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TO 2030



Montevideo

CCBP JSP

Montevideo

The City

Official name: **Montevideo City Council**
Region: **Latin America**
Country: **Uruguay (Oriental Republic of Uruguay)**
Mayor: **Mario Bergara**
Population: **1.3 million**
Municipal movement: **Member of the UCLG Presidency**

City's Attribute

Montevideo combines strong municipal public-service capacity, a long-standing cooperative housing tradition and institutional experience in land governance and neighborhood upgrading. These conditions enable integrated and participatory territorial interventions addressing structural urban segregation and unequal access to housing, infrastructure and public space.

Integrated and participatory urban regeneration for vulnerable areas

To improve living conditions and reduce urban segregation through integrated territorial interventions in vulnerable neighborhoods.

Starting date: **1990s**
Status: **Ongoing**

Description

The Montevideo Habitat Program is a long-term territorial transformation strategy led by the Intendencia de Montevideo to address structural urban segregation through integrated neighborhood upgrading, public land governance and cooperative housing policies.

The mission combines infrastructure upgrades, housing improvement, sanitation, drainage, public-space regeneration and environmental interventions within coordinated territorial frameworks targeting vulnerable urban areas and informal settlements. A central component is the Departmental Land Bank (*Cartera de Tierras*), which enables proactive acquisition and allocation of serviced urban land for social and cooperative housing through instruments such as expropriation, debt compensation and pre-emption rights.

The program also institutionalizes co-governance mechanisms with cooperative housing federations through the Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*), aligning public land policy with organized social demand. Together, these instruments enable coordinated, place-based interventions integrating land policy, housing access, infrastructure investment and community participation within a single territorial strategy.

UCLG Partnership: iied International Institute for Environment and Development · Hub for Housing Justice

Mission-Oriented Transformation

Mission Statement

Reconfiguring access to urban land, housing and public services through an integrated territorial system that reduces socio-spatial inequality.

Challenge Addressed

Urban segregation in Montevideo is not the result of isolated deficits, but the outcome of a structural configuration in which land markets, housing provision and public service delivery operate as fragmented and weakly coordinated systems.

The current urban model reproduces inequality through unequal access to well-located land, segmented housing systems, a disconnect between infrastructure investment and social demand and fragmented governance across sectors and levels. As a result, spatial inequality becomes entrenched and self-reinforcing across generations.

Montevideo currently has 345 informal settlements comprising approximately 37,429 dwellings and an estimated 133,086 inhabitants, reflecting persistent territorial exclusion and unequal access to infrastructure, services and urban centrality.

This confirms that the challenge is not only physical, but systemic: the way the city produces land, housing and services is itself generating segregation.

The Solution Proposed

The mission drives a systemic transformation of Montevideo's urban development model, shifting from fragmented interventions to a coordinated territorial system that aligns land governance, housing production and neighborhood-level service delivery. Rather than delivering isolated projects, Montevideo is restructuring the rules, instruments and governance mechanisms that shape access to urban opportunities. This transformation is articulated through three structural system shifts:

System shift 1
From land as commodity
to land as public infrastructure
The consolidation of a Departmental Land Bank (*Cartera de Tierras*) establishes land as a strategic public asset, enabling proactive management, acquisition and allocation of well-located urban land for social and cooperative housing. This includes:

- Land acquisition through expropriation, pre-emption and debt compensation, expanding municipal capacity to secure strategic land for public-interest purposes
- Strategic land-reserve planning
- Legal anchoring of departmental land policy through Decree No. 24.654, providing regulatory stability and institutional legitimacy to the land-governance framework

System shift 2
From housing delivery to housing co-production
Through the institutionalization of the Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*), Montevideo establishes a co-governance mechanism for land allocation, aligning public land policy with organized social demand from cooperative housing federations. This enables:

- Transparent and participatory land allocation
- Strengthening of collective housing-production models
- More equitable access to urban land

