

Unfinished projects in Bogotá (Colombia)

Obras inconclusas en Bogotá (Colombia)

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The central theme of the article is the problem of unfinished works in the city of Bogota (Colombia). The most common causes and consequences are discussed, as well as the great negative impact this generates within the inhabitants, who are the most affected. Half-finished roads and abandoned buildings are the most common scenario for citizens, this occurs especially in projects where the government is the financier of the work. In these cases, improper handling of money is one of the most common causes.

Keywords: Bogotá, buildings, civil works, engineering, roads

El tema central del artículo es la problemática de obras inconclusas en la ciudad de Bogotá (Colombia). Se plantean las causas y consecuencias mas comunes, así como el gran impacto negativo que esto genera dentro de los habitantes, quienes son los mas afectados. Vías a medio terminar y edificaciones abandonadas son el panorama mas común para los ciudadanos, esto ocurre sobre todo en los proyectos donde el gobierno es el financiador de la obra. En estos casos, los malos manejos de dinero son una de las causas mas comunes.

Palabras clave: Bogotá, edificaciones, ingeniería, obras civiles, vías

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Introduction

This article was elaborated with the purpose of informing and proposing possible solutions to the problems of the unfinished works of the city of Bogotá, taking into account the most common affectations in neighborhoods, mobility and citizen welfare in general. In its first part, we will deal with the statistics of the works in the city along with the social, environmental and economic impact. Later we will try to analyze some of the causes of the problem, and we will propose a possible solution (Sotomayor, 2015).

In Bogotá, there are about 25 unfinished works (Particular, 2014; Redacción, 2016). There is also a large number of futuristic works that have been stopped or have not fulfilled the expectations promised in the project. For this and other reasons, the people of Bogotá are skeptical of what has been suggested for the improvement of the city. Some of the most common reasons for the stoppage of these projects are the failure in contractual processes, the low investment and the loss of the capital stipulated to execute each work.

On the other hand, 94% of the resources invested in these works, warns the Comptroller General of the Republic (Redacción, 2016), correspond to the Bogotá aqueduct, the Secretary of Health, the Surveillance Fund, and the Universidad Distrital. As previously stated, the money has been lost, and a large percentage corresponds to the aforementioned entities. One of the most relevant works is the recovery of the Bogotá River (Fig. 1), corresponding to the aqueduct which, not only represents one work but five works, which committed about \$767 thousand million Colombian pesos.



Figure 1. Decontamination of the Bogotá River (Redacción, 2016).

Investment in Bogotá's construction sites in jeopardy

It is surprising to know the amount of money invested and not applied to the works of the country. There are about 83 works throughout Colombia that have been abandoned,

which corresponds to 1.3 billion Colombian pesos wasted and lost. In Bogotá, for example, one of the projects under the government's scrutiny is the police command, where more than 31 billion Colombian pesos have already been paid out of the 42 billion pesos earmarked for the work. At present, however, construction has been on hold for 14 months, although it was due to be delivered in 2012. In addition, there have been warnings about the presence of structural faults. Also in the health entities, there is money invested and lost.

As mentioned above, the aqueduct has about five unfinished works in the process of recovering the Bogotá river, which also represents a large amount of lost money. Table 1 shows some relevant data from these five works.

Table 1

Summary of unfinished works of the Bogotá aqueduct.

Work	Value in thousands of millions of Colombian pesos	Percentage of progress	Year of hire
Tunjuelo Canoas interceptor	\$243,117	95%	2009
Fucha Izquierdo interceptor	\$187,577	73%	2006
Fucha Tunjuelo interceptor	\$160,706	99%	2006
Tunjuelo Bajo interceptor	\$135,501	100%	2007
Tunjuelo Medio retention tank	\$40,433	92%	2008

And finally, for the construction of building B of the La Macarena campus of the Universidad Distrital Francisco José de Caldas a contract was signed in 2010 for \$12,441 million Colombian pesos, and to date, only 16% has been executed. This work had a completion period of 21 months and was suspended in November 2014.

