

At the *meso level* it becomes possible to identify sectoral programs and local plans or projects within the various sectors, and to integrate the programs and plans in space and in time. Meso regions are provinces such as Atjeh, or small islands such as Banka and Bali in Indonesia, most states of Malaysia (Trengganu, Johore, etc.), or districts in Sri Lanka.

At the *micro level*, the regional plans can result in mutually adjusted local plans that have been worked out in such detail that cost/benefit calculations are made. Micro regions can be small administrative districts.

The distinction between macro, meso and micro regions remains arbitrary and depends on the size of the country in which the distinction is made. The present guidelines, intended for regional planning at the meso level cover, as a rough indication, regions with a population of 300,000 to 1,000,000 and containing at least one major urban centre (50,000 to 200,000 inhabitants).

The areas of such regions can differ considerably, say from 250,000 acres to 2,500,000 acres or more. As the *density of events* is determined more by the number of people living in a region than by its size, the delineation of a meso region depends more on its population than on its area.

As stated earlier, the meso regions these guidelines have in view will be predominantly rural, i.e. they will have 60 per cent or more of their population directly engaged in agriculture. The greater part of the area will be used for agriculture, animal husbandry, or forestry, although this does not necessarily mean that the greater part of the regional income stems from these activities. When a predominantly rural region is being developed, the regional plan will, at least in the long run, aim at a greater diversification of the regional economy. As a result, more than 50 per cent of the investments will usually be reserved for non-agricultural activities, so that eventually a greater part of the region's population will be engaged in the secondary and tertiary sectors.

2.4 The relation between regional planning and other types of government planning

Governmental planning can be either horizontal or vertical. Horizontal planning can be done at *national*, *regional* or *local* level, and is called *horizontal* because it attempts to analyse and integrate the various aspects of the planning object at one specific (administrative) level.

Vertical planning, also known as *sectoral planning*, follows an approach per specific sector (education, health, animal husbandry, commerce, industry, or others) by which it analyses and integrates the various aspects of the relevant sector through the whole range of administrative levels.

Figure 2 schematically indicates the interrelations between the various types of planning. These interrelations can be described in two ways: via a *top-to-bottom* and a *bottom-to-top procedure*.

In the bottom-to-top procedure, local plans are formulated at the base, either by the local population, by government officers working at the local level, or by a joint effort of both. Such projects can be aggregated into village, subregional, regional and sector plans, which, in their turn, can be combined to form the national plan.

In the top-to-bottom procedure, the national plan provides a framework for national development activities. These activities are formulated in more detail in sector and regional plans, which, in their turn, provide a framework for local plans, projects and programs.

In reality, both procedures are necessary. To bring about development that relates to the needs of the local population and yet remains within the means and the power of the government, a two-way communication is essential.

As can be seen from Figure 2, planning at the regional level has an important integrative function in the total process of planned development. The level of regional planning is that level at which the projects formulated at the base of society can be integrated into a regional framework that contributes to the national goals; or the other way round, it is the level at which national and sector plans are detailed into local plans, and are integrated into a regional framework for local action. It provides the opportunity to integrate sector plans into the spatial framework of the region and, conversely, on the basis of local plans, makes it possible to obtain regionalized sector plans.

Regional planning should function in the aggregation process (bringing together local plans into greater entities of action programs) and in the de-aggregation process (dividing the national and sector strategic plans into more detailed tactical plans).

