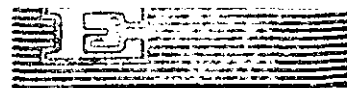


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OF PLAN IMPLEMENTATION

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Item II of the provisional agenda

ADMINISTRATIVE PLANNING FOR ECONOMIC AND SOCIAL
DEVELOPMENT IN LATIN AMERICA

Paper presented by the secretariat of the
Economic Commission for Latin America

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1. Economic planning and administrative planning

It is generally agreed that in Latin America planning is necessary to accelerate the raising of economic and social levels to levels of greater well-being, since it must be a deliberate, consistent, and well-balanced change.

Public administration is part of the social structure which it is planned to change. In the developing countries, moreover, it is one of the social elements stimulating or arresting change, because it has a basic role in the whole process.

The improvement of present public administration levels as part of the development process also should be achieved through deliberate, consistent and well-balanced action.

In order to expedite such social change, the same principles of scientific analysis as those applied in accelerating social change in other areas should be applied to public administration. This is done by administrative planning.

Administrative planning is the continuing process whereby administrative goals are established for attainment within a given period through policies, plans and the efficient use of existing administrative resources with the ultimate aim of improving administrative levels.

If the principles of scientific analysis are applied, administrative planning must begin with a thorough examination of the actual administrative situation. Alternative courses of action are then carefully programmed, the most feasible are selected and applied, their progress supervised and deficiencies remedied, and the results are periodically and finally evaluated.

Administrative planning consists of plans, programmes and projects. When these form part of planned economic and social development, they should be an integral part of the development plans, programmes and projects in all areas subject to planning and they should have the same goals.

An administrative development plan is an integrated and co-ordinated group of administrative modernization programmes in a specific order of priority. They should be clearly defined and should include a statement of the purposes, objectives and targets, the policies, the resources to be utilized, the order of priority, the period covered, and the methods and procedures for efficient implementation.

/An administrative

An administrative development or modernization programme forms part of a plan consisting of an integrated and co-ordinated set of projects, which is generally carried out in an administrative sector.

A sector comprises a whole group of administrative and ancillary activities which require integral and specialized treatment.

An administrative planning project involves the preparation and presentation of administrative data as a basis for choosing between alternative uses of administrative resources.

These elementary concepts regarding administrative planning are virtually unknown in the most of the Latin American countries. A careful review of the over-all and sectoral development plans prepared in the region usually shows that very little thought has been given to this question.

Some countries are just beginning to make a study in depth of these policy and administrative aspects of development, and a few have succeeded in integrating economic and administrative planning.

It is encouraging to note that some of the studies on administrative planning in Latin America are the outcome of a serious effort to apply the principles of administrative theory to the national development process.

It must be admitted, however, that these principles have only recently been introduced into the scientific and professional spheres of these countries. In a few of the countries, their validity is disputed; in others they are beginning to be applied somewhat sporadically; but in some instances these concepts have already made a valuable contribution to national progress.

This is understandable in so large a region as Latin America, with its wide range of political and social nuances. It is the course which all new disciplines have to follow before they can become firmly established.

2. The objectives of administrative planning

An examination of the evolution of public administration in the Latin American countries reveals that in everyone of them, throughout their existence as republics, there have been many changes in the division of authority and responsibility among the different branches of the State and that government institutions and functions have been established, reorganized or discontinued with great frequency. That is how governments grow.

/Until a

Until a few years ago in some countries, and right up to now in others, these changes have evidently not been brought about by a consistent expansion and re-organization plan, but have simply reflected additions to the existing structure. It was not until a few years ago, when administrative planning was introduced as a government function, that some countries began to show signs of more consistency in their decisions on administrative reform. Nevertheless, these signs, although significant, are still the exception rather than the rule.

In some cases the only aim of administrative reform was to increase the effectiveness of government action and to overcome obstacles that were fairly easy to indentify. The implications of these changes for national development were taken into account only indirectly, and the reforms were quite unrelated to economic and social programming.

In such cases, administrative reform was advocated as an aim in itself and administrative planners were actuated solely by enthusiasm for the new principles of rationalization underlying the administrative theory that had been recently introduced into the scientific and technical spheres of their countries.

Recently, because of the importance assumed by economic and social planning, and because of the administrative obstacles such planning has encountered, an attempt has been made to co-ordinate administrative planning with economic and social planning. Thus, its objective is changing, and instead of being an end in itself, administrative planning is gradually becoming a useful element in the development process. This new trend represents an attempt to apply the principles of administrative theory to the countries' development efforts.

The new approach has greatly influenced the content of present programmes of administrative reform. Formerly, the establishment, modification or elimination of ministries and public institutions were studied with the aim of re-organizing and grouping similar functions and facilitating co-ordination within the institution. Their efficiency in handling a new State function was the basis on which autonomous bodies were set up or abolished. The Governments sought to introduce financial management procedures which would yield more revenue to finance its traditional activities and they tried to improve their supervisory procedures in order to reduce tax evasion.

/The linkage

The linkage of long-term administrative planning with economic and social planning provided an entirely new approach. It was aimed at achieving maximum efficiency in the use of administrative resources at all stages of economic planning with a view to accelerating development, increasing the productivity of inputs so as to increase the output of goods and services. This type of thinking gives administrative planning a new raison d'être, and its usefulness can be easily appreciated.

3. Acceptance of a new process

Latin America's experience of administrative changes linked with economic and social development is relatively recent. Formerly, any decisions relating to reform nearly always resulted in sporadic action to re-organize isolated segments of the State machinery in order to solve certain obvious and easily identifiable problems of governments with a fairly simple structure and the traditional services of a liberal State; but the situation has changed in the last few decades. Countries have started on the path leading to development, and the State has become the motive power of this process and the major supplier of goods and services. To fulfil its new function it has become an increasingly complex entity.

The new functions and duties gradually assumed by the State could not be carried out immediately and smoothly by State machinery which was not prepared to take on those tasks. The transition from a traditional State to a new, dynamic and flexible State which will act as a guide, promoter and executing agency for development purposes should be slow, since the change involves not only economic but also political and social issues. All social change takes time because it implies a change in attitudes, customs and habits which are deeply rooted in society.

The process of political and social evolution towards a modern State capable of solving Latin America's serious development problems has been deliberately accelerated. The adoption of planning by nearly all the countries of the region is a significant step forward towards the modernization of their administration, since planning is designed to rationalize policy and action. It is intended to ensure that the best possible use is made of the resources of a country or a region with a

/view to

view to achieving a faster growth rate and improving the social and economic levels. Nevertheless, it was hardly to be expected that a discipline based on rational and efficient methods could easily be introduced into government sectors which were usually inefficient because inefficiency is a feature of under-development. No social change is ever achieved without overcoming obstacles.

Opposition and resistance to planning and change have frequently come from the traditionally powerful political and financial groups inside the Government itself, which often have a decisive influence in framing State policy. "This discipline entails, both for political leaders and for civil servants, a severe limitation on the leeway for negotiation and influence available to them for strengthening their political positions."^{1/}

The problems which have delayed the acceptance of planning in Latin America cannot, however, be blamed entirely on the resistance to change and the distrust of the conservative politicians. Planners should ask themselves also whether a good many of the obstacles may not have been created by their own lack of experience in handling a new and complicated procedure. All too often, planning has been highly theoretical, involving the use of models and other technical methods which were often over-complicated without an adequate amount of information in primitive economies.

The political cost of choosing one economic proposal in preference to another has often been ignored, regardless of the fact that it is the politicians who take government decisions.

Nevertheless, despite initial opposition and the mistakes of the planners themselves, planning has made a valuable contribution to progress in the region. Already in several countries there is a greater tendency to make a detailed study of possible courses of action before the adoption of important government decisions. This analysis is often performed by planning offices, which have been set up in the last few years in nearly all the countries of the region. Without the establishment of planning institutions, the Governments could not have carried out their essential task of giving directives.

1/ Germánico Salgado, "First attempts at planning in Latin America: notes on an experiment", (E/AC.54/L.19) United Nations Committee for Development Planning, March 1967, p. 11.

A start is being made also with the co-ordination of government action in Governments where, until recently, sectoral decisions were adopted on a unilateral basis.

Moreover, planning gave new groups of specialists and leaders with an increasing influence on the framing of State policy access to the Government. Their above-average level of education and constantly increasing fund of experience are bound to make for more efficient government action as they themselves become surer of themselves and more mature.

Planning experience in the various Latin American countries is not all so encouraging. There are some notable exceptions where planning has retained its initial rigidity. Although in some cases the first milestone - institutionalization - has been passed, planning agencies "have remained somewhat aloof from the administrative mainstream and this trend has had to be halted. Very often the rest of the administration continues to operate on the old patterns; decisions are taken without proper liaison with the policy-making machinery".^{2/} Unqualified optimism is therefore ruled out. There is still a long way to go before planning is really fully accepted in Latin America.

4. The strategy of administrative planning

One of the most important points to define in administrative planning is the strategy to be used in introducing government modernization measures and really achieving the social changes required. In spite of its importance, this strategy has been little discussed hitherto and, in many cases, those who are pressing for reform do not seem to have attached much importance to studying a strategy or to earlier proposals for reform.