Impact of unfinished works

The impact that we perceive because of so many works in a partial state is negative both socially and economically, so we believe that a proposal should be made to carry out a control of the purpose of these works.

The fundamental cause of the delays is constituted by the insufficient development of the executive projects, which propitiates anomalies such as the lack of detailed engineering, the vagueness of the technology to be used in the development of the work or the imprecision of the work site, among others (Fig. 2) (Economía, 2016). This situation is recurrent despite the mandate of the Law of Public Works and Services Related to the Same, which establishes as a requirement for the start of any infrastructure work, the existence of the executive project fully completed or with a degree of progress such that allows continuity in

the execution of work. In this regard, it has been found that in many cases such work has begun with a limited basic engineering project.



Figure 2. Unfinished works in Colombia (Economía, 2016).

The initiative that seeks to create a national registry of unfinished civil works of state entities, passed to fourth debate in plenary Senate. Senator Claudia Wilches, the author of the project, explains that the project seeks to advance studies of unfinished civil works of state entities and to order that it incorporates the identification and assessment of those that have been built in whole or in part to determine whether they are completed or demolished. The principle of this project is to stop patrimonial detriment.

Social impact

The social impact of these poorly made investments is great, considering that a large part of the works designed were oriented to the health sector, education, and entities dedicated to providing services for the most vulnerable. The fiscal control agency noted that in many cases, the infrastructure of the works is more than 70 percent advanced, but little or nothing has served because its completion and provision requires a greater investment than that already made.

It is important that administrations become aware of their obligation to fulfill their citizens. In the first place, there must be a correct investment of resources, and in the second place, honesty and probity must be acted upon to avoid the corruption of some works, since many works are abandoned due to this problem, remaining as inconclusive at the mercy of anyone, without anybody having a sense of belonging to them (Fig. 3).

The effective execution and fulfillment of a state contract entails the development of the necessary activities for its termination adjusted to the negotiation clauses, within which the object, the consideration, the term of execution and the guarantee stand out due to their importance. In addition, the work, good or service must be delivered in working order and within the framework of the post-contractual guarantee. All this requires the planning of its realization, execution, and development to make successful the contract and to obtain



Figure 3. Unfinished works in Bogotá (Vernot, 2016).

the satisfaction of the need when putting in operation the contracted work.

The problem under study takes into consideration that the legal system and those involved in the state contracting of works have limited the concept of planning to a subject of previous studies that are developed in the pre-contractual stage, neglecting the other stages of the work process. These stages also require planning and are part of the execution, development, and fulfillment of the contractual terms. Thus, it is not known that planning is a system for the fulfillment of the purposes of the State and that a contract is a tool at its service.

The necessary factor for proper planning in any public contracting process is real and effective knowledge about the need to be fulfilled. What is required to contract, how many resources are available, what are the terms of both the budget execution and the requirements of the work required by the community, and what are the factors that influence the development of the processes that are carried out? Likewise, foreseeable risks must be defined, estimated and assigned. To do this, the main means is historical observation (Martínez, Martínez, & Montiel, 2016), because knowing what has happened, defining the causes and effects, recognizing phenomena associated with the fulfillment of contracts and the execution of works within a rational framework of methodological rigour, it is feasible to define actions, protocols, manuals and intervention plans on the situations that may arise in the development of the contract (Montiel, Martínez, & Jacinto, 2017). This must be reflected in the studies and documents prior to any state contract but is materialized throughout the administrative activity of contracting, which goes from the establishment of the need to when the terms of the guarantee are met.

One of the most outstanding elements of a planning model is its predictive capacity in scientific terms. That is to say, to anticipate future behaviors, of phenomena that previously have been studied and of which it has been possible in a hypothetical-deductive way, to establish regularities expressed in terms of cause and effect, of means and results

(Montiel, Jacinto, & Martínez, 2015). Therefore, planning conjugates not only the predictive element, attributed to science, but also the intervention factor of engineering and administration, because it produces results, it affects physical and social reality in order to shape and obtain clearly defined objectives within the framework of feasibility, established in a scientific and technical manner, based on available resources.

