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IDENTIFICATION AND CHARACTERIZATION OF TERRITORIAL PLANNING COUNCILS IN COLOMBIA

IDENTIFICACIÓN Y CARACTERIZACIÓN DE LOS CONSEJOS TERRITORIALES DE PLANEACIÓN EN COLOMBIA

IDENTIFICAÇÃO E CARACTERIZAÇÃO DOS CONSELHOS DE PLANEJAMENTO TERRITORIAL NA COLÔMBIA

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Abstract

The territorial entities in Colombia, mayors, and governorates, must assign advisors who have the responsibility of reviewing, giving a concept, and monitoring the Territorial Development Plans; However, in Colombia, there is no census of the Territorial Planning Councilors (TPC) who participate in the country's participatory planning. Considering this, this research aims to identify and characterize the TPC of the country, using a mixed methodology, based on an exploratory and descriptive method, with two information collection techniques, a survey and a focus group. It was found that there is a need for more work with the appointment of replacements during each period. In addition to this, there is a problem of representation due to a lack of knowledge of the territorial entities and due to overlapping times with the approval of the National Development Plan (NDP) and the approval of the Territorial Plans. A lack of training and splicing process protocols was evident. Regarding characterization, the majority of TPCs are of productive age between 31 and 64 years, and in terms of gender equality, there is evidence of equal representation between men and women, but with a disparity in leadership positions. Finally, recommendations are presented for amending Law 152 of 1994.

Keywords: participatory development; political participation; politic and government; development planning; regional planning.

JEL: O20; O21; R5; R58; R59.

Resumen

Los entes territoriales en Colombia, alcaldías y gobernaciones, deben asignar unos consejeros que tienen la responsabilidad de revisar, dar un concepto y realizar seguimiento a los Planes de Desarrollo Territoriales; sin embargo, en Colombia no hay un censo de los Consejeros Territoriales de Planeación (CTP) que participan en la planeación participativa del país. Teniendo en cuenta lo anterior, esta investigación pretende identificar y caracterizar los CTP del país, utilizando una metodología mixta, basada en un método exploratorio y descriptivo, con dos técnicas de recolección de la información, una encuesta y un grupo focal. Se encontró que hay una dificultad con el nombramiento de los reemplazos durante cada periodo; adicional a esto, hay un problema de representación por desconocimiento de los entes territoriales y por cruce de tiempos con la

aprobación del Plan Nacional de Desarrollo (PND) y la aprobación de los Planes Territoriales. Se evidenció también una falta de capacitación y de protocolos de procesos de empalme. Con respecto a la caracterización, la mayoría de los CTP se encuentra en edad productiva entre los 31 y 64 años y en cuanto a la equidad de género, se evidencia una representación equitativa de hombres y mujeres, pero con una disparidad en las posiciones de liderazgo. Finalmente, se presentan recomendaciones para el ajuste de la ley 152 de 1994.

Palabras clave: desarrollo participativo; participación política; política y gobierno; planificación del desarrollo; planificación regional.

JEL: O20; O21; R5; R58; R59.

Resumo

As entidades territoriais da Colômbia, prefeitos e províncias, devem designar assessores que tenham a responsabilidade de revisar, conceber e monitorar os Planos de Desenvolvimento Territorial; Contudo, na Colômbia não há censo dos Conselheiros de Planejamento Territorial (CTP) que participam do planejamento participativo do país. Tendo isto em conta, esta investigação tem como objetivo identificar e caracterizar o CTP do país, recorrendo a uma metodologia mista, baseada num método exploratório e descritivo, com duas técnicas de recolha de informação, um inquérito e um grupo focal. Verificou-se que existe uma dificuldade na marcação de substitutos em cada período. Além disso, existe um problema de representação devido ao desconhecimento das entidades territoriais e devido à sobreposição de tempos com a aprovação do Plano de Desenvolvimento Nacional (PND) e a aprovação dos Planos Territoriais. A falta de protocolos de treinamento e processo de emenda era evidente. No que diz respeito à caracterização, a maioria dos CTP tem idade produtiva entre 31 e 64 anos e em termos de igualdade de género, há evidências de representação igual entre homens e mulheres, mas com disparidade em posições de liderança. Por fim, são apresentadas recomendações para adequação da lei.

Palavras-chave: desenvolvimento participativo; participação política; política e governo; planejamento do desenvolvimento; planejamento regional.

JEL: O20; O21; R5; R58; R59.

Introduction

Article 340 of the Political Constitution of Colombia (1991) establishes that:

There will be a National Planning Council composed of representatives of territorial entities and the economic, social, ecological, community, and cultural sectors. The Council will have a consultative nature and will serve as a forum for the discussion of the National Development Plan. The members of the National Council will be appointed by the President of the Republic from lists presented to him by the authorities and organizations of the entities and sectors referred to in the previous paragraph, and they must be or have been involved in these activities. Their term will be eight years, and every four years there will be a partial renewal as established by law. There will also be planning councils in the territorial entities, as determined by law. The National Council and the territorial planning councils constitute the National Planning System (p. 87).

Law 152 of 1994 from the Congress of the Republic, “Which establishes the Organic Law of the Development Plan,” mentions in Article 35 that “the functions of the Territorial Planning Councils (TPC) are the same as those defined for the National Council, as long as they are compatible” (Law 152, 1994, art. 35). The TPCs are defined in Articles 34 and 35 of Law 152 of 1994 as follows: the TPCs at the departmental, district, or municipal level are composed of people appointed by the governor or mayor from the shortlists submitted by the relevant authorities and organizations, taking into account the composition defined by the Assemblies or Councils, as applicable (Art. 34). The TPCs of the newly created categories of territorial entities established under the current constitution are formed by people appointed by their highest administrative authority, from the shortlists submitted by the relevant authorities and organizations, according to the composition defined by bodies equivalent to the existing administrative corporations in Departments or Municipalities (Umaña and Quilindo, 2018). These Councils must include, at a minimum, representatives from the economic, social, ecological, educational, cultural, and community sectors. To coordinate departmental and municipal planning, representatives from the municipalities will participate in the Departmental Planning Council (Art. 34).

Later, in Article 35, the functions of the TPCs are listed as the same as those of the National Council (Alvarado, 2017). This text was declared unconstitutional by the Constitutional Court through ruling C-524 (2003).

In the literature, the importance of TPCs in participatory planning is highlighted: “They represent civil society and territorial entities, [...] true authors of the script that should guide and orient the course of the country’s economic and social development” (Puentes, 2011, p. 18).

Although the appointment of the 26 National Planning Council members is clear, identifying the Territorial Planning Councilors has not been easy. Their appointment is carried out by mayors and governors, and this information is not requested by the National Planning Department (NPD) or any other state body (Arrieta and Vargas, 2021). Consequently, there is currently no tracking or census of the TPCs in the country, creating a gap in information about the actors involved in participatory planning. As a result, the TPCs have been minimally represented in the scientific literature, leaving little academic basis for reflecting on the role of these agents in the participatory planning process. Some studies worth mentioning include Umaña and Quilindo (2018), Velásquez and González (2010), and Zapata (2013; 2020).

