

## **THESIS ABSTRACT**

### **APPLICATION OF UNITED STATES CITY PLANNING PRACTICES TO COLOMBIAN CITIES**

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97 pages

**Directed by Professor Howard K. Menhinick**

A special study of the urban problems and city planning practices in Colombia and in the United States was made. The major purpose of this study was to discover those practices of the United States which could be applied to Colombian cities, either to improve Colombian approaches or to develop new practices to solve urban problems.

Although some of the Colombian practices might prove to be applicable and useful to the United States this aspect of the thesis was omitted from the present study. However, sufficient material and information are given to make such a study.

A library research was made of the material available in the United States, with regard to information concerning city planning problems and practices both in the United States and Colombia. Further information concerning Colombia was obtained by a study of Colombian literature.

The project entails a discussion of basic principles of city planning practices in the United States. It includes a discussion of the same aspects in Colombian cities, and a presentation of the changes and special contributions to city planning and community development made by three selected areas of the United States, in which some problems and characteristics appear to be similar to those prevailing in Colombia. These areas are Puerto Rico, the state of Louisiana and the Tennessee Valley.

It was found that there are, in Colombia, progressive devices and institutions for solving several aspects of urban community problems.

It was also found, however, that in matters of local planning administration, local government, use of planning tools and planning instrumentalities, and development of resources, there are valuable contributions made by the United States that may be used by Colombian cities.

To facilitate the utilization of these findings by Colombian cities, the last part of the study was treated as a summarizing discussion of important features of city planning practices in the United States from which Colombian cities might draw in their attempt to improve their own city planning practices. The study shows that it may be valuable to take action on the following recommendations:

1. To revise Colombian planning legislation and enact a comprehensive law.
2. To do research and propose changes to improve the structure of the local government in Colombian towns.
3. To encourage a more progressive action in the development and use of city planning tools and methods.
4. To provide for a clearly defined city planning administration as a basic element for the successful use of city planning tools.

All these recommendations are illustrated with specific examples of experience in the United States.

Approved,

  
Howard K. Menhinick  
Thesis Advisor

June 3, 1955

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APPLICATION OF UNITED STATES CITY PLANNING PRACTICES  
TO COLOMBIAN CITIES

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A THESIS

Presented to  
the Faculty of the Graduate Division  
Georgia Institute of Technology

In Partial Fulfillment  
of the Requirements for the Degree  
Master of City Planning

by  
Jorge E. Rivera-Farfan

June 1955

Faculty Readers,

FOREWORD.

Foreign students who come to the United States to enrich their technical and skilled learning, and who are expected to return to their countries with the outlook that comes from contact with a different culture, are faced with a serious problem involving great responsibility.

I am in the situation described above; stated in terms of my own needs, the problem is to find out if my training in city planning, designed for use in the United States could be applied in Colombia.

As a basic approach in solving this problem I am using this thesis to develop a survey study of urban problems and city planning practices in Colombia and in the United States. It includes a search for special contributions from selected areas -- the State of Louisiana, the Tennessee Valley, and Puerto Rico. Those practices which could be applied to Colombian cities are discussed, always bearing in mind the differences in background, economic development and cultural maturity.

In the United States controls to take care of urban problems have been developed through long experience; costly mistakes have been made everywhere in this country. Because I feel that the final results are a product of valuable experience, my approach shall be to search for significant contributions from areas with problems and characteristics that appear to be similar to those prevailing in Colombia.

Perhaps some of the Colombian solutions could be tried in the United States; however, the discussion of this task would extend the scope of my thesis beyond its original limits; hence, it will be omitted.

Therefore, this thesis is not intended to open either a cultural controversy, or one in planning. It is rather a first step towards a rational use of significant experience in the field of city planning. It might prove useful for both Colombia and the United States.

City planning as a profession, with a definite body of knowledge and basic principles for action, is new to the United States. I mean that it is a new approach to urban problems. It not only means the architectural treatment of the civic features of a city, it means much more.

City planning, as I understand it, aims to integrate within the community the economic and efficient use of land, and the use of structures and natural environment, into a continuous process of adjustment and improvement, by using to the best advantage for the population, the resources of the area and the human potential of the community. City planning puts to work, towards that common aim, the social organism, the political process and the administrative operation of the city.

ACKNOWLEDGEMENTS.

I wish to express my thanks to the Government of the United States for the opportunity to pursue my training in planning in this country, and to the people of the United States for their hospitality.

My thanks are also due to my advisor, Professor Howard K. Menhinick, Regents' Professor of City Planning at Georgia Institute of Technology, for his help and assistance in the preparation of this paper, to Mr. Malcolm Little, and to Dr. Samuel J. Mantel, whose suggestions helped to improve the manuscript.

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## INTRODUCTION.

This thesis attempts to fill a gap in city planning literature. The increase in the exchange of technical information between the United States and Latin America requires extensive surveys of common problems and careful adaptation of their solutions.

Mr. Francis Violich discussed in his book "Cities of Latin America", some of the aspects of urban problems in Colombia and, very briefly, the city planning practices in that country. This book is the most complete survey made along these lines, however, it makes no attempt to discuss the possibilities of applying United States city planning practices to any one of the Latin American countries in particular. Some of the studies made by the Pan American Union (Division of Housing) represent the most valuable contribution in the field of city planning and in attempting to make the U.S. practices and experiences available to Latin America -- the Master Plan for San Jose, Costa Rica is the best example.

This paper is a discussion of basic principles and practices of city planning in the United States. It includes a discussion of the same aspects in Colombian cities, and a presentation of the changes and special contributions made by selected areas of the United States to the field of city planning and community development.

The underlying purpose of this paper is to present to my countrymen in Colombia what I feel to be experiences and approaches to

solve urban problems in the United States which could be applied to Colombian cities provided that local conditions and cultural and economic aspects are properly considered.

A library research was made of the material available in the United States, with regard to information concerning city planning problems and practices both in the United States and Colombia. Further information concerning Colombia was obtained by a study of Colombian literature and, I must say, that with the inclusion of this literature, the compiled bibliography has proved sufficient for the scope of this thesis.

In addition, this work is a result of two years of study, training and research in planning in the United States.

In the last section of this paper, specific recommendations were made in the following planning aspects: legislation, local government, planning tools and methods, and city planning administration.

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## CHAPTER I.

### UNITED STATES URBAN PROBLEMS.

#### Urban Growth in the United States

The problems of urban growth have been studied by authors specializing in different fields of knowledge; several attempts have been made to classify cities in terms of their size.

Nowadays urban growth, or urbanization is described in one or several of the following ways:

1. continuous subdivision of land for different purposes in the fringe area of the cities;
2. increase of population, and/or continuous movements of population within the urban area. Immigration from rural areas or from foreign countries also typifies urban growth;
3. extension of services and utilities for the expanding community;
4. expansion of the economic base of the city (diversification of industry, encouraging location of new industries, are examples of such expansion); and
5. extension of the area influenced by the city, either to make use of resources of other areas or to meet market needs by supplying such areas with products or services.

To simplify, urban growth may be expressed in terms of two basic aspects; 1. population growth; and 2. expansion of the economic base. As things are today, the prosperity of cities in the United

States involves these two basic essentials.

When cities and their people are not capable of maintaining utilities, facilities and services in such a way that the economic base allows them to meet the needs of the population at the same pace as its growth, then urban growth becomes a serious problem which produces several evils;-- disease, congestion, poverty, speculation, undernourishment, crime and decay of structures, facilities and services.

One of the major functions of a city's government is to prevent these evils. Actually, these are every day problems in almost every city in the world, as well as in the cities of the United States.

The increase of population due to any reason produces an increasing demand for supplies -- of food, goods, housing, facilities, utilities and services. When such supplies are not adequate, speculation thrives. For example, the subdivision of land in the fringe area gives rise to a continuous conflict between urban and rural interests. Real estate people play a very important role in this conflict.

The government and its administration has to adjust itself to all the aspects of urban growth and provide services giving consideration to efficiency, economy, opportunity and adequacy. The inability to do so produces waste, high taxation and a low level of prosperity -- in many instances, no prosperity at all, or decay. Moreover, in some cases, cities are faced with problems of political boundaries and jurisdiction problems where frictions

are developed between different government agencies or different units of local government.

These are not independent problems -- they are very closely related. Economic base expansion, for instance, is an essential without which prosperity is not possible. It is the activity of people which produces income. The size of the market, as well as the taxation base, depends on the ability of the people to pay. A handsome economic base produces plenty of opportunities, good salaries, high standards of living etc. A poor economic base is one of the most serious problems a city can face.

When a city becomes a metropolitan center, its influence goes beyond the city limits, (e.g. San Antonio, Texas); in some cases, beyond the state limits (e.g. Atlanta, Georgia); and in others, beyond the continental limits (e.g. New York or Chicago). This expansion is both a problem and a consequence of urban growth: a problem, because there are communications, transportation services and facilities which appertain only to those cities and must be developed to meet the needs of the growing population; a consequence, because the more services and facilities that are offered, the more activity is attracted.

In the United States most of the local governments are aware of all these problems to a certain extent. The importance of solving them, as a function of the government, increases with the size of the city.

Remarkable progress has been made in developing controls, tools and methods to solve these problems. Concepts such as the "economic base" have evolved to a significant degree in the definition of the

economic aspects of the urban growth problems.

The United States has unique problems of urban growth which have led to solutions only applicable to this country. Eventually, these problems and their characteristics will be mentioned as a matter of contrast. In general, the reader should not expect to find any description of them. On the other hand, urban clusters such as San Francisco, Philadelphia and New York exist only in this country, yet these cities developed solutions which properly used might be applied to smaller cities.

Government and Jurisdiction.-- In this country, there is a valuable tendency to improve governmental institutions. A good example is the increasing use of industrial management techniques in setting up and organizing local government institutions. As a result, urban problems of great magnitude as well as catastrophic conditions have given rise to different forms of local government. Local government in the United States at present takes three major forms which are used by the largest percentage of U.S. cities -- Mayor Council, Commission and Council Manager. Chicago, for instance, the second largest city in the United States, has become a tremendous enterprise which operates on a budget of some four hundred million dollars a year.<sup>1</sup>

The problem of local government in any city, small or large, is to provide its citizens with the best services which are vital to the welfare of the community that they can afford, and to provide the facilities essential to the proper functioning of the city's economic activities. Therefore, it is simple to understand that an efficient

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1. Chicago Home Rule Commission, Modernizing a City Government, Chicago University Press, 1954, p.101.



government makes the prosperity of the city possible.

In the United States, the cities, so far as authority of municipal corporations is concerned, are creatures of the state legislature; which means for instance that taxation powers are granted and controlled by a legislature in which the city as a community has inadequate representation.

Even if the problems arising from the lack of adequate solutions to the above discussed aspects of government were to be properly attacked, there still remains unsolved one of the most serious problems, in my opinion, -- the problem of jurisdiction. Cities grow and directly affect areas over which the city's authorities have no jurisdiction and yet the problems belong as much to the city as to the outlying areas; e.g. continuous maintenance of intercity highways, or subdivision and development outside the city limits which are in opposition to the convenience of the main community. Such areas around cities, or metropolitan areas, are thus governed by several units of local government; that is to say, smaller cities, or counties, which are usually not under the pressure of metropolitan community groups to solve questions related to the major city, or benefit the largest agglomeration of people.

This problem has become particularly acute at the level of metropolitan areas; political interests maintain the "status quo", as a result, organization and regulations throughout the metropolitan area are not consistent and hence inefficient. Industries, services and the economic activity in general are obstructed; this causes deficiencies in the supply of community services, unemployment and all the

related evils of a disproportionate growth of population in areas with inadequate facilities and services, or with insufficient economic activity.

The present relations between cities and the state legislature; the city and its direct area of influence, the relationship of local units of government in the performance of a common series of functions and services by the local authorities, the continuous adjustment of local government to growing needs of prosperity, all these are current problems for the government of U.S. cities.

Housing.-- When we list the basic human needs of this age, housing<sup>1</sup> must be included. In the United States, housing has become, among other things, a public function;<sup>2</sup> that is, a function of the government. An organized study of the housing problem was made recently (December 1953) prior to the preparation of the Housing Act of 1954.<sup>3</sup>

It is interesting to note that in order to investigate the most important aspects of the problem, the appointed committee had to subdivide its activities so as to cover:<sup>4</sup>

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1. Health, food, clothing, shelter, education, work, recreation, safety, freedom and community services are basic needs.
  2. Abrams, Charles, The Future of Housing, Harper & Brothers, New York and London, 1946, pp.358,359.
  3. The President's Advisory Committee on Government Housing Policies and Programs, A Report to the President of the United States, U.S. Government Printing Office, Washington 25, D.C., 1953.
  4. Ibid., appendices 1-to-5

1. Federal housing programs and operations: F.H.A., V.A., etc.,
2. Urban redevelopment, rehabilitation and conservation,
3. Housing for low-income families and
4. Credit facilities for house acquisition.

These, in general, represent the aspects of the housing problem in its full sense in the U.S. cities.

After the aspects mentioned above, the following are the most pressing problems of housing in the United States: shortage of housing supply, obsolete housing, substandard housing, slums and other overcrowded areas, improper distribution of the housing activities between private and government enterprises, housing finances and shelter for special groups, (for example -- low-income groups, racial groups, etc.) In periods of great demand (for example, after World War II), the mass production of houses and prefabrication are also pressing problems. At the present time, the Federal policies in matters of housing have become complicated economic issues;<sup>1</sup> hence it also has become a problem to organize the federal programs in order to have a proper distribution of functions and responsibilities so as to cover the different aspects of the housing problems and their solution<sup>2</sup> -- in particular, to provide for a proper separation of operation activities or functions of the federal self-supporting institutions, and the functions of super-vision, co-ordination and research.

Decay of residential areas and of housing structures brought

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1. Ibid., p.5
2. Ibid., p.368

the figure of sub-standard units to 5,000,000 needing absolute clearance<sup>1</sup> in the United States.

It was estimated that a substantial number of structures now in potential decay, could be either conserved or rehabilitated. The number of these structures goes up to the figure of 15,000,000 dwelling units.<sup>2</sup> A third aspect of this part of the problem is preventing new areas from becoming the slums of the future.

The problem of housing for special groups, (among them the low-income group) contrasts with the high standards of living in the United States, bearing in mind that such standards are recognized to be the highest in the world.

"In 1951 there were 3.8 million families with income less than \$1,500 and 8 million families who had \$2,500 or less"<sup>3</sup> even though the average family income per year in the United States was \$4,000.<sup>4</sup> It is presumable that all the low-income families were living in sub-standard houses, that is, in slum-type housing. It is almost obvious that in these areas individual initiative should not be expected to improve conditions as people cannot afford it. Therefore, the enforcement of building, health and sanitary regulations becomes practically impossible.

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1. Ibid., p.111 (1950 census data)
  2. Straus, Nathan, Two Thirds of a Nation, New York, Knopf, 1952. p.22
  3. Hoyt, Elizabeth E., Margaret G. Reid, Joseph L. McConnell & Janet M. Hooks, American Income and its Use, Harper and Brothers, New York, 1954. p.258
  4. The President's Advisory Committee, op. cit. p.291

Perhaps one of the greatest difficulties or barriers for an easy-going housing program was the unavailability of credit facilities for individual families. This situation obviously accounted for the inability of private enterprise, not only to wipe out the slums, but to provide an adequate supply of homes in U.S. cities.

Nathan Straus estimates that to replace slums in the United States, and to keep up with the population increase, from 1951 through 1960, the need for housing will be 17,600,000 dwelling units; that is to say 1,760,000 additional units per year or \$17,600,000.<sup>1</sup> Obviously, financing of low-rent housing should be made available, not only to the people buying the house, but to the subdivider and to the builder; but very little has been done regarding the latter two.