This means that planning is connatural to the administration and the exercise of power. Therefore, all public planning implies the field of politics (Torres & Santander, 2013), reason to understand the intrinsic relation between planning and Law, with respect to public contracting (Amaya, 2015), which in turn relates the economy, public finances, citizen participation, with the use of control mechanisms that citizens have to elect their representatives and become participants in decisions, of the government plans, through the so-called programmatic vote, and the constitutional mechanisms to demand through the action of compliance, the revocation of the mandate, group actions and other mechanisms provided by the Political Constitution of Colombia, that the development plans to which the governors have committed themselves at the local, regional and national levels be complied with (Rengifo, 2012).

In this order, the law has a performative factor on social interaction, and what the legal system seeks is to plan this interaction for the common good, taking social conduct to the fulfillment of State policies, reason, and vision embodied by legislators, governors, and judges. This has a value of control and, therefore, is part of the planning of society, in terms of the needs of coexistence and what is desired for the future in its development. For the same reason, the juridical ordering is not an absolute and static system, but it is a system in permanent transformation and adjustment to respond to the needs and challenges of the society that experiences a dynamic of continuous change, which must be done within a planned vision (Aponte, 2014).

Economic impact

The economic impact generated by these unfinished constructions is very high, almost doubling the value of the work. To cite an example, the case of a new command for the police in Bogota, the contract for \$43,794 million Colombian pesos, was awarded on November 19, 2010, today is worth \$82,000 million pesos to complete it. That is why it is important to carry out this proposal, which also seeks to mitigate the risk to the population that many of these works are abandoned.

The main causes are an inappropriate and delayed budget allocation and availability, late transfers between programs, budget reductions during the execution process, lack of capitalization of contractor companies and unpredictability

about the consequences of the global problems of the capital goods market, which impact the cost and timeliness in the delivery of supplies.

The concern for planning obeys the collective and economic need to optimize resources, reduce costs, minimize human errors and achieve the development of works that are a social priority and not exclusively of a luxurious order, with respect to others of restricted use, which imply undemocratic or partial investment. It is part of the concept of modernization and efficiency of the state. The absence of planning creates an inadequate use of public resources due to ignorance of the needs and means available (Aponte, 2014).

A first approach to the subject from the legal sphere shows that in the Colombian legal system planning is not conceptually delimited, but through budgets or referents, guides are given that serve to give it fulfillment as a guiding principle of state contracting in general (art. 25 of Law 80 of 1993). Its implementation, diffusion, and development is presented as part of the procedure to make contracts in the State and in matters of public works, it still requires a practical development, from a technical and juridical component in the execution, to surpass the theoretical level, proper of the normative prescription, that limits it to the fulfillment of activities in the pre-contractual stage (Aponte, 2014).

From a legal perspective, a revision of the normative, doctrinal and jurisprudential order evidences that planning is not only a preliminary matter to the contracting of public works, it is also to limit, among the previous studies that propose the terms of reference of the contract in its objective dimension and the factual mode, corresponding to its fulfillment, parallel to the development and delivery to satisfaction of the contracted works. But, at the same time, in a post-liminal dimension of every contract and every finished public work, the planning proposes to consider the guarantee of the durability of the work in adequate operating conditions, economic sustainability and even to minimize the environmental and social impact (Aponte, 2014).

The planning of the works contract involves much more than legal procedures and compliance with the legal system in matters of public contracting (Aponte, 2014), because it has a higher material and social purpose, which exceeds the legally established forms, since the works contracted must be those that are required in response to current development plans that consider which are priority, that there are resources for their full execution and that no works are begun that cannot be completed. It is essential that they be paid for as fair as possible according to the market, and that the necessary prior studies be carried out in rational economic terms of time, use and commitment of public finances and, furthermore, that they be delivered to the service, with a guarantee for a time technically established in accordance with their functionality (Aponte, 2014). In the same way,

that its sustainability and continuity is contemplated in time, so that they fulfill the objectives of social responsibility and good corporate governance so that the public treasury is used in an optimal way, serving what has been contracted for development with social justice.

