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Santiago, 31 de agosto al 3 de octubre de 1970

THE UNITED NATIONS RESEARCH AND TRAINING PROGRAMME IN
REGIONAL DEVELOPMENT: PROGRESS AND PROSPECT

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Dear Sir,
I have the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the matter mentioned therein. I am sorry to hear that you are unable to attend to the same at this time. I will endeavor to do all in my power to expedite the same as soon as possible.

Very respectfully,
Your obedient servant,
J. H. [Name]

J. H. [Name]

[Address]

Very truly yours,
J. H. [Name]

General

1. In July 1965 the Secretary-General was requested by ECOSOC resolution 1086 C (XXXIX) to propose a draft programme of research and training in regional development. In July 1966 he was authorized by ECOSOC resolution 1411 (XLI), to consult with interested countries, the regional economic commissions and the specialized agencies of the United Nations concerning the creation of a world-wide network of regional development research and training centres based on proposals made on the recommendations of an Advisory Committee which met in January 1966. The objectives and intended benefits of the programme and the assumptions on which it is based, are expressed in these resolutions as follows:

"Noting the common aspiration of developing countries to modernize their economies through industrialization and agricultural improvement programmes as a basis for raising levels of living of their population and recognizing that regional development and an appropriate distribution of population within a country are essential factors in achieving such modernization and social development;

"Noting with concern that, as a by-product of population growth and economic development, many social and economic problems of both developing and industrialized countries arise from the vast migration to cities often beyond the capacity of the cities, particularly the capital cities, to absorb the total labour force in productive employment;

"Noting further that various countries, often assisted by the United Nations, are experimenting with a variety of programmes and projects to cope with the problems caused by excessive migration to already overcrowded cities;

"Convinced that the effectiveness of measures to deal with these problems can be greatly enhanced by study in depth of the practical experience of existing regional development projects within countries, and the training of manpower in the new methods and techniques resulting from such research;

/"Considers, that

"Considers, that there is an urgent need for a carefully organized and coordinated research and training effort by the United Nations to promote modernization in the countryside and to minimize the undesirable effects of over centralization of population and of industries through the development of improved patterns of human settlement and programmes of planned social and economic development."^{1/}

2. The main approach to the proposed programme was, consequently, a close integration of (a) the "study in depth of the practical experience in existing regional development projects" with (b) the "training of manpower in the new methods and techniques resulting from such research". Considering the still limited practical knowledge about the processes of regional growth and regional planning, particularly in situation of underdevelopment (as compared with the large body of theory which has evolved in the highly industrialized world), there was also implied in the approach a high degree of flexibility in the organization and development of the programme.

3. Since practical knowledge was scarce and most of the relatively recent experience of some developed countries was hardly relevant without suitable adaptation, the main purpose of establishing a world-wide network of regional development centres was assumed to be: (a) the creation of a reliable and meaningful exchange of information in regional development experiences around the world and of results of regional research, analysis and planning; (b) the formulation and testing of effective methods and techniques of training planners and administrators; (c) the provision of adequate training facilities, for the manpower needed; and (d) the adaptation of experiences with different approaches to regional development from one specific situation to another. To facilitate realization of these objectives the centres were initially to collate and evaluate existing knowledge as a basis for comparison across countries, for drawing valid generalizations, for identifying gaps in the knowledge about regional development, as a basis for guiding international and inter-disciplinary programmes of research and training in this essential field.

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^{1/} ECOSOC resolution 1086 C (XXXIX)

4. Within this general framework the programme had to adopt a flexible and pragmatic approach avoiding in the beginning institutionalized research and professional education of an academic type. Instead, interdisciplinary research, analysis, planning and implementation activities carried out under "controlled" conditions in the several countries and by international agencies already participating in the United Nations programme were relied upon to offer the first suitable opportunities for planners and administrations to be exposed to, become acquainted with, and identify the essential elements of the process of comprehensive regional development, and further, to learn how to plan comprehensively for the requisite adjustments among sectoral developments in the regional context. It was also expected that the action oriented and increasingly relevant work of the regional development centres making up the United Nations network would disclose the many existing deficiencies in professional education in the different disciplines involved. This was in turn expected to lead to the establishment of comprehensive training programmes in regional development as well as programmes designed to link together the concepts of sectoral, regional and national development planning. However, as a consequence of the intensive demand for regional planners particularly in the developing countries, the process had to be accelerated and trial courses in regional development training were realized without the benefit of the results of long term research programmes undertaken by the United Nations Research Institute for Social Development (UNRISD), Geneva, the regional planning Institutes (such as ILPES) and the international network of regional development centres envisaged by the ECOSOC resolutions mentioned earlier.