System shift 3
From isolated projects to integrated territorial systems
The mission deploys integrated neighborhood transformation models (e.g. ABC + Barrios), combining infrastructure, housing improvement, public space and social services within a single territorial logic based on participation. This enables:

- Coordinated and place-based sequencing of interventions
- Coordination across sectors and institutions
- Responses adapted to the specific conditions of each neighborhood

While housing policy remains largely a national competence, the mission leverages subnational capacities to actively shape access to well-located land and facilitate housing production through territorial instruments. By triggering neighborhood-scale transformations, it addresses both immediate housing needs and the structural territorial conditions that reproduce inequality.
Together, these system shifts enable the transition from fragmented sectoral interventions toward an integrated territorial operating model that reconfigures how land, housing and urban services are governed, planned, allocated and delivered across the city.

Innovation and added value
Montevideo's approach shifts from fragmented, sector-based interventions to an integrated territorial operating model that aligns land policy, housing provision, infrastructure and community participation within a single governance framework. Its innovation lies in moving from project-based actions to a permanent institutional architecture for urban inclusion, enabling coordinated and place-based responses to structural urban segregation.
The added value is built on three elements: a consolidated public land-management system, participatory allocation mechanisms and adaptive territorial governance tools. Together, these enable citywide strategic coherence while supporting context-sensitive neighborhood interventions.

Integrated approach
The mission operates through a fully integrated framework:

- **Environmental dimension**
  Integration of drainage systems, sanitation networks, water management and environmental restoration measures reduces climate-related risks — particularly flooding and water contamination — while improving environmental quality and living conditions in vulnerable neighborhoods.
- **Economic dimension**
  Combination of land policy instruments, public subsidies, microcredit mechanisms and cooperative housing models facilitates access to adequate housing and strengthens local economic resilience. These instruments also generate economic activity linked to construction, neighborhood upgrades and community-based initiatives.
- **Social dimension**
  Improvement of living conditions through access to adequate housing, neighborhood upgrades and sustained community participation in decision-making and implementation. Health, care and social support services are integrated through territorial coordination, reinforcing their impact within a broader systemic intervention framework.
- **Urban / Physical dimension**
  The mission strengthens the urban and physical dimension through integrated territorial interventions aimed at reversing socio-spatial fragmentation and reconnecting peripheral areas with the consolidated urban fabric. Interventions combine streets, public lighting, sanitation, drainage, public space and housing improvement, while supporting settlement upgrading, urban regularization and improved accessibility. The activation of the Departmental Land Bank expands access to well-located and serviced urban land — particularly in central and intermediate areas — through instruments such as expropriation, debt compensation and pre-emption rights. Together, these actions improve territorial connectivity, reduce fragmentation and promote more integrated urban development patterns.
- **Cross-cutting dimension**
  Participatory governance mechanisms and multilevel coordination structures enable adaptive, place-based and territorially differentiated implementation. This includes co-governance platforms, permanent territorial teams and coordination with national institutions and public service providers, ensuring policy coherence and operational integration across sectors and scales.

Transformation ecosystem

Who co-delivers the mission?

The mission operates through a multilevel ecosystem led by the Intendencia de Montevideo, combining municipal leadership, national public institutions, decentralized territorial structures, cooperative housing federations, community participation, academic support and international technical cooperation.

The ecosystem currently involves 18 identified stakeholders across 4 main sectors: 12 public-sector institutions, 1 academic institution and 5 private and civil society actors.

Private Sector

FUCVAM – Federación Uruguaya de Cooperativas de Vivienda por Ayuda Mutua

- Cooperative housing development experience
- Community-based land management knowledge
- Proposals and initiatives linked to the Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*)
- Collaboration in implementation of the Departmental Land Bank policy
- Contribution to democratization of access to land

FECOVI – Federación de Cooperativas de Vivienda por Ahorro Previo

- Technical and organizational expertise in cooperative housing
- Support for affordable and sustainable housing solutions
- Contribution to Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*) governance mechanisms
- Promotion of transparent access to public land

Plan de Vivienda Sindical

- Organization of worker-led cooperative housing demand
- Promotion of affordable housing for working families
- Participation in the Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*)
- Support for cooperative housing implementation

