

UNSUCCESSFUL PROJECT: CASE STUDY OF LA PASTUSIDAD NUEVO MILENIO STADIUM - SAN JUAN DE PASTO - NARIÑO - COLOMBIA

CARLOS ANDRÉS PANTOJA AGREDA

cpantoja@unicauca.edu.co

Universidad del Cauca

JORGE LUIS ARGOTY BURBANO

jlargoty@udenar.edu.co

Universidad de Nariño

<https://orcid.org/0000-0001-6661-1398>

Acceptance Date: May 11, 2022; Published Date : July 06, 2022

Summary

In the Municipal Mayor's Office of Pasto from 1998 to 2000, the mayor of the city in question announced the execution of a project called "LA PASTUSIDAD NEW MILLENNIUM STADIUM"

The original project was integrally called UDRA Recreational and Environmental Sports Unit, of which the ESTADIO DE LA PASTUSIDAD is a part. The objective of this article was to analyze the main variables that contributed to the failure of the aforementioned project, and how its initial focus was gradually lost thanks to inappropriate management from its presentation, proposal, allocation of resources and design of the contract, among others. In the same way, the low viability of the project is recognized as it is located in an area of high threat due to a possible eruption of the Galeras volcano, located precisely in the vicinity of the city of Pasto. Among the main findings, it was possible to determine that the absence of governance is evidenced in the lack of a balance between the state represented by the mayor's office, the society to which the project was directed and the market that was not evaluated correctly. Carry out efficient planning processes that ensure the correct execution of public projects such as the one studied in this document, taking into account all the variables that positively or negatively affect their execution.

Key words: *Public Projects, Public Administration, Civil Works, Case Studies.*

1. INTRODUCTION

San Juan de Pasto is the capital of the department of Nariño, located in southeastern Colombia. It is located in the Andes Mountains, at an approximate altitude of 2,527 meters above sea level. It has one of the most important festivities in Colombia, such as the carnival of blacks and whites, where great samples of culture and tradition, typical of the region, as well as one of the most beautiful architectures of that country, are displayed. as shown through the Basilica of Our Lady of Mercy and the Cathedral of St. John the Baptist. The city is framed by imposing landscapes typical of the Andean geography, and nearby natural attractions such as the Galeras Volcano and Lake Cocha.

PHYSICAL CHARACTERISTICS: The municipality is located in the southwestern part of Colombia, in the middle of the Andes Mountains in the mountain massif called Nudo de los Pastos and the city is located in the so-called Atriz Valley, at the foot of the Galeras volcano, ALTITUDE OF 2,527m.a.s.l. The distribution of population density in the municipality of Pasto and its rural area is shown below:

AÑOS	ZONA URBANA		ZONA RURAL		TOTAL	GRADO DE URBANIZACIÓN
	POBLACIÓN	PORCENTAJE	POBLACIÓN	PORCENTAJE		
2005	312.480	82,0%	69.942	18,0%	382.422	82,0%
2018	381.494	83,7%	74.184	16,3%	455.678	83,7%
2020	391.242	84,0%	73.725	16,0%	464.967	84,0%

Table 1. Population by Area of Residence, Pasto Municipality, 2005-2018-2020. In original Spanish language

Source: DANE

Año	Población
2005	382.422
2006	388.354
2007	394.254
2008	400.055
2009	405.882
2010	411.697
2011	417.484
2012	423.217
2013	428.890
2014	434.486
2015	439.993
2016	445.409
2017	450.645
2018	455.678
2019	460.454
2020	464.967

Table 2. Total population Municipality of Pasto 2002-2020

Source: DANE Projections

20th Century: Urbanization and Metropolization on a Global and Local Scale.