5. In this first development phase of the programme a number of assumptions, concepts and policies relating to development planning and execution have guided the training efforts without prejudice to what is expected to merge gradually from the long term research and evaluation programme initiated under the auspices of the United Nations. These assumptions are as follows: (1) that under the impact of scientific and technological progress the current world trend in population movements and sources of income is towards rapid transformation from predominantly rural-agricultural

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to infinitely more complex industrial-urban: (2) that this transformation is taking place at rates of change which require a swift of emphasis from detailed sectoral and national planning to comprehensive planning at the regional level; (3) that the term "region" implies concern with given physical conditions, given resources, a given group of people, and a given institutional structure; (4) that these are dynamic factors which mutually influence each other in their growth and change brought about by deliberately planned investment for development; (5) that the regional approach has already become an important mechanism for the implementation of national and sectoral development objectives and policies; (6) that the concept of a reciprocal mutually productive relationship of economic growth, human development and the quality of the environment, though accepted in theory is far from being achieved, much less practiced; (7) that in the process of development new territorial entities are formed that are cities in the socio-economic sense and regions in the geographic and administrative (city-region) sense; (8) that in human affairs such as in socio-economic development there is need for flexibility in concept and method due to the ever-changing nature of the society; (9) that there is an urgent need for the meaningful participation of the people with planners and administrators in designing and implementing development projects intended for their benefit; (10) that for the sake of survival in decency and freedom our society must change its attitudes and values from economic and technical efficiency as the quasi-exclusive yardstick of development, to human progress and the quality of life as additional criteria; (11) that this in turn may "humanize" development planning and implementation, a concept that is gathering increasing recognition among development, planners, administrators and theorists; and (12) that for the first time in the history of man this now appears feasible.

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Development planning, the region and the city.

6. The recognized purpose of any development is the improvement of human living conditions. However, human progress is not an automatic consequence of economic growth. To obtain it a nation must allocate to social development a suitable share of the wealth it produces, and plan for an appropriate distribution of the economic and social benefits it can offer. In this context, a development plan can be defined as a model of an intended situation with regard to economic and social development activities, their locations and linkages as well as a model of the environment which is to accommodate them, including requisite land, structures, installations and the landscape. From the point of view of implementation, however, a plan is also a programme of action and predetermined coordination of legislative, administrative and fiscal measures designed to negotiate the transition from the present situation to that represented by the socio-economic and environmental model. The definition implies: (1) a concept of development through economic growth and social change; (2) close integration of socio-economic and environmental development; and (3) complete interdependence between economic, social and environmental development planning on the one hand, and on the other the planning of financial and political action.

7. As the development concept broadens and planning becomes more complex, a question arises: At what level of authority or government (or at what scale of operation) can economic, social and environmental development planning be most suitably integrated? Or: At what scale of operations (or level of government or authority) can the implementation of comprehensive development planning be conveniently programmed in a rational sequence? Recent experience provides an answer. Countries with centrally planned economies have gradually supplemented central-national with regional territorial planning (in addition to national sectoral planning). They did so to overcome difficulties inherent in detailed planning from the centre.^{2/} In the countries where the market mechanism regulates the economy,

^{2/} Such as the locational aspects of development, including local resources and aspirations, the social and physical infrastructure, and essential services and supporting facilities making up the "external" economies.

planning was traditionally local and urban. These countries too had to expand in recent years the scope of their "master" planning to cover at least the area directly influenced by, and in turn influencing, a given city's development, from city "proper" to "greater" city area to metropolitan "region" to "megalopolis". Thus starting from opposite planning concepts, the "region" is now quite generally accepted as a convenient scale for comprehensive development planning and a suitable level both for the territorial disaggregation of national plans as well as their implementation.

8. With increased knowledge about, and experience in, development planning the inadequacy of traditional indices in terms of national averages becomes also more apparent. Different geographic areas of a country vary with respect to natural, economic, technological and human resources, the rates of productivity, standards of living, levels of health and education and their endowment with the essential physical and social infrastructure. Once these regional differences are recognized, national development strategy must try to strike a balance between two extreme positions: (1) to equalize conditions in all areas as soon as possible, conceivably at the expense of total national growth; or (2) to favour areas most likely to grow rapidly in the short run, and use the resources so generated to bring about progress everywhere in the long run. This is indeed the essence of any regionalization policy which must, of course, be guided by thorough knowledge of alternative courses of action possible and their consequences in economic and in human terms. Consequently, regional development planning implies projection of economic, social and physical development in a given area over a given time, and presumably also for the benefit of the regions population; this in addition to and beyond the national benefit to which all regions contribute. The regional plan can also regulate the timing and sequence of execution for specific projects and programmes, designates viable locations and projects the requisite linkages among them. Furthermore, regional planning could eventually bridge the gap between national development planning and objectives and development action in local situations. Finally, the

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regions offer a suitable framework within which projects of national significance and those based on local initiative can be effectively integrated for the mutual benefit of the region and the nation. However, like other planning tools and methods, such as input/output and linear programming, or the critical path method and systems analysis, regional analysis and planning cannot be substituted for the political process of decision making. But they can help conceive a broadly-based balance among the many projects and programmes initiated at different levels by eliminating conflicts in requirements for land and location; or conflicting claims in scarce resources; or conflicts in the rate and sequence of implementation. Thus the region emerges as the physical, economic, social and institutional environment in which development processes can react upon each other productively and facilitate the development of local economies and national growth.

9. The reciprocal relationship between economic growth, regional development, urbanization, the human condition and environmental quality is obvious. As national economies progress and adopt new technologies and management methods, as new sources of energy, new modes of transportation and new sources of livelihood appear, regional inequalities and the urban/rural dilemma will tend to be accentuated. In these circumstances, comprehensive regional planning and judicious investment in the social and physical infrastructure may help to guide the development of industrial complexes and zones of intensive cultivation, of residential agglomerations and other essential centres by suitably distributing and linking them to one another, in territorial entities that are cities in the socio-economic and environmental sense, and regions in the geographic and administrative political sense. The "city-region" concept suggests itself as a practical framework for the task of fashioning an environment in which nature's ecology and beauty are preserved, and material growth, human progress and culture can continue developing. The city-region can take any structure that geography, technology and human ingenuity can produce. Its main characteristic, however, must be unqualified flexibility and capacity to respond to the human need for

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continued growth, to rapid social changes, to fast rising productivity, and the growing amount of time and resources the average citizen will consequently have for leisure, learning and culture. What is suggested here is not a formula for a static "image" of the city of the future, but rather sets forth the need for establishing ground rules for a dynamic and continuing process of socio-economic and environmental development; or a shift from mere projecting and forecasting, to comprehensive action planning for regional development combined with a highly sensitive monitoring system of economic and social change for continuous guidance of development planning.

