

MANAGEMENT EVALUATION METHOD FOR PLANS, PROGRAMS AND PROJECTS OF MUNICIPAL DECENTRALIZED AUTONOMOUS GOVERNMENTS (GADM) OF ECUADOR

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Abstract: The Territorial Development and Ordering Plan (PDOT) is the responsibility of the Decentralized Autonomous Governments GADs at their different levels of government so that the State can order the territory and transfer resources, this being the main budgetary source; on the other hand, it is the financing of the GADs through their own resources (property taxes, rates, and special contributions for improvements, among others), frequently destined for current spending and specific requests from sectors; frequently investments that do not respond to the planning or real needs identified in the diagnoses and participatory processes of the territory. The present investigation is part of the regulations and technique that is mandatory for the Municipal GADs, applied to an evaluation through a case study (PDOT 2020 - 2030 of the GADM of Riobamba) in terms of management procedures and prioritization in which consider some parameters that show the progress of these planning tools. The law of scarcity is also applied, which arises from the insufficiency of various resources that are considered essential for the human being, which allows prioritizing investment based on planning and available budget. The evaluation carried out strengthens and improves the actions of public institutions, helping in parallel to respond to the real demands of their territories.

Keywords: territorial planning, project evaluation, decentralized autonomous governments, public administration, or territorial planning, public policy.

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1. Introduction

Research on a method of evaluation of management of plans, programs and projects of Decentralized Municipal Autonomous Governments of Ecuador is a necessity within the scope of territorial planning, territorial ordering (OT).

In the 90s, the need for external financing, makes the country must apply the monetary policies issued by the International Monetary Fund and World Bank, with emphasis on the system of privatization of public services, in 1994 the National Council for the Modernization of the State is created, attached to the Presidency of the Republic, to promote State modernization, decentralization, divestments, privatizations, concessions and State reform; in 1998 it is replaced by the Planning Office (ODEPLAN) which was in charge of public situational / strategic planning, for a period of stability, growth and adjustments.

This marks a milestone to incorporate territorial planning with planning, however, there was a rupture of development objectives in relation to the different types of realities of the territory, and even less a coordination of objectives with the different levels of government since it lacked a planning policy. In 2010, the National Decentralized Participatory Planning System (SNDPP) was consolidated. Since 2008, "planning will guarantee territorial planning and will be mandatory in all decentralized autonomous governments." SENAPLADES is abolished, and the Technical Secretariat of Planning "Planifica Ecuador" is created, as an entity of public law, with legal personality, endowed with administrative and financial autonomy, attached to the Presidency of the Republic, in charge of national planning in an integral manner and of all the components and instruments of the System, as well as of exercising the Technical Secretariat of the National Decentralized System of Participatory Planning. "The GADs must also take into account a series of parameters that allow them to make better decisions within their territories, trying to meet the needs prioritized by the technical instruments and the needs of the territories." (CONSTITUTION OF THE REPUBLIC OF ECUADOR, 2008) (Regional Observatory for Development Planning in Latin America and the Caribbean, 2023)

According to the TECHNICAL SECRETARIAT OF PLANNING "PLANIFICA ECUADOR" (2020), the Municipal GADs must prepare investment projects so that they can be transferred resources from the General State Budget, which must be aligned to the different levels of planning.

With the aforementioned background, it can be verified that the national policy applied in accordance with the economic and social circumstances of each era, influenced the planning of the sectional governments, over the years, the municipalities have been forced to improve their technical and management capacity.

The present study has as context the regulations and techniques that are mandatory for Municipal GADs, so an evaluation is proposed through a case study (PDOT 2020 - 2030 of the GADM of Riobamba) in terms of management and prioritization procedures in which some parameters that evidence the progress of these planning tools are considered, Reason why during the development of the work this and other tools will be taken into account such as: public policy, territorial planning, projects, public investment, territorial planning plan and monitoring, which will allow to elucidate the aspects of evaluation referenced.