Should total reform be attempted or should it be progressive and partial? Should it begin with the modernization of the central government in order to improve its capacity to formulate and guide economic and social development policy, or should efforts be concentrated on the decentralized autonomous bodies of the public sector, which are in a position to carry out programmes and projects more independently and flexibly? Or should the

^{2/} Ibid.

emphasis be on municipal governments, whose services have a direct impact on the well-being of the community? Should the reform be backed by broader powers than those normally held by a constitutional government, such as emergency powers requested for the executive, i.e., vertical action from the top downwards to break down resistance, or could it be carried out through the inculcation of new ideas for which support would be enlisted among the social groups represented in the government, particularly at the grass-roots level? Would it be best to await a favourable political situation before starting on modernization or should this be an eminently specialized process altogether removed from the political scene, in which other means, such as the budget and the national development plan, would be used to introduce the changes?

All these and many other questions are of basic importance for the success of administrative planning. Yet a review of the reforms attempted in the region gives the impression that in many cases the strategy had not been properly analysed and was not sufficiently clear-cut. At times there were a number of factors favourable to the reform movement which seemed likely to ensure its success: government support, financial resources, local trained personnel, sufficient external technical assistance, and public interest; nevertheless, after a promising start, the programme lost its impetus and came virtually to a standstill or even ceased altogether. Why did this happen? Often because there was no clearly defined long-term strategy attuned to the political and social set-up of the sector was being modernized.

Some of the plans of administrative reform in Latin America devote only a few lines to this vital point. Others omit it altogether, possibly because it had not been properly analysed.

In one plan it is stated that priority will be given to strengthening executive capacity. This will entail the re-organization and modernization of traditional methods, and specific organizational and staffing improvements in order to carry out new public functions. High priority will be given to the introduction of administrative and executive improvements with a view to carrying out the additional public functions envisaged. Although the aim is to effect improvements at all levels, it will be necessary to

/select certain

select certain key areas and concentrate on making substantial improvements in their administration and organization. These could serve also as a starting-point for other improvements.^{3/}

In other words, the objective of the plan is to increase the Government's executive capacity by improvements in working methods, organization, and staff; this would be attempted at an over-all level, but would begin by a concentration of efforts on points which might have a multiplier effect on reform.

In another case it is stated that economic progress is largely dependent upon a sound administration and it is a matter of urgency to promote the legal, structural and methodological reforms required to provide the country with a suitable and efficient administrative machinery. Reforms are necessary and should be carried out; there is general agreement regarding the urgency of an all-out attack on bureaucracy and the inefficiency of the State administrative machinery, because it is recognized that an administration which is sound in structure and can perform guiding functions is a prerequisite of development. The crux of the problem seems to be the philosophy underlying the actual reform, namely, the character, strategy, methods, and scope of the reform itself.

The term "thorough reform", which is considered of basic importance for economic and social development, must be interpreted as a complete overhaul or modernization of the administrative machinery and its components, both human and structural. Reform does not mean that a dynamic modern structure concerned with economic procedures will be added to or superimposed on the traditional bureaucratic administrative structure, but rather that the existing structure will be altered and improved. It is not simply a question of re-organization, of subdividing, merging or eliminating offices, improving working methods, mechanizing, rationalizing, and effecting budget savings, or reducing staff. Although all this is necessary, it would not be enough, or the results would not

3/ National Economic Planning and Co-ordination Council, Plan de la Nación para el Desarrollo Económico y Social 1965-1969, El Salvador, 1964, pp. 575-576.

be lasting unless all the other elements which give life and substance to the State administration are also taken into account. Thorough reform means a complete change of attitude at all levels...^{4/}

In this case the strategy conceives a large-scale over-all and integral movement to re-organize all the components of public administration in a sweeping social reform.

Another administrative modernization plan states that it is necessary to undertake an over-all programme for improving administrative sectors that are vital for economic development, where up-to-date administrative techniques may have most effect in solving the most pressing problems.

Although a partial solution adopted in one administrative sector might be far-reaching and have favourable results, it could hardly set the whole Government on the path of reform. Reforms cannot be made separately or haphazardly, without co-ordination or an over-all approach, for there would then be a risk of merely transferring problems from one sector to another.

Substantial changes in a country's public administration can be achieved only by tackling simultaneously all the obstacles in their way and basing the reform on administrative planning embracing all sectors.^{5/}

This represents over-all reform, though limited to public administration sectors which are important and have direct influence in the development process, modern techniques being applied wherever they may have the greatest impact. Balance and consistency are achieved by administrative planning.

Brazil is perhaps one of the few Latin American countries where the strategy for administrative reform has been studied in the light of experiments which have been carried out over a sufficiently long period for it be possible to make a valid examination of trends over three decades.

^{4/} National Office for Rationalization and Training in Public Administration (Oficina Nacional de Racionalización y Capacitación de la Administración Pública - ONRAP), Diagnóstico de la Administración Pública Peruana y Propuestas de Reforma, Lima, Perú, 1965, pp. 2-3.

^{5/} National Economic Planning and Co-ordination Board (Junta Nacional de Planificación y Coordinación Económica), Plan General de Desarrollo Económico y Social, vol. I, book two, chapter IV, Quito, Ecuador, 1963, p. 294.

In 1937 one of the most interesting reforms witnessed in the region took place in Brazil, with the establishment of the Administrative Department of the Public Service (Departamento Administrativo do Serviço Público - DASP). Following a special strategy, the executive functions were centralized in this department and were gradually converted into stringent controls in an endeavour to institute a vertical reform from the Office of the President of the Republic downwards to all other government levels.

Some claim that "it was the selection of a strategy of control and centralization that led to the failure of administrative reforms, and to the downfall of DASP, conceived to be the vehicle of reform. The agency became a target for hostility and frustrations, both political and administrative. Considerable conflict with government agencies resulted, especially with the Ministry of Finance ...^{6/} because of its rigid adherence to the merit system and other structures".^{6/}

The DASP reform was authoritarian in character and was carried out by a technical élite which for a long time held a monopoly of the skills that were the ideological basis of the reform. It was not a process in which new ideas spread to other government levels, which is perhaps, why it failed.

The use of an authoritarian rather than a persuasive strategy explains why the administrative reform movement in Brazil was most successful only under exceptional political conditions and it suffered its most serious setbacks after the democratic system was re-established.^{7/}

It is worthwhile considering whether or not this strategy was conscientiously applied, or whether in fact no proper strategy was worked out and it merely grew out of the needs and pressures of the political and social period through which the country was passing when DASP was organized.

^{6/} Gilbert B. Siegel, "The Strategy of Public Administration Reform: The Case of Brazil", Public Administration Review, American Society for Public Administration (ASPA), vol. XXVI, N° 1, March 1966, pp. 53-54.

^{7/} Kleber Nascimento, "Reflexões sobre estratégia de reforma administrativa: a experiência federal brasileira", Revista de Administração Pública, Fundação Getúlio Vargas, N° 1, Rio de Janeiro, 1967, p. 23.

This is not the only case where, for want of a clear flexible strategy that might be easily applied under the social, political and economic circumstances prevailing in a country, the invaluable efforts to modernize the administration were not so fruitful as might have been expected.

Latin American experience shows that administrative planning should definitely include a careful examination of the strategy to be used, because of its importance for the success of reform programmes.

5. Methodology

Administrative planning should be carried out on systematic lines. It should start with a careful examination and analysis of the public administration in order to determine its structure and problems. These problems should then be quantified and classified by order of importance. How can reforms be introduced without a clear knowledge of what has to be reformed?

The next step is the over-all programming of the reform. This involves the establishment of general objectives and policies, linking one sector with another, estimating the resources required, assigning priorities, and choosing a long-term strategy for achieving the proposed objectives.

This is the frame of reference for medium and short-term action.

Next comes the sectoral analysis and programming of administrative reform, beginning with the priority sectors in the national development activities. Since each sector is programmed as part of a fairly uniform and consistent whole, they are not separate compartments acting independently of each other. In certain areas, a network of inter-relationships makes it impossible to draw a clear dividing-line between them. These inter-relationships should also be determined, analysed, and taken into account in sectoral administrative programming.

Once a clear view is obtained of the over-all and sectoral administrative pattern, the reform should be initiated by carrying out specific well-prepared projects correctly in each sector.

/Rarely do

Rarely do favourable situations arise where all the political, social and economic factors permit the launching of an over-all administrative reform programme that is likely to be successful within the short or medium term. In most cases, because of the wide sphere of action, the obstacles to be overcome, and the shortage of human and financial resources, it is advisable to undertake reforms wherever they are most urgently needed, especially in areas which, in turn, may become nuclei providing the driving force for broader, more far-reaching and more dynamic reforms.

This is no haphazard attack on isolated areas. The goals at this stage are those established in the over-all administrative plan - the general frame of reference for partial action - and they are pursued by means of clearly defined sectoral programmes. Reform generally has to start with whatever projects are politically and administratively feasible, and therefore have the best chance of success; the resources available must be used rationally so as to produce a multiplier effect which will speed up administrative reform.

Political, economic and social circumstances will also influence progress in carrying out plans of administrative reform. There will be times, more favourable than others, when reform will forge ahead. With no more than a ready-prepared outline of systematic action, it should be possible to make full use of those generally fleeting moments, which are often wasted because programming is not begun until they are actually there, or, worse still, because action to modernize the administration at the over-all, sectoral or project level is initiated without any proper programming, and without clear-cut goals or adequate resources, with the discouraging results that might be expected.

The programme of action should remain flexible throughout its implementation. It is vitally important to appraise the progress of the reform, by making periodical comparisons with the original plan. Adjustments must be made to the original over-all and sectoral scheme with the emergence of new factors which cannot easily be foreseen at the outset. In other words, the original plan must not be rigid. On the contrary, because administrative reform is a dynamic process and because it must be carried out in the political and social sphere, action to achieve it must always respect the principle of innovation inherent in a constantly changing society.

