REPORT ON THE PARTICIPATORY PLANNING BY OBJECTIVES SEMINAR ON "POLICIES FOR THE DETECTION AND CONTROL OF URBAN AND INDUSTRIAL CONTAMINATION"

(Quito, Ecuador, 25-27 March 1991)
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A. BACKGROUND

In Quito, Ecuador, between 25-27 March 1991, the ZOPP\(^1\) Seminar on "Policies for the Detection and Control of Urban and Industrial Contamination" was convened by ECLAC and the Municipality of Quito with a view to promoting the activities undertaken by the latter in the area of environmental management. The Seminar is part of the Project "Guidelines and Consultancy Services on Controlled Environmentally Sound Waste Management", conducted by ECLAC with the support of the German Agency for Technical Cooperation (Federal Republic of Germany) (GTZ)\(^2\).

The objective of the Seminar was to formulate a programme for the purpose of helping to improve policy for the detection and control of urban and industrial contamination in Quito.

\(^1\) ZOPP: acronym for the German expression "Zielorientierte Projektplanung" which means participatory planning by objectives.

\(^2\) GTZ: Deutsche Gesellschaft für Technische Zusammenarbeit.
B. METHODOLOGICAL ELEMENTS

In order to understand the objectives, procedures and the results of the Seminar, it is necessary to understand, first, the principal characteristics of the ZOPP methodology.

In order to examine, plan and realize the German contribution to development projects of technical cooperation, the GTZ uses the ZOPP method of planning. The results of the analysis and the planning process, taken together, form a planning matrix which contains the basic structure of the project.

The ZOPP method is used in the analysis and planning stages. The method is effective in so far as experience has shown that the elaboration and execution of projects is easier and more successful when the participants have the opportunity to reach agreements on objectives which have been expressed in the clearest possible terms.

The problems analysed affect both the general population and social groups and institutions. Therefore, before the problems are addressed, a diagnosis is made which includes all affected groups with their respective interests. The analysis of the participating bodies is found in annex 2.

Furthermore, objectives can only be clearly formulated when the causes and effects of the problems to be solved have been analysed, for which purpose a tree of problems is created, as shown below.
TREE OF PROBLEMS
This exercise made it possible to identify the principal problem to be:

A. The high and growing levels of environmental deterioration in Quito.

The direct causes are:

1) Inadequate disposal of solid toxic waste.
2) Indiscriminate use of contaminating chemicals on soils.
3) Inadequate disposal of domestic and industrial waste.
4) Total lack of domestic sewage treatment.
5) Discharge of untreated liquid industrial waste.
6) Insufficient control systems (filters and others) for fixed sources of atmospheric contamination.
7) High levels of atmospheric contamination from transportation.
8) High levels of acoustic contamination.
9) Lack of environmental planning for land use.
10) Destruction of protecting forests and green areas for housing.

In view of the objectives of this Seminar, it is important to note that the participants found that all the causes of the principal problem were centred around the following points:

1) Environmental legislation not enforced.
2) Lack of adequate planning.
3) Deficient formulation and execution of control policies.
4) Inadequate supervisory systems.
5) Lack of environmental awareness campaigns.
6) Deficient incorporation of educational programmes in schools and universities.
7) High population growth rate.

Following this, an analysis of objectives was made, as shown below.
This objectives analysis, which includes possible solutions, highlights areas of action in which the Illustrious Municipality of Quito is already at work and reveals other areas for which strategies designed to achieve the proposed objectives must be determined and/or implemented. Those areas are:

1) Solid waste.
2) Contamination of waters.
3) Atmospheric contamination.
4) Land use.
5) Legislation and planning.
6) Inspection and control.
7) Training.
8) Education.

The Seminar working group concluded that considerable technical support for the first four areas is already being provided by diverse agencies (the United Nations Development Programme, United States Agency for International Development, The Conservation Foundation, the Joint ECLAC/UNEP Development Unit, the World Health Organization WHO/PAHO, CEPIS and the GTZ. For that reason, it was decided to concentrate efforts on the other four areas.