New Trends.--- Although urbanization and industrialization go together, the current trend in industrialization originates new trends in matters of urban problems. Industry, concentrated for more than a century in rather congested areas of the northeast, is moving south. There is a marked trend toward decentralization and the policies of industry location have experienced a remarkable evolution. Today, new types of development are taking place, producing quite a change from the old pattern of cities. I am referring to regional shopping centers, industrial districts, large housing developments, (Levitt-town or other post-war towns), express-way systems, turn-pikes or toll-roads, all of which are now features affecting the character of the urban

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1. Straus, op. cit. p.22

problems already described. The land use is following a different pattern and, as a result, the location of related uses will change; the same will happen to the transportation facilities, the traffic generators and the traffic distribution.

During this process, small towns get new industries and large plants which change traditional conditions entirely. Today it is common to find a new plant building its facilities close to a town which in the past was just a small agricultural center. The implications of this type of development are that the local government and the town interests are faced with a variety of problems never before considered. Some of the immediate difficulties are; shortage of housing for the employees of the new factory, changes in government and administration, extension of public utilities and services, change in the city's financial base, planning of new school facilities and control of this new process of growth for the benefit of the community. The inexperience of the local government makes the problems more difficult -- yet, on the ability to solve them depends the real prosperity of the town.

The impact is felt in all aspects of municipal life -- shelter, transit, education, commerce. The arrival of a new industry is the turning point -- what is coming is a new life, more income, an opportunity for community re-organization. And if problems are properly solved, the expansion and growth will continue.

Civic Organizations.-- The community should be organized to take action on every problem concerning it. Unfortunately this is rarely the case. When it is necessary to formulate the community objectives

before the overall task of planning, or when policy decisions are made, the general rule is that a small proportion of the people take part in the running of their own civic affairs. In order to parallel the situation with the basic concepts of democracy, the lines of communication between the people who grant the power and the leaders who gain it, should be strengthened.

In the United States, the activity of society is carried on through the interaction of a tremendous number of groups, which have definite patterns of communication between the people and the leaders; such communication is expressed in terms of public opinion and is achieved through a myriad of social-economic-political groups. The people, however, do not usually join groups for the primary purpose of taking an active part in the policy making process. This might eventually be a by-product of very specialized groups. In the U.S. cities there is usually a group, club, society or other organization for the protection or development of any activity imaginable. These people think more in terms of their own specific purposes, keeping themselves busy, than in terms of the community as a whole. The result is a great deal of apathy towards community problems, especially towards problems, the solution of which acquires a long-range character.

Politics becomes easier when people are busy like this; the formulation of objectives and policies, as well as the decision-making processes, can be managed by a few who become leaders, or eventually permanent members of the community power structure. Such a

situation is a problem and it is also a danger to democracy.<sup>1</sup>

"If the basic issues which confront individuals and groups in the community are to be adequately met, it would seem necessary for the citizenry to be fully aware of who their real leaders are and how they are chosen".<sup>2</sup>

### City Planning Aims

The first and broadest aim is: To make the city a better place in which to live for the people as individuals and for all as a progressive community.

City planning aims for the community what the individual wants for himself; in other words, its purpose is to work for the community, but its necessary result must be the security, protection and prosperity of the individual. City planning wants cities to become more efficient from the transportation and economic point of view; it wants cities to be good places in which to live, to work, to do business; it aims at correcting what has been poorly done in the past and at protecting what is being accomplished against decay in the future; it prefers for the individual a balanced life with time for recreation and facilities for play and the enjoyment of life.

Since urban growth may introduce factors affecting this basic and broader aim of city planning, planners have developed a series of methods which aim at a better and conscious knowledge of the city and

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1. Hunter, Floyd, Community Power Structure, Chapel Hill; The University of North Carolina Press, 1953, pp.245-255.

2. Hunter, op. cit. pp.260,261.



its problems, and for this reason one of the purposes of city planning is to make government organizations and institutions, as well as the city's facilities and services, keep up with the expanding needs of a progressive community.

In other words, an important aspect of this basic aim is to ensure a continuous growth of the community -- provided that the growth is healthy.

When prosperity is mentioned it also implies improvement in the character of the people, their cultural progress, their education, their productivity, their availability of leisure time. It means that the profession of city planning wants cities to be a full expression of the culture, the technological advance and the civilization of the community.

The second aim is: To develop the means to achieve the broader objective stated above and to attain a continuous improvement in living standards.

A basic series of principles for action follows as the next aim of city planning, framed within the democratic way of life. These principles are expressed at the national level in what we may call "constitutional statutory planning". The local planning action, therefore, aims at complying with such legislation; the local machinery of government, to ensure the continuous improvement of living standards, makes regulations and provides for its administration, and as a positive action, plans and undertakes programs of improvements and the extension of facilities and utilities.

City planning by proper use of the "governing power" (here used instead of police power) attains the task of developing the tools with

which to achieve the broader objectives herein listed.

The third aim is: To foster and foresee the growth of needs, the available resources, and to plan for the future of the community.

We must do more than catch up with the needs of yesterday, and so city planning looks ahead and makes educated estimates in such a way that it becomes possible to co-ordinate our efforts of today with the natural and human resources. At the same time, foresight into the future of the community will provide a better guide for a more rational action. That is why city planning in a continuous process co-ordinates the present action and reviews the significance of future needs.

The fourth aim is: To reach intelligent decisions relating to community development and in the same manner achieve an active participation by the citizen in the planning process.

City planning, therefore, becomes a set of basic tools to improve the decision making process when the community deals with its problems; when the citizenry wants to attain the broader objective of prosperity and welfare of its members.

City planning devises help and action, not only for a better leadership, but also to allow the citizen to participate in formulation of community objectives and in positive action to solve urban problems.

#### City Planning Methods:--

Surveys and basic studies: Community study; Population; Economic base.--- In the United States, city planning has developed a systematic contribution in solving urban problems by devising a methodology which begins with the basic studies, that is, the collection and interpretation

of factual and historical information about the city.

First of all, planners are interested in knowing the characteristics of a city, its problems, the trends and the way processes of human activity take place in a given community. They are interested not only in the statistical figures but also in the relationships and interaction of the different aspects of community life.<sup>1</sup>

Planners in the United States undertake at first the surveys and studies which give them informative bases to forecast and project needs and improvements into the future. To be more specific these basic studies fall into four major categories: 1) population studies, 2) community study, 3) physical inventory and 4) economic base studies.

1. The population studies include the type of information provided by the census, labor statistics, vital statistics, distribution in the urban area, trends and movements.

2. The community study includes all the social, legal, financial, political and economic subjects, about which assembled information could prove useful; it includes an inquiry into the relationship and functioning of these aspects; it will present the position of the city in the area, state, region and, nation, if necessary.

3. The physical inventory includes all geographical features as well as man-made structures and improvements. It will be the bases for the evaluation of the facilities and their ability to meet the community needs. Good examples are the property inventory, housing surveys, streets inventory, facilities and utilities maps, land use surveys, etc.

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1. Arensberg, Conrad M., "A Community Study Method", American Journal of Sociology, September 1954, pp.110-124.

4. The economic base studies relate the previous basic studies to the occupation of the population; and relate natural and community resources to productivity and levels of employment of the population. The purpose of these studies is to determine the degree of economic activity, its trends and future possibilities.

Enactment and Administration of Planning Legislation.-- Court Cases, Constitutional Amendments, Appeals, Hearings.-- City planners have two important types of action: one is what H. Pomeroy calls negative action or establishment of legal controls, such as zoning ordinances, subdivision regulations or housing ordinances; the other is the positive undertaking of actual physical developments and city improvements.

There is a continuous evolutionary process in city planning legislation. Frictions of opposed interests are given free release at different levels, through such mechanisms as court cases, constitutional amendments of the states, appeals to review the application or meaning of law to get variances or exception to the law, public hearings and administrative hearings. There is no doubt that the method as enunciated is highly democratic for it allows proper consideration of needs, rights and opinion.

Regulations in general ought to be reasonable and also employ a proper use of the "governing power". Let us take, as an example, zoning. Its legality has been upheld in the courts<sup>1</sup>, in order to make extensive use of it some states had to amend their constitutions (for

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1. 272 U.S. 365, 47 S.Ct. 114, 71 L.Ed. 303, 54 A.L.R. 1016, *Euclid v. Ambler Realty Co.*, (1926)

example -- Georgia). The individual owner has the right to appeal first to an administrative Board of Appeals and thereafter to the Courts whenever he feels that the regulation imposes unnecessary hardship on him, or when it is unreasonable or discriminatory. Finally, public hearings are used before enactment of the regulation, in case of changes, variances or exceptions, and in general during the process of regular zoning administration. It must be added that the ordinance should provide within itself for its administration and enforcement.

Master Plan -- Land Use Plan. For Community Development.

Continuous Process "Idea".-- "The plan showing the city's desirable future developments, the appropriate use of private land, and the general location and extent of all necessary or desirable public facilities constitutes what is called the comprehensive city plan or MASTER PLAN".<sup>1</sup> This plan shows all of the elements that comprise a city, all properly related to each other.

There is a basic relation between the community studies and the master plan. A master plan is the interpretation of the facts regarding the community and its resources, in such a way that it will give general policies and guides to the city and its people, and undertake positive programs of action in the attempt to co-ordinate its efforts and development, and achieve its welfare and prosperity.

As part of the master plan there is prepared a proposed land-use plan showing on paper the meaning of the land use policies of the

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1. Menhinick, Howard K., Local Planning Administration (2nd ed.) Chicago: International City Managers' Association, 1948. p.10

master plan. Actually what city planning is doing at this stage is determining the patterns of activities, circulation and use of the different areas throughout the community. All facilities and utilities that shall be required, according to the needs of the people, the foresight of the leaders and planners, are indicated in the land use plan. This, in fact, will be the basis for preparing the zoning map - an important part of the zoning ordinance.

A master plan, then, is a set of guides and "consists of maps, plans, reports, sometimes models, and a priority listing of all the proposed public improvements with approximate cost estimates".<sup>1</sup>

While continuous fluctuations of circumstances are expected to occur in almost every community, the master plan must be adjusted frequently to meet new conditions and needs as they arise; that is why an effective planning program operates as a continuous function of the community government.<sup>2</sup>

From generation to generation, it has been noticed that with the exception of fine civic works, all the structures and improvements become obsolete. When space is generously provided, however, when open areas provide a better conservation of land values, when congestion is removed from its origin, then cities will always look young and attractive.

Co-ordinating Efforts -- Priorities. Planning Function in the City Government, and Capital Improvement Program.-- Planning as a

1. Menhinick, op. cit. p.51

2. Ibid., p.53

continuous process embraces, by its nature, all the operations of government. Even more, it includes relating government to other institutions and to individuals. By means of the master plan, developed with active participation by the people, city planning protects positive trends of progress. In so doing, city planning is introducing a factor of reliance into its foresight. Thus, planning has devised the "long range planning" concept which enables the planner to correlate the plan with the state or national policies and programs. On the side of effective action it has also devised the "capital improvement program" to ensure that the extension of utilities and the construction of new facilities is scheduled and undertaken in proper sequence in order to improve the physical pattern of the city.

The capital improvement program studies the financial feasibility of the said improvements, and establishes the relative need for them. That is to say, it uses a system of priorities to meet at once the most pressing needs of the community. Whereas, the only feasible improvements are those which are in proportion to the financial prospects of the community, the long range plan gives proper consideration to the financial sources, the revenue program, and taxation base to the extent required by the needs of physical facilities in the community -- playgrounds, schools, water, sewerage, etc.

One of the final products of this part of the plan is the "six year capital budget"<sup>1</sup> "The more immediate portions of the capital improvements program are generally developed in greater detail than in

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1. Ibid., p.270

the entire program and are incorporated into a six year capital budget that is extended annually by adding to the program for another year".<sup>1</sup>

In preparing both plans and budget, sound financial practices are used; the same may be said of the plans for administration and operation of the city. A great deal of co-operation among officials and co-ordination of efforts is required to arrange an acceptable and workable program which is essentially in accord with a comprehensive plan.

State and Federal Programs. Enabling Legislation; on City Planning, Zoning and Redevelopment. Housing Acts, etc. (How these Features Work).-- After evaluation of results of federal programs, aid and grants to cities, etc., the states and the federal government of the United States are helping cities to plan their improvements, and to build some of the needed facilities. There are several ways in which this help is given; by enacting legislation to enable cities to perform certain functions and to establish controls, by encouraging cities to undertake systematic programs of city planning and by offering technical staff, assistance and valuable information. The federal government's contribution appears in the establishment of authorities such as the Tennessee Valley Authority, special agencies such as the National Planning Resources Board, the Public Works Administration, and in programs of aid and assistance. Housing Acts, housing programs, urban redevelopment, conservation and rehabilitation of neighborhoods are also parts of federal programs.

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1. American Society of Planning Officials, Planning 1952, 1313 East 60th. Street, Chicago Ill., 1952, p.146.



Recently, the 1954 Housing Act brought new concepts of federal assistance with the characteristics set forth below. It was considered the most significant event in planning during the year of 1954 in the United States.<sup>1</sup> Under the Act, grants-in-aid for planning purposes will be available on a matching basis to small cities and metropolitan areas throughout the country.<sup>2</sup> In other words, planning has been recognized as a need that shall be supported by the federal government; comprehensive planning has been established as a requisite to qualify for federal assistance.

Directly speaking of housing, the Act includes the planning concept of comprehensiveness by requiring the so-called "workable plan". Housing programs according to this must be a part of a comprehensive plan for the community, or the municipality. This recognition of a need for planning will have a tremendous effect on future city development in the United States and upon planning as a career. This is the beginning of a trend towards better solutions to urban problems.

Promoting Civic Organization and Participation.-- Currently, more and more emphasis is put on the fact that to have successful city planning citizen participation in the process is required. It has been shown that the outlined aims and methods leave room for such participation. Since planning "is essentially a function of the executive and the legislative arms of the government"<sup>3</sup>, citizen participation ought

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1. A.S.P.O., "Nine Hundred Fifty-four", ASPO News letter, January 1955, p.1.
  2. 83d Congress, Housing Act of 1954, Section 701.
  3. Breese, Gerald William, An Approach to Urban Planning, Princeton: Princeton University Press, 1954, p.15.

to be related to the official process of government. How to do this involves different problems for every community. In general what is needed is that citizen groups facilitate the action of government in the communication of the people's wants to community planners and leaders, as well as helping the planners and leaders inform the people of their findings, decisions, purposes and the methods of each part of the municipal plan.

In order to increase the concern of the people in city problems and to inform them as to what makes their city a better place in which to live, the people -- the citizens -- should share in the complete development of the city plans.

#### United States Solutions

Actually there is no method or program which could be called, by itself, a solution to urban problems. City planners have devised methods and tools, which, in a certain degree of combination produce a solution for each particular problem and specifically for each particular case. These devices, tools, regulations or programs, theoretically enable the city's officials and its people, either to solve urban problems or at least to improve the approach to them, and eventually find the desired solution. So, for the purpose of this work, a discussion on zoning is included. Attention is given, not to a simple description of the ordinance as a tool or its administration as a method -- it is rather dedicated to the evaluation of it, considering its potentialities to solve a great many urban problems if properly used.

What I am saying is that no one of the planning tools or methods is a solution unless it meets the needs for which it was established.

If we add to this the fact that each city has a different character and each problem a different set of circumstances, then we should say that the solution should be considered in relation to given problems. This approach, however, will lead to an endless list of problems. A few methods, tools and devices will be combined to form the essentials of the solution -- since it is advantageous to simplify and consider such controls, tools, methods, institutions or programs as solutions. As a matter of fact, they have proved to be satisfactory solutions when they are used in accordance with the local needs. For example, zoning ordinances cannot be transplanted from one community to another. There is a variety of cultural, physical and historical factors which are determinants of the contents, scope and usefulness of every one of the planning tools when used in a given community. Apart from this, zoning alone could not solve any problem at all. It is the correct combination of comprehensive planning, zoning, land subdivision regulations, major street systems, housing ordinances, building and health codes, etc. that provides the elements with which to attempt the solution of urban problems.