Given the need to strengthen participatory planning in the country through public policy changes, this research aims to answer the following research question: Who are the Territorial Planning Councilors in the country? To this end, a mixed methodology (Latorre et al., 2003; Marshall & Rossman, 2011; Munarriz, 1992; Rodríguez et al., 1996) was used, with two data collection techniques: a survey conducted over a year and a half, between 2021 and mid-2022, which was answered by 1,453 councilors, and a focus group with 120 councilors from across the country. The theoretical framework guiding the research was historical institutionalism as a means of analyzing scenarios from a long-term historical perspective. This theoretical framework helps to understand the characteristics of the institutional development of participatory planning in Colombia. According to Basabe (2007), historical institutionalism focuses on the role of institutions and their economic dynamics, as well as on behaviors, turning points, and evolution, paying attention to both antecedents and later outcomes within an extensive analytical framework, where the main

variable is history. The decisions and behaviors of actors are based on their past dependencies or historical context (Vergara, 2020). “Path dependence” is defined as an institutional routine that reproduces itself over time, always maintaining its core ideas. In other words, institutional and political legacies weigh heavily and are continuously reproduced in history (Boussaguet, 2016; David, 2001; Piña et al., 2017; Valdivieso, 2008). Therefore, in this research, it is crucial to determine the evolution of participatory planning in the country by identifying and characterizing the territorial councilors to analyze the behaviors and decisions surrounding this topic.

This article is divided into three parts. The first outlines the methodology used, the second presents the results, and finally, some conclusions and public policy recommendations are provided.

Methodology

The methodology used for this research was of a mixed nature. On the one hand, a quantitative analysis was carried out through the implementation of a survey called the “Single Registry of Territorial Planning Councils” (National Planning Council [NPC], 2023b), using a platform that consolidated the main information about the councilors and their planning councils. This platform was developed by the NPD and supported by the NPC. The variables used in the survey were selected based on the need to collect demographic, social, gender identity, educational level, and accessibility and knowledge of digital and technological tools. This selection aimed to compare the information already obtained from a previous survey conducted in 2019. The data collection process began in 2021, and the data analyzed in this document covers up to mid-2022, encompassing a total of a year and a half of records at the national level. Descriptive statistical analysis was then conducted on the 1,453 records obtained. On the other hand, after analyzing the numerical data, it was decided to seek qualitative information to verify the results. Therefore, a focus group was conducted on July 14, 15, and 16, 2021. This activity took place during the “Tercer Encuentro Nacional de Planeación Participativa [Third National Participatory Planning Meeting]” in Bogotá (NPC, 2021). The main purpose of the focus group was to understand why and how the people close to the object of the study think the way they do (García & Rodríguez, 2000; Hamui & Valera, 2013; Hernández et al., 2010). Figure 1 below shows an image of the event held at the Tequendama Hotel.

Figure 1

Third National Participatory Planning Meeting.



Source: Image taken from the NPC website.

The objective of the meeting was to develop an agenda that would allow progress in the process of adjusting Law 152 of 1994 and strengthening the National Planning System by jointly building a diagnosis of participatory planning across the national territory. More than 120 Territorial Planning Councilors (TPC) from across the country participated in the meeting. They were organized by region to discuss and reach consensus on the strengths, weaknesses, opportunities, and threats found in their regions for participatory planning at both internal and external levels. Subsequently, a matrix was consolidated with the results, and the quantitative and qualitative results were combined to present the findings and recommendations in this article.

Results

Two main results were identified: the first is the characterization of the Territorial Planning Councils (TPC) in Colombia, and the second presents a diagnosis of participatory planning in the regions.

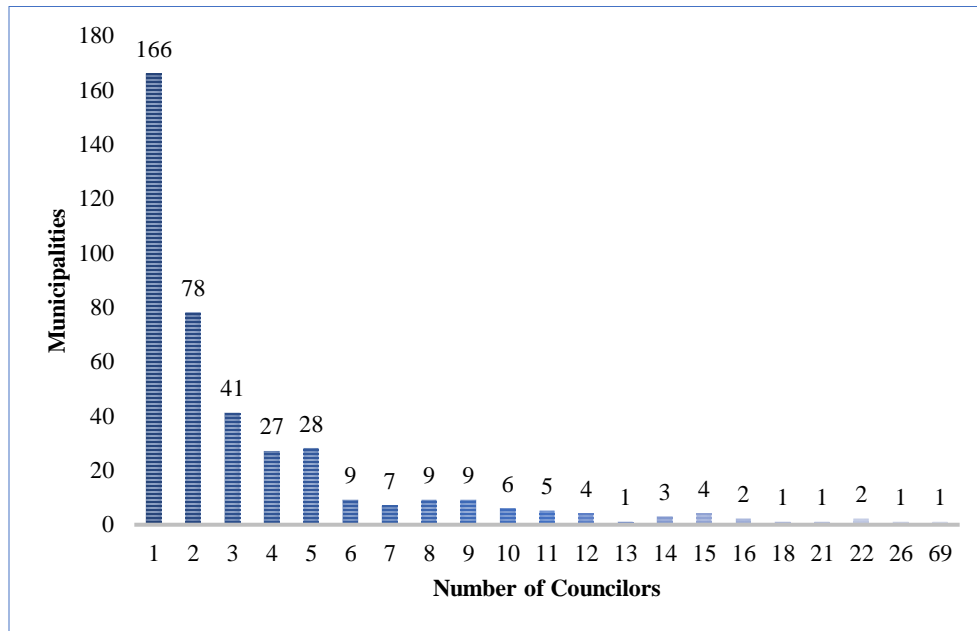
A first characterization of the TPC in Colombia.

This first part identifies the main characteristics of the TPC across the country. The number of councilors per municipality is determined, which is related to the issue regarding the composition

of territorial and national councils, as highlighted in the literature by several authors (Velásquez, 2010; Velásquez & González, 2010). Figure 2 presents the number of councilors per municipality; out of the 1,437 councilors, it was found that they are present in only 405 of the 1,103 municipalities (Departamento Administrativo Nacional de Estadística [DANE], 2023). This reflects what has been noted in the literature and provides a basis for a proposal for improvement.

Figure 2

Councilors by municipality



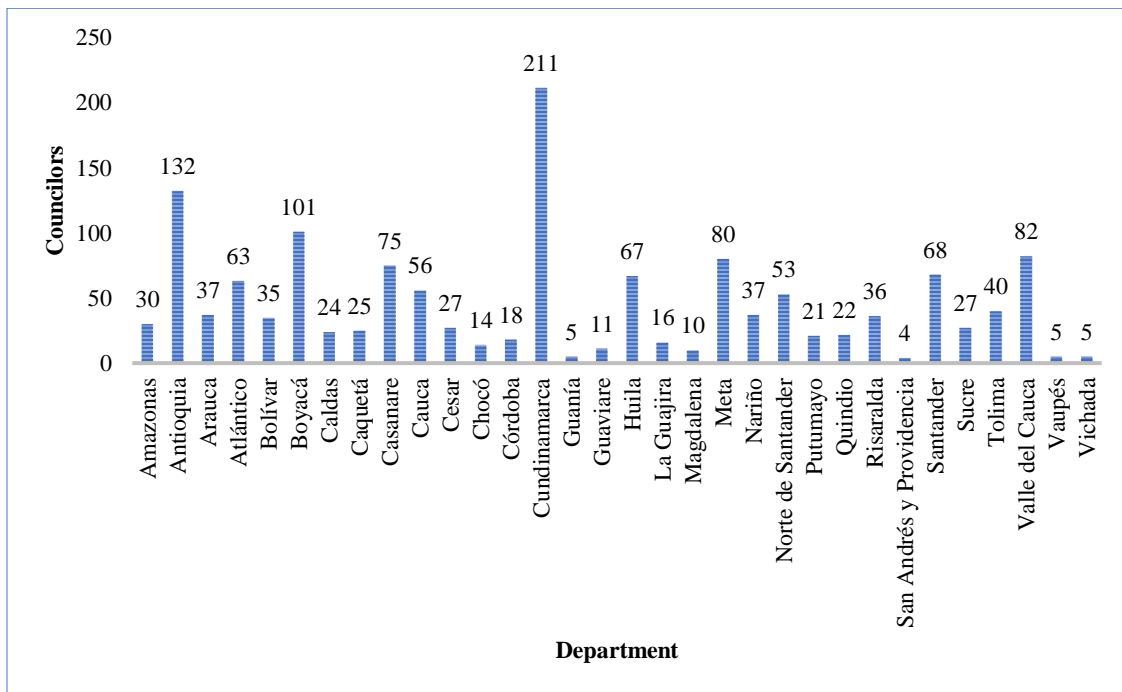
Source: Prepared by the authors.