COVIPRO – Federación de Cooperativas de Viviendas de Propietarios

- Support to cooperative housing mobilization
- Participation in Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*) governance processes
- Promotion of community-oriented land allocation
- Contribution to cooperative housing implementation

Academic and Scientific Sector

Facultad de Ciencias – Universidad de la República

- Knowledge transfer and training for local residents
- Technical support in community-based environmental and urban waste projects
- Applied knowledge contribution in neighborhood-level interventions, particularly in Malvín Norte

Civil Society

Gurises Unidos

- Facilitation of youth participation
- Creation of inclusive spaces for young residents
- Support for neighborhood improvement processes
- Contribution to intergenerational equity and community ownership

Legend

Level

Local · Subnational · National · Supranational · International

Participation

Information · Consultation · Co-design · Implementation · Decision-making · Governance

Public Sector

Ministerio de Desarrollo Social (MIDES)

- Support for social policies linked to vulnerable households
- Contribution to employment- and education-related policies
- Support for social management in selected interventions
- Integration of social inclusion measures within territorial programs

Administración Nacional de Usinas y Trasmisiones Eléctricas (UTE)

- Planning and upgrading of electricity infrastructure
- Expansion of service coverage in intervention areas
- Support for public lighting improvements
- Contribution to territorial consolidation processes

Municipalities and Centros Comunales Zonales (CCZs)

- Territorial coordination at the neighborhood level
- Support to local implementation processes
- Link between municipal government and communities
- Territorial prioritization and proximity governance
- Facilitation of participation and service coordination

Intendencia de Montevideo

- Strategic leadership of the mission
- Coordination across municipal departments and external partners
- Mobilization and management of institutional resources
- Oversight of implementation and monitoring processes
- Direction of the mission toward reducing socio-spatial segregation

Ministerio de Salud Pública (MSP)

- Integration of preventive and community-based health policies
- Support for mental health and institutional responses to problematic substance use
- Public health coordination in vulnerable neighborhood contexts

Ministerio de Vivienda y Ordenamiento Territorial

- Financing of housing projects
- Alignment of national housing policy with local territorial interventions
- Support for access to housing solutions
- Complementary resources for housing production and improvement

Administración Nacional de Educación Pública (ANEP)

- Planning and adaptation of educational facilities
- Adjustment of education service coverage linked to relocation and territorial interventions
- Support for equitable access to education in vulnerable neighborhoods

Instituto del Niño y Adolescente del Uruguay

- Coordination of policies focused on children and adolescents
- Support for care services and early childhood programs
- Planning and adaptation of specialized facilities
- Integration of child protection and care services into territorial interventions

Concejos Vecinales

- Citizen participation in neighborhood-level interventions
- Contribution to co-design and prioritization processes
- Local monitoring and feedback mechanisms
- Democratic participation through formally recognized neighborhood structures

Obras Sanitarias del Estado (OSE)

- Planning and extension of potable water networks
- Improvement of sanitation infrastructure
- Support for environmental upgrades
- Contribution to improved living conditions in intervention areast

Ministerio del Interior

- Coordination of security and coexistence dimensions linked to territorial interventions

UNDP – United Nations Development Programme

- Procurement support for consultants
- Technical assistance linked to implementation processes

Role

Leadership / Coordination · Financing / Co-financing · Policy alignment · Technical expertise / Knowledge sharing · Infrastructure / Equipment contribution · Civic engagement / Advocacy

Governance architecture

Montevideo's mission is governed through a territorial coordination model that aligns municipal leadership, national public institutions, decentralized governance structures, cooperative housing actors and neighborhood-level participation.

Leadership

Montevideo City Hall provides strategic leadership through two main decision-making bodies: the Social Cabinet and the Territorial Cabinet. These bodies bring together key departments — urban development, social development, environmental management, planning, mobility, interinstitutional coordination, metropolitan coordination and municipal development — and define objectives, territorial priorities, intervention criteria and resource allocation. They also enable continuous adjustment of the strategy based on implementation progress and emerging territorial needs.