2. Materials and Methods

To develop this study, the management method of plans, axes and projects of the PDOTs applicable to the municipal GADs was chosen as a method of evaluation of the management of plans, axes and projects of the PDOTs applicable to the municipal GADs. This method has a qualitative, non-experimental, exploratory approach, which tries to describe, understand, characterize and evaluate the application of PDOTs in a Canton, since it considers relevant parameters of each of these

regulatory and technical planning instruments described, which are mandatory use of GAD's. Figure 1 shows the matrix used for the management evaluation of the current situation of the Strategic Plans.

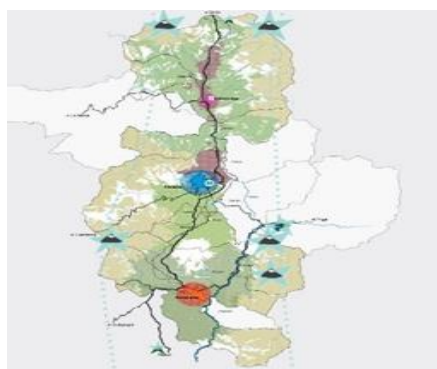
Figure 1. Image of the management evaluation matrix of the current situation of the Strategic Plans

Método de evaluación para planes, programas y proyectos												
NO.	EJES	No.	Proyectos	Objetivos del Plan Nacional de Desarrollo	Aporte del programa a la planificación de la zona sierra centro	Competencias exclusivas del GAD	Priorizado por el Consejo de Planificación Cantonal	Participación ciudadana	Aprobado por el Consejo Cantonal	Aplicación de la normativa de Gestión de Riesgo de la Contraloría General del Estado	Alineamiento a las directrices de la Secretaría de Planificación	TOTAL

The following characterization was also taken into account:

As shown in figure 2, the Ecuadorian mountains are crossed from north to south by the Andes Mountains, constituting one of the four natural regions of our country, characterized by its impressive mountainous elevations, volcanoes and snow-capped mountains. Among the most important are Cotopaxi, Chimborazo and Tungurahua from which their respective provinces take their name, the same ones that are part of the Sierra Centro Region of Ecuador.

Figure 2. Satellite image showing the Sierra Centro Region



3. Results

Each province and cantons have their own development dynamics, however, they share the same planning regulations that to some extent should be aligned and coordinated.

The management evaluation method was approached through the following diagnostic elements:

- Knowledge of the regulations that focus on territorial planning and that are mandatory for Municipal GADS
- Concordance with the objectives of the National Development Plan
- Contribution to Territorial Planning of the Central Sierra Zone

- Exclusive Competences of the GAD.
- Prioritized by the Cantonal Planning Council
- Citizen Participation Processes
- Approved by the current Cantonal Municipal Council POA
- Application of the Risk Management regulations of the Comptroller General of the State
- Alignment with the guidelines of the National Planning Council (Technical Planning Secretariat)
- Evaluation and analysis of the information resulting from this process

4. CASE APPLICATION: GADM OF RIOBAMBA

Totalize the parameters horizontally to evaluate the score obtained from each Development Axis identified in the Cantonal Plan

CASE APPLICATION: GADM OF RIOBAMBA: DEVELOPMENT AND TERRITORIAL PLANNING PLAN 2015-2030 (Municipal Government of Riobamba Canton, 2018)

5. ENVIRONMENTAL AXIS

As can be seen in Table 1, within the Environmental Axis, there is 1 project achieved, and 3 projects with medium management, with possible risk of being executed in its entirety at the end of the period; The cultural axis has 2 projects achieved, 8 projects with medium management with risk of being executed in their entirety at the end of the administration period, 7 projects were executed at minimum levels; the axis of economic development: 8 projects achieved, 3 projects in medium management with risk of being executed in their entirety at the end of the period, and the last axis: mobility, energy and connectivity: has 2 projects achieved, 4 projects in medium management with risk of having follow-up and of being executed in their entirety at the end of the period, 5 that are not executed.

