUDOs in Central America and the Caribbean and other AID Missions in Latin America. The APRE/H Abstracts (English and Spanish versions) is distributed widely by LACUM. This collective information dissemination effort not only enhances RHUDO/SA's role in the region, but is an important representation of APRE/H itself.

**3.2.12 New Initiative.** In response to the realization that long term solutions to local development will best be managed by professional urban managers, LACUM has developed a "Proposal for a Latin American Municipal Program at the University Level." This is an ambitious idea to create a three-year city administration course at three universities in the region as well as a two-year Master's Degree Program in City Administration in one of them. Currently under consideration, this program represents a departure from LACUM's targeted workshops, seminars, and courses, but is consistent with long term strategies as reflected in the Institutional and Individual Networks.

## **4. CONCLUSIONS AND RECOMMENDATIONS**

### **4.1 SUMMARY OF CONCLUSIONS**

LACUM has important regional impact and influence with a limited budget of about \$265,000 in each of the past five fiscal years (close to half of which is staff salaries, leaving only \$115,000 to \$125,000 annually for programs). Given a continuing mandate to assist South American governments in urban development and housing, and the decreasing project funds available to RHUDO/SA, it is important that LACUM be strongly supported. In many ways, LACUM is a good model for other RHUDOs struggling with shrinking budgets and ambitious policy goals. The LACUM approach may indeed be valid for other AID sectoral offices and programs, particularly those with reduced project funds.

**LACUM's performance reflects the importance of:**

- o identifying the appropriate themes for its activities (municipal management and planning, national decentralization, local revenue generation, environmental issues, local government, and natural disasters, etc.);**
- o identifying the right participants for events and studies (including increased participation of community representatives);**
- o distributing relevant published material to important sector participants;**
- o undertaking continual visits to Missions and institutional and individual network members throughout the region; and**
- o promoting its services to other AID Missions -- making greater contact with Mission management and training officers, and seeking Mission participation, and ultimately Mission "ownership" in LACUM themes.**

### **4.2 RECOMMENDATIONS AND DISCUSSION**

LACUM's emphasis should remain on policy issues, but not at the complete expense of skills training. Decentralization as an adopted national policy, for instance, will only be as good as the capacity of local governments to prepare and implement capital works budgets.

Over the long term, municipal management expertise will ultimately be provided by professional management. The university degree program that LACUM is currently promoting is an ambitious, excellent idea that should be supported by RHUDO/SA and all of AID.

**4.2.1 Management.** RHUDO/SA should prepare a current strategy plan for each country in the region; this is important for RHUDO/SA management reasons, but it will also serve to force thinking and an interchange among RHUDO/SA project officers and LACUM as to opportunities for collaboration. Each newly developed RHUDO/SA activity or project should include an objective and role for LACUM.

LACUM should make special efforts to invite and assure the participation of AID Mission personnel in selected events. Mission staff (including training officers) can make important contributions to the local context of an event; Mission management can make important contributions in opening speeches and networking. In both cases, they will see the value of LACUM's activity (as a former USAID/Bolivia manager did when he finally participated in a LACUM event in another country).

LACUM should be integral to virtually every RHUDO/SA activity. It has proved itself a cost-effective approach to policy dialogue and change in the region. Since LACUM will increasingly be a key part of RHUDO/SA's regional strategy (particularly as RHUDO/SA's staff and resources are reduced, as it appears they will), it should be given correspondingly increased support -- to carry out more activities, and to incorporate new staff into LACUM.

LACUM has been very effective at gaining the financial support for many of its activities by participating institutions. LACUM has also been effective at including women in its activities. To document these successes with readily-available facts would help LACUM and RHUDO/SA justify requests for increased AID funding. LACUM should provide additional information to its data base of activities by including participant numbers by gender, and activity costs by source (e.g., LACUM itself, RHUDO/SA, specific AID project or office, participating institution) and amount.