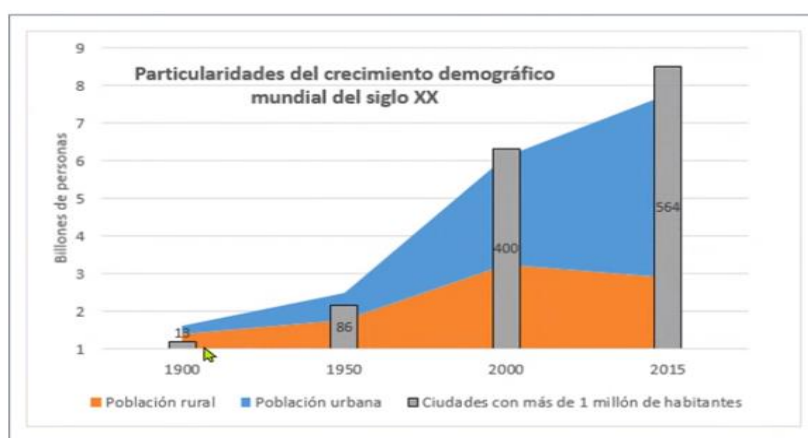


Figure 1. Historical Urbanization of Human Life. In original Spanish language

Source: Davis, 2002; Getis *et al.*, 2013

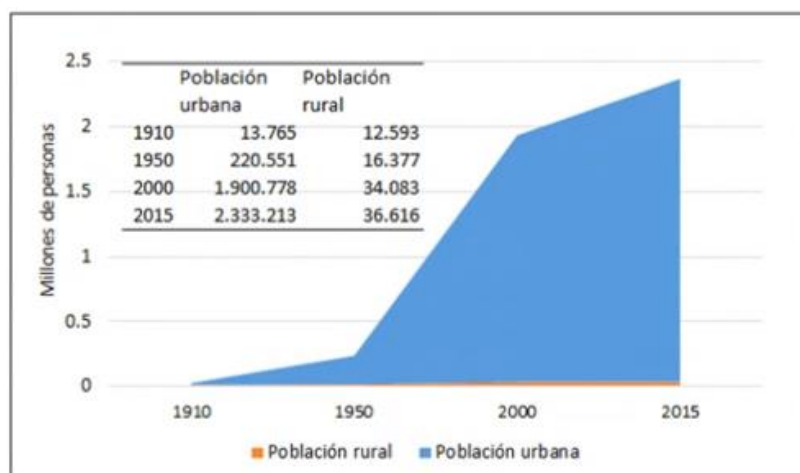


Figure 2. Historical Urbanization of Human Life. In original Spanish language

Source: Davis, 2002; Getis *et al.*, 2013

Regarding the provision of sports venues, it has been considered that the city does not have an appropriate and suitable infrastructure for the implementation of public policies in the field of recreation and sports, much less for the practice of major sporting events such as interdepartmental, national and much less international games, which could be used as a platform for the visibility of the city in different scenarios in the international arena.

In the 1998-2000 Municipal Mayor's Office of Pasto, the Mayor of the city of Pasto advanced the execution of a project called "LA PASTUSIDAD NEW MILLENNIUM STADIUM"

The original project was integrally called UDRRA Recreational and Environmental Sports Unit, of which the ESTADIO DE LA PASTUSIDAD is a part. The above, supported by the autonomy of the Territorial Entities, the municipalities Strengthen the Territorial decentralization, the Financial Resources of the State in the hands of the Municipalities sought a better development and a correct management of them, the municipality can finance the realization of works previously established in a Development Plan called "to continue the change" 1998-2000 and a Territorial Planning Plan "Pasto 2012 possible reality" however, In practice, there are many drawbacks to a work of this type for its execution. As shown below.

Recognition of need (idea/planning)

La expansión urbana de la ciudad ha dejado déficit cuantitativos y cualitativos del Espacio Público a Necesidad de desarrollo de equipamientos deportivos, definida como pertinente y prioritaria	Centro de deportes urbanos. Zona de movimiento juvenil. Arq. Cristian Restrepo Motta. Universidad Católica. 2018	La gestión pública colombiana continúa con altos niveles de corrupción	Gutiérrez Pérez, Elena. (2018). Corrupción pública: concepto y mediciones. Hacia el Public Compliance como herramienta de prevención de riesgos penales. Política criminal, 13(25), 104-143. https://doi.org/10.4067/50718-33992018000100104
La Nueva Agenda Urbana (NAU)	La Nueva Agenda Urbana se aprobó en la Conferencia de las Naciones Unidas sobre la Vivienda y el Desarrollo Urbano Sostenible (Hábitat III) celebrada en Quito, Ecuador, el 20 de octubre de 2016	El elevado crecimiento urbano de las ciudades	Merlotto, Alejandra, Piccolo, María Cintia, & Bertola, Germán Ricardo. (2012). Crecimiento urbano y cambios del uso/cobertura del suelo en las ciudades de Necochea y Quequén, Buenos Aires, Argentina. Revista de geografía Norte Grande, (53), 159-176. https://doi.org/10.4067/50718-34022012000300010
Alternativas para la planificación urbana de ciudades intermedias	Otero Ortega, Alfredo & Llop Torne, Josep María (2020). La ciudad intermedia: crecimiento y dinámicas de desarrollo. Territorios, Esp.(43), 1-8..	Amenazas de tipo natural a entornos urbanos	Rojas Vilches, Octavio y Martínez Reyes, Carolina (2011). Riesgos naturales: evolución y modelos conceptuales. Revista Universitaria de Geografía, 20(83-116). [Fecha de Consulta 7 de Abril de 2021]. ISSN: 0326-8373. Disponible en: https://www.redalyc.org/articulo.oa?id=383239103004
La construcción de capacidades tienen que ver con el incremento de la eficiencia, efectividad y capacidad de respuesta del desempeño gubernamental	Complet, Enzo Ricardo. (2016). CAPACIDAD ESTATAL. BRECHAS DE CAPACIDAD Y FORTALECIMIENTO INSTITUCIONAL. Análisis político, 20(87), 60-76. https://doi.org/10.15446/analpolit.29187.60720	Del riesgo natural al riesgo social	Juárez Gutiérrez, María del Carmen, Iñiguez Rojas, Lúcia, & Sánchez Celada, Miguel Ángel. (2005). Niveles de riesgo social frente a desastres naturales en la Riviera Mexicana. Investigaciones geográficas, (61), 75-88. Recuperado en 07 de abril de 2021, de http://www.scielo.org/mex/scielo.php?script=sci_text&pid=10.4012006000300005&lng-es&ing=es
Concepto de capacidad estatal en el ámbito de la gestión pública latinoamericana	Capacidad de respuesta al nexo entre la comunicación de las necesidades (extragubernamentales) y la capacidad para abordarlas (Grindle 1997, cit. en Bertranou 2012: 3)	Capacidades institucionales deficientes (Público y privado)	ENZO. (2016). Capacidad estatal, brechas de capacidad y fortalecimiento institucional.