/This does

This does not mean that the original plan should be abandoned or so altered that it will be rendered completely useless. On the contrary, by keeping the situation under constant review, and supervising and adapting the programme, it should be possible over the short, medium or long term to achieve the original objectives, which, taken together, amount to nothing less than nation-wide administrative reform.

6. Resources

(a) Human resources

The need for skilled manpower to carry out supervisory functions has been widely recognized by development planners. Practically all the Latin American universities have faculties of economics which train economists for the civil service. These specialists and other groups of technical experts have aroused interest in development planning in the countries of the region and secured the increasing adoption of this procedure in a number of cases, thereby making a valuable contribution to progress in their respective countries.

As planning evolved, it was found more and more necessary to make it an inter-disciplinary procedure, not only at the over-all level of programming but also at the sectoral level and that of project formulation and implementation. In recent years, a growing number of doctors, engineers, architects, educators, and sociologists have received training and carried out worthwhile experiments in planning.

ECLA (since 1950) and the Latin American Institute for Economic and Social Planning (since 1962) have done useful work in training a growing number of Latin American planners who now hold key positions in their countries' development activities.

Administrative planning, like economic planning, requires skilled personnel. Without properly trained staff it is impossible to carry out specialized studies or suggest solutions for complex problems which as has already been said, cannot be solved by goodwill alone.

Analysis in the administrative field is based on specialized investigation of the components of the administration and of the political, economic, and social environment in which they operate. The shortage of qualified administrative staff is the reason why "too little research has so far

/been done

been done on the exact role of the administration in the development process to have a clear indication as to what kind of administrative organization, structure, and procedures might be most appropriate".^{8/}

Nevertheless, no great effort has been made in Latin America to train technical experts in administrative reform. Little importance is attached to it and negligible resources are appropriated for the purpose. The reason is that this subject does not lend itself to spectacular political action likely to reap immediate benefits. The whole problem is so vast that immense financial and human resources are needed to resolve it, and few Governments have had the courage to tackle the problem with energy and decision.

Several countries have virtually no specialized administrative personnel of their own and they try to fill the gap with foreign specialists who do not have the thorough knowledge of the real political, administrative and cultural situation which is essential to the planning of administrative reform.

Even technical planning agencies in most countries lack skilled personnel. This is one reason why they have so often failed to make a serious study of the administrative problems of development and there has been no detailed evaluation of the operational capacity of public institutions to ascertain whether or not the agencies concerned were really capable of implementing the proposed plans, programmes and projects. It seems to have been taken for granted that they operate efficiently, although it is plain that the national public administrations are actually out-dated and inefficient.

It is not always realized that development planning goes far beyond simple economic planning, and that political, cultural and social factors, which have far more subtle and unpredictable implications than economic factors, have an important part to play in it. The social and political factors include administrative factors, which are not confined, as some planners appear to believe, merely to adapting the administrative structure to programme and project requirements but are much more than that, i.e., complex problems of social change.

^{8/} F.J. van Hoek, "The administration of planning", Education for Development Administration, International Institute of Administrative Sciences, Brussels, 1966, p.102.

If the central economic planning agencies in Latin America, with few exceptions, still lack skilled administrative personnel, the problem is even more serious in the case of sectoral agencies and regional and municipal programming bodies.

However, the following signs indicate that the present serious situation may be expected to take a turn for the better:

- (i) The recognition, in several national development plans and other documents on development planning, of the importance of administrative analysis in dealing with the administrative problems encountered in all phases of the planning process, and especially during implementation;
- (ii) The growing idea that administrative problems, like any other complex development problem, should be dealt with by skilled personnel, whose activities should form part of an over-all inter-disciplinary effort;
- (iii) The knowledge and analysis of the results of the first experiments in administrative planning carried out in certain countries, which, though not all satisfactory, are exceedingly useful;
- (iv) The entry into the civil service of the first graduates in public administration from institutions of higher education, which in some countries have started to promote programmes of reform.

It is interesting to note that this growing interest in administrative reform has been accompanied in the last few years by the organization of administrative training centres in most countries of the region, as shown in table 1. Since this also is a recent movement, the training facilities are not yet fully developed.

The main difficulties may be summed up as follows:

- (i) Training programmes are seldom based on a proper diagnosis, analysis, and quantification of the kind and amount of training still needed for civil servants;
- (ii) Training is often given haphazardly and without establishing essential priorities according to the needs of development plans, programmes and projects;
- (iii) Since there is no research into or analysis of the training, very general courses are given to persons who often have no opportunity of applying the knowledge they acquire;

Table 1

PUBLIC ADMINISTRATION TRAINING INSTITUTIONS IN LATIN AMERICA AND THE CARIBBEAN AREA

Country	Institution	Agency	Location	Year esta- blished	Type of training						Research	
					Execu- tive	Profes- sional	Post grad- uate profes- sional	Short in- serv- ice courses	Public admin- istra- tion	Busi- ness admin- istra- tion		
	<u>National Programmes</u>											
Argentina	Ministry of Finance	Civil Service Training Department	Buenos Aires	1958				X	X			
Bolivia	Ministry of Finance	Civil Service Department	La Paz					X	X			
Brazil	Government of Brazil Fundação Getulio Vargas	Brazilian School of Public Administration	Rio de Janeiro	1945	X	X	X	X	X	X	X	
Chile	Universidad de Chile	School of Political and Administrative Sciences, Faculty of Law and Social Sciences	Santiago	1955		X				X		
	Universidad de Chile	Institute of Administration (INSERA), Faculty of Economics	Santiago	1950		X	X	X	X	X	X	
Colombia	Government of Colombia	Advanced School of Public Administration (ESAP)	Bogotá	1958		X	X	X	X		X	
Costa Rica	Universidad de Costa Rica	Department of Administration Faculty of Economics and Social Sciences	San José		X			X				
	Civil Service Administration	Training Department	San José	1953				X	X			
Dominican Republic	Universidad Nacional Autónoma de Santo Domingo	School of Public Administration, Faculty of Economics	Santo Domingo	1966		X				X		
	Technical Bureau of the Office of the President	National Office of Administration and Personnel (ONAP), Training Department	Santo Domingo	1965				X	X			
Ecuador	Universidad Central del Ecuador	School of Administration, Faculty of Economics and Administrative Sciences	Quito	1958		X				X	X	
	Universidad Central del Ecuador	Institute of Administrative Studies attached to the School of Administration	Quito	1963	X			X	X	X	X	

Table 1 (continuation)

Country	Institutions	Agency	Location	Year esta- blished	Type of training						Research
					Execu- tive	Profes- sional	Post grad- uate profes- sional	Short in- serv- ice courses	Public admin- istra- tion	Busi- ness admin- istra- tion	
	<u>National Programmes</u>										
El Salvador	Universidad de El Salvador	School of Public Administration, Faculty of Economics	San Salvador	1966		X				X	
	Ministry of Finance	Department of Administrative Studies	San Salvador					X		X	
Guatemala	Government of Guatemala	National Institute of Development Administration	Guatemala City		X		X			X	X
	Technical Bureau of Public Administration in the Office of the President	Centre for Technical Training	Guatemala City	1967				X		X	
Guyana	University of Guyana	Faculty of Public Administration	Georgetown			X				X	
	Ministry of Education	Training Division, Civil Service Training Centre	Georgetown	1964				X		X	
Honduras	Government of Honduras	National Institute of Public Administration	Tegucigalpa					X		X	
Mexico	Universidad Nacional Autónoma	School of Political and Social Sciences	Mexico City	1958 (started to teach public administration)		X				X	
	Mexican Institute of Public Administration							X		X	X
Panama	Universidad de Panamá	School of Public Administration and Business	Panama City			X				X	
Paraguay	Universidad de Asunción	Paraguayan School of Public Administration	Asunción	1959		X		X		X	X
Peru	Office of the President	National Office of Public Administration Rationalization and Training (ONRAP)	Lima					X		X	X
Trinidad and Tobago	University of the West Indies	College of Arts and Sciences	St. Augustine	1963						X	
Uruguay	Universidad de la República	School of Public Administration, Faculty	Montevideo	1962		X				X	
Venezuela	Civil Service Commission	School of Public Administration	Caracas				X	X		X	

Table 1 (conclusion)

Country	Institution	Agency	Location	Year esta- blished	Type of training						Research
					Execu- tive	Profes- sional	Post grad- uate profes- sional	Short in- serv- ice courses	Public admin- istra- tion	Busi- ness admin- istra- tion	
<u>International Programmes</u>											
Central America and Panama	Governments of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama, and United Nations Special Fund	Central American Institute of Public Administration (ICAP)	San José Costa Rica and courses in the different participating countries	1954	X			X	X		X
Latin America	Government of Brazil and Inter-American Development Bank (IDB)	Inter-American School of Public Administration	Rfo de Janeiro Brazil	1964				X	X		X
Latin America	Latin American Faculty of Social Sciences (FLACSO), Latin American Governments, UNESCO and IDB	Latin American School of Political Sciences and Public Administration	Santiago, Shile	1966			X		X		
Latin America	Government of Argentina and Organization of American States (OAS)	Inter-American Centre for Training in Public Administration (CICAP)	Buenos Aires, Argentina, and courses in the different participating countries	1966				X	X		

(iv) Almost nothing is known about the type of training that should be given at the different levels of the public administration.