Thus, the public entities that contract, apart from complying with the law, will do so within quality standards, strategic planning, international accounting, and financial reporting standards, good governance of public agencies, so that the problems of clientelism and corruption that have historically affected public contracting are minimized.

In this order, the planning of the public work also implies the full fulfillment of the contractual object, the correct development of the work, understanding that the same not only is exhausted with its delivery, but that it must be given to the service in optimal conditions for the work, reason why the planning necessarily links the pre-contractual, contractual and also the post-contractual stages. This affirmation starts from the material sense of the work contract, adhered to the principle of reality, in consideration of the legal good of development and social welfare, which has repeatedly pointed out the jurisprudence of the Council of State when it refers that the contracted works must be executed of quality, with diligence, delivered finished and with full functionality, in addition with a short, medium and long term projection that allows its financial sustainability, its preventive and corrective maintenance, its empathy with other existing or planned works and its sustainability, in terms of the environment. This is the only way to understand that the contract served to solve a need at the expense of the state.

To conceive planning in another way is to ignore that the foundation of state contracting is the attention to the ends and purposes of the state, established constitutionally, and would be limited only to the analysis for the validation of a legal procedure, in which stages or procedures must be complied with that, by themselves, do not satisfy any need, but are tools for the administrative operator to perform its function.

This poses a challenge for planning as a principle of state contracting, and that is that the concept goes from being a principle enunciated legally and briefly described in the ordinance, to become a more technical and therefore efficient instrument, which allows applying to law enforcement, a protocol or technical manual of what should be the planning in terms of public procurement. In said manual, the three stages already mentioned must be considered, but at the same time, it must be corroborated in the executed work that fully complies with the contractual object and with its social order justification, in terms of development and welfare for the community, to make works that imply the opening of democracy to participation in the social and economic dynamics, especially for the strata of society that traditionally have been excluded from development.

Environmental impact

The process of urban growth often leads to a deterioration of the surrounding environmental conditions, as a result of the execution of various civil works (Fig. 4). As a place of population growth, commercial and industrial activity, cities concentrate energy use and waste generation to the point where both artificial and natural systems are overloaded and the capacities to manage them are overwhelmed. This situation is worsened by rapid population growth in cities.



Figure 4. La Paz neighborhood health center (Vitola, 2017).

Among the relevant and known impacts of major civil works, the alteration of the natural environment stands out. The majority of major works are subject, in their project phase, to the evaluation of their environmental impact. The execution of large civil works has another important impact on nearby populations and crops, as well as on the natural environment, which derives from the emission of large quantities of dust and particles. Preventive measures should be included in the Environmental Management Plan of any project.

The promoters of civil works must avoid or minimize all negative impacts or effects on the environment. Works should not be placed in the territory as if it were a model. They must be fully and efficiently integrated into the environment, interacting with each other, which is altered at the moment when a work does not have its correct conclusion becoming even more harmful to the environment.

To plan is to foresee in order to lead the way towards the attainment of a goal. To administer, to go step by step, under circumstances in which there are certain elements as well as elements and factors that are random. To plan is to have a plan, a projection, a previously traced route, something that is available before starting a public work. To plan is related to the optimization of resources, to make them reach, to carry out an objective with the means available, to exert control on executors, actions and inputs, step by step during the different stages of the development of the public work.

To deploy an economic strategy to maximize the means available to meet needs that exceed resources (Fig. 5).



Figure 5. Unfinished works (Obras, 2017).

Planning should be understood as a dynamic system that integrates multiple pieces of knowledge and methodologies that can be applied in all fields of human intervention, in nature and in society.

