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**Public servant's attitudes
Behaviour under two narratives of participatory
planning in Colombia**

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Freddy Germán Cubillos Gualdrón

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Members of the Examining Committee:

Dr Sunil Tankha

Dr Kees Biekart

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Inquiries:

Postal address:

Institute of Social Studies
P.O. Box 29776
2502 LT The Hague
The Netherlands

Location:

Kortenaerkade 12
2518 AX The Hague
The Netherlands

Telephone: +31 70 426 0460

Fax: +31 70 426 0799

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List of Acronyms

ADPS	Administrative Department of Public Service
ATR	Agency for Territorial Renovation
CBAD	Collegiate Body of Administration and Decision
CONPES	Policy Document
DPTA	Development Program with Territorial Approach
FARC-EP	Revolutionary Armed Forces of Colombia People's Army
GRS	General Royalty System
NCESP	National Council of Economic and Social Policy
NDP	National Development Plan
NPD	National Planning Department
NSP	National System of Participation

Abstract

The decisions of public-sector employees affect the result of the policy-making process. The choices made by public-sector employees could be influenced by mental models, frameworks, narratives, and legal restrictions that affect the mode they face, think and make decisions about policy problems. The research paper attempts to examine the behaviour of public sector employees and their interaction with the frames and contexts in which public policy is involved. The investigation uses a combination of research methods to produce the information for the analysis. Argument policy analysis provides the identification of two different narratives from one public policy under the same institutional framework. The survey experiment identifies attitudes of public-sector employees evaluating attribute framing effects and motivated reasoning. The survey experiment provides information that supports one of the narratives of the public policy. The analysis describes how attitudes of the public-sector employees and their interaction with clashing frames could lead to different results under conflicting policy-making decisions.

Relevance to Development Studies

Public sector employees play a crucial role in the policy-making process of development governmental public policies. The approaches that study the behaviour and rationality of individuals in development studies has been focussing its attention in the recipients of the public policies, and a small share of the studies focus its attention in the public-sector employees. Previous research in the field has excluded the context and narratives of public policies into the analysis of attitudes and behaviour of public-sector employees. This research paper attempt to contribute to a methodological analysis that helps to study the interaction between the behaviour of public sector employees and the narratives of public policies as a started point to analyse the effect of the attitudes of public-sector employees in the policy-making process.

Keywords

Public servants, frames, narratives, decision-making, survey experiment, mental models.

Chapter 1 Introduction

Public policymaking is immersed in models, theories, frames, ideologies, current and past public policies, and frameworks that guide and constrain the way that policies are designed and implemented. During the policymaking process, the decision made it by the people who work in this environment affect, and influence the path and expected results for a specific policy. At the same time, the choices made it by public sector employees involved in the policymaking process could be influenced by mental models, frameworks, narratives, and legal restrictions that affect the mode they face, think and make decisions about policy problems. Thus, it is not enough to understand the design of the policies and models behind them; it is also crucial to understand the frame and context behind a public policy, and how these interact with the public-sector employee's mental models to recognise an effect from this interaction on the policy-making process.

This research paper attempts to describe the attitudes of public sector employees, regarding beliefs and mental models, and its interaction with the frames and contexts in which public policy is involved. The investigation combines the analysis of the attitudes of public sector employees through a survey experiment and the identification of the discourses and contexts behind a public policy.

The literature about the attitudes of public sector employees has focused its attention on public service and motivation regarding values and intrinsic characteristics that influence job satisfaction, the decision to work in the public sector and individual performance and commitment to observe implications in resource human selection and rewards systems, principally. (Ritz et al. 2016) Under a behavioural approach, some studies analyse the decision-making process of public sector employees and 'development professionals' to explore biases, mental shortcuts, and social and cultural influences on decisions. (Coursey 1992, Landsbergen et al. 1992, Thurmaier 1992, Scott and Pandey 2000, Avellaneda 2013, World Bank 2015: 180 - 191)

Previous research in this field has excluded the context and narratives of public policies into the analysis of attitudes and behaviour of public sector employees. The day to day of a public-sector employee is constrained by institutional arrangements and contexts that will influence the decisions and actions taking during the policy-making process. The institutional arrangements could help reducing uncertainty, but the context and the way that the institutional arrangement is framed will affect the decision-making process. Considering the importance of public sector employee's decisions in a policy-making process, how they face narratives that frame an institutional arrangement? How could this affect decisions during the policy-making process? This research looks to contribute to a methodological analysis that helps to study the interaction between the discourses and contexts behind a public policy and its interaction with the behaviour of public sector employees. This research paper uses for the analysis a public policy on citizen participation for regional development in Colom-

bia, identifying the frames and contexts and analysing the behaviour of the public servants¹ in Colombia providing a start point to analyse how this interaction could affect the policy-making process.

Citizen participation in policy-making is not a novelty in Colombia. The 1991's National Constitution, established a system that aims to guarantee the citizen participation in the planning of public policies. Also, the recent peace agreement with the armed group FARC-EP (Revolutionary Armed Forces of Colombia People's Army) recognises the importance of the active participation of the citizenship in the implementation of the strategies purposed. Under this context, the analysis examines how the attitudes of the public servants interact with the participatory planning policy frames and the current context during the policy-making process.

Participatory planning policy in Colombia is a useful case to develop the analysis purposed in this research paper, given the current institutional arrangement and its interaction with the design of recent strategies in a particular context of the implementation of the peace agreement. The recent Colombian context is a situation in which a public policy could evidence more than one narrative creating a scenario to analyse how the public servants could behave and decided under a situation like this.

Therefore, the following questions defined the purpose of the research paper i) Which are the narratives used by the National Government in Colombia to establishes the discourse of participatory planning? ii) Does mental models and frames affect the behaviour and decision-making process of the public servants? iii) Could the interaction between frames and behaviour affect the policy-making process? It is important to highlight that the research does not pretend to evaluate the results of regional public policies, but it is an instrument to analyse the policy-making process.

This research paper is structured in six chapters; chapter one corresponds to this introduction, chapter two develop the theoretical framework used for the research. Chapter three establish the context and institutional arrangements about public service and participatory planning for regional development in Colombia. Chapter four state the analytical framework and methodology used. Chapter five report and analyse the information generated by the methods. Finally, chapter six describe the conclusions.

¹ The term 'public servants' will be used to talk about all the people that work in the public sector in the different agencies or organizations, independently of the type of contractual relation.

Chapter 2 Theoretical framework

Chapter 2 present the theoretical approaches that will be useful to the analysis purposed in this research paper. First, a review of the thoughts on 'New institutionalism' regarding the definition of institutions and the relationship with human behaviour. Second, a review of the thoughts in rationality and human behaviour. Finally, a literature review on framing effects and motivation reasoning considering the use of these in the analytical approach of this research paper.

New institutionalism

The policy-making process is immersed in institutional arrangements that interact with the physical and cultural conditions to create incentives to act or not to act. This 'invisible' framework support shared mental models and routines in the participants of the policy-making process (Polski and Ostrom 1999: 3 - 4). This statement from the 'new institutionalism', is part of a not wholly unified though, where is possible identify three principal approaches with divergences but also common bases: Historical Institutionalism, Rational Choice Institutionalism, and Sociological Institutionalism. For now, it will be useful to focus on two aspects of the approaches, the definition of institutions and the relationship between institutions and behaviour.

Crawford and Ostrom (1995), from a view of the Rational choice institutionalism, declare that "institutions are enduring regularities of human action in situations structured by rules, norms, and shared strategies, as well as by the physical world." (Crawford and Ostrom 1995). Under this view, the authors integrated three definitions of institutions. i) Institutions as equilibrium behaviour based on the repeated interaction between rational individuals that reach shared strategies where there are no motivations for individual improvements. ii) Institutions as norms based on shared perceptions between individuals about what is proper or not in a situation. iii) Institutions as rules, where there a defined and known mechanism that enforce the share perceptions (Crawford and Ostrom 1995: 582 - 583). In comparison, historical institutionalism defined institutions "as the formal or informal procedures, routines, norms and conventions embedded in the organizational structure of the polity or political economy." (Hall and Taylor 1996: 938). Thus, the emphasis is on the organisational structure and the power relations between actors, then in comparison with the shared strategies in equilibrium from the rational choice approach, the interaction could result in winners and losers, and more than a relationship between individuals, there is a relationship between groups of interest.

The sociological institutionalism uses a broad definition that includes "not just formal rules, procedures or norms, but the symbol systems, cognitive scripts, and moral templates that provide the 'frames of meaning' guiding human action" (Hall and Taylor 1996: 947). The sociological institutionalism shows an important difference between the other two approaches, in this approach not only the interaction between individual strategies, or the organisational structures matters for institutional analysis but also the cultural structure and its construction. About this difference, Ostrom (1986) clarifies, "Rules, as I wish to use the term, are distinct from physical and behavioural laws. (...) Theoretically,

rules can be changed while physical and behavioural laws cannot. Rules are interesting variables precisely because they are potentially subject to change.”(Ostrom 1986: 5 - 6).

Until here, it is possible to observe a hierarchy in the definition of institutions between the three approaches. First, an approach that defines and establish a difference between norms and rules, based on enforcement. Second, an approach that does not establish a substantial difference between norms and rules in the historical institutionalism to finally an approach that included in a comprehensive definition not only the norms and rules but also the cultural frames of human action.

Continue with the relationship between institutions and behaviour, is possible to observe two views: ‘rational approach’ and ‘cultural approach’. The ‘rational approach’ assumes that individuals are rational, they know all the possible options and use calculation strategies to maximise a determinate set of goals. Under this view, institutions affect the behaviour providing a degree of certainty through enforce mechanisms, and information about how the other individuals behave, then, this information is used in the strategic interaction between individuals. On the other hand, the ‘cultural approach’ assumes that individuals establish routines to reach their purposes, and decisions depend on the interpretation of a situation instead of a pure calculation. Then institutions provide a moral and cognitive framework for interpretation and action. In this case, the individual is embedded in the institutions (Hall and Taylor 1996: 939).

The implications of these differences define how stable are institutions. For the ‘rational approach’, institutions are stable because they are the result of an equilibrium between the individuals in which a deviation from the equilibrium will represent a worse situation. For the ‘cultural approach’, the stability is given by the reason that institutions are the result of a cultural construction that cannot be easily transformed (Hall and Taylor 1996: 940).

Within the historical institutionalism, it is possible to observe the use of both approaches, in some studies is used the rational individual behaviour and in others the cultural framework in which a particular society is embedded (Hall and Taylor 1996: 940, Thelen 1999: 370 - 371). Regarding the stability of institutions, historical intuitionists “see institutions as the legacy of concrete historical processes (...) [and] one important source of change comes from the interactions of different institutional orders within a society” (Thelen 1999: 382 - 383). In this context, the relationship between the actors and their behaviour is shaped by the power relations and the institutional and organisational framework set up. Hence, the idea of ‘path dependency’ play in important role to define the ‘stability’ of the institutions conditioned to a historical trajectory, “(...) even when policymakers set out to redesign institutions, they are constrained in what they can conceive of by these embedded, cultural constraints.” (Thelen 1999: 386). However, the critical point is not about the impossibility to change an institutional framework, but recognise the factors that constrain the change to find a way to reform it.

Summarizing, in the rational choice approach the stability of the institutional framework is guaranteed by the mechanism that leads to the equilibrium, but not in the stability of the rules, that according to Ostrom theoretically can be changed. This contrast with the cultural and behavioural rules that are the centre of the sociological approach, where the stability of the institutions is based

on the stability of the cultural construction of institutions that cannot be easily changed because these are cultural rules. However, for the historical institutionalism, the critical issue is to identify the cultural and historical factors that constrain the change in the institutional framework. Thus, to examine the interaction between human decision and institutions, it is essential to define what kind of institutions are going to be analysed to be aware of the stability of the structure. However, considering the importance of human behaviour in this interaction, it is also necessary to examine the main points regarding decision making, and human behaviour theories about the approaches described in this section, the rational approach, and the cultural approach.

Human behaviour and rationality

The study of human behaviour is not a new issue, the interest to understand patterns about how people behave and why has been in the scope of different social sciences for a long time. In economics, since the 20th century, as a part of the construction of the neoclassical approach, Samuelson wrote about the rejection of hedonistic and psychological factors in the analysis of human decisions (Samuelson 1938: 344). At that moment, the neoclassical revolution and the establishment of the 'homo economicus' as a fundamental assumption for the decision-making analysis, exclude the psychology from the analysis of decision-making and leaving to logic as the support of the theory.

The pillar of the rational approach is the preferences consumer theory. The theory establishes that an individual will be able to determinate that one option is strictly better than other, or at least decide that he or she is indifferent between the two options. Under this theory, it seems unreasonable to have a situation where option 'A' is preferred to option 'B', and at the same time, 'B' is preferred to 'A'. These preferences are assumed to be complete and transitive and that individuals could access to complete information to determinate the choices. (Varian 1999: 34 - 36). This theory is the support of the rational approach describe in the previous section and guide the analysis about how individuals interact with institutions.

The rational choice theory has dominated the study of human behaviour and the fundamental directions of the decision-making analysis in economics; however, some studies have challenged the idea of complete rationality. Simon has elaborated one central piece in this direction in the mid-1950's. On Simon's view the psychology plays an essential role to explore the limits of human rationality, for him this is limited by the incompleteness of knowledge, the difficulties of anticipation and the limits to know all the possibilities to face a problem (Simon 1997: 93 - 95). According to Simon, "individual choice takes place in an environment of 'givens' – premises that are accepted by the subjects as a basis for his choices, and behaviour is adaptive only within the limits set by these 'givens'" (Simon 1997: 92).

The next wave of challenges to the rational choice theory begins around 1960 when "cognitive psychology became dominated by the metaphor of the brain as an information-processing device, which replaced the behaviourist conception of the brain as a stimulus-response machine" (Camerer and Loewenstein 2004: 6). This perspective change and some openness of economics to accept some anomalies to the basic assumptions of rationality helps psychologists

to be closed and gain interest in the economic analysis. In this context, two principal works developed by Tversky and Kahneman, 'Prospect Theory: An Analysis of Decision Under Risk' in 1979 and 'Choices, Values, and Frames' in 1984 create a milestone in the research about decision-making process analysis. The first one was published in *Econometrica* and "...presents a critique of expected utility theory as a descriptive model of decision making under risk, and develops an alternative model, called prospect theory." (Kahneman and Tversky 1979: 263) The authors complement the analysis with a next paper where they elaborate experiments to show that "Decision problems can be described or framed in multiple ways that give rise to different preferences, contrary to the invariance criterion of rational choice." (Kahneman and Tversky 1984: 341)

Regarding the reasoning process that leads to made decisions, Bernard Williams (2008), discuss the features around internal and external reasoning. Internal aims and subjective motivational sets shape internal reasoning. The external reasoning is that one no related to these issues and can be true independently of the agent's motivations. Under a deliberative reason, an external persuasion may come to change the original desires creating new possibilities and new desires. In this sense, a subjective motivational set is no static. Regarding this, the author states, "Reflection may lead the agent to see that some belief is false, and hence to realise that he has in fact no reason to do something he thought he had reason to do" (Williams 2008: 62)

Concerning that desires could play an essential role in decision-making a brief review of the idea of free will would be useful for the analysis. In the psychology field, there has been a constant discussion about the relationship between determinism and free will. Under this context and following a strategy that tries to avoid this discussion, Dweck and Molden (2008) developed an analysis based on the premise in which free will depends on the philosophical view and beliefs about human attributes on each person. The authors refer to that view as self-theory. The study shows that people hold self-theories that influence their views on free will and moral responsibility. A stronger belief in free will and agency can have benefits for people well-being.(Dweck and Molden 2008)

From another perspective, Baumeister et al. (2008) developed an analysis of free will and consumer behaviour. The authors define free will under a context of rational choice, self-control, and rule following. In this sense, the authors state that is easier to observe freedom choices under complex decision-making environments that imply cost-benefit analysis and complex reasoning. Regarding this, the authors contextualise their ideas under the psychologist approach that distinguished between two processing systems, one focus in intuition and other in reason. Considering that decisions relaying in the reasoning system, involves rational choice and analytical reasoning, thus the concept of free will stated by the authors is closer to this reasoning system. (Baumeister et al. 2008)

The works on bounded rationality, failures in the rational choice assumptions and the thoughts on desires and free will, state the need for include interpretation and not just a calculation problem into the decision-making process. That is, the process founded in the rationality of maximisation and search for the more cost-benefit option is not enough to understand and analyse the behaviour of individuals. In other words, this looks close to the cultural approach described in the previous section or at least outside of the rational choice theory. In any case, additional process and factors influence decisions into the institutional cultural and historical framework.

Hence, if interpretation plays a role in the decision-making process, it is crucial for the current research to identify the approaches that have been helped to understand interpretation and changes in preferences. The next section developed a literature review about the role of framing effects and mental models on decisions.

Framing effects and motivated reasoning

The idea of framing effects, developed on Tversky and Kahneman articles (Kahneman and Tversky 1979, Kahneman and Tversky 1984), become a significant contribution to the decision-making process analysis. The authors evidence failure on the assumption of rationality when individual preferences change if the alternatives are describing in a different but equivalent way. After these findings, framing effects have been explored by different social science researchers. In political science, studies about foreign policy, judicial decision, public opinion, electoral campaigns, and policy making among other issues, have been developed (Druckman 2004: 671). In economics, studies about consumer preferences, macroeconomics issues and labour market decisions, among others have been developed. (Camerer and Loewenstein 2004: 15 - 36).

“The major premise of framing theory is that an issue can be viewed from a variety of perspectives and be construed as having implications for multiple values or considerations. Framing refers to the process by which people develop a particular conceptualisation of an issue or reorient their thinking about an issue.” (Chong and Druckman 2007: 104). During the 1990’s an increasing number of studies about framing effects had been developed. Levin et al. use a typology to distinguish between three types of framing effects: i) Risky choice frame represents the classical view from Tversky and Kahneman where the authors show that a choice between a risky and a riskless option is influenced by how options are described, using a positive or negative frame. ii) Attribute framing as the case where a frame in any description or feature of the situation is used to analyse some effect. iii) Goal framing as a strategy to present the negative or positive effects of a selected behaviour, and determinate which one of the two frames affect more the behaviour. (Levin et al. 1998: 152 - 168). In general terms, the idea behind of the use of framing effects is to describe a situation differently but in equivalent terms to observe the effect on the decision-making process.