Thus, those four areas were chosen as project strategies and, as such, would be the basis for the elaboration of the planning matrix.

The planning matrix organizes the different stages of the project by relating activities to results and objectives. Achieving the objective or objectives requires obtaining results which, in turn, depend on the realization of certain activities for the purpose of obtaining those results.

Moreover, within the planning matrix, indicators for objectives and results are identified so as to be able to verify: their evolution or realization; the institution or sources of verification of the achievement of objectives; and the important assumptions for the realization of the above. These assumptions make the dependence of the project on the existing situation clear and make it possible to evaluate and reduce project execution risks.

By way of example, the planning matrix produced in the Seminar is presented below:
### PROJECT PLANNING MATRIX

<table>
<thead>
<tr>
<th>SUMMARY OF OBJECTIVES/ACTIVITIES</th>
<th>OBJECTIVELY VERIFIABLE INDICATORS</th>
<th>VERIFICATION SOURCES</th>
<th>IMPORTANT ASSUMPTIONS TO SUSTAIN OBJECTIVES IN THE LONG TERM</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>GENERAL OBJECTIVE</strong></td>
<td><strong>INDICATORS OF THE ACHIEVEMENT OF THE GENERAL OBJECTIVE</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reduce levels of environmental contamination in Quito</td>
<td>1. 90% containment of solid waste in the next five years</td>
<td>1. Statistics of the Solid Waste Section of the Sanitation Department</td>
<td>Collaboration of all involved sectors is achieved</td>
</tr>
<tr>
<td></td>
<td>2. Between 25% and 30% reduction of atmospheric contamination between 1992 and 1997</td>
<td>2. Data obtained by Sanitation Department air quality monitoring</td>
<td>Political changes do not have negative impact on project continuity</td>
</tr>
<tr>
<td></td>
<td>3. Between 35% and 55% reduction of biodegradable contamination in waters in the next 10 years</td>
<td>3 and 4. Sampling reports from Environmental Quality Control Department</td>
<td>Legislation of municipal ordinances evolves continuously</td>
</tr>
<tr>
<td></td>
<td>4. Between 45% and 60% reduction of non-biodegradable contamination in waters in the next 10 years</td>
<td>5. Reports of Department industrial environmental audits</td>
<td></td>
</tr>
<tr>
<td></td>
<td>5. 80% reduction of untreated liquid industrial discharges in the next five years</td>
<td></td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>PROJECT OBJECTIVE</th>
<th><strong>INDICATORS OF THE ACHIEVEMENT OF THE PROJECT OBJECTIVE</strong></th>
<th>TO ACHIEVE THE GENERAL OBJECTIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Formulate and implement policy for the detection and control of urban and industrial contamination in Quito</td>
<td>Full implementation of inspection and control policy by June 1992</td>
<td>Package of new ordinances, General Secretariat, Municipality of Quito</td>
</tr>
<tr>
<td></td>
<td>90% financing for the new ordinance, control and training administrative structure obtained by June 1992</td>
<td>Reports of Municipal Sanitation Department</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Listing of industrial waste discharge and permits</td>
</tr>
<tr>
<td>RESULTS</td>
<td>INDICATORS OF RESULTS</td>
<td>TO ACHIEVE PROJECT OBJECTIVE</td>
</tr>
<tr>
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<td>-----------------------------</td>
</tr>
<tr>
<td>1. Environmental regulations formulated and enforced in Quito</td>
<td>1. Legal environmental framework of the Illustrious Municipality of Quito, approved by the Municipal Council, established by December 1991</td>
<td>1. All necessary financing for the project is obtained</td>
</tr>
<tr>
<td>2. Duly financed environmental Plan formulated and implemented</td>
<td>2. In 1993, Sanitation Department shows that contamination indexes have diminished X%, compared with 1991</td>
<td>2. The Municipal Council approves all municipal ordinances</td>
</tr>
<tr>
<td>3. Legal and administrative detection and control measures defined and operative</td>
<td>3. Ministry of Public Health has delegated the Sanitation Department to inspect and control the environment in Quito before December 1991</td>
<td>3. The legislative project does not hinder project progress</td>
</tr>
<tr>
<td>4. Training of municipal technicians in environmental matters improved</td>
<td>4. By mid-1992, 70% of environmental control technicians have been trained and are applying what they learned</td>
<td>4. The diverse public and private institutional points of view do not generate conflicts which block project realization</td>
</tr>
<tr>
<td>5. General public made aware of the need to protect the environment of Quito and surroundings</td>
<td>5. By 1995, 70% of the public is applying environmental contamination control plans</td>
<td></td>
</tr>
</tbody>
</table>

