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PLANBAROMETER: MANUAL



UNITED NATIONS

ECLAC

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INTRODUCTION

The project that was originally known as the White Paper on Planning for Development has its origins in the agreement reached by resolution CRP/XV/01 of the Regional Council for Planning (CRP) of the Latin American and Caribbean Institute for Economic and Social Planning (ILPES) at its fifteenth meeting,¹ held in Yachay, Ecuador, on 19 November 2015. As part of that agreement, approval was given to the proposal put forward by ILPES for the formulation of a guide on good practices in national, subnational and sectoral planning processes that would incorporate instruments, approaches and methodologies for finance modelling in development planning and other planning processes, particularly those linked to the 2030 Agenda for Sustainable Development. This guide is intended to serve as a reference resource for planners working at the national, subnational and sectoral levels in the countries of the region.

The design and format of the PlanBarometer system (formerly known as the White Paper) draw on the Latin American countries' expertise and the lessons they have learned, as well as contemporary planning theory and concepts, but its main focus is on the know-how gained through hands-on experience. It also makes use of some elements of the working methodology of the International Organization for Standardization (ISO), especially in relation to the utilization of the technical knowledge of the staff of the Latin American and Caribbean countries' planning offices. It is not, however, intended to be a rigorous certification and standardization system or an instrument for external oversight but rather a guide for self-assessment. It also seeks to provide a number of basic indicators for use by planning institutions in the identification of monitoring and continual improvement processes.

The purpose of this manual is to provide guidance to planning teams in the application of the PlanBarometer in specific cases. The methodology is based on series of workshops for collective exploration, analysis and consensus-building in regard to the actual status of a given planning process on the ground.

The manual provides background information on the development of this tool and an overview of its structure and of participants' profiles and roles. It details the stages involved in the tool's application via a multiple workshop format along with the necessary preparations. A glossary is also provided in order to provide a common understanding of the relevant terms.

A. BACKGROUND

Planning processes in Latin America and the Caribbean have undergone substantial changes in the past decade. Many countries have resumed their former practice of using planning as a tool for supporting development policy and have modernized and tailored planning processes for use under political, institutional, economic and social conditions that are vastly different from the conditions existing during those processes' inception. One fundamental element in this renewed appreciation of the role of planning has been the advancement of democracy in the region, which has become increasingly open to citizens' participation in public affairs and in the planning and building of sustainable future scenarios in which the populace is clearly empowered to put forward its demands for greater social well-being. The fact that public accounts have been put in order and the windfall gains that have been realized thanks to booming commodity prices have enabled a number of countries to align their fiscal policies more closely with their development objectives rather than simply reacting to short-run events and circumstances. This has paved

¹ See resolution CRP/XV/01.

the way for the furtherance of long-term planning, particularly in the development and implementation of a vision for the future, long-run development plans, and regional and sectoral development plans.

While each country plots out and builds its own vision for the future using different tools in pursuit of different objectives, national programmes do share a number of features that provide some idea of the direction in which national planning processes are heading. ECLAC, through ILPES, tracks planning practices in the region and therefore has a basis to work from in identifying stylized facts, areas of emphasis and other characteristics shared by the various countries' government plans and development agendas. Its findings in this regard are summarized in the following discussion.²

The Millennium Development Goals, for example, provided a set of parameters that served as a framework and a signpost for medium- to long-term plans and programmes. Discussions around the post-2015 development agenda have offered an excellent opportunity for renewing commitments, reaching agreement on new, meaningful objectives for the region, framing those goals for national, subnational and sectoral planning offices and forums, and encouraging cooperation among the countries in shaping a regional agenda.

In the studies that ILPES has helped to analyse, formulate and/or implement in recent years, most of the countries have set themselves goals for per capita GDP growth and employment as part of a renewed awareness of the need to place priority on real balances (GDP, employment and real wages) while not neglecting nominal indicators (inflation, interest rates, exchange rates) in order to ensure the sustainability of social, economic and environmental processes. There is also a strong emphasis on the trilogy of equality, social cohesion and poverty reduction that is a pillar for an integrated vision of development.

The inclusion of citizen security goals and the prioritization of expenditure on public infrastructure, together with a positive reappraisal of the role of the State and the civil service, are other salient features of today's planning programmes.

Against the backdrop of this more conducive environment for the development and consolidation of planning processes in the region, the guidelines set out in this manual are based on the lines of work advocated by the Presiding Officers of the Regional Council for Planning³ when they called for efforts to strengthen the role of the Council as an ongoing forum for dialogue, consultation and exchange of experiences among planning authorities.

These guidelines are also specifically based on the Presiding Officers' proposal concerning the promotion of a collective plan of action around a shared vision of development (eradication of poverty, reduction of inequalities, sustainable development and the creation of regional information systems, among other objectives) that embraces the goal of deepening regional integration and establishing genuine commitments to joint action.

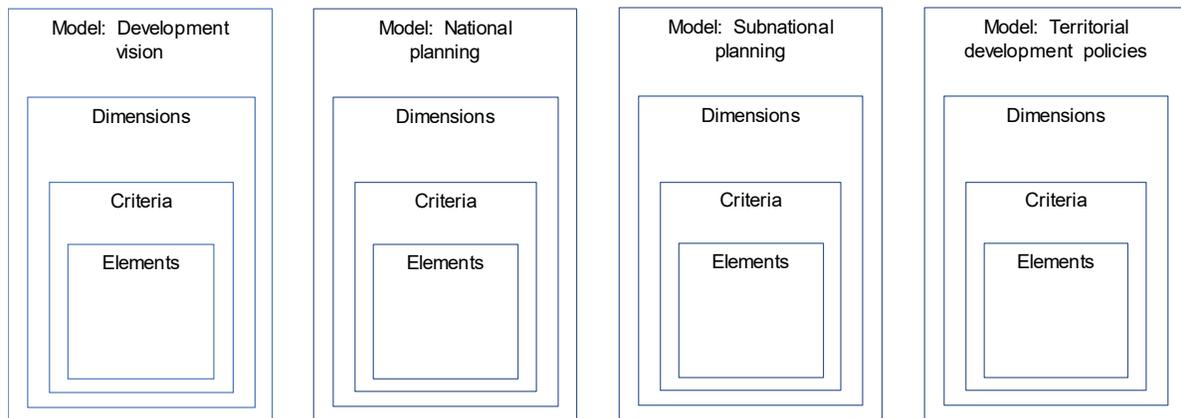
² For further details, see M. Armijo, "Planes nacionales de desarrollo en América Latina: indicadores para el desarrollo", paper presented at the Workshop "Hacia un panorama del sector público en América Latina", Buenos Aires, Latin American and Caribbean Institute for Economic and Social Planning (ILPES), 1-2 December 2010; ILPES, *Medium-term strategic proposal for ILPES cooperation with the countries of Latin America and the Caribbean* (LC/L.3690(CRP.14/4)), Santiago, 2013; M. Cuervo and J. Máttar, "Planificación para el desarrollo en América Latina y el Caribe: regreso al futuro. Primer informe de los diálogos ministeriales de planificación", *Public Administration series*, No. 81 (LC/L.3838), Economic Commission for Latin America and the Caribbean (ECLAC), November, 2014.