Out of the 1,437 registered councilors, two do not have useful information about their municipality. These councilors represent 405 municipalities across the 32 departments. Forty-one percent of the municipalities have only one councilor, while 19% and 10% have two and three councilors, respectively. In this case, the recommendation is that there should be at least one councilor for each municipality. In the case of Bogotá, with 69 councilors, it is the municipality with the highest representation. This representation, 17% of the councilors, is appropriate given the number of citizens living in Bogotá compared to the national population. Similarly, the case of Neiva stands out as it is the second municipality with the highest representation, 6%, with 26 councilors. The high number of councilors cannot be explained by the number of citizens represented, as is the

case with Bogotá, and it is worth investigating the reasons for this situation. A similar pattern occurs in the municipality of Granada in Meta, where there are 21 councilors with 5% representation; and in the municipality of Arauca in Arauca, which has 22 councilors. Municipalities in the Amazonas, such as Leticia and Puerto Nariño, with 15 and 14 councilors respectively, also show disproportionate representation, as do the municipalities of Fusagasugá (Cundinamarca) and Agrado (Huila), with 14 and 10 councilors respectively. In contrast, the municipalities of Tunja, Cartagena, Villavicencio, and Popayán have 22, 18, 16, and 16 councilors, respectively. Noteworthy is the fact that Medellín has one fewer councilor, 14, than Envigado, with 15; Barranquilla and Puerto Colombia (Atlántico) show six fewer councilors, nine, than Soledad (Atlántico), with 15; Cali has four and three fewer councilors, eight, than Tuluá, with 12, and Yumbo, with 11; and Pereira has one more councilor, 11, than Santa Rosa de Cabal (Risaralda), with 10. Eight percent of the municipalities represented have 10 or more councilors. The average number of councilors per municipality, in those municipalities with more than one councilor and less than 10, is 3.8%. Figure 3 shows the councilors by department.

Figure 3

Councilors by department



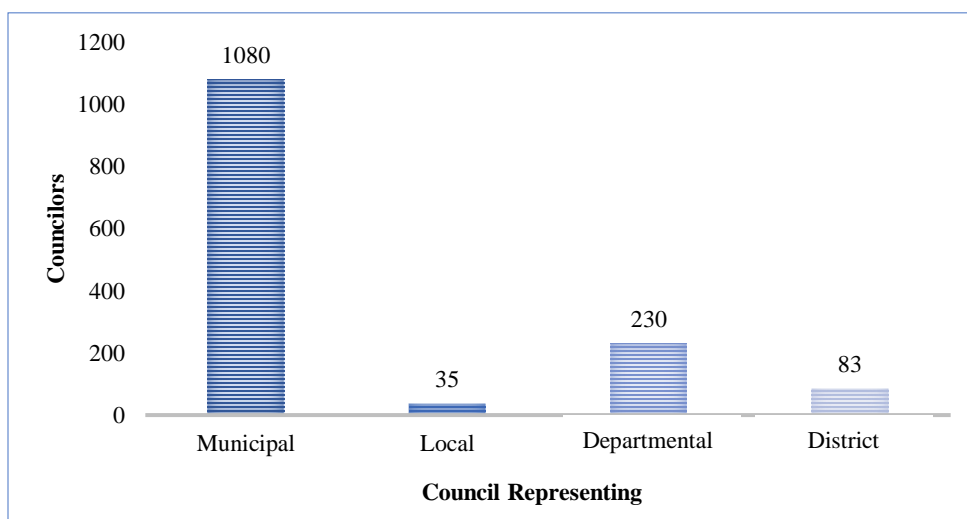
Source: Prepared by the authors.

The department with the highest representation is Cundinamarca, with 211 councilors, followed by Antioquia with 132, Boyacá with 101, Valle del Cauca with 82, Meta with 80, and Casanare with 75. Boyacá, Meta, and Casanare stand out above departments like Atlántico, Santander, or Bolívar, which have larger populations. The departments with the lowest representation are San Andrés and Providencia, Guainía, Vaupés, and Vichada, which is reasonable given their low population. The cases of Amazonas, Arauca, and Guaviare, with 30, 37, and 11 councilors, respectively, are examples of overrepresentation, given their small populations, each accounting for less than 0.5% of the national population. For instance, Magdalena has ten times more inhabitants than Guaviare and six times more than Arauca, yet only has ten councilors.

Figure 4, Representation by council. This representation of the analyzed councilors is divided into five categories: departmental, district, local, municipal, and national.

Figure 4

Representation by council



Source: Prepared by the authors.

The questionnaire that generated the analyzed data was not designed for national councilors; it only considered municipal, local, departmental, and district councilors. The most abundant representation is from municipal councilors, accounting for 75%, followed by departmental councilors with 16%, district, and local councilors, while eight did not report their level of

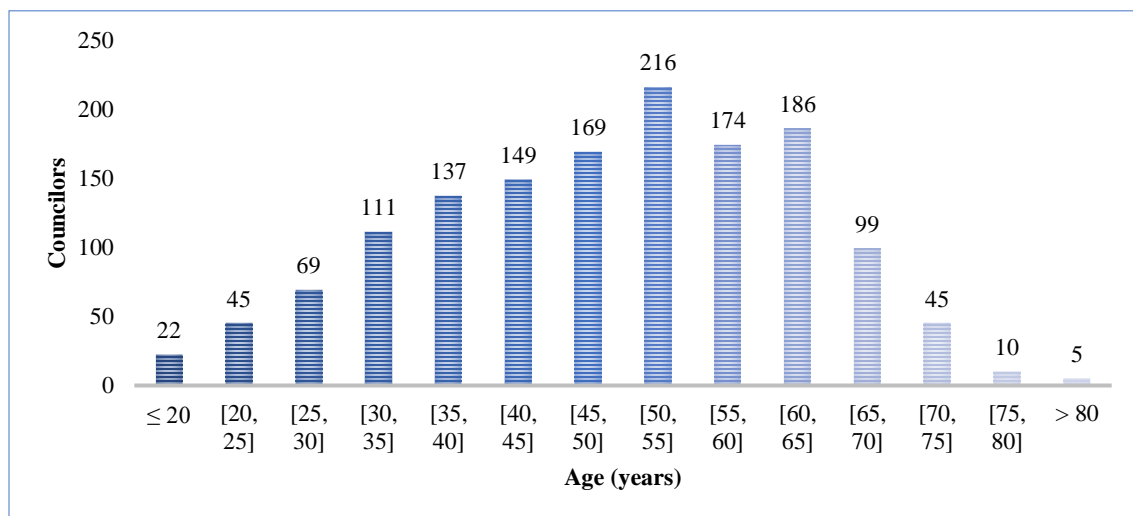
participation. There were no records from the consultative councils of indigenous planning. While the National Planning Council (NPC) is considered the forum for discussing National Development Plans (NDPs), created as a technical tool for the development of countries (Forero et al., 1999), there is no evidence of articulation between the different territorial levels. In Colombia, the NDP is left as a necessary input for territorial programming.

