

RESULT OF THE MANAGEMENT AND HIS EVALUATION IN ORGANS LOCAL GOVERNMENT

RESULTADO DE LA GESTIÓN Y SU EVALUACIÓN EN LOS ÓRGANOS MUNICIPALES DE GOBIERNO

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Abstract

The evaluation of the results of public management in local governments is one of the main topics of analysis in contemporary specialized literature. The objective of the research is to develop a procedure general for the evaluation the results of the management in the municipal organs government, which allows measuring the results with new methods and tools in established dimensions. The research combines theoretical and empirical methods, the most important: surveys and interviews with managers and officials at different levels and experts; the observation and analysis of national and international information on the state of the art and good practices; descriptive and inferential statistics with factor analysis, clustering in hierarchical conglomerates, modeling of calculation expressions. The positive impact on these bodies is expressed in the favorable criteria of managers and public officials, and the annual increase to the value quantitative and qualitative of the indicators designed in their practical application information in for study cases.

Keywords: evaluation of the result, public management, dimensions, indicators.

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Resumen

La evaluación del resultado de la gestión pública en gobiernos locales es uno de los temas principales de análisis en la literatura especializada contemporánea. El objetivo de la investigación es desarrollar un procedimiento general para evaluar el resultado de la gestión en los órganos municipales de gobierno, que permita medir lo alcanzado con nuevos métodos y herramientas en dimensiones establecidas. Se conjugan métodos teóricos y empíricos, los más importantes: encuestas y entrevistas a directivos y funcionarios a distintos niveles y expertos; la observación y análisis de información nacional e internacional sobre el estado del arte y buenas prácticas; la estadística descriptiva e inferencial con análisis factorial, clúster en conglomerados jerárquicos; modelación de expresiones de cálculo. El impacto positivo se expresa en criterios favorables de directivos y funcionarios públicos, y el incremento anual del valor cuantitativo y cualitativo de los indicadores en su aplicación práctica en cuatro casos de estudio.

Palabras clave: evaluación del resultado, gestión pública, dimensiones, indicadores.

Introduction

The accelerated development of public administration (PA) since the end of the last century has given rise to a conglomerate of theoretical and practical concepts with diverse approaches and criteria on the evaluation of government performance,¹⁻⁶ with particularity the result of management at the local level due to proximity to the citizen⁷⁻¹¹ and as a consequence of the processes of decentralization and deconcentration; However, there is no proposal that brings together the main trends and currents of thought collected in the specialized literature due to the diversity of contexts where they have been developed, the continuous introduction of empirical tests, and the increase in methodological elements in government action, considered dispersed and multi-thematic.¹²⁻¹⁴

In the scientific arguments presented by various authors^{9,11,15-17} they distinguish the result of management to characterize the ability of the government in solving public problems and the record of the change produced, measured in established dimensions¹⁶⁻²⁰ as a perspective that enhances the quality of management, terms of broad connotation with multi-criteria approaches^{12,13} in local government systems based on the result achieved. The lack of measurements aimed at this end generates a high economic and sociopolitical cost due to its lack of knowledge in the medium and long term.^{21,22}

Their interpretations are based on the reforms introduced in public management, and in addition to considering the criteria of efficiency and effectiveness, other evaluative elements are incorporated into citizen perception such as changes produced, direct effects on community satisfaction, the identification of social problems, the public value created and the contribution to development. This position is shared by several authors²³⁻²⁵ who recognize the need to broaden their vision beyond the economic aspect and extend it to the social level.

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The above has broad implications for the evaluation of the current results (ER) of local governments, which adopt new forms and models of management to assess government practice, currently characterized by little strategic vision, limited methodological tools to measure the changes made, little connection of information to the management of public policies and the real needs of society; as well as insufficient importance to feedback on the result.^{7,10,21,26,27} Consequently, the breadth of approaches and criteria existing in different contexts explains the range of divergent ideas around the conceptions of ER based on the recognition and integration of essential elements presented by the authors consulted.

