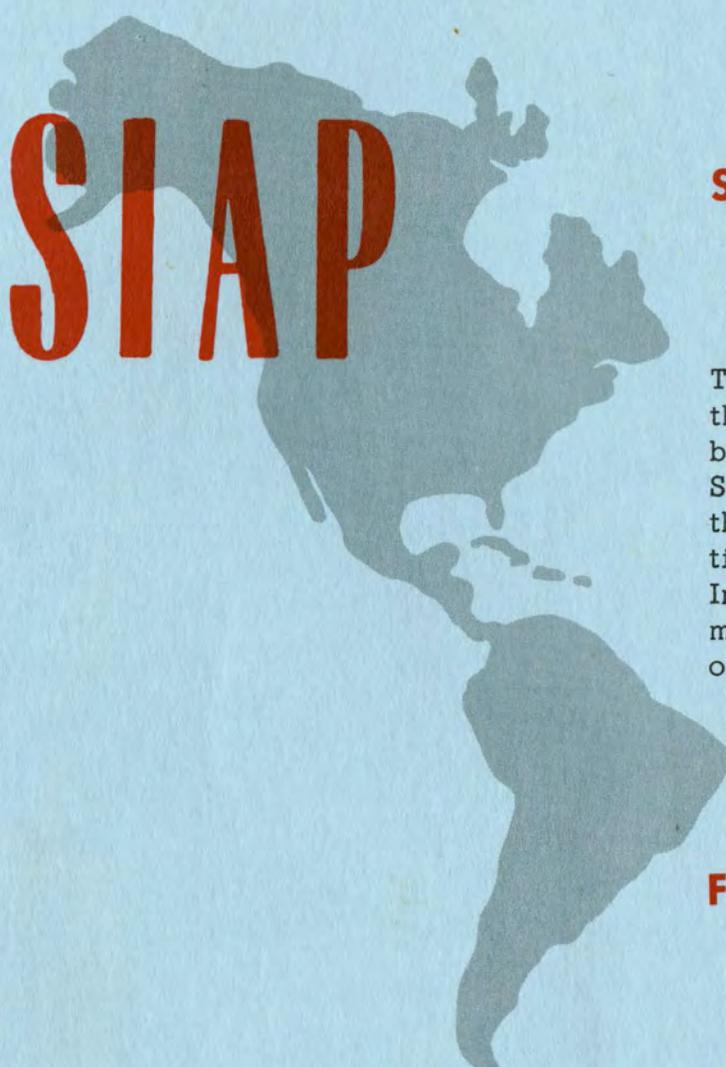


**EDUCATION FOR PLANNING IN
LATIN AMERICA**



SIAP

Summary Report

This is a summary of the report of the Technical Mission organized by the Inter-American Planning Society, with financial support of the Ford Foundation and cooperation of the United Nations, the International Cooperation Administration and the Organization of American States.

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INTERAMERICAN PLANNING SOCIETY
P.O. BOX 1729 - SAN JUAN, PUERTO RICO

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PART I

INTRODUCTION

The present is a summary of the findings and recommendations arrived at by the Technical Mission on Planning Education in Latin America.^{1/} The full report is available in Spanish; a complete English translation should soon be ready for distribution.

Background

Since its organization in 1956, SIAP^{2/} has consistently given high priority in its work program to the matter of improving education for planning. In February, 1960, those efforts led to the creation of a technical mission to study and report on planning, as well as training facilities for planners in Latin America. The survey's principal aim was to draft a report which may prove useful in guiding the activities of private and public organizations interested in the improvement of educational programs and facilities in that important field.

The Ford Foundation, which has recently started an active technical assistance program in Latin America, demonstrated interest in the execution of the mission and in 1960 extended a grant for this purpose to SIAP. The grant enabled SIAP to carry out this project successfully.

Due to the fact that the United Nations, the Organization of American States, and the International Cooperation Administration expressed their interest in the project, as an aid to their technical assistance programs, SIAP requested on May 21, 1959 their views regarding the execution of the Mission.

The work of the Mission was executed from May 24 through September 30, 1960. The first step was taken in San Juan, Puerto Rico, during the 1960 World Planning and Housing Congress, May 28 to June 3. At that time a general frame of reference for the survey was adopted by the Board of Directors of SIAP, together with detailed plans for carrying it out. The Mission's adopted program called for visits to ten countries, selected for their special relevance to the inquiry's scope, plus extensive correspondence with professionals and educators in the Latin American countries. As a result of the ready and gracious response given to all its requests for information, the Mission succeeded in amassing a considerable wealth of data and points of view within the time-limits previously agreed upon.^{3/}

^{1/} The members of the Mission were Messrs. César Garcés V., Chairman, (Colombia); José Vera L. (Chile) and Humberto J. Espinosa (Panama); and its Advisors were Messrs. Rafael Picó (Puerto Rico), Francis Violich and John B. Blandford (U.S.A.). However, the members of the Mission have undertaken the responsibility of the preparation of the report.