Table 1. Management Evaluation Matrix of the Current Situation of PDOTs

NO.	EJES	No.	Proyectos	Objetivos del Plan Nacional de Desarrollo	Aporte del programa a la planificación de la zona sierra centro	Competencias exclusivas del GAD	Priorizado por el Consejo de Planificación Cantonal	Participación ciudadana	Aprobado por el Concejo Cantonal	Aplicación de la normativa de Gestión de Riesgo de la Contraloría General del Estado	Alineamiento a las directrices de la Secretaría de Planificación	TOTAL	CALIFICACION
	AMBIENTAL	1	Manejo integral de residuos	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		2	Conservación y manejo de los ecosistemas frágiles del Cantón	5,00	1,00	5,00	5,00	5,00	5,00	0,00	2,50	28,50	
		3	Mejoramiento de la calidad ambiental	5,00	1,00	5,00	5,00	5,00	5,00	0,00	2,50	28,50	
		4	Manejo integral de residuos	5,00	1,00	5,00	5,00	5,00	0,00	0,00	2,50	23,50	

6. ANDJE CULTURAL PARTNER

Table 2. PDOT Current Situation Management Evaluation Matrix

NO.	EJES	No.	Proyectos	Objetivos del Plan Nacional de Desarrollo	Aporte del programa a la planificación de la zona sierra centro	Competencias exclusivas del GAD	Priorizado por el Consejo de Planificación Cantonal	Participación ciudadana	Aprobado por el Consejo Cantonal	Aplicación de la normativa de Gestión de Riesgo de la Contraloría General del Estado	Alineamiento a las directrices de la Secretaría de Planificación	TOTAL	CALIFICACIO
	SOCIO CULTURAL	1	Desarrollo Integral de grupos de atención prioritaria	5,00	1,00	5,00	5,00	5,00	###	2,50	2,50	31,00	
		2	Programa de atención a personas con discapacidad	5,00	0,00	0,00	5,00	5,00	###	2,50	2,50	25,00	
		3	Programa de fortalecimiento de los barrios	2,50	0,00	5,00	5,00	5,00	###	2,50	2,50	27,50	
		4	Fomento de la cultura, arte, historia, deporte, turismo, gastronomía y tradición de la cultura del cantón Riobamba	5,00	1,00	5,00	5,00	5,00	###	2,50	2,50	31,00	
		5	Programa interculturalidad e identidad cantonal	5,00	1,00	5,00	5,00	5,00	###	2,50	0,00	28,50	
		6	Programa de atención al migrante	5,00	1,00	0,00	5,00	5,00	###	2,50	2,50	26,00	
		7	Prevención en Salud a grupos vulnerables	5,00	1,00	0,00	5,00	5,00	###	2,50	0,00	23,50	
		8	Programa de Educación	5,00	1,00	0,00	5,00	5,00	###	2,50	0,00	23,50	
		9	Derechos Humanos	5,00	0,00	0,00	5,00	5,00	###	2,50	0,00	17,50	
		10	Asesoría legal ciudadana	2,50	0,00	0,00	5,00	0,00	###	2,50	0,00	15,00	
		11	Identificación y conocimiento del patrimonio del Cantón Riobamba	5,00	1,00	5,00	5,00	0,00	###	2,50	0,00	18,50	
		12	Estudios de conservación en el patrimonio	5,00	1,00	5,00	5,00	0,00	###	2,50	2,50	21,00	
		13	Intervenciones emblemáticas del patrimonio de Riobamba	5,00	1,00	5,00	5,00	0,00	###	2,50	2,50	21,00	
		14	Mejoramiento de espacios públicos el centro histórico y bienes patrimoniales	5,00	1,00	5,00	5,00	5,00	###	0,00	2,50	23,50	
		15	Revitalización de inmuebles privados en el centro histórico	5,00	1,00	5,00	5,00	0,00	###	0,00	0,00	16,00	
		16	Conservación de monumentos	2,50	1,00	5,00	5,00	0,00	###	2,50	2,50	23,50	
		17	Seguridad patrimonial	5,00	1,00	5,00	5,00	0,00	###	0,00	0,00	16,00	
		18	Participación en patrimonio	5,00	1,00	5,00	5,00	0,00	###	0,00	2,50	18,50	
		19	Educación del patrimonio en Riobamba	2,50	1,00	0,00	5,00	0,00	###	0,00	2,50	11,00	

7. EJE OF ECONOMIC DEVELOPMENT

Economic development is important for municipal governments, which is given by the great responsibility for the growth and prosperity of their community. The main objective in economic terms is reflected in that it creates a favourable environment for business, promoting employment, increasing investment and thus encouraging long-term economic growth.