Zoning.-- Zoning is a planning tool which, in the United States, has had several decades of history and evolution. It was devised to establish the necessary controls and regulations in carrying out the master plan of the community. Therefore, before having a zoning ordinance it is necessary to have a comprehensive plan.

The tool consists of three parts: 1) an ordinance dividing the city into districts for the purpose of regulating the use of land, the use, height or bulk of buildings, provision for open spaces in each lot

and promotion of a better distribution of the population throughout the community; 2) a map showing the areas and districts into which the city has been divided according to the land use plan and its general policies; and 3) a legislative and administrative procedure to enact and enforce the regulations, which are provided for in the enabling legislation for carrying out this part of the plan. In my opinion, failure to include in the zoning, as an element of the ordinance, the detailed administrative procedures to be followed, has led local officials to misuse the tool and very often led to a failure of planning.

In general, then, zoning is one of the city planning tools and includes an ordinance with regulations governing private property for the benefit of the community. It also includes a map on which are shown the areas of the community where those regulations apply. Zoning has also a definite administrative and enactment technique -- to use zoning the community should participate in its enactment process. It should provide for a board of appeals to handle cases concerning the interpretation of its law, variances or special exemptions. There is also a permanent official responsible for its application -- he issues permits for construction of only those improvements or changes which are authorized by the ordinance. All these administrative and enactment requirements make zoning a "method" which, in the event of proper relation to comprehensive planning and flexibility to meet changing conditions, becomes the solution to problems of congestion, crowding, health and the safety of the population.

In other words, zoning might become a solution when the regulations included in the ordinance and the land use illustrated on the map, are so

designed that the broad aims of city planning are attained; that is to say, when it follows the objectives of a master plan.

That zoning is a solution cannot be fully illustrated because it is only one among a group of tools which should be applied together in a co-ordinated way to produce what we may call the city planning approach to urban problems. The same reasoning applies to the other city planning devices. Zoning as a tool provides the local officials with a set of regulations with which to make objective decisions in problems of community development. The individual member of the community becomes related to the well-being of all, since his actions upon, and uses of, the land or structures are limited and protected.

In establishing the regulations, zoning develops a series of standards -- that is, specific figures and measurements in which such regulations are expressed. To make the attainment of such standards feasible, the regulations should take into account the willingness and possibilities of the community. Then, it becomes understandable why the zoning ordinance should be designed to fit every community and, in some metropolitan areas, to fit districts of special character in particular.

Housing Acts.-- The Housing Act of 1954, which was passed to amend the existing housing law, enacted provisions to carry out a national housing program. The renewal of cities was assured by providing for urban redevelopment programs with great emphasis placed on the need for a comprehensive plan of the municipality and on a workable program to utilize all means available to eliminate and prevent slums and urban

blight.<sup>1</sup>

Grants were also provided to encourage communities in developing planning methods, and new federal assistance was provided to assure conservation and rehabilitation of housing and neighborhoods.

Facilities and terms to finance housing were liberalized and home mortgage credit was revised, both to facilitate individual credit and gradually to release private funds from mortgage credit in housing.

The Act is an extensive document which includes all the essentials for administration and execution of the President's housing program based on the Report prepared by the President's Advisory Committee on Housing.<sup>2</sup>

Major Street Plan, Mapped Streets or Official Map.-- One of the products of the land use plan is a definite pattern of circulation. In order to have a practical instrument to deal with transportation and traffic flow, a legal procedure has been devised; such procedure is based on a detailed major street plan and is known as the Official Map. As a plan, the Official Map includes the existing and future street patterns of the community with regulations to protect them. The said map may show three classes of streets -- 1) existing public streets, 2) streets of subdivision plats (approved by the local planning agency) and 3) location of official approved proposed streets. In some states, it is provided that the Official Map shows public areas (parks, school

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1. Housing Act of 1954, Section 101.

2. Housing and Home Finance Agency Office of the Administrator, Detailed Summary of the Housing Act of 1954, U.S. Printing Office, Washington 25, D.C. August 1954, 17 pages.

sites and other open spaces).<sup>1</sup>

Thus the Official Map is part of a comprehensive plan for the community. It is a legal tool which, like zoning, has requirements for its use: 1) public hearings should be held to discuss the proposed map, 2) it should be adopted by the local legislative body, 3) proposed changes should follow the same procedure, plus approval of the planning commission and 4) in some instances, provision should be made for appeals to authorize the issuance of permits for buildings on reserved areas.

To effect the reasonable protection of rights of way, details and design must be advanced enough to enable the local authority to initiate the location of the improvements, to send notice of advance reservation to the owners and to avoid unnecessary hardship on the property owners.

Once the Official Map is officially adopted by the city council, it becomes binding upon both the local authority and the property owners.

Subdivision Regulations.-- Subdivision regulations, like zoning, are an exercise of the "governing power". Their purpose is to regulate the subdivision of land for urban use in accordance with the Major Street Plan of the city and to include the same aims as the comprehensive plan.

Subdivision regulations are also a legal and administrative tool to guide objectively the development of the land. When vacant land is divided and new streets and facilities built, the community has its

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1. Hand, Irving, "Cities and Counties Move to Protect their Future Highways", The Tennessee Planner, Nashville, Vol.XV, No.4, p.115.

best opportunity to establish the city pattern which befits its needs and prospects.

Subdivision regulations, it may be said, consist of three parts:--  
1) subdivision design standards, 2) standards of construction of streets, facilities and utilities and 3) administrative provisions, including submission and approval procedures, enactment of changes, and the protection of approved plats through their recording. Because of the importance of decisions related to patterns of land use, the approval of subdivision regulations is usually a function of the city planning commission.

Housing Ordinance: Minimum standards, Its Use and Enforcement.--

Recently, considerable efforts have been made to provide cities with codes of minimum requirements of construction and maintenance which include references to building codes and to electrical, fire and health standards.

The building inspector, who has the powers of a police officer, is usually authorized and directed to enforce the provisions of these codes. Close co-operation among city officials and departments has produced cheaper and more efficient administration and enforcement.

Machinery for Administration and Planning.-- A typical example of the kind of machinery developed to undertake the operation and functions of a federal program, is the Housing and Home Finance Agency (HHFA). "The fundamental philosophy of the Housing Act 1954 is to help urban communities help themselves in the prevention and elimination of slums and blight."<sup>1</sup>

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1. Housing and Home Finance Agency, An Introduction to Urban Renewal, Office of the Administrator HHFA, Washington 25, D.C., 1954.



The H.H.F.A. was established in order to provide a single and permanent organization responsible for the housing programs and housing functions of the Federal Government; it consists of the Office of the Administrator which has the major responsibility of guiding the Federal Government's activity in housing, and other constituent agencies.

The constituent agencies of the H.H.F.A. are the Federal National Mortgage Association, the Federal Housing Administration, the Public Housing Administration and the National Housing Council.

The functions of each are so distributed as to attain the objectives of the Housing Act of 1954. The F.N.M.A. is empowered to purchase, service or sell mortgages which are insured under the provisions of the National Housing Act. The F.H.A., established to improve housing standards, provides a mutual insurance service and a stabilizing influence on the mortgage market. The P.H.A. is responsible for low-rent public housing programs and is in charge of the public war housing program -- the administration of these two programs as well as the management and disposition of the housing is also assigned to the P.H.A. The N.H.C. was created to promote the most effective use of the housing functions of the Federal Government and is, in fact, a planning body. It is charged with attaining consistency in administration, and the co-ordination of the housing programs and functions with the general economic and fiscal policies of the Federal Government.

In spite of the excellence of the transportation and communication systems of the United States, it has been found necessary to establish regional offices for the interpretation and application of the Federal housing policies to the local conditions. Whereas the main feature of

the Housing Act of 1954 is to encourage local planning and the solution of urban problems, it was found necessary to establish a section for urban renewal. At the regional level, advice and assistance is given to the local authorities in order to ensure the adequacy of the planning tools and the feasibility of the "workable program". Therefore, the machinery for the administration and planning of the housing programs guarantees the achievement of the objectives as set forth in the Federal policies.

Research -- Its Place in the Improvement of Solutions.--

Research in problems of population and of social and political organization is very useful to city planning. Indeed, planning is concerned with so many fields of study that research in almost any subject has some contribution to make to the solutions of urban problems. This includes research conducted in problems of human nature as well as in the organization, growth and conservation of society. The usage of resources and its increasing impact on social patterns deserves careful consideration in achieving better understanding of social changes.

The following might be considered a tentative list of subjects for research:

1. Population shifts and changes of social organization
2. Major changes, location and patterns of new economic activity
3. Harnessing, use, control and conservation of natural resources.
4. Planning and its relation to local government structure -- urban power structure, and
5. Land controls, government jurisdiction and planning for metropolitan areas.

## CHAPTER II.

### URBAN PROBLEMS IN COLOMBIA.

This chapter will include, for non Colombian readers, a brief discussion of the background of Colombia, its geography, industries and people, its government and social institutions and its cultural character.

#### Geography of Colombia -- Its Regions and Its Cities

Colombia is located in the northwest corner of the South American continent; its area -- 440,000 square miles, is equal to the combined areas of Georgia, Florida, Alabama, Mississippi, Louisiana and California. The country lies within the torrid zone north of the equator. Because of its topography it embraces a wide variety of altitudes, terrain, climate and vegetation.

The economic activities and development are taking place within only 45 per cent of the territory, which is occupied by 97 per cent of the population. The rest is tropical land of the type of the Amazon basin, and represents 55 per cent of the total area with less than 3 per cent of the population.

Colombia appears to be one of the most favored countries of South America from the standpoint of fuel and power resources. It is estimated that about 75,000 square miles of land area are arable but only 12,000 square miles are cultivated. Although limited in extent some of Colombia's soils are of exceptional quality.<sup>1</sup>

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1. U.S. Department of Commerce, Investment in Colombia, U.S. Government Printing Office, Washington 25, D.C. 1953, p.4.

Topography is determined by three great south-north Andean ranges forming fertile valleys and high plateau, on one of which lies the capital city, Bogota, 8,900 feet above sea level.

Colombia has an extensive coast line on both the Pacific Ocean and the Caribbean Sea. Three rivers are navigable and provide waterways -- the Magdalena (630 miles), the Atrato (416 miles) and the Sinu (210 miles).

#### Colombian Industries -- Economy

In recent years, Colombia has been in the forefront of the countries which, by giving opportunity to private investment, expedite economic development and thus procure a considerable rise in living standards.

In 1912, Colombia had a population of 5,472,604. The principal exports were coffee, gold, hides and bananas. The manufacturing industries were insignificant, but the production of pottery and panama hats -- the domestic industries -- was carried on in many localities.<sup>1</sup> By 1951, Colombia had a population of 11,641,586 inhabitants. Principal exports were coffee, oil, gold, bananas, cattle, hides, rice, sugar, cement and textiles.<sup>2</sup>

Textiles rank first in manufacturing with 70 mills located in different cities. Second place is occupied by chemicals with 50 factories. Then come brewing, tobacco, chocolate, steel, ironworks, food and clothing, to yield a total national income of 6,205,000,000

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1. New International Encyclopedia, "Colombia", (1922)

2. U.S. Department of Commerce, Investment in Colombia, op. cit. p.50

pesos.<sup>1</sup>

Besides the increased diversification of agriculture and manufacturing, construction, power, mining, forestry and fishing are gaining in importance.

### Colombian People

Compared to its neighbors, Colombia does not have important problems of indigenous population, language, religion or race. The population, through a cohesive evolution, is today a compact unit of rather well-integrated racial characteristics.<sup>2</sup>

Twenty years ago, Colombian crops, including coffee, were grown on the slopes at medium elevation (3,000 - 4,000 feet). Scientific limitations of the nineteenth century produced the concentrations of population and the social agglomeration of the high lands, e.g. Bogota, Medellin, Bucaramanga, Pasto, Popayan and Manizales. This culture or "civilization of slope" is now moving downwards to the valleys over the flat lands. The present trends are producing new cities, e.g. Barranquilla, Cali, Monteria, Girardot, Cucuta. Modern hygiene has contributed to this movement by its successful fight against the tropical diseases prevalent only in the low lands.

This migratory movement from the mountains (Caldas, Boyaca and Antioquia) towards the valleys (Los Llanos, Valle del Cauca, Valle del Sinu, Valle del Magdalena) improves the distribution of population, the

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1. Ibid, pp. 87-106

2. Contraloria General de la Republica, "Generalidades sobre el hombre y la tierra", Economia Colombiana, Vol. 1, No. 1, May 1954, pp. 45-50.

mechanization of agriculture, and the increasing trend of industrialization in accordance with the statement that the "Colombian future will have its socio-economic activity mainly on the flat lands".<sup>1</sup> There are two reasons for this; first, the primitive agricultural economy of the slope has changed to the mechanized production of sugar cane, rice, corn and cotton in the valleys, and second, the cities are changing from agricultural to manufacturing and commercial centers.

So far, foreign immigration is not popular in Colombia.

Education is free and compulsory to the fourth grade of grammar school.

The developed area of Colombia has an average population density of 60 inhabitants per square mile. There are 4 cities with population between 200,000 and 750,000 inhabitants, 7 cities from 100,000 to 200,000, 14 cities with 50,000 to 100,000 and 800 villages and towns with an average of 4,700 inhabitants.<sup>2</sup>

Cultural Characteristics, Political Institutions, Religion, Economic Systems, Social Organizations.-- With a great deal of pride in its cultural heritage, Colombia is heading towards rapid technological and scientific progress; and what is more significant, Colombians have also decided to preserve the Spanish American way of life.

Today, it is particularly dangerous to generalize about Latin-American countries; the world thinks of Latin America as it was in the early 1900's -- this applies to Colombia; the relatively recent industrial

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1. "Fomento Nacional", Semana, Litografia Colombia S.A., Vol. XVIII, No. 435, p. 14.

2. See Table No. 3. p. 46.

development has made the patriarchal pattern of social organization disappear. Very few people know that our eleven major cities have a total population approaching 3,000,000 people, and that such cities offer comfort and services, equal to, if not better, than many European countries. It is noteworthy that these cities are growing at terrific rates -- 8 to 10 per cent a year.

Colombia has an important industrial output despite the fact that it is an importer of a wide range of manufactured products. The mining industry is also important to Colombia's economy. The country's main export item is coffee, on which the national economy is largely based.<sup>1</sup>

Political institutions in Colombia have been highly democratic. The political stability of the last half century was temporarily disrupted by the events of 1948, when the Pan-American Conference was meeting at Bogota, and is now in a readjustment period.

Two traditional parties and the Catholic Church share the control of the nation's social institutions. The family is still the cornerstone of Colombia's social structure.

Colombia is a leader in intellectual development of Latin America today. It possesses a rich heritage from its past, and is building its own culture. It is particularly proud of its National University, founded in the 17th century and an autonomous institution since 1935. It functions in Bogota's modern campus and includes colleges of law, medicine, agriculture, chemistry, dentistry, architecture, engineering

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1. U.S. Department of Commerce, International Reference Service, U.S. Government Printing Office, Washington 25, D.C. December 1948, p.14.

and so forth. Students from all the Latin American countries meet in this university in their endeavor to foster a better future for the Americas. Colombia is also famous for the high quality of its poetry, and has produced many notable writers. Fine arts have also gained international repute.

Government. (National, States, Authorities and Institutions)

From the beginning, the government of Colombia has exercised a great responsibility in promoting the national economic and social progress. A long series of abolished "constitutions" furnishes documentary evidence of the process followed by the Colombian people in their search for a government adequate to their particular society.<sup>1</sup> Not until 1886, when a compromise settled the question, did political stability become a characteristic of Colombian society. The government established by the Constitution of 1886 is described by Colombian commentators as one based upon the principle of "authority centralization and administrative decentralization".<sup>2</sup> With minor changes and different codification, this is the constitution now in force.