^{2/} The Inter-American Planning Society is commonly referred to as SIAP, an abbreviation for its Spanish name -- Sociedad Interamericana de Planificación.

^{3/} All told, over four hundred persons were consulted by the Mission during its trip, mainly through round-table sessions held at various institutions, with the participation of professionals from different fields.

Scope of the Survey

The survey's aim was to seek answers to four major questions, viz.:

1. What is planning's present and potential role in Latin American developmental programs and activities?
2. What is the present state of the practice of this profession throughout the continent?
3. What is the present state of training programs for planners?
4. What types of programs and projects might be sponsored by public as well as private organizations toward the end of improving Latin America's education for planning?

The first part of the Mission's report consists of four chapters, each dealing with each one of the above questions. A second part, consisting of two chapters and an appendix, is devoted to analyses of the term "planning", and its contribution to social progress. The planning concept developed in this section is the product of serious and intensive discussions held with professors and planning experts during the travelling seminar conducted by the Mission.

Scope of this Summary

Because the survey's sponsors are especially interested in action, this document presents the Mission's principal recommendations for their implementation,^{4/} and then lists its major findings and conclusions concerning the first three questions enumerated above as supporting material for the recommendations.

CONCLUSIONS AND RECOMMENDATIONS

The Mission's main findings of facts may be summarized under four major headings which serve also for grouping the recommendations, viz.:

1. Planning as an interprofessional discipline, equipped to help economic and social development, should be a major concern of the Latin American University in particular and of all the Governments, public, private and international organizations in general. ^{5/}
2. Because planning has not been guided by a clearly-defined and consistent educational policy, it is being taught in a rather piecemeal fashion in the universities of Latin America. ^{6/}

^{4/} The topics covered in the second part of the Report will not be summarized here. However, they underline the entire survey and should not prove difficult to derive their main features from this summary.

^{5/} See section - Planning and Development in Latin America - page 11

^{6/} See section - The Teaching of Planning in Latin America - page 16

3. Planning curricula too often reflect the immediate professional and administrative concerns of the institutions in which the discipline is taught, and of the governmental levels to which these institutions are inclined to cater. Hence planning curricula tend to be highly specialized and to discourage a comprehensive approach. ^{7/}
4. Education for planning has developed at an unsatisfactory pace, in part because it has lacked the human and economic resources required for the needed impetus. ^{7/}

Policies to Guide the Development of Education for Planning

The Mission recommends the adoption of a general policy for planning education, to guide public and private action in response to the challenge which underdevelopment poses today to the Western Hemisphere.

1. The teaching of planning is the responsibility of the university and should be encouraged in every country.
2. Because planning relies heavily for its principles, methods, and techniques on the scientific and technological progress of other university disciplines, the general strengthening of these is indispensable to its growth.
3. Education for planning should provide trained personnel for its practice at the national, regional and local levels, without losing sight of the fact that those governmental levels are but part of a broader social, economic and political reality which demands constant communication and cooperation from each level.
4. Planning education must include formal teaching, supported by research, as well as extension and "intensive" courses for public officials, public education in planning, and technical advisory services to government agencies.
5. Available human and technological resources should be shared among Latin American countries to the greatest possible extent, on the basis of a broad exchange program.
6. Planning is an "inter-professional" discipline with its own content methods and techniques, therefore it cannot belong to any single profession.
7. Planning education should start at the Bachelor's level in the curricula of those professions closely related to it in order to promote closer understanding and collaboration.
8. While the objectives and general methods of planning are universal, it must take into account prevailing culture values, traditions, and attitudes in each community.
9. Since the development of comprehensive planning is vital for the promotion of all phases of growth in Latin America, education for planning is needed for the solution of urgent social and economic problems.

^{7/} See - Common Problems - page 15

10. Planning education in Latin America should be stimulated by an inter-American program of promotion and guidance.

Model for a Comprehensive Training Program

Planning covers such broad variety of possibilities that the Mission agrees that: a) no one program of activities can be applicable to all institutions engaged in the teaching of planning; and b) very few institutions will be in a position to carry out all the basic elements that a comprehensive program should embrace. Therefore no attempt will be made to spell out a detailed program of academic, research, and related activities. However, certain major aspects can and should be identified. Planning institutions should be encouraged to engage in as many of them as their individual resources permit, while also exploring the possibilities of joint action, based on a division of labor and responsibilities on the part of centers located near each other.