LACUM's contract with the firm to handle much of the logistic work for its events should not be renewed. There is no evidence of its usefulness to LACUM.

**4.2.2 Visibility.** As programmatic and management changes have occurred in RHUDO/SA in recent months (increased attention to decentralization, to local government, to the environment, etc., and new office leadership), it is important that RHUDO/SA make itself and its services well known to AID offices in South America. LACUM can be instrumental in this regard by developing an agenda and organizing a regional meeting of AID representatives and Mission Housing and Urban Development Officers. RHUDO/SA would be even better served by assuring itself of a half-day on

the planned Mission Directors meeting scheduled to be held in Quito in September of this year.

**4.2.3 Project Support.** RHUDO/SA's policy agenda has been articulated. Projects and programs managed by RHUDO/SA staff, as well as all LACUM activities, are guided by the agenda. LACUM activities cut across all countries and all themes of RHUDO/SA's interests. Both project and non-project assistance seek the same shelter and urban development objectives. Internal RHUDO/SA coordination and agreement on strategic approaches is therefore vital; LACUM must be thoroughly integrated into RHUDO/SA. Within the common agenda and common policy goals, opportunities for mutual support must be found. RHUDO/SA management changes are not necessary; rather, what is necessary is simply a constant sharing among staff of its work -- via meetings, memos, visits, etc. Regular meetings among LACUM and project officers will serve to identify needs and possibilities for internal assistance.

**4.2.4 Leverage.** LACUM's (and RHUDO/SA's) effective relationship with USAID/Chile is a good model for a relationship it should pursue elsewhere in the region. LACUM's strategy with other AID Offices, particularly with USAID/Bolivia and USAID/Colombia, should be based on a) agreement on the country's development problems; b) agreement on areas in which AID can most effectively provide assistance, given its limited resources; c) regular and frequent contact between RHUDO/SA and USAID, particularly at the highest levels of the Missions; and d) mutual view that the other is vital to its program.

A RHUDO/SA representative and LACUM should personally visit each active AID country in the region. In the case of Colombia particularly, the potential for new programs in decentralization, urban management, and regional development is strong. AID assistance in non-capital programs -- the kind of policy promotion, networking, training, etc., that LACUM does well -- has the best opportunity for impact in Colombia.

LACUM should prepare and distribute a pamphlet that explains AID, RHUDO/SA, and LACUM, its agenda, and its views on important urban management issues. This would be particularly useful within AID, to express to colleagues the services and expertise RHUDO/SA offers, and to clarify to LACUM's role in RHUDO/SA and AID itself. The pamphlet must be carefully worded, however, so as not to raise the expectations of local counterparts that AID can readily provide financial assistance.

**4.2.5 Events.** The mix of faculty used in LACUM events (predominantly from Latin American countries, few from the United States) should be continued, along with close monitoring to assure that the most appropriate and effective talent is included.

LACUM should continue, with the help of RHUDO/SA, to identify training opportunities under the Andean Peace Scholarship Program. To improve the chances of success, LACUM should stay closely involved with the selection of the training institution and the entire training program design.

**4.2.6 International Union of Local Authorities.** During its ten year life, CELCADEL has grown to an important regional training and research institution with considerable financial assistance from IULA and the Government of Holland. CELCADEL has promoted itself rather successfully over these years, securing program-specific funding from a variety of international sources, including of course LACUM. By the nature of its funding sources, however, CELCADEL often looks to an unknown future; its present situation is again precarious. Given the fact that CELCADEL has been an extremely cost effective provider of services to LACUM, and that it has developed into a regional institution, well-regarded for its local government expertise, LACUM should continue and, if possible, increase support for CELCADEL.

**4.2.7 Networks.** Both the Institutional and Individual Networks should be continued. The Institutional Network serves the short and medium term interests of interaction with the important players in the sector in a given country. LACUM should continue its strong support and leadership of the Network, maintaining the Network's function as a forum for interchange, not as a structured institution.