10. In general, new production facilities tend to settle at present in predominantly urbanized areas near consumer markets, where there is also sufficient labour available and requisite research, communications and other vital services already exist. But in most cities these services and facilities have reached the breaking point and their "external economies" will now have to be recreated at high cost. As an alternative, the following policy on regional development urbanization could be suggested: (1) establishment, within the wider regions of existing metropolises, of suitably equipped alternative centres for industry, commerce, culture and residence through adequate infrastructural investment, in order to reduce the pressure of rural migration, physical congestion and other environmental and social problems besetting their central cities; (2) creation of economic opportunities and adequate social and cultural services through sufficiently large infrastructural investment in urban and rural areas of regions as yet underdeveloped, but capable of productive growth, in order to deflect to these areas the flow of rural migration; (3) strengthening of the economies of the smaller cities and towns, expansion of their trade and industry, and improvement of living conditions in rural areas through suitable environmental betterment, adequate social, educational and health services, and industrial job opportunities, in order to minimize internal migration generally; and (4) redevelopment of the large metropolitan cities and reinforcement of their economies through investment geared to higher productivity of industry and services, and improvement of the quality of life through better environmental design and better social and cultural

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institutions, in order to obviate, or at least reduce, the need for further physical expansion.^{3/}

11. Several conclusions emerge from the above assumptions which are directly related to research and training in regional development.

- (1) Regional development can be conceived as the cumulative effect of a complex system of interacting development processes controlled or influenced by governmental and non-governmental interventions and by collective and individual decisions made at the local, regional and central levels. Planned coordination and integration of these interventions and decisions is apt to influence the interaction among the different single investments (or among inter-related groups of investments), thus accelerating (or retarding) the pace of realization of economic, social and cultural objectives and development targets.
- (2) The regional approach to planning for development can be used as an instrument for meaningful disaggregation of the national development plan and its sectoral components; or as a means of aggregating local projects, plans and programme into more manageable and comprehensive area plans; or as a technique for developing a particular region in the country having a special development problem or potential; or again, as a guide to identifying existing growth poles and implanting new ones in strategic locations of developing areas. In either case, the objectives of national development are being promoted through regional development planning, and by judicious and effective combination of the inputs from central sources with local resources, aspirations and action, a much more productive development effect can be expected.
- (3) In the context of the regional approach to planning, the concept of planning, particularly in market economies, would have to shift from a predominantly sectoral (agricultural, industrial, education,

^{3/} E. Weissmann, J. P. Thijsse, P. Ylvisaker: Report on the 1964 Mission on Urbanization and Regional Development (United Nations, N° TAO/JAP/2) (New York: 1965).

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etc.) to a more comprehensive approach to development (in both the public as well as the private spheres of activity). This does not mean, however, planning for all sectors in every detail at the same time. Instead comprehensive planning aims at integrating the different sectoral plans into a coherent whole by identifying the critical points of interaction among related development factors and by planning to make these interactions more effective through accommodation and adjustment. It pays particular attention to areas of activities where the interplay of such development factors can be made more productive in terms of the total development efforts, the ability to mobilize more of the latent resources, reduce the demand for scarce resources and cause less hardship to the average citizen.

- (4) Comprehensive regional development planning, instead of being limited to a mere instrument for territorial desaggregation of the national plan or a means of aggregating local development activities, will tend to assume in the future a more dynamic role in identifying development possibilities and in stimulating, guiding and controlling development in harmony with national objectives and strategies. As a means for coordinating the intra- and inter-regional development efforts, it adds to the horizontal and vertical coordination of sectoral activities a new dimension, namely, that of a balanced development in a given area. Consequently, regional planning bodies are bound to assume greater development responsibilities than hitherto and acquire an identity which will have many implications for research and training in regional development planning. At the same time, social criteria will take their appropriate place in comprehensive regional planning and development, thus adding the third dimension essential for comprehensive development.

12. The United Nations programme has succeeded over the past several years in establishing the concept of regional development planning as an instrument for a more efficient implementation of national development policies, objectives and plans; as a means of mobilizing dormant resources and of

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expressing local and regional aspirations for a higher total economic input and consequently for a higher social development effect; and as an instrument for a more balanced and effective distribution of social benefits made possible by national economic growth. The United Nations Secretariat (Department of Economic and Social Affairs - DESA) including the regional economic commissions and the United Nations Research Institute for Social Development (UNRISD) are making recognizable contributions to the body of knowledge about regional development processes. These range from the studies undertaken by UNRISD to various seminars organized by the United Nations or those in which it has participated and the country projects in which the United Nations is involved through technical cooperation.