On the other hand, ER is inserted in the theoretical framework of the analysis of public policies to the extent that it produces relevant information for decision-making. Hence, the importance of this aspect in local governments to guide their management, taking into account that:

- It diagnoses government practices in the face of public problems.
- Directly associates the changes they create.
- Shows information to managers and public officials to make decisions.
- Verifies if the proposed results are obtained with the management carried out.
- Measures immediate effects of programs on the population and the benefits observed.

In their representation in the Cuban scenario, the Municipal Organs of People's Power (OMPP) within the transformations generated by the update of the Cuban Economic and Social Model of Socialist Development, exposed in the VI, VII and VIII Congresses of the Communist Party of Cuba, introduce reforming tools in management and its evaluation, but limited to statistical data of an economic-financial nature without an integral approach to actions oriented to territorial socioeconomic development^{10,16,28,29}; they concentrate on the daily solution of everyday problems basically related to services; with quantitative data without considering the qualitative contribution of management. These aspects show little development and comprehensiveness, although the production of normative documents that promote efforts and conditions in the municipalities is favored, and requires deepening in methodological elements for their practical deployment.

The Guidelines of the Economic and Social Policy of the Party and the Revolution from 2021 to 2026³⁰ establish the systematic evaluation of the result and its impact; referring to business management, which can be extended to public management as part of its improvement. The conceptualization of the Cuban Social Economic Model of Socialist Development³¹ explains the modernization of public administration among the main transformations to achieve higher levels of effectiveness of government management.

In the National Plan for Economic and Social Development until 2030³² as the guiding document of the national planning system, in the strategic axis of socialist, effective, efficient and socially integrated government, the evaluation of public policies and the scope of territorial development through management capacities is specified.

The Constitution of the Republic of Cuba³³ in its article 184.e establishes the evaluation of the results of the management of municipal administrations by the Provincial Government Council.

- Interested parties: they influence the quality of its implementation by the way they think and act.
- Generation of public policies: they stimulate and guide government projection.

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- Strengthening of the regulatory framework: they create legal conditions for execution.
- Improvement of Municipal Development Strategies: they compel self-assessment.
- Expansion of programs and projects that contribute to local development plans: they make management visible.

The reorganization of the ER system for the management of these bodies becomes more relevant to obtain a more objective assessment of the performance of all municipal government structures based on the attention to public problems existing in their demarcation and to promote socioeconomic development, considering the improvement required of these bodies. To do so, we start from a more precise conceptual structure on ER in which a systematic process of measurement, assessment and improvement of the direct effect of plans, programs, and projects derived from public policies in established dimensions is considered, through the definition of systems that determine the efficiency and effectiveness with which the objectives and goals established within a regulatory framework are achieved, in order to know the result of government action for the benefit of society.³³

The incorporation of new methods and tools makes it easier to measure the result obtained in established dimensions. The practical implementation of the proposal in two selected provinces, with four municipalities selected for their characteristics, showed the scope of superior results from sustained work on limiting factors and the use of indicators different from the previous ones that highlight the evaluation of public management in the OMPP in general and its dimensions, with emphasis on the province of Holguín.

Materials and methods

Theoretical, empirical, mathematical and statistical methods were used in its development. Historical-logical and analysis-synthesis to determine the background of evaluation processes, their historical development and trends through national and international bibliographical review and discriminative with documentary analysis, based on the diachronic comparison of good practices identified through binary assessment of characteristic features present in the sampling. Induction-deduction to identify manifest deficiencies in the state of the art and key variables in consulted evaluative references.

The systemic-structural method was used to study the interrelations in local bodies and configure the information and indicator system. Modeling of calculation expressions and the proposal of the general procedure with a strategic, systemic and participatory approach. Surveys and interviews with citizens, managers and officials at different levels, national and international experts and academics together with direct observation to collect information that theoretically underpins the proposal, the concepts contained and the methodological proposals.

Descriptive and inferential statistics were also used using factor analysis, applied matrices, data study with software for graphing, concepts and key variables related to the evaluation of the result, dimensions, and values of indicators.

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Results and discussion

General procedure

The general procedure (**Figure 1**) states principles, objectives, techniques and tools, specific procedures to verify compliance with premises. It consists of four stages with 11 steps, observing the management cycle (PDVA).