Table 3. PDOT Current Situation Management Evaluation Matrix

NO.	EJES	No.	Proyectos	Objetivos del Plan Nacional de Desarrollo	Aporte del programa a la planificación de la zona sierra centro	Competencias exclusivas del GAD	Priorizado por el Consejo de Planificación Cantonal	Participación ciudadana	Aprobado por el Consejo Cantonal	Aplicación de la normativa de Gestión de Riesgo de la Contraloría General del Estado	Alineamiento a las directrices de la Secretaría de Planificación	TOTAL	CALIFICACIO
	DESARROLLO ECONÓMICO	1	Programa de promoción turística del cantón Riobamba	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		2	Programa de mejoramiento de la comercialización en el cantón Riobamba	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		3	Programa de impulso al crecimiento industrial del cantón Riobamba	5,00	1,00	5,00	5,00	5,00	0,00	2,50	2,50	26,00	
		4	Programa de formación promoción y desarrollo de las actividades productivas de la economía popular y solidaria.	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		5	Programa de fomento a la cultura del emprendimiento	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		6	Ordenamiento del territorio para el crecimiento organizado del Cantón Riobamba	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		7	Atención continua de la obra pública en la zona urbana y rural del cantón	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		8	Plan de equipamientos para el cantón	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		9	Programa de incremento sostenible de la cobertura de servicios básicos de calidad	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		10	Construcción de sistemas que promuevan la equidad social y garanticen el ordenamiento urbano.	5,00	1,00	5,00	5,00	5,00	0,00	2,50	2,50	26,00	
		11	Plan Integral Cantonal de Gestión de Riesgos y vulnerabilidades	5,00	1,00	5,00	5,00	5,00	0,00	0,00	0,00	21,00	

The various measures that can be taken in this regard are specified as follows:

Strategic planning: Develop strategic plans that define the long-term economic vision, objectives and priorities of the municipality. This allows establishing a framework for decision-making, resource selection and identification of economic opportunities.

Investment promotion: Identify and attract potential investors, by promoting tax incentives, facilitating paperwork and creating adequate infrastructure for business development.

Promotion of entrepreneurship: Establish training, mentoring and financing programs for local entrepreneurs, in order to encourage the creation of new businesses and the generation of employment.

Infrastructure development: Invest in public infrastructure, such as roads, public transport, parks and cultural centers, that improve the quality of life of citizens and promote economic development.

Promotion of education and training: Establish education and training programs that develop technical and professional skills, to improve labor competitiveness and increase the added value of local production.

In short, the economic development of municipal governments is crucial to the prosperity of their communities.

8. MOBILITY AXIS ENERGY AND CONNECTIVITY

Based on the evaluation matrix in Table 4, we can state that:

Mobility, energy and connectivity turned out to be important in the management of the municipal government, since they are directly related to the quality of life of citizens and the sustainable development of the city. As relevant aspects on the influence of this issue in municipal government we can highlight:

Mobility: mobility is a key factor in urban development, as it influences accessibility, road safety, pollution and energy consumption. Municipal governments have a responsibility to ensure safe and sustainable mobility for citizens, through the planning of public transport, the construction and maintenance of adequate infrastructure and the promotion of non-polluting means of transport such as cycling or walking. In addition, it is important that municipal governments work together with regional and national authorities to ensure integrated and coherent mobility.