The International Network of Research and Training Centres

13. It is important to note that more and more Governments have come to recognize the validity of the regional approach to development and are applying more generally the regional concept of development planning. This is clearly reflected in the growing number of requests to the United Nations for assistance in regional planning (in such sectors as industrial, agricultural, natural resources, physical environment, health, education, urban and tourism, for instance). In some cases the regional concept has already facilitated coordination of assistance in development planning provided by several agencies in a given region, increasing in this way both efficiency and social impact. Thus, on the operational side, the results are highly positive and demands by governments run ahead of United Nations policy and capacity for assistance so far. The needs of the developing countries for adequate cadres of planners and administrators trained to operate in the stark reality of under-development are running far ahead of the combined capabilities of their own institutions of higher learning and the training programmes available to them through the United Nations system, through bilateral aid, and the other intergovernmental and private agencies. Various estimates have set the number of qualified regional planners required by the developing countries in this decade at between two and five thousand; ^{4/} but even the higher figure may prove to be too conservative.^{5/}

^{4/} The Institute of Social Studies (the Hague) estimated the immediate need of the developing countries to be for some 2,000 planners. Another estimate based on anticipated needs of one country raised the figure to some 5,000. (See: UNRISD: Training in Comprehensive Regional Development Planning; Geneva 1969, pages 19 and 29).

^{5/} For instance, Poland employs now 300 planners and Libya could use 120 to 270. (ibid).

14. Another problem is that all education and training in development planning tends to reflect the experience and consequently also the philosophy, development criteria and values, as well as policies and institutions as they have evolved in the industrially advanced countries where most of the facilities for such education and training are presently located. As a result, institutionalized training in regional development, as now established, lags behind the evolving practice and even the public views and aspirations in the developing nations. It is getting increasingly out of touch with the current issues and can therefore contribute little to the solution of problems inherent in underdevelopment. There is for instance in the highly industrialized countries a great fascination present for the technology and the "know-how" of economic growth which is causing an almost total neglect of the human and environmental qualities of development which are indeed the true "know-why" of economic growth and social change. The fascination for econometrics then leads to a high degree of sophistication in economic research and theory rather than practical action to improve the human condition.

15. Under the circumstances, the United Nations programme clearly had to be highly innovative. It is being developed gradually, experimentally and with a high degree of flexibility. First, a set of general assumptions, concepts and policies has been established on the strength of the conclusions and evaluation of experiences in regional development drawn by the preparatory missions during visits to seventeen countries, and on the basis of other available information of relevance. These concepts and policies are continuously being tested, evaluated and reevaluated as more coherently structured training programmes follow the initial experimental ones.^{6/} At the same time, to avoid undue duplication and to extend the test, advantage is taken of the academic training opportunities

^{6/} In 1968, a short course was realized within the training programme of the African Institute for Economic Development and Planning (IDEP). A first (3 months) training course for Asian planners and administrators was organized in Nagoya in 1969 and the second (4 months) in 1970; a third course is planned for 1971. One year courses have been conducted at the Settlement Study Centre, Rehovot, Israel in 1969 and 1970 and at the Institute for Social Studies at the Hague, Holland in 1968 and 1970. The first Latin America training course in regional development is taking place in Santiago in 1970.

available in a number of countries to holders of United Nations fellowship. The regional development courses organized, sponsored or supported by the United Nations to date have all been geared exclusively to the particular needs of the developing countries which, as already stated, are not yet adequately covered by the existing institutions for professional and technical training (national, multi-national and international).

16. There is, of course, also an equally urgent need for improving training in this field in the highly industrialized world. An exchange of experiences in respect to content, methods and techniques of training among countries with different social and economic systems and at different levels of development is essential. It should be based on an international programme of comparative research, especially designed for this purpose. There is a rich area of such research as yet poorly explored, namely, as to transfer of successful experiences and their adaptation to the specific requirements of another setting. Instead of simply relating, for example, the rich arsenal of scientific techniques employed in the highly developed countries in economic analysis generally and more particularly in regional analysis and planning, the United Nations sponsored training courses should become instrumental in working out these adaptations. On the other hand, the inevitable reduction to essentials of the requisite data-processing and research in the developing countries (owing to scarce resources, talent, time, and data) could indicate ways in which the highly developed countries could control the large and growing quantities and complexities in data gathering and interpretation, in regional analysis and research, and in regional and urban development planning.

17. The requirements of the United Nations training programme are very special. A large number of planners, administrators, research workers and teachers is needed in a comparatively short time. Practising planners and administrators have relatively short periods of time at their disposal in which to be trained. These factors, combined with the very recent appearance of comprehensive regional development planning as a field of study, demand the highest possible degree of

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innovation and flexibility in substance and methods of learning and teaching in order to cope with the changing requirements for programmes tailored to the particular needs of different groups of countries and to emphasize the essential and pragmatic, rather than what is customary in academic learning. This can be achieved substantially by relating the research and training activities closely to the processes, problems and issues encountered in the large number of regional development projects now being implemented in various countries, both developed and developing; sometimes assisted by the United Nations family of agencies and at other times based on national resources and expertise. Up to now the United Nations research and training programme in regional development has had to use by necessity secondary information and data, generally limited and often inadequate for purposes of comparison or re-interpretation in the context of comprehensive regional planning.

18. A major problem in the process of data interpretation in connexion with research and training in the complex field of regional development is the lack of meaningful communication among the disciplines involved. This difficulty is then compounded by the lack of communication at the time of planning between those who plan and those who represent the often divergent interests and objectives of the different groups who may support or oppose all or parts of the plan. Furthermore, there is usually little contact between the planner and the citizen at large who is supposed to make intelligent and rational political decisions when the plan is subjected to the process of approval for implementation, and so on. A major aim of any comprehensive training and research programme in regional development, therefore, is establishing communications and building bridges among the disciplines involved in development planning and implementation and reaching common understanding by all involved about the methodology of and the need for integrating the socio-economic and territorial factors in the process of planning, and even more importantly, the need for comprehending the political factors conditioning plan implementation.