³ See resolution CRP/XIII/01, adopted by the Regional Council for Planning at its thirteenth meeting in Brasilia in 2007, and resolution 679(XXXV), adopted at its thirty-fifth session, the Economic Commission for Latin America and the Caribbean (ECLAC), held in Lima in May 2014.

B. STRUCTURE

The PlanBarometer system is designed to serve as a tool for delineating development planning processes in Latin America and the Caribbean. It includes four specific models, two of which (the national and subnational models) have been completed. Each model is structured around a set of dimensions, and each of those dimensions encompasses a given number of criteria that can also be regarded as variables of analysis. These criteria correspond to different levels of development, such that the higher the level, the more rigorous the requirements for meeting that standard will be.

Diagram 1
Structure of PlanBarometer



1. Models

- The national development planning model places special emphasis on instruments for the governance and administration of the State that reflect the objectives and steps needed to reach a given level of development. This category includes the government's programme as an expression of the public agenda prioritized by government authorities.
- The development policy model at the decentralized level stresses regional development policy implementation and introduces the concept of policy ecosystems. The model's analytical components are structured around the dimensions involving the following planning challenges: coordination among different regional levels of government and across differing time periods (intertemporality) and different sectors (intersectorality), and the engagement of different stakeholders.
- The subnational development planning model, which serves as a framework for a more granular analysis of the multiple scales involved in development planning, identifies the relationships between national and subnational planning and focuses on strengthening mechanisms for linking and coordinating the different levels of government.

2. Dimensions

- **Dimension 1 – Institutional framework:** The elements that facilitate or support development planning processes.
- **Dimension 2 – Design:** The elements entailed in the actual formulation of plans and strategies.
- **Dimension 3 – Implementation:** The ways in which plans and strategies are put into practice.
- **Dimension 4 – Results:** The factors required to monitor, follow up on and evaluate the quality of planning processes.
- **Dimension 5 – Global agendas and regional commitments:** The most important metrics for determining how fully the 2030 Agenda has been incorporated into the planning system or planning processes.

3. Criteria

The criteria are all of the individual aspects to be evaluated. The national and subnational models are similar, but they do differ in some ways. Examples of the corresponding criteria include stakeholder analysis, traceability, feedback mechanisms or mechanisms for updating the plan, inter-agency coordination mechanisms and the intertemporal aspects or time frame of the plan.

4. Methodology for the application of this tool in a specific case

The phases or stages involved in applying this tool in a specific case are discussed below. A wide range of different elements need to be taken into consideration in order to orient the analysis and facilitate the interpretation of its results.

- (i) The main objective is an institutional self-assessment focusing on planning instruments, processes and the planning system as a whole. The outcomes of the tool's application are therefore valuable inputs for the development of a process of analysis, dissemination and improvement of those planning systems.
- (ii) Based on the above, the assessment workshops should be convened by the planning authorities at the relevant levels if at all possible. This is because it is important for the participants to be knowledgeable about the various components, stakeholders and processes involved and to have the authority to take necessary corrective action.
- (iii) The descriptive assessments of planning processes are based on an analysis of the planning system, with this system being understood as a constellation of components (institutions, policies and standards, stakeholders, etc.) that function as a whole on a regular basis. However, for each criterion, there is a main sphere of application in which that criterion can be observed most directly.
- (iv) The components of the planning system need to be identified, along with the most representative stakeholders in each case.
- (v) The application of the PlanBarometer system requires a thorough, participatory analysis of each of the criteria included in the model with a view to arriving at an agreement as to the most appropriate level at which to assess its status. The idea is to analyse the actual status of the planning system

and its component elements or the corresponding relationships rather than looking at how the system is ideally supposed to work.

- (vi) This should be a collective analysis that encourages a participatory discussion. The members of the groups should be selected with a view to ensuring that they will be able to share their thoughts, deliberate as a group and learn from one another.
- (vii) The assessment of the current state of affairs as mentioned above starts off with the identification of the level at which the criterion in question is most clearly manifested. These levels represent differing degrees of complexity for each criterion, ranging from the most basic or least complex manifestation (lower values) to a clearer or more complex one (higher values).
- (viii) It is recommended that a record be kept of the discussion about why a given level was chosen for each criterion. This will make it possible to refer back to the reasons underlying subsequent interpretations of the results.
- (ix) The application of the tool is undertaken as a participatory exercise at a workshop attended by experts and/or staff members involved in regional planning processes. The make-up of the discussion groups will influence the results of the tool's application, and certain specific aspects therefore need to be taken into consideration in order to identify and/or diminish the bias generated by the participants' different profiles.
- (x) This tool affords a broad-spectrum view of the dimensions of development planning. The results provide a picture of the process as a whole and of each of its constituent parts, thereby facilitating decision-making about how to improve, consolidate or modify development planning processes and systems.

C. PARTICIPANTS' PROFILES AND ROLES

- **Coordinator:**
Workshops need to be led by a coordinator who can guide the process. It is recommended that a development planning expert from the lead planning agency be chosen for this role.
- **Assistant:**
It is important to keep a record of people's responses and the discussions that take place at the workshops. If the coordinator cannot do this because the number of participants is too large, then someone else will need to note down what is said.
- **Participants:**
This tool is applied by means of group discussions in which the participants share their knowledge about development planning and discuss the status of the critical variables listed in the model in the context of the planning area in question.

Ideally, the groups should be composed of the following people:

- Two representatives of the lead development planning agency
- Two representatives of the planning offices or units of the relevant sectoral agencies or departments at the subnational level (municipality, state, region)
- Two representatives of the subnational governing body whose members are elected by popular vote (the body of elected representatives who govern jointly with the highest subnational authority)
- Two representatives of a specialized planning board or participatory planning mechanism at the subnational level
- One representative of a civil society organization that has been involved in the development or use of the relevant planning instruments (e.g. an organization that has helped to draw up a plan or that has been in charge of implementing such a plan)
- One representative of national or state/provincial authorities if the tool is being applied at a local level
- One representative of the corresponding association of municipalities
- One expert from a university or research centre that has worked on a development plan or that has contributed to a developing planning exercise.