For example, it is expected that specialists or executives capable of framing policy and directing micro-analysis and administrative reform activities can be trained through short in-service courses although it is doubtful that this type of training programme "can provide 'a comprehensive understanding of the development field'. This requires a solid academic course as early as possible in the career, and continuous study and experience throughout the career".^{9/}

(v) In several countries there is no university education in public administration. It is therefore impossible to find specialized personnel with enough training to undertake planning or to form the necessary number of well-trained university teachers;

(vi) There is often complete ignorance of the difference between academic training in the science of public administration and in-service training. Although both are essential and complementary, it frequently happens that only the second type of training is used to make good the shortage of human resources for administrative development.

The Latin American countries need a type of personnel that is in very short supply in the region: the university-trained professional administrator, who is capable of advising the Government on the administrative reform policies to be included in the development programmes, and of assuming an executive post in the public sector. A specialist of this kind should have a broad understanding of the new concepts of economic and social development, and should be able to relate them to the political and administrative principles underlying the management of the business of the State. He should also have a wide knowledge of the political and social sciences, and a solid grounding in economic theory, and be thoroughly versed in modern administrative techniques. Such a specialist cannot be trained by taking short courses now and again; but must be trained in an institution of higher education if he is to acquire a thorough knowledge of the above-mentioned subjects.

9/ Robert S. Parker, "The case of a highly undeveloped country", Education for Development Administration, op. cit., p. 73.

(vii) In several countries whose universities have schools of public administration, the curricula are entirely unrelated to national development needs or to the technical and professional level which should be attained by graduates from institutions of higher education. These institutions therefore turn out only medium- or low-grade personnel without much technical training;

(viii) Academic education in public administration cannot take the place of in-service training, however. The aim of the latter should be to provide quick training in a particular technique which can be applied immediately and make the trainees more efficient and productive in the jobs they are already doing;

(ix) In-service training also leaves much to be desired. Programmes are often organized without considering priorities and without allocating the resources to the sectors and levels where the best results could be obtained;

(x) In-service training has been conducted more on the lines of courses for staff in subordinate positions. The countries have had little or no experience in training executive and supervisory staff, who are so important for national development. However, in spite of these initial shortcomings, it is encouraging to note the growing number of training institutions that are being established and the first-fruits of their activities in Latin America. Intensive work in this field is now being done in a number of countries; the first groups of specialists are graduating from the universities; in-service training institutions are studying ways and means of improving their programmes. All investment and efforts in this field have a far-reaching multiplier effect.

The profession of skilled administrator is a new one in the area, but the industrial revolution that is taking shape in Latin America has created a need for specialization which has given rise to new occupations. This trend has been reflected in government, where more and more specialists are being employed in practically all spheres of government action, including the up-to-date administration of the Government itself.

In addition, more qualified administrators will be needed also in private enterprise in those Latin American countries which manage to step up the rate of their industrial development. There are already several

/areas in

areas in which private enterprise is beginning to draw qualified administrators away from the public sector and giving the Government stiff competition in the labour market.

(b) Organizational resources

It is an accepted fact in specialized circles that planning must be backed by an organizational machinery which will guarantee that it will be a permanent feature and a continuing activity of the public sector.

Most Latin American countries already have a central planning office, located in different parts of the government structure. There is also a recognized need and a move to establish sectoral planning units which will carry out this function at the ministerial level, and the intention is for them to operate in a co-ordinated fashion under the guidance of the central office.

Consideration has also been given in recent years to the necessity of setting up regional planning institutions with a view to decentralizing planning and bringing it more into line with actual geographic and social conditions, while using it to co-ordinate local or municipal development activities in each area.

Just as economic and social planning must operate through the appropriate institutions to make it a lasting, dynamic, and continuing process for guiding the countries' economic and social life, administrative planning should also be institutionalized, since it is equally important for the efficient operation of the planning agencies which formulate and implement development plans and programmes.

Moreover, even if there was no economic and social planning and development was left to the free play of market forces, there would still be a justification for administrative planning to increase the productivity and efficiency of the public administration.

If the institutionalization of economic planning is still very recent and incomplete, that of administrative planning is even more so.

There are very few specialized bodies in the region for carrying on administrative planning systematically and relating it to economic planning. Some countries have made great strides in this direction, and have established units for administrative planning in their central planning

/offices; others

offices; others have experimented with locating these units in the Ministry of Finance, usually under the budget office. Others again have set them up directly under the Office of the President of the Republic, following the same institutional set-up as for economic planning.

It is only in exceptional cases and somewhat sporadically that administrative planning has been co-ordinated with economic planning. Even where it comes under the jurisdiction of the central planning agency, it has been extremely difficult to to integrate the two functions or to arrive at any understanding between the technical staff of the economic branch and the administrative branch.

Some countries have gone a step further. In an effort to integrate the two functions with each other and with higher executive functions, such as budget management, staff management and statistics, they have recently combined them in an institution which is usually known as the Technical Bureau of the Office of the President, where a high-ranking government official is responsible for co-ordination.

These experiments are still too recent and their results too dissimilar to show whether such organizational measures will really serve to promote understanding and co-ordination in respect of administrative and economic planning. First impressions suggest, however, that much more is required than the establishment of integrated structures to introduce some kind of coherence between these functions. It must be made clear that a particular form of organization or the introduction of structural changes is no guarantee, in itself, of success in administrative planning. Organization and integrated structures help to achieve successful results but they cannot bring them about alone. A sweeping change in the attitude of administrative planners is necessary also, which may come with the advances being made in the theoretical disciplines upon which their work is based, and with more experience in applying them, as the planners meet with serious problems and discover that the best way to deal with them is through inter-disciplinary action.

/As shown

As shown in table 2, the organizational trends followed by countries which have established institutions for administrative planning may be grouped as follows:

(i) Central agencies at the sectoral level

In some Latin American countries, the central agency for administrative planning has been placed in one of the most influential sectors of the public administration, usually the Ministry of Finance, under the budget office.

This trend started mainly as a result of the desire of the Ministries of Finance to reduce operating costs in the public administration, and it was based on the principle that, through their budget offices, they should exercise control over the public funds and turn them to better account.

They subsequently sought through this function to streamline the financial sector in order to facilitate activities such as tax collection and control, customs operations, the provision of supplies for government activities, the mechanization of public accounting, and, in particular, the budget process.

Some countries believe that administrative planning is no more than a fairly useful auxiliary instrument for budget programming and execution; and indeed, in most cases where the central administrative planning bodies form part of the national budget service, that is really what they are. They perform administrative micro-analyses of budgeting methods and procedures and operate almost exclusively on a short-term basis.

Because of their status, they are unlikely to have much influence on the rest of the public sector. Other ministries seldom accept suggestions for streamlining the administration from a body with no more authority than their own; and they are even more reluctant to allow the technical staff of another Ministry to take part in or to investigate their operations.

Under these circumstances, there is little likelihood that the appropriate institutions for administrative planning can be set up in other government sectors to form an integrated system like that used for economic planning; i.e., a central nucleus with regulatory, guiding, co-ordinating, and evaluating functions, and regional and local sectoral units whose functions would be subordinate to those of the central agency.

Table 2

LOCATION OF CENTRAL ADMINISTRATIVE PLANNING AGENCIES
IN THE GOVERNMENT STRUCTURE IN LATIN AMERICA

Country	At the sectoral level, in a Ministry	In a bureau of the Office of the President	In the planning authority	In a technical department
Argentina	X		<u>a/</u>	
Bolivia	X			
Brazil		<u>b/</u>	<u>a/</u>	
Chile	X			
Colombia		X		
Costa Rica			X	
Dominican Republic				X
Ecuador	X	<u>c/</u>		
El Salvador	X			
Guatemala				<u>a/</u>
Guyana	X			
Honduras	X			
Mexico		X		
Nicaragua	X			
Panama				X
Paraguay	X			
Peru		X		
Uruguay			X	
Venezuela		X		

a/ Being established.

b/ In Brazil, administrative planning was a function of the Department of Civil Service Administration (Departamento Administrativo de Serviço Público - DASP) from 1937 to 1966, passing thence to the Ministry of Planning in 1967.

c/ There has been a Planning Office in Ecuador since 1962; it was attached to the Technical Bureau of Administration in the Office of the President of the Republic from 1963 to 1965, and subsequently to the Ministry of Finance.

/Even where

Even where planning facilities have been established in other government sectors, there is little chance of their exercising influence from a ministerial position.

Nevertheless, there are some favourable points about this system. If a central administrative planning agency succeeded in overcoming the disadvantages of its position and produced long-term reform plans and programmes which had the President's support, it would be in a good position to introduce them on the basis of the budget process. There is enormous bargaining power implicit in the preparation, discussion, and adoption of the budget, although in Latin America administrative planners have not yet managed to use it to achieve the reforms they are seeking to introduce.

The procedure of centralizing administrative planning in one sector, usually the Ministry of Finance, has been adopted by the following countries of the region:

Argentina	El Salvador
Bolivia	Guyana
Brazil	Honduras
Chile	Nicaragua
Ecuador (also in the case of over-all planning)	Paraguay

(ii) Central agencies directly under the Office of the President of the Republic

The establishment of an administrative unit directly under the Office of the President is consistent with the classic administrative principle governing the location of supervisory functions in the government structure.

The supervisory functions include advisory and regulatory functions, programming, co-ordination, technical control, and appraisal.