According to the degree of development, the country is divided into Departamentos (States), Intendencias y Comisarias (National territories and possessions). It functions as a unitary Republic, and the political subdivisions have no residuary powers and no right of local self-government. The constitution also provides that sovereignty resides essentially and exclusively in the nation, and from it emanate

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1. Gobson, William Marion, Constitutions of Colombia, Durham N.C.: Duke University Press, 1948, Preface.

2. Ibid, p.306.



all the public powers which shall be exercised within the limits prescribed by the Constitution.

#### Local Government in Colombia

Broadly stated the constitutional principle decrees that policy determination and legislative enactment are exclusive functions of the central government; the Departments and Municipalities are given certain discretionary powers as to the local application of central decisions. Such discretion is the basis of the "Administrative decentralization" principle.

The centralization of authority is ensured by the power of the President to appoint governors, who in turn appoint mayors of all municipalities under their jurisdiction. Administrative decentralization is guaranteed by providing a popular election of legislative bodies for each political subdivision or Department and a municipal council in every village, town or city (Municipal districts).

The enactments of Department legislatures (called Assemblies) and Municipal Councils are technically ordinances subject to all limitations which the Constitution and a superior legislative body may place upon this aspect of the powers of the Assemblies. In other words, Congress has complete control over Departmental activities in all phases of its ordinance-making power.

The governor is, by law, the chief executive, and, on grounds of constitutionality, has a veto power on Assembly bills.<sup>1</sup>

The Assemblies have among other functions the following:

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1. Colombian Constitution of 1945, Art. 194

1. To regulate primary and secondary schools.
2. To regulate and promote established industries, as well as the introduction of new ones. To build public works or to order them by means of ordinances and with funds of the Department.
3. "To create and abolish Municipalities, alter Municipal boundaries and fix the limits of Municipal districts".<sup>1</sup>

"In each Municipal District there shall be a popularly elected body known as the Municipal Council".<sup>2</sup> "The functions of the Municipal Councils, which they shall exercise in accordance with law, shall be as follows:

1. To enact such ordinances (acuerdos) as may be necessary for the administration of the district.
2. To levy taxes and determine local expenditures in conformity with the Constitution, laws, and ordinances of the Department Assemblies.
3. To select Municipal Attorneys, Treasurers and other official personnel as provided by law".<sup>3</sup>

The governor also has the power to review the acts of Municipal Councils and Mayors' decrees for reasons of unconstitutionality or illegality by revoking Council Acts and remanding the Mayors' decrees to the judicial authorities for their decision.<sup>4</sup> The mayor is chief of the local administration and functions as an agent of the governor.

According to the constitution, every Municipal District is a creature of the Department Assembly, and it may include several villages of which one is the seat of the district. Each district is named after its seat, and has only one Council. The law establishes other requirements for a town to become a Municipal District.

1. Ibid, Art. 187

2. Ibid, Art. 196

3. Ibid, Art. 197

4. Gobson, op. cit., pp.440-445

Recently, in an attempt to create a new type of Metropolitan government, Bogota was allowed to organize a Municipal district of special characteristics, incorporating all the areas and developments of the Metropolitan fringe. A water shed, essential to its water supply, was also included. The constitution provides for these changes in its Article 198 which reads: "Various classifications of municipalities may be established according to population, financial resources, and economic importance; and district regimes may be provided for their administration".<sup>1</sup>

Revenue sources in the Municipal Districts include taxes on real property (2 - 5 mills), commerce and industry licences, public utility services, support from departmental treasury, assessments for special improvements in cities of 50,000 inhabitants or more, financial aids from the Municipal Development Fund, and other support from the National Treasury.

All imports of foreign goods into the principal cities of Colombia are subject to a tax at varying rates; the tax on commerce and industry is based on the size of the enterprise and the amount of annual business done. In spite of this rather complete taxation base, the tax sources are barely adequate even in the major urban centers. This fact accounts for the existence of national programs to aid local authorities in the actual construction of their essential facilities. At the same time a certain degree of administrative independence has produced local solutions

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1. Colombian Constitution of 1945, Art.198.

to problems of public improvements and housing.<sup>1</sup>

Two new institutions have changed the structure of local government more than any politico-administrative change made before: 1) the establishment of the Municipal Public Enterprises, a semi-autonomous institution within the local government, devised to take care of public utilities and community services and 2) the law of assessment for special improvements, which allows Colombian communities to reimburse the local treasury for funds expended in public improvements; no regard is paid to the origin of such funds; whether the money comes from departmental, national or local treasuries makes no difference.

Municipal Enterprises have been developed separately from the local government to carry out functions such as street maintenance, paving, public housing, water and sewer systems, parks and recreation, garbage collection and any endeavor of semi-commercial or commercial character that the city might undertake.

The development of special assessment law has changed the financial sources and enabled cities to undertake continuous programs of public improvements.

Because of these two developments, personnel policies have experienced a great improvement, due to the semi-private character of the Municipal Enterprises and the technical approach of the special assessments law.

#### Urban Growth

As stated before, Colombia's most important export is coffee,

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1. Violich, Francis, Cities of Latin America, Reinhold Publishing Company, New York, 1944, pp. 146, 147

on which the economy of the country is based. Before the World War I, Colombia was entirely dependent on the import of almost all manufactured goods. Cities were centers of commerce to provide farmers with supplies and a place to exchange local products. This still holds true for a great many of our towns and villages.

Colombians depend today on four main exports: coffee, petroleum, bananas and gold (a total of 97 per cent of the exports),<sup>1</sup> and in urban areas, also depend on an important industrial output. In 1950, agriculture was the most productive sector of the economy, accounting for 42 per cent of the National Income. Construction, manufacturing and commerce amounted to 28 per cent of the total, and transportation, communication and services produced 13 per cent.<sup>2</sup> These figures give an idea of the process of industrialization that has been taking place in Colombia during the last twenty years.

Medellin, Bogota and Barranquilla were, in 1950, the leading manufacturing centers, but there was a number of factories in Cartagena, Cali, Manizales, Bucaramanga and Cucuta.<sup>3</sup> Industries in these centers were textiles, chemicals, pharmaceuticals, cotton mills, cigar and cigarette manufacture, sugar mills, beer manufacture, leather and hides, petroleum, cement, clothing, glassware, shoes, cosmetics, confectionry, flour mills, distilleries, drugs, paint, chocolate, vegetable oils and lard, chinaware, soft drinks, radios and electric accessories, steel and food. Indicative of the growth is the consistent increase in electric

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1. U.S. Department of Commerce, I.R.S. op. cit. June 1950, p.1

2. U.S. Department of Commerce, Investment in Colombia, op. cit. p.7

3. U.S. Department of Commerce, I.R.S., Vol. V, No.125, p.14.

power production from 253.7 million kw-hr. in 1940 to 462.9 million kw-hr. in 1946; to more than 1,000 million kw-hr. in 1954. According to present plans this growth will continue.<sup>1</sup>

Population.-- The following pages include some information on population statistics of Colombian cities and towns. In order to make it clear, the population is plotted for twelve of the largest cities. (Fig.1) Some of the tables show data which is estimated on a rather conservative basis. This information as compiled for this thesis, is not to be found elsewhere.

#### Urbanization

In 1912, Colombia was reported to have been entirely agricultural. Very few manufacturing industries were listed. The New International Encyclopedia, 1922, gives some information regarding the principal cities in Colombia: Bogota, the capital city, was listed with 121,257 inhabitants and Medellin, the second largest with 71,004 inhabitants. The others were coffee or agricultural centers with less than 40,000 inhabitants.<sup>2</sup>

World War I had a significant impact upon the Colombian economy. The scarcity of consumer goods impressed the people with the necessity for some sort of industry. The formation of a middle class had begun. In 1938, the Census reported Bogota with 358,030 inhabitants and 3 more cities growing very rapidly -- Barranquilla with 168,090 inhabitants, Cali with 116,440, and Medellin with 186,840 inhabitants.<sup>3</sup>

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1. U.S. Department of Commerce, Investment in Colombia, op.cit.p.39

2. The New International Encyclopedia, "Colombia", (1922)

3. Panamerican Union, Colombia, Washington, D.C., 1945, p.9.

During the 1930's important changes occurred in Colombia, new land tenancy policies, land reformation, the Constitutional Amendments of 1936, establishment of labor unions and enactment of labor legislation. The second World War found Colombia in a period of reform and progress. Again, it was war which demonstrated the need for more local industry. In 1940, the government, in mutual understanding with private investors, reconsidered the national economic policies, and new semi-official institutions were born and a period of industrialization started. In 1950, the International Bank of Reconstruction and Development, upon request of the Colombian government, sent a mission to study and report on a plan for the economic development of the country. The 1951 census revealed that the urbanization process had continued. Preliminary tabulations provided the following data: Bogota, the capital, with 643,187 inhabitants; the 3 major cities of the 1930's had become metropolitan centers with more than 250,000 inhabitants each; and 8 cities had more than 100,000 inhabitants each.

Mr. Francis Violich, who made a tour of Latin American cities, visited Colombia in the early 1940's; most of his findings were published in 1944 in a book entitled *Cities of Latin America*.<sup>1</sup> Some of the statistics he published belong to a period previous to 1938; however, he did list nine of the principal cities in Colombia in 1944. The 9 cities he listed were Bogota, Medellin, Barranquilla, Cali, Cartagena, Manizales, Ibague, Bucaramanga and Pasto.<sup>2</sup>

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1. Violich, op. cit. p.224

2. Loc.cit.

In Table No.1, the population of 9 cities is presented, as given by Mr. Violich and for comparison a conservative estimate of the 1955 population was prepared.

Table No.1. Population of Colombian Cities in 1938 and Estimates for the Same Cities in 1955

| Cities       | Mr. Violich data<br>Before 1938 <sup>1</sup> | Estimates<br>1955 <sup>2</sup> |
|--------------|--|--------------------------------|
| Bogota       | 330,000                                      | 700,000                        |
| Medellin     | 168,000                                      | 400,000                        |
| Barranquilla | 152,000                                      | 300,000                        |
| Cali         | 102,000                                      | 350,000                        |
| Cartagena    | 85,000                                       | 150,000                        |
| Manizales    | 86,000                                       | 150,000                        |
| Ibague       | 61,000                                       | 120,000                        |
| Bucaramanga  | 51,000                                       | 150,000                        |
| Pasto        | 50,000                                       | 80,000                         |

#### Population Trends

A further analysis of 1951 census figures reveals that there are in Colombia at least one city with more than 500,000 inhabitants (i.e. Bogota), 3 metropolitan centers with 250,000 to 500,000 inhabitants, 7 cities with more than 100,000 inhabitants, and less than

1. These are not figures taken from the 1938 census. Mr. Violich rounded them before inclusion in his book.
2. Estimate taken from Fig. No.1, p.49



Table No.2 shows population figures for 1912, 1938, estimates for 1940 and preliminary figures of the Census of 1951.<sup>1</sup>

Table No.2 Urban Growth in Colombia-- Population figures of 12 Largest Cities

| Cities.      | 1951(2) | 1940(3) | 1938(4) | 1912(5) |
|--------------|---------|---------|---------|---------|
| Bogota       | 613,187 | 395,300 | 358,030 | 121,251 |
| Cartagena    | 126,543 | 84,981  | 86,980  | 36,632  |
| Manizales    | 128,889 | 86,027  | 94,260  | 34,720  |
| Pereira      | 107,557 | ...     | ...     | 24,400  |
| Ibague       | 100,229 | 61,447  | 70,810  | ...     |
| Bucaramanga  | 112,249 | ...     | 55,080  | ...     |
| Medellin     | 354,582 | 198,100 | 186,840 | 71,004  |
| Cali         | 284,188 | 121,300 | 116,440 | 27,747  |
| Barranquilla | 278,269 | 183,500 | 168,090 | ...     |
| Monteria     | 119,000 | 73,500  | ...     | ...     |
| Cuouta       | 100,763 | 57,248  | 61,910  | ...     |
| Palmira      | 79,000  | ...     | ...     | 24,312  |
| Pasto        | 65,000  | ...     | ...     | ...     |

1. There is no final report available on the Census enumeration of 1951, May 9th. Official figures are preliminary.
2. Contraloria de la Republica, Censo de 1951, datos preliminares, Imp. Nal. 1954
3. Americana, Enclopedia Year Book, 1941.
4. New International Encyclopedia, "Colombia", (1922)
5. Loc. cit.

250,000, 14 towns with an average of 75,000 inhabitants, and many other urban places of secondary importance.

Among the centers of secondary importance, Colombia has 76 commercial centers for rural supply with a population of between 10,000 to 50,000 inhabitants; and at least 726 agricultural villages with population less than 10,000 each.

In other words, there are 3,640,000 people living in important urban centers and 3,106,000 in agricultural centers and villages. Therefore, taking a conservative estimate of the country's population in 1955 at 12,000,000 and including in the "rural population" the people living in villages and towns of less than 50,000 inhabitants, the index of urbanization in Colombia is 51 per cent.

Table No.3 shows the number of urban places by population classes.

Table No.3. Number of Cities by Population Classes, 1955

| No. of Cities | Population <sup>1</sup><br>(in thousands) |
|---------------|---|
| 726           | less than 10                              |
| 76            | 10 - 50                                   |
| 14            | 50 - 100                                  |
| 7             | 100 - 250                                 |
| 3             | 250 - 500                                 |
| 1             | Over 500                                  |

1. Adapted from 1951 Census, Preliminary figures.

Distribution of Urbanization.-- Colombia has an unusual pattern of development. No other country in Latin America has distributed its population so well with the simultaneous development of different geographic areas.<sup>1</sup> Four metropolitan centers, Bogota, Medellin, Barranquilla and Cali show the existence of four economic areas, with those centers acting as a focus for area manufacturing, business and cultural activities.

Table No.4 shows the distribution and pattern of urbanization in the different Colombian states.

Table No.4. Urban and Metropolitan Centers by States, Adapted from 1951 census preliminary data.

| Departments<br>(States) | Population by classes (thousands) and no. of cities |        |         |                 |       |
|-------------------------|---|--------|---------|-----------------|-------|
|                         | 10-50   | 50-100 | 100-250 | 250-500         | Total |
| Antioquia               | 12  | 1      | -       | 1 <sup>2</sup>  | 14    |
| Atlantico               | 1   | 1      | -       | 1 <sup>3</sup>  | 3     |
| Bolivar & Cordoba       | 9   | -      | 2       | -               | 11    |
| Boyaca                  | 3   | -      | -       | -               | 3     |
| Caldas                  | 14  | 4      | 2       | -               | 20    |
| Cauca                   | 5   | -      | -       | -               | 5     |
| Cundinamarca            | 5   | -      | -       | 1 <sup>4*</sup> | 6     |
| Choco                   | 2   | -      | -       | -               | 2     |
| Huila                   | 1   | 1      | -       | -               | 2     |
| Magdalena               | 3   | 2      | -       | -               | 5     |
| Narino                  | 3   | 1      | -       | -               | 4     |
| N.Santander             | 2   | -      | 1       | -               | 3     |
| Tolima                  | 6   | -      | 1       | -               | 4     |
| Valle del Cauca         | 7   | 4      | -       | 1 <sup>5</sup>  | 7     |
| Totals                  | 76  | 14     | 7       | 4               | 111   |

1. Violich, op. cit. p.44

2. Medellin

3. Barranquilla

4. \* Bogota (The Capital)

5. Cali

Due to the recent reorganization of Bogota's Municipal district, which included one annexation program, Metropolitan Bogota has increased to more than 800,000 people.

As can be seen in Table No.4., urban growth in Colombia is not concentrated in one single area. Of all the Departments, 10 have cities of more than 100,000 inhabitants. This trend is very healthy and most economists base their optimism in Colombia's future on the well-balanced distribution of population and development.\*

Bogota, Medellin, Cali and Barranquilla are still booming while new cities appear on the scene.