1. Evaluation of the Municipal Sanitation Department
2. Package of new ordinances, General Secretariat, Municipality of Quito
3. Analysis results from Municipal Sanitation Department
5. Department head reports on personnel efficiency and application of training
6. Results of surveys applied by Ministry of Education and Culture, educational institutions
7. Sampling reports of the Air Quality Control Department-DMH
8. Results of surveys applied by General Sanitation Office
ACTIVITIES

1a. Prepare environmental quality rules and regulations studies
1b. Define practical mechanisms for the enforcement and implementation of ordinances
2a. Create and structure environmental information systems
2b. Diagnose current environmental quality
2c. Define action strategies
2d. Define environmental plan (duly financed)
2e. Evaluate and monitor execution of plan projects
3a. Achieve inter-institutional cooperation for ordinance enforcement
3b. Create administrative control structure, with technical support
3c. Develop and implement follow-up and evaluation systems for environmental inspection and control
4a. Evaluate training needs
4b. Assign and/or obtain sufficient funds for training
4c. Select suitable personnel for training
4d. Implement national and international training programmes
4e. Provide incentives for trained personnel
4f. Evaluate training process

TO OBTAIN RESULTS

1. See Project Objective assumptions
1 and 2. See assumption 1 in Project Objective
4. Occupational profiles have been identified
5. High level of technical capacity is maintained among professionals in charge of the project
6. The collaboration of all involved sectors has been achieved
ACTIVITIES

5a. Create and implement environmental education programmes

5b. Encourage general participation (neighbourhood organizations, etc.) in environmental education programmes in municipal schools

5. Conduct environmental education programmes in municipal schools.
C. CONCLUSIONS

Finally, it was decided that the formulation and implementation of urban and industrial contamination inspection and control policies is urgently necessary in order to reduce environmental contamination in Quito.