In parallel, the Territorial Strategy operates as a structured coordination space within the Urban Development Department — including public space, land and habitat, and the Land Access Management Unit — designed to overcome fragmented interventions. This framework promotes evidence-based territorial prioritization and alignment across institutions and interventions.

Coordination structure

Coordination operates across three interdependent levels, ensuring coherence between design, implementation and monitoring:

Strategic–institutional level

Policies and decisions are aligned between the Intendencia, Centros Comunales Zonales (CCZs) and Municipalities (administrative districts within the city), ensuring coherence between citywide and local strategies.
This level also coordinates with national institutions and public service providers (MVOT, OSE, UTE, INAU, MIDES and MSP) through framework agreements and specific cooperation mechanisms. These arrangements enable coordinated investments, territorial prioritization and alignment across housing, infrastructure, public services and social protection policies.

Operational–territorial level

Multidisciplinary municipal teams with a permanent territorial presence implement interventions, ensuring integration between infrastructure, housing and social programs. Municipalities, mayors and municipal councils contribute local knowledge and territorial prioritization, adapting interventions to neighborhood realities.

Formal governance and coordination instruments

The governance model is supported by institutionalized instruments that ensure continuity, transparency and coordination capacity:

- Interinstitutional Cabinets (Social and Territorial): strategic decision-making bodies
- Territorial Strategy: framework for territorial prioritization and coordination of interventions
- Participatory spaces (Mesas Barriales[1], Intercomisiones[2]): structured participation and monitoring mechanisms
- Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*): formal co-governance mechanism for land allocation between the Intendencia and cooperative housing federations (Resolution 3386/09)
- Framework agreements and cooperation agreements with national institutions and utilities (MVOT, OSE, UTE, INAU), enabling coordinated territorial implementation

[1]A space for dialogue and collaboration among residents, community organizations and institutions, placing people and neighborhoods at the center in order to develop projects based on an integrated public response

[2]Participatory spaces for dialogue and community activation that divide the intervention area into local roundtables. This approach enables work grounded in neighborhood challenges and the collective search for solutions.

Community level (co-decision)

Structured participatory mechanisms — including Mesas Barriales and Intercomisiones — enable residents, organizations and institutions to participate in diagnosis, prioritization and monitoring processes. These spaces combine technical knowledge with community-based expertise and support continuous territorial feedback.

Feedback

The governance system incorporates continuous learning and adaptive management mechanisms:

- Community feedback is collected through Mesas Barriales and Intercomisiones
- Territorial teams report implementation progress, operational challenges and emerging needs
- Institutional coordination bodies periodically review information and adjust priorities, interventions and resource allocation accordingly

Public action and service transformation

Strategic role of the regional government
Montevideo City Hall has evolved from a predominantly sector-based service provider into a system coordinator and strategic urban actor, integrating land policy, housing access, infrastructure, social programs and territorial governance within a unified intervention framework. This represents a shift from fragmented sectoral action toward an integrated territorial model combining direct provision, market shaping and system coordination.

Direct provision – transforming urban areas physically

The departmental government ensures the direct provision of urban infrastructure, public services and public space within its competencies, directly transforming vulnerable neighborhoods. It oversees sanitation, drainage, roads, lighting and public-space improvements, while supporting housing upgrades in informal and precarious settlements. In parallel, it acts as an enabler of housing access through public policy instruments coordinated with national housing policies.

Market shaping – reconfiguring access to land and housing

Montevideo City Hall actively shapes the urban land and housing system through land management and acquisition instruments, including the Departmental Land Bank, expropriation mechanisms, debt compensation and pre-emption rights. By mobilizing serviced urban land and intervening in consolidated areas, it expands access to land and housing opportunities for population groups excluded from the formal market.

System coordination – alignment of actors, policies and investments

The departmental government acts as a system articulator, aligning land policy, housing provision, infrastructure, social programs and territorial governance within a shared operational framework. It integrates national institutions, municipal departments, Municipalities, cooperative housing actors and public service providers to ensure coherent and territorially coordinated implementation.