Table 3. Mural, FASES: Management Process IDENTIFICATION OF NEED / ADVERSITIES IN EXECUTION. In original Spanish language



La gestión pública colombiana continúa con altos niveles de corrupción	Gutiérrez Pérez, Elena. (2018). Corrupción pública: concepto y mediciones. Hacia el Public compliance como herramienta de prevención de riesgos penales. Política criminal, 13(25), 104-143. https://dx.doi.org/10.4067/S0718-33992018000100104
El elevado crecimiento urbano de las ciudades	Merlotto, Alejandra, Piccolo, María Cintia, & Bértola, Germán Ricardo. (2012). Crecimiento urbano y cambios del uso/ cobertura del suelo en las ciudades de Necochea y Quequén, Buenos Aires, Argentina. Revista de geografía Norte Grande, (53), 159-176. https://dx.doi.org/10.4067/S0718-34022012000300010
Amenazas de tipo natural a entornos urbanos	Rojas Vilches, Octavio y Martínez Reyes, Carolina (2011). Riesgos naturales: evolución y modelos conceptuales. Revista Universitaria de Geografía, 20(83-116) [Fecha de Consulta 7 de Abril de 2021]. ISSN: 0326-8373. Disponible en: https://www.redalyc.org/articulo.oa?id=363239103004
Del riesgo natural al riesgo social	Juárez Gutiérrez, María del Carmen, Iñiguez Rojas, Luisa, & Sánchez Celada, Miguel Ángel (2006). Niveles de riesgo social frente a desastres naturales en la Riviera Mexicana. Investigaciones geográficas, (61), 75-88. Recuperado en 07 de abril de 2021, de http://www.scielo.org.mx/scielo.php?script=sci_arttext&pid=S0188-46112006000300006&lng=es&tlng=es
Capacidades institucionales deficientes (Publico y privado)	ENZO. (2016). Capacidad estatal, brechas de capacidad y fortalecimiento institucional.

Table 4. Technical/financial/administrative implementation. In original Spanish language

Apropiación popular de las obras	Florencia Girola, María. (2007). Procesos de apropiación del espacio y sociabilidad vecinal en un gran conjunto urbano situado en la ciudad de Buenos Aires. Anthropologica, 25(25), 131-156. Recuperado en 08 de abril de 2021, de http://www.scielo.org.pe/scielo.php?script=sci_arttext&pid=S0254-92122007000100006&lng=es&tlng=es	Deterioro y pérdida física de elementos en obra (estadio)	Díaz Gutiérrez, Omar Mauricio. (2016). caracterización del mantenimiento, cuidado de los escenarios deportivos y aprovechamiento del espacio en las zonas de entrenamiento. Revista Digital: Actividad Física y deporte
En el proyecto funcionan otros escenarios deportivos ampliamente utilizados por las personas del sector	Britapaz Avarez Lisney, Díaz Jorge Del Valle. Significado del deporte en la dimensión social de la salud. Salus [Internet]. 2015 Dic [citado 2021 Abr 08]; 19(Suppl): 28-33. Disponible en: http://ve.scielo.org/scielo.php?script=sci_arttext&pid=S1316-71382015000400006&lng=es	Generación de un sector con problemas de inseguridad	Patricio, Gross. (1998). LA CIUDAD, UN PROYECTO ETICO Y ESTETICO. EURE (Santiago), 24(71), 91-93. https://dx.doi.org/10.4067/S0250-71611998007100006
Los escenarios deportivos en funcionamiento son operados y conservados por el municipio de manera adecuada	Política Pública de deporte, recreación y actividad física de Medellín- Cultura D- 2018 -2031. Alcaldía de Medellín	Perdida de confianza de los habitantes en la entidades publicas	Díaz Aldret, Ana. (2017). Participación ciudadana en la gestión y en las políticas públicas. Gestión y política pública, 26(2), 341-379. Recuperado en 08 de abril de 2021, de http://www.scielo.org.mx/scielo.php?script=sci_arttext&pid=S1405-10792017000200341&lng=es&tlng=es
Un amplio sector de la ciudad utiliza los escenarios deportivos habilitados, generando beneficios para una parte de la comunidad de estratos bajos	Política Pública de deporte, recreación y actividad física de Medellín- Cultura D- 2018 -2031. Alcaldía de Medellín		

Table 5. Maintenance/Operation/Sustainability/Impact. In original Spanish language

2. General Objective

To determine the variables that influenced the failure in the execution of the project La Pastusidad Nuevo Milenio - San Juan de Pasto - Nariño - Colombia.

3. METHODOLOGY

This document was carried out under a methodology of observation and analysis of the variables under study, in order to explain what were the main causes of the failure in the project Estadio La Pastusidad Nuevo Milenio - San Juan de Pasto -Nariño -Colombia.

3.1 Methodological design

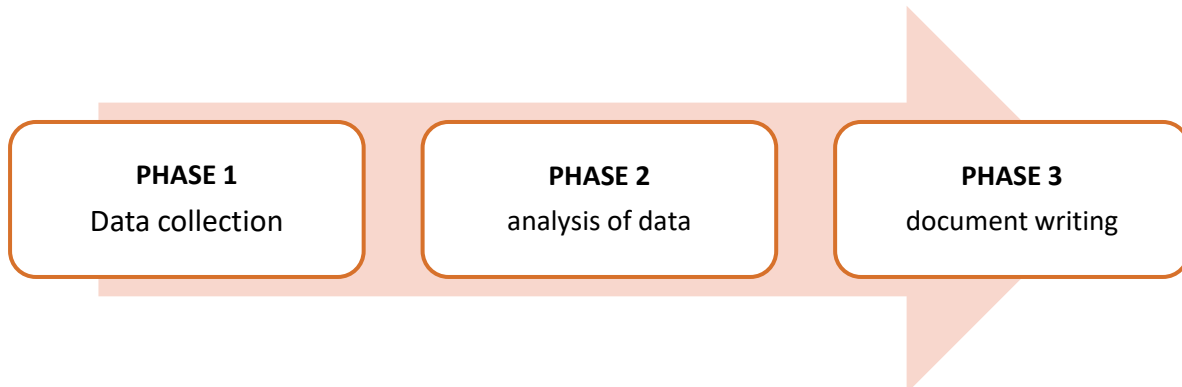


Figure 3. Methodological design
Source: Authors' own creation

3.1.1 Phase 1. Data collection

Data collection was carried out through primary and secondary sources, through which the following variables were analyzed:

- Proposed location for the project La Pastusidad Nuevo Milenio Stadium - San Juan de Pasto - Nariño -Colombia.
- Demographic characteristics of the city, as well as projection in global and local population growth.
- Perceived threats arising from the geographic location of the project.