Social Characteristics.--- Immigration from foreign countries has not been an important factor in the population growth of Colombian cities, therefore no social problems due to immigrants should be expected in Colombian cities.

Urban centers have experienced booms in construction.<sup>1</sup> The labor necessary for this activity was mostly obtained from the rural population. The construction industry offers better opportunities for the peasants. The peasants brought their very low standards of living to the cities, and slums started growing in the fringe. Improvised shelters were typical of this period. The old pattern was disrupted. The influence and attraction of the big metropolitan areas also brought other urban

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1. Ibid, p.51

\* Note: To illustrate individual population trends, for the 12 principal cities of Colombia, small graphs have been prepared and presented in Figure No.1.(Available statistics were more complete for Bogota than for any other city; however, it was possible to illustrate recent trends for all of them). See Page 49.

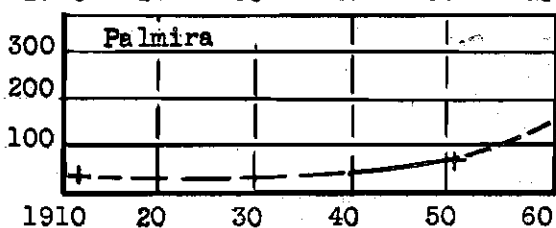
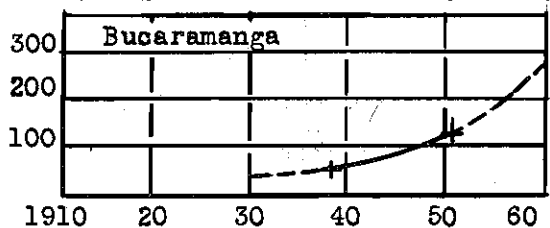
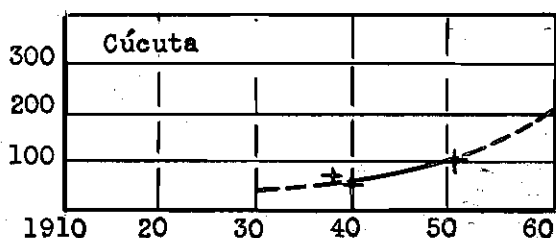
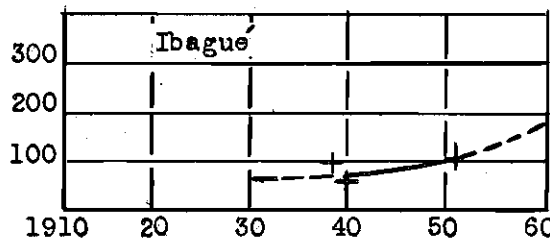
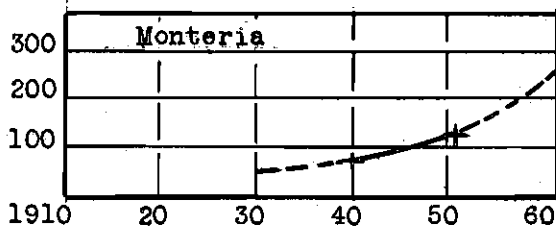
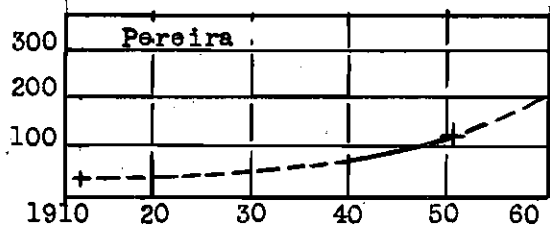
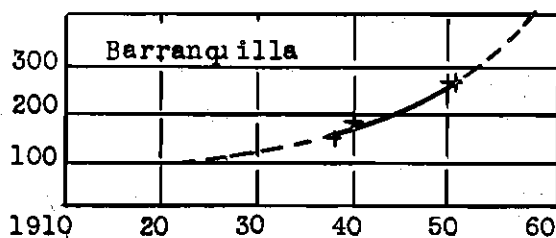
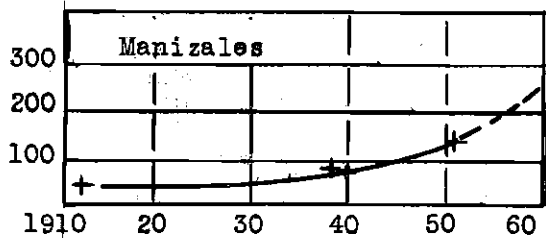
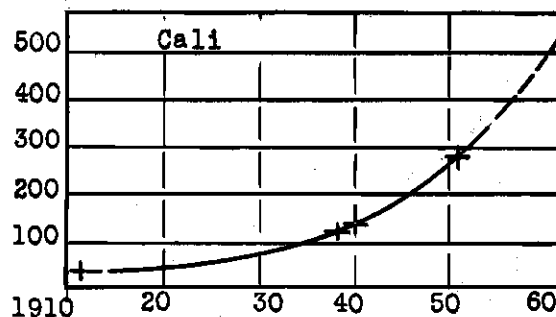
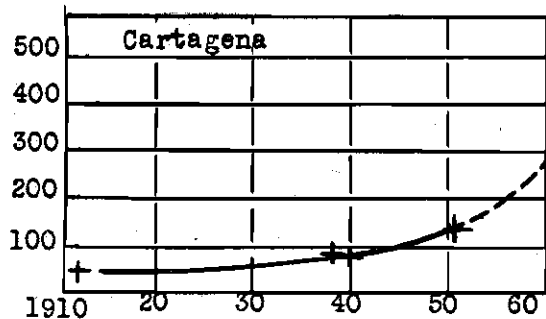
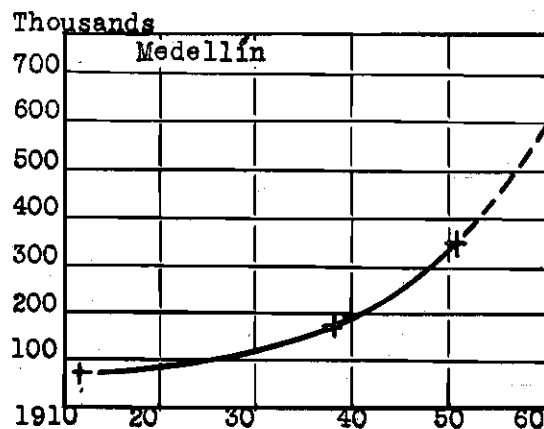
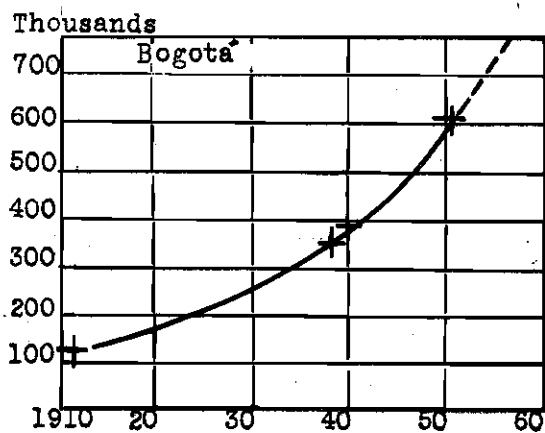


Fig. No.1 Population Growth of 12 Colombian Cities.

population, which on its arrival was the victim of speculation in land, rent and supplies. This overall displacement of people from rural areas and from smaller centers to the metropolitan areas produced all the characteristic patterns of urban growth, overcrowding, new developments in the fringe, congestion of the old districts, need for expansion of services, etc.

Cities are now being built with cheap labor. There is a permanent labor pool from which to draw low paid construction workers. Industry is also expanding and skilled labor is not increasing at the same pace. Therefore, the labor situation is entirely different for this part of the population. The urban Colombian worker, who is prepared to make a living in a wide range of activities, is ready to learn a new trade only if it is needed to improve his standard of living. Thus, industrial training programs need to be extensive. Industries have found that it is very feasible to get skilled labor by training the workers themselves. The government has also undertaken training programs in different areas to the advantage of private industry.

College education and vocational schools are important factors in attracting people to urban areas since the universities are mostly located in important urban centers. Services, recreation facilities and cultural institutions are much better in the metropolitan areas than in smaller cities. In a recent report of the Panamerican Union on Housing in Latin America, it was pointed out, however, that housing conditions are better in middle sized cities than in big cities or in small agricultural villages.<sup>1</sup>

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1. Panamerican Union, Problems of Housing of Social Interest, Washington, 1953, pp.20-30.

Transportation and Communication Facilities.-- Because of the country's topography, Colombia has very definite geographical regions with well established patterns of social and economic development. The rugged topography accounts for the great difficulties in building an adequate system of roads or other land transportation facilities. Water transportation has not been used to the extent it should; thus, Colombian cities grew only to a limited size. Recent development of air transportation in Colombia represents one of the outstanding uses of airlines in developing a country. In July of 1919, the first air line was inaugurated.<sup>1</sup> Colombians began to know each other better. More commerce, better business, less time taken in traveling from one city to another -- such was the effect of the first enterprise of air transportation organized in the Americas. Today, air transportation is essential to Colombian life. While new plans for the construction of highways, railroads and ports is being carried out, the airplane is providing a valuable service in transporting mail, goods and passengers between the urban centers of the country.

Urban Transportation.-- Almost every Colombian city has an old central district remaining from the colonial times of the seventeenth century. Although inadequate for modern living, it was substantially built. Around this district, modern civilization is building its rapidly growing towns. No cities in Colombia have escaped from the influence of the gridiron plan of the "Laws of the Indies".<sup>2</sup>

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1. Arango, Jorge, Arquitectura en Colombia, PROA, Litografia Colombia, 1951, p.9.
  2. "Laws of the Indies" or Spanish laws in which the Crown dictated norms and standards for urbanization, among other regulations.

Within this framework, street systems are still being built on a rigid checker board pattern, leaving some main arteries, or in some cases, opening them up by tearing down old colonial structures.

Cities, like Sante-Fe<sup>1</sup> or Cartagena, well designed and well built for their purpose and time, today can only offer narrow streets for one way traffic. Furthermore, banks and commercial enterprises built their office buildings without too much concern for the width of streets or the traffic and transportation requirements of our modern age, thus increasing coverage and congestion.

People need transportation from home to work and from home to store, like those of any other city, although many Colombian citizens cannot afford cars. First, the people have not enough income to pay for automobiles and second, the economic and political development of the country may lead to different solutions of the transportation problem. There is already a trend to consider transportation a public utility and thus provide convenient mass transportation services for the population.

Although not yet engaged in production of capital goods, Colombian industry is providing for employment in a large percentage of the labor force. The production of consumer goods is being produced aimed at a self-sufficient status for the country in this respect.

The unusually well balanced distribution of the Colombian population, and programs of development are providing for the growth of several metropolitan areas and many urban concentrations. This process of urbanization has been speeded up by two World Wars and by reforms of national policies, particularly during the last twenty years.

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1. Sante-Fe was the previous name for Bogota.



Lack of transportation facilities had been a determinant in the pattern of population distribution and urban growth in Colombia, but the airplane has been of great benefit in overcoming the topographic difficulties of the country.

#### Urban Problems

In order to introduce some order in dealing with Colombian urban problems we should classify the cities into groups for otherwise a generalized statement of problems would not be possible. The previous discussion will assist us in setting forth some basic differences for classification. It would appear useful to consider as parts of different categories, those cities which have a beginning of industrialization or are manufacturing centers. Let us call the first, those cities with an urban economy, and second, those cities with agrarian economy.

In this thesis, we have been concerned mostly with those cities which have urban economies.<sup>1</sup> Finally, to make this discussion possible, all considerations in this part should be understood in terms of problems common only to those cities with an urban economy that have become metropolitan centers, to be specific, Bogota, Medellin, Cali and Barranquilla.

Because of the regional characteristics, generalizations are dangerous even about these four cities. However, some common difficulties have created problems of the same nature, which in fact are similar to the problems of cities in some areas of the United States. Such is the situation today, with the economic expansion and industrialization

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1. For a list of these cities see Fig. No.1. (p.49)

of these areas.

The problems of industrialization in Colombia are recent, but there is disorder in the process of urban growth. The fringe is becoming too costly to the cities. Housing for the working class is slum like, with poor and unhealthful construction. Industries and commerce are scattered and continue to grow on a laissez faire basis. The cities' financial resources are enough to provide for neither the cost of all the public improvements that are needed, nor for the services and public utilities. Programs of administrative improvements cannot keep pace with the process of urban growth.

Physical Aspects.-- Professor Fernandez in his chapter on the "Present and Future of Colombian Cities" says that "Bogota, Medellin, Barranquilla, Cali and all the other cities are faced not only with problems of street widening, parks and civic squares construction, opening of traffic arteries, but also with rectification and canalization of rivers, sanitation and construction of sewer systems, land reclamation and drainage of swamps which are stopping the urban growth".<sup>1</sup> The physical problems may very well be expressed in such terms.

Of course, mention should be made of the housing problem, which in Colombia amounts to a shortage of 75,000 units in urban and rural places.<sup>2</sup> This figure is an estimate for 1954 and includes both the previous deficit of units needed to replace deteriorated dwellings, and

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1. Fernandez, Alberto. El Impuesto de Valorizacion en Colombia, Tipografia Bedout, Medellin, Colombia, 1948, p.23.

2. Panamerican Union, Problems of Housing of Social Interest, p.33. (data and as basis to calculate figures given here).

the units necessary to meet new needs. These needs were calculated on a one year basis. With cities growing at a rate of 8 to 10 per cent a year, and the Colombian family averaging 5.7 persons, the need for new housing units in cities of 50,000 inhabitants and more, is increasing at a rate of 40,000 units a year. Finally, we come to the conclusion that if a house for every Colombian family is the goal, and the problem is to be solved in 20 years, it is necessary to build, at least, 45,000 units a year, starting in 1955. If the average cost per unit is to be 10,000 pesos, the total need could be represented by an expenditure of 50,000,000 pesos a year.

Another consideration of the physical aspects of urban problems is the lack of change in the concepts of the subdivision of land. The influence from old times is represented by a tendency to build row-housing, and to use very small lots. The problem of low standards in the working class neighborhoods is not only due to the low income of the families, but also to the high price of land. This is particularly true with reference to the small size of the lots. Many Colombian families buy a piece of land and have to spend a great percentage of their income paying for it. This places the building of a house beyond their financial capabilities or efforts.

Social Aspects.-- Co-operation in Colombian society is not understood at the community level.<sup>1</sup> Colombian society, like that of most Latin American countries is strongly class-organized. It was only very recently that a middle class gained considerable size, and importance.

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1. Ruopp, Phillips, Approaches to Community Development, W.Vass Hoere Ltd., The Hague, 1953, p.335.

It is my opinion that a better relationship between classes, a better distribution of privileges and access to education facilities, will be a wise step towards the improvement of Colombian social organization. Successive and continuous action in this direction will prove one of the most pressing needs in the present and future of its cities.

This discussion would be incomplete without a brief consideration of the importance of the Catholic Church in the everyday life of the Colombian people. Welfare, education, charity work and spiritual life depend on the Church for the formulation of their ultimate objectives, and the ways to achieve them. The Church is a necessity for the average Colombian family. It is not, however, as all important as would appear from some of the writings about this problem. Colombians are Catholic but neither nominal members nor fanatics. A fair explanation would be to say that the Catholicism is functioning as a "way of life". On the other hand, while everybody believes that the Catholic Church is an authoritarian structure, participation in its activities is entirely voluntary. No one is compelled to do anything for the Church or to contribute to it, or to attend any of its ceremonies.

In the Colombian social organization, it is the Catholic Church alone which offers to the people a solution for many of the human problems in life. This fact should be recognized before any attempt is made to influence the Colombian society towards understanding the implications of industrialization. As a result, in Colombia, the Catholic Church is likely to fulfil a positive function in the solution of urban problems.