This evolution reflects a transition from fragmented urban intervention toward a mission-oriented governance model, where local government simultaneously delivers services, reshapes urban markets and coordinates the territorial system to address structural urban segregation.

Public services and instruments mobilized
The mission mobilizes a broad set of city hall departments and decentralized governance structures, enabling an integrated, cross-sectoral and territorially coordinated approach across land, housing, infrastructure, social development and urban governance.

Core functions: land, housing and territorial planning

- **Urban Development Department:** leads urban planning, regulation and land management, promoting sustainable, integrated and equitable urban development.
  It covers access to land, housing, public space, green areas and environmental upgrading of watercourses, integrating innovation and cross-cutting approaches such as gender equality and sustainability.
- **Land and Habitat Division:** manages the Departmental Land Banks and implements housing and habitat policies, including stock maintenance, relocation processes and regularization of informal settlements, in coordination with the Ministry of Housing and Territorial Planning (MVOT).
- **Public Spaces Division:** responsible for the creation, regeneration and maintenance of public spaces, including urban furniture, sculptural heritage, green areas and urban tree infrastructure.
- **Land Access Management Unit:** responsible for land acquisition, mobilization and allocation, ensuring the availability of serviced urban land for public and social purposes.
- **Public Lighting Division:** responsible for the planning, installation and maintenance of urban lighting systems, contributing to safety, accessibility and the quality of public space.
- **Planning Department:** defines territorial planning guidelines, land-use regulation and urban morphology frameworks to guide structured and sustainable urban development

Urban infrastructure and services

- **Environmental Development Department:** responsible for sanitation systems, drainage, environmental management and watercourse interventions.
- **Cleaning and Waste Management Division:** manages solid waste collection and urban environmental quality.
- **Mobility Department:** responsible for streets, accessibility and neighborhood connectivity.

Social inclusion and territorial development

- **Social Development Department:** implements social policies, territorial inclusion strategies and support programs in vulnerable areas.
- **Health Division:** coordinates community health actions at the neighborhood level.
- **Territorial social programs:** implement integrated interventions in vulnerable urban areas.

Decentralization, participation and territorial co-governance

- **Municipal Development and Participation Advisory Division:** coordinates with Municipalities and supports decentralized governance.
- **Municipalities:** responsible for local government functions, territorial prioritization and political coordination at the sub-city level.
- **Centros Comunales Zonales (CCZs):** ensure permanent territorial presence and proximity-based service delivery, acting as the operational interface between citizens and municipal services.

Barriers addressed

The mission faces interrelated institutional, territorial, economic and environmental barriers that reinforce urban fragmentation and limit integrated action. These barriers demonstrate that the challenge is not only physical, but also linked to governance, information and resource-allocation systems.

Information

Limited interinstitutional data sharing and lack of integrated platforms hinder policy coordination and cross-sector alignment.

Technological

Insufficient digital tools for integrated spatial analysis and data-driven decision-making limit real-time coordination.

Political / Institutional

Fragmented multilevel governance and political changes reduce policy continuity and long-term implementation capacity.

Legal

Strong private property regimes restrict access to and mobilization of urban land for public interest.

Economic

Limited fiscal space constrains investment in infrastructure, land mobilization and housing production.

Environmental

Infrastructure deficits, drainage limitations and flood risks increase intervention complexity and costs.

Social

Persistent inequality, informality and vulnerability challenge participation and inclusive urban consolidation.

Enabling conditions

The mission is enabled by a system structured around four pillars: **land governance, multilevel governance, co-production and territorialization**. Together, these combine structural land control, coordinated institutions, social capacity and sustained on-the-ground implementation.

Land governance

- **Legally anchored departmental land policy**: The Departmental Land Bank is supported by a formal legal framework (Decree No. 24.654), ensuring long-term public control, continuity and transparency in land management.
- **Consolidated departmental land bank**: Publicly managed land enables proactive intervention and access to well-located, serviced urban land.