This process can contradict the discourse on the need for a transition between one government and another. Furthermore, when there is a change of political party in power, this transition becomes even more difficult, with efforts to overshadow the results of the previous government (Vargas & Camacho, 2023). This process related to the electoral cycle corresponds to "a top-down, hierarchical, institutionalized model where the national government plays the leading role" (Zapata, 2020, p. 4). In this context, the recommendation would be to adjust the timing and interrelationship between NDPs and territorial plans, aiming to make participatory planning a bottom-up process.

Another interesting characteristic analyzed was the age range of councilors, which was found to range from 18 to 99 years old. Figure 5 below presents this information.

Figure 5

Councilors' Age



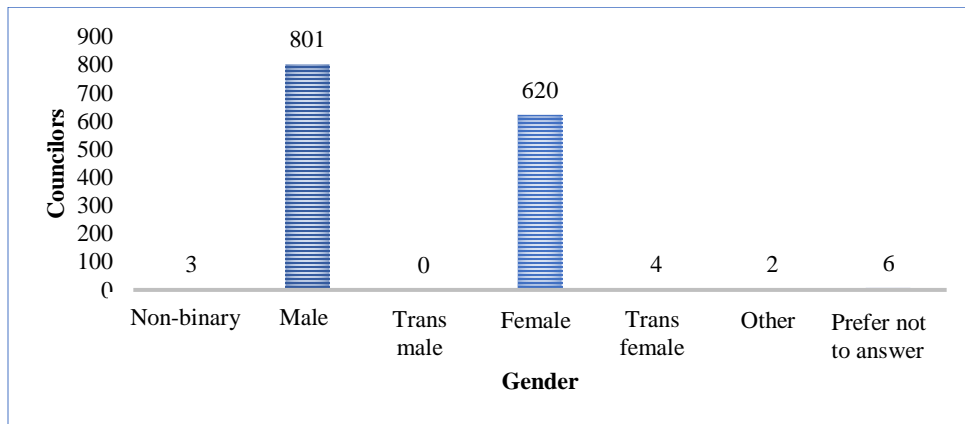
Source: Prepared by the authors.

1.5% of the councilors are under 20 years old, while less than 1% are over 80 years old. The average age of the councilors is 50 years. Those over 65 years old make up 11% of the councilors, and those under 30 years old represent 9% of the councilors. This means that 80% of the councilors are of working age, with several years of experience in their fields of expertise.

Another characteristic analyzed was the gender of the councilors. This is balanced between men and women, with a slight advantage for men. For this reason, the information in Figure 6 is presented using a logarithmic scale to display all categories, as those councilors who do not identify as male or female account for 1%.

Figure 6

Councilors' gender



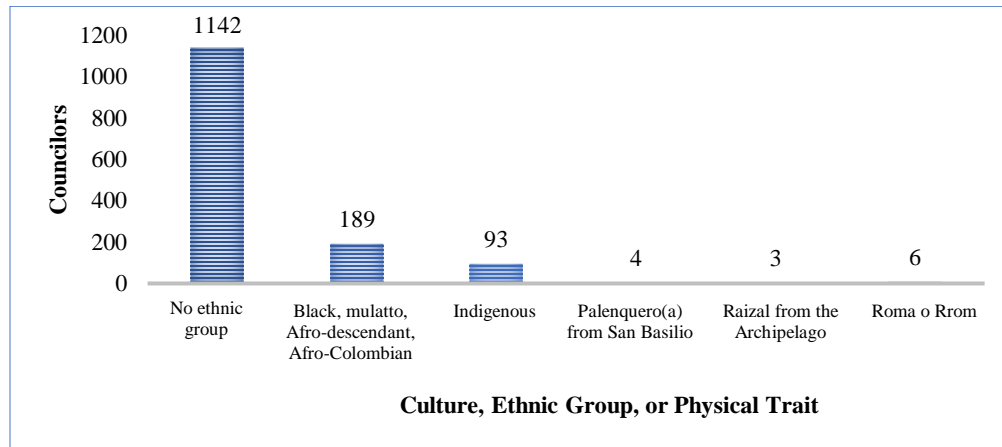
Source: Prepared by the authors.

Men represent 56% of the councilors, with an average age of 50 years, while women represent 43%, with an average age of 49 years. Councilors who do not identify as male or female have an average age of 51 years.

The vast majority of councilors, 79%, report not representing a specific culture, community, or physical trait. For this reason, the information in Figure 7 is presented using a logarithmic scale to display all categories, as those councilors who identify as Black, mixed-race, Afro-descendant, or Afro-Colombian represent 13%, while 6% identify as Indigenous.

Figure 7

Councilors' culture, community, or physical traits



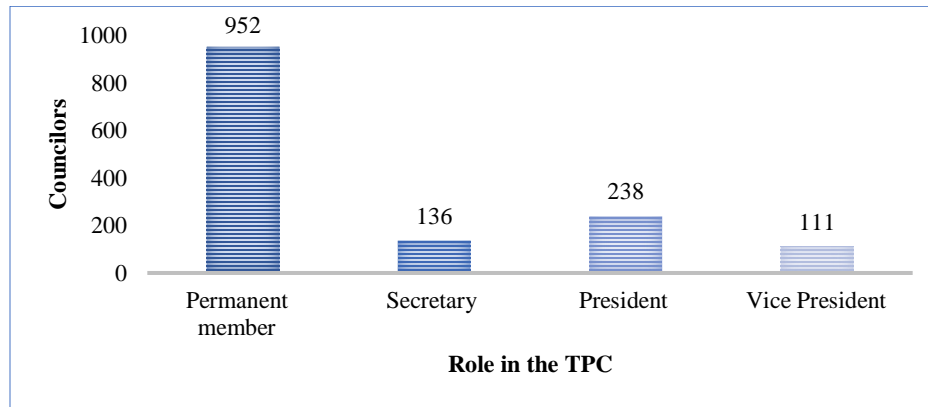
Source: Prepared by the authors.

Just under 1% of the councilors identify as Palenqueros from San Basilio, raizales from the archipelago, gypsies, or Rrom. 7% of the councilors identified as men and Black, mixed-race, Afro-descendant, or Afro-Colombian, with an average age of 51 years, while 6% of the councilors identified as women and Black, mixed-race, Afro-descendant, or Afro-Colombian, with an average age of 49 years. On the other hand, 4% of the councilors identified as men and indigenous, with an average age of 46 years, while 2% of the councilors identified as women and indigenous, with an average age of 48 years.

The role of the councilors is dominated by permanent members, making up 66%. For this reason, the information in Figure 8 is presented using a logarithmic scale to display all categories, as those councilors who hold the role of president make up 17%.