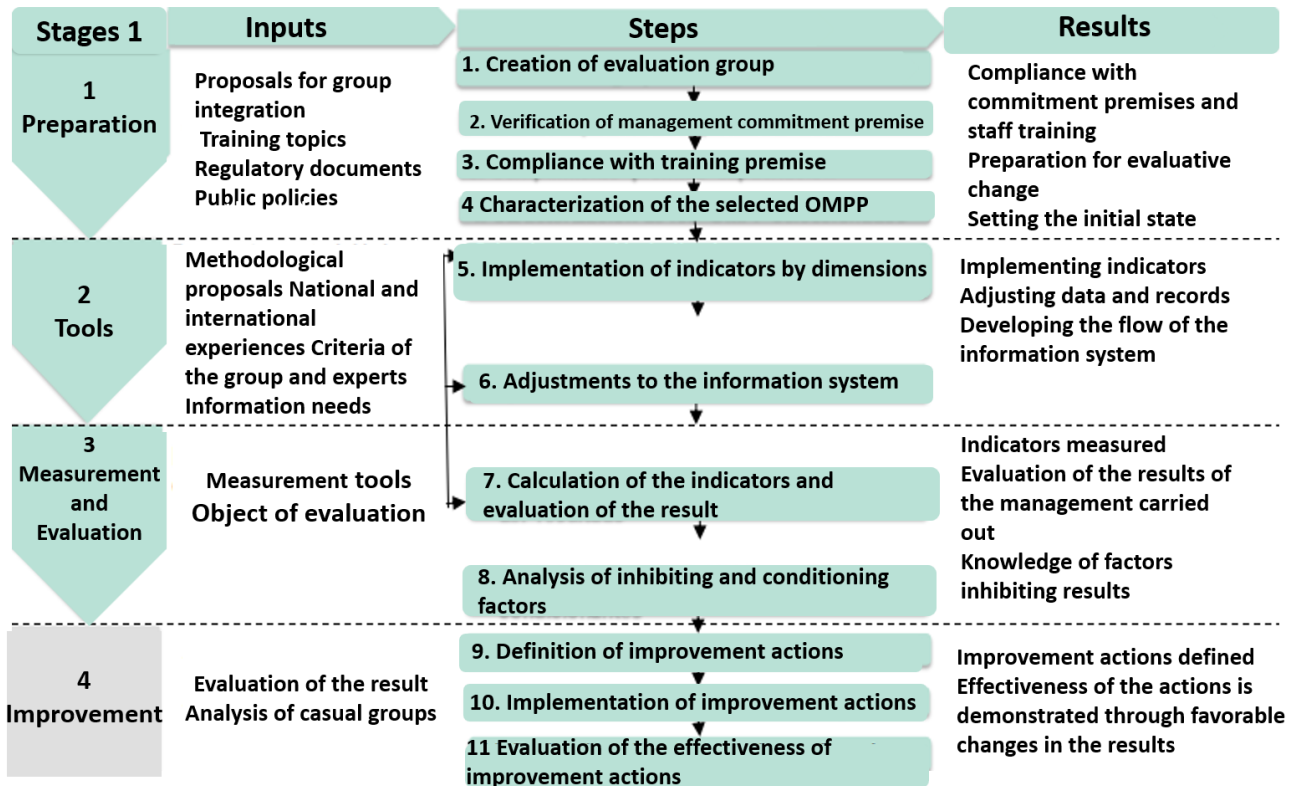


Figure 1. General procedure for evaluating the results of management in OMPP

Source: self made

Note that the aspects stated as results of the brainstorming coincide (mostly) with those obtained in the surveys applied to the directors of the “Faustino Pérez” Provincial Clinical Surgical Teaching Hospital and with the aspects addressed in the bibliography consulted.

By taking into account the results of the survey applied and in group dynamics through brainstorming, the problem tree is developed, which shows how the causes of the problem are identified, as well as its effects on the organization, thereby which can contribute to identifying actions to improve the situation in the organization through the objectives tree. These trees are shown in **Figures 4 and 5** respectively.