Multilevel coordination

- **Decentralized governance structure**: Municipalities enable proximity-based governance, strengthening local coordination and territorial responsiveness.
- **Multilevel institutional coordination**: Agreements with MVOT, MIDES, OSE, UTE and other institutions support integrated delivery of housing, infrastructure and social services.

Territorial presence

- **Multidisciplinary territorial teams**: Permanent on-the-ground teams ensure continuous community engagement, adaptive management and real-time coordination.
- **Integrated territorial intervention model**: A consolidated operational framework combining infrastructure, housing, public space and social interventions at the neighborhood level.

Co-production

- **Institutionalized co-governance through Solidarity-based Revolving Fund (Fondo Rotatorio Solidario – FoRoSo)**: A formal platform for shared decision-making between the Intendencia and cooperative housing federations, aligning land allocation with organized social demand.
- **Strong cooperative housing tradition:** Long-standing cooperative federations provide social capacity, technical knowledge and organized demand for collective housing solutions (FUCVAM, FECOVI, PVS, COVIPRO).
- **Public-community partnership mode**l: The Municipality facilitates land access, the Ministry supports housing financing and communities contribute labor, savings and collective organization.
- **Participatory governance mechanisms**: Rondas Barriales and other participatory spaces support citizen involvement in decision-making, monitoring and neighborhood-level implementation.

Geographic coverage and multilevel scope

Geographic scope

The mission is implemented through a citywide territorial strategy with interventions concentrated in vulnerable urban areas across Montevideo. It operates across multiple scales — including plots, households, neighborhoods and territorial systems — enabling targeted interventions while contributing to broader urban transformation processes.
Montevideo has approximately 345 informal settlements, comprising around 37,429 dwellings and 133,086 inhabitants.
Within this broader context, the mission focuses on around 100 priority settlements selected according to territorial vulnerability, environmental risk, infrastructure deficits and the feasibility of integrated interventions coordinated with existing municipal programs and investments.

Levels involved and operational scope

- **Local / Departmental level**
  Montevideo City Hall oversees implementation of integrated urban interventions and provides strategic leadership andterritorial coordination across Municipalities and Centros Comunales Zonales (CCZs).
- **National level**
  Regulatory frameworks, housing policies, public utilities and social services are coordinated through institutions including MVOT, OSE, UTE, MSP, ANEP, INAU and the Ministry of the Interior.
- **International level**
  The mission engages in international knowledge exchange and policy learning with other Latin American cities, urban networks and international cooperation actors, while leveraging technical cooperation support from partners such as UNDP.

Investment and resources mobilized

Total investment already mobilized

$73.91 million

Mobilized up to 31 December 2025

- Montevideo City Hall: $72.15 million
- Ministerio de Vivienda y Ordenamiento Territorial (MVOT): $1.76 million

Planned investment

$47.78 billion

Planned for 2026–2030

- Montevideo City Hall budget: $ 45.83 million
- National Government budget: $ 1.94 million

Beyond investment: resources mobilized

Beyond direct financial investment, the mission mobilizes institutional, territorial, technical and community-based resources essential for implementation.

Public assets and operational structures

- Municipal public land managed through the Departmental Land Bank
- Existing territorial service infrastructure, including community facilities and local public-service networks
- Permanent territorial teams and decentralized governance structures operating at the neighborhood level

Human resources and institutional capacity

- Departmental staff and multidisciplinary municipal teams involved in implementation
- Technical and operational capacity across land management, housing, infrastructure and social programs
- Continuous territorial coordination through Municipalities and Centros Comunales Zonales (CCZs)

Partnerships, governance systems and technical knowledge

- Cooperation with Universidad de la República (Udelar) for research, training and technical support
- Technical assistance and cooperation support from UNDP
- Participatory governance mechanisms involving neighborhood organizations and community actors

Community and cooperative capacity

- Organized cooperative housing networks contributing technical expertise, social mobilization and implementation capacity
- Community participation in neighborhood upgrading, maintenance and collective territorial management

Total investment estimated investment up to 2030

121.69 million

- Investment already mobilized up to 2025: $ 73.91 million
- Planned investment for 2026–2030: $ 47.78 million

People reached

Direct beneficiaries

49,984 people

and

13,773 households

Have been reached through integrated territorial interventions in vulnerable neighborhoods, including but not limited to informal settlements.