This proposed group of 12 participants should be divided into 2 groups of 6 persons each. These groups should each be composed of at least 3 public officials and 2 representatives of one or more of the other organizations or bodies mentioned above.

If this is not possible, then the workshop should include no fewer than eight persons in a single group or divided into two groups. Since group discussions and analysis are an essential part of the exercise, it should never be conducted on an individual basis.

D. STAGES OF THE PLANBAROMETER'S APPLICATION

1. Organization of the necessary information beforehand

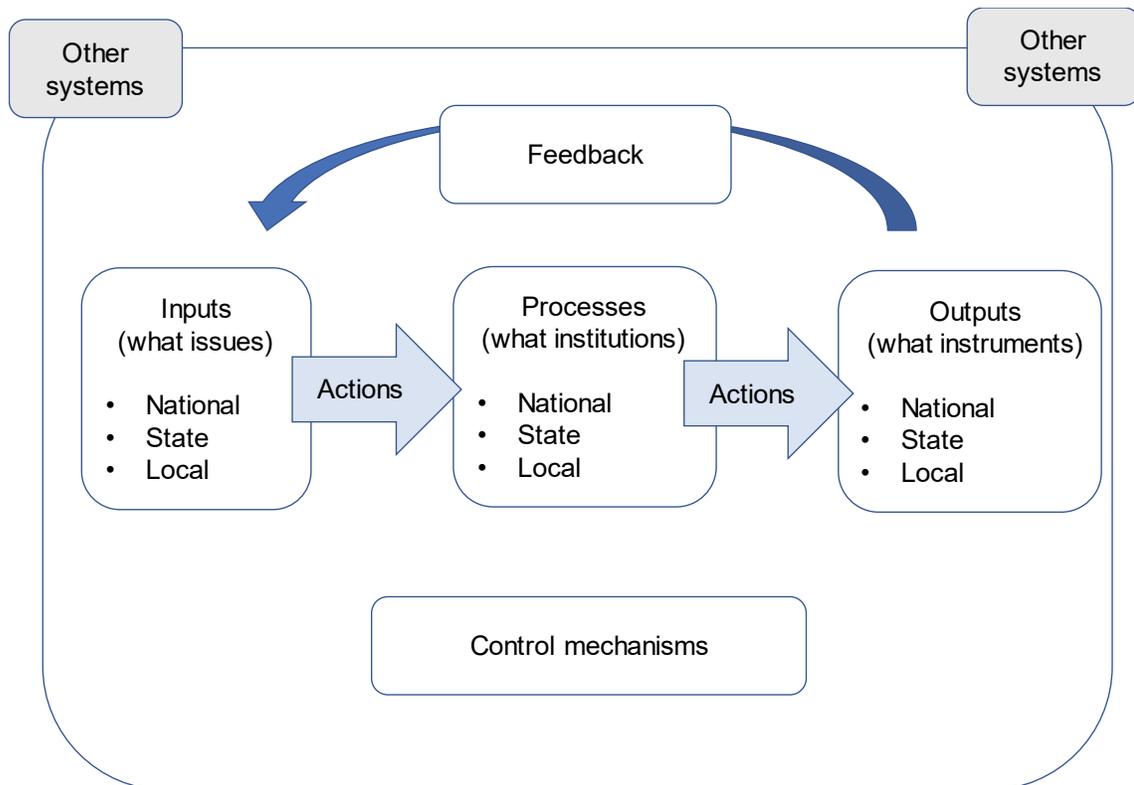
Prior to the tool's application, information should be gathered on all the planning instruments used in the formal or informal planning system:

- Current and previous development plans
- Background information on the development plan methodology
- Government programmes
- Land-use plans
- Sectoral plans

- Projects, policies and programmes based on the development plan⁴
- Annual budget
- Rules and regulations applying to the subnational planning system
- Existing mechanisms or working groups of representatives from different public agencies and different levels of government.

The coordinator will be in charge of collecting this information and making it available to all the workshop participants.

Given the PlanBarometer's design as a systemic model intended for general application, the team that is organizing the workshops will systematize the background information on each of the system's components. The following flow chart can be used as a reference for this purpose.



Depending on the number of workshop participants, the coordinator should arrange for the use of one or more rooms. If there is more than one group, then the room(s) should be set up for group conversations and deliberations.

⁴ Actions taken in order to implement the development plan which have an impact on the number and/or range of public institutional programmes.

(a) Preparation of workshop materials and equipment

The following equipment and materials will be needed:

- Computers (one per group)
- A projector
- Flashcards
- Markers
- A panel or board for displaying the flashcards (plus tape or thumbtacks to attach the flashcards, depending on the material that the panel or board is made out of)

2. Conducting the workshops

These workshops are usually brainstorming sessions, unless some other methodology or technique is deemed necessary.

Workshop 1. Analysis of development planning issues (20 minutes)

The first activity is an open discussion about the main difficulties encountered in development planning in the area in question. The group(s) should respond to the following requests/questions posed by the coordinator:

- What are the five main development planning problems that you currently face in the area in question?
- Please group these problems into thematic categories.

Workshop 2. Analysis of relevant development planning criteria (15 minutes)

The second activity is designed to bring out participants' own experiences so that aspects of those experiences can be identified that will help them to arrive at a description of what constitutes a good planning process. The idea is for the criteria identified by the participants to be compared with those used in the subnational model. The group(s) should respond to the following requests/questions posed by the coordinator:

- What are the most important criteria or variables in development planning?
- Please group these criteria by subject area or by types of criteria that have to do with the same kind of issue (e.g. criteria having to do with in-house capacity, participation, legitimacy, coordination, plan design, etc.).

Based on their own views and professional experience, the participants should identify the criteria that they believe characterize a good planning process in a subnational context. The group(s) should then arrange these criteria into groups of similar planning-related issues.