The relationship between planning and law, with respect to public contracting, is related to the economy, public finances, citizen participation, the use of control mechanisms that citizens have to elect their representatives and participate in decisions, government plans, and constitutional mechanisms to demand compliance with the development plans to which governors have committed themselves at the local, regional and national levels. In this order, the law has a performative factor on social interaction and it should be the objective of the juridical order to plan the necessary interaction in the search for the common good, leading social conduct to the fulfillment of state policies, reason, and vision embodied by legislators, governors, and judges.

The planning of the works contract goes beyond compliance with the legal procedures for the execution of the contract (Aponte, 2014), since it is necessary to understand that public contracting has a higher material and social purpose, which exceeds the legally established contractual formulas, because it implies considering that the contracted works are those that are required in accordance with current development plans, considering their priority, that the resources exist for their full execution and that no works are begun that cannot be completed. That the fair amount is paid, according to the market, that the necessary preliminary studies are available, that they are carried out within rational economic terms of time, use and commitment of public finances and that, in addition, they are delivered

to the service, guaranteeing their functionality for a time technically established, contemplating their sustainability and continuity, with a sense of social responsibility, duly taking advantage of the resources of the public treasury.

Corruption in public works in Colombia

The issue of corruption is one of the most debated in most of the fields and spheres that make up a society. It is a constant discussion about the good or bad that happens in the country and its surroundings. One of the most attacked corruption issues is public works, because it is one of the forms of corruption where the most money is lost, and no progress is evident.

In order to understand this social problem, it is necessary to take into account the causes for which it occurs, apart from negligence. One of the causes identified is inefficiency. This is probably the most important cause of corruption, as it creates the means for it to occur (Cepeda, 1994). Inefficiency reduces the quality of the service provided by the entities and therefore creates incentives for the client to offer money in exchange for obtaining the service. This allows the employee to be involved in these types of transactions. Inefficiency is associated with the lack or poor functioning of planning and control systems, which makes it difficult to differentiate the effects of corrupt actions, establish responsibilities and apply punishments. Inefficiency is one of the most important causes because it reduces the quality of service, and it is very evident because if there is no efficiency there is no good production. Inefficiency is associated with lack or poor performance, this is very marked in public works because commonly, employees damage good streets simply to demand large amounts of money and invest very little in works.

The biggest problem in the inefficiency of works is contracting without studies or designs. This practice has allowed multi-million price modifications and extensions of contracts (Montenegro, 2011). This is a key point to counteract corruption in the works. However, it is something that they use in favor, to continue incurring in this fault.

The second step is to eliminate the down payments (Montenegro, 2011). The government should not transfer any resources to the contractors (neither tolls nor other monetary contributions) before they finish and deliver the works. Only in this way, those who build a road will have no choice but to have enough capital and establish a debt structure backed by the risk rating agencies and fed with the resources of institutional investors. In this way, in one fell swoop, the adventurers who win contracts without capital or backing would be excluded. This is, in fact, a good strategy to prevent construction site theft. However, it is not something that is used by the government, so the contractors are under greater responsibility.

How can we eliminate corruption in Colombia? According to Rose-Ackerman, the best way to fight corruption is to encourage honesty and punish the corrupt with a strong hand, but there are certain steps to achieve it (López, 2014).

Whether employees are adequately paid or poorly paid will undoubtedly influence motivation and incentives (Guerrero, 2017). If public sector salaries are too low, employees may be pressured to supplement their earnings in unofficial ways. It has been observed that in less developed countries, there is an inverse relationship between the level of public sector salaries and the presence of corruption.

Subsidies, tax exemptions, public procurement of goods and services, soft credits, extra-budgetary funds controlled by politicians all these are different ways in which governments manage public resources (Guerrero, 2017). Governments collect taxes, turn to capital markets for money, receive foreign aid, and develop mechanisms for allocating those resources to various needs. Some countries do this in a relatively transparent manner and strive to ensure that the public interest is the objective. The more open and transparent the process, the less likely there is to be illicit activity and abuse. In this sense, freedom of the press and educational levels also contribute to creating the context for reforms. An active civil society and a culture of participation in the country can be a key ingredient of strategies to reduce corruption.