19. The ultimate aim of a network of United Nations centres of research and training in regional development should, therefore, be the establishment in interested countries of facilities for: (1) efficient operation of regional development from concept and analysis to planning, implementation and evaluation of results; (2) effective support of national policies and programmes in regional development through international comparative study and research, training and information; (3) training of cadres for comprehensive regional development planning and implementation; and (4) systematization of the collection, collation, processing, and storage and retrieval of meaningful and reliable data on regional development in the world. The system may ultimately embrace, in addition to a number of national centres, also several multi-national and one or more international centres. National centres would be normally concerned with the regionalization of national development policies and objectives and national planning. They may also provide extension services and in-service training, assess the suitability and efficiency of regional and local development plans from the viewpoint of regional potentials and benefits and assess their contribution to national development. The work of these centres should, however, be supplemented by scientific research at national universities and research institutions enjoying the freedom from day-to-day operations and therefore likely to devote sufficient time and talent and take the requisite perspective view.

20. Based on operational and scientific research and the training experience of national centres, the multi-national and international centres would carry out comparative study of the process of regional development, the different approaches, methods and techniques of regional analysis and of development planning, execution and evaluation as well as a comparative assessment and evaluation of regional development research, training and information. These studies will enable broader and more valid generalizations to be made and a viable scientific systematization of theory and practice to be carried out as a basis for more comprehensive research designed to narrow the gaps in existing knowledge and render the training programme more effective.

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21. The other important function of multi-national centres would be to provide a level of training that would transcend the limitations of the national centres. This could be achieved by utilizing study and research findings and their generalizations, as they apply across national boundaries, as a tool for training of high-level policy makers, specialists, administrators and planners from different countries in an inter-disciplinary framework. Many of the participants in the training activities of the multi-national centres would be expected ultimately to strengthen the teaching and research activities of the national centres and to administer regional development projects in their own countries. In this way the multi-national centre would establish close working relationships with the national centres in problem oriented research it would undertake, and it would be imparting its systematized information, findings and new knowledge to those who will be directing ultimately the activities of the national research and training centres and field projects.

22. For a higher level of professional education leading to master's and doctoral degrees, the United Nations programme would have to establish relations and give support to one or more international centres which are affiliated with widely recognized universities. This kind of training will be invaluable for students from developing countries who after their training will fill positions of teaching and research in their national universities. In order to ensure that the theoretical training given at these international centres is oriented towards the needs and problems of developing countries, the United Nations would be involved in the structure of the training programme and provide advisers familiar with the problems of developing countries as well as relevant literature and research material generated through the world-wide network of research and training centres. For this purpose a clearing house and documentation service for the international, the multi-national and national centres making up the world wide system will be provided by the United Nations in the near future. These services will be developed in liaison with the substantive

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divisions in the United Nations connected with regional planning and development, UNRISD in Geneva, the specialized agencies and the regional economic commissions and the regional planning institutes.

The Asian Research and Training Programme

23. As a result of the visit of the preparatory team on regional development to Japan in January 1967 the Government designated the Chubu Centre of the Chubu Regional Development Agency (CRDA) at Nagoya to participate on behalf of Japan in the United Nations research and training programme in regional development. It later directed the Chubu Agency and the Overseas Technical Cooperation Agency of Japan (OTCA) to organize on a trial basis, with the cooperation of the Universities of Kyoto, Nagoya and Tokyo, a training course for the benefit of Asian countries (January/April 1969). Subsequently a second course was organized under joint auspices of the United Nations and the Government of Japan (January/May 1970). A third course is planned for early 1971. The United Nations participation in these courses includes contribution of teaching materials and lecturers in economic, social and environmental planning, in comprehensive regional development, and in public administration and management (provided by the Economic Commission for Asia and the Far East, ECAFE, the Asian Institute for Economic Development Planning, AIEDP, the Department of Economic and Social Affairs of the United Nations Secretariat, DESA, and the United Nations Institute for Social Development (UNRISD). Negotiations are now underway concerning the transformation of the Chubu Centre into an Asian Centre for Regional development.

24. Ultimately, a number of centres will be needed in Asia. Regional development centres are already being established, in addition to Japan, also in Pakistan and the Philippines, and others may be established later (in India, for example). An ECAFE survey team is expected to select suitable sites for such centres in the near future, as recommended by the Seminar on Urban and Regional Development in Nagoya in 1966. Pending their establishment, it seemed more effective in responding to the pressure of urgent demand for training, to offer it in an economically

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more advanced setting in Asia, rather than postponing the programme until an adequate institution could be developed in a less developed Asian country - which may take a decade or more. With the agreement of the Government of Japan and the concurrence of interested Asian countries, the very first steps are now being taken in preparing for the establishment of this multi-national centre. To help systematize the information on the general development experience of Japan and the particular experience in urban and regional development of the Chubu Region, a research project was completed by the Chubu Centre under the auspices and with the guidance of UNRISD.