Workshop 3. Application of the PlanBarometer (60 minutes)

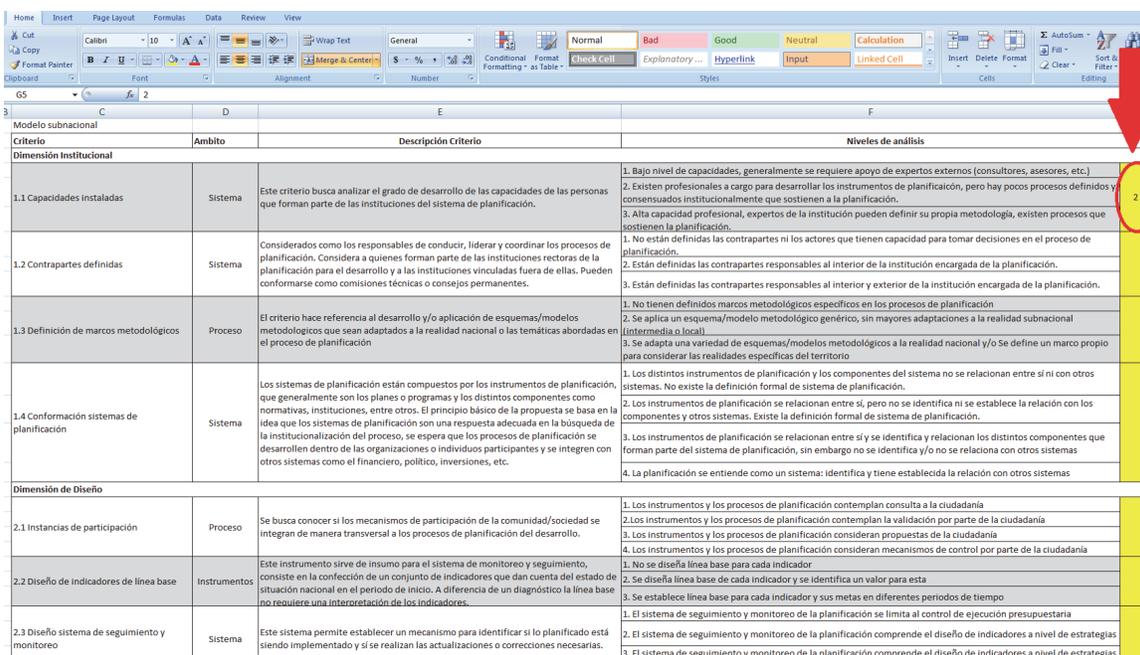
There are two tools that can facilitate the discussion and the systematization and interpretation of its outcomes in these PlanBarometer workshops.

(i) Spreadsheets

– Step 1

Each group should use this tool by filling in the yellow boxes in the Excel file provided by the workshop organizers with a number (level) corresponding to the current status of each criterion, as indicated in figure 1.

Figure 1



Criterio	Ambito	Descripción Criterio	Niveles de análisis
Dimensión Institucional			
1.1 Capacidades instaladas	Sistema	Este criterio busca analizar el grado de desarrollo de las capacidades de las personas que forman parte de las instituciones del sistema de planificación.	1. Bajo nivel de capacidades, generalmente se requiere apoyo de expertos externos (consultores, asesores, etc.) 2. Existen profesionales a cargo para desarrollar los instrumentos de planificación, pero hay pocos procesos definidos y consensuados institucionalmente que sostienen a la planificación. 3. Alta capacidad profesional, expertos de la institución pueden definir su propia metodología, existen procesos que sostienen la planificación.
1.2 Contrapartes definidas	Sistema	Considerados como los responsables de conducir, liderar y coordinar los procesos de planificación. Considera a quienes forman parte de las instituciones rectoras de la planificación para el desarrollo y a las instituciones vinculadas fuera de ellas. Pueden conformarse como comisiones técnicas o consejos permanentes.	1. No están definidas las contrapartes ni los actores que tienen capacidad para tomar decisiones en el proceso de planificación. 2. Están definidas las contrapartes responsables al interior de la institución encargada de la planificación. 3. Están definidas las contrapartes responsables al interior y exterior de la institución encargada de la planificación.
1.3 Definición de marcos metodológicos	Proceso	El criterio hace referencia al desarrollo y/o aplicación de esquemas/modelos metodológicos que sean adaptados a la realidad nacional o las temáticas abordadas en el proceso de planificación	1. No tienen definidos marcos metodológicos específicos en los procesos de planificación 2. Se aplica un esquema/modelo metodológico genérico, sin mayores adaptaciones a la realidad subnacional (intermedia o local). 3. Se adapta una variedad de esquemas/modelos metodológicos a la realidad nacional y/o se define un marco propio para considerar las realidades específicas del territorio
1.4 Conformación sistemas de planificación	Sistema	Los sistemas de planificación están compuestos por los instrumentos de planificación que generalmente son los planes o programas y los distintos componentes como normativas, instituciones, entre otros. El principio básico de la propuesta se basa en la idea que los sistemas de planificación son una respuesta adecuada en la búsqueda de la institucionalización del proceso, se espera que los procesos de planificación se desarrollen dentro de las organizaciones o individuos participantes y se integren con otros sistemas como el financiero, político, inversiones, etc.	1. Los distintos instrumentos de planificación y los componentes del sistema no se relacionan entre sí ni con otros sistemas. No existe la definición formal de sistema de planificación. 2. Los instrumentos de planificación se relacionan entre sí, pero no se identifica ni se establece la relación con los componentes y otros sistemas. Existe la definición formal de sistema de planificación. 3. Los instrumentos de planificación se relacionan entre sí y se identifica y relacionan los distintos componentes que forman parte del sistema de planificación, sin embargo no se identifica y/o no se relaciona con otros sistemas 4. La planificación se entiende como un sistema: identifica y tiene establecida la relación con otros sistemas
Dimensión de Diseño			
2.1 Instancias de participación	Proceso	Se busca conocer si los mecanismos de participación de la comunidad/sociedad se integran de manera transversal a los procesos de planificación del desarrollo.	1. Los instrumentos y los procesos de planificación contemplan consulta a la ciudadanía 2. Los instrumentos y los procesos de planificación contemplan la validación por parte de la ciudadanía 3. Los instrumentos y los procesos de planificación consideran propuestas de la ciudadanía 4. Los instrumentos y los procesos de planificación consideran mecanismos de control por parte de la ciudadanía
2.2 Diseño de indicadores de línea base	Instrumentos	Este instrumento sirve de insumo para el sistema de monitoreo y seguimiento, consiste en la confección de un conjunto de indicadores que dan cuenta del estado de situación nacional en el periodo de inicio. A diferencia de un diagnóstico la línea base no requiere una interpretación de los indicadores.	1. No se diseña línea base para cada indicador 2. Se diseña línea base de cada indicador y se identifica un valor para esta 3. Se establece línea base para cada indicador y sus metas en diferentes periodos de tiempo 4. El sistema de seguimiento y monitoreo de la planificación se limita al control de ejecución presupuestaria
2.3 Diseño sistema de seguimiento y monitoreo	Sistema	Este sistema permite establecer un mecanismo para identificar si lo planificado está siendo implementado y si se realizan las actualizaciones o correcciones necesarias.	1. El sistema de seguimiento y monitoreo de la planificación comprende el diseño de indicadores a nivel de estrategias 2. El sistema de seguimiento y monitoreo de la planificación comprende el diseño de indicadores a nivel de estrategias 3. El sistema de seguimiento y monitoreo de la planificación comprende el diseño de indicadores a nivel de estrategias

– Step 2

Once the group has agreed what level best represents the current status of the criterion in question, the group should then give the reasons for its choice and indicate some means of validating the grounds for that choice in the column marked “Medio de verificación” (“means of verification”).