New Zealand, which regularly ranks highest in Transparency International's Corruption Perceptions Index, has been a pioneer in creating transparent budget processes since it passed the Fiscal Accountability Act in 1994, which provides a legal framework for the transparent management of public resources (Campos & Pradhan, 2009).

The clear correlation between the presence of corruption and the degree of bureaucracy reflected, for example, in the Doing Business indicators, suggests that it is desirable to eliminate all unnecessary rules while protecting the essential regulatory functions of the state. Not only are the rules that prevail in many countries to create a new company, register a property, conduct an international commercial transaction and many other certificates and permits sometimes unbearable, but governments have often not stopped to think whether the purpose for which they were implemented has anything to do with today's needs.

Subsidies are another example of how an official policy can distort incentives and create opportunities for corruption. According to an FMI study (2013), subsidies on the consumption of energy products amount to about \$1.9 trillion annually, equivalent to 2.5% of world PIB and 8% of government revenues. These subsidies are very regressive. In the case of gasoline, more than 60% of total profits go to the richest 20%. Their elimination could significantly reduce CO2 emissions and have other positive

consequences. Subsidies often lead to smuggling, scarcity and the emergence of the black market.

Apart from opportunity costs (how many schools could be built with a year's worth of energy subsidies?) and the environmental repercussions of artificially low prices, subsidies can also put government at the heart of corruption. It is far better to replace these expensive, regressive subsidies with selective money transfers.

As corruption in a globalized economy has an increasingly transnational dimension (Guerrero, 2017), the international legal framework for the control of corruption is a key element in the options available to governments. This framework has undergone major improvements over the past decade. In addition to the OCDE Anti-Corruption Convention, the ONU Convention (CNUCC) entered into force in 2005. The latter, by the end of 2013, had already been ratified by the vast majority of its 140 signatories. The CNUCC is a promising instrument because it creates a global framework involving both developed and developing countries. It covers a wide range of issues, including domestic and foreign corruption, extortion, preventive measures, anti-money laundering provisions, conflict of interest laws and means to recover illicit money deposited by officials in offshore banks. Since the ONU has no powers to enforce agreements, its effectiveness as an anti-corruption tool will largely depend on the creation of adequate national oversight mechanisms to ensure government compliance.

Some argue that in the fight against corruption, a more feasible strategy would perhaps be to enforce anti-corruption laws in the 40 states that are signatories to the OCDE anti-corruption convention (Argandoña & Morel, 2009). Governments will need to take stronger action against OCDE companies that continue to bribe foreign officials. The executive, eager to protect the business interests of their domestic companies, have sometimes been tempted not to require them to comply with anti-corruption laws, in an unfortunate attempt not to weaken their position against competitors from other countries. It cannot be that the promotion of trade seems more important than the control of corruption. Governments continue to use double standards and criminalize bribes in their own country but turn a blind eye when such bribes affect foreign officials in non-OCDE states.

If the distortions created by governments offer many opportunities for corruption, frequent and direct contact between officials and citizens can also facilitate illicit transactions. One way to solve this problem is to use available technologies to promote a more distant relationship between the two sectors. In this sense, the Internet is an effective tool for combating corruption (Sour, 2017). In some countries, the use of Internet platforms for government relations with civil society and the business world has

flourished, especially in the areas of tax payments, public procurement, and bureaucratic procedures.

Perhaps one of the most fertile fields for corruption in the world is related to state purchases. Public purchases of goods and services can have an important dimension, between 5 and 10% of PIB in most countries. As contract awards may be subject to some degree of bureaucratic discretion, and as most countries have long histories of bribes, commissions and connivance in takeover bids, more and more states are choosing procedures that ensure appropriate levels of openness, competition, equality of opportunity for suppliers or clarity in bidding.