A flexible program, corresponding to the present and prospective Latin American situation, may well include the following six major types of activities:

1. Comprehensive training for national — regional planning:

This would be offered to graduates in the various professions and would include: a) a basic core in the social and physical sciences (engineering and design prevailing among the latter) most closely related to planning activities, supplemented with courses in disciplines calling for the exercise of a high degree of integration; b) basic planning methods and techniques in such areas as national income, social accounting, fiscal, monetary and trade policies, budgeting, financing, development of regional resources, land utilization, transportation services and facilities, public services, and social research; and c) courses which would permit specialization in various fields, according to the preferences of trainees.

2. Comprehensive training for urban — regional planning:

This would include: a) a basic core akin to that suggested above, but allowing for more concentration in the area of design; b) planning methods and techniques, resembling in general the core recommended under b) for the national and regional levels, but with somewhat less stress on economic planning and more on such areas as master planning, housing and urban renewal, etc.; and c) supervised research in selected special fields, such as municipal engineering, industrial site planning, urban land economics, urban design, and urban sociology.

3. Planning courses for other professions:

A general course setting out the nature and basic elements of the planning process -- and preferably a core of courses leading to a Minor in planning -- should be available to students in the Social Sciences as well as in Architecture and Engineering.

4. Center of applied research:

Such centers should be established to provide materials for teaching and of a more general utility. They would have to rely primarily on planning professionals; but the services of other professionals should be sought whenever required for special projects. This would help to promote inter-disciplinary communication.

5. Planning advisory services:

Active participation of educational institutions in the study of practical problems of specific urban, regional and national development would strengthen the teaching of planning and prevent undue separation of academic personnel from practicing professionals. This type of activity should be undertaken whenever possible -- in coordination with the proposed research centers.

6. Extension activities:

Latin American universities have failed to avail themselves of one of the most striking and effective instruments of contemporary education: extension activities. Their potentialities should be exploited for the following purposes: a) offering regular academic courses for persons interested in taking them on a part-time basis in communities close to the universities; b) offering short, intensive and specialized courses for technical and administrative personnel at various levels to meet pressing needs in certain areas and fields; and c) offering basic information about planning to a wider audience through short courses and seminars for public employees, as well as public lectures and round-table discussions of problems of particular interest to the communities concerned. Such activities could bring together teachers, planners, public officials, professionals working for private enterprises, and civic leaders -- for the discussion of problems of mutual interest.

Proposed Action Program

The problem of limited resources for education in planning reflects the general situation of economic development which calls for action on the part of the universities; conversely, the planning process cannot be improved unless additional resources are marshalled to improve its teaching.

The Mission feels strongly that every Latin American country has the obligation to assume the cost of improved education in planning -- within the limits of its possibilities. Assistance from other sources should be sought only after local resources have been tapped to limits compatible with their orderly and rational allocation among the governments' varied activities; outside sources, moreover, should be sought for programs and projects which may eventually be financed in toto with local funds. These would of course include international activities, cooperatively supported.

Moreover, the investment of national resources in the improvement of education for planning will start paying off immediately. Governments will more than recoup such investments through improvements in the planning process and consequent improvements in the efficiency and productivity of developmental programs.

On the other hand, many Latin American countries today lack funds, beyond those already committed, for investment in education for planning. A well-rounded planning program, however, demands more than the strengthening of university training. The university activities should be inter-related with other lines of action, such as: a) existing and future planning organizations at the three levels of government; b) international organizations; c) professional associations, both national and international; and d) foundations and other private associations.

1. Existing and future planning organizations:

An important, special aspect of public action is that planning organizations must help to create working conditions capable of attracting and retaining the best possible human resources, as well as those which would maintain their personnel's professional proficiency. To that effect it is recommended that they:

- a. Organize personnel services and adopt such policies as would guarantee stability, professional recognition, and adequate salaries to their employees,
- b. Promote the professional betterment of their employees by granting scholarships and other assistance which would allow them to take additional training in planning and related fields of knowledge.

2. International organizations:

It is recommended that international organizations such as UN, OAS and ICA adopt the following measures:

- a. Broaden the bases of their technical assistance programs in such fields as housing, health, education, public administration, agriculture, etc., to include planning activities in those fields, earmarking funds of the various programs to train planners.
- b. Undertake joint efforts aimed at a general strengthening of the universities of Latin America.
- c. Study the possibilities of sponsoring an inter-American program of planning education and research along the following lines:

- Organize a center for research training which would recruit its students on the understanding that upon completion of their studies they will return to their respective countries to teach for at least a specified period.
- Grant scholarships to qualified professionals, public officials and graduate students interested in planning.
- Sponsor economic development research projects to supplement academic training and orient it along practical lines.
- Sponsor applied research in special projects or in those requested by national planning offices.