Political Aspects.-- In the main, those political aspects which are urban problems in Colombia, are matters of the jurisdiction of local authority, the delegation of powers, the proper determination of functions and services, and the adequate establishment of responsibilities. It is also an urban problem to enact provisions to secure proper representation of the population in the local government, as well as securing an equal distribution of services and privileges.<sup>1</sup>

In the administrative study carried out by the International Bank of Reconstruction and Development, the need to improve the local government of Colombian cities was pointed out. It was also urged that a proper distribution of functions between the National, Departmental and Municipal governments be established, in particular for the planning, construction and administration of housing policies. For housing programs the report recommended that an organization be established to study and propose improvements in the local government of Colombian cities.<sup>2</sup>

This need was evident when, at the beginning of this year, Bogota proposed and carried out a reorganization of its municipal district. By using powers granted in the National Constitution, it annexed the suburbs and towns of the metropolitan area. This reorganization and annexation has been a unique experiment in metropolitan government.

Before this experiment, local administration, ordinances and regulations had been inadequate to introduce order into the present

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1. Currie, Lauchlin. (Report of a mission directed by:) Reorganizacion de la Rama Ejecutiva del Gobierno de Colombia, Imprenta Nacional, Bogota, 1952, pp.343-378

2. Loc. cit.

pattern of growth. Such ordinances and regulations as existed were devised to solve problems which were less complicated, and proved to be insufficient and obsolete. This fact explains the tendency to try new forms of local government and to improve their administration.

Economic Aspects.-- Economists assert that cities are assets to the National Economy. If cities are efficient and they can provide the services and utilities before problems become overly costly, then they can perform an essential function in the development of the nation's economy. Unfortunately, this is not often the case. Enlightened communities are aware that the more industrialized areas enjoy higher standards of living. However, in order to achieve industrialization, the city should be an attractive community in which to conduct business and live. When expansion begins, the challenge becomes a continuous one. Here again, prosperity and progress are possible if the community resources are developed to attain the same goal.

Now, the role of investment in securing an expanding economy is as much an economic determinant as the natural resources of the supply of labor. When these things combine, new activity is born in the city. More employment is created and more income is available for the inhabitants. At this moment, Colombian cities are not so much aware of this process. This is proved by their taxation administration and by their financial sources in general. First of all, it should be understood that the responsibilities of the cities to the tax payer are not clearly stated. Second, the revenues are insufficient because of the high cost of local administration and the inability of the citizenry to pay their contributions.

Poor taxation administration puts the community in such danger that investment in that community might be discouraged. From this discussion, we can put the problem in practical terms and say that constructive legislative and administrative action are needed and that the need for a comprehensive study of Colombian communities and their resources is also evident.

From the experience in U.S. cities<sup>1</sup>, we might conclude that City Planning should provide a better understanding of all of these urban problems and offer a series of tools, techniques and methods to solve them.

#### Colombian Solutions

Within the limits of their powers, Colombian cities have devised formulas and solutions to urban problems. These have been very successful in building Colombia's urban prosperity.

In the last fifty years, the most comprehensive legislation for municipal administration is Law No.4 of 1913, August 20.<sup>2</sup> Successive amendments have resulted in complex and inarticulate legislation, which was the result of a basic change in the concept of "public service" on the part of the government. The change was made from a simple attitude of peaceful respect of the natural rights of man into the protection, development and encouragement of all activities and endeavors of society essential to its moral, technical, intellectual and economic life. This

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1. See Chapter I

2. Quinones, Rafael, Codigo Politico y Municipal, Imprenta Departmental, Tunja, 1950, p.5.

concept of modern public services is the base on which most of the recent institutions, programs and policies have been devised in Colombian cities.

In 1936, the first Law was passed to establish standards and regulations for the water supply of Colombian municipalities.<sup>1</sup> The same year, rates and by-laws were established for the enterprises in charge of power and water supplies.<sup>2</sup>

The Fund of Municipal Development.-- On March 5, 1949, the President, under special powers, approved Decree No.503 establishing the Fund for Municipal Development. Provisions were made to survey and to map all the municipalities of the country. Detailed projects of sanitation, water power and sewer systems were prepared. Under a system of national grants-in-aid, a program of urban development was undertaken. Benefits of this program were intended to help small agricultural villages as well as medium sized cities. Grants to metropolitan centers were given for other kinds of specified projects. This Fund for Development was the basis for the establishment of a new Ministry, initially proposed as the Ministry of Housing and Urban Development.<sup>3</sup>

The "Betterment Charge Law".-- Besides the special aids granted to metropolitan areas, cities of a certain size were empowered to use law of "special assessments". The concept of "betterment charge" (or "special assessment") as it is used in Colombia, is a development of

- 
1. Law No.65, 1936 (March 31)
  2. Law No.109, May 1936.
  3. Currie, op. cit. pp.343-378.



the constitutional provision<sup>1</sup> in which it is established that "the ownership of property is a social function which implies obligations".<sup>2</sup>

The "betterment charge" has existed in Colombia since 1887 when it was passed into law.<sup>3</sup> The "betterment charge" is considered as an obligatory contribution imposed by the State upon the citizens to pay for part of the improvements that had been built by community funds. The use of the power remained in the hands of the central government until 1936. In this year, the capital city (Bogota) was granted the power to use the "betterment charge"<sup>4</sup> and to establish the necessary controls for its enforcement and administration. Included was a provision for public improvements (street paving, lighting, parks, etc.). A continuous adjustment of the law to the changing conditions of urban needs produced the gradual extension of the power to all cities of the country provided it was used on works of public interest, with previous judgment and approval of them by the Governor of the State.<sup>5</sup> Due process of administration and enforcement was established by the same law. Among the important provisions, Article No.22 requires the participation of the owners not only in the assessment process but also as supervisors of the actual construction of the improvements.

Among the successful users of the "betterment charge" law,

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1. Fernandez, op. cit. p.55
2. Legislative Act. No.1, 1936
3. Law No.23 of 1887
4. Fernandez, op. cit. p.119
5. Law No.1, 1943.

Fernandez listed Bogota, Medellin, Cali, Barranquilla, Manizales, Pereira, Armenia, Ibagua, Neiva, Bucaramanga, Cucuta and Tulua.<sup>1</sup> Since the administration was left to local initiative, there was a tendency to incorporate concepts of urban planning into use of this power. Most of the local ordinances require plans for improvements, the classification of improvements, owner participation, the payment of charges, certain exemptions and other provisions for administration and enforcement. To illustrate the importance of the "betterment charge" statute, I will mention that in 1948, Medellin through the use of this statute, had a program of improvements costing more than 10,000,000 pesos.

It is my opinion that the characteristics and effectiveness of this tool, as well as its stage of development make it one of the most promising devices to be used in broadening city planning concepts and methods in Colombia.

The Co-operative of Municipalities.--- Three states including more than 200 municipalities in Colombia have joined efforts and financial resources to form three co-operatives of municipalities.<sup>2</sup> These Co-operatives are non-profit corporations. In each state, membership is voluntary. In order to become a member a local governing body must elect to do so and must provide that 5 per cent of its local revenues from 5 specified sources will be paid every year to the Co-operative.

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1. Fernandez, op. cit. p.165

2. There were co-operatives of municipalities in three states in 1955: Antioquia, Caldas, and Tolima.

The purposes of a Co-operative of municipalities are:

1. to join efforts towards the planning and construction of public improvements;
2. to hire competent personnel and highly qualified technical staff;
3. to centralize purchases;
4. to ensure the best use of central grants-in-aid and the central government's assistance; and
5. to undertake other projects in the public interest (such as hospitals, city halls, schools, jails, etc.)<sup>1</sup>

A co-operative of municipalities functions according to the national law of co-operatives, with two exceptions:

1. it has some privileges, established by Law No.51 of 1940 and
2. the Board of Directors is appointed by the Departmental Assembly (the equivalent of State legislature). From its membership the board elects a manager for the corporation.

Originally, the organization of a co-operative of municipalities was authorized by the central government and local charters were dictated by the Assemblies. Of the 100 municipalities of Antioquia, 90 are co-operating. By 1954 this co-operative, which was established in 1939, had constructed and operated 39 sewer systems, 45 small power plants, 6 hospitals, 7 city halls, 7 slaughter houses, 138 schools and some small housing projects, super markets etc. In addition, 4 large power plants were under way.

The Municipal Public Enterprises.-- These are administrative, semi-public institutions with all the characteristics of a utility district in the United States. They are empowered by local authorities to provide certain services, such as public utilities. In some cases, they are in charge of the administration of the "betterment charge".

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1. Cooperativa de Municipalidades de Antioquia, Ltda. (Annual Reports), Labores de 1945, 1953 and 1954. Imp. Deptal, Medellin, (Spanish).

In Bogota, each municipal enterprise is a separate organization. In other metropolitan areas, all the public utilities function under the same organization. For co-ordination purposes, Bogota has a Board of Directors which is the policy-making body.

Public utilities include: water supply, sewerage systems, slaughter houses, power systems, lighting, airports, urban transportation, market houses and any other service or undertaking that the municipality wishes to administer or build for the community.

A commission is usually the governing body of a municipal public enterprise. It is formed by three members -- one appointed by the Council, one by the Mayor, and the third by the National Mortgage Bank, which is the institution entitled to finance the municipal public enterprises. This commission appoints a manager who is responsible for the successful function, operation and extension of the municipal enterprises.

Because of the overlapping functions between municipal public enterprises and the "betterment charge" division, there is a trend towards the duplication of functions. A great deal of city planning has to be done by both institutions. The municipal public enterprises could also be excellent organizations in which to place city planning administration.

Housing in Colombia was for some time a spontaneous function of the local government. In 1936, the Law No.61 ordered the municipalities to reserve 3 per cent of their revenues to be used for housing projects to house the working class. Preference was ordered for multi-family homes in central districts.

Mr. F. Violich expressed his opinion of this program by saying that he was impressed by the progressive policy of Colombia, and the amount of local initiative taken by public and private groups to apply common sense to the solution of the housing problem. Such a progressive policy was due to Decree No.200 of January 28, 1938, which created El Instituto de Credito Territorial (The Institute of Territorial Credit). The purposes of the Institute were to supply long-term credit (based on mortgages), to construct low-cost housing (for rural and urban workers) and to grant loans to individuals, corporations, municipalities or Departments (States) for the construction of housing.<sup>1</sup> The Institute of Territorial Credit is a semi-autonomous agency similar to the H.H.F.A. in structure and functions. Through the I.C.T., the central government is carrying out all aspects of its housing policies.

The most recent development of this Institution was made by the government in authorizing it to sponsor and participate in housing research and other housing activities of the "Panamerican Center of Housing" in Bogota.

#### City Planning, Tools and Methods as Such

It has been a practice of Colombian major cities to hire foreign consultants to prepare their plans. In 1930, Harland Bartholomew of St. Louis, Missouri, made a Master Plan for Bogota.<sup>2</sup> It was a blue print. Later in 1936, Carl Brunner went one step further by providing not only "the master plan", but also elements for its

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1. International Bank for Reconstruction and Development, The Basis of a Development Program for Colombia, Washington, D.C. 1950, p.236

2. Violich, op. cit. p.101

administration. In recent years Bogota, Medellin and Cali hired Le Corbusier, and Wiener and Sert, as consultants for the preparation of Master Plans. Results are not yet available but reference has been made to these plans in the book - "The Heart of the City".<sup>1</sup>

The use of zoning, subdivision regulations, traffic way systems, street classification, urbanism and public utility standards are well accepted in Colombian cities.<sup>2</sup> However, the administration of these regulations is a function of local authorities with no special provision for their separation from other administrative business. The preparation of the Master Plan and special studies (in Bogota, for instance) was placed in the office of the Secretary of Public Works. There is not enough indication that planning is being recognized as a continuous function of the government or as a series of methods for improving the decision-making process.

For example, under legal powers the Mayor of Bogota adopted the Le Corbusier plan. The Mayor's Order (Decree No.185 of 1951) in its preamble made no mention of the inclusion of administrative provisions. In fact, it was only in one of the last paragraphs of the preamble that the office of the Mayor considered "the solutions included in the plan, adequate for the problems of the city and therefore should be considered as the basis for the elaboration of the Master Plan".<sup>3</sup> No provision

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1. C.I.A.M., The Heart of the City, Cambridge; Harvard University Press, 1942. pp.148, 150, 151 and 152.
  2. "Registro Municipal", Ano LXXIV, No.483, April 30, 1954, Bogota.
  3. Loc. cit.

was made by the Mayor to delegate his authority to administer or enforce the Plan.

Therefore, the function of city planning is not established in Colombian cities with a clear separation of its components. The preparation of the Plan is centralized in a single office; the administration and development of planning tools are diluted among all the departments of the local government. There is a clamant need for reformation and improvement in this aspect of local planning.

### CHAPTER III.

#### PLANNING EXPERIENCES IN SELECTED AREAS OF THE UNITED STATES.

City planning problems and Industrialization in the South East of the United States will be examined as well as the promotion of economic-base expansion and the problems of meeting community needs for a coming industrial growth etc. Also included is a brief discussion of the unique characteristics of certain selected areas<sup>1</sup> and why they were used in the search for contributions to city planning practices in Colombia.

Some sections of the United States have only recently begun a process of industrialization and development of a continuously expanding economy. In these areas, problems of cultural change from rural to urban population, problems of developing resources, population problems (unemployment, low incomes, illiteracy etc.), and problems of urbanization and industrialization are the everyday concern of scholars, universities, education boards, regional conferences and investors. One of these regional conferences -- the Southern Regional Congress on City Planning -- met in August of 1953 to begin a positive program for securing better development of the region's urban resources.

The Congress itself was considered an outstanding step towards the

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1. The State of Louisiana, the Tennessee Valley and Puerto Rico were the selected areas.



development of a methodology for regional co-operation. A series of recommendations in the field of city planning were made in an attempt to make the cities of the South better places in which to live. An attempt was also made to avoid the mistakes made during the industrialization process of the northern part of the country.<sup>1</sup>

The growth of urbanization in the South is a result of the industrial revolution of the twentieth century. In 10 years (1940 to 1950), the urban population of the South increased by 37.5 per cent. The South is rapidly changing from a basic agrarian to an urban culture.

Three points are of particular importance in this present-day economic development:

1. An increased knowledge of resources in the South, and recognition of the need for the planning of their development. Among these resources a prominent place has been given to cultural, social and economic assets of the urban communities.
2. An improved picture of the current situation, statistical information and trends, market analyses and evaluation of economic possibilities of the people and their institutions.
3. An acceptance of co-ordination and co-operation among individuals, groups, social institutions and organizations, and government and private interests.

All three points are equally important. Industrialization of an area demands these resources, knowledge and co-operation<sup>2</sup>, therefore, planning of urban communities is an important part of a program of economic development. Today the South is approaching, if it has not already passed, the point where over 50 per cent of the people are

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1. The Southern region is understood, in this case, to comprise Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia.
  2. See discussion of Tennessee Valley which expounds this concept.

classed as urban while only 25 per cent live in rural environment and are classed as rural-farm.<sup>1</sup>

Southern people want their cities to have a controlled growth, and they want to avoid the serious problems of urban growth at this initial period. Here is the way the Southern Regional Congress on City Planning, 1953, expressed this feeling:

Unless this process of change is understood and positive steps are taken to guide the growth of cities, there may develop in the South one of the most striking contradictions of our time. Where on the one hand we shall have the results of twentieth century techniques in using and developing natural resources -- the most modern industrial plant as a whole of any section of the country -- on the other hand we shall have a repetition of the outmoded and inefficient cities which characterize our older urbanized section of the country with their apparently unsolvable problems of blight, overcrowding and traffic congestion.<sup>2</sup>

There are many other areas in the Americas which are in the same process of a twentieth century industrial revolution and the following are the most advanced -- Argentina, Mexico, Brazil, Colombia, Chile, Canada, Cuba and Puerto Rico.