Another reasoning process feature bringing from the psychology that is used to analyse the decision-making process is motivated reasoning or confirmation bias. “Confirmation bias, as the term is typically used in the psychological literature, connotes the seeking or interpreting of evidence in ways that are partial to existing beliefs, expectations, or a hypothesis in hand.” (Nickerson 1998: 175). Nickerson (1998) examines and presents a variety of possibilities around this reasoning issue; a couple of this situations are relevant to highlight here. One is called deliberate vs spontaneous case building; this refers to a situation in which the evidence is selected only to support a specific hypothesis, or to give more weight to specific information instead of an impartial evaluation of the situation bringing arguments from both sides (Nickerson 1998: 175). Another situation is the primacy effect, and belief persistence which refers to a situation when more weight is assigned to information acquired previously than a new

one or when a belief already formed is complicated to change even with evidence than refute it. (Nickerson 1998: 185)

The theories and approaches revised in the previous three sections will be used to analyse the information collected with the research methods. The new institutionalism theories help to establish the type of institutional arrangements and frames in which the public policy is involved. Institutionalism uses a rational and cultural approach to observe how institutions affect the behaviour of the individuals. The frame effects and motivated reasoning strategies will be used in the survey experiment to collect information that helps to describe the behaviour of the public servants. The human behaviour and rationality approaches will be used to analyse the interaction between the behaviour of the public servants and the institutional arrangements and frames.

Chapter 3 Institutional framework and context

Chapter 3 follows the next structure. First, is present a brief description of the organisational framework of the National Government and a characterisation of the public servants in Colombia. Then a description of features regarding national planning model into the public administration in Colombia. Second, a description of the institutional arrangements and contextual features regarding participatory planning in Colombia, consider that is the case used for the analysis of the interaction with the behaviour of public servants.

Public administration in Colombia

Colombia is organised in the form of a unitary republic, with three branches of the public power: legislative, executive, and the judicial. The National Government, the Departmental Governments, and the Municipal Governments compose the executive branch. The President of the Republic is the chief of National Government structured in 24 administrative sectors formed by 201 public organisations: ministries, administrative departments affiliated and linked entities, institutes, and agencies. The sectors are led by ministries or administrative departments that are the head of each sector responsible for coordinating and monitoring the results and budget for each sector. (Corte Constitucional (Constitutional Court) 2015, Función Pública 2015a)

According to the Administrative Department of Public Service (ADPS), there are 1.053.000 public servants in Colombia². A big share, 65%, corresponding to teachers and public forces (army and police) and 16% corresponds to the executive branch at the national level. From the total, 51% are women, and 30% belong to a rank age between 30 and 39 years. Regarding the level or position within the government, 54% are in a professional position, 36% technical and assistant position, 4% are managers and 6% advisors. In relation with the maximum level of education reach, 35% have a basic secondary level, 26% specialisation (post grade), 24% a professional degree, 10% a technical or technological degree and 4% a master degree. Finally, 26 % know a second language. (Función Pública 2017)

There are different types of contractual relationships³ within the public service in Colombia. In the national executive branch, 42% of the public servants belong to the administrative career, 13% are in a free appointment and removal position, 41% work under a service contract, and 4% under other types of contractual relationships. Regarding the stability of the public servants in the organisations during the changes of government, it is possible observed that an important share of public servants, continue in the public service independently

² Correspond to the 2% of the population of the country.

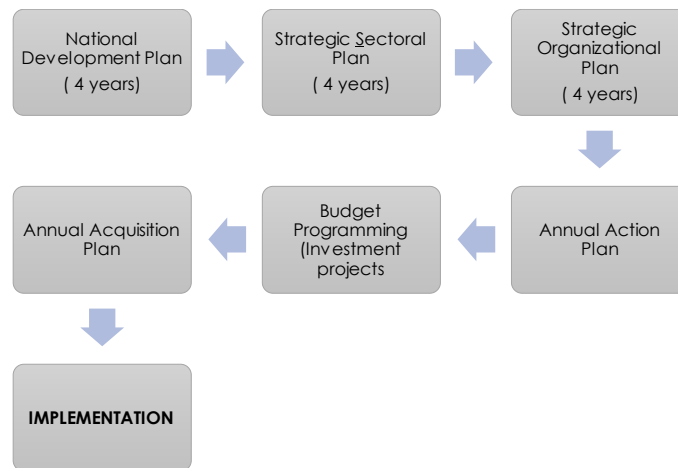
³ Administrative career: public servants that after a meritocratic process has been selected to a specific position in the public administration; Free appointment and removal: principally managers and advisers selected by the head of the entity; Service contract: independent workers linked through a service contract to developed specific functions in the organization.

of any results in the electoral process, considering that they belong to the administrative career category. In general terms, it is possible to state that a big proportion of the workers under a service contract also continue in the public service, with the ‘advantage’ to move from one public organisation to other.

The public administration management in Colombia is based on the “principles of equality, morality, efficiency, economy, celerity, impartiality and publicity, through decentralisation, delegation and deconcentration of functions” (Corte Constitucional (Constitutional Court) 2015: 58). Under this perspective, the National Government has been deconcentrated and delegate functions in the different regional government levels based on the administrative and fiscal decentralisation process. Concerning to the private sector and civil society organisations, the government also delegate the implementation of services, public policies, management of public infrastructure and exploitation of natural resources, under a variety of contractual figures including concessions and public-private partnerships, among others.

However, even that most of the implementation phase of the policy-making process has been delegated in other actors, the decisions concerning to design, coordination, planning and monitoring are concentrated in the National Government, including the design of the implementation phase. As a result, the National Government keeps a considerable size, controlling the financial sources, defining the strategies, and establishing the expected results. In these activities, the National Planning Department (NPD) play a central role coordinating the national investment project system and the monitoring and evaluation system.

Figure 1 National planning model



Source: (Función Pública 2015b)

Briefly, the national planning model for public investment, follow a progressive elaboration of plans, from the National Development Plan (NDP) that establish the big national and regional strategies that frame the sectoral strategies, to the organisational plans, from a strategic plan to an annual acquisitions plan (Figure 1). During this process, the public servants within different public organisations decide over strategies and actions included in all those plans. The decision-making process involves choices over programs, the design of projects, implementation strategies, selection of delegation functions, the definition of

contractual means, until decisions about the good and services needed to develop the policy-making process. Based on current laws, regulations and guidelines established for each purpose the public servants of different levels or positions within the organisational structure made these decisions.

It is necessary to explain some additional instruments for the policy-making process in the regions to understand the institutional framework regarding their financing components. Three principal sources of resources are used for the regional units to finance their public policies: transferences from the National Government, the own resources of the territories, and resources from the national investment projects allocated in the sectors of the National Government.

Transferences from the National Government include national incomes and royalties from the exploitation of natural resources. The National Current Income is distributed through the National System of Participation (NSP) based on fixed distribution formulas based on populations and policy result parameters. The resources are distributed principally on educations, health and WASH sectors and in a minor share for a general purpose that means the rest of the sectors. The resources are conditioned to results regarding coverage rates and information reports to the National Government, among other conditions. The design and direct implementation of the strategies in the territory are in charge principally of the departments, the second regional level, and in some municipalities depending on a certification status for each sector. For example, in the education sector 9%, 95 out of 1.101, of the municipalities are certificated and for that reason receive the resources directly. (DNP. 2017a)

The distribution of the royalties from the exploitation of natural resources is made it through the General Royalty System (GRS) based on different formulas from the NSP, and with the possibility to apply for resources to finance regional projects. The selection of the projects is in charge of the Collegiate Body of Administration and Decision (CBAD) established in 6 supra regions, defined by the system, which grouped departments for all the national territory. The CBAD is a representative body of the National Government, the regional governments and, as invited, three members of the National Congress. (DNP. 2017b, DNP. 2017c)

With the purpose to articulate strategies between the National Government and the regional governments, the Planning Contracts are a public policy instrument imported from France under the OECD good practices, to articulate the strategies in a region under a long-term view to develop Social and economic infrastructure under a result oriented view. This is not a new source of resources, is an instrument to coordinate efforts between national and regional levels. (DNP. 2017d) Finally, the National Council of Economic and Social Policy (NCESP) is the top authority in planning since 1958 in Colombia. It is the adviser body of the National Government and through policy documents called CONPES establish the guidelines, instruments, and responsibilities for the different public policies in a scope further the National Development Plan. (DNP. 2016b)

Participatory planning

Colombia is a decentralised unitary republic, with the autonomy of its regional units. (Corte Constitucional (Constitutional Court) 2015: 13) The regional units are departments, districts, municipalities, and indigenous reservations, but for administrative reasons, three level of regions are identified: national level, departmental level (32 units) and municipal level (1.101 units) that included the districts.

During the recent years, Colombia has been strengthening most of its macroeconomic indicators, an average economic growth of 4.8% in the last years, low inflation rates, and considerable reduction of poverty. However, still shows challenges on equality, in the regional context, Colombia shows one the worst regional inequalities indicators in the world, with a regional Gini of 0,31, twice the United States and five times the Netherlands or Japan. These regional differences affected by economic performance, population, geographic and capital factors should account for differentiated strategies that help to close gaps between regions. (DNP 2015).

The actual decentralisation process in Colombia began in 1986 with the democratic election of Majors in 1986 and continued with the reform of the constitution in 1991 that also allows the democratic election of Governors, and implement reforms for an administrative and fiscal decentralisation in the country. Since then, the process has been doing gradually with different reforms that restrict or extend the autonomy of the regional levels. As part of the decentralisation process, some function and responsibilities have been delegated or transferred to the territorial units. The national level also transferred resources to the territorial units, principally to the departments to implement these functions. National laws already establish the resource allocation rules and the specific items of investment.

During at least 30 years, the territorial development policies in Colombia had been focused on deepening the decentralisation process in the country as an instrument to develop the regions. The principal aspects of the decentralisation strategy have been the fiscal and administrative autonomy of regional levels and the gaps between urban and rural areas. However, “despite the huge increase in transfers over this period, there has been surprisingly little ‘real’ decentralisation in Colombia as yet.” (Acosta and Bird 2005: 14). Currently, regarding fiscal and administrative autonomy, around 30% for the departments and 38% for the municipalities of the local budget is funding by local sources, taxes and others, and the rest is principally funding by national transferences, that involve different rules and restrictions to executed. (DNP 2016a: 17 - 24). These data show a panorama in which local governments had a limited autonomy to decide over the public policies to be implemented in their territories, given the proportion of autonomous resources.

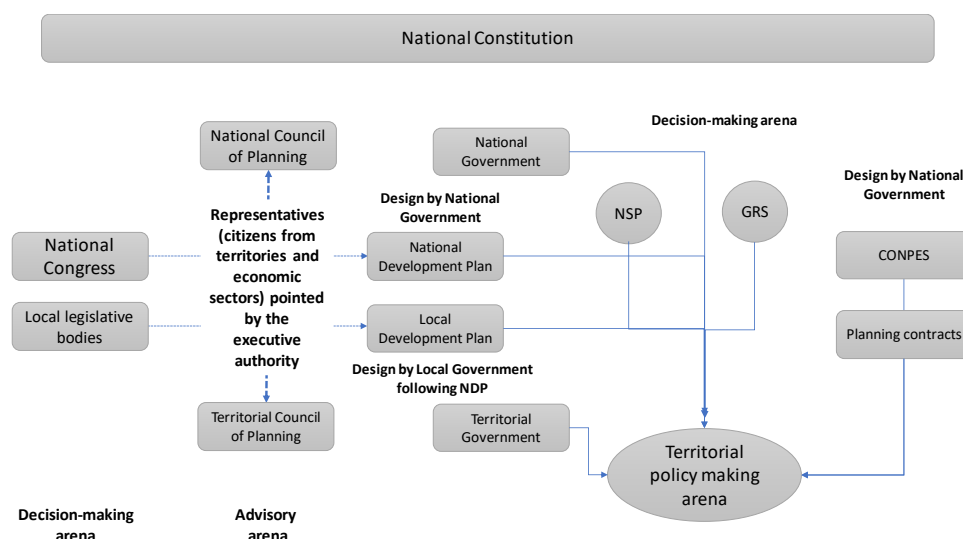
In Colombia, participation in the planning process by actors outside de Central Government has its origins in the mid-1980s with the popular election of local majors and then with the reforms of the National Constitution in 1991. One of the principal changes introduced in the 1991’s National Constitution is the state of participative democracy. The National Development Plan from 1994 – 1998 stated that “Development only could have its origin from the actions, aspirations and with creative science and critic of the social actors, that must

change the role from program objects to development subjects.⁴” (DNP 1995: n.p).

The 1991’s National Constitution and the Law 152/1994 established an institutional framework that is important to highlight. First, the creation of the National and Territorial Councils of Planning as the space for discussion and consultation where society participate through representatives from the different sectors, pointed by the executive (president, governor or mayor). Second, the coordination between the different regional levels, where the territorial development plans should ‘consider’ the policies and strategies formulate on the National Development Plan to ensure consistency. (Corte Constitucional (Constitutional Court) 2015, Republic of Colombia 1994). This institutional arrangement has been the framework in which the participation of the society in the planning process has been set up.

Figure 2 summarises an institutional framework that describes decision-making scenarios, the flow of resources and instruments for the articulation between the nation and regions. The national and territorial councils constituted the scenario for participation in the planning process. Once the Congress approved the NDP, the development strategies are established based on the decisions of the National Government, through the sectorial and organisational plans, CONPES documents and Planning Contracts. These are financing with the resources of the National Development Plan (NDP), the National System of Participation (NSP) and the General Royalty System (GRS).

Figure 2 Institutional framework - Articulation nation - region



Source: Own elaboration based on (DNP. 2016b, DNP. 2017a, DNP. 2017b, DNP. 2017c, DNP. 2017d)

Under a governance process, participatory planning becomes a useful instrument of coordination and discussion. The World Bank defined participatory planning as “a process that convenes a broad base of key stakeholders, on an

⁴ Original in Spanish

iterative basis, to generate a diagnosis of the existing situation and develop appropriate strategies to solve jointly identified problems.” (World Bank. 2017). The horizontal and vertical process of deconcentration, presented in the previous section, implies not only a coordination between different actors but also between different levels of the government.

This multilevel coordination is crucial in a context where the distribution of responsibilities, functions and sources of financing between different regional levels evidence different decision degrees. This request coherence in the planning process from the ‘high’ and ‘lower’ levels to include a given degree of participation desired. Multi-level governance has a history in the European policy-making process since the 1990’s. Stephenson (2013), elaborate a substantive review of the path followed by Multi-Level Governance – MLG – agenda. Citing Marks define MLG as “a system of continuous negotiation among nested governments at several territorial tiers as a result of a broad process of institutional creation and decisional reallocation that had pulled some previously centralised functions of the state”. (Marks, as cited by Stephenson 2013: 820)

On the distinction between governance and participation Stephenson (2013) cited Bache, “If governance implied engagement, how could one measure the exertion of influence, and gauge the outcomes of participation in decision-making processes when power relations were ill-defined and with so little insight into the links between actors?”. (Bache, as cited by Stephenson 2013: 822) If it is true that both approaches could be compatible during the policy-making process, (Newig and Koontz 2014) is also necessary to understand that they are not the same and that one does not imply the other. A multilevel coordination schema dominated by a powerful actor could lead to lack of effective participation of powerless actors in the decision-making process.

About direct participation of the citizens in the planning process, Sandoval et al. (2015) expose four levels of citizen participation: informative, advisory, decision-making and co-management. i) The informative level corresponds to a communication schema to inform citizens the decisions already made it. ii) In the advisory level there is a consultation process but not necessarily binding⁵. iii) In the decision-making level citizens are involved and have a direct influence on the process, and decisions are taken by consensus among all the actors. iv) In the co-management level, the citizens and different actors involved in the decision and also participate in the implementation and monitoring of the strategies. (Sandoval et al. 2015: 17 - 18) It is crucial to identify who decide under the process to be clear about the scope of the approach, considering the different views labelled under the participatory planning approach.

In Latin America, there are different examples of implementation of instruments for participatory planning. To characterise these examples, Sandoval et al. (2015) state that in almost all the cases the central actor that lead the process is the Government; the implementation had shown technical and political difficulties different regional levels; and in some cases, organic laws or reforms back the strategies. (Sandoval et al. 2015: 24 - 25). Participatory budgeting has been a

⁵ From the experience in different countries the authors suggest that it is possible find out two possible options. The first one is that the decision are exposed to the citizens explained why the proposals are included or not included; and the second is when only are including proposals with technical, economic and political feasibility.

popular instrument for participatory planning, Cabannes (2004), report the experiences from 25 municipalities from Latin America and Europe focus the attention on four dimensions: financial, participatory, territorial and legal. Most of the cases share same characteristics, especially in the participatory dimension where the role of the decision on the budget is on the municipal councils. (Cabannes 2004) However, it is essential to consider that these cases represent examples where the budget distributed or allocated correspond only to the local resources and for that reason, there is not an active participation from other regional levels.

The experience in Colombia with participatory planning approaches that involve the direct participation or consulting process with the local community has been developed as strategies of participatory budget. This kind of strategies has been implemented at the municipal and departmental level, and in almost all the cases was based on the political will of the current local government and based on the principles of the participatory democracy from the 1991's National Constitution and the territorial planning normative. (Velásquez and González 2003: 290, Velásquez and Gonzalez 2010: 71 - 72). In all the cases the decisions were only related to the share of resources in total control of the local governments.