25. The proposed Asian Centre for Regional Development would operate under United Nations auspices as an ECARF project. It would be directed on behalf of the United Nations by a project manager and a governing board. Its major objectives are: (1) to establish and develop adequate training, research and evaluation facilities and programmes in regional development; (2) to institute a comprehensive programme of assistance in establishing an adequate system of national and/or other multi-national centres; and (3) to organize the exchange of relevant data on research, training and practical experiences in regional development generated in Asia and elsewhere in the world. As other regional development centres are established in the different Asian countries and become operative, the burden of training planners and administrators for individual countries will fall on these centres. The Asian Centre will then be able to devote increasing attention to research of mutual interest and benefit to Asian countries generally. It will, consequently, also contribute to an increasing degree to the strength of the world-wide research and training programmes by its links to national centres on the one hand and on the other by establishing links with multi-national centres in other regions and knowledge centres in universities and institutions of higher learning.

26. In an evolving field of study such as regional development, learning must be a mutual, many-sided and continuing process. Study, research and field work are the basic ingredients of a practical approach to learning.

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In this context, learning encompasses all essential aspects of the field of study, moving from the regional development concept, to formulation of viable methods and techniques of regional analysis, to comprehensive regional development planning and plan implementation, and to evaluation of actual operations of this continuous process in all phases. The basic objective of research and study in the context of learning is to impart knowledge and to support practical field work (or extension) carried out in the course of study and research. The ultimate product of this approach to learning is effective generalization from a wide range of experiences and understanding of the "why", "what" and "how" of development. The emphasis shifts from the "planning process" and planning techniques to development issues, comprehensive development planning, and development instruments; from planning theory to development practice.

27. Lecture courses, seminars, research, extension and evaluation are all means of learning. But to make a truly effective contribution to learning, these separate phases of the total process (or "system") must be related meaningfully to each other and organized in a coherent programme of learning by both the student and the teacher. The centre's programme will be geared to the needs of practising planners and administrators responsible for national and regional development in Asian countries, and to the needs of teachers and scientific workers in institutions for higher education and research. The internship of participants will therefore be of a relatively short duration and will combine in a single programme seminars, lectures, individual and team study with research, and field work. The collaboration between the centre and the participants will start immediately upon their selection with the preparation of comprehensive papers on the problems, practices and experiences in regional development in the participants own countries. Thus both the "student" and the "faculty" will prepare themselves for a meaningful participation in the training programme. Multi-disciplinary country teams would be invited to prepare, as a practical aid in their work at the centre, requisite data for research in policy issues and planning problems of current interest to their national and regional planning organizations.

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This could enhance the practical value of the Centre's programme to the countries of Asia. Plans and policies thus evolved at the Centre could then be moved further in a cooperative endeavour between national agencies concerned and the Asian Centre, supported by United Nations advisers, and ECAFE and AIEDP staff members, as and when needed.

28. The training (cum research) programme would stress essential aspects of regional development such as: (1) integration of regional development activities as a continuing process; (2) the economic, social, environmental and institutional factors influencing the process; (3) the multi-sectoral and inter-disciplinary nature of regional analysis, and consequently, the need for comprehensive planning; (4) methods and techniques of realizing comprehensively planned development through decentralized sectoral implementation in the regional context; (5) the continuing need for research and sensitive monitoring systems for realistic planning, plan implementation, evaluation, plan review and revision; and (6) the need for continuing systematic evaluation of all phases of the process as a basis of improvement for greater effectiveness.

29. Three types of programmes combining research, technical training and professional education will be organized ultimately at the Asian Centre for Regional Development:

(1) An annual (three to five months) comprehensive course comprising research, study, planning and implementation for high level personnel charged with research, analysis, planning, implementation and data processing and interpretation in institutions concerned with regional and national development in their own countries. The course will be so designed as to lead eventually to a "diploma". A limited number of participants in the course would be given a one year research fellowship at the Centre to complete work on issues and problems of more general interest.

/(2) Shorter

(2) Shorter (six to eight weeks) internships of a workshop-conference type for multi-disciplinary national teams, including top level personnel and heads of planning organizations, tailored to the particular current issues and problems of interested Asian countries. The residence of these teams at the Centre would be so scheduled that a week to ten days could be devoted to an intensive seminar for all teams on these problems and issues and on regional development generally. Some teams may also be given one year research fellowships at the Centre.

(3) A continuing doctoral programme for planners, administrators, researchers and teachers in regional development based on participation in the two short term courses, an intensive research or teaching internship at the Asian Centre, AIEDP and/or UNRISD, and the preparation by the candidate (and acceptance by these institutions) of a scientific research work planning project executed singly or as member of a team. The doctoral study would be sponsored by the universities cooperating with the Centre.

30. Initially, the burden of training planners and administrators for all interested Asian countries will be carried by the Asian Centre. To accelerate the process of training the Centre may organize, with the assistance of the United Nations Development Fund (UNDP) and with OTCA bilateral aid, special courses, for individual Asian countries. However, the Centre's main objectives in training is to produce first of all teachers of regional development theory and practice and to prepare top level personnel for research, planning and data processing functions in their national organizations connected with regional development. As other centres become operative with the aid of the Asian Centre, national cadres trained at the Asian Centre will multiply the training facilities and gear them even more specifically to the actual issues and problems of the individual countries concerned. The Asian Centre's training may then encompass special aspects of regional development, such as industrialization, agricultural development, urbanization, resource development, and infra-structural development in the regional context, again acting as pace maker for intensive national training programmes. In this way the capacity, the effectiveness and the relevance of the United Nations training programme will increase to a level closer to the intensive demand in Asia.