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In the first stage, the premises of management commitment and staff training are met, the initial state of the environments is established, the evaluation group is created and objectives and goals are established with actions to be carried out. In the second, indicators are implemented, the information system is adjusted with the necessary data and information, and existing risks are identified. In the third, the result is assessed by the measurements made with the indicators, highlighting the behavior in critical areas, and the identified risks are analyzed (conditioning and inhibiting factors). In the fourth, the fulfillment of preventive, corrective and improvement actions is defined, implemented and controlled, and their effectiveness and efficiency is demonstrated.

Among its distinctive characteristics are: interactive, the fundamental users are the OMPP for self-assessment and the citizens for external assessment; participatory, the incidence of the citizen, bodies and entities; remunerative, the result strengthens the image of local government structures; analytical, it shows the analysis of the result and the alignment of strategic projections with operational plans; comprehensive, results-orientation encompasses all work systems and available resources; legality, compliance with the legal framework for action; sufficient information, the provision of necessary data; and management leadership, as the driving force that energizes it.

Weighted assessment and practical validation of the general procedure

The weighted assessment of compliance with the principles that support the general procedure and the feasibility of its application in the object of practical study was carried out through consultation with experts and practical validation through application in the OMPP Holguín, Mayarí and Banes over a period of four years, after continuous improvement and adjustment. They refer to adaptability, it can be flexibly adjusted to changes in the environment and contexts; progressiveness, of the comprehensive response to the increase in the result as a quality of the set of actions carried out; multidisciplinary integration, it requires learning and interaction with its various areas; relevance, due to the need for improvement; logical consistency, due to the logical and coherent sequence; parsimony, the parsimony, the structure of the procedure allows for easy understanding of complex processes; transcendence, by contributing to the improvement of the result obtained; Reliability, through the application of scientific methods and techniques

It was a practical and useful tool for these local bodies, which enhanced the ER with the use and adaptation of the proposed elements. The assessment of the data obtained with the deployment of the indicators, by showing the qualities agreed upon with the experts, has favored the detection of conditioning and inhibiting factors of improvement and the attainment of higher levels of management results. Both the indicator system and the information system designed were considered pertinent, feasible and have possibilities of practical application by the consulted specialists, as they adjusted to current information demands, close to what was established (70% of what was required was adequate to current flows), and what was incorporated did not require additional costs to the current ones.

The formation of an evaluation group was made up of directors and officials who met the selection criteria among the candidates, who have a high level of competence and are high among those who perform functions in the OMPP.

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In accordance with the above, an analysis of methodological proposals and national and international experiences was carried out, and two fundamental aspects were identified in the tools used: the incipient development that they present in the Cuban scenario (main limitation) related to management control, process management, prospective and risk analysis, and the usefulness of the instruments to obtain information and measurement, linked to indicators and indexes. These last two are common elements and basic instruments.

The data from the sources and authors are grouped using the UCINET.6 software, by the level of coincidence and variables by similarity criteria. Once the correlations have been established, the data are reduced using factor analysis, establishing four dimensions. Based on these criteria, the expert method was applied and with concordance greater than 0.5 by the Kendall coefficient ($W= 0.8$), they coincide in the four basic proposals that show relevance for any scenario and distinguish the result obtained with the record of the change produced and the perceived one. These are:

- **Strategic:** it covers the scope of strategic objectives and goals based on the knowledge of the needs of society for decision-making and assuming processes of social transformation at different time periods.
- **Economic:** indicates the ability to use and manage resources efficiently based on results, public value, the satisfaction of needs and social economic development, taking advantage of endogenous potential within the budget framework, the involvement of productive and service actors, and resource management.
- **Operational:** ensures administrative activities in the exercise of its functions by implementing management systems, guidance and documentation of organizational processes, practical execution of actions to achieve set objectives, introduction of innovations
- **Social:** reflects the effects or changes produced by the delivery of products and/or services offered, and the transformations that contribute to the integral development of society.

The group identified two critical areas that provide relevant information for the evaluation: interaction with the external environment and the mechanisms for processing and analyzing data from processes. The first is present in the flows regulated by the Assembly to learn about the population's approaches and needs, the second is specific to the flows established by the Board of Directors to record the responses and solutions given. The requirements were implicit in the design of the system and those of an appreciative nature such as quality, timeliness and accuracy are analyzed in the management control system. In order to record the information, the management agreed to create a separate database for the evaluation in each area of issue according to responsibility.