For the World Bank, a participatory planning approach helps to identify priorities directly from the target groups using local information, encourage participation, facilitate accountability and improve sustainability by involving different stakeholders. However, this kind of strategies could show some risks and challenges as the community capacity building, capture of the participatory process by influential actors or groups, and the pressure for a rapid design of projects given the high expectations generated by the participatory process. (World Bank. 2017)

The 1991's National Constitution established the principle of participatory democracy, and since then it is a recurrent topic in the national agenda and included in the national development plans with more or fewer variations. The National Development Plan 2014 – 2018 (NDP) propose a regional framework built through a participatory process based on the dialogue between the national and the regional actors that involves the participation of local social and political stakeholders with the objective to build the foundation for peace in and from the regions. (DNP 2015: 26 - 27) The participatory approach gains more relevance considering that the peace agreement with the armed group FARC-EP is frame under a territorial-based approach. “Citizen involvement is the basis of all of the accords constituting the Final Agreement: in general, participation by society in the peacebuilding process and, in particular, its involvement in the planning, execution and monitoring of territorial-based plans and programs – which is also a guarantee of transparency” (Negotiation Table 2016: 7)

The current context in Colombia around the implementation of the peace agreement and the called post-conflict agenda is also an opportunity window to develop instruments and alternatives that in another case will be not. It is important to contemplate that under this environment, and the current institutional framework will be developed significant transformations through the policy-making process in the country, focus principally on the regions given the priorities establishing in the peace agreement.

Chapter 4 Analytical framework and research methods

Chapter 4 describe the analytical framework used in this investigation, the research methods combine for the analysis and the challenges and limitations of the methods.

Analytical framework

This research paper attempts to examine the behaviour of the public servants in Colombia, regarding their beliefs, mental models, public policy frames and context. Then, looks to describe how that behaviour could affect the policy-making process. The analysis proposed is based on the intuition that there is more than one discourse behind a public policy, and this will affect the decision-making process within the policymaking process. The analysis combines an identification of the narratives associate to a public policy and the analysis of attitudes in public servants.

With the purpose to identify the competing frames, the analytical framework is based on a frame-critical policy analysis. "The frame-critical policy analyst tries to understand the policy discourse which is conducted by appeal to validity claims and orders of justification." (Rein and Schön 1996: 93). Rein and Schön (1996) defined frames "as strong and generic narratives that guide both analysis and action in practical situations. Such narratives are diagnostic/prescriptive stories that tell, within a given issue terrain, what needs fixing and how it might be fixed". (Rein and Schön 1996: 89) In this context, the authors difference between two kinds of frames, rhetorical and actions frames. The difference is based on the evidence which each one is constructed. A rhetorical frame is constructed from relevant policy documents that support the policy discourse, and the action frames from the evidence provided by the observation of patterns of action in the practice of policy practitioners. (Rein and Schön 1996: 90 - 96)

The research paper uses participatory planning policy in Colombia and the design of the instrument to implement the peace agreement to develop the frame-critical policy analysis. Thus, the narratives and context of the public policy are related to the rhetorical frame and the attitudes of the public servants to the action frame. Therefore, the methodological approach combines two research methods. An argument policy analysis to identify the rhetorical framework and a survey experiment to identify the action frame.

Argument policy analysis

The identification of the rhetorical frame is elaborated using an argument policy analysis. This method is appropriated with the purpose to identify the diagnostic and prescriptive narratives elaborated to support the strategies proposed by the Colombian National Government to put into action a participatory planning approach for regional development. The argument policy analysis is elaborated based on (Gasper 2000) using a text analysis table to clarify components and

meanings and then an argumentation synthesis table⁶ to see the structure of the argumentation. The sources chosen to elaborate this analysis are fragments from the National Development Plan 2014 – 2018 (NDP), fragments from the policy document CONPES 3867 ‘Institutional Readiness Strategy for Peace and Post-Conflict’, and three videos with speeches that explain one of the design of the instrument for the implementation of the participatory strategy. The two documents are open to access through the website of the National Planning Department, and the three videos are linked in the YouTube channel from the Agency for Territorial Renovation (ATR).

The next step using the information from the argumentation analysis is to identify if there is a unique position about how broad should be the participation outside the National Government over the planning process of the regional development. If there is more than one discourse, then to establish the differences between the variety of frames regarding the limits of active participation of local governments and citizens.

Survey experiment

The survey experiment was designed with the purpose to generate information that helps to describe patterns of actions of the public servants regarding their positions to decide on local autonomy and capabilities and the dichotomy between urban and rural areas. The instrument use framing effects and motivated reasoning to explore the decision-making process. The inclusion of behavioural experiments into the public administration analysis is a raising field describe by his promoters as “the analysis of public administration from the micro-level perspective of individual behaviour and attitudes by drawing on insights from psychology on the behaviour of individuals and groups.” (Grimmelikhuijsen et al. 2017: 45)

The survey experiment was designed to expose public servants to three situations where they need to choose between two options. Attribute framing effects are used in two of the experiments to observe the effect on the decision-making process. Therefore, the survey presents two possible frames to the respondents with the purpose to observe differences in the option selected given the frame assigned randomly. The remaining experiment evaluates motivated reasoning regarding primacy effect and belief persistence. In this case, the purpose is to observe if given some evidence the public servants tend to follow their previous beliefs or using the provided data.

Below is presented the general description of the survey experiment and the three experiments. Appendix 5 reproduces the full survey.

General description of the survey experiment

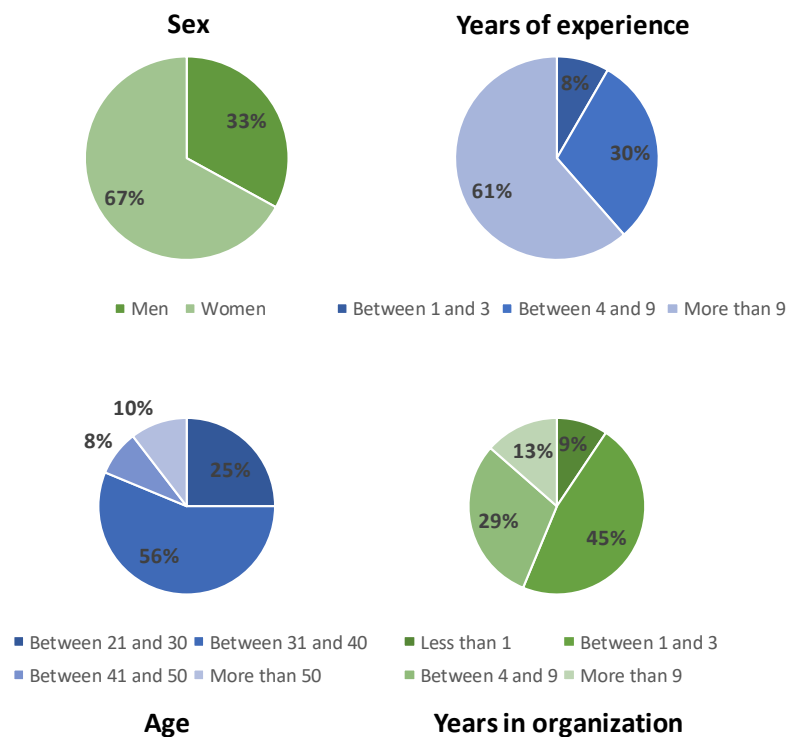
The survey experiment was designed using Qualtrics Software and applying online to public servants in Colombia. E-Mail messages were sent to reach to public servants asking for respond the survey and distributed among work partners that account for the following profile: ‘Public servants of any contractual relationship from any position working in any of the public organisations of the

⁶ Appendix 6 provide the text analysis table and the argumentation synthesis table

National Government in Colombia.’ The information was collected from 27 September 2017 to 18 October 2017.

The survey collects information from 132 public servants., but not all finish the survey, then 96 surveys are used for the analysis⁷. From the 96 public servants, 56% of the respondent belongs to an age rank from 31 to 40 and 25% from 21 to 30 years. 47% of the respondent have been working between 1 and three years in the agency and 30% between 4 and 9. 30% have a general experience between 4 and nine years and 61% more than nine years of experience. 67% of the respondents are women. (Figure 3).

Figure 3 Respondents profile (1)

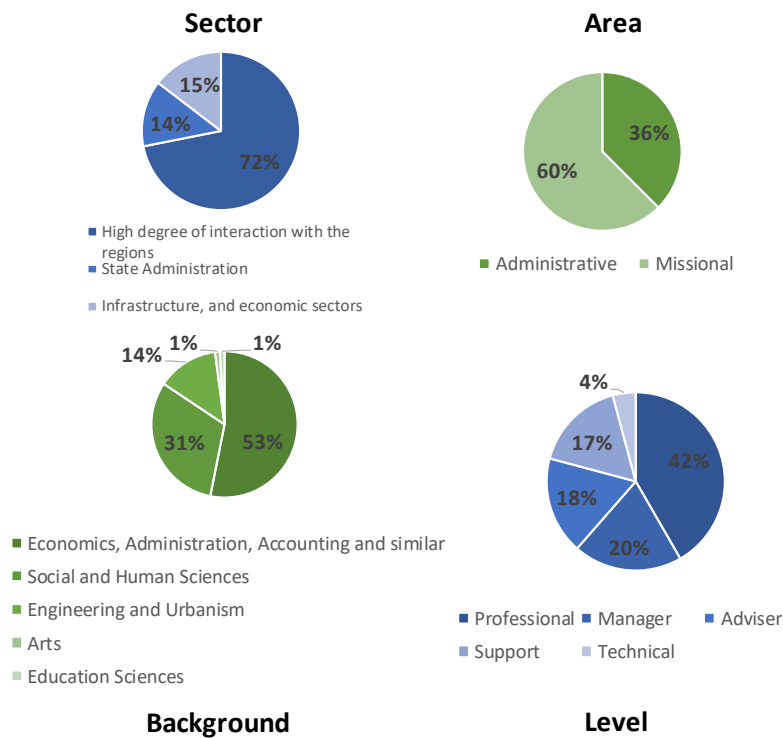


Regarding the position of the public servants within the organisation 42% belong to a professional position, 20% are managers, 20% are in support or technical level, and 18% are advisers. The educational background of the respondents shows that 53% have a background in Economics, Administration, Accounting and similar; 31% in Social and Human Sciences; 14% in Engineering and Urbanism; and for Arts and Education Sciences 1% for each one. 63% work in areas directly related to the primary objectives of the public organisations and the rest in support areas (planning and administrative areas). (Figure 4)

The analysis of the information about the administrative sectors shows that public servants for 20 sectors respond the survey, but for the analysis, are grouped into three categories. State Administration 14%, Infrastructure, and economic sectors 15%, and sectors with a high degree of interaction with the regions 72%. Finally, 73% of the respondents born in Bogotá.

⁷ The detail of the statistical description is reported in Appendix 1

Figure 4 Respondents profile (2)



Summarizing, the participants of the survey experiment are in the majority less than 40 years, with a high concentration between 30 and 40 years of age. The average ages of the group also reflect that the share of people with more than nine years of experience. Even that a significant proportion is in a professional position, a substantial share, 20% are managers and 18% advisers. Therefore, it is possible to observe that a meaningful share of the sample corresponds to public servants directly connected with the decision-making tasks within the organisation. The professional background is principally in economics and political science with a small representation of engineers. More than 70% born in Bogota, that not necessary means that do not know the local environments but reflects that a significant share of the people that work in the National Government is from the capital of the country.⁸

Experiment one: national interests or local interests

The first experiment question, present a brief statement about local participatory planning emphasising the importance to conciliate national and local interest after a scenario of collective local decision-making. The respondent must choose between the two following options once reads the statement:

‘A. Decisions taken collectively in the regions should be adapted to the perspectives and interests of the National Government.

⁸Most of the public organizations included in the group of sectors with high interaction with the regions, have regional offices but the survey does not show a significant number of people working in those.

B. The perspectives and interests of the National Government should be adapted to the decisions taken collectively in the regions.’

The respondents were randomly assigned to a control frame with the general statement or to a treatment frame that includes an additional statement about the possibility that as result of the collective local decision-making, the region decided to exclude the mining sector from the regional development strategies. The respondent must choose between the two same options.

The additional statement is based on a ‘recently polemic’ context regarding the mining sector in Colombia and popular local consulting process (voting process) to ban the mining activity from the regions. The results show that in 5 municipalities the local communities had voted in favour of excluding the mining activity from their municipalities. The discussion about the responsibility about this growing phenomenon, the consequences for the national economy and the possibilities to deal with it are discussing in the media. (Ulloa 2017, Saenz 2017, COLPRENSA 2017).

Therefore, the purpose is to analyse if the inclusion of this ‘polemic’ possibility has any effect on the decision of the respondent, observing the differences in the proportion of the answers and the probability to select each answer given the type of frame assigned. The experiment is useful to understand the behaviour and decisions that public servants could be made regarding a process of coordination and articulation of local and national development strategies. As a general description, 96 people respond the experiment. 78% of them choose the option that states that the national Government should adapt tits strategies to the regional strategies.

Experiment two: delegation of functions

The second experiment, based on (Kahan et al. 2017), looks to observe motivated reasoning on the analysis of results of small municipalities performance in a scenario of a delegation of new administrative responsibilities. This context is based on the article 180 of the Law 1553/2015 that established the creation of a National Program that defined a schema to distribute responsibilities in the territorial units as part of the decentralisation process. (Republic of Colombia 2015).

The respondents were randomly assigned to one out of four situations that involve the analysis of results from a study and answer a question based on the information presented. Two cases are related to a study on the effects of a new shampoo (control), and two cases about the performance of municipalities after the delegation of responsibilities (treatment). Figure 5 shows on top the cases related with the new shampoo and on the bottom the cases about the performance of municipalities. All the cases give the same numerical information, but for each case, the effect on the final results change.

Figure 5 Frames applied in experiment two

	Got better	Got worse		Got worse	Got better
People who <u>did</u> use the new treatment	180	60	People who <u>did</u> use the new treatment	180	60
People who <u>did not</u> use the new treatment	84	12	People who <u>did not</u> use the new treatment	84	12

	Got better	Got worse		Got worse	Got better
Municipalities <u>directly in charge</u> of the policy	180	60	Municipalities <u>directly in charge</u> of the policy	180	60
Municipalities <u>not</u> directly in charge of the policy	84	12	Municipalities <u>not</u> directly in charge of the policy	84	12

Following the possible answers to choose:

‘A. People who used the new shampoo were more likely to get better than those who did not

B. People who used the new shampoo were more likely to get worse than those who did not

A. Municipalities directly in charge of the policy were more likely to get better than those who did not

B. Municipalities directly in charge of the policy were more likely to get worse than those who did not’

Therefore, the purpose is to analyse if it is possible to find differences in the selection of the right answer regarding the frame assigned and analyse the probability to reach the right answer given the frame assigned. The experiment looks to evaluate possible models, previous perceptions, and knowledge about small municipalities capacities to assumes new responsibilities. The experiment is useful to understand the behaviour and decisions that public servants could be made in the context of the schema created to delegate new responsibilities to the municipalities with the purpose to increase the administrative autonomy. As a general description, 92 people respond the experiment. 60% of them choose the correct answer.

Experiment three: rural, urban and cost-benefit

The third experiment, provide a decision problem between two strategies to improve the long-term coverage of mid-secondary education in Colombia. The purpose is to analyse if the reference to a rural or urban area in the strategies could affect the decision of public servants instead a cost-benefit feature.

This experiment uses the frames in the options presented regarding the same question: ‘What do you consider is a better option for the long-term objectives?’ The control frame gives the two following options:

A. A strategy that could increase coverage by 12% with an annual cost per student of 2,300,000 pesos. (886 €)

B. A strategy that could increase coverage by 9% with an annual cost per student of 3,100,000 pesos (657 €)

In the control frame, the option A is more attractive, at least in cost-benefit terms, with a higher increase in coverage and a lower unit cost. The treatment frame includes the reference to rural and urban areas:

A. A strategy implemented in the urban area that could increase coverage by 12% with an annual cost per student of 2,300,000 pesos. (886 €)

B. A strategy implemented in the rural area that could increase coverage by 9% with an annual cost per student of 3,100,000 pesos. (657 €)

For the treatment frame, the cost-benefit condition is the same, but now including the area of implementation, exist the possibility to change the direction of the answer in favour of the rural area or keep it in favour of the cost-efficient condition. The experiment is useful to understand the behaviour and decisions that public servants could be made regarding the design and selection of strategies to help to close the gaps between urban and rural areas in Colombia. As general results, 92 people respond the experiment. 67% of the respondents choose the Cost-benefit option, without taking into account the frame.

Limitations with the research methods

The argumentation analysis was developed considering two documents from vast norms and regulation concerning about planning procedures in Colombia. However, the two documents expose the general guidelines of the recent designs on participatory planning for regional development in Colombia. Regarding these two documents, it was selected only some fragments considering that participatory planning was not the only topic exposed in those. The structure of the policy document was used as a guide following the sections regarding the topic of analysis, to deal with the selection of fragments under the interest of the analysis. The original documents and discourses are in Spanish that involve difficulties at the moment to translate the analysis of meanings. A standard issue in 'qualitative' or interpretative instruments that is important to be aware is the personal interpretation.

The survey experiment and the quantitative analysis of the information collected help to deal with personal interpretation and beliefs. However, it is necessary to consider some conditions related to the design of the survey. First, regarding the group of people that answer the survey. The instrument to collect the information was distributed using as entrance door the author's networks of people working in the public sector. Therefore, the analysis of the results does not pretend to generalise the results, given characteristics of representation of the sample. However, is it a good approximation of the use of this method in the public sector, and the results are useful for the analysis developed in this research paper considering the profile of the public servants that participate in the survey.

Additional, the literature recognises some general precaution to consider when survey experiments are used: First, in a one-shot survey, it is essential to be aware of the duration of effects. Second, not necessarily a frame effect captured in a survey will have consequences in the 'real world'. Finally, it is necessary to be aware of the design of the frames a too small or too big frame could change the interpretation of the results (Gaines et al. 2006).