The Illustrious Municipality of Quito, through its Sanitation Department, is responsible for supervising and eventually influencing the legislative, financial and inter-institutional factors which will make long-term implementation of the general objective in the Project Planning Matrix possible.
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<th>FUNCTION</th>
<th>RESOURCES</th>
<th>STRENGTHS</th>
<th>DISADVANTAGES</th>
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</thead>
<tbody>
<tr>
<td>ILLUSTRIOS MUNICIPALITY OF QUITO</td>
<td></td>
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</tr>
<tr>
<td>Department of Environmental Quality Control</td>
<td>Investigate, organize, process and stimulate</td>
<td>Personnel, assigned to four specific current</td>
<td>Knowledge of the problem,</td>
<td>Insufficient financial resources,</td>
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<td></td>
<td>action with regard to the factors which affect</td>
<td>projects</td>
<td>Receives international</td>
<td>Lack of practical training in appropriate</td>
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<tr>
<td></td>
<td>the quality of the environment of Quito and its</td>
<td></td>
<td>technical advice</td>
<td>technologies</td>
</tr>
<tr>
<td></td>
<td>inhabitants</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Universities</td>
<td>Teaching and investigation</td>
<td>Specialized personnel (ESPEC)</td>
<td>Knowledge of the problem</td>
<td>Lack of political support.</td>
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<td>Lack of economic and material resources</td>
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<tr>
<td>Secondary and primary schools</td>
<td>Education</td>
<td>Personnel</td>
<td>Capacity for communication</td>
<td>Few financial resources</td>
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<tr>
<td>ECUADORIAN INSTITUTE OF SANITARY WORKS (IESP)</td>
<td>Responsible for sanitary and environmental</td>
<td>State funds, Internal funds, Fondo Nacional</td>
<td>RURAL SERVICES: Potable water</td>
<td>Bureaucratic inefficiency.</td>
</tr>
<tr>
<td></td>
<td>infrastructures and policies</td>
<td>de Saneamiento Ambiental (FONASA)</td>
<td>and sewage</td>
<td>Lack of operational capacity.</td>
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<td>URBAN SERVICES: Hospitals</td>
<td>Inefficient use of resources.</td>
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<td>NATIONAL LAWS AND REGULATIONS:</td>
<td>Insufficient resources.</td>
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<td></td>
<td>Control of resources,</td>
<td>Lack of defined environmental policies</td>
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<td></td>
<td>Delegation of control functions</td>
<td></td>
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<tr>
<td>ECUADORIAN INSTITUTE FOR WATER RESOURCES</td>
<td>Water resource planning and administration,</td>
<td>Technical resources (personnel), Economic</td>
<td>Construction of irrigation</td>
<td>Planning, administrative and environmental</td>
</tr>
<tr>
<td></td>
<td>Irrigation planning and infrastructure</td>
<td>resources (ESTATAL FONARID)</td>
<td>infrastructure (priority)</td>
<td>protection policies not observed, Inefficient</td>
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<td></td>
<td>construction</td>
<td></td>
<td></td>
<td>personnel</td>
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<td>MINISTRY OF ENERGY AND MINES</td>
<td>Energy sector</td>
<td>State (national budget)</td>
<td>Environmental laws</td>
<td>Lack of legal support.</td>
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<td>Influence in control of energy</td>
<td>Wasted resources.</td>
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<td>sector</td>
<td>Attempts to lead in technical environmental</td>
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<td></td>
<td>matters</td>
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<td>ECUADORIAN DEVELOPMENT BANK</td>
<td>Financing for investment programmes</td>
<td>State, international</td>
<td>Economic resources, Technical</td>
<td>Excessive paperwork</td>
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<td>aid for strengthening</td>
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<td></td>
<td>institutions</td>
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<tr>
<td>NATIONAL PRE-INVESTMENT FUND</td>
<td>Pre-investment</td>
<td>State, international</td>
<td>Registry of consultants and</td>
<td>Excessive paperwork and extemporaneous access to</td>
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<tr>
<td>NATIONAL INSTITUTIONS</td>
<td>FUNCTION</td>
<td>RESOURCES</td>
<td>STRENGTHS</td>
<td>DISADVANTAGES</td>
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<tr>
<td>MINISTRY OF AGRICULTURE AND LIVESTOCK</td>
<td>Farm sector, forest land, national parks, livestock management</td>
<td>State</td>
<td>Legislation</td>
<td>Scarce funds and personnel</td>
</tr>
<tr>