The Individual Network is a longer term investment. When LACUM simply identifies and invites someone to be a member of the network, LACUM establishes the access that is so important. As LACUM utilizes that access, the relationship with AID is created and strengthened. It is maintaining that contact that is potentially significant for any AID impact in the long term.

**4.2.8 Information Dissemination.** AID has always struggled with ways to be able to share experiences, to show successes, to avoid mistakes by understanding failures. LACUM's Latin American Data Bank of Successful Municipal Development Experiences is one effort toward those objectives. It should be continued, and should include examples also of ineffective and poor project experiences.

The Carta Informativa newsletter is good, but should be improved. LACUM should consider a more professional looking publication, perhaps glossier paper. LACUM should consider including non-AID sources of information in the Carta, such as from the World Bank and the InterAmerican Development Bank, and in general promoting the fact that there are other institutions in the region that have relevant experiences to share. And, LACUM should continue producing an English version of the Carta for the important audience of AID/Washington.

## ANNEX 1

### LIST OF PERSONS INTERVIEWED

#### ECUADOR

Carlos Proaño, Community Leader, Carcelen Libre, Quito

Jaime Gonzalez, Community Leader, President of the Cooperativa de Vivienda Marta Bucaran, Chilogallo, Quito

Bolivar Herrera, Community Leader, Manager of the Cooperativa de Vivienda Marta Bucaran, Chilogallo, Quito

Gladys Aristizabal, Community Development Specialist, GTZ, formerly official in Colombia

Jaime Torres, Executive Director, International Union of Local Authorities/CELCADEL

Roberto Carrión, IULA/CELCADEL

Gonzalo Darquea, IULA/CELCADEL

Lucía Carrión, IULA/CELCADEL

Viena Montalvo, Administrative Director, IULA/CELCADEL

María Arboleda, Director, Women in Local Government Project, IULA/CELCADEL

Robert Kramer, Deputy Director, USAID/Ecuador

Jennifer Stimson, Andean Peace Scholarship Program, USAID/Ecuador

William Yaeger, Director, RHUDO/South America

Alfonso Palacios, Executive Director, LACUM

Sonny Low, Deputy Director, RHUDO/SA

Lindsay Elmendorf, RHUDO/SA

James Stein, RHUDO/SA

Eduardo Fuentes, Housing Finance Advisor, RHUDO/SA

Resan Larrea, RHUDO/SA

Marcelo Pinto, Disaster Advisor, RHUDO/SA

## COLOMBIA

Ines de Brill, Representative of the Royal Architectural Institute of Canada, formerly with the Banco Central Hipotecario

Luceleena Betancur, National Coordinator, COLCULTURA Project, United Nations Development Program, formerly official in Colombia

Javier Ramirez Soto, Construyamos

Mario Calderón Rivera, former Manager, Banco Central Hipotecario

James F. Smith, AID Representative, Colombia

Laraine N. Mansfield, AID/Colombia

## CHILE

Paul Fritz, AID Representative, Chile

Cristian Trucco Aray, Cooperativa Abierta de Vivienda, also Member, COVIP

Guillermo Crespo, Manager, Corporación Privada de Desarrollo (COPRIDE)

Miguel Angel Garetto, Regional Director, COPRIDE

Oscar Zaccarelli, Executive Director, Centro Chileno de Productividad en la Construcción

Ramón Undurraga, President, Corporación de la Vivienda Popular (COVIP)

## WASHINGTON, D.C.

Monique Cohen, Training Officer, AID Office of Housing and Urban Programs

## ANNEX 2

SUMMARY OF ACTIVITIES OF THE LATIN AMERICAN  
CENTER FOR URBAN MANAGEMENT

Note: The following list, prepared by LACUM to document its activities, includes years prior to the 1987-1991 study period of this evaluation. The events' objectives, descriptions, and costs were not available in summary form.