Economic expansion creates characteristic urban problems anywhere. Of course, basic differences of background, resources and people will require different approaches and solutions to those problems. However, there is an increasing desire to know more about the methods used by the most advanced areas of the world. Since the same mistakes are being repeated, to the point that cities and towns are facing the same problems of the old industrial centers, it is very helpful to investigate recent contributions being made by city planning in these areas. Therefore,

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1. South Regional Congress on City Planning, City Planning in the South, Southern Regional Education Board, August 1953, p.17.

2. Ibid, p.18

in limiting the scope of this search to the purpose of this thesis, three areas of the United States were chosen to search for significant contributions to the methods or approaches to urban problems. These areas are the Tennessee Valley, Puerto Rico and the State of Louisiana.

The kind of contributions sought were related to the problems, conditions and characteristics of those areas as compared with similar aspects of Colombian life. The Tennessee Valley, for instance, has some rather rugged topography. It is an agricultural area in the process of organized industrialization. Standards of living are rising rapidly but still they are below the United States average. In the 1930's, it was considered America's foremost economic problem. After the achievements of the T.V.A. (Tennessee Valley Authority) the area is a country of opportunity and prosperity.

Puerto Rico, which was a Spanish possession until 1898, is a rather small island with no significant mineral or natural resources and with limited soils and unequal distribution of land. Until the late 1930's, it had an entirely agrarian economy. In 1942 this crowded island<sup>1</sup> began a program of development. Its achievements speak for themselves. It is an outstanding example of comprehensive planning and development. It is the experimental center of the United States for programs of technical assistance to Latin America and is in the process of industrialization and economic expansion comparable only to that of the South in the United States. Puerto Ricans have achieved considerable

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1. In 1954, Puerto Rico had 2,200,000 people living on 3,423 square miles of land area, giving a population density of more than 650 persons per square mile.

improvement in their standards of living. Puerto Rican cities and towns are beginning to experience a transformation in their appearance, their organization and their opportunities, thus providing a better environment for their population.

The State of Louisiana was first settled by the French who brought their Latin institutions to the United States. This is the only State which has the Latin Judicial Structure (in the United States called Napoleonic Law). Its Constitution and Law are based on Montesquieu's philosophy and on the political theory of the French Revolution, as adapted to its organization when it became a member of the Federation of States (United States of America).

This State, once dominated by one of the strongest dictatorships in the United States, is today one of the leading states of the South.<sup>1</sup> New Orleans has one of the most progressive local governments in the country.<sup>2</sup> Baton Rouge has recently given an example of co-operation in an attempt to solve urban problems by enacting a consolidation of city and parish for planning and development purposes.

Within certain limits, there are useful parallels which may be drawn between these areas and Colombia. Although the limitations of comparison with Colombia must be recognized, it is reasonable to assume that any new idea will prove useful if properly adapted to local conditions.

#### State of Louisiana.--

Among the most interesting findings in urban problems in

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1. Huey P. Long (Governor of Louisiana, 1928-1931)

2. See Home Rule Charter of the City of New Orleans, effective May 1, 1954.

Louisiana are the following:

1. City and parish consolidation in Baton Rouge, an interesting case,
2. The unique contribution to city planning practices per se, and
3. The New Orleans Home Rule Charter.

The success of the planning function depends on the proper use of its methods, and on controlled political and administrative action. In other words, the type of government may account for a successful use of city planning techniques, tools and methods. This is why the State of Louisiana is included here. Excellent use of political institutions in this State have led to important progress, so much so that some of its contributions are significant to city planning. Such is the case of the unification of the city of Baton Rouge and East Baton Rouge Parish for planning purposes.<sup>1</sup> Thus in Baton Rouge, enactment, administration and enforcement of planning regulations became possible in unincorporated Parish areas, under the same ordinances as in incorporated.

The State of Louisiana is given here as an illustrative example of the effect of a sound and comprehensive Planning Law on the progress of planning.<sup>2</sup> It is evident that political boundaries will continue to disappear for planning purposes. City planning practices are widely used in Louisiana; however, except for the case explained above, there are no other unique contributions to be mentioned.

Statutory planning has been adapted to the legal characteristics of the judicial structure of the State with no significant changes. For

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1. The City and Parish of Baton Rouge, La., City Parish Planning Commission, Baton Rouge, June 1948, A Report.
  2. Louisiana Revised Statutes of 1950, Title 33.

instance, municipal zoning regulations include the same principles and aspects already described in Chapter I.

Although there are no new planning methods or contributions to planning practices in Louisiana, the reorganization of the local government in New Orleans, is a demonstration of how to resolve political differences by providing for an adjustment and reorganization of the municipal institutions.

It is not necessary to repeat here the story of Huey P. Long and his control of power in Louisiana.<sup>1</sup> In New Orleans, the political scene of 1945-46 was a tremendous struggle for control of the local government. The methods used by Long's successors in their campaign were dictatorial. They wanted their candidate to be elected as a manifestation of popular approval of the issues of local government they were promulgating.<sup>2</sup> The central campaign issue became the so-called "dictatorship power for the Mayor". After the elections of 1946 the reorganization of government in New Orleans was assured by the defeat of this leadership.

On May 1, 1954, a new Home Rule Charter came into effect and New Orleans introduced a unique form of government for the solution of its political problems.<sup>3</sup> In Section 1 - 102 of the Charter, a Mayor-Council form of government was created with a Chief Administrative officer responsible to the Mayor. Special attention was given to the distribution

1. See An American Rehearsal for Dictatorship, Harnett T. Kane, 1941. William Morrow & Co., New York.

2. Mainly those issues were: 1) to elect the candidate they proposed. 2) to amend the local charter adopting changes to strengthen the Mayor's position to the point that 100 per cent consensus of the Council should be needed to override him.

3. Home Rule Charter of the city of New Orleans, effective May 1, 1954.

of functions and powers between Council, Mayor and Administrative Officer. Improvement of the executive branch of the government was provided for by creating unattached boards and commissions to deal with different groups of policy decisions. A City Planning Commission was established with clear provisions for its integration and composition, for its functions and for the administration of planning tools.

The New Orleans Home Rule Charter has become so well known that the Home Rule Commission of Chicago based some of its proposals on it. Among the other local governments mentioned as having significant experiences were those of Boston and Philadelphia.<sup>1</sup>

Among the local achievements in New Orleans worth mentioning, are the consolidation of railroads<sup>2</sup> and the construction of the Union Station. Some of the financial and administrative features of these two undertakings have a recognized value. New Orleans has demonstrated that a good local government provides assurance that political and local issues may be fully solved even when they are highly controversial.

Thus the State of Louisiana has illustrated three excellent examples of progressive solutions to problems of great controversy and disagreement:

1. consolidation of the city of Baton Rouge and East Baton Rouge Parish, by using the powers and provisions of the Revised Statutes of 1950,
2. Reorganization of local government in New Orleans by providing for proper administration and distribution of functions among the Council, the Mayor and the Administrative Officer, and

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1. Chicago Home Rule Commission, Modernizing a City Government, op. cit. pp.331-404.

2. The Public Belt Railroad.

3. solution of local problems, which by proper planning, reduced controversies and encouraged co-operation. (e.g. Union Station of New Orleans).

These experiences are useful to Colombian cities because there are some social characteristics of Louisiana which bear resemblance to the circumstances in which urban problems appear and in which those problems may be solved in Colombia.

### Tennessee Valley

Because of the economic conditions and in order to solve the overall regional problems of the Tennessee Valley, a Federal Agency was set up with decentralized delegation of authority for administration and resources development. Students of planning refer to it as an agency set up to do a job. After the experiences and improvements achieved by the Tennessee Valley Authority a new concept of resource development was conceived. Along the same lines, programs of local planning and education of the people were established.

The Area and the Authority.-- The Tennessee Valley was an impoverished area, exploited by poor agricultural methods, with several million people in distress condition. It was as the President of the United States called it, "Economic Problem No.1".

In order to make possible the co-ordination of functions performed by several federal, state and local agencies, and to make more effective their administration and action, a public corporation (the Tennessee Valley Authority) was created -- clothed with the power of government but possessing the flexibility and initiative of a private enterprise. It was charged with the broad duty of carrying out a unified development of the river basin and its adjoining territory for the general



social and economic welfare of the nation. That is why it is repeatedly said that the T.V.A. is an agency which was set up to do a job.

In short, T.V.A. is "Democracy at Work". Mr. Lilienthal said, "perhaps the only way the job could be done effectively was by observing the unity of nature, by following democratic methods, by the active daily participation of the people themselves".<sup>1</sup> T.V.A. was not established to impose from above a comprehensive plan for the social or economic aspects of the region, but was organized to develop a common action towards a specific purpose. Such action could be changed to meet the demands of each problem the T.V.A. faced. Thus there is no single document that can be called the "T.V.A. Plan".

T.V.A. has attained a high degree of balance among the various activities and undertakings. It is constantly expanding programs of improvement and devising new methods to make its programs effective. T.V.A. cannot afford any but specific solutions. Speculative digression or beautiful-plans-on-paper are entirely outside of its duties. Those guiding principles for action were the contribution which, in matters of community development, city planning is learning from T.V.A. Among a long list of significant achievements,<sup>2</sup> T.V.A. has found in city planning

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1. Lilienthal, David E., Democracy on the March, Pocket Book edition, 1944, p.7.

2. Besides the physical improvements (such as dams, highways, reforestation, recreation facilities, a channel for navigation etc.) T.V.A. has accomplished the following things -- an expanding supply of low cost electricity, increased production of raw materials, mineral research and development of the area, recreation facilities attractive to both labor and management, chemical fertilizers and research, improved labor resources of the area, development of State and local planning agencies, through planning assistance and government research, Planning education and other regional-wide groups to improve the planning process and industrialization of the area.

and community development one of the elements for a unified program of resource development. Mention should also be made of the State and local planning agencies, which were born.<sup>1</sup> One of them, the Tennessee State Planning Commission, is an outstanding example of state planning administration.

Private interests have proved to be extremely concerned with the commercial and industrial phases of the development program. Although T.V.A. has taken the initiative in some cases, its policy has usually been to return these successful undertakings to private individuals. In the public interest, it has stimulated the further development of education, transportation, agriculture, forestry, parks, wildlife, water resources, minerals and planning.

To summarize, T.V.A. is a single agency, controlled by the federal government and charged with the responsibility of developing all the resources of the region. Two significant contributions were made by T.V.A. regarding community development, a major concern of city planning:

1. the concept of unified development of resources by using a democratic approach (recognizing that a great deal of the job was to be done by the people of the valley -- farmers, miners etc. -- as well as by state and local agencies, planning commissions, local leaders and local governments), and
2. a co-ordinated use of technology and science to produce practical solutions by educating the people, providing for technical assistance to all participants, by making mechanical and scientific tools available to workers and farmers and to all those who inhabit the land, and by making known the mineral reserves and resources of the area, and in so doing, encouraging the industrial development of the area.

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1. State Planning Boards, Agriculture and Industrial Development Boards, Tennessee State Planning Commission, City and County Planning Agencies, Graduate Schools of Planning, and other Boards and Committees with activities very closely related to planning.

The Tennessee State Planning Commission.-- In 1934, at the suggestion of T.V.A., the Governor, by executive order, created the Tennessee State Planning Board. Later in 1934 it was given legislative status when the General Assembly passed planning legislation and appointed the Tennessee State Planning Commission.<sup>1</sup>

In Tennessee, planning legislation is comprehensive and progressive. It provides for planning at four levels of government -- state, regional, municipal and unincorporated areas -- and for each, provisions were made for specific legislation. The general form in which the purpose of the T.S.P.C. was stated allows the Commission to develop programs of both short- and long-range character. Among its other duties, the Commission was charged with making a general state plan, co-operating with T.V.A. and agencies at other governmental levels to co-ordinate plans, and with furnishing assistance to local planning commissions. It is with the latter function that we are mostly concerned here.

Within its organization the T.S.P.C. provided for the establishment of a Local Planning Assistance Division. A continuous program has been carried out which was primarily concerned with assisting local governments to plan for their future development. This function is performed in an advisory capacity. By providing technical staff services to the local planning commissions -- under planning assistance agreements -- the T.S.P.C. sets itself apart from most planning and development agencies in the United States.

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1. T.S.P.C., "Community Planning in Tennessee", Progress Report, 1940-41, p.4., Nashville, 1941.

Under this program, the T.S.P.C. makes available to all communities of the state, its planning, engineering and research facilities for planning work and office consultation in the following problems:

a) mapping, c) population studies, c) land use studies (including zoning and building regulations), d) housing, e) industrial and economic studies, f) transportation studies, g) public utility studies, d) educational and recreational studies, i) health and welfare studies, j) public work improvements and programs and k) all other special studies of the local community which may from time to time become necessary.<sup>1</sup>

Since Tennessee planning legislation provides for planning in regional, municipal and unincorporated areas, the T.S.P.C. has undertaken programs of assistance at all of these levels.

Two other interesting features, at the regional level, are the Regional Subdivision Control Act and the County Zoning Enabling Act.<sup>2</sup> The first provides for regulation and approval by regional planning commissions of plats outside the boundaries of municipal corporations, following the completion of a major road plan for the region. The second (as amended in 1941) gives the County Court the power to adopt, for the whole or part of the country, zoning regulations, provided that said regulations have been certified by the appropriate regional planning commission.

The T.S.P.C. has succeeded in stimulating interest in planning

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1. T.S.P.C., "Typical Local Planning Assistance Agreement", Local Planning in Tennessee, 1948-1949.
  2. T.S.P.C., Tennessee Planning Legislation, 1935-1945, May 1945, pp.15, 20.

throughout the state.<sup>1</sup> The Local Planning Assistance Division of T.S.P.C. has also assisted other divisions of the Commission by taking their programs to various agencies of local government. To ensure that communities receive prompt service the Local Planning Assistance Division has four regional offices which give communities technical assistance in developing their programs of physical planning, industrial development and community services.

The Tennessee Valley Authority has made basic contributions to the principles of City Planning. As a by-product of T.V.A., the planning legislation in Tennessee and the T.S.P.C. have valuable features which are helpful to city planning practice and administration everywhere.

#### Puerto Rico

Puerto Rico's experience is regarded today as a unique achievement in Planning. Problems of population and resources have been properly attacked, by introducing special features to the planning program. Among the Puerto Rican practices, there are special concepts and devices that might be useful in other areas -- for instance, Districts "M", Self-Help and Utility Districts.

Puerto Rican progress is a unique achievement of comprehensive planning. Population has been the greatest Puerto Rican problem for, in 1940, the population density was 546 inhabitants per square mile, with a rate of increase of 30,000 inhabitants per year.<sup>2</sup> Without an

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1. See Progress Reports, 1948-1949, 1951-1952, Tennessee State Planning Commission, Nashville.

2. In 1954, this figure was more than 650 inhabitants per square mile. See Faith in the People, P.R.P.B., 1954. p. 9.

expanding pattern for its economic growth, Puerto Rico was considered one of the backward areas of the world.

Today, after more than twelve years of comprehensive planning, many aspects of Puerto Rican life have been improved. Unemployment has been diminished and new programs of manufacturing expansion are under way. The Governor reported an increase of income and a new goal of \$2,000 per family was set for 1960. Literacy has increased to 75 per cent; health and services have experienced great progress; land reformation and, in general, a better balance of efforts and development were achieved.<sup>1</sup> Puerto Rico has succeeded in changing its economic structure, in raising the standards of living of its people, and in making an attractive environment for industrial capital investment.

We have already demonstrated that community development takes place after proper services and facilities are offered, after an adequate legislation is passed and after social, economic and political conditions are balanced. Puerto Rico in 15 years has been going through this process. For the integration of the planning process, Puerto Rico was considered as a whole unit, in some respects as an urban unit because of its high population density and its small area.