If none of the levels fully represents the status of that criterion, the group should choose the closest level and note down its observations or comments in the column marked “Justificación” (“reasons”).

The group will therefore have filled in columns J and K on the spreadsheet, as shown in figure 2.

As the group(s) fill in the yellow boxes, that information will be automatically processed and will appear as percentages of the fulfilment of each criterion in sheet 2, as shown in figure 3.

Figure 2

Niveles de análisis		Justificación	Medio de verificación
Bajo nivel de capacidades, generalmente se requiere apoyo de expertos externos (consultores, asesores, etc.)			
Existen profesionales a cargo para desarrollar los instrumentos de planificación, pero hay pocos procesos definidos y sensuados institucionalmente que sostienen a la planificación.			
Alta capacidad profesional, expertos de la institución pueden definir su propia metodología, existen procesos que tienen la planificación.			
No están definidas las contrapartes ni los actores que tienen capacidad para tomar decisiones en el proceso de planificación.			
No están definidas las contrapartes responsables al interior de la institución encargada de la planificación.			
No están definidas las contrapartes responsables al interior y exterior de la institución encargada de la planificación.			
No tienen definidos marcos metodológicos específicos en los procesos de planificación			
Se aplica un esquema/modelo metodológico genérico, sin mayores adaptaciones a la realidad subnacional (nacional o local)			
Se adapta una variedad de esquemas/modelos metodológicos a la realidad nacional y/o se define un marco propio a considerar las realidades específicas del territorio			
Existen distintos instrumentos de planificación y los componentes del sistema no se relacionan entre sí ni con otros temas. No existe la definición formal de sistema de planificación.			
Los instrumentos de planificación se relacionan entre sí, pero no se identifica ni se establece la relación con los componentes y otros sistemas. Existe la definición formal de sistema de planificación.			
Los instrumentos de planificación se relacionan entre sí y se identifica y relacionan los distintos componentes que forman parte del sistema de planificación, sin embargo no se identifica y/o no se relaciona con otros sistemas			