Finally, the author's experience in the public sector of Colombia for some years could lead to misinterpretations but also will be useful to understand some contexts and pattern in the behaviour of the public servants and the frames.

Chapter 5 Results and analysis

Chapter five present the results and analysis of the argument policy analysis and the survey experiment.

Argument policy analysis results

The argument policy analysis developed and presented in Appendix 6, generate information that helps to identify the principal features of the rhetorical frame for the participatory planning approach in Colombia. The analysis identified two narratives that shape the aims and arrangements of participatory planning in Colombia. Even though both narratives share the same institutional framework, these show differences on how extensive is the participation of actors outside the National Government in the decisions of the regional planning process.

A first frame states a broad participation of actors outside the National Government in the regional planning process. Under this frame, the national Government promote and expose elements that guarantee the active participation of the local governments in the decision-making process of the development strategies for their territories. In the same way, encourage the participation of the citizen in the decision-making process established the importance of a change from a passive role of the citizens to an active role in the decisions that affect the development of their territories. For this purpose design an instrument that will be the space that guarantees participatory planning in Colombia.

A second frame appears from the reframing of the first one using the diagnosis of the municipalities with a high incidence of conflict to state the lack of conditions to reach an active participation in regional planning. The instrument announced in the first frame, as the strategy to encourage the active participation of the actors is now described as a space with conditions that limit the participation. Assigned a role of validation of strategies instead to decide over the strategies.

With the purpose to describe those frames, the examination is divided into three interconnected stages. First, a narrative connected to the desirable ideas of democratic participation and in a sense deeply connected with the established in the National Constitution of the country. Second, the analysis of the 'diagnostic-prescriptive story' used to design the policy instruments. Third an analysis of the frame using to design the policy instruments to be used during the implementation of the participatory planning strategy.

Broad participation in the planning process

The National Development Plan 2014 - 2018 (NDP) established a regional framework to implement the different strategies and policies during the four-year government period. According to this document, the regional framework corresponds to a set of regional strategical views that will be guided the regional development in the short term (a four-year period). That views were built together with the National Government and the regions. To strength the importance of the participation of the regions during this build process, the NDP

state that ‘the only way to legitimise socially public policies is through participation’.

The build process is stated as a participation space beyond a validation process of policies and programs, already design and decided by the National Government for each region. The NDP expose this build process as a novelty for participatory regional planning. However, this consulting space already exists according to the National Planning System. Thus, the novelty is the legitimisation of a specific guideline for each supra-region.⁹Therefore, the NDP provides a regional framework that will guide the regional development strategies in the country. This institutional framework was built together with the regional actors and could be understood as a set of shared strategies in equilibrium, using the words of the institutional rational choice approach. Consequently, under this statement, regional actors enjoy active participation in the planning process considering that they are the leaders of the development process in the regions.

The NDP was defined under the peace agreement context and for that established a transversal strategy for peace shaped by a regional participatory approach necessary to implement the agreement. Under this context, the NDP states a participatory approach, beyond the initial view used to decide the regional institutional framework presented before. This view ‘promotes a change in the participation of the citizens from a passive role to an active role on the decision-making process of public policies, where the representative democracy is complemented with the participatory democracy.’ Therefore, the participatory approach purpose in the NDP gone beyond a synchronisation between national and local governments and should include the active participation of citizenships. This view extends the degree of participation in the decision-making process of actors outside the National Government.

The Development Programs with Territorial Approach (DPTA) is one of the instruments established in the peace agreement that will be used to increase the planning participation in the post-conflict agenda. The Agency for the Territorial Renovation (ART) is coordinating this strategy in articulation with the different agencies and sectors from the National Government. As part of the activities realised for the launching of this strategy the statements from the ART and the President of the Republic are appropriated to understand the frame behind this instrument.

The ART state that the DPTA ‘will be built by different actors that interact in the territory based on its own vision and expectations’. The official statement given by the National Government is that this instrument will encourage the population to be an active part in the decision-making process, the Programs are presented as an opportunity to dream, to be aspiring and included all the expectations without interference from the National Government. Thus, if the purpose consigned in the NDP is to change from a passive to an active role of the citizens, this will be that instrument. It is important to highlight that the instrument is exposed as an opportunity that extent or guarantee the local autonomy stating that there no will be interference from the National Government.

Continue with the presentation of strategy, the presidential speech during the launching keeps the discourse about the leadership of the local actors

⁹ Use the same distribution of 6 supra-regions from the Royalty General System.

emphasising in the novelty of the strategy focus given the possibility that additional actors will be directly involved in the process, extending the existing institutional framework established by the National Planning System. The speech provides the understanding that this new participatory arena it is possible because of the peace agreement.

Finally, the ‘policy document’ ‘CONPES 3867 Institutional Readiness Strategy for Peace and Post-Conflict’ defines the programmatic scope, the institutional framework, and the main instruments to implement the interventions for peacebuilding including actions for the fulfilment of the corresponding agreements (Republic of Colombia 2016: 10). In the context and methodological framework sections of the policy document, the arguments are aligning with the NDP regarding the views and highlighting the importance and need of participation of the regional actors in the decision-making process. However, the analysis on this document brings information about the reframing of the discourse in the sections about the diagnosis and definition of instruments, presented as follow.

The diagnostic-prescription story

The identification of this reframe is based on the analysis developed around the diagnosis elaborated in the policy document. Summarizing, this document stated that there are three issues to face in the post-conflict context: armed conflict, rural poverty and regional development gaps. It is necessary to face three causes: early development environments, low institutional capacity and limitations to citizen participation. Considering that the objective of the policy document is the post-conflict agenda, the territories with a high level of conflict are the principal target for the diagnostic. In this line, the policy document developed a diagnostic based on the relationship between the areas with high levels of conflict and development results, institutional capacity and citizen participation. The last two ones, are the focus of this analysis, considering that there are inputs for the design-selection of instruments for a regional participatory approach.

The diagnostic looks to show that in municipalities with a high incidence of conflict, the development conditions have been deteriorated or that given the deteriorate development conditions the armed conflict increase in those areas. Beside this is a tricky cause-effect relationship. The relationship is useful for the diagnosis to determinate that in those municipalities it is necessary the accompanying by the National Government, given their low institutional conditions.

The policy document provides evidence to justify the lack of capabilities in the municipalities affected by the armed conflict. Municipalities with a high incidence of conflict show a lower institutional capacity given that a high share of municipalities (6,1%) have critical integral performance index¹⁰ and only 3,8%, of the municipalities with the medium and low incidence of conflict present the same situation. In this case, the information is presented in a positive and negative frame that helps to ‘confirm’ the idea that municipalities with a high inci-

¹⁰ Is based on the Integral Performance Index calculate by the National Planning Department

dence of conflict are not in a capacity to oversee its own administration of development strategies. The policy document presents a similar exercise for fiscal performance and the structuring projects index.

Regarding citizen participation, the diagnosis section reframes this discourse changing from an active role in the decision-making process to a validation role useful for the transparency of the policy-making process. A validation role is less active and principally based on hearing not to discuss or decided. Beside that in the literature a validation process is also considered as a participatory approach, the frame described in the previous section was characterised by a broad participation role. The diagnosis continues showing evidence that supports the difficulties and lack of interest from the citizen to participate in this kind of arenas.

The policy document shows that around 60% of the population in Colombia do not consider that citizen participation is adequate to solve problems. In this case, the results are presented again in a negative frame, instead of the original result that shows that 39.1% of the population disagree with the statement 'Participating contributes on nothing to the solution of community problems'. (DANE 2015: 8) Thus, the information to support the design and selection of the policy instruments looks to show a very problematic situation regarding local institutional capabilities and limitation for the active participation of the citizen in the decision-making process. Then it is possible to identify a reframe of the discourse based on the possibilities of the local environments.

Framing the policy instruments

To introduce the policy instruments selected to implement the preparation of the agenda for the post-conflict, the policy document state that the core of the peace agreement, is to develop the rural areas of the country and that to succeed in this objective the strategies will be based on participative process. Thus, it is possible to observe that the narrative is looking to come back to the broad concept of participation highlighting that the significant transformations should come from the bottom.

The Peace Contracts and the Development Programs with Territorial Approach (DPTA) are the vehicles for implementation for the preparation strategy for peace and post-conflict. The instruments look to improve planning, targeting and articulation of resources.

The DPTA will set up the institutional offer to impulse the transformation in the regions. Through one of the videos analysed, the high councillor for post-conflict put in context part of the process involving in the implementation of the DPTA strategy. Regarding the explanation, it is possible to observe that the National Government will arrive at territory, and be present in the different levels of discussion, with a unified propose about the priorities, strategies and possibilities to build the DPTA. It seems like the implementation of the DPTA is a negotiation process between the local views and the national views instead of a consolidation of local views from the territory. Then, is expected that the National Government will be prepared with the information and real possibilities for new strategies or views in a bottom-up process that helps as a filter of the strategies that do not merge or synchronised with the national interest.

Thus, the public services offer will be principally set up by the National Government, in a second instance by the local government and in a minor position by the local society. Considering that the big part of the budget is already decided, regarding the institutional framework for regional planning, it is necessary to use other resources to fund the collective view decided in the territory (peace fund or cooperation with NGO, among others).

The policy document states that there will be a specific agenda to be decided by the local community, not all the issues will be susceptible to be affected by the community. The strategy is maybe going to improve the local capabilities but without a critical impact (regarding the share of the budget), but maybe a significant impact on the capacity building. It looks like some previous exercise about participatory budget where the amount of resources allocates through this kind of strategies is very low given the directions establishing by the National Government and limitation of own resources in the municipalities.

The Peace Contract is a new version of the multilevel strategy Planning Contracts already implemented since 2012. Then, the dynamic is already known, based on the regional development plans and the National Development Plan, some strategies are aligned. The purpose is to include not only projects but coordination and management actions for the different actors as a strategy of capacity building. The Peace Contracts will be the umbrella that covers all the DPTA because within the Peace Contract will be designing the high impact projects. Thus, the crucial decisions will be made it in other spaces and not in the DPTA.

Survey experiment results

The survey experiment inquiries about attitudes in the public servants using framing effects experiments and analyse possible motivated reasoning behaviour to produce information that helps to identify features of the action frame in relation with regional development strategies in Colombia.

The initial premise that leads to developing this analysis considers the existence of a mental model in the public servants of the National Government. Under this intuition, the public servants believe that the regional governments do not account with the capabilities to be in charge of their own decision and for that reason, the National Government should lead the policy-making process in the regions, or other words looks to control the regional autonomy. It is observable in the previous section with the contrast between the discourse that supports a broad autonomy in the decision-making process of the regional actors and the design of policy instruments, by public servants, that impose limits to that autonomy.

Unlike that premise, the results of the survey experiment show support from the public servants to the autonomy of regional actors in the planning process of their development strategies. The results of first experiment account for supporting the collective decisions made it by the local actors even when a polemic attribute is framing in the analysis. Also, the second experiment lets see that is not possible to assume the use of a mental model against the delegation of new function in small capabilities regarding lack of institutional capabilities. Finally, the third experiment exposes a situation where was possible to create an attribute framing effect that leads to the respondents of the survey to select an

option less attractive regarding cost-benefit characteristics once is including an attribute about rural or urban areas.

With the purpose to describe those results, below are presenting the quantitative results of each experiment and then a general analysis of the results.

Experiment one: national interests or local interests¹¹

The experiment one exposes to the public servants to a participatory planning scenario where they must decide between support a coordination strategy of adaptation of the National Government interest to the local decisions or the adaptation of the regional interests to the National Government decisions. The experiment provides information about 96 public servants that answer the question. From the total, 50 was randomly assigned to the control group and 46 to the treatment group that includes the controversial statement⁷ about the possibility to decide to exclude the mining sector from the local development strategies. Table 1 provides the results of the first experiment.

Table 1 General results experiment one

	Control		Treatment		Total
Nation adapt to territory	38	76%	37	80%	75
Territory adapt to nation	12	24%	9	20%	21
Total	50		46		96

Source: Own calculation based on survey experiment

With the purpose to compare the results between the two groups, a test over the differences in means was done and shows no statistical differences between the characteristics of the two groups. Then, the analysis continues with the comparison of the results between groups. In both groups, the option that states that ‘The perspectives and interests of the National Government should be adapted to the decisions taken collectively in the regions’ was the most selected option, 76% in the control group and 80% in the treatment group.

The proportion of the respondents that choose this option in the treatment group shows a small difference with the control group. A statistical test to compare if there are differences between the two proportions suggests not statistical evidence to conclude that both proportions are different. Then it seems like independently of the frame, the respondents support the idea that the collective decision coming from the territory should be respect and the National Government is the one that should be adapted to that territorial decisions.

The next step in the analysis uses a probit model to look for the relationship between the option selected by the public servants and the frame assigned to each group, controlling with some characteristics observed. The results of the model suggest a substantive significance of 7% with a negative sign in relation to the type of question assigned. The results could be interpreting as the inclusion of the statement about the possibility of ban the mining sector from the development strategies of the territory, decrease the probability of choosing the option in which the territory should adapt its strategies to the national interests.

¹¹ Tables and result of the statistical test and probit model are presented in Appendix 2

Then, the frame does not affect in terms of changing the option in favour of the national level; contrary could be increasing the likelihood of chose the option in favour of the decisions made it by the territory.

Regarding the other observable characteristics, it is possible to observe that have a background in economist sciences or similar could increase the likelihood to choose the option in favour of the National Government in 12% in comparison with to have other backgrounds. A general experience from more than four years could increase the likelihood to choose this option in 18%. Concerning the administrative sector, work in a sector with a high interaction with the regional areas increase the likelihood to choose the option in favour of the regions in 14%.

The results of the experiment one do not show a frame effect given the inclusion of the ‘polemic’ exclusion of the mining sector from the development strategies in the territory. The choices are consistent with a coordination strategy in which the National Government should adapt its strategies to the collective decisions made it in the regional arena.

Experiment two: delegation of functions¹²

The second experiment evaluates possible mental models exposing the public servants to a situation regarding the capabilities of small municipalities to assume new responsibilities. The experiment provides information about 92 public servants that answer the question. From the total, 45 was randomly assigned to the control groups (shampoo case) and 47 to the treatment groups (municipalities case). From the total 60% choose the right answer and 40% the wrong answer. Table 2 provides the general results of the second experiment.

Table 2 General results experiment two

Answer	Frame A				Frame B				Total	
	Control		Treatment		Control		Treatment			
Correct	20	71%	15	45%	10	59%	10	71%	55	60%
Incorrect	8	29%	18	55%	7	41%	4	29%	37	40%
Total	28		33		17		14		92	
	61				31					

Source: Own calculation based on survey experiment

Notes: The frame A correspond to the cases when the correct answer is a deterioration of the initial situation and B the improvement of the initial situation.

In each frame, control is associated with the shampoo problem and treatment to the municipality problem.

The design of this experiment creates three set of groups to be compared to the number of correct answers. i) A comparison between people randomly assigned to control or treatment frame. ii) A comparison between people randomly assigned to each frame. iii) A comparison between the control and treatment group within each frame. The test over the differences in means between each pair of groups provides information with apparently not statistical differences between the characteristics of the groups, with a couple of exceptions.

The analysis continues testing if there is statistical evidence that suggests differences in the proportions of correct answers between the set of groups. i)

¹² Tables and result of the statistical test and probit model are presented in Appendix 3

The comparison of the proportions between the control (66%) and treatment (53%) groups suggest differences. ii) The comparison between the frame 'A' (64%) and 'B' (57%) suggest that there is no statistical evidence to conclude that the two proportions are different. iii) The test suggests that there is a statistical difference between the proportion of correct answers in the control group (71%) and the treatment of the frame 'A', but not between the control (58%) and the treatment (71%) of the frame 'B'.

As a result, the assignation of frame 'A' or 'B' and belong to the control or treatment group within the frame 'B' apparently do not affect the results in the selection of the correct answer. In contrast, the public servants in the control group were more accurate selecting the answer than in the treatment group. Finally, the public servants in the control group within the frame 'A' were more accurate to select the correct answer.

Considering that the frame 'A' expose the case in which the correct answer is a deterioration of the initial situation of the hair problem in control group and the performance of the municipality in the treatment group. The public servants were more effective selecting the correct answer in the control that in the treatment group. The results could suggest the influence of the question assigned to the process of decision. Unlike the initial intuition about the belief of servants regarding the lack of capabilities to assume new responsibilities, this case provides information about a possible motivated reasoning in favour of the delegation of new responsibilities in small municipalities.

The next step in the analysis uses a probit model to look for the relationship between to select the correct answer and the questions randomly assigned, controlling with some characteristics observed. The results of the model suggest that has been assigned to the question in which the answer is 'Municipalities directly in charge of the policy were more likely to get worse than those who did not' decrease the likelihood of choosing the correct answer on 3%. Despite this result provide a small marginal effect, is aligned with the result of the comparison of the proportions. The other frame questions increase the likelihood of choosing the correct answer in around 20%.

Regarding the other observable characteristics, it is possible to observe that being older than 41 years and belong to a missional area within the public organisation decrease the likelihood to choose the correct answer in more than 25%. An experience of more than nine years in the public organisation decreases the likelihood to choose the correct answer on 50%.

The results of the second experiment provide information about a partial effect from the beliefs of the public servants. The evaluation of the decision-making process developed by the public servants that respond the survey suggest a support in favour of a strategy that delegates new functions in small municipalities looking to improving the performance of those municipalities.

Experiment three: rural, urban and cost-benefit¹³

The third experiment present to the public servants a situation in which they need to decide between two strategies to increase the coverages of mid-secondary education in Colombia. The experiment provides information about 92 public servants that answer the question. From the total, 54 was randomly assigned to the control group and 38 to the treatment group. Table 3 provides the results of the third experiment.