They support the action of high-level executives, providing a means for more efficient decision-making and a more consistent direction of the complex operations of modern government. "At the higher levels of administration, the administrators need many highly specialized administrative services. At the highest levels of central government administration, administrators face environmental challenges of enormous complexity and must call upon specialist services of increasing complexity."^{10/}

^{10/} Bertram M. Gross, "The administration of economic development planning: principles and fallacies" (United Nations, ST/TAO/W/32), p.8.

Administrative planning, like economic planning, is clearly a supervisory function. It should accordingly be institutionalized broadly along the same general lines as economic planning.

Administrative planning is located close to the higher executive offices not only because of the assistance it gives them but also because, like economic planners, the administrative planners need support if they are to carry out their programmes and projects.

This position also gives administrative planning equal functional authority over all government sectors, provided that it has the backing of the senior executives it serves.

Although in theory this position should facilitate co-ordination with economic planning, since the two functions would have the same administrative status, this has not been the case in practice.

Some of the factors that have kept the two government functions apart may have been the different degree of scientific development on which they are based; the marked gap between the level of professional training given to economic planners and to administrative planners, which has only recently been partially closed in some countries with the establishment of university schools of administration; and the fact that economic planning procedures are more advanced.

There is an evident lack of communication between economic planners and administrative planners, even though the two functions are interdependent and complementary, since while economic development planning established what should be done to attain the highest possible degree of well-being in a society as a whole, administrative planning indicates how it should be done, i.e., what administrative instruments are required. The former fixes the target and the latter the course of action and the operational procedure. Economic planning sets a goal far ahead, while administrative planning indicates the modus operandi.^{11/}

^{11/} Alvaro Rodríguez Reyes, "Administración Pública y Desarrollo Económico", Tesis Resendiz, Mexico, 1963, p. 105.

/Nevertheless, the

Nevertheless, the disjunction of the two functions is observable even in countries which have endeavoured to integrate them in a single agency. It should not be thought, therefore, that their dissociation is due only to structural factors; it is also due to other difficulties of a social, professional and psychological nature which are much more complex and difficult to solve.

Colombia, Peru and Venezuela are the countries which have established administrative planning bodies under the direct authority of the Office of the President. In Mexico, administrative planning is initiated by the Ministry of State attached to the Office of the President. Because the special functions of this ministerial agency are to support and serve the Office of the President, it is in fact functionally closer to that Office than the other ministerial bodies.

(iii) Integration of economic planning and administrative planning

Some countries which were quick to discover the interdependence of administrative and economic planning and the vital importance of integrating them have combined the two functions in a central planning agency.

Joint action and team work by specialists in the two branches of planning have produced encouraging results, particularly in those countries which were among the first to prepare development plans that included programmes of administrative reform to ensure that the plans themselves could be implemented.

Ecuador followed this course, establishing an office for administrative planning in the Planning Department in 1961. This office was most active in preparing a programme of government reform, which was included in the first over-all economic and social development plan for 1964-73.

In Argentina, too, the structure of the National Development Council (Consejo Nacional de Desarrollo - CONADE) in the Office of the President provides for an administrative planning unit, which has yet to be incorporated.

Two countries have gone a step further by integrating three supervisory functions in the central planning agency: economic planning, administrative planning, and budget management. The aim was to achieve direct co-ordination of the budget and make it an instrument that would effectively translate development and administrative reform plans into financial figures.

Costa Rica is at present the most go-ahead example of this trend. It has a well-established institutional framework for economic planning at both the central office and the sectoral level. The co-ordination between the budget and the plan is outstanding. Yet administrative planning, particularly over the long term, has failed to develop at the same pace as the other two functions. It is used rather as stop-gap to remove short-term administrative obstacles to the execution of programmes and projects in any sector.

Uruguay is also working on the integration of these three functions in the Central Planning and Budget Office located in the Office of the President of the Republic. Here administrative planning will be an auxiliary function of the budget process.

Uruguay's National Development Plan for 1965-1974 is an example of the most careful and advanced administrative planning to be found in any over-all development plan in Latin America.

(iv) Integration of the supervisory functions

There are schemes for providing even more integrated facilities for administrative planning than those described above. They represent attempts to link all the main supervisory functions with the Office of the President, combining them in a single unit which is usually called the Technical Bureau of Administration.

The purpose is to form an auxiliary multi-disciplinary advisory body of great flexibility which would provide the dynamics for the promotion of economic development.

The integration of economic planning, administrative planning, staff management, budget management, and statistics is calculated to provide the top level of the national executive with the most important institutional instruments for the formulation, implementation, supervision, and appraisal of plans, programmes and projects. This is undoubtedly a conception of functional co-ordination which deserves careful consideration.

In theory, the advantages of such an agency are fairly obvious. The budget would serve as an instrument for the implementation of both economic development and administrative reform plans, programmes and projects. If these were prepared with due regard not only for their economic implications but also for the financial, institutional and staffing considerations involved, they would have a far better chance of being put into effect. Properly

/directed statistical

directed statistical activities would supply information for economic and administrative planning, and budget and personnel management, thus providing a sound basis for programming, execution, supervision, and appraisal.

In addition to integrating these functions in a central agency closely connected with the top-level national executive, attempts are also being made to group them at the ministerial level, through the establishment of sectoral units which would co-operate closely with the top sectoral executive. These units would be given technical guidance and support in their specialized activities, and they would be co-ordinated by the central agency at the presidential level.

Despite its theoretical attractions, this way of institutionalizing administrative planning, in practice, runs into difficult political and operational problems.

The emergence of a technical agency exercising considerable influence on government policy-making and with the capacity to measure the progress of government programmes in all sectors, is resented by the Establishment, accustomed as it has been until now to a certain independence of decision and operation. Until comparatively recently the Office of the President has only had auxiliary political and administrative departments with essentially traditional functions. In view of the complexity of modern government and its increasing intervention in new and vital economic and social sectors, the highest executive authority now requires auxiliary machinery which will facilitate the direction, supervision, control and appraisal of the implementation of government policy and programmes. When attempts are made to introduce co-ordination this often restricts the existing freedom of action, and the agency introducing it frequently encounters opposition and distrust on the part of the traditional administrative bodies.

The concentration of the supervisory functions in one agency and their tremendous influence on decision-making at a high public policy level also give rise to the fear that the technical departments might cap the Ministries themselves. It is not realized that they act merely in an advisory and auxiliary capacity, and it is feared that they might become decision-making and executive bodies.

The integration of these functions in one body also enables the forces opposing the new regulatory functions to concentrate their fire. In a dispute it is easier to attack a single agency than several different ones, and to blame it for every problem under the sun.

/The human

The human obstacles to the integration of administrative and economic planning -- lack of training and professional calibre and difficulties in communication -- have already been discussed in this paper. When these functions have to be integrated with two or three others, the difficulties increase proportionally.

Integration of this kind was up against complex problems of personnel management and training.

Such agencies should be directed by men of superior calibre who are fully accepted by the highest national executives. The authority and responsibility implicit in these functions are such that the man at the helm cannot succeed in his task unless he has a clear over-all conception of government, a sensitive approach to all the functions under his control, and great acuteness in foreseeing the many financial, political and social repercussions which such an agency's activities must have throughout the public sector. Men who have all these qualities and are capable of applying them with energy, poise and discretion, are hard to find.

The shortage of technical personnel with adequate training and experience also hampers the operation of a department of this kind, not only because a large proportion of the national cadres of qualified personnel is concentrated at the heart of the government and this impedes sectoral action, but also because these new auxiliary functions of government control are carried out by people without sufficient political experience. In several countries, the young technicians are undoubtedly well trained and professionally able, but there is a tendency to believe that technical measures for dealing with national problems are good merely because they are technical. In extreme cases they are even contemptuous of legislators and political institutions. More than once these attitudes have had unfortunate repercussions on the technical bodies themselves, which have received the political backlash resulting from proposals and programmes whose political feasibility had not been properly considered.

In spite of the obstacles encountered, this way of institutionalizing administrative planning should not be discussed out of hand. Although it may not be ideal, it is an interesting solution because of its potential for the administrative development of the Latin American countries.

The trend towards grouping a number of supervisory functions in a single agency began in Latin America in 1937, when Brazil established DASP in the

/Office of

Office of the President of the Republic. This department was set up to exercise the functions of administrative planning, budget management, staff management, and government purchasing. It was the point of departure for a movement of administrative reform in Brazil, encouraged by an élite of technically-trained administrators, who succeeded in starting a veritable wave of reformist thinking in the public administration of Brazil.

DASP had great drive during its early years. It adopted a particular strategy of administrative reform, "that of the centralized agency structure with powerful control functions, manned by a technical élite with a monopoly of skills".^{12/}

After President Vargas' first term of office, DASP gradually lost its influence and some of its functions and some very valuable staff members were transferred to other bodies. This does not mean that the experiment failed. On the contrary, the department gave invaluable service to Brazil's civil service, not only by helping to form the growing group of experts which has encouraged administrative reform for three decades, but also by providing the rich fund of experience which this experiment has contributed to administrative reform in Brazil and in other countries that have adopted it as a model.

Panama has followed the same course, setting up the Department of Planning and Administration as an advisory and auxiliary service of the Office of the President in 1959, with the functions of economic planning, administrative planning, budget management and personnel management.

The Office of the Controller continued to be responsible for the co-ordination of national statistics, and this function was not, therefore, integrated with the others.

In this case, the supervisory functions have been more successfully integrated in the central government agency than in the various sectors.