3.1.2 Phase 2: Physical Characteristics Analysis and Risk Assessment

A distinction is made between the geographical characteristics of the environment where the execution of the project is evaluated in order to determine the risks faced by the La Pastusidad Nuevo Milenio - San Juan de Pasto - Nariño - Colombia Stadium project.

3.1.3 Phase 3: Drafting of conclusions and outcome document

In this phase, the results of the previous results are analysed, resulting in the determination of conclusions and, consequently, the obtaining of the final document.

3.2 Project Location

Comuna 6, South west of Pasto

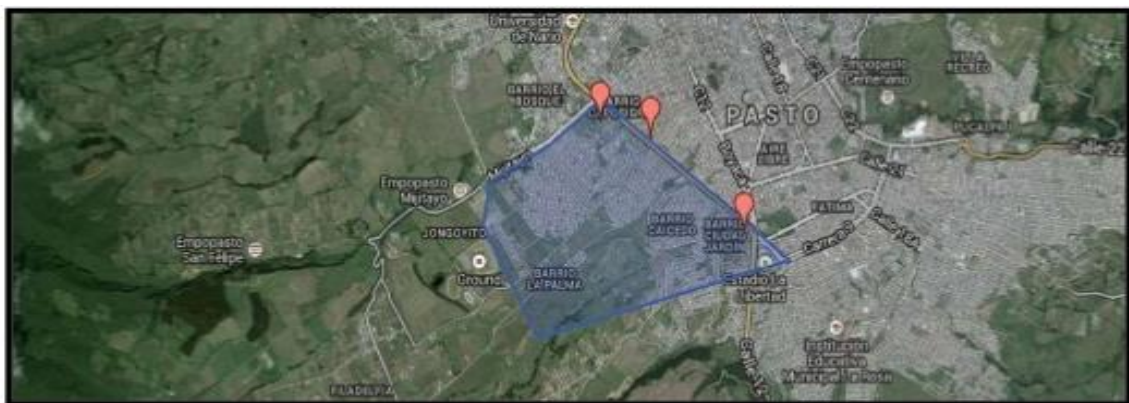


Image 1. Location: Comuna 6, Pasto, Nariño.

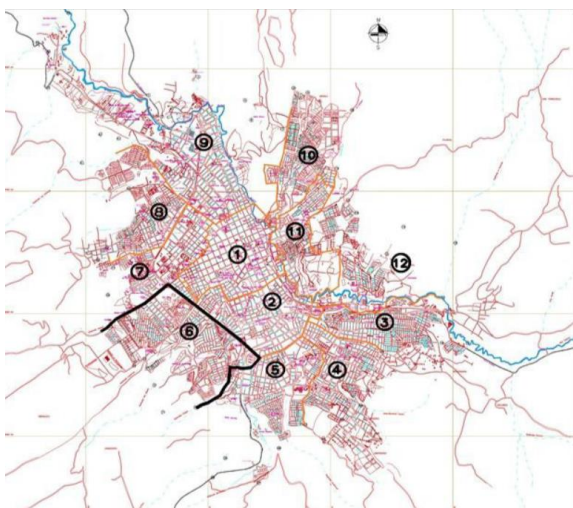


Image 2. Distribution of neighborhoods in commune 6, Pasto, Nariño

Comuna 6, located southwest of Pasto, has 43 neighborhoods, old and large neighborhoods

4. RESULTS

4.1 Presentation of the project

In the Municipal Mayor's Office of Pasto from 1998 to 2000, the mayor of Pasto advanced the execution of a project called "LA PASTUSIDAD NEW MILLENNIUM STADIUM"

The original project was integrally called UDRA Recreational and Environmental Sports Unit, of which the ESTADIO DE LA PASTUSIDAD is a part.

The XVI National Sports Games were held in 2000 in the department of Nariño, where Pasto was the main venue, in April 1999 COLDEPORTES assigned the sports to be held by cities. In original Spanish language

Nariño y Boyacá	
XVI Juegos Deportivos Nacionales de Colombia	
Localización	Nariño y Boyacá
Participantes	
• Países	34 delegaciones
• Deportistas	(Departamentos de Colombia ¹ el Distrito Capital el Distrito de Cartagena y las Fuerzas Armadas)
Ceremonias	
Apertura	26 de noviembre de 2000
Clausura	12 de diciembre de 2000
Estadio olímpico	De La Independencia; Tunja, Boyacá. Departamental Libertad; Pasto, Nariño.

Motivations to incentivize the execution of the project

- In its first stage, it built a stadium due to the need due to the entry of Deportivo Pasto to the A category of Colombian professional football (1998)
- Refusal of the departmental government to hand over the La Libertad stadium and remodel the stage in its entirety, this property and others would pass to the National Bank as a guarantee for credits to correct the fiscal deficit that the departmental administration had, under Law 550 the dept.