No.	Location	Type	Dates	Title	Participants	Instructor	Organizer
1	Panamá	Reg'l	02/23/83 02/25/83	Home Improvement	30	RHUDO	RHUDO/SA
2	Panamá	Reg'l	03/12/84 03/16/84	Financial Administration for S & L	26	Consult	RHUDO/BRH
3	Panamá	Reg'l	07/02/84 07/06/84	Integral Planning of Housing Projects	18	MIT	RHUDO/SA
4	Panamá	Reg'l	08/07/84 08/09/84	Impact of Construction Industry on Nat'l Economy	18	Consult	RHUDO/SA
5	Panamá	Reg'l	11/02/84 11/04/84	Financing Housing for Low Income Sectors	25	IASLU	RHUDO/LBRH
6	Panamá	Reg'l	02/04/85 02/06/85	Use of Regional Materials Improvement of Low Cost Housing	30	LAICA	Mission
7	Honduras	Reg'l	02/04/85 02/06/85	Social Housing Funds	65	IASLU	RHUDO/CA
8	Perú	Reg'l	02/25/85 02/28/85	Materials Bank Loans	60	H. Bank	RHUDO/SA USAID/Perú
9	El Salvador	Nat'l	03/11/85 03/13/85	Financial Administration for S & L	46	Consult	USAID/Salvador
10	Honduras	Nat'l	03/18/85 03/20/85	Financial Administration for S & L	26	Consult	USAID/Honduras
11	Perú	Nat'l	03/27/85 03/29/85	Financing Housing for Low Income Sectors	74	IASLU	RHUDO/SA
12	Ecuador	Nat'l	04/17/85 04/19/85	Financing Housing for Low Income Sectors	32	IASLU	RHUDO/SA

<u>No.</u>	<u>Location</u>	<u>Type</u>	<u>Dates</u>	<u>Title</u>	<u>Participants</u>	<u>Trainer</u>	<u>Organizer</u>
13	Bolivia	Nat'l	05/23/85 05/25/85	Financial Administration for S & L	38	Conslt	USAID/Bolivia
14	Perú	Nat'l	05/29/85 05/31/85	Financial Administration for S & L	38	Conslt	USAID/Perú
15	Guatemala	Nat'l	06/26/85 06/27/85	Financing Housing for Low Income Sectors	47	IASLU	RHUDO/SA
16	Panamá	Reg'l	08/14/85 08/16/85	Municipal Finance and Administration	20	RTI	RHUDO/SA
17	Panamá	Reg'l	07/31/85 08/02/85	Formulation of National Housing Policy	35	Conslt	RHUDO/SA
18	Honduras	Nat'l	11/05/85 11/06/85	Social Housing Funds	10	IASLU	RHUDO/CA RHUDO/SA
19	Ecuador	Nat'l	12/19/85	Shelter and Urban Upgrading	42	Conslt	RHUDO/SA USAID/Ecuador
20	Brazil	Reg'l	06/18/86 06/20/86	Role of the Informal Sector in Housing	59	Conslt	RHUDO/SA EN-RAP
21	Bolivia	Nat'l	06/28/86 06/30/86	Advanced Management for S & L	23	Conslt	RHUDO/SA USAID/Ecuador
22	Ecuador	Nat'l	08/01/86 08/02/86	Financial Management for S & L	48	Conslt	RHUDO/SA ANNE
23	Panamá	Nat'l	10/17/86 10/19/86	Transformation of S & L in Stock Stock Companies	41	IASLU	RHUDO/SA BUN
24	Venezuela	Nat'l	11/07/86 11/08/86	Secondary Mortgage Markets	51	IASLU	RHUDO/SA
25	Colombia	Reg'l	02/18/87	Relevant Experience in Secondary Mortgage Markets	106	Conslt	RHUDO/SA BCH
26	Panamá	Reg'l	03/16/87 03/18/87	Marketing for S & L	31	IASLU	RHUDO/SA
27	Ecuador	Nat'l	03/19/87 03/20/87	Marketing for S & L	26	IASLU	RHUDO/SA
28	Argentina	Reg'l	04/22/87 04/24/87	Major obstacles in Low Cost Housing Production	66	Conslt	RHUDO/SA
29	Colombia	Reg'l	06/24/87 06/26/87	Informal Sector Analysis on Interinstitutional Actions	78	Conslt	RHUDO/SA BCH
30	Uruguay	Reg'l	10/19/87 10/21/87	Redefinition of Housing Deficit	155	Conslt	RHUDO/SA BCH/ALIDE