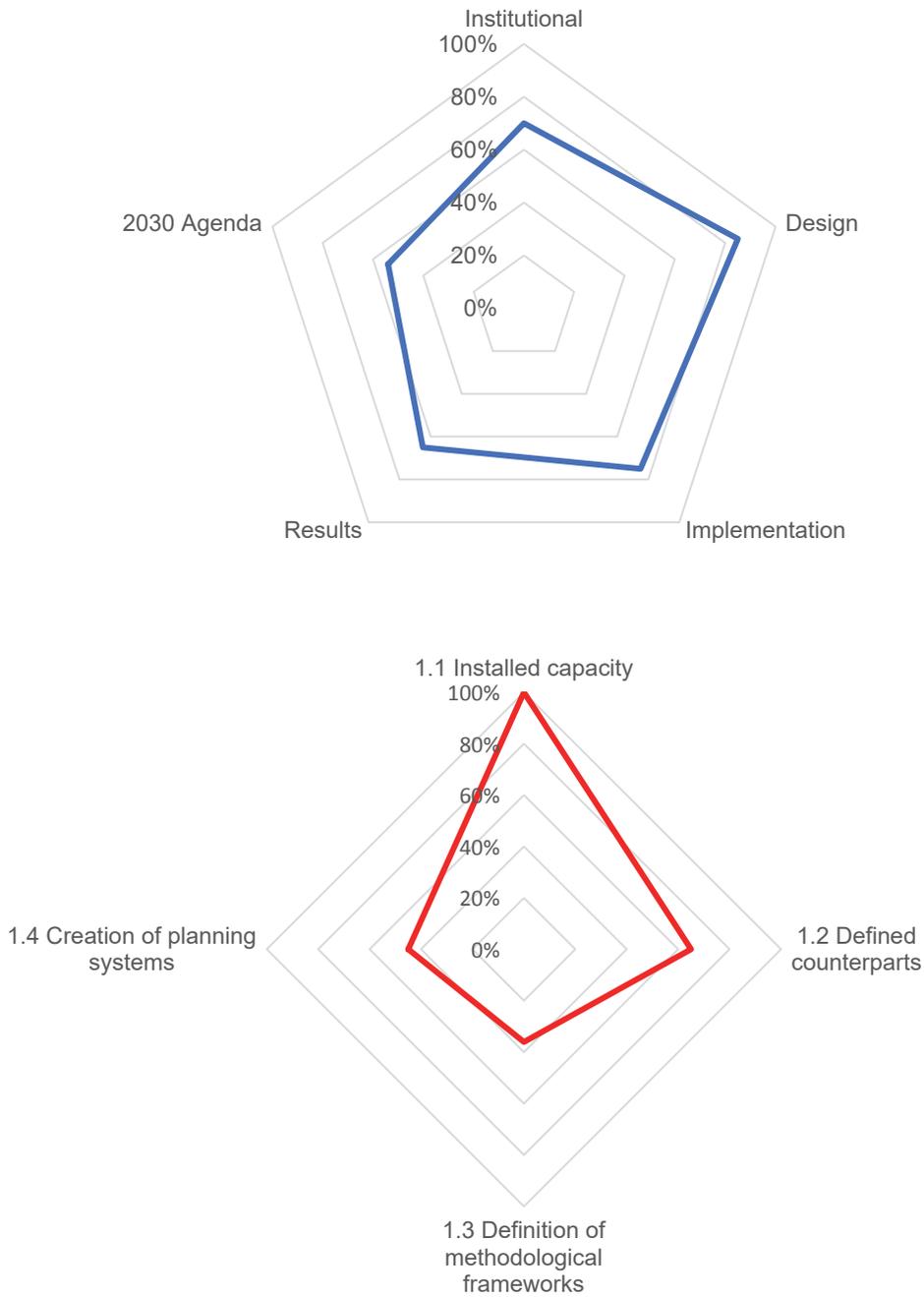
Figure 3

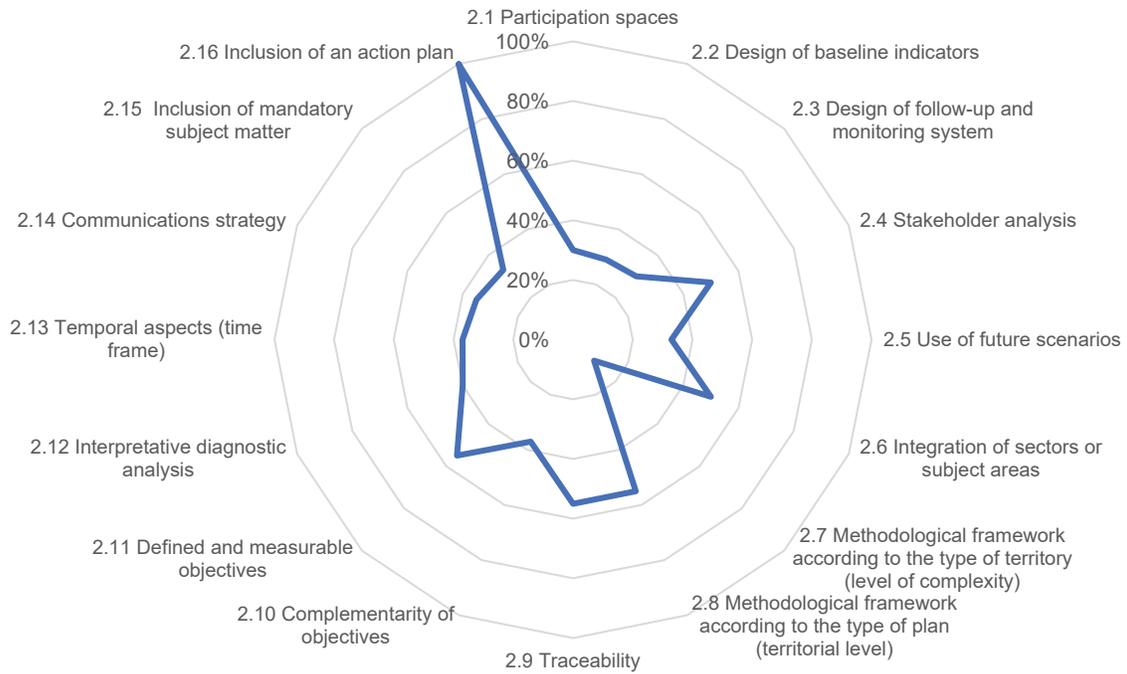
Institucional	63%	Sistema	1.1 Capacidades instaladas	100%
		Sistema	1.2 Contrapartes definidas	67%
		Proceso	1.3 Definición de marcos metodológicos	33%
		Sistema	1.4 Conformación sistemas de planificación	50%
Diseño	83%	Proceso	2.1 Instancias de participación	75%
		Instrumentos	2.2 Diseño de indicadores de línea base	67%
		Sistema	2.3 Diseño sistema de seguimiento y monitoreo	67%
		Proceso	2.4 Análisis de actores	100%
		Instrumentos	2.5 Utilización de escenarios futuro	67%
		Instrumentos	2.6 Integración entre sectores o temas	100%
		Instrumentos	2.7 Marco metodológico de acuerdo a tipo de territorio (nivel de	25%
		Instrumentos	2.8 Marco metodológico de acuerdo a tipo de plan (nivel territo	100%
		Instrumentos	2.9 Trazabilidad	100%
		Instrumentos	2.10 Complementariedad entre objetivos	67%
		Instrumentos	2.11 Objetivos definidos y medibles	100%
		Proceso	2.12 Diagnóstico interpretativo	67%
		Instrumentos	2.13 Análisis del entorno interno versus externo	75%
Implementación	76%	Proceso	2.14 Estrategia de comunicaciones	67%
		Instrumentos	2.15 Temporalidad del Plan	75%
		Instrumentos	2.16 Inclusión de un plan de acciones	175%
		Proceso	2.17 Temas mandatorios incluidos en el plan	100%
		Sistema	3.1 Asignación de responsabilidades entre actores involucrados	100%
		Instrumentos	3.2 Indicadores	67%
		Sistema	3.3 Coordinación inter institucional	100%
Resultados	67%	Sistema	3.4 Coordinación interniveles del Estado	67%
		Instrumentos	3.5 Coherencia interna plan de acciones	100%
		Proceso	3.6 Articulación entre plan y presupuesto	25%
		Proceso	4.1 Factores incidentes en el desarrollo del país no considerados	100%
Agenda 2030	52%	Sistema	4.2 Inversión pública alineada a ejes estratégicos o acciones i	67%
		Sistema	4.3 Proyectos prioritarios identificados	33%
		Sistema	4.4 Herramientas disponibles para vincular el logro de las met	67%
		Instrumentos	5.1 Balance temático propuestas (integralidad)	25%
		Proceso	5.2 Medios de implementación	67%
		Instrumentos	5.3 Transversalidad	67%
		Instrumentos	5.4 Alineamiento de objetivos y metas	50%

Institucional 63%
 Diseño 83%
 Implementación 76%
 Resultados 67%
 Agenda 2030 52%

The third sheet in the Excel file (graphs) shows one radar chart for each dimension as a visual representation of the results given in percentages, as shown in the examples in figure 4.

Figure 4





(ii) *The PlanBarometer website*

If this modality is used, one of the workshop participants will have to input the outcomes of the consensus-building exercise on the website that has been developed to facilitate the analysis and interpretation of the workshop activities.

The system can be accessed at <https://goo.gl/XwTmqK>. The system will ask for the activity code, which will be provided by the coordinator. If you wish to start a new activity, click on the button that says: ¿Desea ingresar un nuevo ejercicio? (“Do you want to start a new activity?”)

Ingresar a un ejercicio :

Identificación de un grupo:

Entrar

¿Desea ingresar un nuevo ejercicio?

You can then rank each criterion. The screen will show the subject area (sphere) and the different levels for each one. You can also review the more detailed description of the criterion by clicking on the information icon (“?”).



Ámbito: Sistema

1.1 Capacidades instaladas

- 1. Bajo nivel de capacidades, se utilizan expertos externos.
- 2. Existen profesionales a cargo para desarrollar un plan de desarrollo, pero hay pocos procesos definidos y consensuados institucionalmente que sostienen a la planificación
- 3. Alta capacidad profesional, expertos pueden definir su propia metodología, existen procesos que sostienen la planificación.

Once you have evaluated all the criteria, the system will show the results as indicated below. It will also graph the results.