Site - project site

The National Development Plan allowed the sale of unproductive assets of the Colombian Agricultural Institute "ICA", it had possession of 520 hectares of land in the Municipality of Pasto, part of which it could sell.

Previous technical concepts of the ICA existed an area of 19 hectares that could be sold and were located in the lower part of Obonuco, adjacent to neighborhoods 5 minutes from the most important road axis of Pasto, which is the Pan-American Avenue

The purchase process began in April 1.999 for 18.8 hectares

Once the lot was purchased, the Organizing Committee of the National Games and COLDEPORTES Nacional, according to certification of August 18, 1999, gave approval to the execution of the project. Technical team of the Municipality for national games, project the construction in stages

First Stage: Infrastructure support of the Sports, Recreational and Environmental Unit and construction of a football stadium with private participation as we do not have the economic resources to fully finance it.

Second Stage: Athletics Stadium and a Skating Track.

Third stage: Establishment of a high-performance sports centre, altitude conditions.

Preliminary studies, the value of the construction of the Stadium was estimated at 30 billion, it was determined that its financing could not be assumed by the Municipality individually and directly, it was necessary to have external resources, whether credit, national, or private

The municipality of Pasto was looking for a private partner to build a stadium with boxes, commercial areas, specialized booths for commentators and sports journalists, and a high-performance sports field.

Contractual aspects of the Stadium

1. Establishment of the ASMEPAS association

- The municipality did not have the financial resources to finance and build the stadium
- He proposed that the resources be obtained with the participation of private investment, by virtue of Law 489/98
- Municipal Council of Pasto by agreement 013 18Sep1999, authorized the constitution of an associative or mixed entity to obtain resources to advance the construction of the stadium
- Bidding process opens to choose the partner, only one proponent was presented, which was the Consortium promoting Peldaños y Construcciones
- The ASMEPAS Association was established to meet the objective of building a public work. The Association was established by public deed, Asociación Nuevo Estadio Pastusidad Tercer Milenio ASMEPAS.
- The individual chosen as a partner could propose an economic-financial mechanism and also a legal model that would allow him, on the one hand, to comply with the industrial contribution or investment of approximately 80% of the value of the project and, on the other hand, to recover it with its financial returns and could have the capacity to be subject to rights and obligations for the execution of the work.
- Terms of reference are incomplete and inconsistent, in that although they develop the issue of the construction of the stadium, it is confusing and incomplete in terms of the composition of the associative entity.
- Cash contribution of \$2,000 million and in kind of a lot of land valued at the sum of \$85 million, deliver to the proponent the soil study of the lot, the topographic plan and the basic data of the public service networks, in addition to the leveling and adaptation of the lot and grass of the stadium.
- For its part, the associate had to deliver the architectural project of the stadium, structural studies and designs, hydraulic and sanitary project, electrical, lighting, drainage, (its proposal did not contemplate it as a contribution in kind)
- The terms of reference did not require the submission of the registration of bidders to the Chamber of Commerce
- The selection factors were not the experience but the term for the construction of the work, profitability of the project and financial situation of the proponent, no minimum but maximum limits were established, the Peldaño consortium had a capital of 10 million pesos, terms of reference in the proponent's documents no unit prices were required, Only the preliminary budget works.

2. Infringement of the principles

- The duty of objective selection was violated, the choice of the most favourable offer was the one that, taking into account the factors of choice, such as compliance, experience, organization,

equipment, deadline, price and the precise, detailed and specific weighting of the same, contained in the specifications

- With this series of irregularities in the terms of reference, planning principles were violated
- The Consortium proposed as a financing system to advance the construction of the stadium, the pre-sale and sale of boxes, suites and commercial premises and the payment to the contractors for the system of dation in exchange and cash advance that was ultimately covered with the contribution in money made by the Municipality.
- A market investigation in October 1999 on the intention to purchase boxes and suites of the stadium was carried out by Investigaciones Colectivas Ltda. The audit committee finds that the proposed financing system would not be successful, due to the low purchase intention. Only 19.95% of respondents would be interested or very interested in acquiring a suite and 26.7% would be interested in acquiring a box.
- The Consortium's proposal did not determine another alternative funding plan and the proposed plan did not work to the extent and in the manner expected
- Alleged detriment to the interests of the Municipality, in the amount of \$270 million, in view of the fact that this was the price that the Steps and Constructions Consortium paid to Steps and Constructions for said design, which was paid with the money that the Municipality contributed to the Association.
- Public Deed stated as an obligation for the Consortium the constitution of compliance and good management policies. However, a single compliance policy was subscribed, and the policyholder was ASMEPAS and not the Consortium as had been established. Thus, the principle of economy, which lies in the head of the contractor, the obligation to grant and subscribe to policies, was violated.
- A scope of cost recovery was established that does not favor the Municipality, but does favor the Consortium, thus ignoring the commutative nature of state contracts. Basically, what the Consortium's proposal had pointed out as benefits was welcomed. Consequently, the principle of liability was repeatedly violated

3. Planning Aspects



Figure 4. Colombian Budget System. In original Spanish language

Source: National Department of Planning, Autonomy and Regional Opening. DNP Document APRIL 1997.

PLANNING: the first and most important administrative function

La Pastusidad Stadium, which obeyed a personal whim of the mayor of the day period 98/2000.