The top-to-bottom approach in regional planning can also be called the

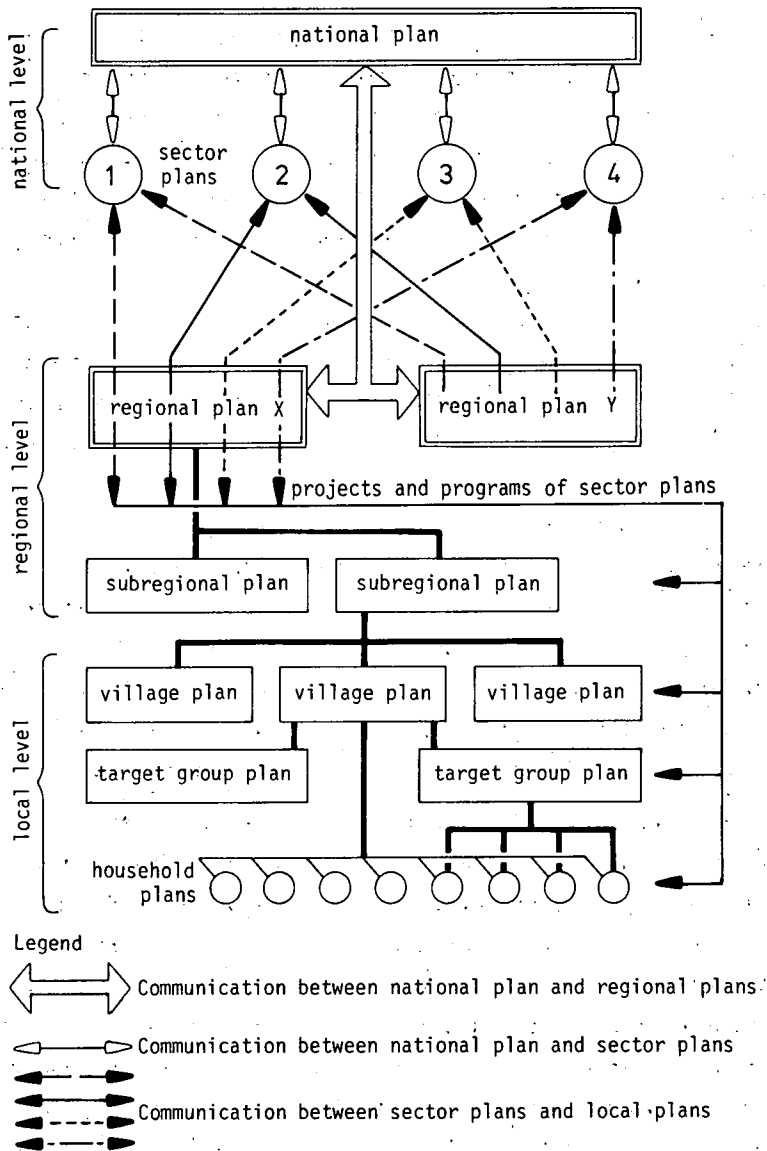


Fig.2. Schematic diagram of relations between the planning systems at national-, regional-, and local level.

functional procedure. In this procedure, the national plan or its equivalent - defines the functions that the various regions of the country will have in the development process of the country as a whole for the coming plan period.

The bottom-to-top approach can be termed the *resources procedure*, because the development plan is based on an assessment of the potentials of the region (physical, economic, and social). Although in this way the comparative advantages of other regions are often overlooked, the bottom-to-top procedure makes the best possible use of the available resources and ensures the participation of the local population. This participation is vital if the plans are to meet the real needs of the people. Only in this way can one of the most important resources, that of the working power of the local population, be mobilized for planned development. Only then will self-reliance be accepted as a useful and profitable attitude.

Yet, the top-to-bottom procedure also remains indispensable. The funds available for development are nearly always limited, and to achieve a development that is reasonably distributed over all regions and throughout all sectors, a national framework is required.

If the bottom-to-top procedure is not harmonized with a top-to-bottom procedure, the first will nearly always result in a long list of local plans, of which only a limited number can be implemented, even if self-reliance at the local level is stimulated. The result will be a feeling of disappointment among the people.

A top-to-bottom approach that does not take into account the important information supplied by the bottom-to-top approach will produce theoretical planning documents that the people find neither relevant nor interesting. It will then become difficult, if not impossible, to mobilize that most important resource, the working power of the local population, without which no plan can succeed.

Obviously, in the Framework that will be elaborated in the following chapters, proper regard will be given to the two-way approach.

At the beginning of the regional planning process, it is assumed that the planning team will be informed from the national level about the tentative goals to be aimed for via development. Although these tentative goals may be vague and partly inconsistent, it is unlikely that regional planning ever starts without any ideas at the national level about what form the regional development should take. Considerable attention will have to be given to the assessment of the social, economic, and physical potentials of the region.

It is the task of the regional planner, to bring these matters together and to draw up a regional plan that makes optimum use of the regional potentials and yet fits into the framework provided at the national level. This will require regular consultation with government organizations at the national and regional levels. But, it also requires contact with representatives of local institutions and with the local people themselves.

It has to be recognized that the administrative systems in most countries are geared to the top-to-bottom approach. The regional planners must therefore consider it one of their more important tasks to propose new administrative structures that offer scope for local initiatives. In doing so, however, they should take care not to end up in a chaos of conflicting local plans. In other words, procedures and decision processes have to be developed that make it possible for the top-to-bottom and bottom-to-top approaches to be interwoven.

2.5 Types of regional planning

Under this heading, an attempt will be made to classify the various types of regional plans. It must be stated that such a classification does not claim any scientific pretension; it is intended only to emphasize that the term 'regional planning' does not have a universally accepted meaning, and that the approaches to regional plans may be based on different principles. The categories distinguished in the classification are not mutually exclusive. An actual situation will usually give rise to a combination of categories. The terms used below have been chosen for the present purpose only and can have other meanings in other studies on regional planning. Whenever possible, however, the current terminology has been used.

The classification distinguishes:

Regional plans resulting from *specific procedures* in the planning process.

Regional plans resulting from *specific levels* in the regionalization system of larger countries.