- Assist educational centers for the development of curricula and other materials related to teaching, "borrowing" specialists for limited periods of time for the successful realization of applied research projects.
- Assist public planning organizations by way of advisory services and the "loaning" of specialists for limited periods of time.
- Organize an exchange service covering publications and other materials related to the teaching and practice of planning for development in Latin America.

Adequately financed, such a program could accomplish its objectives within five or six years, after which the international organizations would revert to their regular technical assistance programs and activities.

3. Foundations and other private associations:

An increasing number of foundations and other private associations offer assistance to educational programs in general and for improvement of the teaching of planning in particular. The following concrete suggestions for assistance on their part would greatly improve education for planning in Latin America.

a. Strengthening of existing programs:

This would involve grants for the improvement of national-regional or urban-regional teaching programs to three or four centers of higher learning. Such grants would carry the condition that the grantees match them with funds, services or additional facilities.

Foundation assistance would be used for:

- Training academic personnel in foreign centers of recognized standing;
- Developing library facilities;
- Starting a program of research to supplement academic training;
- Paying for advisory and visiting personnel;
- Developing teaching aids; and
- Meeting administrative costs incidental to some phases of the project.

The minimum investment of such project is estimated at \$30,000 per year, which would call for a total of \$150,000 per project for the recommended five-year duration of each. The \$30,000 figure would cover the following items:

- Two visiting professors, on a full-time basis, at \$9,000 each \$ 18,000
- Two consulting professors, preferably from the same institutions of the visiting professors, for two one-month periods per year, at \$2,000 each 4,000

-- A two-year scholarship for training abroad of a member of the grantee institution, at \$2,000 per year	4,000
-- Two fellowships for members of the grantee institutions to attend specialized intensive courses of one-month's duration, in foreign institutions, at \$2,000 each	4,000
	Total \$ 30,000

b. Assistance for the development of a Model Program for Teaching and Research:

The Mission has recommended some bases for the development of well-balanced curricula and related aspects of a training program in planning. It now recommends that further detailed studies be undertaken to arrive at recommendations for specific contents and alternatives for action, together with ways and means for putting them into effect. This project, to be completed within two months, would cost approximately \$15,000, in accordance with the following breakdown:

-- Two planners, at \$6,000 each, to cover salary and travel expenses	\$ 12,000
-- Clerical services	1,000
-- Publication of the Report	2,000
	Total \$ 15,000

c. Assistance for Pilot Projects:

As a third major area for which foundations and other private associations could provide assistance, the Mission recommends the development of pilot projects--at least one of them--which would provide planners and teachers from various countries an opportunity to observe and participate in a full planning operation, starting with the identification of problems and ending with the implementation of specific measures to meet them. The nature of the planning process, as well as its methods, techniques and limitations, would thus be illustrated to participants in the best possible way: learning by doing. Each project would involve the following basic elements:

- Selection of a Latin American university as headquarters for the project;
- Participation of other Latin American institutions and at least one North American University.
- Selection of a metropolitan area facing the impacts of an accelerated rate of development and population growth as a frame of reference for the project;
- Participation of educators as well as planners from the Host country and from other nations participating in the project's several phases; and

- Periodic seminars at the conclusion of each stage of the project, to discuss and evaluate what has been done.

Such a project would be immensely valuable in at least two respects: a) practical experience in planning would be acquired by teaching personnel participating in it; and b) it would result in the preparation of a general development plan for the host city or region.

It is estimated that a project of this type could be developed in a three-year period, at a cost of approximately \$80,000 per year in accordance with the following breakdown:

-- A director at \$12,000 per year	\$ 12,000
-- Two professors at \$10,000 each	20,000
-- Three assistant professors at \$8,000 each	24,000
-- Six research assistants, on a part-time basis, at \$2,000 each	12,000
-- Expenses for seminars and other meetings	7,000
-- Related expenses	5,000
	Total \$ 80,000

Thus, at a total cost of approximately \$240,000 per project, a general pattern for the practice and teaching of planning could be developed which would be of help to a number of nations, in Latin America and elsewhere, facing similar problems of underdevelopment.

In the long run, such an investment of funds would make it possible to re-orient the practice and teaching of planning on the basis of a series of criteria which would permit it to enhance its usefulness as an important tool for well-integrated local, regional, national and international development programs.