For their part, the 16 proposed result indicators (four for each dimension) that make it possible to know the degree of efficiency and effectiveness of management to carry out its evaluation and the effect produced (**Table 1**), were also subject to the criteria of experts, who considered them appropriate based on the foundation and random variables (**Table 2**). The scale for measuring the results is established as follows: the range is set at four with intervals for quantitative values that correspond to qualitative categories on an ordinal scale: low (40% with 6), average (60% with 10), acceptable (80% with 13),

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high (100% with 16). The resulting values are set in the evaluation criteria, the worst result will be close to zero (minimum), while the best will be closer to 100 (maximum).

Table 1. List of indicators by dimension

Dimension	Indicators	Values
Strategic	1. Foresight capacity	Quantitative
	2. Establishment of local public regulations	
	3. Projection of strategic plans, programs and projects	
	4. Multiple side effects of plans, programs and projects	
Economic	5. Correspondence of output responses or solutions with total input approaches and needs	Percentage range: 0 a 100
	6. Percentage of material and financial resources to respond to or solve approaches and needs.	Intervals: 4 con 20 %
	7. Percentage of objectives in operational planning on plans, programs and projects that respond to or solve approaches and needs at different time frames in prioritized actions	
	8. Balance of income and expenses	
Operational	9. Amount of information on topics, sectors and population segments	Qualitative
	10. Percentage of use of strategies in the management of solutions or responses to approaches and needs in one year	
	11. Compliance with what was planned for the physical and financial progress of plans, programs, projects and goals prioritized in operational plans	
	12. Beneficiaries with the implementation of what was planned	
Social	13. Citizen participation in proposals for solutions and responses to population needs and approaches	Criterion according to the value in the intervals (high, acceptable, regular, low)
	14. Percentage of use of local potential in the solution or response to population needs and approaches	
	15. Contribution of local potential to plans, programs and projects	
	16. Changes produced by the public management of local government	

Source: self made

The practical application allowed us to know in real time the status of the management being carried out, the projection of actions to reach higher levels, align the operational objectives with the goals established in the development strategy, the work directions that require priority, the existing weaknesses and barriers such as organizational, technical and environmental conditioning factors and inhibitors that constitute latent risks in its deployment and development.

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Table 2. Rationale and variables considered

	Indicator	Rationale and random variables
1	Forecasting complex social situations.	Prioritised and non-prioritised issues receive attention based on their degree of urgency, importance or need. Lack of timely or inadequate attention generates dissatisfaction with levels of seriousness with complex facts or situations.
2	Efficient use of territorial agreements and regulatory provisions.	Decisions on public needs and problems may be diverse and may not be efficient in providing a solution or response.
3	Strategic projection of local plans, programs and projects.	The short, medium and long-term strategic projection must be reflected in the plans, programs and projects and the priorities derived from the economic and social situation.
4	Side effects of local plans, programs, projects.	Plans, programs and projects achieve secondary or multiple effects in various areas: economic, productive, sociocultural, natural and institutional, among others.
5	Relation of responses or solutions with the total number of approaches and needs.	Within the totality of approaches to which responses and solutions are given by public government entities.
6	Percentage of material and financial resources that provide a response or solution to priority approaches and needs that require it.	The financial and material resources available are limited to address all the issues, and a percentage is allocated to provide a response or solution.
7	Percentage of objectives in operational planning on plans, programs and projects that respond or provide solutions to approaches and needs at different time frames in prioritized actions.	Objectives in operational planning show the weight of prioritized decisions in the execution of plans, programs and projects.
8	Balance of income and expenses.	Changes impact society when they are appreciated for their benefits and their non-tax revenues contribute to the public budget and are above expenses.