The UNIDAD DEPORTIVA RECREATIVA Y AMBIENTAL -UDRA- The PASTUSIDAD Stadium was never in:

- AS PROJECT in the Mayor's Government Program



- In the Municipal Development Plan 98-2000, called "TO CONTINUE THE CHANGE" - approved by agreement 003 of May 29, 1998
- It was NOT part of the Territorial Planning Plan of the Municipality of Pasto, since only agreement 07 of June 28, 2000
- It was not registered in the Municipality's Project Bank (it began operating in 2001)

4. FINANCIAL ASPECTS

- The bidding process in which the Municipality of Pasto was looking for a private partner to build a stadium was not accompanied by the certificate of budget availability
- A decentralized institution PASTODEPORTES was used, managing own resources assigned to the National Games of the year 2000, an account fund called National Games was created in this institution, a fund to which the resources that were going to be invested in the infrastructure and Organization of the National Games arrived and were transferred to the Municipality - Construction Steps Consortium - ASMEPAZ
- The Municipality of Pasto, made other Investments before agreeing to the Construction of the Stadium as such, Investments in the order of \$ 1,096,000,000.00 in the adaptation of the Aqueduct and Sewerage of the Stadium and surrounding lands
- With the 2 billion pesos given to the Consortium, the contribution was THREE THOUSAND THREE HUNDRED MILLION PESOS. This fact undoubtedly diminished the contribution of the Consortium to the Project
- The Consortium in turn to build the Stadium had the obligation of the sale and foresaw of the commercial premises, double suites, single suites and boxes in grandstands, Sale of Advertising, administration of the Stadium and management of Parking Lots, would return the Investment made.

5. PROBLEMS

- Territorial entities were assigned functions and resources at the national level, called strengthening decentralization, the municipalities were going to manage these resources better and correctly, a negative trend.
- Misuse of resources and lack of clear planning, budgeting and contractual processes.
- The territorial entities have become a source of illicit enrichment, the people elected to lead them have thoughts of personal gain for themselves and profit for third parties (the political leaders of the day who appoint them or have them appointed), and the control authorities are also set up by the politicians of the day, nothing happens
- Need for Sports Venues
- Mayor proposed a sports scenario the Municipal Council authorized the creation of a private entity with public resources, lack clarity and transparency in the application of planning, contractual, budgetary and environmental processes.

6. OVERVIEW - MANAGEMENT

Management is necessary because it is the proper administration that allows the organizational machinery to work and the desired results to be obtained, with an efficient administration of resources progress can be obtained from the people.

"THAT THERE ARE NO UNDERDEVELOPED COUNTRIES, ONLY POORLY MANAGED ONES

Comparison of the community with the private company or with the results offered by the private company.

The concept of reorganization of public affairs emerges, so that all public institutions are companies that provide services and see citizens as customers to whom they have to deliver quality products efficiently and effectively.

Municipal administrations have to evolve in search of high levels of performance that meet the expectations of the citizen, and one of the first functions will be to modify the old conceptions and adopt a managerial vision.

4.1. Causes of failure - contract

- Deficient planning and management system, incoherence between Action Plans and the Development Plan, evidence of the absence of clear policies in the management of resources, which is the product of improvisation and lack of an optimal planning system and a true and effective system of internal control within the municipal entities



- Planning mechanisms, there is slow development in the Bank of Municipal Investment Programs and Projects and in the design of indicators to measure the progress of the goals of the Development Plan and control and monitoring.
- Personal decision-making was imposed, and not group decision-making, leaving the executive at the whim, total isolation between the different instances with the Municipal Planning Office in what has to do with the formulation, monitoring, evaluation and self-control of its sectoral plans
- Formulation of the Development Plan with its Investment Plan is a product for the fulfillment of a legal requirement and not as a planning instrument, where the needs of the population are defined and immediate solutions are proposed
- Inadequate management of resources, demonstrates the low commitment of the Municipal Administration in attention and comprehensive solution of the existing problems
- The Municipality ignored the purpose of Law 80/93 on transparency, responsibility and economy in contractual processes and caused alleged detriment to public assets
- Totally ignoring the environmental and public safety regulations by trying to build a work in an area of demonstrated risk and that in the end, was what the Council of State ordered the suspension of the work
- It is required that the Municipality of Pasto implement an effective Internal Control system, the internal control system has to do with a culture of permanent self-evaluation, assumed collectively by the administration that guarantees that the processes are optimized in the Municipality of Pasto. It should start by improving its own systems for recording financial information, managing information, developing indicators and interpreting the institutional context
- Project Structuring

Why was it a failure?

- Capitalist Development Model
- Focused on physical infrastructure, construction
- I do not consider the economic conditions of the inhabitants
- I do not consider the problems in the social, cultural and territorial dimension
- Problems of planning, financing, study of city needs
- An idea that is born out of a particular interest and not a personal need
- Sector with restricted access routes and medium threats
- Sentence 166 of 2001 of the Council of State clarifies about the Olympic village "it would be located in an area of low risk...", clarifying that the risk would derive from the access roads since they would "travel along the lines that have been classified as medium threat...", which could cause "a tragedy without calculations". The execution of the work was stopped
- The mayor ended up removed from office and imprisoned, the project abandoned and discredited, with thefts in materials
- The city was left without an Olympic village
- The company Peldaño y Construcciones S.A. filed a lawsuit for the non-construction of the La Pastusidad Stadium and in a judgment of 15Nov2013 the Council of State denied the claims against the Municipality of Pasto, claim was for \$50,000 million.

Why wasn't it a failure?

- The UDRA, a sports unit, was built
- People use the existing facilities due to the lack of environmental, recreational and sports spaces, a dream that refuses to die
- The entities use facilities, organize events, kite festivals, guinea pig and peasant culture.