Summary: The full cost of the proposals for each of the three projects is:

a. Strengthening of existing programs	\$ 150,000
b. Assistance for the development of a model program for teaching and research	15,000
c. Assistance for a pilot project	240,000
	Total \$ 405,000

4. Professional associations:

It is recommended that professional associations give serious consideration to the following:

- a. That SIAP, in order to utilize the full value of the results of all proposals on a continuous basis, establish a clearing house of information on planning education and exchange of experiences among the Western Hemisphere institutions interested in carrying out the recommendations of this report and advise them in their quest for assistance. To that effect, SIAP could serve as a secretariat of an Advisory Commission composed of educators and members of its Board of Directors.
- b. That SIAP, through national planning associations throughout Latin America cooperate with persons and institutions interested in improving the quality of teaching, and act as liaison center in relation to other professional associations and SIAP.
- c. That SIAP, through professional associations in U.S., Canada and other non-Spanish speaking countries in the Western Hemisphere--among them the American Institute of Architects, American Institute of Planners, and American Society of Planning Officials, etc. -- help Latin American programs of education for planning.
- d. That SIAP, through its international relations, stimulates interchange of information with other professional organizations such as the International Federation for Housing and Planning (IFHP), East Asia Regional Organization for Planning and Housing (EAROPH), etc.

PART II

SUPPORTING MATERIAL FOR THE RECOMMENDATIONS

PART II

PLANNING AND DEVELOPMENT IN LATIN AMERICA

Restlessness is widespread throughout Latin America. This is aggravated by the gap that exists between developed and underdeveloped countries, which continues to widen.

Large masses of population, traditionally accustomed to the acceptance of poverty as part of their natural lot, are no longer satisfied with the situation and are exerting unprecedented pressure for a revision of the political, economic and social status quo. The demand for a better standard of living in the form of more employment opportunities at higher levels of income, improved governmental services, and a redistribution of political power-- has for all practical purposes become a continental battle cry. Something must be done about it soon, lest restlessness give way to turmoil. Therefore there is an urgent need to mobilize all national resources and international technical and financial assistance for accelerated economic and social development of Latin America.

Causes Underlying Existing Conditions

The present continental situation is due to many causes, among which the following deserve special attention:

1. Almost everywhere, a wide and ever-widening gap exists between the income-levels of the "few rich" and those of the "many poor."
2. Economic efficiency has lagged considerably in Latin America when compared to that of the so-called "developed" countries.
3. Technological progress has increased tremendously the available stock of desirable goods -- but only for the high income groups. For the low income groups, the net effect of such progress has been an increase of their sense of frustration because of their economic inability to obtain most of the goods and services which should in theory be available to everybody.
4. The past two decades have seen a phenomenal acceleration of population growth. The present annual rate of such growth is approximately 2%, after a century and a half of increase of slightly more than 1%.^{8/}
5. Production has not kept pace with the growth of population, nor have significant measures aimed at the redistribution of incomes; a large proportion of the population's increment therefore joins the already large low income groups.
6. Migration from rural to urban areas has been correspondingly dramatic. The heavy concentration of population in a few major cities in each country main-

^{8/} Furthermore, it has been estimated that during the next 25 years a total of 90,000,000 persons will join the labor force in Latin America -- 25,000,000 to replace those who die or retire with a net addition of 65,000,000 to the existing labor force. Raúl Prebisch, Plenary Session of the "Committee of 21," Bogota, September 8, 1960. Remarks reproduced in the United Nations Review, No. 303, p. 66.

tains a steady growth, although for a number of reasons the provision of services and facilities fails to keep pace with that growth. Living conditions in such cities are therefore generally bad and deteriorating.

All of this and more, accounts for the existence of a large "marginal" population, whose concentration in a few major urban centers in each country results in the exertion of considerable pressure on governments and the several communities.

The Challenge

Responsible circles practically everywhere are now reacting to the challenge which confronts the underdeveloped condition of Latin American countries and in certain cases remedial action is being taken.

At the national level, human and economic resources are being mobilized to fight such problems as illiteracy, undernourishment, poor health and sanitary conditions, housing deficiencies, under-employment, land concentration, and so on. Success has been limited because of a prevailing lack of resources, coupled with the fact that Latin American public administration has lagged behind the levels of performance required by assumption of new areas of responsibility. Yet, the will to succeed exists and is a powerful asset.

Equally encouraging is the fact that most countries have come to realize that the situation transcends national frontiers and calls for international (particularly hemispheric) cooperation in many fields. It is rightly felt that the challenge must be met everywhere throughout the continent, lest failure to do so in some places ultimately affect the entire hemisphere.

At both levels of concern --national and hemispheric-- there is almost unanimous agreement that the way out of the quandary is that of accelerating economic and social development.

The Role of Planning

In that vast and urgent undertaking, comprehensive planning, devoted to the formulation of integrated policies and development programs, will have to play a major and effective role. Scarce economic and human resources must be used systematically and efficiently, so that the continent's tremendous natural resources are used to raise the standards of living to the highest possible level in the shortest period of time.