Figure 8

Councilors' role in their TPC



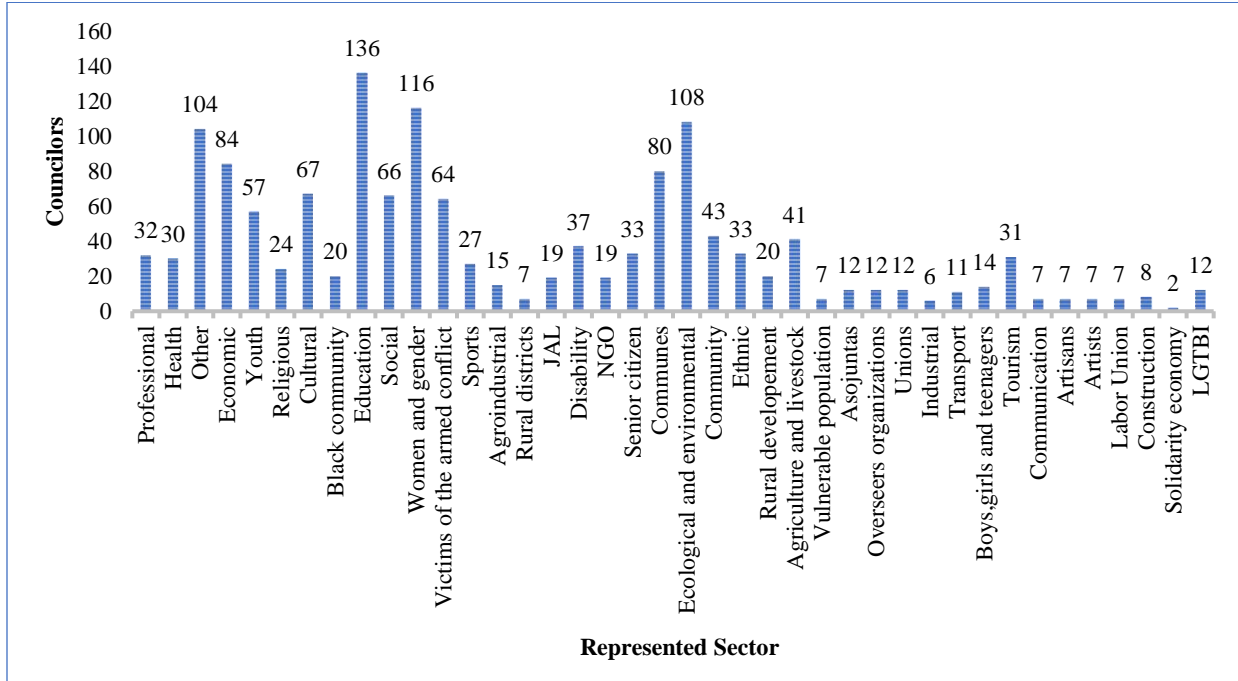
Source: Prepared by the authors.

The average age of male presidents, who make up 11% of the councilors, is 53 years, while female presidents, who represent 6% of the councilors, have an average age of 52 years. There are two councilor-presidents, both over 65 years old, who do not identify as either male or female. 36 councilor-presidents identify as Black, mixed-race, Afro-descendant, or Afro-Colombian, of which 26 are men, with an average age of 52 years, and 10 are women, with an average age of 54 years. Additionally, three female presidents identify as Indigenous, two of whom are over 60 years old, and six councilor-presidents who consider themselves Indigenous, with an average age of 42 years. The vice councilors include 76 men, with an average age of 48 years, and 34 women vice councilors, with an average age of 49 years. 24 vice presidents identify as Black, mixed-race, Afro-descendant, Afro-Colombian, Indigenous, gypsy, or Rrom, of which eight are women, with an average age of 53 years. The remaining 16 male vice councilors have an average age of 46 years. The councilors holding the position of secretary include a transgender woman who is Indigenous and 48 years old; 23 of them identify as Black, mixed-race, Afro-descendant, Afro-Colombian, Indigenous, gypsy, or Rrom, with an average age of 52 years, while the women with these same characteristics number 15, with an average age of 49 years. The rest of the secretaries comprise 62 women with an average age of 44 years and 34 men with the same average age.

The representation of sectors in the TPC is presented in Figure 9.

Figure 9

Sectors represented by the councilors



Source: Prepared by the authors.

The councilors represent 39 major sectors, along with other sectors with lesser representation, each of which is grouped into the "other" category, and is represented in the word cloud (Figure 10), where the size of each sector is proportional to its representation. The sector with the highest representation is Education, comprising 9% of the councilors, followed by the sectors of Women and Gender, and Ecological and Environmental, both at 8% of the councilors, and Economic and Community, at 6% of the councilors.

Figure 10

Word cloud of sectoral representation



Source: Prepared by the authors.

Although the six sectors recognized within the Territorial Planning Councils (CTP) are those with the highest representation (economic, social, ecological, education, culture, and community), there is evidence of the recognition of other sectors such as women and gender, victims of armed conflict, youth, ethnic groups, the elderly, disability, agriculture, tourism, health, transportation, among others.

The 32 sectors with the highest representation are presented in the matrix (Figure 11), showing the number of councilors by department.

Figure 11
Councilors by sector and department

	Ama	Ant	Ara	Atl	Bol	Boy	Cal	Caq	Cas	Cau	Ces	Cho	Cór	Cun	Gna	Gve	Huí	LaG	Mag	Met	Nar	Nds	Put	Qui	Ris	SAP	San	Suc	Tol	VdC	Vau	Vic	
Educación	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Mujer y Género	3	7	2	2	1	4	2	3	5	3	5	0	1	11	0	3	6	2	2	5	3	5	3	1	5	0	8	3	1	8	0	0	
Eco. y Amb.	2	11	2	4	4	4	3	5	2	7	1	1	2	0	1	5	3	1	1	4	7	1	0	3	0	3	0	3	0	3	5	0	0
Económico	4	6	7	1	7	10	1	1	4	2	0	0	4	11	0	1	5	0	1	2	0	5	0	1	0	0	3	1	3	3	1	0	
Comunal	0	4	2	2	4	3	2	2	2	2	4	0	0	0	0	7	2	0	0	2	1	2	2	2	0	4	3	1	1	0	0	0	
Cultural	1	5	1	3	1	2	1	1	0	4	3	6	0	1	1	0	2	0	0	4	1	1	3	1	1	0	1	1	3	4	0	0	
Social	2	8	1	4	2	1	0	0	0	2	2	0	0	0	0	4	0	0	5	3	2	0	1	4	0	3	0	0	6	0	0	0	
Vic. Con. Arm.	2	5	0	2	1	2	0	2	5	2	5	1	0	5	0	1	1	1	1	6	0	6	2	2	0	0	4	2	2	4	0	0	
Jóvenes	2	6	2	1	3	5	1	1	5	1	1	0	0	8	0	1	1	1	0	2	3	1	0	0	2	0	3	4	2	1	0	0	
Comunitario	1	6	1	3	1	2	1	0	2	3	0	0	1	5	0	0	2	0	1	0	3	1	0	0	1	0	3	2	0	4	0	0	
Agropecuario	1	1	1	5	0	3	1	0	5	0	0	0	0	4	0	0	0	2	2	0	1	1	3	1	2	0	2	0	2	2	0	2	
Discapacidad	2	8	2	2	0	3	1	0	2	0	0	0	0	3	0	1	1	0	0	2	3	1	0	1	0	0	0	0	1	2	2	0	
Adulto Mayor	1	5	3	0	2	1	0	0	1	0	1	0	0	3	0	0	0	1	1	2	0	0	3	2	0	2	0	0	4	1	0	0	
Étnico	1	3	1	0	0	0	1	0	3	2	3	0	1	8	1	0	0	0	0	2	1	0	1	1	1	1	0	0	1	0	1	0	
Profesionales	0	3	1	0	0	4	0	0	1	2	1	0	0	2	0	0	4	0	1	3	0	2	1	1	0	0	2	0	1	0	0	0	
Turismo	1	0	0	0	0	5	1	0	7	1	0	1	0	3	0	0	0	0	0	3	0	0	1	0	2	2	3	0	0	1	0	0	
Salud	0	4	0	0	0	2	0	0	1	2	1	1	0	5	0	0	4	0	0	2	0	1	0	0	1	0	2	0	0	3	0	0	
Deportes	0	3	0	0	1	5	2	1	1	1	0	0	0	5	0	0	0	0	1	2	1	0	1	1	0	1	0	0	1	0	0	0	
Religioso	0	1	0	3	1	3	1	2	0	0	0	0	2	1	2	0	1	1	0	2	0	0	0	0	0	1	1	1	1	0	0	0	
Com. Neg. y Afr.	2	3	2	2	0	0	0	0	2	1	0	0	0	1	0	0	0	0	0	1	0	1	0	2	0	0	0	1	0	1	0	1	
Desarrollo Rural	0	1	0	0	0	3	0	0	2	0	1	0	0	3	0	0	1	2	0	1	1	1	0	0	1	0	0	1	1	1	0	0	
JAL	0	3	1	0	0	0	2	0	4	0	1	0	0	4	0	1	0	0	0	0	0	0	0	0	0	3	0	0	0	0	0	0	
ONG	0	1	0	0	0	0	2	0	1	0	0	0	0	4	0	1	0	0	0	1	1	2	0	0	1	0	1	2	0	2	0	0	
Agroindustrial	0	2	0	1	1	0	0	0	1	0	0	0	0	4	0	0	1	1	0	0	0	0	2	0	0	0	1	1	0	0	0	0	
Niñ. y Ado.	0	0	0	2	0	0	0	1	0	0	0	0	0	5	0	0	0	0	0	1	0	0	0	0	0	0	1	0	0	0	0	0	
Asojuntas	0	0	0	0	0	3	1	0	1	1	0	0	0	1	0	0	1	0	0	3	0	0	0	0	0	1	0	0	1	0	0	0	
Veeduría	2	2	0	1	0	0	0	0	1	0	0	0	0	0	0	0	1	0	0	0	1	0	0	1	0	0	0	1	2	0	0	0	
Cooperativo	1	0	0	3	0	1	0	0	1	1	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	1	1	0	0	
LGBTI	0	3	1	0	0	2	0	0	0	0	0	0	1	1	1	0	0	1	0	1	0	0	1	0	0	0	0	0	0	0	0	0	
Transporte	0	0	1	3	0	3	0	0	1	0	0	0	0	0	0	0	0	0	0	1	0	1	0	0	1	0	0	0	0	0	0	0	
Construcción	0	0	0	0	0	3	0	0	1	0	0	0	0	2	0	0	1	0	0	0	3	0	0	0	0	0	0	0	0	0	0	0	
Corregimientos	0	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	2	2	0	0	0	