The Dominican Republic also set up a technical department in the Office of the President at the end of 1965, with responsibility for co-ordinating the work of the National Planning Office, the Organization and Personnel Office, the Budget Office and the Statistical Office. An effort is being made to integrate the functions of these offices in sectoral units, and this has been achieved in the case of agriculture, industry and health.

It is difficult to direct these functions in a co-ordinated way, because long- and medium-term economic and social goals have not yet been established,

^{12/} Gilbert B. Siegel, op. cit., p.53.

because of the rapid turnover in the small specialized staff at the disposal of the department, ministries and other public agencies, and because of the acute shortage of technical personnel to carry out the new advisory functions.

Steps are now being taken to train personnel for supervisory and advisory posts, both at universities and through an energetic programme of intensive in-service courses.

Administrative planning is carried on despite these problems. A general diagnosis has been made of the public sector and an over-all programme has been prepared for setting up a planning system and reorganizing the machinery for their implementation in an effort to introduce some kind of coherence into government activities. Work is now going ahead on sectoral administrative planning. Thus, at that level, administrative planning goes hand in hand with economic planning.

Other countries also have endeavoured, or are endeavouring, to integrate these functions, sometimes in two technical departments attached to the Office of the President, one for economic affairs and the other for administrative matters.

Guatemala, which until recently had one central planning office, is now establishing a new department in the Office of the President with responsibility for administrative planning, personnel management and in-service training.

In 1963, Ecuador concentrated its supervisory functions in two bodies: the National Planning Board, which in addition to its planning functions was also the central authority for statistics, and the Technical Bureau of Administration, with the functions of administrative planning, budget management, and personnel management. The latter existed up to 1965, for the first time achieving real co-ordination between the budget and the plan and an effective appraisal of the administrative means acquired to carry out programmes and projects.

Despite its unquestionable theoretical value, the Technical Bureau of Administration encountered obstacles in the shape of political opposition to its reforms and professional susceptibility. Errors of strategy were committed in carrying out the reforms and in introducing new solutions, owing largely to the youthfulness and political inexperience of its staff of experts. It was nevertheless a valuable experiment, which for the first time promoted the discussion and investigation of possible solutions to Ecuador's problems of development administration.

To sum up, the Latin American countries are paying increasing attention to the question of institutionalizing and integrating the supervisory functions /related to

related to development. Each country seeks its own solutions, and takes advantage of favourable circumstances to set up specialized bodies on a permanent basis to achieve them.

7. Features of administrative planning in Latin America

Interesting experiments in administrative planning have been carried out in the region. Unfortunately, scarcely anything is known about them outside the countries where they have taken place, because of the inherent tendency of developing nations to operate in watertight compartments, with little or no communication between them.

Many of those experiments would be extremely useful to other countries which face essentially the same administrative problems and which would benefit from applying measures tried out under similar conditions, mutatis mutandis, in their own environment. Through a greater exchange of experience it might also be possible to avoid the repetition of costly mistakes, which often delay the process of administration when measures or policies that have already proved unsuccessful are adopted.

Research, analysis and exchange of information in respect of the following activities are considered essential:

(a) Over-all administrative planning

There are several cases in Latin America in which economic planning and administrative planning are integrated in an over-all development plan.

(i) Ecuador's Over-all Economic and Social Development Plan, 1964-1973, (vol. I, chapter IV, "La organización para el Plan de Desarrollo y la reforma administrativa", pp. 240-390) contains a general diagnosis of the administrative problems which are hampering the development process, and a programme of reform at all government levels, from the Office of the President down to the municipalities.

Both the diagnosis and the programme were prepared in fairly detailed form for the central government, and along somewhat more general lines for the rest of the public sector. Their execution has given rise to far-reaching administrative reforms, especially in the first two years covered by the development plan.

(ii) In Honduras, the National Economic and Social Development Plan, 1965-1969 (vol. I, chapter VI, "Medidas de organización y reformas administrativas del sector público", pp. 254-362) presents a programme for defining planning, budget and statistical procedures, and partially

/reorganizing the

reorganizing the ministerial structure. It also sets forth some general ideas on the necessity of co-ordinating the activities of the central government with those of the autonomous bodies of the public sector.

Although the programme is not based on a detailed analysis of the administration at the time the plan was drawn up, the section in which the national planning and budget procedures are analysed is very specific and even includes draft legislation relating to them.

There are some considerations regarding sectors, in particular, suggestions for the establishment of a Ministry of Industry and the redistribution of certain functions among the other Ministries. No effort is made to programme regional or provincial and local activities, or the remaining functions, namely administrative planning, personnel management, statistics, accounting, and control.

(iii) Uruguay's National Economic and Social Development Plan, 1965-1974 (vol. IV, which deals with the plan for the public sector, pp. Ad. 1 to Ad. 2) contains a programme of administrative reform which is the result of a thorough and detailed diagnosis of the prevailing situation. It provides for an equally large-scale and detailed programme of action designed to introduce significant changes in the legislation, organization, and operational procedures at all government levels.

This is one of the most comprehensive attempts at administrative planning in Latin America in so far as diagnosis and the formulation of a programme are concerned.

(iv) Chapter VII of Bolivia's Two-Year Economic and Social Development Plan, 1965-1966, deals with the structural reform of the public administration. Without being based on a detailed diagnosis, it contemplates a programme of administrative reform for the Office of the President, the Ministries and public services, the planning and budget procedures, the financial and tax system, and the system of national statistics.

(v) In 1965, Guatemala's central agency for economic planning prepared a diagnosis of the national economy and its future development prospects. It includes a first attempt at defining the administrative

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questions which have an impact on national development.^{13/} It expresses regret at the lack of administrative analysis and planning in the country, saying that, in spite of all the Government's good intentions to secure the necessary changes and reforms in the public administration, it had proved impossible to formulate a process of basic reorganization, for want of a prior study in depth of the origins of the different administrative practices which had been in force ever since the achievement of independence.^{14/}

(vi) El Salvador, in its National Economic and Social Development Plan, 1965-1969, briefly analyses the problems of public administration.^{15/}

Besides a few suggestions regarding changes in the planning system, this attempt at an over-all analysis includes some observations on fiscal and budget management, the pension scheme, the civil service, and the reorganization of the Ministries and autonomous bodies, including the municipalities. It suggests that co-ordinating machinery should be established for inter-ministerial activities connected with organization, methods, and legal reforms.

This study is only a preliminary diagnosis of administrative problems in El Salvador, which should eventually be extended in coverage and depth. It is nevertheless significant that the ideas it contains were included in the national development plan.

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These experiments in integrating economic planning and administrative planning at the over-all level in Latin America are a sign of the desire of Latin American planners to find ways of making planning a continuing process. They are undoubtedly bear witness to the dynamic character of their planning .

^{13/} Secretariat of the National Council for Economic Planning, La situación del desarrollo económico y social de Guatemala, chapters IV and V, pp. 164-228, Guatemala, 1965.

^{14/} Ibid., p. 218.

^{15/} National Planning Council (Consejo Nacional de Planificación - CONAPLAN), Plan de la Nación 1965-1969, chapter XIII, pp. 559-592.

Although most of these attempts at over-all administrative planning in the region should be regarded merely as first experiments, it is to be hoped that they will serve as the basis for a more systematic, scientific and consistent approach to the analysis, preparation, implementation and supervision of programmes of administrative reform, to be carried out simultaneously and integrated with each phase of the over-all economic and social development plans. In this way, over-all development plans will take due account of their administrative feasibility, which will increase the likelihood of their being implemented.

Administrative planners in the region are facing a tremendous challenge. The acceptance of administrative planning as part of the national planning effort demands from them a great deal of initiative and a solid background of scientific research and training.

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In other cases, administrative planning has not been completely integrated with economic and social planning, either because the latter type of planning was still unprepared to absorb the former, or because they were carried out by separate institutions on an unco-ordinated basis; but these activities were governed by a single planned development policy, and there was some informal contact between administrative planners and economic planners.

(i) In Colombia, administrative planning and economic planning developed concurrently but were not integrated. At one time, administrative reform was progressing more rapidly than economic planning. There is no question that Colombia is one of the Latin American countries which has been most active and has accumulated most experience in modernizing the administration for national development.

Studies on the public administration have been carried out in Colombia for many years. In 1950, Mr. Lauchlin Currie made a report on the reorganization of the Executive Branch of the Government of Colombia ("Reorganización de la Rama Ejecutiva del Gobierno de Colombia"), which gave the first great impetus to and was the point of departure for the whole movement of reform.

Act 19, covering an ambitious programme of administrative reform, was passed in 1958. Its objectives are:

(1) To assure co-ordination and continuity of government action in accordance with plans for progressive development established by law;

/(2) To

(2) To guarantee the continuing employment and the technical calibre of government officials and employees;

(3) To promote a rational organization of the public services and the decentralization of those which might operate more efficiently under the supervision of the local authorities;

(4) To simplify and reduce the cost of formalities and procedures;

(5) To avoid duplication of work or the overlapping of functions;

(6) To facilitate an adequate administrative control.^{16/}

One of the most important steps in modernizing the administration in Colombia was the organization of institutions and systems that were considered to be of vital importance for the development process: the National Planning Council, the Planning Administration, the Civil Service Administration, the Department of Organization and Inspection of the Public Administration, the National Statistics Administration, the Higher School of Public Administration, etc. United Nations technical assistance missions played an important part in introducing these reforms.