/31. At

31. At the present moment specific teaching materials are being developed around the experience of Chubu and Japan and most lecturers in the courses are Japanese scholars and practitioners. Observation tours also, are at present devoted to Japan's experience in regional and national development and planning. Participants are given in this connection field assignments geared to their interests and responsibilities at home in order to acquaint them with the intimate relationship between development and the social, economic and political institutional setting in which it occurs. As the Asian system of centres develops, more diversified materials and many more opportunities for field study, work and observation will become available throughout Asia. The present practice of routing participants to and from Japan via important regional development projects elsewhere, will then be appropriately strengthened.

Latin America, Europe and Africa

32. The training programmes in Latin America, Europe and Africa will also be based in a general way on these and similar concepts and approaches, it being understood that their application in differing situations will necessarily assume different forms. Admittedly the application of these concepts, approaches and training methods will be greatly influenced by the professional and institutional structure within which they are to operate. For instance in Latin America, the vital impact of the Economic Commission for Latin America (ECLA) on development policies and practices, and the wide influence of the Latin American Institute for Economic and Social Planning (ILPES) on development theory and training, are supplemented by the keen interest of academic institutions in national and regional development. Here a long-term training programme is projected under the auspices of ECLA and ILPES in cooperation with the Latin American Social Sciences Commission (CLACSO) which unites Latin American universities and research institutions for the express purpose of stimulating their scientific development and improving their capacity for professional education as well as their involvement and concrete participation in their countries' development.

/33. Under

33. Under these circumstances, a first short-term training course in regional development for the benefit of Latin American countries is being organized in September/October 1970 in Santiago with the active participation of CLACSO and Chilean academic institutions and national and regional planning and development agencies. On the experience of this and subsequent courses and subsequent seminars on regional development, the long-standing training experience of ILPES will be enrolled in developing with ECLA the long-term programme. A special feature of the programme may be that the main annual training course will move from country to country.^{7/} In each host country, ECLA and ILPES would cooperate with the national planning and development agencies and centres (some of them assisted by the UN) and the national institutions of higher learning and research. With the Active support of CLACSO these institutions and agencies would be expected to continue, at the national level, the training programme in regional development thus initiated, as well as remedy the deficiencies in professional education that may exist in the disciplines involved in regional development.

34. Europe has the longest experience in the world in industrialization, a variety of economic and social systems, and relatively well developed data gathering and information systems. Communications in the scientific and academic fields generally tend to cut across boundaries of nations and socio-economic and political systems. There is also a large body of experience in most parts of Europe in regional planning, economic, urban and sectoral (such as transport, recreation, water resources, environmental health, etc.). On the other hand, a physical and geographic bias prevails often in European regional (locational or area) planning. And there is often a lack of meaningful integration of economic, social and physical planning with the frequent result that affluence brings with it environmental degradation. A system of rapporteurs to UNRISD was established covering a number of countries, thus emphasizing the most neglected aspects - the social aspects of development planning - in Europe's relatively affluent societies, and specifically the question of allocation of sufficient national resources for social and environmental improvement and their effective use in regional development.

^{7/} Colombia, Mexico, Venezuela, Brazil, Argentina and Uruguay are the probable sites for such courses in the next few years.

35. Two preparatory teams visited in 1967, France, Italy, and the Netherlands, and Czechoslovakia, Poland and Yugoslavia respectively. The missions identified the type of contribution Europe could make generally, (and the countries visited by it more especially), to the United Nations research and training programme. Since that time, several significant developments have taken place in the Netherlands, the Union of Soviet Socialist Republics and Yugoslavia. A centre for urban and regional studies for North West Europe was established at The Hague with full or partial participation of Belgium, France, the Federal Republic of Germany, Luxemburg, the Netherlands and the United Kingdom.^{8/} Its main objective is research related to environmental and general development issues in a multinational and highly urbanized industrial region of high impact, which may indeed become a pilot project in planning in affluent societies.

36. Preliminary consultations were held in the USSR in 1969 and 1970 regarding participation of that country in the United Nations programme in regional development, which may include opportunities for specialized research and training international study tours and conferences. In Yugoslavia a cooperative project (of the planning agencies and the Universities of Belgrade, Ljubljana and Zagreb) is being sponsored by the Federal Council of Sciences. Its establishment stimulated an informal proposal concerning the creation in Yugoslavia of a multi-national centre for regional development. This centre, when established, could together with the already existing centre for North West Europe, the opportunities offered by the USSR and other socialist countries and such specialized institutions in Europe as the Institute of Social Studies, provide an exceptionally wide spectrum of possibilities for fieldwork, internship and study, and for research in situations ranging from the affluent to those of rapid socio-economic transformation and industrial development and, to a sufficiently significant degree, also to economically depressed or stagnant situations.

^{8/} The Hague is also the site of the Institute of Social Studies (ISS).

37. The Government of Poland has agreed to host in 1971 an international symposium on training of regional planners. The symposium will review current methods and facilities around the world for training regional planners and basic programmes and methodologies for dual training. The Economic Commission for Europe (ECE) is hoping to organize in 1971 a symposium on European cooperation in training of regional planners from developing countries. This symposium is designed specifically to mobilize European institutions for training programmes geared to the needs of regional planners. Out of these two symposia will emerge, hopefully, positive indications of the kind of training to be provided at "international" centres.