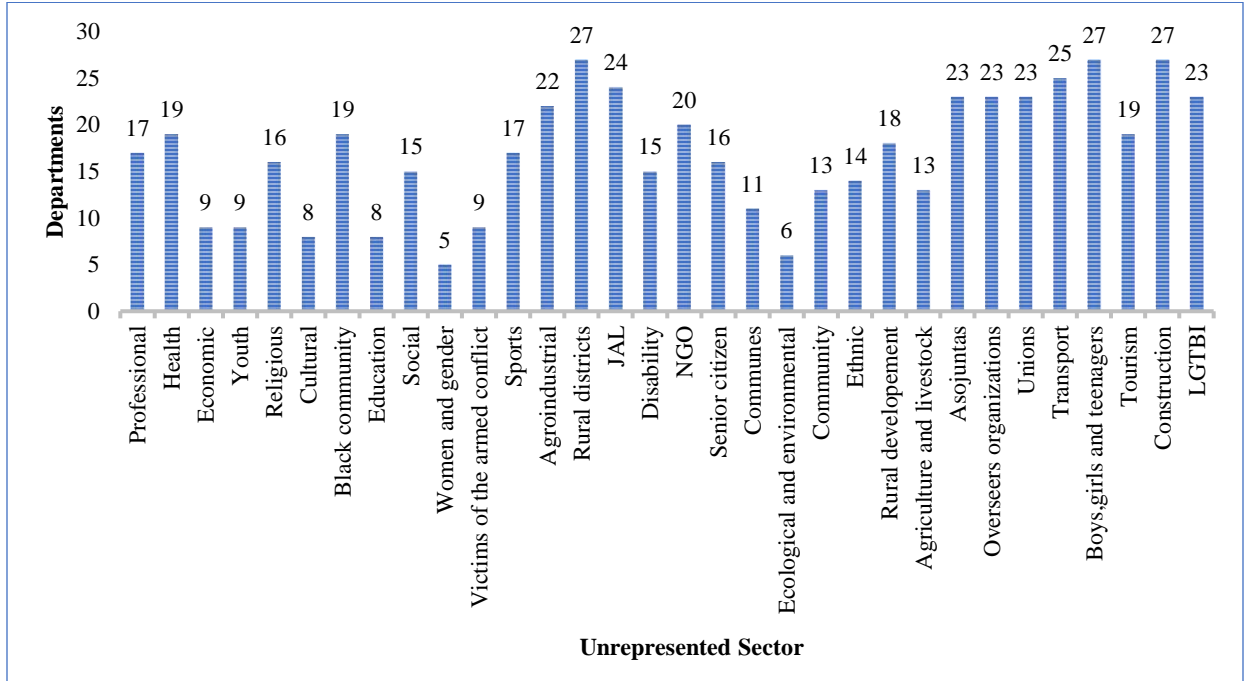
Source: Prepared by the authors.

The color scale indicates that the darker a cell is, the greater the representation of the given sector in a department. This characteristic is interesting, considering the current adjustment being made to Law 152 of 1994 by the National Planning Council (NPC), in which certain sectors are identified for inclusion due to their representation (NPC, 2023a).

In Figure 12, it can be seen that there are several sectors without representation in some departments. This feature is very important because it will serve to recommend to territorial entities which sectors should be included in future appointments.

Figure 12

Departments without representation in sectors



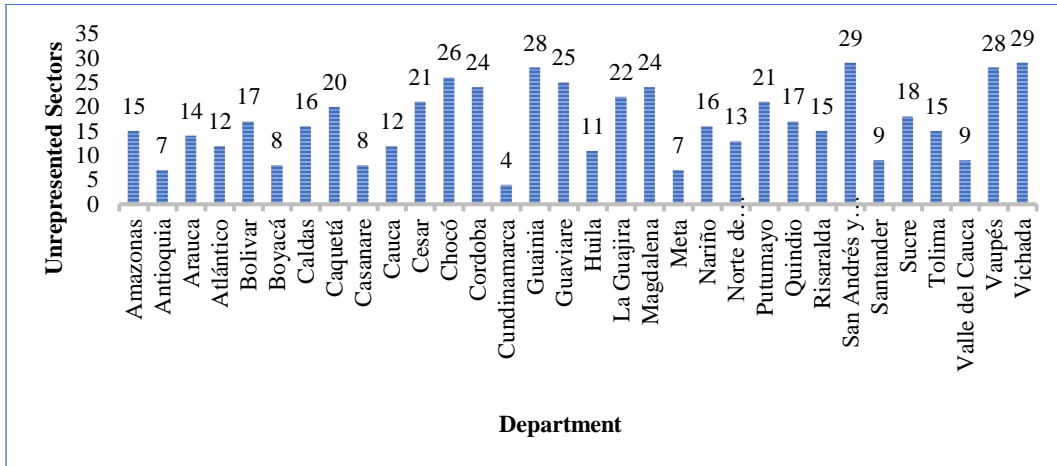
Source: Prepared by the authors.