Energy: Energy is a fundamental resource for the economic and social development of the city, but it is also one of the main contributors to the emission of greenhouse gases and other pollutants. Municipal governments can contribute to the transition towards a more sustainable energy model by promoting the use of renewable energies, promoting energy efficiency and developing energy management policies in public and private buildings. It is also important that municipal governments work on citizen awareness and education on energy, to promote more responsible and sustainable consumption.

Connectivity: connectivity is essential for the economic and social development of the city, as it facilitates access to information and communication between people and businesses. Municipal governments have a responsibility to ensure adequate and quality connectivity for all citizens, through investment in telecommunications infrastructure and the promotion of technological innovation. In addition, it is important that municipal governments work on eliminating the gap

Table 4. Management Evaluation Matrix of the Current Situation of PDOTs

NO.	EJES	No.	Proyectos	Objetivos del Plan Nacional de Desarrollo	Aporte del programa a la planificación de la zona sierra centro	Competencias exclusivas del GAD	Priorizado por el Consejo de Planificación Cantonal	Participación ciudadana	Aprobado por el Consejo Cantonal	Aplicación de la normativa de Gestión de Riesgo de la Contraloría General del Estado	Alineamiento a las directrices de la Secretaría de Planificación	TOTAL	CALIFICACION
	MOVILIDAD, ENERGIA Y CONECTIVIDAD	1	Plan Integral de Movilidad y transporte	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		2	Promoción de espacios saludables y zonas recreativas	5,00	1,00	5,00	5,00	5,00	5,00	2,50	2,50	31,00	
		3	Programa de conectividad cantonal	5,00	1,00	0,00	5,00	5,00	5,00	2,50	2,50	26,00	
		4	Participación ciudadana	5,00	1,00	5,00	5,00	5,00	0,00	2,50	0,00	23,50	
		5	Transparencia y participación ciudadana	5,00	0,00	5,00	5,00	5,00	0,00	2,50	0,00	22,50	
		6	Responsabilidad social	2,50	0,00	0,00	5,00	0,00	0,00	2,50	0,00	10,00	
		7	Plan de Comunicación Institucional	2,50	0,00	0,00	5,00	0,00	5,00	2,50	0,00	15,00	
		8	Articulación internacional, gestión de recursos y Cooperación al desarrollo	5,00	0,00	5,00	5,00	0,00	0,00	2,50	0,00	17,50	
		9	Mejoramiento de la eficiencia administrativa municipal	5,00	1,00	5,00	5,00	0,00	0,00	2,50	0,00	18,50	
		10	Fortalecimiento de la Imagen Institucional	2,50	0,00	0,00	5,00	0,00	0,00	2,50	0,00	10,00	
		11	Programa de Investigación, y transferencia de tecnología	5,00	1,00	0,00	5,00	5,00	5,00	0,00	2,50	23,50	

9. Discussion

The design of the proposed method for management evaluation of the current situation of the Strategic Plans, considering that "the new requirements have forced to create different patterns of behavior, to design a new public operating system and to propose a new philosophy of action: the new public management", considering that it is necessary to control the Management (Prado Lorenzo José Manuel, 2002)

The planning of municipal Decentralized Autonomous Governments (DAGs) is essential for the development and growth of cities and communities at the local level. This planning is carried out through the elaboration of development and territorial ordering plans, which contain a long-term vision and strategies for urban development, land management, mobility, infrastructure and the environment, among other aspects.

In the planning of municipal GADs, the needs and demands of the population must be considered, as well as the resources available for their implementation. For this reason, citizen participation is essential for the identification of community problems and priorities, and for the definition of objectives and goals to be achieved. In addition, planning must be in line with national development policies and plans to ensure coherence and complementarity in governance.

Finally, it is important to emphasize that planning is not a static process, but must be constantly updated and adapted according to changing needs and circumstances. This requires a constant and systematic evaluation of the results and progress obtained, and the identification of new opportunities and challenges for local development.

Development and land use plans are tools used by governments and local authorities to plan land use and urban and rural development in a given geographical area. These plans focus on the organization of the territory, the use of natural resources, land management and the promotion of equity and social inclusion.