Regional plans resulting from *specific points of departure*.

Regional plans resulting from *specific levels of elaboration*.

Specific procedures

Regional plans (cf.2.4) can evolve from a planning procedure that starts at the top administrative level and de-aggregates the national plan via sector and regional plans into local plans. This may be considered a '*top-down regional plan*'.

Regional plans can also evolve from a planning procedure that starts from the bottom: the needs and ambitions of the local population are formulated into local plans that are aggregated and integrated into regional plans and further into sectoral and national plans. This may be considered a '*bottom-up regional plan*'.

The most effective regional plan, however, combines both procedures via an intensive dialogue between national, sectoral, and local planning agencies, including the population, in other words a '*bottom-up/top-down regional plan*'.

Specific levels

In large countries, it is possible to distinguish several tiers (levels, cf.2.3) in the subnational regional system, for each of which regional plans can be prepared:

macro regional plans

meso regional plans

micro regional plans

Specific points of departure

In regional planning for functional or nodal regions, attention can be directed towards different components of the region.

In the *urban-oriented regional plan* (also called *town and country planning*), the plan focuses on one or more major cities in the region. The plans emphasize the physical development of the city or cities, based on an assessment of the development that will take place in the region served by the city or cities. Such plans are most successful when backed by an overall regional plan that includes non-urban developments as well.

The *rural-oriented regional plan* focuses on the agricultural sector and the rural areas of the region. Such plans may identify developments that will have to take place in the urban centres, but will not elaborate them into detailed programs of action.

The *rural-urban-oriented regional plan* treats the rural and urban components of the region at the same level of detail and prepares programs of action for both.

Specific levels of elaboration

Regional plans can be prepared at different levels of detail, especially when regional planning is being newly introduced in a country.

An *inception plan* presents a broad assessment of the major potentials and constraints for development, and outlines the more important development activities. It may constitute part of the national plan. Such a plan can be prepared by a small team of experienced experts (3-5 persons) in a period of 1 to 3 months.

A *skeleton plan* can be an elaboration of the inception regional plan. It should outline the major action programs and potential projects, and describe the structure of the region at the end of the planning period when the goals have been realized. This type of plan can be prepared by a group of 5 to 10 experts in 3 to 6 months.

A *detailed plan* contains programs of action detailed to the level of 'identification' of projects. It includes a network plan indicating the time sequence of the identified projects, the annual budget allocations per project, a map showing the location of projects, and a detailed description of the future structure of the region when the goals have been realized. This type of plan may require a team of 5 to 20 experts and may take 6 months to 2 years to prepare. During that period, the relevant interim reports (cf. Chapters 4 and 6) approach the form of the inception and skeleton plans mentioned above, with gradual transitions from one type to another.

A regional plan at this level is fairly costly and, if it is to be successful, must be backed by a competent administrative structure with great coordinating powers. If such a structure does not exist, regional plans should not extend beyond the inception and skeleton levels (cf. 2.8).

Two requirements are imposed on all the above types of regional plans: they must be comprehensive and they must be integrated:

Comprehensive plans are those that have analyzed and taken into account the physical, economic, and social aspects of the planning object (e.g. the region).

Integrated plans are those that fit into the framework provided by other governmental plans. In other words, after mutual adjustment, the goals of the regional plan and the goals of the national and sectoral plans are in concurrence with one another, and the local plans fit into the framework of the regional plan.

Since some time, a discussion going on in the planning literature says that reality is too complicated and changes too fast to make integrated and comprehensive plans that can be implemented. Consequently, there are planners who favour the disjointed incrementalism approach, or step-by-step planning; in other words, the '*muddling-through-approach*'.¹

On the other hand, investments in the physical infrastructure for instance, or changes in the educational system, which have a long-term influence on society, are essentially recognized to be planned and implemented in an integrated and comprehensive way.

Regional planning allows such step-by-step planning, which, in fact, takes place when annual budgets at national, regional, and local level are being decided, to be incorporated into a general framework resulting from integrated and comprehensive long-term regional planning. This framework has to be adjusted regularly as a consequence of the step-by-step planning.

2.6 The theoretical background

In 2.1 it was stated that planners must know the processes they have to influence so as to change the existing situation to one that is in concurrence with the formulated goals. Within each discipline involved in regional planning, and especially in the socio-economic disciplines, different theories can be used to 'understand' and 'influence' the various on-going processes or to start new processes.

The theories presented in this book are confined to those that clarify the process of integrated regional development. Other theories, developed within the various disciplines and directly or indirectly concerned with regional development, are therefore outside the scope of this book. The selected bibliography lists titles that may serve as an introduction to the way of thinking in the respective disciplines, and to the developments in the field of regional sciences.

¹ HIRSCHMAN, O.A. and C.E. LINDBLOM, in *Economic development. Research and development, policy making; some converging views in system thinking*. Ed. EMERY, F.E. Penguin 1969.