The three sectors with the fewest departments with councilors are Boys, girls, and teenagers; Construction; and Rural Districts, all with 27 departments without representation. In contrast, the sectors best represented, based on the number of departments with councilors, are Women and Gender, Ecological and Environmental, Cultural, and Education, with fewer than nine departments without councilors. It is striking from Figure 13 that there are departments without councilors representing the sectors of Education, Economics, and Social. Likewise, it is surprising that Guainía, San Andrés, and Providencia, Vaupés, and Vichada do not have councilors representing the Ecological and Environmental sector.

The departments with the fewest sectors represented by councilors, according to Figure 13, are San Andrés and Providencia, Vichada, Guainía, Vaupés, Chocó, Guaviare, Córdoba, and Magdalena, all with 24 or more sectors without representation.

Figure 13

Sectors without representation in departments



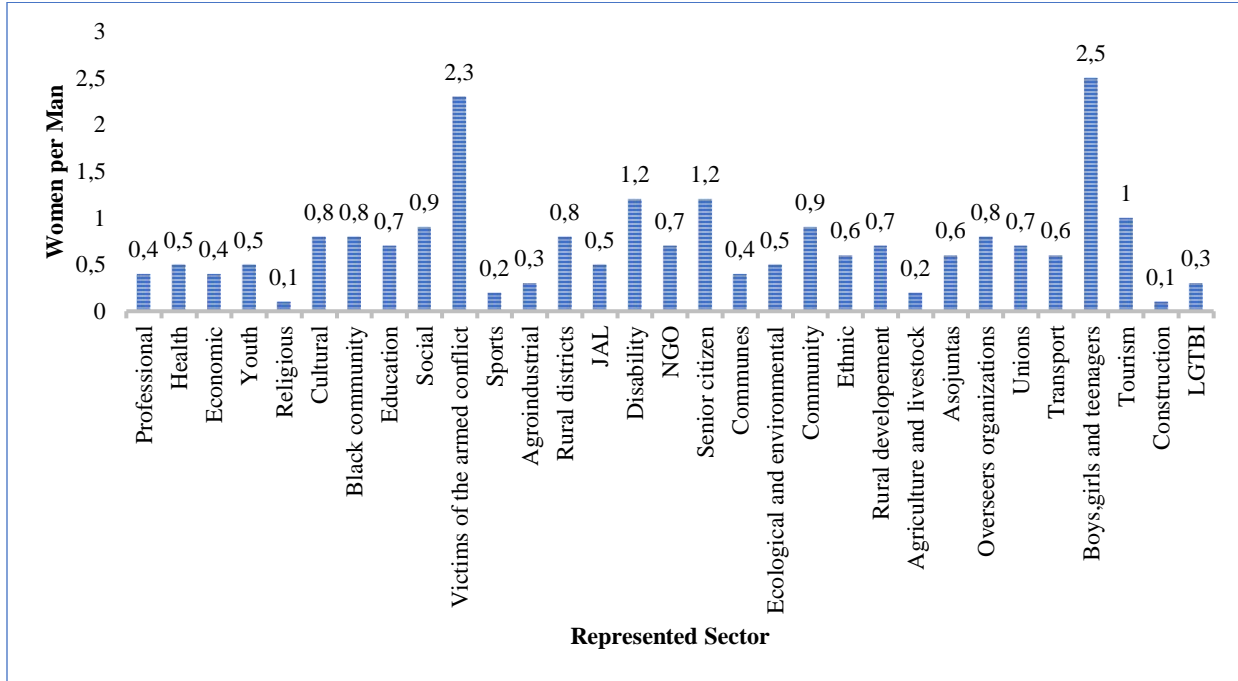
Source: Prepared by the authors.

In contrast, the departments best represented, based on the number of sectors with councilors, are Cundinamarca, Antioquia, Meta, Boyacá, and Casanare, with fewer than nine sectors without councilors. The cases of Casanare and Meta are noteworthy for their good representation, given their population. While the geography or population of a department may not imply that it must have representation in every sector, all departments must have at least one representative in key sectors for a developing country.

The difference between men and women reflected in the gender of the councilors is evident in most sectors, according to Figure 14.

Figure 14

Number of women councilors per council by represented sector



Source: Prepared by the authors.

In this case, the sector of Women and Gender is not analyzed because all the councilors are women. Four sectors where the representation of women is greater than that of men are: Boys, girls, and teenagers, Victims of armed conflict, Disability, and Senior citizen. In the first two sectors, there are more than two women councilors for every male councilor, while in the last two, there is more than one woman councilor for each male councilor. Notably, in the tourism sector, there is one woman councilor for every male councilor, followed closely by the Social and Community sectors, with just under one woman councilor for each male councilor. The sectors that best reflect gender inequality in their representation are Religious, Construction, Sports, and Agricultural.

The few sectors represented by councilors who identify as Palenqueros from San Basilio, Raizales from the archipelago, Gypsies, or Rrom are shown in the matrix (Figure 15).

Figure 15

Councilors by sector and culture, people, or physical traits

Ninguno	Mulato(a), afrodescendiente	Indígena	Mulero(a) de S	del Archipi	lano(a) o Rrc	
122	Educación	10	2	1	1	0
89	Mujer y Género	20	6	0	0	1
89	Ecológico y Ambiental	12	7	0	0	0
82	Económico	0	2	0	0	0
60	Comunal	13	7	0	0	0
48	Cultural	14	5	0	0	0
56	Social	9	1	0	0	0
45	Víctimas de conflicto armado	11	5	0	0	3
49	Jóvenes	4	4	0	0	0
35	Comunitario	5	3	0	0	0
28	Agropecuaria	9	3	0	1	0
29	Discapacidad	5	3	0	0	0
27	Adulto Mayor	4	2	0	0	0
0	Étnico	8	23	1	1	0
26	Profesional	4	1	0	0	0
29	Turismo	1	1	0	0	0
24	Salud	3	2	0	0	0
24	Deportes	1	1	1	0	0
15	Religioso	7	2	0	0	0
0	Comunidad	20	0	0	0	0
18	Desarrollo	2	0	0	0	0
14	JAL	4	1	0	0	0
15	ONG	2	2	0	0	0
12	Agroindustria	3	0	0	0	0
14	Niños, niñas	0	0	0	0	0
10	Asojuntas	1	0	0	0	0
9	Veeduría	1	2	0	0	0
10	Cooperativo	2	0	0	0	0
10	LGBTI	1	1	0	0	0
11	Transporte	0	0	0	0	0
8	Construcción	0	0	0	0	0
4	Corregimiento	2	1	0	0	0

FuentSource: Prepared by the authors.

The color scale indicates that the darker a cell is, the more representation the sector has within a group of people. The Indigenous and Black, Mulatto, Afro-descendant, or Afro-Colombian groups concentrate their representation in the sectors of Education, Women and Gender, Ecological and Environmental, Community, Cultural, and Victims of armed conflict. Only three sectors lack representation from both groups: Construction, Transportation, and Boys, girls, and teenagers. Five other sectors feature the participation of one of these groups: Economic, Rural Development, Agroindustrial, Asojuntas, and Unions.

Diagnosis of Participatory Planning in the Regions

As part of the Tercer Encuentro Nacional de Planeación Participativa [Third National Meeting on Participatory Planning], held in November 2021 in Bogotá, a reflection exercise was conducted

with representatives from territorial councils across the country. The objective of this meeting was to identify the strengths, weaknesses, opportunities, and threats that exist in each region for participatory planning at both internal and external levels. The main results are presented below, starting with the positive aspects or success strategies, followed by the high-risk aspects or survival strategies.