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9	Amount of information on topics, sectors and population segments.	Diverse information on the interests of sectors and segments of the population is generated in the channels of communication and exchange between the government and the population.
10	Percentage of use of strategies in the management of solutions or responses to approaches and needs in one year.	Administrative management shows the organizational strategies that provide solutions or responses to issues and needs. The difference between the effective and the quantitative applied strategies is established.
11	Compliance with what is planned for the physical and financial progress of plans, programs, projects and goals prioritized in operational plans.	In operational (annual) planning, objectives are established on the percentages of physical and financial progress of plans, programs, projects and prioritized goals according to the expected execution deadlines.
12	Beneficiaries of the implementation of what was planned.	The execution of what is planned in the plans, programs and projects is directed at beneficiaries: community before locality, locality before territory, territory before nation, segment before a population sector, sector before a population.
13	Citizen participation in proposals for solutions and responses to the population's concerns and needs.	Among the citizens' proposals, solutions are proposed that contribute to decision-making.
14	Percentage of use of local potential in solving or responding to population needs and approaches.	In the projection of government action, local potentialities are identified that favor the locality in the solution or response, but not all of them are used.
15	Contribution of local potential to plans, programs and projects.	Local potential may be identified, but they are not included in the contribution to plans, programs and projects by government action.
16	Changes brought about by the government's public management.	Changes occur through public management that add public value based on individual and collective perceptions.

Source: self made

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The existing conditioning factors (organizational, technical and environmental) can be modified according to the context or results of the characterization of the current situation, due to the linear relationship with the establishment of the indicators. For their identification, the Delphi method is used to achieve consensus among selected specialists and with a double-entry matrix and a three-level scale (high, medium, low) the criteria are valued by the predominant level. The high level determines in a decisive way, the medium level can cause changes, and the low level indirectly affects the indicator. The result showed that the organizational factors determine in a decisive way 72% of the set of indicators, so they require attention from the management levels to reduce the undesired effect and their inclusion in the improvement actions.

The existing inhibiting factors (**Table 3**), identified risks that generate them under “brainstorming”, with which alternative solutions were established to be executed to minimize or eliminate them in direct communication with senior management based on the manifest commitment.

Table 3. Matrix of inhibitory factors by causal groups.

Causal groups		Inhibitory factors	Risks to be assessed	Tools
Want	Do What?	Willingness to carry out the work.	Strategic projection of managers.	Group work, interview, stimulation of change.
		Attitude of improvement Sufficient motivation.	Start of improvement by managers and executors.	
Can	Know How?	Competencies of those responsible to execute.	Creating conditions: knowledge, skills development, taking advantage of experiences.	Interview, surveys, analysis of performance results. Economic and budget plans, Results reports.
	Have With what?	If the necessary resources are available.	Functional structure or team. Technical capacity. Financial availability.	
Act	Subjects Who?	Role of managers, timing of actions, decisions.	Difficulties in predicting social change from decisions taken, management cycle.	Interview, group work, document analysis.

Source: self made

Likewise, the existence of stimulating factors favored their implementation as: government policies aimed at prioritizing the needs of the population, dynamization of the mechanisms of popular participation in control and decision-making, expansion of the accountability processes at all levels to enhance transparency as a pillar of open government, design of municipal strategies for local development. At the same time, opportunities were taken advantage of to achieve the proposed objectives, among which the following stand out:

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- Increase in the regulatory normative production of the OMPP that aims at the improvement demanded of public management in the last three Congresses of the PCC and the management model conceived for the exercise of government.
- Accumulation of national experiences and use of international good practices that facilitate better organizational and management performance

In the characterization of the OMPP object of study, the starting point for the deployment of activities was established through the assessment of the state of the established basic dimensions and the management profile in each municipality; the organization of work systems using agile methods and procedures articulated in processes, and less in the schematic fulfillment of tasks to dynamize the production of goods and provision of services. Based on decentralization provisions, the decision-making capacity on material resources and expansion of financing sources was appreciated. The initial quantitative and qualitative values (low in the first year in all cases) showed continuous growth, reflecting progress and transition to higher categories of results in the established measurement scale, moving from an operational vision to that of development, the search for public value in the execution of local projects, the evaluation of the effects and the review of the systems to stimulate improvement.

Based on the experiences, general and specific actions were adopted aimed at improving the value of the indicators, focusing on strengthening control and analysis, the information system, and stimulating local projects with strategic projection. Among the prioritized ones with the greatest impact are: attention with solutions to historical issues of the population and response to development needs, increase in the planning of material and financial resources to respond to local needs, expansion of communication and exchange mechanisms with the population, which favored the increase in the perception of changes in the environments regarding public management.