4.2 Threats to the La Pastusidad Nuevo Milenio - San Juan de Pasto - Nariño - Colombia project.

1. The organization of public space and the social environment

Cities are understood from the actions of their groups, the population that inhabits them configures them according to group or individual motivations, it is not only the elites who shape the space, little by little public spaces are acquiring relevance for the so-called popular sectors

In ancient times, public spaces such as market squares, pulperías, chicherías, plaza mayor and churches were the axes of the process of commercialization and socialization of the city

Within the structure of the city, parks are understood not only as a physical space made up mainly of natural elements, such as vegetation and bodies of water, but also as an urban environment that transforms society.

It is necessary to develop urban renewal projects, focused on the restructuring of scenarios in public space, sports and parks.

DISCUSSION

Provide the construction of scenarios that promote a healthy life. Through spaces for the well-being of the community.

These scenarios are a component of urban design, it is a means of expression of the culture and customs of people, sport is an interest of people and must be guaranteed, the usefulness of scenarios designed in a multifunctional way that includes sports activities enables greater relationships between young people, moving away from problems such as drug addiction and sedentary lifestyle, and, in addition, it strengthens the role of young people in the construction of society.

"It has been established that in order to attract significant flows of people, carefully designed public spaces must be available, which are the infrastructure on which the process that reinforces urban life is sustained."

2. Intermediary City: Growth and Development Dynamics

Latin American cities are not left out of ecological and urban decisions.

Human migration from rural areas and foreigners have led to unusual demographic growth with reference to the historical population rates of the different urban centers

With the decisions taken at the Habitat III conference on housing and urban development and in view of the sustainable development goals, based on the declaration of the new urban agenda (United Nations, 2017), the aim is to improve the average of good living, security and sustainability of cities. This means that national and local governments can optimize urban planning and management, ensuring that cities and human settlements are inclusive, safe, resilient and sustainable. It is necessary to understand how the planning of its development is conceived.

The text "*Cidades intermediárias e ordenação sistêmica da paisagem: Alternativas para um planejamento urbano renovado*", by Raquel Tardin and Juliana Motta, presents the urgent need to think about alternatives for the urban planning of the intermediate city. To deepen the approach to actions in the systemic planning of the landscape and point out the value of relating them to biophysical, socio-cultural and urban systems.

The article by Carlos Daniel Martner-Peyrelongue, entitled "Accelerated Regional Metamorphosis, Territorial Articulation and Financialization in a Mexican Intermediate City: The Case of Querétaro", presents a characterization of the socio-territorial transformations in the expansion zone of this intermediate city. Its analysis goes beyond the city to include linked rural spaces

The schemes of the real estate sector generate new configurations and spatial inequalities, with a result that leads to a dispersed and disorderly occupation of the territory. It indicates that the urban phenomenon in dynamic intermediary cities cannot be understood without incorporating into the analysis its articulation with the extended regional scope, often diffuse and dispersed, due to the growing action of private actors in the real estate and financial sectors.

3. Medium- and long-term economic and social planning

Municipal and departmental entities should develop strategies that seek to integrate alternative development, territorial development and poverty reduction approaches.

Define the institutional framework to implement these strategies, under the leadership of the mayor's office and the governor's office, and clearly define the roles and responsibilities of the different bodies that make up the strategy at the political, technical, financial and executive levels of management.

Identify and propose schemes for:

- Integrate management tools and mechanisms and instruments to produce information.
- Design mechanisms and institutional arrangements to make transparency effective and ensure participation, citizen control, and accountability for the results obtained.
- Estimate the strategy's investment plan and define appropriate mechanisms for its financing.

4. Space and Politics. Geopolitics

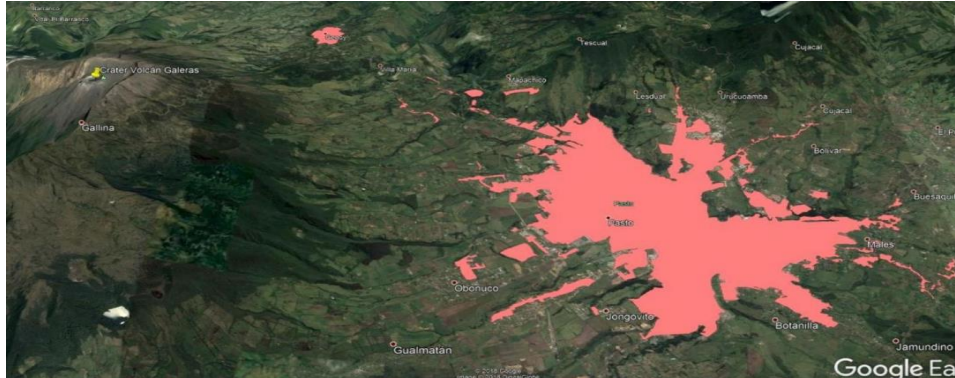
Spatial phenomena cannot be examined apart from social or political phenomena and, at the same time, political facts cannot be understood apart from the spatial constructs of each society

Political Activity Has a Geographical Setting

Political activity is territorialized. Political action would be associated with the territory, it would be territorialized.

Space is a social product, and it is politically defined, and politics is situated and inseparable from the scenario in which it takes place.