Total beneficiaries

49,984 people

Key outcomes and quantitative information

Key outcomes

- Reconfiguration of access to urban land for social and cooperative housing through the consolidation of the Departmental Land Bank and associated land-management instruments.
- Expansion of integrated neighborhood upgrading interventions combining infrastructure, housing, environmental improvements and public space within coordinated territorial frameworks.
- Institutionalization of a co-governed land–housing system through the Solidarity-based Revolving Fund (Fondo Rotatorio Solidario – FoRoSo) and related coordination mechanisms between the Intendencia and cooperative housing federations.
- Strengthening of multilevel territorial governance through coordination between municipal departments, Municipalities, CCZs, national institutions and public utilities.
- Transition from fragmented sector-based intervention toward a mission-oriented urban governance model integrating land policy, housing, infrastructure, social programs and territorial governance.

Relevant data and indicators

Territorial scope and coverage

- 345 informal settlements identified in Montevideo
- 37,429 dwellings located in informal settlements
- 133,086 inhabitants living in informal settlements
- Around 100 settlements included in the territorial strategy
- More than 73 neighborhoods under intervention
- 49,984 people reached through integrated interventions
- 13,773 households reached through integrated interventions

Land and housing instruments

- More than 400 public land plots managed through the Departmental Land Bank since the 1990s
- Approximately 12,000 housing units enabled since the 1990s
- 78 cooperatives benefited from land-access mechanisms between 2020 and 2025
- 62 cooperatives acquired properties directly
- 16 cooperatives have received land pending formal transfer
- Approximately 2,574 housing units enabled between 2020 and 2025

Settlement upgrading and infrastructure

- 20 settlement regularization processes implemented between 2020 and 2025
- 17 relocation processes implemented between 2020 and 2025
- 56 infrastructure works implemented between 2020 and 2025

Settlement upgrading and infrastructure

- 478 loans granted between 2020 and 2025
- $ 4.02 million in loans granted
- 199 non-repayable subsidies granted between 2020 and 2025
- $ 1.23 million in non-repayable subsidies granted

Systemic transformation

The mission is driving a structural transformation of Montevideo's urban development model by repositioning land, housing and public services as components of an integrated territorial system.

Land-system transformation → Public control over strategic land

The combination of the Departmental Land Bank and co-governed allocation mechanisms enables long-term public control over strategic urban land, reshaping land markets and expanding access to well-located housing for population groups excluded from the formal market.

Urban intervention model shift: From isolated projects to integrated territorial systems

Fragmented sectoral interventions are progressively being replaced by coordinated, place-based neighborhood interventions integrating housing, infrastructure, public space, environmental upgrading and social programs within a shared territorial framework.

Governance transformation: From sectoral management to co-governed territorial coordination

Decision-making is increasingly structured through formal co-governance mechanisms — including the Solidarity-based Revolving Fund (*Fondo Rotatorio Solidario – FoRoSo*), Mesas Barriales and Intercomisiones — strengthening coordination between municipal departments, national institutions, cooperative housing actors and communities.

Transformation of the public sector role: From service provider to system orchestrator

Montevideo City Hall has evolved from a predominantly sector-based service provider into a system coordinator and market shaper, aligning land policy, infrastructure investment, housing programs and territorial governance within a unified framework aimed at reducing structural urban segregation.