<u>No.</u>	<u>Location</u>	<u>Type</u>	<u>Dates</u>	<u>Title</u>	<u>Participants</u>	<u>Trainer</u>	<u>Organizer</u>
31	Bolivia	Nat'l	04/29/88 04/30/88	First Congress of Bolivian Urban Institutions	96	LACT	RHUDO/SA
32	Ecuador	Nat'l	09/17/88 09/18/88	The Informal Housing Sector and the urban development process. The case of Ecuador.	123	Conslt	RHUDO/SA BCO.CENTRAL
33	Colombia	Reg'l	09/29/88	The role of non-traditional organization in providing housing finance for the informal sector. The case of Colombia.	70	Conslt	RHUDO/SA BCN
34	Brazil	Reg'l	10/04/88 10/06/88	Informal sector. Cooperation and participation for the resolution of urban problems.	60	Conslt	RHUDO/SA EN-NAP- IBAN-CEF
35	Argentina	Reg'l	10/28/88 10/29/88	Presentation in the First Interamerican Housing Cooperatives Congress	400	Conslt	ASIMCOVI
36	Argentina	Reg'l	12/01/88 12/02/88	Cooperation and participation for housing and basic services for the urban poor. The case of Argentina	161	Conslt	RHUDO/SA CECOVIRA
37	Peru	Nat'l	12/--/88	Housing Finance System of Peru Technical Assistance	N/A	IAMU	IAMU
38	Ecuador	Reg'l	02/06/89 02/08/89	First Institutional Network Meeting	40	LATC	RHUDO/SA
39	Peru	Reg'l	03/--/89	Development of the Interamerican Housing Statistics System		IAMU	IAMU
40	Colombia	Reg'l	04/26/89 05/02/89	Presentations in the Habitat Festival in Cartagena	N/A	LATC	Central Mortgage Bank
41	Colombia	Reg'l	05/31/89 06/02/89	Public and Private Financial Resources for Urban Development in Small and Medium Size Cities of Latin America and the Caribbean.	23	Conslt	IULA-CELCABEL Cartagena Municipality
42	Colombia	Reg'l	06/--/89	Development of the Municipal Successful Experiences Data Bank	N/A	LATC IULA	IULA-CELADEL
43	Peru	Reg'l	06/21/89 06/23/89	First Regional Seminar of the Latin American Housing Statistics Center.	20	LATC IAMU	IAMU