This is fully realized almost everywhere. As a matter of fact, seven of the ten countries visited have already established national planning agencies which in most cases have undertaken surveys along the lines indicated in the preceding paragraph. But it is being done amid decided shortcomings and limitations --among which the shortage of professionally trained personnel is serious. "Knowhow" is still a scarce commodity in the Latin American planning field, despite past and present efforts to supply it. The obvious need for permanent programs for training Latin American planners creates a corresponding need for planning such programs carefully and in accordance with certain recognized basic principles.

Education for Planning

While planning methods and techniques embody a certain "universal" character which permits their application to any set of facts involving relations between available resources and goals to be attained, it is also true that planning as a government process is bound to affect, and be affected by, locally prevailing values, traditions, and attitudes. Planning decisions are more readily accepted when made by persons whom the community identifies as being a part of it rather than by "outsiders." Hence, a country interested in establishing and developing planning on a sound foundation must strive to create its own permanent staff of professionally trained practitioners.

This does not mean that planning should turn "chauvinistic" or that it should not profit from experiences accumulated elsewhere. Quite on the contrary: its development, both as a process and as a series of techniques, is fostered by the broadest possible exchange of ideas and points of view --particularly so in countries where previous experiences are lacking or recent.

The training of planners will require enlistment of the Latin American university as an active partner of government in the battle against underdevelopment; a grievous mistake would be made if their training were undertaken by institutions below the university's academic level. Planning involves the application, to complex social situations, of principles, processes, and techniques obtained from a number of highly developed but varied academic disciplines; to guarantee acceptable results, its teaching can therefore be entrusted only to centers at the University level.

PRESENT STATE OF THE PRACTICE OF PLANNING

Early Latin American planning developed in response to the rapid growth of cities resulting from migratory movements from rural areas; hence it was established largely at the local level, devoted almost exclusively to urban problems. Regional and national planning, with problems of economic development as their main concern, began to take hold after World War II, in response to the pressures mentioned in the preceding section of this summary.

At the three general levels of planning -- local, regional and national -- each level has tended to develop independently from the others in terms of emphasis as well as administrative relationships. Despite the fact that they share common clienteles and objectives, communication among the several professional and jurisdictional lines has also been conspicuously deficient. The fact that planning in Latin America has developed along a series of parallel lines, professionally and jurisdictionally, accounts for many of its present problems.

National Planning

Eight Latin American countries^{9/} have by this time established planning units at the national or central government level. The scope of activities varies from country to country, but economic development is the major concern in virtually every case.

^{9/} Mexico, Colombia, Ecuador, Chile, Bolivia, Peru, Venezuela and Puerto Rico.

Throughout Latin America, planning at the national level faces three major problems, viz.:

1. Traditionally associated with dictatorial and totalitarian regimes, it is still looked upon with deep suspicion in a number of countries. Its growth is impeded by stubborn resistance, found in both public and private sectors. Adequate financial resources as well as positive enabling legislation are often withheld. Its chances of developing much farther are slim unless an energetic effort is made -- by the university -- to educate the people, public officials, and private enterprise as to its true nature and its compatibility with political and economic democracy.
2. In addition to such mistrust, planning has been consistently fought by established political and administrative interests; as a result it has in many cases been entrusted to units functioning outside of the regular executive establishments. Such semi-autonomous bodies enjoy little communication with, and influence over, the entrenched executive and administrative agencies; for their basic research activities they have not been able to avail themselves of existing technical and administrative resources; they have usually failed to enlist the cooperation of other governmental agencies for "selling" or "executing" their plans, especially where such implementation would affect the established policies and functions of the other governmental units.
3. Preceded historically by its local and regional counterparts, operating independently along self-chosen lines of action, planning at the national level has extreme difficulties in coordinating its activities with those more scattered efforts. Confusion and overlapping, and even conflict among them, are common phenomena, which gives rise to one of the major problems of planning in Latin America. While people everywhere rightly look to their national governments for the main developmental initiatives, those governments are not coordinating plans, programs, and projects with their regional and local bodies. Sooner or later, without smothering the other two types of initiative, national planning will have to provide leadership and the principal directives for the entire process.

Regional Planning

Regional planning is carried out throughout Latin America by public corporations or semi-autonomous commissions, each concerned largely with the development of natural resources within its specific, limited region, and each following its self-chosen paths. While some of these regional units have achieved positive results,^{10/} their present virtually complete independence from national planning is bound to be modified greatly because of the following reasons:

1. Latin America's people demand improvement in standards of living everywhere regardless of regional differences in economic potentiality;
2. The objectives of regional planning must inexorably conform to monetary, fiscal, and trade policies adopted at the national level of government.