<td>MINISTRY OF GOVERNMENT AND POLICY</td>
<td>Law enforcement</td>
<td>Personnel and material resources</td>
<td>Legal authority</td>
<td>Incorrect law enforcement, Inadequate organizational structure</td>
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<tr>
<td>MINISTRY OF EDUCATION AND CULTURE</td>
<td>Planning of educational curricula</td>
<td>State (economic)</td>
<td>Communication of environmental educational programmes</td>
<td>Lack of coordination with teachers</td>
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<tr>
<td>ECUADORIAN INSTITUTE TECHNICAL NORMS</td>
<td>Enact quality control regulations</td>
<td>State budget</td>
<td>Norms for diverse technical aspects</td>
<td>Has not created environmental regulations</td>
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<tr>
<td>NATIONAL COUNCIL</td>
<td>Legislate</td>
<td>None</td>
<td>Debate and promulgation of environmental laws</td>
<td>Lack of technical criteria, Highly politicized (manipulation)</td>
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<td>NATIONAL COUNCIL FOR SCIENCE AND TECHNOLOGY</td>
<td>Formulate, plan, implement and communicate results of scientific and technological research projects</td>
<td>Financial, Technical resources for project design, Information</td>
<td>Availability of funds</td>
<td>Lack of contact with productive sectors, Lack of institutional agility, Has not defined scientific and technological research policy</td>
</tr>
<tr>
<td>INTERNATIONAL COOPERATION</td>
<td>FUNCTION</td>
<td>RESOURCES</td>
<td>STRENGTHS</td>
<td>DISADVANTAGES</td>
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<tr>
<td>PAN AMERICAN HEALTH ORGANIZATION</td>
<td>Technical assistance</td>
<td>Personnel</td>
<td>International experience</td>
<td>Slow response</td>
</tr>
<tr>
<td>ECLAC UNITED NATIONS ENVIRONMENT PROGRAMME</td>
<td></td>
<td></td>
<td></td>
<td>Few resources</td>
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<td>GERMAN AGENCY FOR TECHNICAL COOPERATION</td>
<td>Credit</td>
<td>Financial resources and personnel</td>
<td>German experience</td>
<td>Slow processing of projects</td>
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<td>Technical assistance</td>
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<tr>
<td>OTHER BILATERAL COOPERATION AGENCIES</td>
<td>Credit</td>
<td>Financial resources and personnel</td>
<td>Knowledge from their own experiences</td>
<td>Many with few resources</td>
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<tr>
<td>WORLD BANK</td>
<td>Credit</td>
<td>Financial resources</td>
<td>Project design</td>
<td>Slow processing of projects</td>
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<tr>
<td>INTERAMERICAN DEVELOPMENT BANK</td>
<td>Credit</td>
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<td>Project design</td>
<td>Slow processing of projects</td>
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<td>Technical assistance</td>
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<td>International experience</td>
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<tr>
<td>EUROPEAN ECONOMIC COMMUNITY</td>
<td>Credit</td>
<td>Financial resources and personnel</td>
<td>Experience in the countries of the European Economic Community</td>
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<tr>
<td>ANDEAN DEVELOPMENT CORPORATION</td>
<td>Credit, technical assistance</td>
<td>Financial resources and personnel</td>
<td>Availability of technical and economic resources</td>
<td>Slow processing of requests for technical aid and loans</td>
</tr>
<tr>
<td>NON-GOVERNMENTAL ORGANIZATIONS</td>
<td>FUNCTION</td>
<td>RESOURCES</td>
<td>STRENGTHS</td>
<td>DISADVANTAGES</td>
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| FUNDACION NATURA (ECUADOR)     | Environmental education.  
                               | Oversight and follow-up on  
                               | State programmes           | Infrastructure.  
                               | Data base                  | Access to local funding. 
                               | International relations    | Incomplete understanding of environmental problems |
| COMMUNITY ORGANIZATIONS        | Immediate and/or sector level | Qualified | Group organization | Lack of economic and financial resources.  
                               |                        |                        | Vulnerable to political manipulation |
| CHAMBER OF INDUSTRY            | Promote the project within  
                               | industry           | Infrastructure | Knowledge of industry. 
                               |                        |                        | Political influence |
| COMMUNICATIONS MEDIA           | Communication of environmental programmes | Infrastructure | Wide coverage | High communications costs.  
                               |                        |                        | Information distortion. 
                               |                        |                        | Regionalist focus |