Chile has used the latest technologies to create one of the most transparent public purchasing systems in the world (Saavedra, 2017). In 2003, Chile Compra was created, an electronic public purchasing and contracting system through an Internet platform, which has earned a worldwide reputation for quality, transparency, and efficiency. It serves businesses, public institutions, and citizens, and is the country's largest business relations website, with 850 purchasing organizations involved. In 2012, users made 2.1 million purchases and issued invoices worth \$9.1 billion dollars.

In many of the measures presented to combat corruption, the central philosophy is the need to eliminate the opportunity for corruption by changing incentives, closing legislative loopholes and eliminating ill-conceived rules that encourage corrupt behavior. But a strategy that focuses on changing rules and incentives, with a punishment severe enough for those who commit offenses, will be much more effective if it is accompanied by efforts to strengthen the ethical and moral foundations of human behavior.

We will now try to propose a series of opinion form steps for each of the above observations in order to reach a final conclusion.

It is necessary to use a two-pronged strategy to increase honesty and the costs of corruption. We could start from the most basic of a government, its employees, directly into workers, contractors, engineers. For this, the excellent remuneration of each entity is made obligatory, of each individual following this conductive thread, the total of these expenses will be reflected in transparency. This is a way that the government of a given country takes to manage public resources, collecting taxes to go to markets, receive foreign aid and develop mechanisms to allocate resources to different needs, discriminating against them by priority.

Some countries strive to ensure the public interest objective, because the more open and transparent the process, the less likely there is to be an illegal activity and abuse.

Eliminating bureaucracy is a key point because of the correlation between the presence of corruption and the degree of bureaucracy. This relationship is a very valuable

indicator to determine whether it is essential to eliminate the excess of unnecessary rules.

Public works contracts should be assumed and awarded only to the best technical and economic offers understudies that truly reveal their feasibility to avoid the loss of time in the course of the work, and therefore the injections of money for the completion of the work. This must be done in the midst of transparent and competitive processes, without marked letters, and in a clear and open manner.

Conclusions

This article makes a critical presentation of the problem of unfinished civil works in the city of Bogotá (Colombia), presenting some of the openly identified reasons for the problem, as well as some proposed solutions.

We can conclude that the unfinished works are a large number of futuristic works that have been stopped, or have not fulfilled the expectations promised in the project. For this and other reasons, the people of Bogotá are skeptical of what has been suggested to them for the improvement of the city. One of the most common reasons for the stoppage of these projects is the failure in contractual processes and the investment and loss of the capital stipulated to execute each work.

The necessary factor for proper planning in any public contracting process is real and effective knowledge about the need to be met. What is required to contract, how many resources are available, what are the terms of both budget execution and the requirements of the work needed by the community, and what are the factors that affect the development of the processes that are carried out? Likewise, foreseeable risks must be defined, estimated and assigned. In order to do this, the main means is historical observation, because knowing what has happened, defining the causes and effects, recognizing phenomena associated with the fulfillment of contracts and the execution of works within a rational framework of methodological strictness, it is feasible to define actions, protocols, manuals and intervention plans on the situations that may arise in the development of the contract. This must be reflected in the studies and documents prior to any state contract but is materialized throughout the administrative activity of contracting, which goes from the establishment of the need to when the terms of the guarantee are met.

The biggest problem in the inefficiency of works is contracting without studies or designs. The first thing is not to contract again without studies and designs, this has been a historical practice that has facilitated the modifications and multi-million contract extensions. Until the designs are completed, the cost of not having adequate studies should be that the development of the work cannot begin. This is a key point to counteract corruption in the works, however,

is something that is recurrently used to continue to incur in money thefts.

Another important point is to reduce the levels of corruption. The transparency of state processes, the reduction of opportunities for corruption by employees, and the stimulation of ethical and moral attitudes at all levels play an important role here. Key elements are the reduction of unnecessary rules, transparent and public processes, ideally with the least direct contact with employees, and adequate remuneration of state workers.

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