RESULTADOS

Institucional 70%

Diseño 65%

Implementación 60%

Resultados 55%

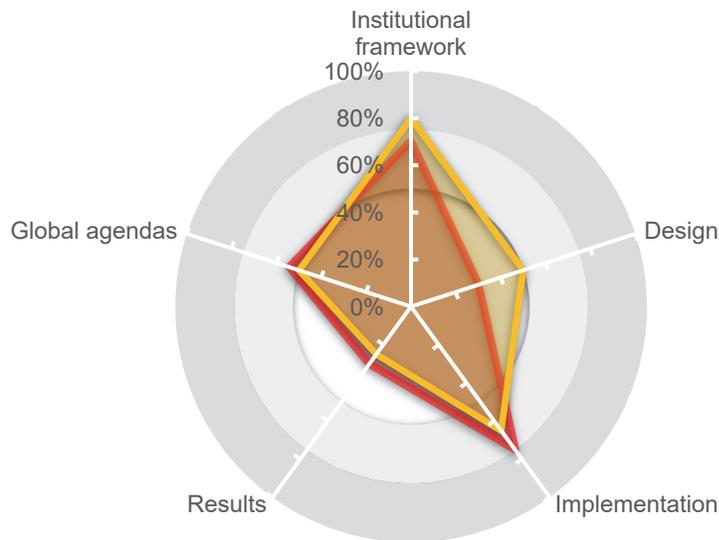
Compromisos globales 40%

[Ver gráficos](#)

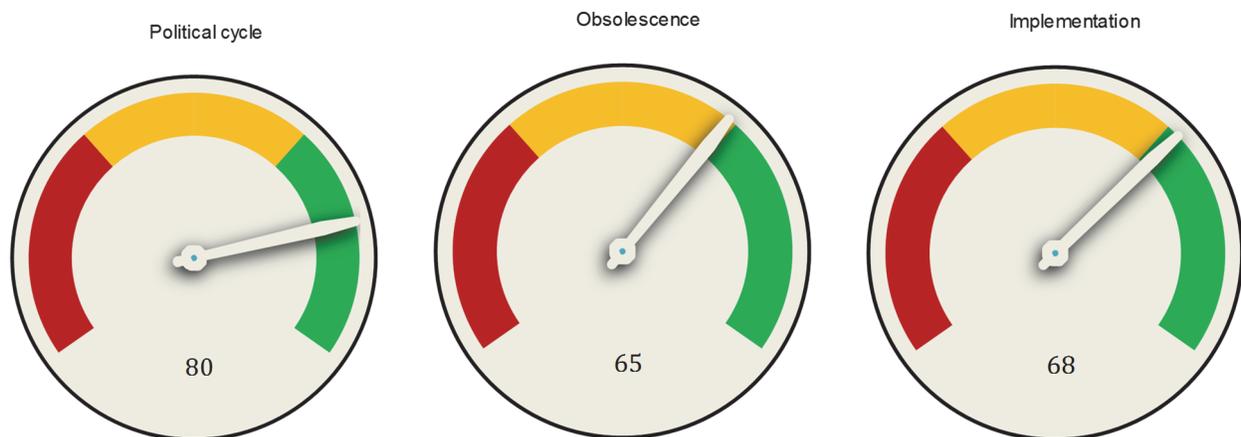
[Ver alertas](#)

[Volver inicio](#)

The graphs will change if you alter the evaluations for one or more criteria.



Alerts can be viewed by clicking the button that says: “Ver alertas” (“see alerts”). Information on how the alerts are generated and how they are to be interpreted is provided in another section of this manual.



Workshop 4. Presentation of outcomes (30 minutes)

The groups gather together, and each group presents its results. The groups can then discuss these outcomes with a view to reaching a consensus regarding their assessment of the status of each criterion, at which time all the results can be consolidated.

Once the results as shown on the radar charts have been analysed, the group should match up the main problems or issues identified in Workshop No. 1 with the criteria provided by the PlanBarometer tool and prioritize them on the basis of their assigned levels. This can be done by taking the following steps:

- Identify the criteria that account for or are related to each of the problems or issues that have been identified.

Problem or issue from Workshop No. 1	Related criteria
1	
2	
3	
4	
5	

- Prioritize the criteria on the basis of their assigned levels. The criteria that were assigned the lowest level should be given a high priority and can be highlighted in red. The criteria that were assigned an intermediate level and are therefore of a middling priority can be highlighted in yellow, while the highest-level (100% fulfilled) criteria can be highlighted in green.

Workshop 5. Selection of alerts

Alerts can be selected on the basis of an analysis of the criteria and their arrangement into different groupings corresponding to possible scenarios.

For example, if low levels have been assigned to the criterion of participation, to temporal aspects, i.e. the planning time frame (because no specific timetable has been established for each objective and strategy or the timelines are too short) and to the plan's coordination and budgeting, then the development plan may be susceptible to changes in political cycles that would block or impede its implementation.

Pre-set alerts are available in the process file and are triggered when the value assigned to a criterion is below the average for the corresponding dimension.

Alert	Description	Criterion
1. The focus is on the political cycle/primarily short-term planning instruments	Planning processes and, hence, programme and plan implementation are chiefly focused on short-term results that can be exhibited during a given government's term of office.	1.7 Distinction and complementarity between the government plan and the development plan 2.1 Participation 2.13 Temporal aspects (time frame)
2. Planning instruments quickly become obsolete	Planning instruments are not paired with mechanisms for adapting to short-run factors or incorporating those factors, and plans may therefore become obsolete quite quickly.	1.5 Feedback mechanisms 2.5 Use of future scenarios 2.13 Temporal aspects (time frame)
3. Plans are not implemented or the execution of plans, projects, actions, etc. is limited	Plans are stalled at the design stage and are never translated into projects, actions, public policies or other instruments of public administration.	2.14 Inclusion of an action plan 2.9 Specific, measurable objectives 3.1 Delegation of responsibilities to the various stakeholders 3.6 Linkage of the plan and its budget
4. Proposals are not based on a solid line of reasoning (<i>Helmsing and Uribe-Echeverría</i>)	Planning instruments lack a well-defined theoretical rationale (e.g. the ability to provide an effective explanation for a given situation).	1.3 Definition of methodological frameworks 2.7 Traceability 2.15 Inclusion of mandatory subject matter

Alert	Description	Criterion
5. Limited State vision; planning focused on action by the executive branch	Development planning exercises emphasize action by the executive branch and fail to consider the relationships among other State agencies, thereby undermining their validity and the part played by objectives and strategies.	1.4 Configuration of planning services 1.6 Planning process support services 2.1 Opportunities for participation 2.4 Stakeholder analysis 2.12 Communications strategy
6. Problems addressed from a sectoral perspective; responses are not well integrated (multiple causes, complexity, not well structured)	A sectoralized perspective simplifies the approach to problems but diminishes the impact of the action taken, given the complementarity of the strategies and the integration of planning interventions. This creates problems in terms of inter-agency coordination.	1.4 Configuration of planning services 2.6 Integration of sectors or subject areas 2.8 Complementarity of objectives 2.10 Interpretive diagnostic analysis 2.16 Consistency between strategies 3.3 Inter-agency coordination 3.4 Coordination among different levels of government 5.1 Thematic balance of proposals
7. Little political will; little support for planning and for plan implementation	Political authorities do not consider planning instruments to be a relevant framework for guiding the government or government plans. This detracts from the legitimacy of planning and hampers implementation.	1.7 Distinction and complementarity between the government plan and the development plan 2.1 Participation 2.3 Design of follow-up and monitoring systems 2.4 Stakeholder analysis 2.12 Communications strategy 4.3 Realization of high-priority projects included in the plan