<u>No.</u>	<u>Location</u>	<u>Type</u>	<u>Dates</u>	<u>Title</u>	<u>Participants</u>	<u>Trainer</u>	<u>Organizer</u>
44	Ecuador	Reg'l	07/16/89 07/18/89	Housing, Urban Land and Basic Services for the Urban Poor in intermediate cities of Latin America and the Caribbean	47	Const	IULA-CELCADEL Cuenca Municipality
45	Colombia	Reg'l	07/23/89 07/25/89	Successful Experiences in Municipal Management of Housing and Urban Development Projects for the Urban Poor	94	Const	IULA-CELCADEL Bogotá Municipality
46	Ecuador	Nat'l	N/A	Ecuador Savings and Loan Case Study Research	N/A	IAMU	IAMU
47	Ecuador	Nat'l	09/26/89 09/28/89	Presentation in ANE Workshop on Technical Assistance Design and Implementation for Local Governments	16	ANE	ANE INFODEN
48	Argentina	Reg'l	10/19/89	Second Institutional Network Meeting	35	LATC	LATC
49	Argentina	Reg'l	10/20/89 10/21/89	Interamerican Conference on Housing for the Urban Poor as Integration Factor	200	LATC ASINCOVI	LATC
50	Ecuador	Nat'l	11/10/88 11/12/88	Presentation in the XXVI Convention of the Ecuadorian Savings and Loan System	54	ANNE	ANNE
51	Ecuador	Nat'l	06/09/89 06/10/89	Presentation in the Savings and Loan Directors and Managers National Seminar	32	ANNE	ANNE
52	Ecuador	Reg'l	10/01/89 10/20/89	Presentation in SACDEL's Training Course in Municipal Finance for Latin America Intermediate Cities	44	Const	IULA GTZ WB
53	Peru	Reg'l	11/01/89 11/03/89	First Latin American Housing Policy Forum	58	IAMU LATC	IAMU
54	Ecuador	Nat'l	11/29/89 11/30/89	National Seminar on Municipal Development	98	LATC	Municipa- lity of Cuenca
55	Ecuador	Nat'l	12/29/89	Revision of Infrastructure Standards Workshop	N/A	BEDE WASH	BEDE WASH
56	Argentina	Reg'l	02/12/90 02/13/90	TA to SIPROVIS on the design of terms of reference for the development of a case study.	N/A	LATC	LATC

<u>NO.</u>	<u>LOCATION</u>	<u>TYPE</u>	<u>DATES</u>	<u>TITLE</u>	<u>PARTICIPANTS</u>	<u>FINANC</u>	<u>VENUE/USE</u>
57	Bolivia	Nat'l		National Seminar on Housing Finance	56	FORVI	LATC FORVI
58	EEUU	Reg'l	02/28/90	III International Shelter Conference Advisory Committee	15	NAR	NAR
59	Panama	Nat'l	03/07/90 03/10/90	Plan Chorrillo Workshop	86	LATC	LATC Caja de Ahorros
60	Honduras	Nat'l	03/11/90	Evaluation of RHUDO/CA Municipal Development Seminar	30	INCAE	INCAE RHUDO/CA
61	Ecuador	Nat'l	03/23/90	Cost Recovery of Basic Services Workshop	N/A	BEDE WASH	BEDE WASH
62	EEUU	Reg'l	04/25/90 04/30/90	III International Shelter Conference	N/A	NAR	NAR
63	EEUU	Reg'l	04/28/90	III Network Meeting	28	LATC	LATC
64	Ecuador	Nat'l	04/19/90	Housing Finance Policy Workshop First Phase	30	LATC	LATC/GT2 Ministry of Finance
65	Ecuador	Nat'l	04/ /90	Cost Recovery in Water Service Workshop	N/A	BEDE WASH	BEDE WASH
66	Chile	Nat'l	N/A	National Seminar on Municipal Law	N/A	LSSC	LSSC Embassy
67	Bolivia	Nat'l	05/16/90 05/18/90	The Role of the Private Sector in Urban Development	45	IDEA	USAID Mission ASOBUR PROA
68	Ecuador	Nat'l	05/31/90	Urban Poverty and Economic Growth Workshop (Guayaquil)	18	LATC	LATC
69	Ecuador	Nat'l	04/17/90	Project Evaluation Techniques Workshop	N/A	BEDE WASH	BEDE WASH
70	Ecuador	Nat'l	06/05/90	Urban Poverty and Economic Growth Workshop ( Quito )	N/A	LATC	LATC
71	Ecuador	Nat'l	06/06/90	Housing Finance Policy Workshop Second Phase	14	LATC	LATC
72	Costa Rica	Reg'l	05/04/90 05/22/90	Presentation in SACDEL's Training Course in Municipal Finance for Latin American Intermediate Cities	34	LATC	IULA/GT2 WB/IFAM