Contribution to global agendas

How local action advances global commitments



Synthesis table

Global Framework	Priority Theme	Measurable Territorial Outcome
Agenda 2030 **6** contributions	SDG 1 – No Poverty	49,984 people and 13,773 households have been reached through integrated territorial interventions in vulnerable urban areas.
	SDG 6 – Clean Water and Sanitation	Drainage, sanitation and water-management interventions improve access to basic services in vulnerable settlements.
	SDG 10 – Reduced Inequalities	Around 100 informal settlements are included within a coordinated territorial strategy addressing urban segregation and unequal access to services.
	SDG 11 – Sustainable Cities and Communities	More than 400 public land plots have enabled approximately 12,000 housing units through the Departmental Land Bank.
	SDG 16 – Peace, Justice and Strong Institutions	Solidarity-based Revolving Fund (Fondo Rotatorio Solidario – FoRoSo), Mesas Barriales and Intercomisiones institutionalize participatory governance and co-decision in territorial interventions.
	SDG 17 – Partnerships for the Goals	Coordination with MVOT, OSE, UTE, MSP, ANEP and INAU enables integrated implementation across housing, infrastructure and social services.
UN Six Transitions **2** contributions	Climate Change, Biodiversity Loss and Pollution	478 housing-improvement loans and 199 non-repayable subsidies support housing access and territorial inclusion.
	Jobs and Social Protection	56 infrastructure and environmental upgrading interventions integrate drainage, sanitation and resilience measures in vulnerable urban areas.
New Urban Agenda **3** contributions	Social Inclusion	Integrated territorial interventions improve access to housing, services and public space in vulnerable neighborhoods.
	Urban Prosperity	78 housing cooperatives benefited from public land allocation mechanisms, enabling approximately 2,574 housing units.
	Environmental Sustainability	Environmental upgrading and watercourse interventions strengthen resilience in areas exposed to flooding and infrastructure deficits.

Global Framework	Priority Theme	Measurable Territorial Outcome
UCLG Local Social Covenant **3** contributions	New Essentials	Streets, lighting, drainage, sanitation and public-space improvements were implemented across more than 73 neighborhoods under intervention.
	Climate Justice	Environmental interventions reduce territorial vulnerability in historically underserved urban areas.
	Public Health	Improved sanitation and environmental conditions contribute to healthier living environments in vulnerable settlements.
UCLG Pact for the Future **3** contributions	People	Integrated neighborhood upgrading improves housing conditions, infrastructure and public space in vulnerable urban areas.
	Planet	Integrated land, housing and infrastructure interventions promote more resilient and environmentally sustainable territorial development patterns.
	Government	Decree No. 24.654 legally anchors municipal land policy, while the Departmental Land Bank consolidates long-term public control over strategic urban land.

Replicable solutions

Cartera de Tierras

Departmental land bank system

Permanent public departmental land management system that identifies, acquires and reserves urban land for social and cooperative housing. It integrates proactive land acquisition tools (expropriation, debt compensation, pre-emption) with strategic land reserve planning to ensure access to well-located serviced land and includes mechanisms such as debt-based land recovery and strategic land reserve management.

Creation of a permanent public land reserve linked to social objectives, combining proactive acquisition tools and allocation mechanisms to secure access to well-located land.

FoRoSo

Co-governance mechanism for land allocation

Institutionalized co-governance platform between the Municipality and cooperative housing federations that defines transparent criteria for allocating land from the Departmental Land Bank, based on social demand and collective housing production models.

Creation of formalized co-decision mechanisms that link public land management with organized social demand, enabling transparent, redistributive and socially anchored allocation of urban land.



Mesas Barriales & Intercomisiones

Territorial co-governance system

Structured participatory governance system at the neighborhood level that enables co-design, prioritization and monitoring of interventions by residents, organizations and institutions.

Institutionalization of community co-decision mechanisms within formal urban governance systems, ensuring continuous participation and embedding local knowledge into territorial planning and implementation.

ABC + Barrios

Integrated neighborhood transformation model

Place-based urban upgrading model that integrates infrastructure, housing improvement, public space, environmental interventions and social policies through coordinated territorial action at the neighborhood scale.

Implementation of place-based upgrading platforms that combine physical, social and institutional interventions through coordinated neighborhood-level action.



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