Workshop 6. Systematization of observations, comments and/or suggestions

In order to improve this tool on an ongoing basis, as many observations as possible regarding its application are needed. Comments and suggestions should be forwarded to ILPES' counterpart organization, ECLAC. In the sixth workshop, which is based on a brainstorming format, the entire group should be asked to answer the following questions:

- What is your overall opinion of this tool?
- Which criteria were the most difficult to reach agreement on? Why?
- What issues arose during the application of this tool? How were they resolved?

E. CONSIDERATIONS

- The entire analysis focuses on what actually happens on the ground, which is not necessarily what is reflected in the written materials. The discussion should therefore revolve around the actual situation rather than what it should ideally be.
- The criteria used to analyse the various planning instruments should be thought of as an integrated whole. Nevertheless, it may happen that one instrument (for example, the development plan) may correspond to a given level for one criterion but that another instrument (e.g. the land-use plan, the budget, the government's plan, etc.) corresponds to a different level of the same criterion. In that case, the group should clearly indicate in the "reasons" column how this was resolved (e.g. the

group chose the higher-priority plan, averaged the results for the two, selected the plan that was the furthest advanced or the least advanced in terms of that criterion, etc.).

- The groups should reach a consensus and avoid simply averaging out the levels when members are in disagreement.
- The group should duly explain why it assigned the levels that it did and should specify appropriate means of verification (e.g. laws, policies, protocols, etc.).

GLOSSARY

Alignment: The adherence of a development plan to a set of principles or objectives established at a higher or complementary level. When a plan is fully aligned, it incorporates that level's entire agenda and mirrors it.

Coherence: In the planning context, the expectation is that there will be a logical relationship among the vision, general goals, specific objectives, strategies, programmes, actions and targets associated with public policies and with other planning instruments that are part of the system.

Coordination: The combination of two or more different public policies in a manner that allows at least one of them to retain some degree of freedom of movement. In the context of the workshops, coordination is viewed as a convergence of a development plan or other planning instrument and the system's components.

Delegable areas of competence: Areas which one level of government can assign to another level by mutual consent in accordance with a procedure established by law. Thereafter, the former must refrain from taking any decisions on the matter that it has delegated; it maintains ownership of the area in question, however, while the level to which it has been delegated discharges that responsibility during the agreed time period. The municipal government must state that it accepts the assigned responsibility, and the delegation of that responsibility must be coupled with the necessary resources for the delegate to carry out the work with which it has been entrusted. The national department of transportation, for example, delegates the design and implementation of interurban transportation links to state governments.

Development planning: The process initiated by national authorities for the purpose of defining development goals and the strategies to be used to achieve them.

Development vision: A transformative, structured and recognizably plausible idea of the kind of future that is being sought.

Exclusive areas of competence: Areas in which action is the exclusive prerogative of a given level of government pursuant to the Constitution and other laws. Generally speaking, the more exclusive areas of competence that a given level of government has, the greater its autonomy. In the case of exclusive areas of competence of the State or a province, no other level of government may take action other than to lend support at the express request of the State or the provincial government concerned.

Implementation of public policies that contribute to the achievement of the Sustainable Development Goals: This refers to the procedure used to see how the Goals are being incorporated into public policies, plans and programmes (a more dynamic approach).

Incorporation of Sustainable Development Goals into planning: The process used to determine if there is evidence that the Goals have been included or not in the planning process (a more static approach).

Indicator: A unit of measurement that can be used to determine the extent to which a given objective has been achieved.

- Interscalarity:** Public-sector action is deployed at levels of government having differing scopes and geographic coverage. Planners must employ mechanisms for defining and coordinating the different geographic scales involved in development planning. This entails the management and coordination of linkages, connections, interactions and agreements at the global, national, subnational and local levels.
- Intersectorality:** Public-sector action is deployed within the framework of different specialized institutional segments dealing with certain issues, areas or sectors. Planners must take the connections, interactions and agreements among different sectors and planning approaches into consideration individually and from an overall perspective.
- Intertemporality:** Public-sector action is deployed along differing time horizons, and mechanisms must be found to link up the long-, medium- and short-term planning time frames. Planning horizons may stretch beyond a given government's term in office and be based on a long-term vision. This entails the intertemporal management of linkages, connections, interactions and agreements. One of the purposes of intertemporal planning is to promote ongoing courses of action and policy stability so that those actions and policies will be less susceptible to changes in administrative authorities and governments.
- Multi-year budget:** A mechanism for programming expenditures and public investment over a period of more than one year. These budgets are a way of applying a strategy for smoothing out investment financing over a longer period of time.
- Planning:** A management tool that provides support to organizations in decision-making around what should be done at the present time and what course of action to follow in the future in order to adapt to changes and demands emanating from the external environment and to deliver quality goods and services as efficiently and as effectively as possible.
- Planning system:** The set of functions, institutions, procedures and instruments involved in establishing goals and coordinating the steps needed to reach those goals. Planning systems are an appropriate approach for institutionalizing this process.
- Properly described goal:** Such goals have the following characteristics: they are specific, measurable, attainable, results-oriented and time-bound.
- Shared or concurrent areas of competence:** Areas in which two or more levels of government are active and either share complementary functions or work within a structure of interdependent stages to carry forward the processes involved. In such cases, the law indicates the specific functions and responsibilities that correspond to each level. These are usually non-exclusive areas of local affairs or sectors in which the State considers that, while exclusive responsibility could theoretically be delegated, the subnational government is not yet equipped to take on that type of responsibility.
- Specific objective:** The specific outputs that are being sought in the short and medium terms as a means of contributing to the achievement of the desired outcome.
- Sphere:** The setting or area in relation to which each criterion is analysed. The three spheres defined for the national and subnational models are: instrument, process and system.
- Strategic goal:** The desired outcome over the medium or long term.
- Strategy:** The set of methods and actions by which objectives and goals are to be achieved.
- Target:** Targets represent the expected level of performance, and their attainment can be measured on the basis of predefined indicators.
- Traceability:** The extent to which the logical links between different stages or phases of a planning process (baseline analysis – objectives and goals – strategies – actions) can be tracked or detected.