Table 3 General results experiment three

	Control		Treatment		Total	
Non cost-benefit option	9	17%	21	55%	30	33%
Cost-benefit option	45	83%	17	45%	62	67%
Total	54		38		92	

Source: Own calculation based on survey experiment

With the purpose to compare the results between the two groups, a test over the differences in means was done and shows no statistical differences between the characteristics of the two groups. Then, the analysis continues with the comparison of the results between groups. Under the control frame, the cost-benefit option was the most selected option with 83%. In the treatment frame, the one that includes the assign rural and urban area to the options, the Non-cost benefit option was the most selected option with 55%. A statistical test to compare if there are differences between the two proportions suggests not statistical evidence to conclude that both proportions are equal. Then it seems like the inclusion of the attribute of an area of implementation in the frame influence in a change in the decision between the cost-benefit option and the Non-cost benefit option.

The next step in the analysis uses a probit model to look for the relationship between the option selected by the public servants and the frame assigned to each group, controlling with some characteristics observed. The results of the model suggest a substantive significance of 44% with a negative sign in relation to the frame assigned. The result could be interpreting as the inclusion of the attribute of urban or rural to the options, decrease the likelihood to choose the cost-benefit option in that proportion. Then, the frame provides an effect on changing the option in favour of the rural area even when the option is less attractive in cost-benefit terms.

Regarding the other observable characteristics, it is possible to observe that a general experience from more than nine years could increase the likelihood to choose the Non-cost-efficient option in 16%. Concerning the place of born of the public servant being born in the capital of the country increase the likelihood to choose that option in 20%.

The results of the third experiment show a frame effect by the inclusion of the attribute about the area of implementation of the strategy. In this case, it was possible to create a frame effect in favour of the rural area, even instead of a rational choice expressed in cost-benefit terms.

¹³ Tables and result of the statistical test and probit model are presented in Appendix 4

Analysis of the results

The narratives under context

The principal results from the argument policy analysis are that given the same institutional framework there is possible find two narratives about how broad should be the participatory planning in the regions. Below is the presented the analysis of the frames under the institutionalism approach and the current context.

From the first frame, the build process to create the regional views that will guide the development of the regions is stated as an agreement of shared strategies. However, the institutional framework that accounts for the articulation nation – region exposes a situation in which the regions look like a recipient that receive resources and guidelines but do not shows an active participation in the planning process. A significant share of resources is in control of the National Government. Although the institutional arrangement promotes an active participation of the regional actors, it looks like a validation arena immerses in norms and procedures controlling by the National Government. According to the historical institutionalism approach, this constrains the behaviour of the actors. Hence, the disbalance in the power relations lead to a scenario in which it is difficult that the regional actors could have a broad participation in the decisions of the planning process. However, the build process strategy is stated as a scenario that guarantees the autonomy of the regions.

The participation of citizens in the regional policy making process will be promoted designing the instrument Development Programs with Territorial Approach (DPTA), that looks to guarantee the active participation of the local actors. This strategy will be developed under the peace agreement context. The post-conflict agenda is exposed as a unique context that opens an opportunity window to developed transformation in the institutional arrangements around the participation of citizens. The National Government launched this strategy in a way that could be understood from a historical institutionalism perspective. The conflict with the armed group FARC-EP was a factor that constrains institutional changes that guarantee citizen participation. Then, after the peace agreement, the interactions between the national and local institutional orders will be the source of improvement of development of the regions.

The second frame is the result of the reframe developed through the diagnostic story to designs the instruments that look for improving planning, targeting and articulation of resources. The Peace Contracts and the Development Programs with Territorial Approach are instruments created to support the coordination process between the actors. The first frame states that the post-conflict agenda purpose to establish new institutional interactions and the participatory arenas is framing in this sense. However, the design of the instruments does not challenge the current institutional framework for the articulation between the nation and the regions. The ‘new’ institutional arrangement is not a result of a cultural or rational consensus. It is the result of the organisation structure and for that reason does not promote changes in the current institutional arrangements.

Although the first narrative promotes a broad participation in the regional planning process, the second one, established mechanisms that constrain that

mechanism. Even that the institutional arrangements are the same, the differences in the narratives used to communicate the message create these two frames. Then, is not just the institutional arrangement that affects the behaviour of the individuals also matters the narratives used to communicate the institutional arrangements. Under this view, two different narratives of the same institutional framework will affect the calculation of strategies or the interpretation of the situations. Then, both the rational and the cultural approach from the new institutionalism could be affected to interpret the behaviour of the individuals that interact under institutional arrangements with more than one narrative.

Public servants behaviour

The diagnosis and instruments described in the previous sections were designed by public servants. Then, this leads to the intuition that public servants are attached to a narrative that looks to control the participation in the regional planning process. In contrast, the results of the survey experiment show support from the public servants to the autonomy of regional actors in the planning process.

Therefore, the behaviour of the public servants seems to be attached to the narrative that claims for a broad participation of other actors in the regional planning process. In contrast with the citizens or other actors in the local environments, the public servants could account for more information about the norms and regulations that shape the interaction between the regional and national actors.

Then, one interpretation of the attitudes of the public servants is based on the interpretation of the set of rules and regulation that they are already known. Thus, they combine the narrative that promotes a broad participation with the knowledge about the existing controls in the institutional framework. However, some of this controls, like the delegation of new functions to small municipalities, are not aligned with attitudes reflected in the survey experiment. Hence, there is space for another interpretation.

A second interpretation is based on the discussion proposed by Bernard Williams (2008). There are a set of subjective motivations and desires that shape the internal reasoning in the public servants that lead the decisions that they made. In this sense, there is possible the existence of tension between they desire and the norms and regulations that constrain the possibilities of the regional actors to get more leadership and autonomy in the regional planning process. Thus, the public servants could have an internal set of motivations that support the broad participation statement. However, also there is an external persuasion that after a reflection process changes their beliefs. Resulting in actions like the development of a diagnosis that reframe the discourse and the design of policy instruments that control the participation in the planning process.

Considering the second interpretations, how the public servants could behave in relation with the participatory planning policy? Continue with the development of that idea; it is useful to analyse a hypothetical situation in which a public servant attends or have to decide over a project established in a Development Plan with Territorial Approach (PDET). The public servant supports the idea of a coordination strategy in favour of the local community decisions.

Local actors design a project to develop crops of tropical fruit that although currently is not actively cultivated by local peasants, signifies an opportunity to improve the socioeconomic conditions of the municipality. However, the Peace Contract already agreed with the departmental government established as a development strategy for the region the implementation of palm oil crops regarding some agreements with the private sector and the guidelines of the National Government. Considering that the available resources for funding and support the required infrastructure are limited, the public servant as a representative of the National Government will be part of the discussion to decide on the local projects. The public servant desires to support the local projects, considering that there is a consensus among the local actors about the project. However, other actors are interested in developed the strategy associated with the palm oil crops.

The public servant could reflect in at least three ways that lead to one of the following results: Support the local community decision or support the nation-department decision. This three reflections process could be seen through the approaches of free will referenced in the theoretical framework.

First, if the public servant has a firm belief in his or her free will or agency to influence the situation. Moreover, after the reflection of the external persuasion does not change the internal motivation, will find the way based on his or her knowledge of the institutional structure to find a way to support the local strategy instead of the national- department strategy.

Second, if the public servant does not aware or does not believe in his or her free will then the external persuasion will change the internal motivation and will support the nation-department strategy instead of the local strategy.

Third, if the public servant is aware of his or her agency capacity, but the free choice is based strictly in a cost-benefit analysis supported by the information provides by the nation-department actors, then probably the external persuasion will change the internal motivation, leading to support the nation-department strategy.

Chapter 6 Conclusions

This research paper attempts to examine the behaviour of public sector employees, regarding beliefs and mental models, and their interaction with the frames and contexts in which public policy is involved. The research paper uses a participatory planning policy in Colombia to analyse to evaluate the behaviour. The narratives were identified using an argument policy analysis and the attitudes of the public servants was explored using a survey experiment.

The argument policy shows that despite that participatory planning in Colombia is stated under two narratives but into the same institutional framework. The narratives difference the degree of participation of the actors outside the National Government in the regional planning process. Meanwhile, a first frame describes and promote the policy and the policy instruments with a broad perspective of participation in the planning process, a second frame using the same institutional framework and policy instruments, establish controls to the participation of the actors outside the National Government in the planning process.

Under the institutionalism approach could be stated that the actors involved in the policy-making process use the common institutional framework to either calculate strategies or interpreting situations. However, if the narrative that communicates the policy-making process is framed, then the calculate or interpretation could result in different outcomes. Then, narratives used to communicate the institutional arrangements also affect or constrain the behaviour, and for that reason, it is important to identify the interaction of the frames with the attitudes from the target of this research, the public servants.

The initial assumption that leads the design of the survey experiment was the existence of a mental model in the public servants of the National Government that support the second narrative. The diagnostic of the problem and the design of policy instruments are in charge of public servants, considering the frame in which the policy instruments are stated it was reasonable to make that assumption. However, the results of the survey experiment show an attaching to the frame that promotes a broad participation.

The attribute frame effects applied in two of the experiments provide mix results regarding the effectivity of the frames. The experiment that evaluates the support for a coordination strategy that leans in favour of the National Government or the regional actors does not provide evidence of an attribute frame effect. However, provide insights about the support of the public servants for the autonomy of the local decision, independently of the frame. The experiment that analysis the selection of a strategy targeting to the rural areas despite a cost-benefit strategy provide evidence of an attribute frame effect and a preference for select the rural area.

The motivate reasoning experiment applied provide mix results regarding the influence of mental models in the public servants when they evaluate 'scientific' evidence. One out of four of the cases provide insights of a mental model that influence the decision to select the wrong answer in contradiction to the 'scientific' evidence that state a lousy performance of the municipalities. In this sense could be a tendency in the public servants to believe that the delegation of responsibilities to small municipalities is useful to improve its performance.

The behaviour of the public servants seems to be framed by the narrative that claims for a broad participation and autonomy of other actors in the regional planning process. Their beliefs support a coordination strategy where the national Government should adapt their interest to the local decisions. They tend to believe that delegation of functions in small municipalities could be useful to improve its performance. They look for an option that favour the rural areas instead of one that displays a cost-benefit strategy.

Based on the internal and external reasoning approach from Williams (2008), there are a set of subjective motivations and desires that shape the internal reasoning in the public servants that lead the decisions that they made. These desires and motivations interact with external persuasions like narratives and institutional and cultural frameworks. The desire and agency of the public servants interact with the external persuasions, and through a reflective process, their internal motivations could change or not, affecting choices. When the choices are involved in the policy-making arena then could affect the policy-making process.

The research paper contributes to the literature on the decision-making of public servants form an experimental approach using attribute framing effects and motivated reasoning. This study suggests a combination of research methods used to contextualise and confront the analysis of attitudes in public servants. The current research considers a small group of public servants. However further research could include the use of the research methods with more diverse samples that help to analyses differences between and within public organisations. Consider the possible motivated reasoning that could characterise the diagnostic of policy problems, the analysis of how this could affect the evidence-informed decision-making will contribute to the field. Finally, observing the limitations of the institutionalism approaches to account for the reasoning process under conflicting policy-making decisions, further studies to understand intrinsic motivation and agency from the psychology field could extend the comprehension of the decision-making process.

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Appendix 1 Survey data description

Appendix table 1 Age, years in organization and years of experience

Rank	Age			Rank	Years in the agency			Years of experience		
	Freq.	Percent	Cum.		Freq.	Percent	Cum.	Freq.	Percent	Cum.
Less than 20				Less than 1	9	9	9			
Between 21 and 30	24	25	25	Between 1 and 3	45	47	56	8	8	8
Between 31 and 40	54	56	81	Between 4 and 9	29	30	86	29	30	39
Between 41 and 50	8	8	90	More than 9	13	14	100	59	61	100
More than 50	10	10	100							
Total	96	100		Total	96	100		96	100	

Source: Own elaboration based on experimental survey

Appendix table 2 Level within the public organization

Level	Freq.	Percent	Cum.
Professional	40	42	42
Manager	19	20	61
Adviser	17	18	79
Support	16	17	96
Technical	4	4	100
Total	96	100	

Source: Own elaboration based on experimental survey

Appendix table 3 Area of work

	Freq.	Percent	Cum.
Administrative	36	38	38
Missional	60	63	100
Total	96	100	

Source: Own elaboration based on experimental survey

Appendix table 4 Background

Area	Freq.	Percent	Cum.
Economics, Administration, Accounting and similar	51	53	53.13
Social and Human Sciences	30	31	84.38
Engineering and Urbanism	13	14	97.92
Arts	1	1	98.96
Education Sciences	1	1	100
Total	96	100	

Source: Own elaboration based on experimental survey

Appendix table 5 Administrative Sectors

Sector	Freq.	Percent	Cum.
Education	25	26	26
Social inclusion and reconciliation	12	13	39
Finance	9	9	48
Planning	9	9	57
Statistics	7	7	65
Presidency	7	7	72
Mining and Energy	4	4	76
Labor	4	4	80
Agricultural and Rural Development	3	3	83
Environment and Sustainable Development	2	2	85
Commerce, Industry and Tourism	2	2	88
Public Service	2	2	90
Comptroller	2	2	92
Health and Social Protection	2	2	94
Information and Communication Technologies	1	1	95
Culture	1	1	96
Defense and police	1	1	97
Justice and Law	1	1	98
Transport and Infrastructure	1	1	99
Housing, City and Territory	1	1	100
Total	96	100	

Source: Own elaboration based on experimental survey

Appendix table 6 Place of born

Born Place	Freq.	Percent	Cum.
BOGOTÁ, D.C.	70	73	73
MEDELLÍN	4	4	77
CALI	4	4	81
BUCARAMANGA	2	2	83
ARMERO	2	2	85
NARIÑO	1	1	86
SEGOVIA	1	1	88
YARUMAL	1	1	89
SOGAMOSO	1	1	90
MANIZALES	1	1	91
PUERTO RICO	1	1	92
VALLEDUPAR	1	1	93
RÍO DE ORO	1	1	94
CARMEN DE CARUPA	1	1	95
PAMPLONA	1	1	96
BARRANCABERMEJA	1	1	97
IBAGUÉ	1	1	98
CHAPARRAL	1	1	99
GUADALAJARA DE BUGA	1	1	100
Total	96	100	

Appendix table 9 Probit output

Answer	dF/dx	P>z
Treatment	-0.07	0.36
area2	0.00	0.99
age3_4	0.03	0.82
years ⁱ ~2	0.06	0.64
years ⁱ ~3	0.06	0.70
years ⁱ ~4	0.07	0.69
yearse ⁱ ~2	0.18	0.35
yearse ⁱ ~3	0.12	0.48
level23	-0.12	0.29
level24	-0.21	0.04
leve ⁱ ~_25	-0.13	0.31
Sector ⁱ a	-0.02	0.92
Sector ⁱ r	-0.14	0.31
backgr ⁱ ~3	-0.01	0.96
backgr ⁱ ~4	0.12	0.38
bog	0.02	0.85
N	94	

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix 3 Results experiment two

Appendix table 10 Test - differences in means groups

	TyC		C&T_A		C&T_B		AB	
	$\mu_T - \mu_C$	p-value	$\mu_T - \mu_C$	p-value	$\mu_T - \mu_C$	p-value	$\mu_B - \mu_A$	p value
area1	0.01	0.96	-0.09	0.47	0.22	0.24	-0.11	0.32
area2	-0.01	0.96	0.09	0.47	-0.22	0.24	0.11	0.32
age1	-0.03	0.72	-0.07	0.51	0.05	0.76	-0.01	0.90
age2	-0.05	0.66	0.01	0.94	-0.15	0.43	-0.04	0.72
age3_4	0.08	0.35	0.06	0.55	0.10	0.48	0.05	0.56
yearsagency1	-0.13	0.02	-0.15	0.05	-0.12	0.20	0.03	0.59
yearsagency2	0.09	0.40	0.08	0.56	0.06	0.72	0.22	0.05
yearsagency3	0.01	0.94	0.02	0.84	0.02	0.93	-0.16	0.13
yearsagency4	0.04	0.60	0.05	0.52	0.04	0.80	-0.10	0.20
yearsexp1	-0.09	0.13	-0.12	0.16	-0.06	0.37	0.08	0.19
yearsexp2	0.07	0.45	0.02	0.89	0.19	0.27	-0.03	0.79
yearsexp3	0.02	0.87	0.10	0.43	-0.13	0.45	-0.06	0.61
sex1	0.03	0.78	0.00	0.99	0.05	0.76	0.14	0.20
sex2	-0.03	0.78	0.00	0.99	-0.05	0.76	-0.14	0.20
level21	-0.03	0.71	-0.07	0.53	0.01	0.89	0.15	0.07
level23	0.12	0.14	0.12	0.27	0.08	0.45	0.15	0.09
level24	-0.19	0.06	-0.14	0.29	-0.30	0.10	-0.03	0.82
level22_25	0.10	0.24	0.08	0.34	0.21	0.26	-0.27	0.00
SectorEcoInfra	-0.05	0.51	-0.10	0.34	0.01	0.89	0.13	0.10
SectorAdm	0.04	0.60	0.11	0.28	-0.12	0.20	0.10	0.19
SectorTerr	0.01	0.90	-0.01	0.96	0.11	0.40	-0.23	0.02
bog	-0.25	0.01	-0.22	0.07	-0.31	0.05	-0.04	0.71
backgroundT5	0.02	0.83	0.00	0.97	0.01	0.89	0.12	0.14
backgroundT1_2	0.04	0.17	0.00	.	0.14	0.11	-0.06	0.05
backgroundT3	0.03	0.77	-0.02	0.85	0.12	0.47	0.05	0.61
backgroundT4	-0.09	0.41	0.02	0.88	-0.28	0.13	-0.11	0.35

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix table 11 Test - proportion T&C

```
. prtest p2corr, by ( TyC )
```

```
Two-sample test of proportions                                0: Number of obs =      45
                                                            1: Number of obs =      47
```