(ii) In 1965 Peru's National Office for Rationalization and Training in Public Administration - an executive unit of the Office of the President with responsibility for administrative planning and the training of civil servants - prepared a diagnosis of the Peruvian public administration and put forward proposals for introducing reforms ("Diagnóstico de la Administración Pública Peruana y Propuestas de Reforma").

This constitutes a large-scale programme of administrative reform based on a detailed diagnosis of the actual situation in the central, regional and local government administration. The analysis and programme deal with each sector in detail.

There is no doubt that this study is a valuable contribution to the development of Peru's administration, but it is as yet too early to appraise its results.

(iii) In the Dominican Republic, the National Office of Administration and Personnel, attached to the Technical Department in the Office of the President, completed a study in 1965 on economic and social development

^{16/} Banco de la República, Reforma Administrativa en Colombia, Bogotá, 1961, p. 5.

administration (La Administración del Desarrollo Económico y Social en la República Dominicana). It comprises a general diagnosis of the administrative problems affecting the country, and a programme of administrative reform designed to build up a system of economic planning - for which there was only a weak central unit - introduce it in the various sectors, and integrate it with the other top-level executive functions. It analyses the sectors, the regional situation and the local governments and suggests measures for improving them and integrating them with the national development efforts.

This programme is now being put into effect, and it helped to spark an administrative reform movement which was very active during 1966.

(iv) Trinidad and Tobago does not follow the practice of preparing over-all administrative plans to accompany over-all or sectoral economic plans.

The five year development plan for 1964-1968,^{17/} however, reflects marked concern for the administrative aspects of planning, especially in relation to shortages of manpower for carrying out the plan and the establishment of new executive bodies to execute some of the major sectoral programmes.

Much of the diagnosis is devoted to analysing planning institutions and the procedures used for preparing, discussing, adopting, implementing and supervising the plan. In sectoral programming, the emphasis is on co-ordinating the activities of the different Ministries and ministerial action with that of the central planning agency.

The following are considered to be the main requisites for improving planning and the government administrative machinery:

(1) Ministers should participate fully in the planning process. In each executive body there should be planning officials and committees with responsibility for preparing and supervising the implementation of sectoral plans;

(2) The functions and their division among the various units taking part in the process should be clearly specified;

^{17/} National Planning Commission Draft, Second Five-Year Plan, 1964-1968, Trinidad, Government Printery, 1965.

(3) The procedures for drawing up and executing projects should be improved by establishing statistical and costing sections, preparing progress reports on all important projects for submission to the National Planning Commission and ensuring more careful supervision of projects in the field;

(4) An intensive programme of in-service training should be carried out for technicians and administrators, particularly in the financial control and planning of development;

(5) A sound system should be devised for issuing progress reports on the Plan, and the annual reports of the Ministries should be overhauled so that more attention is given to information on progress towards the specific goals of the Plan;

(6) Steps should be taken to remedy the shortage of qualified personnel, especially engineers, and to give some administrative know-how to non-technical personnel.

A description is given of the proper role of such bodies as the National Advisory Council, which serves as liaison between the public and private sectors, and stress is laid on the procedures for public consultation to ensure that the man in the street will accept and participate in the planning process.

(b) Sectoral administrative planning

Most of the over-all economic development plans prepared in Latin America comprise fairly detailed economic diagnoses and sectoral programmes, and most of the diagnoses and programmes to the institutional organization required for plan implementation. In most cases, however, these references are not the outcome of systematic research on the existing administration by sectors or of any systematic administrative planning effort, nor are the sectoral programmes given a central frame of reference which will guide them towards the attainment of common goals.

These plans generally express the wishes of economic planners regarding structural changes, the redistribution of existing functions, or the assignment of new ones. The changes are intended to ensure that the projects proposed in the programmes will be properly executed.

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Naturally, as in the case of over-all planning mere changes in structure or sectoral functions do not necessarily guarantee the desired results. Much more consistent, systematic and far-reaching administrative planning is required to secure the social change implied by sectoral administrative reform.

Unless methods of scientific analysis are applied to sectoral administration, agencies may be created or abolished, functions may be transferred from one Ministry to another, and wished may be expressed - such as the often-heard wish for closer co-ordination between autonomous bodies - but the sectoral administration will still be unable to fulfil efficiently its function of programming and project elaboration and execution.

There are a few cases, however, in which an attempt has been made to apply principles of sectoral administrative planning:

(i) In 1964 and 1965 the Technical Bureau of Administration, in the Office of the President of Ecuador, carried out an administrative micro-analysis of the agricultural and public health sectors, as a step towards macro-analysis and the over-all programme which forms part of the first over-all development plan.

In this study, the Ministries were analysed as sectoral agencies, and reforms were introduced to give them a more dynamic organization and to establish functional relations between them and the other agencies concerned with implementing agricultural and public health programmes. Systems were devised for achieving an effective co-ordination between the Ministries and the decentralized autonomous bodies in the two sectors.

(ii) In 1965, ONRAP published a preliminary study of twelve sectors of the Peruvian government administration in vol. II of its "Diagnóstico Preliminar de la Administración Pública Peruana y Propuestas de Reforma", referred to above.

(iii) An interesting case of integration of economic and administrative programming is observable in the sectoral programmes included in the National Economic and Social Development Plan for 1965-1974 in Uruguay. The administrative programmes are particularly detailed for the agricultural, industrial, energy, and transport sectors, and somewhat more general for the social sectors of education and public health.

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The administrative planning of agriculture is remarkably comprehensive, ranging from a general diagnosis of the sector ^{18/} to suggestions regarding methods of modernizing institutions in such important areas as land reform, tax policy, price policy and subsidies, and programmes for research, extension, and the use of certified seeds. ^{19/}

(iv) In the Dominican Republic, after completion of the over-all macro-analysis of the administration, work proceeded in 1966 and 1967 on the administrative planning of sectors starting with agriculture and industry.

These efforts are intended to provide a diagnosis of the administration in a particular government sector, on the basis of studies that will give an over-all view of related functions in the same sphere of activity, in order to draw attention to problems, recommend solutions and provide suitable means for applying them, so that economic and social development programmes can be carried out. ^{20/}

(v) Trinidad and Tobago's five-year plan defines the main policies and course of action in each economic and social sector. Here, too, there is evident concern for the administrative aspects of sectoral programming.

The higher education programme provides for the opening of a new College of Arts and Science as part of the University of the West Indies, at St. Augustin, for training government administrators.

The Plan also specifies that two types of training are required for the Civil Service - academic, and specialized in-service training - because "the demands on the Civil Service have grown increasingly as a result of the new tasks imposed by the attainment of Independence and by the greater role of Government in an economy of growing complexity". ^{21/}

^{18/} Investment and Economic Development Commission (Comisión de Inversiones y Desarrollo Económico - CIDE), Estudio Económico y Social de la Agricultura en el Uruguay, Montevideo, Imprenta Nacional, 1967 pp. 717-741.

^{19/} CIDE, Plan de Desarrollo Agropecuario, vols. I and II, Montevideo, Imprenta Nacional, 1966.

^{20/} National Office of Administration and Personnel, Technical Department, Office of the President, Guía de Análisis Administrativo Sectorial, Santo Domingo, 1966, p. 9.

^{21/} National Planning Commission, op. cit., p. 137.

Emphasis is placed on the need of economic and social research for the formulation of soundly-based development plans, and the major areas of research include that of "public administration in a developing society". Importance is also attached to research on human resources to determine the requirements for and availability of skilled personnel in both the public and private sectors of the economy. This study will have great relevance to educational planning.

The Plan underlines the basic importance of petroleum, as the country's main export item. It contemplates the creation of a Ministry of Petroleum and Mines, and gives details of its functions and responsibilities.

It also proposes the establishment of a Transport Authority charged with the regulation of all goods and passenger traffic on the country's roads.

(c) Creation of institutions for sectoral administrative planning

In all the Latin American countries, the natural process of institutional development has, moreover, led to constant changes in the sectoral set-up. The increasingly important role of government in economic and social development activities has resulted in the establishment of additional Ministries and the growing specialization of many of them.

The new Ministries have usually come into being through the division of one or several existing Ministries which operated simultaneously in a number of economic and social sectors.

Institutional changes have also resulted from the policies of decentralization or of centralization applied by different Governments. Often, some of the functions of Ministries have been transferred to autonomous public institutions specially established for the purpose, if it was considered that they could carry out the functions more efficiently because of their greater political and financial flexibility. There have also been cases where autonomous bodies have been abolished and their functions transferred to existing or newly created Ministries.

Most of these institutional changes were introduced without administrative planning and without a prior over-all or sectoral analysis of the Government. They were the result of sporadic action which sometimes,

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far from making the administration more efficient, slowed it up and even caused serious disruptions which eventually had to be remedied by means of a new series of changes.

Some countries, however, are beginning to use more up-to-date systems of administrative programming to introduce significant changes in important sectoral institutions, but usually without analysing the sector as a coherent unit. In several cases, these changes were designed to facilitate the execution of the sectoral programmes and projects included in development plans. In other cases, they were prompted purely by ideas of administrative reform and were introduced by executives and technical officials who recognized the need for more consistent action, after trying out changes of form but not of substance without success.

The following are a few examples of administrative programming in some sectoral institutions:

(i) In 1959, the Administrative Reform Commission of Colombia carried out a pilot project involving research, analysis and administrative programming in the Ministry of Public Health, with a view to defining some essential principles that might subsequently be used as a guide in reorganizing other Ministries.