In the regions of Amazonas, Caribbean, and Seaflower and Santanderes, the main findings are as follows:

The success strategy at the internal level is good citizen participation. In this sense, the TPC (Territorial Planning Councils) in the region are active and effectively utilize citizen participation spaces, transmitting knowledge acquired among outgoing and incoming councilors. The success strategy at the external level is the coordinated work between public and private enterprises and the acknowledgment of regulations as a means to organize their management of territorial planning councilors. In the particular case of Santanderes, changes are manifested that can be considered exemplary in managing the councils; for example, they will include other sectors and make changes to the budget.

The internal survival strategy that needs to be developed is to address the absence of knowledge and training on participatory planning. In Santanderes, they mention the lack of remuneration and recognition for the work of councilors. At the external level, concerns include the security of the councilors, as they have been threatened and receive little support from territorial entities; the concepts are non-binding, and budget allocations are very low. In Santanderes, they mention the commitment of territorial entities to participate in ordinary sessions.

In the Llanos and Orinoquia region, the following was observed:

The internal success strategy is good communication between councilors and territorial entities, which has allowed for good dialogue and participation in decision-making by the TPC. At the external level, councilors report having good communication with various stakeholders, even at

the national level and feel they have influence. High-risk aspects in this region are mainly internal, due to a lack of knowledge about planning and the technological management of some councilors, and at the external level, due to the politicization in the appointment of councilors, which leads to conflicts of interest in decision-making.

In the regions of Pacifico, Eje Cafetero, and Antioquia, the following was identified:

The internal success strategy shows councilor participation, exemplified by the creation of regulations that govern their own functioning. Externally, a good relationship between the council and territorial entities is evident, generating training and articulating planning tools that ensure good practice. In the Eje Cafetero and Antioquia region, the participation of guilds and academia in the TPC is also observed. The survival strategy needed relates to a lack of communication and academic training. They also express a security problem, as in other regions. In the Eje Cafetero and Antioquia region, they report the need to develop a handover strategy during the renewal of council members. At the external level, the lack of communication persists, especially regarding information to evaluate development plans; they present connectivity issues and a lack of evaluation tools for plans at different levels. Another complaint is the lack of preparation for the call and a lack of awareness of the importance of territorial planning councilors.

Conclusions

The identification of the TPC allowed for an initial characterization and diagnosis that will facilitate recommendations in the framework of the adjustment of Law 152 of 1994, currently being advanced by the NPC. Regarding the characterization, several interesting aspects were identified, which are presented below. First, the number of councilors per municipality and department must be reviewed. It is possible that the processes for renewing 50% of the councilors every four years are not being carried out efficiently. In the survey, some councilors consider themselves permanent members of the TPC, which raises concerns since they are not permanent. Second, territorial entities should be clear about how many councilors should be appointed and how many can participate every four-year period. This would ensure proper representation and the good use of resources allocated for participatory planning. Regarding the number of councilors in

municipalities and departments, the recommendation is that there should be at least one councilor for each municipality or that they be appointed according to the population so that they are representative. For example, in Bogotá, due to its large population size, it can be justified to have 69 territorial councilors. In this sense, the recommendation for the adjustment of the law is to establish a number of councilors following the number of inhabitants in the territories. The absence of councilors in some sectors and regions, such as Guainía, San Andrés and Providencia, Vaupés, and Vichada, is concerning. This indicates a lack of inclusion and representation in participatory planning in these areas, which must be urgently addressed.

Additionally, each territory must have representation in its key sectors, according to its own social, geographical, economic, and other relevant characteristics. This should be done carefully to ensure that they do not become too complex and difficult to manage. Furthermore, the representation of key sectors must be supported by data and analyses that justify their inclusion; hence, the need for such studies to support decision-making at the National Planning level or even at the Congress of the Republic in the adjustment of Law 152 of 1994. Regarding the representativeness of the councils at the territorial levels, there was evidence of the need to adjust the timelines and interrelationship between the National Development Plans (NDP) and territorial plans, seeking to make participatory planning a bottom-up process rather than a top-down one, as is currently observed. Third, it is essential to carry out training campaigns, induction, and a clear handover process so that each councilor clearly understands what territorial level they represent. At this point, it is evident that there was no record of the advisory councils for indigenous planning. The recommendation is that this representation be effective and ensure the participation of Indigenous communities in these participatory planning spaces.

Fourth, regarding the age of the councilors, 80% of the councilors are of productive age, between 31 and 64 years. It is understood that they have several years of experience in their fields of expertise, which is positive for the exercise of participatory planning. Fifth, concerning gender equity, the TPCs are well represented by both men and women, with a low percentage of councilors preferring not to respond to this question. However, it is observed that there are almost three times as many male presidents as female presidents, and there are twice as many male vice councilors

as female vice councilors. This demonstrates the role of women in positions of power within the TPC. The case of representation between women and men should be reviewed in some specific cases, such as in the Religious sectors, Construction, Sports, and Agriculture. In this case, a challenge related to gender equality in decision-making could be identified and should be addressed more specifically in future studies. Sixth, while the six sectors recognized within the TPC are those with the highest representation (economic, social, ecological, education, culture, and community), there is recognition of other sectors such as women and gender, victims of armed conflict, youth, ethnic, elderly, disability, agricultural, tourism, health, transportation, among others. The recommendation is that these sectors also have representation in the National Planning Council (NPC) and that the possibility of expanding the six minimum sectors at the national level in the TPC be reviewed. One of the least represented sectors at the national level is that of children and adolescents. However, it is concerning and surprising that there are departments without councilors representing the sectors of Education, Economic, and Social. Likewise, it is surprising that Guainía, San Andrés y Providencia, Vaupés, and Vichada do not have councilors representing the Ecological and Environmental sector.

Finally, several stylized facts should be reviewed by the NPC in the framework of the adjustment of Law 152. First, the issue of disarticulation of the National Planning System (NPS) appears in all regions. It is important that through the adjustment, all councilors feel represented and that this regulation facilitates the success of participatory planning processes in the country. Second, it is concerning that some regions report security issues to which territorial councilors are subjected in their territories. The participation of oversight entities regarding this situation should be strengthened. Third, training and education is a recurring theme that must be strengthened. Fourth, the allocation of resources must be guaranteed by territorial entities. Fifth, it is evident that those regions that have good articulation between the entities and the territorial councilors are where participatory planning tasks are performed best. In these regions, there are trainings, workplaces, resources, and tools available to fulfill commitments. In this sense, the issue of good communication and effective articulation of territorial entities with territorial councils should be reviewed.

As mentioned in the literature review, the importance of the TPC in participatory planning is evident because they represent civil society in the participatory planning process, ensuring that territorial development plans meet the needs of the territories. Monitoring or censusing the TPC in the country would ensure that this constitutional function is fulfilled thoroughly and efficiently. This would also facilitate the emergence of TPC in scientific literature, allowing for academic reflection on the role of these agents in the participatory planning process.

This research serves as a basis for understanding the actors in participatory planning in the country. For this reason, future studies could seek to update the census of TPC in the country. It is also suggested that adjustments to Law 152 of 1994 take into account the recommendations presented here.

Ethical Considerations

This study did not require approval from an Ethics or Bioethics Committee as it did not use any living resources, agents, biological samples, or personal data that pose any risk to life, the environment, or human rights.

Conflict of Interest

All authors made significant contributions to the document and declare that there is no conflict of interest related to the article.

Author Contribution Statement

Amanda Vargas Prieto: Conceptualization, Research, Writing, and Editing.

Enrique Arrieta Díaz: Methodology, Formal Analysis, Writing, and Editing.

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