Variable	Mean	Std. Err.	z	P> z	[95% Conf. Interval]
0	.6666667	.0702728			.5289344 .8043989
1	.5319149	.0727838			.3892613 .6745685
diff	.1347518	.1011719			-.0635415 .333045
	under Ho:	.1022664	1.32	0.188	

```
diff = prop(0) - prop(1)                                     z = 1.3177
```

```
Ho: diff = 0
```

```
Ha: diff < 0
```

```
Pr(Z < z) = 0.9062
```

```
Ha: diff != 0
```

```
Pr(|Z| < |z|) = 0.1876
```

```
Ha: diff > 0
```

```
Pr(Z > z) = 0.0938
```

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix table 12 Test proportions C&T_A

. prtest p2corr, by (p2ctA)

Two-sample test of proportions 0: Number of obs = 28
1: Number of obs = 33

Variable	Mean	Std. Err.	z	P> z	[95% Conf. Interval]
0	.7142857	.0853735			.5469568 .8816146
1	.4545455	.0866784			.2846589 .624432
diff	.2597403	.1216626			.021286 .4981945
	under Ho:	.1270632	2.04	0.041	

diff = prop(0) - prop(1) z = 2.0442
Ho: diff = 0

Ha: diff < 0 Ha: diff != 0 Ha: diff > 0
Pr(Z < z) = 0.9795 Pr(|Z| < |z|) = 0.0409 Pr(Z > z) = 0.0205

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix table 13 Test proportion C&T_B

. prtest p2corr, by (p2ctB)

Two-sample test of proportions 0: Number of obs = 17
1: Number of obs = 14

Variable	Mean	Std. Err.	z	P> z	[95% Conf. Interval]
0	.5882353	.1193646			.3542849 .8221857
1	.7142857	.1207363			.4776469 .9509246
diff	-.1260504	.1697798			-.4588127 .2067118
	under Ho:	.17268	-0.73	0.465	

diff = prop(0) - prop(1) z = -0.7300
Ho: diff = 0

Ha: diff < 0 Ha: diff != 0 Ha: diff > 0
Pr(Z < z) = 0.2327 Pr(|Z| < |z|) = 0.4654 Pr(Z > z) = 0.7673

Appendix table 14 Test proportions AB

Two-sample test of proportions 0: Number of obs = 31
1: Number of obs = 61

Variable	Mean	Std. Err.	z	P> z	[95% Conf. Interval]
0	.6451613	.0859347			.4767323 .8135903
1	.5737705	.0633178			.4496698 .6978711
diff	.0713908	.1067423			-.1378203 .2806019
	under Ho:	.108154	0.66	0.509	

diff = prop(0) - prop(1) z = 0.6601
Ho: diff = 0

Ha: diff < 0 Ha: diff != 0 Ha: diff > 0
Pr(Z < z) = 0.7454 Pr(|Z| < |z|) = 0.5092 Pr(Z > z) = 0.2546

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix table 15 Output probit

Correct	dF/dx	P>z
IncreaseHair	0.21	0.23
ImprovPerf	0.19	0.34
BadPerf	-0.03	0.84
area2	-0.26	0.07
age2	0.19	0.35
age3_4	-0.29	0.25
years~2	-0.10	0.63
years~3	-0.21	0.35
years~4	-0.50	0.05
yearse~2	0.19	0.39
yearse~3	0.15	0.61
level23	0.16	0.39
level24	0.26	0.16
leve~_25	0.17	0.43
Sector~a	-0.08	0.76
Sector~r	0.08	0.63
backgr~3	-0.19	0.34
backgr~4	0.02	0.93
bog	0.04	0.80
numT	-0.01	0.97
N	90	

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix 4 Results experiment three

Appendix table 16 Test - difference in means groups

	$\mu_T - \mu_C$	p value
area1	0.02	0.82
area2	-0.02	0.82
age1	0.07	0.47
age2	-0.09	0.39
age3_4	0.03	0.77
yearsagency1	-0.06	0.33
yearsagency2	-0.03	0.75
yearsagency3	0.05	0.65
yearsagency4	0.05	0.52
yearsexp1	0.03	0.61
yearsexp2	-0.07	0.48
yearsexp3	0.04	0.71
sex1	-0.14	0.16
sex2	0.14	0.16
level21	0.08	0.31
level23	-0.06	0.45
level24	-0.07	0.52
level22_25	0.05	0.55
SectorEcolnfra	-0.08	0.30
SectorAdm	-0.04	0.55
SectorTerr	0.12	0.20
bog	-0.01	0.90
backgroundT5	-0.15	0.04
backgroundT1_2	0.01	0.80
backgroundT3	0.12	0.24
backgroundT4	0.03	0.81

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix table 17 Test proportions

Two-sample test of proportions

0: Number of obs = 54
1: Number of obs = 38

Variable	Mean	Std. Err.	z	P> z	[95% Conf. Interval]
0	.8333333	.0507151			.7339337 .932733
1	.4473684	.0806601			.2892775 .6054593
diff	.3859649	.0952789			.1992217 .5727081
	under Ho:	.0992599	3.89	0.000	

diff = prop(0) - prop(1) z = 3.8884
Ho: diff = 0

Ha: diff < 0 Pr(Z < z) = 0.9999
Ha: diff != 0 Pr(|Z| < |z|) = 0.0001
Ha: diff > 0 Pr(Z > z) = 0.0001

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix table 18 Output probit

Answer	dF/dx	P>z
T_C_3	-0.44	0.00
area2	0.01	0.92
age3_4	-0.12	0.45
years~2	-0.04	0.82
years~3	-0.08	0.71
years~4	-0.14	0.56
yearse~2	-0.10	0.65
yearse~3	-0.16	0.41
level23	-0.09	0.63
level24	-0.01	0.97
leve~_25	0.12	0.53
Sector~a	-0.15	0.49
Sector~r	0.06	0.71
backg~_2	-0.29	0.39
backgr~3	-0.07	0.72
backgr~4	0.09	0.65
bog	-0.20	0.07

N 92

Source: Own elaboration based on experimental survey using Stata 14.0

Appendix 5 Survey

Demographics information

Public Organization

Area of work: administrative, missional

Level - position in the organization: professional, specialized, adviser, directive, support

Principal educational background

Range of age

Sex

City of origin

City of work (some agencies have territorial offices)

Years of general experience

Years working in the current agency

Experiment one

Control

In the last decades, development approaches have been consolidated that highlight the importance of generating visions and territorial plans, based on the active participation of the different actors that are related in the territory.

The participative planning from the local, allows to identify assets, capacities, opportunities and needs of the territory, for the autonomous design of territorial plans and long-term strategies.

In a planning scheme with this approach, it is necessary to find a way to reconcile the collective identification of needs and territorial strategies with the perspectives of the National Government.

Taking into account the above, which of the following two options is the most appropriate?

A. Decisions taken collectively in the regions should be adapted to the perspectives and interests of the National Government.

B. The perspectives and interests of the National Government should be adapted to the decisions taken collectively in the regions.'

Treatment

In the last decades, development approaches have been consolidated that highlight the importance of generating visions and territorial plans, based on the active participation of the different actors that are related in the territory.

The participative planning from the local, allows to identify assets, capacities, opportunities and needs of the territory, for the autonomous design of territorial plans and long-term strategies.

As a result of this process, it is possible that some territories decide to strengthen some economic sectors or exclude others as part of their development strategies, for example, the mining sector.

In a planning scheme with this approach, it is necessary to find a way to reconcile the collective identification of needs and territorial strategies with the perspectives of the National Government.

Taking into account the above, which of the following two options is the most appropriate?

A. Decisions taken collectively in the regions should be adapted to the perspectives and interests of the National Government.

B. The perspectives and interests of the National Government should be adapted to the decisions taken collectively in the regions.'

Experiment two

Control

Medical researchers have developed a new shampoo to treat hair loss problems. New treatments often work, but sometimes they can make the problem worse. To know the effects, it is necessary to carry out tests to evaluate the consequences of using the new shampoo.

During the test, a group of people with hair loss problems use the new shampoo for six months and another group with the same condition did not. The results corresponding to the number of people who improved or worsened are in the table below.

Because patients do not always complete the treatments, the number of people in each group is not equal, but this does not prevent the evaluation of the results.

Please indicate if, according to the results of the test, the new shampoo is likely to improve or worsen the problem.

What results does the study support?

[Table]

'A. People who used the new shampoo were more likely to get better than those who did not

B. People who used the new shampoo were more likely to get worse than those who did not

Treatment

An International Cooperation Agency interested in the decentralization process in Latin America has developed a new study to observe the performance of small municipalities after assigning responsibilities and additional functions.

During the study, a group of municipalities with a population under 20 thousand inhabitants were in charge of executing and administering their Education Policy for 18 months, and a second group of municipalities, also with a population of less than 20 thousand inhabitants, continued with the administration of the Policy in charge of a higher territorial level.

The results corresponding to the number of municipalities that improved their performance in terms of resource use and education coverage are available in the table below. The number of municipalities in each group is not the same, but this does not prevent the evaluation of the results.

Please indicate if, according to the results of the study, the municipalities that directly assumed the administration and execution of the Policy are likely to improve or worsen their performance.

What results does the study support?

[Table]

A. Municipalities directly in charge of the policy were more likely to get better than those who did not

B. Municipalities directly in charge of the policy were more likely to get worse than those who did not

Experiment three

Control

In order to increase coverage in secondary education, the National Government must decide between two new strategies to strengthen the National Education Policy.

Taking into account that one of the following options should be chosen, which one do you consider is a better option for the country's long-term objectives?

A. A strategy that could increase coverage by 12% with an annual cost per student of 2,300,000 pesos. (886 €)

B. A strategy that could increase coverage by 9% with an annual cost per student of 3,100,000 pesos (657 €)

What you consider is a better option for the long-term goals of the country?

Treatment

In order to increase coverage in secondary education, the National Government must decide between two new strategies to strengthen the National Education Policy.

Taking into account that one of the following options should be chosen, which one do you consider is a better option for the country's long-term objectives?

A. A strategy implemented in the urban area that could increase coverage by 12% with an annual cost per student of 2,300,000 pesos. (886 €)

B. A strategy implemented in the rural area that could increase coverage by 9% with an annual cost per student of 3,100,000 pesos. (657 €)

What you consider is a better option for the long term-goals of the country?

Numeracy

A. If the chance of getting a disease is 20 out of 100, this would be the same as having a ____% chance of getting the disease.

B. Which of the following numbers represents the biggest risk of getting a disease?

___ 1 in 100 ___ 1 in 1000 ___ 1 in 10

Appendix 6 Argument policy analysis

The National Development Plan (NDP) 2014 – 2018 ‘All of us for a new country’ represent the framework that define the public policies for the four years of government. Following some selected fragments related to the territorial (from [1] to [12]) and participatory approach (from [13] to [20]) that frame the NDP and will frame the public policies in the country. (SC Stated conclusion, UC Unstated conclusion, SA Stated assumption, UA Unstated assumption)

Appendix table 19 Text analysis table - National Development Plan

Components of the text	Meanings (to highlight)	Conclusions and assumptions
<p>[1] This Development Plan proposes a territorial structure that develops in the regions the national pillars and cross-cutting policy strategies that will be implemented during the four-year period (...)</p> <p>[2] This structure demanded a process of participatory construction, based on the dialogue between the national and regional institutions. [3] For this the participation was summoned</p> <p>of social actors and local politicians in order to build the foundations of peace with the regions and from the regions. [4] Only in this way can the social legitimacy of public policies and relations of trust be established between the State, its</p> <p>different levels of government and citizens. (26 27)</p>	<p>[1] ‘proposes’ novelty, why not define ‘territorial framework’ a mental model to understand the development of public policies</p> <p>[2] ‘required’ it was necessary</p> <p>‘participatory’ - ‘dialogue’</p> <p>‘be part of’</p> <p>showing a vis - a -vis process</p> <p>[3] ‘with and from’ emphasis in the arena, the region</p> <p>[4] ‘strengthen social legitimacy’, as an instrument to validate</p>	<p>SC1. The NDP established a territorial framework to implement the different strategies and policies during the four-year period.</p> <p>SC2. The territorial views were built together with the regions as an instrument to legitimize the public policies.</p> <p>SA1. The only way to legitimize socially public policies is through participation.</p> <p>SA2. There was a participatory dialogue between the national and regional level</p> <p>UA1. It was a participatory building process and not just a validation process by the regions.</p>

<p>[5] Now, the present National Plan Development is built based on</p> <p>Two important approaches: orientation to results and territorial orientation. [6] The</p> <p>The first has already been included in previous plans, with concrete goals that make more</p> <p>follow-up and evaluation (...)</p> <p>[7] On the other hand, although the territorial orientation is not new either, for the first time in a National Development Plan, a conceptual approach is taken to a territorial structure, [8] which implies making explicit national strategies</p> <p>in guidelines and courses of action for each of the regions of geography</p> <p>national. (29)</p>	<p>[5] 'orientation to results'</p> <p>'territorial oriented'</p> <p>[6] 'specific goals'</p> <p>'feasible'</p> <p>[7] 'conceptual approach'</p> <p>[8] 'explicit'</p> <p>'for each one of'</p>	<p>SC3. The NDP is building on two approaches oriented on results and territorial oriented.</p> <p>SA3. The two approaches affect the planning process on the design including action guidelines for each region, and in the monitoring establishing specific goals.</p> <p>UA2. Never, in the past, was possible to see the regional bets in an explicit way.</p>
<p>[9] How could it be otherwise, the regional guidelines proposed by the</p> <p>The National Development Plan does not intend to substitute regional autonomy, [10] nor to prevent the regions from being the protagonists of their own development. [11] On the contrary, they have been identified and defined with them [12] in order to ensure</p>	<p>[9] 'regional autonomy' decentralization</p> <p>[10] 'leadership' be in charge of the process</p> <p>'own development' own path</p> <p>[11] 'with them' instead that by them</p> <p>[12] 'harmonization' together</p> <p>'fair' needs</p> <p>'differentiated' difference between regions</p>	<p>SC4. The harmonization between the national and regional goals on the NDP, is based on the identification of regional guidelines with the regions, given that they are at the end the leadership of the development process.</p> <p>SA4. There is regional autonomy</p>

<p>that the territorial structure guarantees the necessary harmonization of the policy objectives of the nation with those of the regions, attending to their just and different-claims (30)</p>		<p>UA3. The National Government included the regional demands into the regional guidelines</p>
<p>[13] Under these considerations, the vision of a Colombia in peace in the present National Development Plan is supported by four basic approaches: [14] 1) the rights approach, understood as the guarantee of the effective enjoyment of the rights of</p> <p>citizens in full exercise of their citizenship; [15] 2) the territorial approach, which implies the differentiated attention of the territories in order to close the existing gaps between the urban and rural areas, especially in those that have been more affected by the effects of the internal armed conflict and have a greater lag</p> <p>In its development; [16] 3) the participatory approach, understood as the deepening of democracy and the participation of all citizens in the decisions that concern them; and [17] 4) the rebuilding of trust between citizens and between the</p> <p>citizenship and the State as a basis for reconciliation. (p 44)</p>	<p>[14] 'rights approach' constitution</p> <p>[15] 'territorial approach' differentiated attention</p> <p>[16] 'participatory approach' democracy and all decisions</p> <p>[17] 'trust' between actors</p>	<p>SC5. The NDP transversal strategy for peace is based on four approaches rights, territorial, participation and trust.</p> <p>SC6. Territorial approach implies differentiated attention to help to close the gaps between regions and between rural and urban.</p> <p>UA4. Targeting territories according to their differences in terms of development and conflict incidence.</p> <p>UA5. The urban areas are more developed than the rural areas</p>

<p>[18] The participatory approach implies moving from a conception of citizenship as recipient of State actions, and whose participation is scarcely limited to electoral processes, [19] to a citizenship that prioritizes, fine and execute the actions that directly affect you, and that with these actions</p> <p>contributes to the construction of the State itself. [20] The aim is to give a true democratic sense to the design and development of public policy, where the mechanisms of representative democracy are complemented by those of democracy itself.</p> <p>participatory (44 45)</p>	<p>[18] 'receiver' a passive role</p> <p>[19] 'define' 'execute' an active role</p> <p>[20] 'to democratize' 'participatory democracy' 'representative democracy'</p>	<p>SC7. The participatory approach implies changes in the citizens from a passive role to an active role, where the representative democracy is complemented with the participatory democracy.</p> <p>UA6. Then a participatory approach could not be frame only as a deepening of democracy through an improve of the conditions to political participation.</p>
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Videos - DPTA

The development programs with territorial approach (DPTA) is one of the instruments that will be used to develop the promotion of participation in the post conflict agenda. The Agency for the territorial renovation (ATR) is coordinating this strategy in articulation with the different agencies and sectors from the National Government. Table 20 show three videos that explain the conditions and scope of this key strategy. The first one (from [1] to [4]), is a video from ART The second video (from [5] to [10]) show the launched of the strategy by the president of Colombia. The third video (from [11] to [17]), is from the high councillor for the post conflict explained about the interaction between the national and local planning.