38. In Africa a first training course in regional development for the benefit of African countries was organized in 1968 by the African Institute for Economic Development Planning (IDEP) in Dakar, Senegal. It attempted to introduce the participating planners and administrators to the process of interaction of economic, social and physical development factors in a region and to the relationship between national, regional and local development planning. The substantive divisions of the United Nations, New York, the Economic Commission for Africa, (ECA), Addis Ababa and the Specialized Agencies cooperated. A training course for regional development personnel in Ethiopia was organized in July-August 1970 under United Nations auspices. Based on the trends in regional planning in many African countries (notably Ethiopia, Ghana, Niger, Nigeria, Kenya and Tanzania) there is every prospect of initiating more systematic training and research activities, in cooperation with existing universities (particularly the Haile Selassie University in Ethiopia, the University of Ghana, Oppenheimer College in Zambia and Makerere University in Uganda).

39. Pending the establishment of an adequate and continuing training programme in Africa, the Institute of Social Studies (ISS) at The Hague and the proposed Centre for Urban and Regional Development in Yugoslavia could undertake, in cooperation with ECA and IDEF, the training Function for African countries. The former is well organized and experienced in training of planners and administrators in national, regional and sectoral development planning; and Yugoslavia has a quarter of a century of development experience in planning for her six regions (republics) within the framework of the national plan. There is also a renewed interest in that country in further regionalization of development planning within each of the six republics.^{2/}

Conclusions

40. A number of conclusions can be drawn from this progress report on the United Nations research and training programme in regional development:

- One: The interest of governments, particularly those of developing countries, in training in regional development has grown faster than expected.
- Two: Training courses had to be organized, therefore, even before the research programme was able to provide the requisite guidance.
- Three: Consequently a pragmatic and flexible approach was adopted in the first training courses leading from trial courses to more coherent programmes.
- Four: The training experience to date has identified a number of issues of national, world-wide and continental interest.
- Five: These issues may provide useful indications of those areas of regional development theory and practice where research could help most.

^{2/} Three important projects in regional development assisted by UNDP are now in different stages of planning and execution: the Regional Plan for the Southern Adriatic Area; a similar plan for the Northern Adriatic Area; and the Reconstruction Plan for Shopje Region. The OECO is assisting Yugoslavia in the planning for the Kosmet, and the Regional plan for Ljubljana was formulated with the assistance of the Ford Foundation.

Six: Arrangements are needed to ensure both adequate substantive support of the training programme and the utilization of the world-wide experiences flowing from it.

41. In regard to the last conclusion, it would seem that there are three essential steps that the United Nations should take. The first is the formation of inter-disciplinary teams who could be made available to centres to strengthen their research and training activities and to be available for short advisory missions for their development. Such teams could be recruited from academic circles in research and education, from government and administrative bodies, from planning and development agencies and from advisory and consultant organizations. These teams could be the core around which the teaching content of particular courses could be built. United Nations advisers and lecturers together with scholars of the host country could complete the faculty to suit the specific requirements of each course that is organized. In order to benefit fully from the programme's cumulative experience the inter-disciplinary team members could be retained by the United Nations on an on-going consultant basis for a number of years, although they may actually work in the programme only for short periods during every year depending on the requirements of particular centres.

42. The second step is the development of teaching materials suited to the needs of the various training courses envisaged under the programme, for example, three to five months; six to eight weeks, a degree course, etc. This would involve the selection of material suitable for training purposes from the mass of literature emanating from the programme, the preparation of handbooks on particular aspects of regional development policy, programme and planning; the construction of course content on specific subjects related to the time available for teaching in the different training programmes; and the compilation of bibliographies for student use. The inter-disciplinary teams will be constantly involved in the teaching and research activities over a period of years and will be accumulating much knowledge and experience in the process they will be invaluable to the development of teaching competence and teaching materials.

/The third

The third step would be the establishment of a service for information gathering processing and dissemination. Such a service would be in touch with sources which can provide material relevant to the research and training programme, such as the research and training centres being established under the programme; the universities and institutions of higher learning engaged in teaching and training for regional development; planning and development agencies engaged in its practice; the UN regional planning institutes and economic commissions; the UN specialized agencies, divisions in the United Nations involved in regional development planning.

43. The most important conclusion emerging from the experience to date is that the demand for regional planners is much too large and too urgent to be satisfied by a programme designed to be implemented through a few centres in a few developing countries. Instead an approach has to be adopted which provides for an immediate initiation of training in regional development for high level personnel and teachers in the most suitable and readily available locations. These would take the form of multi-national centres for research and training mentioned earlier. At the same time training and research programmes should be promoted at the national level with the support of the United Nations system and the multi-national centres. These programmes could initially begin in existing institutions for training in fields related to regional development (urban planning, administration, economic planning, social development, etc.). As knowledge is accumulated, experience gained and interest in regional development theory and practice increases, the national programme can be suitably institutionalized. The United Nations should also actively support one or more "international" centres encouraging them to develop courses and research projects which will be of global significance and of interest and benefit to developing as well as developed countries.

44. The network envisaged for promoting the United Nations programme in research and training for regional development is a three tier system consisting of national centres, multi-national centres and international centres, suitably linked together for mutual support and benefit in research,

/training, dissemination

training, dissemination of information and other activities vital to the promotion of regional development. This system is expected to multiply in a reasonably short time the capacity to meet the growing demand for training and the capacity to build the requisite institutional structure and cadres needed for the practice of regional development in those countries which have adopted the regional approach.