The development plan is a strategic document that sets out the goals and objectives of a region in terms of long-term economic, social and environmental growth. This plan includes a series of projects

and policies that seek to improve the quality of life of the inhabitants of the region and promote their sustainable development.

The land use plan, on the other hand, is an instrument that establishes the rules, regulations and guidelines for land use and urban and rural development in a given region. This plan includes the zoning of the territory, the definition of environmental and cultural protection areas, the identification of permitted and prohibited land uses, among other aspects.

Both levels are fundamental for the development and management of cities and regions, as they allow strategic planning of the territory, informed decision-making and coordination between different sectors and actors involved in the development of the region. In addition, these plans promote the efficient and sustainable use of natural resources, the reduction of poverty and inequality and the construction of more equitable, inclusive and resilient cities.

The proposed parameters were applied, supported by the official documents developed by the GADM of Riobamba collected for this research. With the consolidated information, an analysis was carried out using the rating system proposed for each of the parameters, from which it can be established that for the Case Posed: **GADM OF RIOBAMBA, DEVELOPMENT PLAN AND TERRITORIAL ORDERING 2015-2030** (Municipal Government of Riobamba Canton, 2018) the following:

Considering the following environmental axis:

Table 5. Riobamba GADM Management Evaluation

TOTAL PROJECTS	45	100
ADEQUATE	13	28,9
MEDIA	20	44,4
CASUALTY	12	26,7

Of 45 projects proposed within the GADM of Riobamba, most of the projects are evaluated with medium management control, in the case of projects with adequate and low management is almost similar in percentage, that is, projects that were raised within the PDOT, but that did not go through the technical and legal parameters to be executed.

Yes, the environment is a crucial factor influencing the development plans of municipal governments. The economic and social development of a region must be compatible with the conservation and protection of the environment and natural resources. Therefore, development plans must take into account environmental sustainability as a key element for the growth and well-being of the community.

The inclusion of environmental sustainability in the development plans of municipal governments can take different forms, such as:

- ❖ The promotion of sustainable production and consumption practices
- ❖ Conservation and protection of natural resources, such as forests, rivers, lakes and coastal areas
- ❖ Proper management of solid and liquid waste
- ❖ Sustainable urban and territorial planning that considers urban mobility and green public spaces
- ❖ Promoting the use of renewable energy and reducing greenhouse gas emissions
- ❖ Protection of biodiversity and natural ecosystems

In conclusion, the inclusion of environmental sustainability in the development plans of municipal governments is essential to ensure sustainable and equitable economic and social growth, which respects and protects the environment and the natural ones of the region.

In this context, it is concluded that the planning system is quite complex in the country, that the plans, programs and projects, proposed in the PDOT, are not being built under the requirements of the territories that aim at a real development that meets the economic and social needs of its inhabitants; Another pending task is the participation of all sectors, which allows them to first know in depth the regulations to be able to exercise their citizen power, overseers, carrying out a municipal co-management, guaranteeing that investment projects do not respond only to clientelist interests, but on the contrary actively participating in the preparation, execution and evaluation of territorial plans

10. Conclusions


According to the results presented in the research, it can be deduced that it is possible to control management based on administrative principles, taking into consideration the existing regulations around municipal management and verifying whether the initial designs were processes: aligned with national planning, processes that allowed a participatory outreach of civil society, if they were prioritized by the Secretary of Planning, if they are complying with the regulations of the General Comptroller of the State, among other parameters raised here.

The method proposed for evaluating municipal management allows to show that the plans, programs and projects, raised in the PDOT, can respond to an initial legal obligation in each change of "Municipal Administration", also necessary according to the control bodies (Ministry of Finance, Secretary of Planning, Comptroller General of the State) for the transfer of budgetary allocations, possible limitations of additional information such as budget implementation among other impact indicators

This method can be used to develop interventions aimed at improving the management and impact of PDOTs, and improving the use of resources, since these will always be scarce by natural law, they must be used in the best way for the benefit of all social demands.

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