^{10/} Particularly in Colombia, Brazil, Mexico and Peru.

Local Planning

As indicated above, local planning has a longer history and is more widespread and developed than are its national or regional counterparts. Nearly all large or otherwise important cities in Latin America have local planning units which almost always concentrate their attention on problems of urban development. They should be credited with having spearheaded the introduction of planning throughout the continent and for the formulation of plans to guide urban development. On the other hand, their urbanistic approach has tended to disregard the relationships between the city and the region and nation of which it forms a part, as well as those between urban development facilities and other basic phases of the entire governmental process -- as for instance in the matter of programming and financing the various aspects of development and their interrelationships. Caracas and Bogotá are dramatic examples of said limitations.^{11/}

THE TEACHING OF PLANNING IN LATIN AMERICA

The Mission was able to visit and to study the curricula of fifty centers of higher learning which offer specialized or incidental training in planning. Besides, it was able to discuss the training programs with faculty members of two other centers which were not visited.

Common Problems

Institutions where planning is taught exhibit similar characteristics and problems in the following major areas: 1) curricular contents; 2) personnel; 3) library facilities; 4) pattern of organization; and 5) economic resources.

1. The quality of academic programs is profoundly affected by a tendency toward over-specialization. Most of the programs offer specialized training in one of two major areas (namely urban and social-economic planning) and with few exceptions no attempts have been made to inter-relate and integrate the several disciplines and fields of knowledge from which planning borrows most of its methods and techniques. This lack of inter-disciplinary coordination, tending to encourage the profession's practice along a series of parallel and unrelated lines, is one of the truly important handicaps of planning education in Latin America. Awareness of the problem exists everywhere and in some places steps have been taken to remedy the situation at least in part.^{12/} But much remains to be done.

^{11/} These two cities started plans for the improvement of traffic facilities; one faces the problem that after making heavy outlays of capital over a number of years, even if the plan is completed they would not be able to cope adequately with projected demands on the systems. In the other city the completion of its major circulation system would require additional outlays of capital far beyond its fiscal resources. These examples bear not-too-mute testimony of the consequences of unbridled and overspecialized planning.

^{12/} Particularly noteworthy in this respect are the initiatives undertaken by the Economic Planning Center of the University of Chile and the Urban Research Center of the University of Sao Paulo (Brazil), both of which are bringing together professionals from various fields in research and study projects.

2. The lack of trained planners is equally serious. Teaching is done largely by recent graduates who lack practical experience, while at the same time universities have to share their "old pro's" (of whom there are not many!) with governmental agencies and private enterprise.

A limited number of scholarships are made available by international and other public and private organizations, but these have not been profitably used to train planning personnel because most countries have not been able to evaluate their needs for trained human resources.

Again, noteworthy initiatives have materialized in some countries -- especially in Colombia, Venezuela and Peru -- but the overall situation remains basically deficient and calls for prompt remedial action.

3. Text and reference books, as well as materials for training planners are scarce. The two main problems in this respect are: a) most available materials of a professional nature are written in "foreign" languages; and b) materials applicable to the situation of Latin America are scarce. Sporadic attempts have been made to translate foreign-language texts and to develop materials for local and hemispheric use; but the deficiency remains almost everywhere.^{13/}
4. Planning has been assigned a secondary or subsidiary position in the organizational structure of most Latin American universities, finding itself in most cases attached to "traditional" disciplines and faculties.^{14/} Consequently it has been unable to generate its own dynamics and to develop its own outlook and objectives. It has been additionally affected by the traditional rigidity of the university organization, which in general tends to foster competition rather than cooperation among the faculty departments or schools of the university.

It must be pointed out once again that responsible circles are conscious of the problem and steps are being taken in several places (notably at Colombia's Cauca Valley University) to cope with it. However, much more needs and should be done in this direction.

5. Inadequate economic resources are at the base of most such problems, besides accounting for others which have not been dealt with. The dearth of economic resources is both relative and absolute: relative in that resources assigned to education for planning compare unfavorably with those assigned to other academic areas; absolute in that they are quite limited in themselves.

Planning Education Centers

Of the fifty-two centers which were studied, only the following four devote themselves exclusively to the training in some aspects of planning and related fields: 1) the Institute of Urban and Regional Planning of Peru, 2) the Economic Planning Center of the

^{13/} There is one notable exception: the Inter-American Housing Center (CINVA), at Bogotá, which has an excellent library on housing and planning, has also produced excellent materials related to the housing field.

^{14/} (architecture, engineering, economics, etc.)