The study began with an analysis of the existing legal bases, organization, functions, financing, programming, control, personnel management, administrative services, formalities and procedures, and went on to consider internal and external co-ordination, and the relations between the Ministry and the departmental and municipal governments.^{22/}

This study was not useful only in reorganizing the Ministry of Public Health; its conclusions and recommendations also served as a basis for Decree 0550 passed in 1960, which lays down general rules for the reorganization of all the Ministries and administrative departments of the Government.

(ii) In 1963 and 1964, Ecuador's National Organization and Methods Office, attached to the Technical Bureau of Administration in the Office of the President, analysed and carried out administrative programming for the Ministries of Development, Finance, Trade and Banking, Education, Social Security, and Public Works and Communications.

^{22/} Organization and Methods Office, Administrative Reform Commission, Estudio No. 3, Ministerio de Salud Pública, Ministerio Piloto, Bogotá, 1959.

Thorough research was undertaken in every case, and suggestions were made which included draft decrees and ministerial decisions laying down regulations for the organization and operation of all units composing the bodies restructured on the basis of these studies. The aim of restructuring the Ministries was to achieve a better functional organization, to provide them with programming bodies as part of the planning system, and thus to equip them for sectoral programming.

(iii) In Paraguay, a survey was made of the administrative aspects of the Ministry of Education and Worship in November 1963. Among the major obstacles encountered was the shortage of properly trained supervisory and administrative personnel to staff the Ministry. The survey states: "The sciences of management and administration were not widely taught in Latin American institutions of higher learning until the fifth decade of the twentieth century. It was the custom for government as well as business administrators to depend on personnel trained in law and economics to provide the skills for management. This served well enough in the past, but in recent years both government and business leaders throughout Latin America have recognized that developments in administration have not kept pace with technical and economic requirements".^{23/}

(iv) In 1965, a survey and analysis of the organization and functions of the Ministry of Agriculture were made in Costa Rica. This study was the first step in the over-all analysis of the agricultural sector, whose purpose was to ensure that agricultural policy would be more efficiently developed and implemented.^{24/}

The same year, a similar study was made on the Ministry of Public Health and other bodies in that sector.

In 1966 the administration of the Ministry of Industry and Trade was analysed and programmed.

^{23/} USAID/Paraguay, "Preliminary management survey, Ministry of Education and Worship, Republic of Paraguay", Asunción, 1963, p.1.

^{24/} Department of Productivity and Administrative Efficiency, Planning Office, Informe final sobre el estudio de organización y funciones del Ministerio de Agricultura y Ganadería, San José, 1965.

During those years, a number of studies were carried out on other institutions also with a view to removing administrative obstacles to the execution of development programmes and projects.

(v) Venezuela made sweeping changes in the administration of the agricultural sector in 1966, first analysing and preparing a programme for the Ministry of Agriculture, whose administrative structure was preventing this sector from developing at an accelerated pace and from making full use of human resources at its disposal.^{25/}

One of the most important decisions adopted was to decentralize the administration of the Ministry, and to create new regions with a central authority for each. The Ministry in Caracas is now concerned exclusively with programming, supervising, control and evaluation, while the regional and State offices are responsible for the implementation of all the Ministry's programmes in the interior.

(vi) As part of the large-scale administrative planning currently under way, in Uruguay in 1967 the Government analysed and prepared a programme for modernizing the Ministry of Agriculture. According to the diagnosis made, the Ministry had defects in structure and organization which prevented it from playing its proper role as a central agency for the programming and execution of projects to expand agricultural production. It lacked the administrative machinery for the formulation and co-ordination of agricultural policy, for research and extension, and for the provision of services directly to farmers.^{26/}

A striking feature of this reform is the strategy adopted for introducing it, which was through the 1967 budget legislation. This shows how advantageous it is to integrate administrative planning with economic planning and budget programming, and to use the latter to introduce reforms.

^{25/} Ministry of Agriculture, Memoria y Cuenta 1966, Caracas, Editorial Arte, 1967.

^{26/} Ministry of Agriculture (Office for Agricultural Planning and Policy) and CIDE (Agricultural Section), Reestructuración y Reorganización Administrativa del Ministerio de Ganadería y Agricultura, Montevideo, 1967.

(vii) In Guatemala, some interesting measures for integrating administrative and economic planning are being taken in the Ministry of Public Works and Communications, whose Programming Unit, supported by the National Institute of Development Administration (Instituto Nacional de Administración del Desarrollo - INAD), is working on modernizing the Ministry's administration.

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These examples of institutional administrative planning in economic and social sectors of key importance for national development give some hope that this trend will extend in time to all the administrative machinery belonging to those sectors, and to all the other sectors which take part in the process of economic planning.

These activities should go hand in hand with economic planning, in a combined effort which would give sectoral programming the solid administrative basis that is required in all phases of planning.

(d) Administrative planning at the project level

A project is the most concrete step in the planning process, and if immediately precedes execution. It represents the actual choice between alternative solutions for the allocation, handling and use of resources.

A project is also described as a "compilation of data which will enable an appraisal to be made of the economic advantages and disadvantages attendant upon the allocation of a country's resources to the production of specific goods or services",^{27/} or as "the input of a bunch of production factors with the consequence of obtaining a package of products".^{28/}

Administrative factors are obviously of key importance in formulating projects, and even more so in executing them.

At the project level, the administrative factors must be clearly specified and accurately quantified. It is no longer a question of policies and guidelines, rather abstract strategies, or slightly more concrete

^{27/} Manual on Economic Development Projects (United Nations publication Sales No.: 58.II.G.5), New York.

^{28/} Jan Tinbergen, quoted in the document, "Organization for sectoral planning", prepared by Shimon Danieli, Public Administration Unit, ECLA, Santiago, 1966, p. 2.

generalizations applicable to a sector. The problem now is to measure, quantify and apply inputs correctly through an organization that will ensure a planned result in terms of goods or services. This is where administrative efficiency plays a decisive part.

Administrative factors affect all stages of a project: generation, study, formulation and execution.

The generation of sound development projects is one of the weakest points of Latin American planning. One reason for this is the low level of efficiency and productivity of the public and private administration responsible for producing them.

The traditional administration is unprepared to develop new functions and still lacks the skill and efficient machinery for formulating consistent policies, undertaking research, programming, carrying out development activities, and producing other than the traditional goods or services.

This makes it difficult to produce sound projects, since "project generation is essentially an outcome of a combination of factors such as general programming, which draws attention to most basic needs; research, linked so often with the emphasis on and the discovery of latent possibilities; actual production and service operations which enable opportunities for discovery and insight into problems and difficulties which might be solved by proper action; ...promotion, by means of systematic testing of ideas in an environment of action; policy formulation, through application of general principles to specific needs. Each of these factors is institutionalized and represents some aspects of staff and operative work. A fairly high level of work by the respective institutions and a proper balance between them seem to be prerequisites for a sufficient supply of projects".^{29/}

In the stages of project study, formulation and execution, the influence of administrative factors is even more evident and widely recognized. The United Nations says that "apart from all the provisions and recommendations that may reasonably be incorporated in the project with regard to its

^{29/} Shimon Danieli, op. cit., pp. 11-12.

organizational and executive stage, there remains one basic condition for success, and that is the presence of an efficient administrative staff. In this respect, a good project study will contribute to the success of the enterprise by presenting a set of well-considered and thoroughly co-ordinated plans and work schedules to the administrator responsible for their execution. The selection of well-qualified staff for the organization and establishment of the enterprise should receive as much attention as the project study itself".^{30/}

There are some instances in which administrative analysis is integrated with project preparation:

(i) Uruguay's Agricultural Development Plan, which forms part of the Sub-Programme for Research on and the Conservation of Natural Agricultural Resources, includes projects for research on natural resources and for soil conservation.^{31/} In these projects, a careful analysis is made not only of economic and financial data but also of the administrative organization, the technical and operational personnel required, and the time schedules for the execution of the work.

(ii) As part of the process of development planning in Paraguay, the Project for the Regional Consolidation of the Eastern Axis was prepared in 1966, with the aim of consolidating and accelerating economic and social development in a region where important land settlement projects have been completed in recent years.

The study contains an administrative diagnosis of the Institute of Rural Welfare (Instituto de Bienestar Rural - IBR), the agency responsible for the project, which analyses the history, organization, staff and resources of the Institute, the main activities in which it has been engaged and its present administrative problems.

The study then deals with the organization required for executing the project and defines the functions to be carried out by each department of IBR; it also specifies how the principal administrative procedures relating to the project shall be applied.

^{30/} Manual on Economic Development Projects, op. cit., p. 175.

^{31/} Plan de Desarrollo Agropecuario, op. cit., vol. II, pp. 52-63.

The requirements in terms of national technical and administrative personnel, and foreign technical assistance experts, are clearly specified. The local and international financial resources required, and their source and destination, are precisely defined. Emphasis is placed on the role which other bodies of the Central Government and of the decentralized sector should play, in co-ordination with IBER, in executing the project.^{32/}

This is unquestionably one of the best examples of integrated administrative planning in the preparation and execution of projects in Latin America.

Such valuable experiments as these give some hope that in the future the administrative aspects of project preparation and execution will be taken into account on the scale and in the depth required, so that the administrative feasibility of the projects will be assured at this stage of development planning.

^{32/} IDE/ILPES/FAO, "Proyecto de Consolidación Regional Eje Este", a provisional document under discussion, Santiago, 1966, chapters XIII-XV, and annexes.