Appendix table 20 Text analysis table - DPTA

Components of the text	Meanings (to highlight)	Conclusions and assumptions
<p>1:28 - 1:52</p> <p>[1] From Bogotá, the solutions to the</p>	<p>[1] 'Bogotá' to reference that the National Government is located in the capital</p>	<p>SC8. The development programs with territorial approach will define the projects that</p>

<p>needs of the countryside will not be imposed, [2] they will be the communities, social organizations, community action boards, ethnic authorities, mayors, governors, the private sector, the guilds regional, and universities among others [3] that in a joint work imagine their territory and define projects, which will transform their regions in the next ten years (..)</p> <p>2:32 - 2:40</p> <p>[4] We are all PDET and in this participative construction, dreams and opportunities are the hope of millions of people</p>	<p>‘impose’ giving orders and deciding by others</p> <p>[2] exposing different actors, beginning with those ones closed to base of the community</p> <p>[3] ‘imagine’ a creative process where everything is possible</p> <p>‘defined’ taking decisions</p> <p>‘transform’ big changes, improve</p> <p>‘next ten years’ from now to the future</p> <p>[4] ‘all we are’ being inclusive</p> <p>‘dreams’ ambitions, deep desires</p> <p>‘opportunities’ freedom to decide</p> <p>‘hope’ optimism feeling</p>	<p>going to transform the territories.</p> <p>SC9. The programs will be build by different actors that interact in the territory based in its own vision and expectations.</p> <p>SC10. It is a medium-term strategy</p> <p>SA5. The National Government does not impose or decided over the projects.</p> <p>UA7. The local actors going to lead the process</p> <p>UC1. It is an opportunity to be aspiring because everything is possible to transform the territories</p> <p>UC2. It is an empowerment strategy that going to build and /or to develop local capacities.</p>
<p>0:33 - 0:47</p> <p>[5] and that is why these development plans with a territorial approach become an essential instrument (..)</p> <p>0:53 - 1: 20</p> <p>[6] because we have always always been convinced that peace is built from the territo-</p>	<p>[5] ‘essential’ it is a necessary condition</p> <p>[6] ‘always always’ emphasizing</p> <p>‘convinced’ with certainty</p> <p>‘from’</p> <p>[7] ‘fundamental base’</p> <p>‘defining’ and ‘deciding’ empowered</p>	<p>SC11. The programs are a benefit and an instrument to develop the post conflict agenda</p> <p>SA6. The territories always have been considered a fundamental actor in the decision-making process</p>

<p>ries, [7] it has as a fundamental base that the communities are defining what these development plans are going for, which are going to decide the priorities and that's why participation is so important.</p> <p>2:14 - 2:45</p> <p>[8] But the important thing here is to understand that this is a development plan that is going to be done from the bottom up for the first time. [9] You are going to tell us, we believe that our priorities are abcyd, and we discuss them, and discuss them among you because also the different communities have different priorities, [10] and that is what is going to signify the benefits of peace</p>	<p>'participation is so important' encourage people to participate</p> <p>[8]'first time' novelty</p> <p>'bottom-up' referring to the flow of information, from local to national level</p> <p>[9] 'tell us'</p> <p>'we believe that'</p> <p>'discussion' between actors to decide</p> <p>[10] 'benefits from peace' now is possible</p>	<p>SA7. The priorities will be decided by the communities but conditioned to a discussion between all the actors</p> <p>SA8. This kind strategy never was implemented before</p> <p>UA8. In the discussion it is important to consider the power relationships between actors.</p> <p>UA9. The bottom-up strategy framed as flow of information, 'you tell us'</p> <p>UC3. This participatory arena it is possible thanks to the peace agreement, now is possible.</p>
<p>0:13 - 1:43</p> <p>[11] First, the implementation framework plan that has already been prepared and is in final discussion has 16 national plans, [12] these national plans have to be with the necessary elements to be taken into discussion in the development programs with territorial approach, the PDETs that start construction next week. [13] Then this workshop seeks to synchronize national</p>	<p>[11] 'framework plan'</p> <p>'national plans'</p> <p>[12] 'to be presented'</p> <p>'to discuss'</p> <p>[13] 'synchronize' to align</p> <p>[14] 'it has nothing to do with it'</p> <p>[15] 'land'</p> <p>[16] 'from the bottom'</p> <p>'intense process'</p>	<p>SC12. There is a national framework that define the post conflict agenda that included 16 national plans, one for each region, with the national government proposes.</p> <p>SC13. It is necessary to align the participatory process, in other case it will be useless.</p> <p>UC4. It is a top down and a bottom up combination strategy.</p>

<p>plans, or national planning within the implementation framework plan, with the participatory development of development programs of territorial approach. [14] If there is not that synchronization of the whole participatory process, the plans will come out of the PDET that have nothing to do with the national plans; [15] and national plans at the same time have to land in the regions. [16] The whole participatory process of the PDETs will take six months, it is a very intense process, from below, it is a process that is: from the base of the social organization, which is the board of communal action, at the level of 14 thousand ve-redas, to the municipalities that are 170 and to the 16 plans that should be ready at the beginning of next year. [17] Then this is a very important process.</p>	<p>'beginning of next year' [17] 'it is crucial'</p>	<p>SC14. It is an intense and complex process that will be developed with celerity</p> <p>UA10. National Government going to present the offers intended to convince the regions in the discussions to synchronize the national interests.</p> <p>UA11. The coherence in the position between the different agency of the government is a key factor for the discussion stage.</p>
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Policy Document 3867

This policy document defines the programmatic scope, the institutional framework, and the main instruments to implement the interventions for peace building including actions for the fulfilment of the corresponding agreements (**Republic of Colombia 2016: 10**). The document is based on the peace agreement and for that reason content action for all the agreement points. The following analysis only take into consideration text fragments related with territorial development policies. Diagnosis, policy and instruments related with participation.

Appendix table 21 Text analysis table Policy Document

Components of the text	Meanings (to highlight)	Conclusions and assumptions
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<p>[1] This pact is guided by four basic principles that should frame the preparation and planning of strategies and actions of peace and post-conflict: [2] (i) Involvement of the ins -governmental agencies of all levels and of all citizens, not only the inhabitants of the areas most affected by the conflict or the re-incorporated combatants; [3] (ii) participatory approach to guarantee the promise of moving towards a participatory democracy based on a constant social dialogue; [4] (iii) recognition of a heterogeneous territory and by en-de, application of a territorial and population differentiating approach; and [5] (iv) search, as the ultimate goal, of equality of opportunities and balance in territorial development for the construction of environmentally sustainable and peaceful development environments. (p16)</p>	<p>[1] 'must frame' it has to be based in this principles in a sense, it is mandatory</p> <p>'preparation and planning' to establish a difference between two steps, preparation as a previous stage in the policy making process</p> <p>[2] 'involvement' as participation, looking for include different actors in the process</p> <p>'all' the whole government and the whole population, to make strong the need of participation</p> <p>[3] 'participatory approach' to reinforce the need of participation, but now establishing a method as principle for preparation and planning that 'guarantee the promise', then the method is the instrument to fulfill...</p> <p>'constant social dialogue' it is the goal the end itself.</p> <p>[4]</p> <p>'differentiated territorial and population approach' establishing another method in this principle, taking into account the differences between territories and population</p> <p>[5] 'equal opportunities' the end is provided the means, the possibilities</p> <p>'equilibrium in territorial development' a territorial development</p>	<p>SC15. The agreement is framed by two approaches: participatory approach and differentiated territorial and population approach. This two are the means to achieve (ends) a participatory democracy, equal opportunities and an equilibrium in the territorial development.</p> <p>UA13. The two frames are aligning with the NDP.</p> <p>UA14. The approaches are related, it is necessary to consider the participatory approach that lead to the differentiated approach.</p> <p>UA15. A territorial development balanced between the territories, but no equal</p>
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	<p>balanced between the territories, but not equal</p> <p>‘environmentally sustainable and peaceful developmental environments’ the territorial development characterized by two features environmentally and peace as key elements.</p>	
<p>[6] Armed conflict, rural poverty and territorial gaps can not be effectively addressed in territories with low capacities to manage their development, [7] weak institutional presence and lack of guarantees for the exercise of an effective participation in the public decisions that this new post-conflict scene imposes. [8] This section then describes two problems: (i) [9] the relationship between armed conflict, early development environments and low institutional capacity; and [10] (ii) the limitations for the effective exercise of citizen participation. (p 38)</p>	<p>[6] ‘armed conflict’ between the Colombian state and armed groups (left or right)</p> <p>‘rural poverty’ socio-economic condition in rural areas (multidimensional or income)</p> <p>‘territorial gaps’ the differences between territories</p> <p>‘effective’ successful</p> <p>‘low capacities’ low but not a lack of capacities</p> <p>‘manage your development’ each territory by itself</p> <p>‘weak institutional presence’ weak but not lack</p> <p>[9] ‘early development environment’ it refers to a scale given by NPD to each territory, this one is the lowest out of 3 categories</p>	<p>SC17. In a reduce form, there are three issues to face armed conflict, rural poverty and territorial gaps.</p> <p>SC18. To success in this task it is necessary face three root causes early development environments, low institutional capacity and limitations to citizen participation.</p> <p>UC5. The problematics are directly related to the approaches</p> <p>SA9. There is a relationship between armed conflict and development environments and institutional capacity</p> <p>SA10. There are limitations for the effective citizen participation</p>
<p>[11] Another characteristic of the municipalities with the highest incidence of armed conflict is the lower institutional capacity of local governments and</p>	<p>[11] IICA 5 categories</p> <p>‘higher’ than</p> <p>‘lower’ than</p>	<p>SC19. Municipalities with high incidence of conflict shows a lower institutional capacity</p>

<p>a lower presence of state institutions at the central level. [12] On average, of the total of municipalities with incidence in high and very high conflict, 6.1% have a critical integral performance, that is, they have low levels of administrative capacity and fiscal performance, [13] while evidencing non-compliance with legal requirements and low achievement of goals in their development plans.</p>	<p>‘central level’ to emphasize [12] ‘in average’ ‘from the total’ out of two categories ‘integral performance’ is an indicator from NPD, critical is the lowest level out of five categories ‘that is to say’ a critical level is equal to [13] ‘evidence’, less strong that ‘that is to say’ but all the components of the index have the same weight [14] [15] ‘only’ to emphasize in a low number [16] indicator of ‘institutional weaknesses to denote low capability, assume that there is a weakness the indicator looks for that ‘similar’ confirming almost the same performance in this area ‘for example,’</p>	<p>UC11. Then, should National Government design, planning and implement the policies? UA16. 6,1% is a big share UA17. 3,8% is a really small share UA18. 10,6% is a small share in comparison with 23,5% UC6. Fiscal performance is a relevant indicator of institutional weakness UA19. Only for municipalities with high and very high incidence of conflict is true that reflects the worst results in fiscal performance. SA11. An important share of municipalities shows problems structuring projects.</p>
<p>[14] On the other hand, in the municipalities with medium and low incidence of conflict, only 3.8% have a critical rating in the in-</p>	<p>[20] ‘essential’ ‘citizenship’ ‘rights’ ‘social conflicts’</p>	<p>SC19. Citizen participation is essential to defense rights and to transform society.</p>

<p>tegral performance index. [15] Likewise, only 10.6% of the municipalities with high and very high incidence of conflict have an outstanding performance compared to 23.5% of the municipalities with medium and low incidence ((p38-39)</p>	<p>Words associated to a perspective of legal rights and the exercise of citizens in a society in contrast with</p> <p>[21] ‘public practice’ ‘powerful instrument’ but no essential ‘validating’ ‘contributing’ ‘transparent management’</p> <p>[22] ‘currently’ ‘significant challenges’...</p> <p>[23] ‘do not consider’ instead of to consider like in the original table from the survey. (positive and negative frame)</p>	<p>SC20. But, citizen participation even that it is a powerful instrument for public practice, it is no essential.</p> <p>SA11. Citizen participation is an instrument of validation and contribution to transparency.</p> <p>SA12. Then, in the public practice citizen participation is useful as a consultation arena and ‘watching’</p> <p>SA13. Colombian citizens consider really difficult to work with other people for a common cause</p> <p>SA14. Colombian citizens do not consider citizen participation as an effective instrument to solve problems</p>
<p>[24] Social and economic development of rural areas for territorial peace</p> <p>[25] Peace has, at the center of its priorities, significant transformations from and for the country's territories, [26] and especially those that must make greater efforts to move towards a more rural development. equitable, the closing of socioeconomic breaches and the guarantee of</p>	<p>[24] ‘rural areas’ on the title of the section</p> <p>[25] “the peace” in relation to the agreement with FARC</p> <p>‘significant transformations’ ‘from and to the territories’</p> <p>[26] ‘specially those ones that’</p> <p>[27] ‘true productive and social inclusion’</p> <p>[28] ‘social dialogue’</p>	<p>SC21. The core of the peace agreement is to develop the rural areas of the country.</p> <p>SA15. The significant transformations should come from the bottom (the territories)</p> <p>SA16. To success in this objective the strategies must be based on participative</p>

<p>rights of all its population. [27] For these transformations to lead to true social and productive inclusion, [28] the construction and execution of rural development initiatives with a territorial approach, the definition of policies and needs, [29] and follow-up and monitoring of results-oriented policies, should be carried out based on participatory processes and social dialogue. (p 45 - 46)</p>		<p>process and social dialogue.</p>
<p>[30] Territorial capacities for peace, political and citizen participation</p> <p>[31] The strengthening of institutional capacities and of civil society consists of generating the instruments and developing the competencies, and necessary mechanisms so that the population can fully exercise the rights set forth in the Political Constitution, and take advantage of the opportunities derived from a peacebuilding scenario</p> <p>(Nussbaum, 2012).</p> <p>[32] In order to strengthen territorial capacities and the effective exercise of citizen participation, the national government will advance in the development of policies related to [33] (i) the strengthening of capacities territorial for peace and post-conflict; [34] (ii)</p>	<p>[30] 'territorial capabilities'</p> <p>[31] 'instruments' 'mechanisms'</p> <p>[33] 'strengthening'</p> <p>[34] 'extension of guarantees'</p> <p>[35] 'all levels'</p> <p>[36] 'political participation'</p>	<p>SA17. Capabilities strengthening consists in skills development, generate instruments.</p> <p>SC22. The principal point is to strengthen the political participation, considering the nature of the agreement.</p>

<p>the expansion of the guarantees for political participation; and [35] (iii) the strengthening of citizen participation and its exercise at all levels.</p> <p>[36] These policies are closely related to the principles that inspire the territorial peace approach; specifically what is contained in the second item of the agenda of negotiations on political participation. (p 48 - 49)</p>		
<p>[37] Vehicles for the implementation of interventions for peace and post-conflict</p> <p>[38] Among the vehicles contemplated for the implementation of the strategy of preparation for peace and the post-conflict, given the purely territorial approach to peace, [39] the Contracts Plan are coordinated on the one hand. for Peace and the Post-Conflict (Contratos Paz) and, on the other hand, the development programs with territorial focus contained in the first point of the agenda of negotiations on integral rural reform or other instruments of intervention in the -gions affected by the conflict. [40] These two instruments and their articulation, seek to improve the planning, prioritization and concurrence of inter-</p>	<p>[37] ‘vehicle for’</p> <p>[38] ‘preparation strategy’</p> <p>‘peace contracts’</p> <p>‘development programs with territorial approach’</p> <p>[40] ‘improve’</p> <p>‘concurrence’</p> <p>[41] ‘effective and functional instances’</p> <p>[42] ‘efficient and effective implementation’ (NPM)</p>	<p>SC23. The peace contracts and the development programs with territorial approach are the vehicle for implementation of the preparation strategy for peace and post conflict.</p> <p>SC24. The instruments look for improve planning, targeting and articulation of resources</p>

<p>ventions and investments for peace, [41] and make more effective and functional instances of coordination, participation and management local, [42] in order to ensure a more efficient and effective implementation of policies and programs for peace and post-conflict in the territory.</p>		
<p>[43] The Plan for Peace and Post-Conflict Contracts, known as Peace Contracts, will be an instrument for the planning, prioritization, and articulation of interventions and investments for peace and post-conflict in the Territory. -River. [44] As a multilevel governance instrument, they will have as a precedent the model of the Contratos Plan, successfully implemented in the country since 2012. [45] As evidenced by the experience of seven pilots in nine This instrument allows for an effective alignment of objectives among the different levels of government, private and non-governmental actors, [46] multiplying the impact of interventions by facilitating articulation. of actions and the concurrence of efforts and sources of resources available under a common purpose of territorial development (p 50-51)</p>	<p>[44] ‘multilevel governance’ ‘success implementation’ [45] ‘effective alignment’ [46] ‘multiplying the impact’ ‘articulation’</p>	<p>SA18. The peace contracts are instruments of multilevel governance to ensure an effective alignment between actors to multiple the impact of different strategies.</p> <p>UC7. The instrument is guarantee of success.</p>

<p>[47] The Peace Contracts will strengthen the figure of the Contracts Plan through six fundamental elements that guide its execution:</p> <p>(...)</p> <p>[48] (iv) strengthening community participation to, on the one hand, validate technically viable projects in instances of local participation and, on the other hand, facilitate that social organizations present projects to be included in the Peace Contracts, prior compilation and validation through participatory processes; [49] (v) the incorporation of coordination and management actions, and not only investment projects, giving greater emphasis to the construction of local capacities, according to the competencies of the different levels and the principles of coordination, concurrence, complementarity and subsidiarity; and [50] (vi) the inclusion of other sectors, actors and projects relevant to peace and post-conflict, beyond those defined in the traditional scope of the instrument. (p 53)</p> <p>[51] The development programs with territorial focus are an intervention model that is part of the PND 2014-2018, related in</p>	<p>[47] ‘guides its execution’</p> <p>[48] ‘community participation’</p> <p>‘validate’</p> <p>‘technically feasible projects’</p> <p>‘local participation scenarios’</p> <p>‘facilitate’</p> <p>[49] ‘coordination and management actions’</p> <p>‘Building local capabilities’</p> <p>‘competencies of the different levels’</p> <p>[50] ‘inclusion’</p>	<p>SC25. Six elements guide the implementation of peace contracts, three of them are associated to the participation approach.</p> <p>SC26. Community participation to submit projects and to validate those ones technically feasible.</p> <p>SA19. The purpose is to include not only projects but coordination and management actions for the different actors.</p> <p>SA20. Capacity building should frame by the distribution of functions between territorial levels and the principles of coordination, concurrence, complementarity and subsidiarity</p> <p>UA20. Capacity building only in the current functions, but not looking for future delegation of competences</p>
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<p>the first point of the agenda of negotiations between the national Government and the FARC-EP. [52] Its purpose is to reach the territories that are prioritized in an articulated manner and in an integral manner, giving space to the proposals formulated by the different actors of the territory and speeding up the implementation of the national plans. (p 53)</p>		
<p>[51] Development programs with a territorial approach are an intervention model that is part of the PND 2014-2018, related to the first point of the negotiating agenda between the national government and the FARC. -EP. [52] Its purpose is to reach the territories that are prioritized in an articulated manner and in an integral manner, giving space to the proposals formulated by the different actors of the territory and giving praise to the implementation of the plans nacional (p 53)</p>	<p>[51] 'intervention model' [52] 'prioritized' 'articulated' 'integral'</p>	<p>SA21. The development program with territorial approach is an intervention model prioritized, articulated and integral</p>
<p>[53] These programs establish a specific institutional offer to improve the wellbeing and good living of the population in rural areas. [54] The definition of said offer will be articulated with that de-</p>	<p>[53] 'well-being' 'good living' 'institutional offer' [55] 'very specific' [56] 'collective construction of views of the territory'</p>	<p>SC27. The programs will set up an institutional offer to improve population wellbeing and good living, articulated with the peace contracts.</p>