The quantitative and qualitative results of the indicators when applying the instruments in the internal environment with the purpose of stimulating self-assessment of the results in a time sample of four years, showed an increase in the management levels in all cases. In one, the acceptable criterion was reached, two others jumped from low to regular (**Figure 2**) and in the other, the procedure was initiated. This reflects that the effectiveness of the actions undertaken achieved sustained growth above 10% in nine of the 16 indicators (**Figure 3**).

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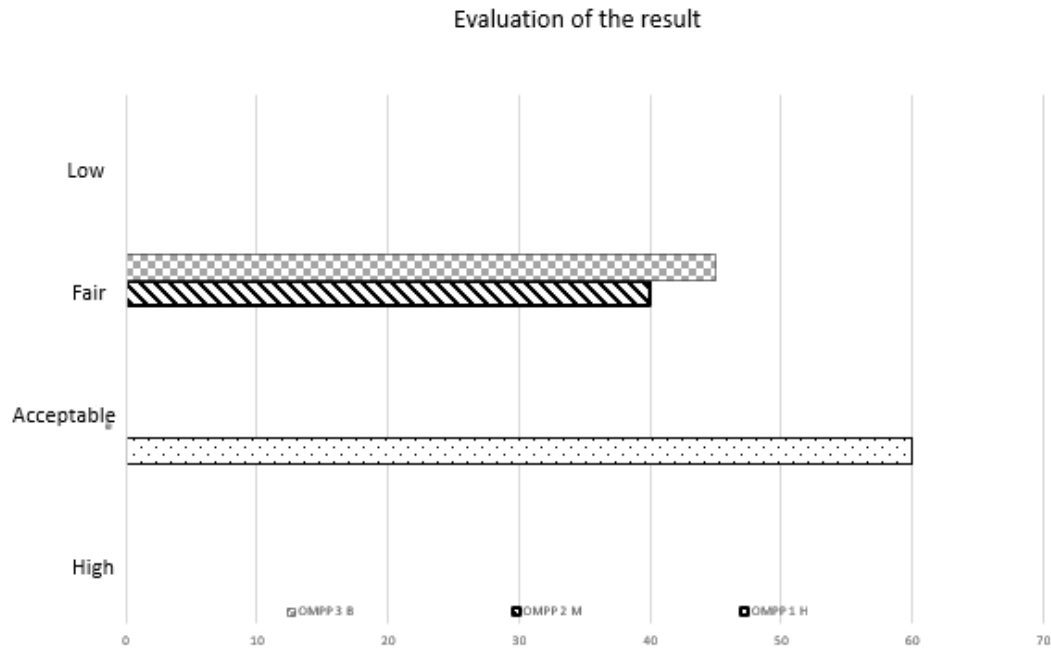


Figure 2. Evolution of the scope of higher performance criteria.
Source: Own elaboration.