University of Chile, 3) the Institute of Advanced Urban Planning of the University of Buenos Aires, and 4) the Inter-American Housing and Planning Center (CINVA) at Bogotá^{15/}

Concerning them, the following general observations can be made:

1. Academic curricula tend to be highly specialized in accordance with prevailing professional interests in each institution.
2. The tendency to cater to local, national or regional planning clienteles aggravates the problem of over-specialization.
3. They have not trained anywhere nearly enough planners to meet even present demands for specialized personnel.^{16/}

In general, curricula have been revised to broaden their professional scope; sharp distinctions of the planning process in terms of national, regional and local emphasis have been relaxed to some extent; and additional resources have been assigned to the first institution.^{17/}

Projects Under Organization or Study

Five countries-- Venezuela, Colombia, Chile, Brazil and Puerto Rico-- contemplate the expansion of existing programs by establishing seven new centers devoted explicitly to the teaching of planning.^{18/} In some cases plans call for the initiation of activities within the near future. Leading features of these projects are the following:

1. The Venezuelan project will broaden considerably the professional scope of teaching and research program; it aims to provide a comprehensive approach to planning for development.
2. Two of the Colombian projects will concentrate emphasis on regional and local planning while the third is geared to provide trained personnel for the three levels.
3. The Chilean project is specifically aimed at strengthening local planning and administration.
4. The Brazilian project will be concerned primarily with urban and regional plan-

^{15/} CINVA is a hemispheric institution, sponsored by the OAS with cooperation from the Colombian government.

^{16/} A study made in 1956 indicates that Latin America had a total of sixty (60) trained planners engaged in urban and regional planning, as against an estimated need of approximately six hundred (600). Violich, op. cit.

^{17/} The Peruvian Institute's reorganization was undertaken at the request of the national government; its main lines were suggested by a UN-OAS Technical Mission; and its implementation is being carried out under an agreement of cooperation between the Peruvian government, OAS and Yale University. It illustrates the lengths to which hemispheric cooperation could go in the matter of furnishing assistance.

^{18/} Three of these projects are in Colombia.

ning, but its curriculum will be characterized by a comprehensive approach. (Sponsored by the University of Sao Paulo)

5. The Puerto Rican project is designed to provide a first-year comprehensive approach, with optional specialization in local or regional planning during the second year.

Courses Related to Planning

All the institutions covered by the survey offer planning courses in various specific fields -- such as architecture, engineering, economics, public administration, and social sciences. Some of them have already a "core" of courses which could be easily expanded to provide full professional training in planning or in some of its aspects.

The main features can be summarized as follows:

1. Education for planning has to compete for very scarce resources with many other claimants and does not generally fare too well in this battle.
2. Planning is an inter-professional discipline, however the curricular contents tend to be heavily weighed in favor of the fields of interest of sponsoring faculties, thereby making it difficult for planning to obtain the full cooperation and participation of other professions.
3. Although lectures and seminars prevail insofar as methodology is concerned, research and on-the-spot accumulation and application of experience are gaining significant holds in several institutions as necessary complements of academic training.
4. Political science and public administration centers are offering increasing attention to planning as part of their academic programs.

Two institutions merit special mention for the arrangements under which they operate: the Central American Advanced School of Public Administration (ESAPAC), with headquarters in San José, Costa Rica, and the Economic Commission for Latin America (ECLA), with headquarters in Santiago, Chile.

ESAPAC, sponsored originally by the UN within its technical assistance program, is now financed through a five-national agreement involving Costa Rica, El Salvador, Guatemala, Honduras, and Nicaragua. The UN provides scholarships for students admitted by ESAPAC. These are selected carefully, go through an intensive period of academic training as part of which they are required to work on a problem of special interest to their countries of origin, and are finally supervised by School personnel upon returning to their countries of a period of approximately six to eight months.

ECLA, the United Nations regional economic commission for Latin America whose main task is that of economic research and advising countries in matters of economic development, has been conducting a special training program at Santiago de Chile which consists of a) a four-month basic training period on general aspects of economic development and b) an additional four-month period in which students may specialize in the programming of economic development, industrial development, transportation services, public works, or budgetary and financial services.

ESAPAC and ECLA provide two important illustrations of what international organizations and cooperation can accomplish in educational undertakings.

Summary

One of the major problems of planning in Latin America is that it has developed along separate lines, both professionally and jurisdictionally, with little communication and cooperation between them. Remedial action is called for in order to promote a) a well-balanced and comprehensive approach to planning from a professional point of view; b) the integration of planning with the executive establishment as one of its "regular" processes; and c) a higher degree of coordination of the planning aspects among the three levels of government.

The solution of such problems calls for executive leadership and enabling legislation. However, in the long run these will not suffice unless prodded and backed by a well-informed public opinion and a professionally trained corps of planners. Education for planning therefore merits a high priority everywhere.