<p>fined in the Peace Contracts where both vehicles concur. [55] With this purpose, within the framework of these programs, the coordination of the actions of national and territorial entities will be encouraged, with particular emphasis on the participation of the community organizations, on territorial areas. - very specific rudiments in which sub-regional processes of participatory planning, budgeting, execution, monitoring and control will be developed, incorporating the municipal and departmental authorities. [56] Development programs with a territorial approach will be accompanied by special funding for the articulation of the institutional offer, local projects that are identified and executed under the mobilization of citizenship, and the collective construction of visions of the territory. (p54)</p>		<p>SA22. The community participation will be focus in very specific territorial issues.</p> <p>SA23. The result of the collective construction's views of the territory will be funding will special financing sources.</p> <p>UA21. The big share of the resources allocated for territorial development strategies will be and decided led by the National Government</p>
<p>[57] For the implementation of development programs with a territorial approach, action plans for regional transformation (PATR) will be elaborated. [58] These plans will be the instrument through which the integral vision of the territory and the set of initiatives and projects that are collectively identified within the framework of the</p>	<p>[57] 'action plans' 'regional transformation' 'collective identification'</p>	<p>SA24. The action plans for the regional transformation are the instrument to design and implement the collective territorial view</p>

<p>development programs are developed and implemented in a participatory manner. territorial approach, taking into account the following components: (...) (p 55)</p>		
<p>[57] For the implementation of development programs with a territorial approach, plans of action for regional transformation (PATR) will be drawn up. [58] These plans will be the instrument through which the integral vision of the territory and the set of initiatives and projects that are collectively identified within the framework of development programs with a participatory approach are formulated and implemented. territorial approach, taking into account the following components: (...) (p 55)</p>	<p>[59] ‘ART’ Agency for the renovation of the territory ‘goods and services’ [60] ‘specific points’ ‘technical and budget feasibilities’</p>	<p>SA25. The participatory process will be coordinated by the ART and will be framed by technical and budget feasibilities</p>
<p>[61] All development programs with a territorial approach will concur with a Peace Contract, but not all Peace Contracts will necessarily have a development program with a territorial approach. [62] The foregoing is due to the fact that the Peace Contracts have a greater geographical scope than the development programs with a territorial approach, which includes all levels of government with bets of</p>	<p>[61] ‘all’ ‘will have’ [62] ‘geographical scope’ ‘high impact bets’</p>	<p>SC28. The peace contracts will be the umbrella that cover all the development programs with territorial approach, because within them will be the high impact bets/projects.</p>

<p>wide geographic, social and economic impact. (p 57)</p>		
<p>[63] The departmental and municipal public entities will have a transcendental role in the definition, articulation and execution of the agendas of peace and development in the territories. [64] The mayors and governors will be indispensable actors in the prioritization and implementation of projects, as well as in the participatory exercises that are developed.</p> <p>[65] Its function will be the articulation of the peace agenda in the territory, with the priorities already defined in its territorial development plans and other planning instruments. [66] With this purpose, the departmental and municipal governments, together with the ART, will identify the goods and services that develop the strategy for the post-conflict and that are required by the regions and the community. [67] They will also articulate the priorities and sources of resources through the implementation vehicles defined in this CONPES document, in particular, the Peace Agreements and development programs with a territorial approach. (p 72)</p>	<p>[63] 'transcendental role'</p> <p>[64] 'indispensable'</p> <p>[65] 'peace agenda'</p> <p>[67] 'through'</p>	<p>SA26. Local governments are fundamental actors to select and implement the projects and to articulate the financing sources through the vehicles for.</p>

Appendix table 22 Argumentation synthesis table

Claim (conclusions)	Given that	And the principal that (assumptions)	Unless (re- buttal)
<p>SC1. The NDP established a territorial framework to implement the different strategies and policies during the four-year period.</p>	<p>SC2. The territorial views were built together with the regions as an instrument to legitimize the public policies.</p>	<p>SA1. The only way to legitimize socially public policies is through participation.</p> <p>UA1. It was a participatory building process and not just a validation process by the regions.</p> <p>SA2. There was a participatory dialogue between the national and regional level</p>	<p>It is assumed that the participatory process was beyond a validation process based on the strategies already design and established by the National Government.</p> <p>It is a dialogue where the National Government is a stakeholder more powerful than the regional governments.</p>

	<p>SC3. The NDP is building on two approaches oriented on results and territorial oriented.</p>	<p>SA3. The two approaches affect the planning process on the design including action guidelines for each region, and in the monitoring establishing specific goals.</p> <p>UA2. Never, in the past, was possible to see the regional bets in an explicit way.</p>	<p>The result based oriented approach is focus in the planning process establishing outcomes in different territorial levels, for that reason affect the monitoring stage.</p>
<p>SC4. The harmonization between the national and regional goals on the NDP, is based on the identification of regional guidelines with the regions, given that they are at the end the leadership of the development process.</p>		<p>SA4. There is regional autonomy</p> <p>UA3. The National Government included the regional demands into the regional guidelines</p>	<p>The regional autonomy is guarantee by the national Constitution, but in real terms it is important consider that of the investment are funding by the National Government with strategies already decided.</p>
<p>SC5. The NDP transversal strategy for peace is based on four approaches rights, territorial, participatory and trust.</p>	<p>SC6. Territorial approach implies differentiated attention to help to close the gaps between regions and between rural and urban areas.</p> <p>SC7. The participatory approach implies</p>	<p>UA4. Targeting territories according to their differences in terms of development and conflict incidence.</p> <p>UA5. The urban areas are more developed</p>	<p>Territorial and participatory approach are related, the participatory approach is a condition to develop the territorial approach. (SC1, SA1)</p> <p>Scarce resources and for</p>

	<p>changes in the citizens from a passive role to an active role, where the representative democracy is complemented with the participatory democracy.</p>	<p>that the rural areas</p> <p>UA6. Then a participatory approach could not be framed only as a deepening of democracy through an improvement of the conditions to political participation.</p>	<p>that reason is necessary to targeting territories.</p> <p>Different levels of development or different ideas of development. The context and specific conditions in the rural area are different to the urban area. This also justified a differentiated attention.</p> <p>It is necessary a different design and implementation for rural development policies?</p> <p>A participatory approach demands more than to improve the conditions that guarantee the political participation. It is necessary to change from a passive role to an active role of the citizens in the decision-making process of public policies. (this contrast with the elements from the instruments)</p>
<p>SC8. The development programs with territorial ap-</p>	<p>SC10. It is a medium-term strategy</p>	<p>UA7. The local actors going to lead the process</p>	<p>The development programs with territorial approach are the strategy to include</p>

<p>proach will define the projects that going to transform the territories</p> <p>SC9. The programs will be built by different actors that interact in the territory based in its own vision and expectations.</p>	<p>SA5. The National Government does not impose or decided over the projects.</p>	<p>UC1. It is an opportunity to be aspiring because everything is possible to transform the territories</p> <p>UC2. It is an empowerment strategy that going to build and /or to develop local capacities.</p>	<p>the citizen participation into the medium-term plan for territorial developments.</p> <p>The official statement given by the National Government is that this instrument will encourage the population to be an active part in the decision-making process however is important to consider that once the instrument is specified, different condition and restriction are including that limit the scope of the decisions.</p> <p>The programs are presented as an opportunity to dream, to be aspiring and included all the expectations without interference from the National Government (Bogotá), but ... (contrast with the instruments)</p>
<p>SC11. The programs are a benefit and an instrument to develop the post conflict agenda</p>		<p>SA6. The territories always have been considered a fundamental actor in the decision-making process</p>	<p>The presidential speech during the launching of the strategy keeps the discourse about the leadership of the local</p>

		<p>SA7. The priorities will be decided by the communities but conditioned to a discussion between all the actors</p> <p>SA8. This kind strategy never was implemented before</p> <p>UA8. In the discussion it is important to consider the power relationships between actors.</p> <p>UA9. The bottom-up strategy framed as flow of information, 'you tell us'</p> <p>UC3. This participatory arena it is possible thanks to the peace agreement, now is possible.</p>	<p>actors emphasizing in the novelty of the strategy.</p> <p>Here it is important take into account that the perspective of citizen participation is coming from the National Constitution where there was established an institutional framework that involves the territorial participation in the planning process. Also, if the NDP was built under a territorial approach (SC1, UA1), then this kind of strategies are not new. The novelty could be focus in the possibility that different actors will be involve in the process, but again, that is something that is already happening according to the constitution and the law XXX, but that now will be effective thanks to the peace agreement??</p>
<p>SC12. There is a national framework that define the post conflict agenda that included 16 national plans, one for each re-</p>	<p>UC4. It is a top down and a bottom up combination strategy.</p>	<p>UA10. National Government going to present the offers intended to convince the regions in the discussions to synchronize the</p>	<p>The high councilor for post conflict put in context the part of the process involving in the implementation of</p>

<p>gion, with the national government proposes.</p> <p>SC13. It is necessary to align the participatory process, in other case it will be useless.</p> <p>SC14. It is an intense and complex process that will be developed with celerity</p>		<p>national interests.</p> <p>UA11. The coherence in the position between the different agency of the government is a key factor for the discussion stage.</p> <p>UA12. The bottom-up process...</p> <p>UA10. National Government going to present the offers intended to convince the regions in the discussions to synchronize the national interests.</p>	<p>the PDET strategy.</p> <p>Here is possible observe that the National Government will arrive to territory, and the different levels of discussion, with a unified propose about the priorities, strategies and possibilities for the design of the PDET.</p> <p>Here it is important to consider that not only the different view of the sectors will be taken into account, also some peace contract that already are design and approved (see instruments).</p> <p>Given that this is negotiation process between the local views and the national views, is expected and desired that the national government will be prepared with the information and real possibilities for new or different strategies.</p> <p>The bottom-up strategy design in stages, from the small unit to the</p>
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			regional level, will help in this process, but also going to control or limit the opportunity to be aspiring. That bottom-up process will be a filter of the strategies that do not merge or synchronized with the national interest. In this scenario a strategy that bring information about the individual decision-making process will be useful, considering the participation of national level public servants during this process.
SC15. The agreement is framed by two approaches: participatory approach and differentiated territorial and population approach. This two are the means to achieve (ends) a participatory democracy, equal opportunities and an equilibrium in the territorial development.	SC16. The scope of the document is the preparation and planning process, but there is nothing about the implementation and the relationship with the two approaches.	UA13. The two frames are aligning with the NDP. UA14. The approaches are related, it is necessary to consider the participatory approach that lead to the differentiated approach. UA15. A territorial development balanced between the territories, but no equal	CONPES The two approaches are aligning with the NDP not only in the peace transversal strategy but also in term of the big frame, considering that the participatory approach is join to the territorial development approach. Then there are some guidelines already decided
SC17. In a reduce form,	UC5. The problematics are	SA9. There is a relationship	Considering that the CONPES

<p>there are three issues to face armed conflict, rural poverty and territorial gaps.</p> <p>SC18. To success in this task it is necessary face three root causes early development environments, low institutional capacity and limitations to citizen participation.</p>	<p>directly related to the approaches</p>	<p>between armed conflict and development environments and institutional capacity</p> <p>SA10. There are limitations for the effective citizen participation</p>	<p>is for the post conflict agenda, the principal issue around the diagnostic is related with the territories with high level of conflict.</p> <p>In this line the policy document developed a diagnostic based in the relationship between the areas with high levels of conflict and development results, institutional capacity and citizen participation.</p> <p>The last two ones, are focus of this analysis, considering that there are conditions for the development of the instruments.</p> <p>The diagnostic looks to show that in these territories given the conflict situation that conditions have been deteriorate, or that given that condition the armed conflict increase.</p> <p>Anyway, that is a tricky cause-effect relationship, however is useful to determinate or concluded that in</p>
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			these territories it is necessary the accompanying by the national level, given their low institutional conditions. At least that is the frame used in the diagnosis...
SC19. Municipalities with high incidence of conflict shows a lower institutional capacity	UC11. Then, should National Government design, planning and implement the policies?	<p>UA16. 6,1% is a big share</p> <p>UA17. 3,8% is a really small share</p> <p>UA18. 10,6% is a small share in comparison with 23,5%</p> <p>UC6. Fiscal performance is a relevant indicator of institutional weakness</p> <p>UA19. Only for municipalities with high and very high incidence of conflict is true that reflects the worst results in fiscal performance.</p> <p>SA11. An important share of municipalities shows problems structuring projects.</p>	
SC19. Citizen participation		SA11. Citizen participation is an instrument	The limits of citizen participation are increase

<p>is essential to defense rights and to transform society.</p> <p>SC20. But, citizen participation even that it is a powerful instrument for public practice, it is no essential.</p>		<p>of validation and contribution to transparency.</p> <p>SA12. Then, in the public practice citizen participation is useful as a consultation arena and ‘watching’</p> <p>SA13. Colombian citizens consider really difficult to work with other people for a common cause</p> <p>SA14. Colombian citizens do not consider citizen participation as an effective instrument to solve problems</p>	<p>here in comparison with the general framework.</p> <p>Here the definition of citizen participation change from active role in sense of the decision-making process, to a consulting or validation role. As validation the role is less active, consist in hear not to speak, different to the bottom-up approach developed previously. Even that in the literature is also considered as a participatory approach, for the general framework presented before, the participation was wide that only a validation role.</p> <p>The diagnosis also shows difficulties or lack of interest from the citizen to participated in this kind of arenas.</p>
<p>SC21. The core of the peace agreement is to develop the rural areas of the country.</p>		<p>SA15. The significant transformations should come from the bottom (the territories)</p> <p>SA16. To success in this objective the</p>	<p>The core of the peace agreement, in term of development policies, is to developed the rural areas of the country, and to success in this objective the strategies will be</p>

		strategies must be based on participative process and social dialogue.	based on participative process. But again, what kind of participation?
SC22. The principal point is to strengthen the political participation, considering the nature of the agreement.		SA17. Capabilities strengthening consists in skills development, generate instruments.	Political participation vs a previous statement (SC7). The participatory approach is the combination of representative democracy and participatory democracy
SC23. The peace contracts and the development programs with territorial approach are the vehicle for implementation of the preparation strategy for peace and post conflict. SC24. The instruments look for improve planning, targeting and articulation of resources		SA18. The peace contracts are instruments of multilevel governance to ensure an effective alignment between actors to multiple the impact of different strategies. UC7. The instrument is guarantee of success.	Peace contract is a multilevel strategy already implemented since 2012, under other name, and it is guarantee of success. There are critics? Limitations?
SC25. Six elements guide the implementation of peace contracts, three of them are associated to the participation approach.		SA19. The purpose is to include not only projects but coordination and management actions for the different actors. SA20. Capacity building	Capacity building strategy, taken into account the principles of coordination, concurrence, complementarity and subsidiarity.

<p>SC26. Community participation to submit projects and to validate those ones technically feasible.</p>		<p>should frame by the distribution of functions between territorial levels and the principles of coordination, concurrence, complementarity and subsidiarity</p> <p>UA20. Capacity building only in the current functions, but not looking for future delegation of competences</p> <p>SA21. The development program with territorial approach is an intervention model prioritized, articulated and integral</p>	<p>It is look more like a learning process that will help to increase the participatory capacities, but no really effective for real during the current process.</p> <p>Delegation of competences as an example of the limitations, also the multipurpose cadaster as a possible contrast. An ineffective performance of the national Government and the need to delegate the function.</p>
<p>SC27. The programs will set up an institutional offer to improve population well-being and good living, articulated with the peace contracts.</p>		<p>SA22. The community participation will be focus in very specific territorial issues.</p> <p>SA23. The result of the collective construction's views of the territory will be funding with special financing sources.</p> <p>UA21. The big share of the</p>	<p>There will be a specific agenda to be decided by the local community. Not all the issues will be susceptible to be affected by the community.</p> <p>The programs will set up the institutional offer to impulse the transformation in the regions, but that offer will be principally set up by</p>

		<p>resources allocated for territorial development strategies will be and decided led by the National Government</p> <p>SA24. The action plans for the regional transformation are the instrument to design and implement the collective territorial view</p> <p>SA25. The participatory process will be coordinated by the ART and will be framed by technical and budget feasibilities</p>	<p>the National Government in a second instance by the local government and in a minor position by the local society. This considering that the collective view decided in the territory will be funding with special financing sources. Then, the big part of the budget is already decided and it is necessary to use other resources (peace fund or cooperation with NGO, etc.). The develop of those initiatives will depend on the availability of those resources.</p> <p>Again, the strategy going to improve the local capabilities but without an important impact (in terms of share of the budget), but maybe a big impact in the capacity building.</p> <p>It looks like some previous exercise about participatory budget where the amount of resources allocates through this kind of strategies is very low given</p>
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			<p>the directions establishing by the national government and limitation of own resources in the municipalities.</p> <p>The participatory process will be framed by technical and budget feasibilities</p>
<p>SC28. The peace contracts will be the umbrella that cover all the development programs with territorial approach, because within them will be the high impact bets/projects.</p>		<p>SA26. Local governments are fundamental actors to select and implement the projects and to articulate the financing sources through the vehicles for.</p>	<p>Local government in articulate role.</p> <p>If already exist a peace contract between the national government and the departments, there is space for new initiatives?</p>