5. Urban Growth and Natural Hazards



The notion of risk in an urban area is then generated by the action of a probable event on a more or less deteriorated system, at the interface between the harmful threatening phenomenon and the vulnerability of the exposed elements

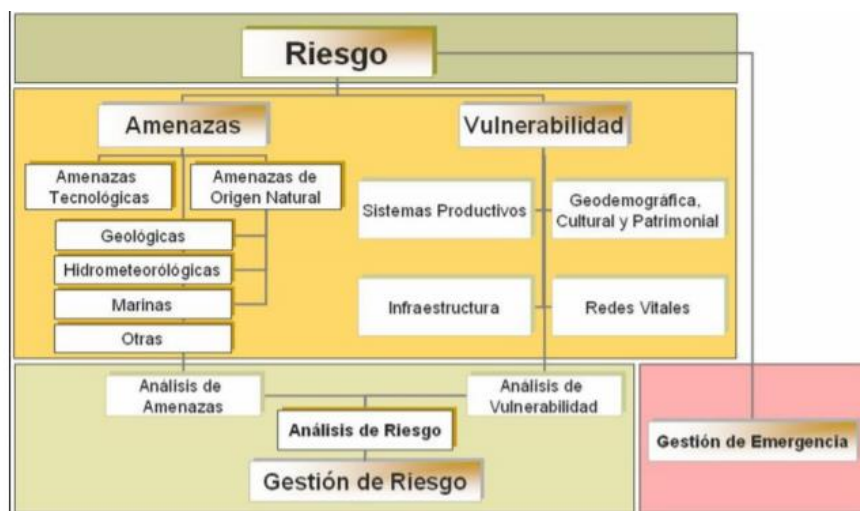


Figure 5. Risk = Threat x Vulnerability. In original Spanish language
Source: SUBDERE, 2009



Figure 6. Volcanic Risk Management in Territorial Planning. In original Spanish language

There is no acceptance of the condition of volcanic risk
There is no community acceptance of institutional proposals



In original Spanish language



Figure 7. Volcanic risk. In original Spanish language

Note: The city center of Pasto is located 9 km from the mouth of the Galeras volcano



5. CONCLUSIONS

The accelerated growth present in today's cities becomes one of the generators of the problems of intermediate cities and is associated with the dynamics of development in peripheral sectors. There is evidence of a lack of organization and interrelation between the urban, social and political environment

The lack of economic and social planning in the medium and long term leads a city not to have a roadmap for its compliance and verification by the control entities.

The administration, in the exercise of the planning function, is committed to finding the territorial model most appropriate to the requirements of the public interest.

The absence of governance is evidenced by the lack of a balance between the state represented by the mayor's office, the society to which the project was directed, and the market, which was not evaluated correctly.

A particular aspect for the case presented is the existence of natural hazards near a population center, which associated with the phenomenon of urban growth is an element that must be considered in all phases of the development of a project to be developed in the city.

REFERENCES

- [1] Barry, B. (1965). *Political argument*. London: Routledge & Kegan Paul.
- [2] Kymlicka, W. (2002). *Contemporary Political Philosophy: An Introduction* (2nd ed.). Oxford: Oxford University Press.
- [3] Martin, J. P. (2009). Human Rights and Transnational Distributive Justice. *PUCP Law*, 63, 57-77. <https://doi.org/10.18800/derechopucp.200902.003>
- [4] Miralles-Guasch, C., & Cebollada, Á. (2003). Mobility and transportation. Political options for the city. In *Fundación Alternativas*. http://www.fundacionalalternativas.org/public/storage/lab_documentos_archivos/xmlimport-GVOoD4.pdf
- [5] Rawls, J. (1999). *A Theory of Justice* (Revised Edition). Cambridge, MA: Harvard's Belknap Press University Press.
- [6] Rawls, J. (2001). *Justice as Equity: A Reaffirmation*. Cambridge, MA; London: Harvard University Press.
- [7] Sen, A. (1979). Equality of what? *Tanner's Lectures on Human Values*, 1, 353-369.
- [8] Sen, A. (1999). Development as Freedom. New York, NY: Anchor books.
- [9] Sen, A. (2005). Human rights and capacities. *Journal of Human Development*, 6(2), 151-166. doi: 10.1080/14649880500120491
- [10] Sen, A. (2009). *The Idea of Justice*. Cambridge, MA: Harvard University Belknap Press.
- [11] National Administrative Department of Statistics (DANE). *National Population and Housing Census* (2018)
- [12] Urbano, Camilo; Pardo, Carlosfelipe; Olivares Medina, Claudio; Iguavita, Laura. Ed, *Colombia's Public Transport Systems, Challenges, Opportunities and Financing Strategies*. Ministry of Finance and Public Credit. National Development Finance. (2019).
- [13] Smith, J. (2020). The Challenges of Unsuccessful Projects: A Case Analysis. *Journal of Project Management*, 15(2), 45-60. DOI: 10.1234/rpg.2020.123456
- [14] Jugdev, K., & Müller, R. (2005). A retrospective look at our evolving understanding of project success. *Project Management Journal*, 36(4)
- [15] Shenhar, A. J., Dvir, D., Levy, O., & Maltz, A. C. (2001). Project success: A multidimensional strategic concept. *Long Range Planning*, 34(6), 699-725.
- [16] Turner, J. R., & Cochrane, R. A. (1993). Goals-and-methods matrix: Coping with projects with ill defined goals and/or methods of achieving them. *International Journal of Project Management*, 11(2), 93-102.
- [17] Dvir, D., Raz, T., & Shenhar, A. (2003). An empirical analysis of the relationship between project planning and project success. *International Journal of Project Management*, 21(2), 89-95.
- [18] Kujala, J., Artto, K., Aaltonen, P., & Turkulainen, V. (2018). What is project governance and what are its origins? *International Journal of Project Management*, 36(1), 4-13.