The Planning Law of Puerto Rico and that of the city of New York were conceived in similar terms. The procedures established were also very similar.<sup>2</sup> This explains why city planning practices in Puerto Rico have several unique features, (some of these features will be

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1. P.R.P.B., Twelve Years of Planning in Puerto Rico, Santurce, 1954
2. Rafael Pico, El Mapa Oficial, Boletín de Divulgación, No.9., Junta de Planificación, 1954, p.4.

considered later). But perhaps more interesting and outstanding than the specific features of the city planning practices, are some of the characteristics of the overall planning program: 1) the Planning Board, 2) the placement of the planning function, and 3) the unity and comprehensiveness of the planning program.

The Puerto Rico Planning Board.--- Act No.213 of 1942 provided for the establishment of a Planning Board and granted to it powers that

shall be exercised for the general purpose of guiding a co-ordinated, adjusted and economic development of Puerto Rico which, in accordance with present and future needs and human, physical and financial resources will best promote the health, safety, order, convenience, prosperity, culture, economic soundness and general welfare of the present and future inhabitant, and such efficiency and economy in the process of development and in the distribution of population, of the use of land and of public improvements as will tend to create conditions favorable thereto.<sup>1</sup>

Thus the Board was given broad powers which, together with the political support of the Governor and the acceptance of the Insular Legislature, account for its successful functioning.

The Board has become an essential instrument in the co-ordination and functioning of the Puerto Rican government. It has influenced policies and decisions of all branches of government. Its position receives strong support through a provision of the Planning Law which assures that its recommendations are carefully considered and that effective collaboration from executive offices is given to the Board. The language of the Act makes it clear that the Puerto Rico Planning Board, (P.R.P.B.) has a very important role in the overall development of the Puerto Rican economy.

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1. Act No.213 of 1942, Puerto Rico.

The P.R.P.B. has more than 300 employees and a budget for payroll and administrative expenses which amounts to more than \$1,500,000 a year. The Board's Division for Urban Planning<sup>1</sup> is in charge of the administration and enforcement of city planning tools, as well as the preparation of Master Plans for cities and towns, and also of the planning regulations for all communities of the Island. San Juan, the largest urban concentration on the island is being planned directly in the Office of the Chairman, which means that the local governing body is not formally included in the administrative set-up for planning; the soundness of this arrangement has not yet been demonstrated.

The Placement of the Planning Function.-- Eminent planners of the United States have advised and influenced the Puerto Rican solution, (Bettman, Tugwell, Blucher, Segoe, Orton and Bartlett, among others). Rexford G. Tugwell, ex-Governor of Puerto Rico and Professor of Political Science at the University of Chicago made a considerable effort to implant in Puerto Rico his concept of the planning function in society. He wanted an independent Board properly inter-related with all branches of government, which in turn were interlaced with each other. He thought that to create an integrated social and economic plan a new organism should be created, capable of performing that function without the pressure of political groups and only functionally related to the executive, the legislative and the judicial branches of government. In spite of Tugwell's efforts, the Legislature approved a Board dependent on

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1. The Technical Staff is organized in five Divisions: 1) Urban Planning, 2) Economic, 3) Master Plan for Puerto Rico, 4) Finance and 5) Engineering and Permits.



the Governor as a "Staff" agency. Good administration and leadership have made it an effective and efficient body.

Unity and Comprehensiveness of the Program.-- The P.R.P.B. has gained acceptance as the central planning authority for the whole island. The law made it the local planning authority for each community, hence planning decisions and policies became entirely centralized.

The Board's close relationship with the Office of the Governor has made its recommendations not only effective, but unified and consistent. The founders of planning in Puerto Rico were aware of the failure of many "Master Plans", especially those which did not relate their programs to the resources of the community. This is why the concepts of comprehensiveness, unity, balance and co-operation were introduced. Planning must act wherever there is competition or conflict for space or funds.<sup>1</sup> It applies to public and to private activities, and it is directly concerned with the wellbeing of the people. Therefore planning must have popular participation in the process of community development.

The powers and functions of P.R.P.B. affect all aspects of government, all levels of its administration, all the land of the island and all of its people.

City Planning Practices, -- some Features.-- City planning practices in Puerto Rico have the same significance as in other areas of the United States. A search for special features showed the

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1. Tugwell, Rexford G., The Place of Planning in Society, P.R.P.B., Paper No.7.

following ideas of special interest.

In regard to zoning, Puerto Rican planners devised new districts in their zoning ordinance, (Districts "M", and Ancient Zones or Historical Districts). Districts "M" are areas wherein excessive overcrowding of building and land, undersized lots, lack of adequate water supply, lack of other services and other excessive deficiencies cause, intensify or aggravate dangers to individuals and the community, deterioration of adjacent property and dangers of life and limb.<sup>1</sup> "M" districts are automatically included in the "slum freezing program" and no permits are issued except for the entire redevelopment of the area. This provision has been very successful and useful, especially in San Juan and other urban areas of the island. Historical Zones have special zoning regulations but there are some doubts as to their effectiveness.

In Housing, Self-Help and Utility Districts are a part of the Housing program. Self-Help was devised for rural and urban housing and the Utility district idea was created mainly for urban housing, and for rural communities. The Self-Help program is carried out by the farmers themselves in an increased attempt at co-operation and full use of financial sources. The government provides all technical assistance, equipment and small loans while the farmers provide the labor. Rural living conditions have improved a great deal in Puerto Rico due to this program.

Utility Districts are rather recent undertakings with assistance for minimum planning and urban development. These are official sub-

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1. Puerto Rico Zoning Regulations, Title XVII, Article 59.

divisions for low-income urban-dwellers. Using some of the features of the Self-Help program, the government supplies the necessary financial and technical assistance to urban people to obtain a plot of land with minimum facilities and proper planning.

The use and enjoyment of private property is regulated in Puerto Rico under the same principles as in the United States. Furthermore, Puerto Rico has found a way to co-ordinate private and public capital improvements through a distinctive use of building permits. The P.R.P.B. was given the power to review capital improvement projects coming from all departments, agencies and public corporations of the insular government, which are required to obtain the approval of the Board before they can undertake the construction of the improvements. This power, supplemented by the preparation of financial programs by the Board, gives the P.R.P.B. a unique control and ability to co-ordinate, and even place, public improvements. The relationship of this function and the co-ordination of private improvements with the official plans becomes a simple consequence of regular performance.

With Puerto Rican experience in planning and the special features found in the city planning practices, this search in special areas of the United States is concluded.

Not only Colombian cities may profit from these findings. Some of them are of general character and can be applied anywhere in the world. Some of them, like those of Puerto Rico, might very well be transplanted with minor changes to some of the tropical towns of the Colombian valleys. In the same way, Colombian metropolitan centers may profit from principles and practices of the Tennessee Valley area as well as

those of the state of Louisiana.

The South of the United States, which is in a powerful process of urban development and industrialization, is taking steps to prevent in this area the mistakes made by the great urban centers of the country (Philadelphia, Pittsburg, Chicago, New York, etc.) in the nineteenth century. Colombian cities are bound to benefit from those steps and, for the sake of better solutions, use the experience, mistakes and knowledge of other countries.

## CHAPTER IV

### SUMMARIZING DISCUSSION

In the following pages, there will be presented a summary of the findings of the preceeding chapters and an examination of the possibilities for improving Colombian city planning practices.

Chapter I of this paper included a concise summary of urban problems in the United States, and city planning practices in the country as a whole. Chapter II was concerned with problems of Colombian cities. City planning practices and solutions in Colombia were discussed and an introduction to the general background of that country was included. Thereafter a group of three selected areas was surveyed to determine their general approach to community development and to discover the changes in planning tools which had been needed to adapt such tools to their particular local conditions.

Chapter III brought out significant concepts and contributions to some aspects of community development, but noted that no new tools of city planning had been found in the selected areas. It should be clear that limitations of scope did not allow detailed mention of many important aspects of urban concern.<sup>1</sup> However, in discussing city planning practices in the United States, we have not covered all the

1. Local public administration in the United States; local finances and taxation; recreation and school programs and the like.

aspects and solutions of urban problems. What we have discussed are the methods of solving those problems and a new approach to finding better solutions in each particular community. Some new practices were found in the selected areas.

Next, problems of urban growth in Colombia were found to be a result of new movements of population within the country and also a period of industrialization which is quite similar to that of some areas of the United States. In Colombia, as in the United States, city planners have found solutions which seem to work. Colombian cities, however, are having an entirely new experience (industrialization) which requires more than sporadic services from consultant planners.

It might be nice for Colombian cities to find original solutions, and for these solutions to be a product of Colombia's experience. The results of this survey, however, seem to indicate that the Colombian solutions do not have the comprehensive approach. Architects form the only group which has influenced planning in Colombian cities; however, the static concept of their solutions for the future of our cities diminishes their usefulness. Architecture has a very rigid concept of physical development. On the other hand, it is important for city planning, but the concept of a continuous planning process is by far a better approach than a fixed plan of buildings.

City planning does not refuse to accept the need for an architectural treatment of urban spaces, but the contribution of architecture to the solution of urban problems is only one important part of the total solution. The rest is a continuous process of social, economic and governmental adjustment in the life of the city. This process

needs an adequate methodology to improve the every-day decision making process. City planners also say that plans must include all components of the city in correct relation to each other, and that there is a need for both long-range and short-range plans. Finally, city planning should be flexible and adaptable to the changing conditions of the development program, and it must allow room for evaluation and revision of the plans. From its inception, city planning has been democratic -- for it does not impose anything upon the city.

In the previous chapters, it has also been shown that city planning principles recommend encouraging local participation; that the community should plan for the best use of its resources; and that present conditions and trends should be taken into full account. Therefore, the solutions for which city planning strives have the qualities of being local, comprehensive, flexible and practical. Furthermore, it has been shown that in some areas of the United States there is an attempt to avoid mistakes made during the past hundred years in the more industrialized areas of the northeast. Such is the case in the cities of the Southeast in which, as in Colombia, a twentieth century industrial revolution is taking place. In other words, this is the correct time to start effectively improving the living conditions of our urban population in Colombia.

To achieve something practical and to implement those aspects of the Colombian approach which have been ineffective, new methods and devices are needed. Thus, it appears necessary to point out again that Colombian cities have not put into use the concept of a comprehensive plan of development, and that it is advisable to do so.

As discussed in Chapter III, the comprehensive plan is carried out as a continuous process. City planning synthesizes these ideas and includes all of them in the concept of the Master Plan. At this level, planning deals with such problems of community development as overall physical planning, local government, tax structure, resource development and population policies. The next step of a Master Plan is to implement every part of its program. Implementation should include planning legislation and legislation in general; scheduling of improvements; financing of services, administration and public works; building of public works and improvements; promoting private investment; educating the people; accustoming them to the improved conditions and promoting further development.

Colombian cities can profit by a full understanding of this continuous process in planning. And it should be emphasized that this understanding is needed to replace the "blue print" plan concept.

There is no doubt that Colombia has methods and institutions which are contributing to the solution of urban problems. The process of industrialization, however, needs to be fully understood by Colombian local officials as well as by leaders, planners and the common man.

In Chapters I and III, city planning practices, principles and instrumentalities as they exist in the United States were presented within certain space limitations. As a demonstration of the kind of results that may be obtained, specific areas of the United States were surveyed indicating the special features that might be useful to Colombian cities.

The final proposals should be understood in terms of the back-



ground given for Colombia in Chapter II. It was also pointed out that not only do Colombian cities lack the concept of comprehensive planning, but also that city planning tools, in and of themselves, do not ensure the development of this concept.

As shown throughout this paper, in matters of urban conflicts, it is necessary to develop instrumentalities to solve each particular type of problem. It was also illustrated that the elements of such tools and instrumentalities are: 1) reasonable legislation, 2) attainable standards, 3) simple and flexible regulations and 4) adequate procedures for administration and enforcement. These general characteristics of city planning tools make them as useful in Colombia as in the United States. Furthermore, city planning tools, as methods to help the public administrator in the United States, represent an improvement in the decision making process of local officials. This is, in fact, a significant improvement in the services given by the government to the people. Therefore, zoning regulations, subdivision regulations, housing ordinances, major street plans, Official Maps, and codes for safety and health are tools which do not appertain alone to U.S. cities or to urban problems of the United States. They have usefulness for Colombian cities as well.

In Colombian cities there is no clearly defined method of adopting and using the so-called planning tools. While we have seen that co-operation among cities in Colombia is easier to achieve than among those in the United States, co-operation between different branches and agencies of the local government is very difficult. A major reason for this difficulty is the undefined distribution of functions, which makes any

degree of co-ordination almost impossible.

### Proposals and Conclusions

For Legislation.-- Using the illustration of the achievements of the states of Tennessee and Louisiana, and following the principles and aims of city planning, it is essential to review urban planning legislation in Colombia. Although Colombian legislation regarding urban problems has excellent features, the combination of liberal grants of power to local authorities and no provision for the proper use and administration of these powers tends to create problems.

Required new legislation should deal with better distribution of both inter- and intra-departmental functions of the local government, and should establish proper relationships and interdependence, co-operation and co-ordination among such departments. A comprehensive law should provide also for relationships and co-ordination between different levels of government. The structure of machinery for city planning administration should be incorporated in this arrangement. The State of Tennessee with its Tennessee State Planning Commission illustrates the type of action to be taken.

For Local Government.-- Study and reformation of local government in Colombia appeared to be another of the most pressing needs. Local government per se, according to Colombian authors, requires a consistent program of study, revision and reformation. While experiments are being made in Colombian metropolitan areas, the local governments of the medium-sized cities require more attention than they are now receiving, to ensure the continuity of the already established trends of progress. The importance of this recommendation may be thoroughly demonstrated by

the city of New Orleans's recent changes in its political pattern and in its form of government.

For Planning Tools and Methods.-- The basic concepts for using the so-called city planning tools exist in Colombia, but a clear demarcation of powers is needed.

City planning practices in the United States as a whole have a remarkable trend towards improvement and development of each one of the devised instrumentalities. Therefore, we should encourage in Colombia a positive program towards a more progressive development of such tools.

For City Planning Administration.-- Administration is a part of planning legislation. It is important, though, to emphasize that legislation by itself does not produce satisfactory results. This needs no illustration. As has been indicated above, grants of powers to local governing bodies should be made to include proper provisions for implementation. The powers granted should be accompanied by guiding principles of administration in the use of the new powers. This is particularly important to Colombian cities since the National Constitution permits decentralized administration. Guides should be designed to supply technical advice and to guarantee full expression of the local character, needs and wants of the communities. Therefore, studies should be made of the organization of planning administration for community development at all levels of government. Policies and institutions for implementation should also be devised.

For Further Studies.-- It is possible and necessary to improve city planning instrumentalities in Colombia, and city planning practices

and experiences in the United States represent a valuable contribution. Therefore, research and further studies should be carried on to assess possibilities of using the institutions already established in Colombia, for the conduct of studies needed to introduce the development of new city planning instrumentalities. In doing this, the controversial issue of the placement of the planning function in the structure of local government should be defined in the light of convenience and characteristics of every area. A careful analysis of all these factors should be undertaken before this decision is made.

In matters of local planning administration, it is urgent to undertake a study of the minimum requirements and policies to encourage the use of city planning tools. A significant example of the way a program of this kind may be carried out is provided by the U.S. Housing Act of 1954.

Summary.-- A comprehensive approach to the solution of urban planning has been developing in the United States. This paper has included a summarized discussion of the principles of city planning in the United States and the instrumentalities (tools, methods and institutions) developed to implement a consistent plan of community development.

In order to explore their degree of progress, a similar analysis has been made of Colombian city planning practices and approaches to urban problems. It was found that there are, in Colombia, progressive devices and institutions for solving several aspects of urban community problems. It was also found, however, that in matters of local planning administration and, in general, of local government, that there is a definite need for study and reformation.

To facilitate the utilization of these findings by Colombian cities, the last part of this thesis has included a summarizing discussion of the important features of city planning practice in the United States from which Colombian cities might draw, in their attempt to improve their own city planning practices.

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