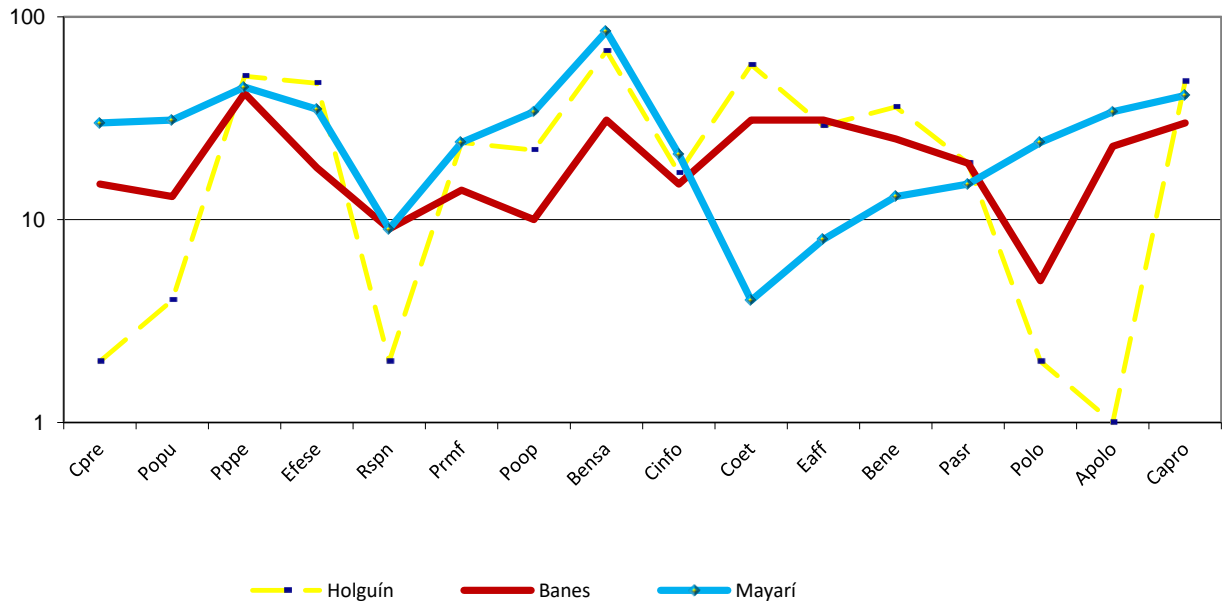


Figure 3. Effectiveness of actions to improve indicators on a logarithmic axis.
Source: own elaboration

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Other aspects that stand out in the result: 15% growth in operational planning of objectives that implement work systems for the control and monitoring of the result; 95% treatment of accumulated historical approaches with a decrease in the causes that originated them by evaluating their response or solution on a monthly basis; investment processes and construction actions respond in more than 51% to works that absorb approaches that require resources and express medium-term development.

Criteria expressed by managers, officials and delegates interviewed agree that the formation of an organizational culture different from the traditional one is promoted, in which the permanent exchange with the environment, attention to citizen satisfaction, and the increase in interest in the search for procedures that visualize the action of government entities more stand out. Likewise, they express the impact of the improvements seen in management and consider that the implementation on a large territorial scale allows establishing a ranking of the performance of municipal bodies.

Scientific and technical impact

The proposal of an adequate concept of ER for public management provides the OMPP with scientific arguments as a tool that allows for a multidisciplinary and intersectoral assessment of government action regarding the scope of what is proposed in the plans and the real situation. Government management is also oriented towards producing changes for the benefit of society with an objective assessment of the relevance of policies and the visualization of action priorities through analysis of the levels reached.

The approach of dimensions that characterize an effective public management, distinguishes the result achieved, enables the change produced and shows the skills of the government in basic attention to society. Its proposal derives priorities in citizen satisfaction.

The conception of a general procedure allows the OMPP to make decisions to improve their management, promote an organizational culture of performance improvement through a comprehensive evaluation with quantitative and qualitative information, based on the measurement of indicators. Its application is agile, flexible and encompasses management, which makes it an effective tool for the performance of managers and public officials, oriented to social well-being and local socioeconomic development, and also allows its generalization.

Social impact

The evaluation of the results characterizes the efficiency and effectiveness with which they achieve effects (direct and indirect) for the collective benefit, aspects that foster the conditions for self-evaluation of performance and facilitate external evaluation with a comprehensive and flexible vision in the Cuban scenario.

The information system articulates the interdependence of the environments: internal, by the actions projected from the real state of these organs; external, by the effect that the government's actions have on society.

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Conclusions

The ER of public management in local governments and the ways of improvement have occupied greater attention of the specialized international scientific community due to the effects observed in society, which shows high relevance for the OMPP in the framework of their improvement. The deficiencies observed hinder a comprehensive view of what has been achieved and limit the projection of improvement actions.

The proposal of the general procedure showed feasibility and convenient use as a methodological tool to understand the exercise of public functions through a system of efficiency and effectiveness indicators, which provide quantitative and qualitative information on the results obtained in established dimensions, in addition to generating skills at decision-making levels to achieve higher results, perceived in the annual increase in the value of the indicators with positive impact and favorable criteria of managers, officials and delegates.

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- Roger Alarcón Barrero: Methodology, data processing, writing and review
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