Some theories may be called scientific 'laws'. From these laws, it is possible to predict what effects a program of action will have on a certain on-going process. The political environment often influences the choice of theories that are used.

At present there is no consistent theory for regional development that covers all the different disciplines involved. VON THÜNE's theory on land use; CHRISTALLER's classical theory on central places; LÖSCH's location theory; PERROUX's pôles de croissance; the centre-periphery theories of FRANK and GALTUNG are some examples of the efforts that have been made to integrate theories from the social, economic and geographical sciences.

Up to now, however, these efforts have not yet resulted in any set of scientific laws operational for regional planning. Their main concern is with the social and economic aspects. Within the technical disciplines (agriculture, forestry, fisheries, mining, etc.) efforts have been made to design a model for integrated development on the basis of ecosystems. But here too, the models are far from ready for direct application in regional planning. A start has scarcely been made with the integration of theoretical systems that are developing in the social, economic, biological, and technical sciences. The theoretical framework for regional planning therefore remains weak, and thus can adversely influence the effectiveness of regional plans. This is a serious limitation, and is one that should be realized by governments, as well as their planners and implementors.

But even taking this serious limitation into account, the need for integrated and comprehensive planning is so obvious that regional planning, provided it is used with care and modesty, can still contribute to planned development. It does, however, require that close attention be given to interim and end evaluations and to the sensitivity, under different political environments, of the procedures proposed in the guidelines.

Whatever set of theories is used for regional planning and in whatever political environment, the need for interdisciplinary work will remain, as will the problem of how to exchange information across the borders of disciplines. Therefore, the Framework proposed in this book will remain valid under a wide range of circumstances, although the content of the information, the priority given to it, and the time at which certain information is required may vary.

In a situation where the main emphasis is on quantitative and economic development, the physical and economic disciplines will steer the planning process, especially in the first stages. The social sciences will mainly be asked to develop programs of action that will change the social situation in such a way that the technically and economically oriented projects are possible.

If however, social goals, such as participation of the people, equitable distribution of income and employment, or the spread of knowledge, have a high priority, the social disciplines will have a greater steering influence in the first stages, having to indicate the future social structure that will provide a framework within which technical and economic development can take place.

But whatever discipline steers or dominates the planning process in the beginning, a continuing dialogue with the other disciplines is vital. The relation diagram of planning activities described in Chapter 6 is based on a situation in which the various disciplines are assumed to be more or less on an equal footing.

2.7 The major activities in a regional planning process

The major *activities* of the planning process within the totality of planned development have to be seen as parts of an *iterative process*. As was indicated in Figure 1, these activities overlap.

This complicated planning process can be described by splitting it up into specified 'activities' assigned to one or more discipline(s). One should be aware, however, that most activities recur several times during the total planning process and overlap each other in time.

It has to be realized that planning always takes place within a specific political context from which policies are derived that indicate the direction and nature of planned development. Government planning is mainly the elaboration of these policies within a given political context.

The first contact between the political system and the planning exercise, whether it is being done by government agencies or organizations commissioned by the government, takes place when the tentative goals are provided by the principal. The political system plays a crucial role again at a later stage when it accepts, rejects, or amends the plans prepared by the

planners. The political system also decides the allocation of scarce resources in relation to the goals that it indicated earlier.

Formulation of goals, objectives, and targets

The regional planner can formulate goals on the basis of information gathered from different sources. First of all, his principal will usually provide him with *tentative goals*. (The principal can be an agency at the national level, for instance a national planning bureau, a national committee for regional planning, or a regional government.) The regional planner then has to see in how far the given goals correspond to the overall national set of goals and to the goals of the various sectoral plans as far as they are relevant for the region. The regional planner must also acquaint himself with the goals formulated at the local level, and their relation to the needs of the population. The main task of the planner is to translate the goals, which are usually formulated in general and qualitative terms, into more specific and quantitative *objectives* and *targets*. For instance, the goal of a 4 per cent per annum growth rate in agricultural production must be translated into a production goal that indicates volumes of production and a production structure, e.g. family farms, plantations, cooperatives, or a certain combination of these units.

The goal of providing the population with an educational system that would be an efficient vehicle through which to achieve other plan objectives must be translated into an educational system that indicates the various inter-related types of school and their required outputs.

In regional planning, the goals must be translated into structures or systems, and an indication must be given of the major processes taking place in these structures, and their outputs.

Future structures

The future situation of a region must be described in several structures that are interrelated and - when superimposed on one another - give an insight into what the future situation should look like so as to be consistent with the formulated goals.

Some of the possible future structures that will finally result from the adaptation of the goals to the findings from research and stocktaking, taking into account the programs of action possible in the light of the means available, are summarized in Table 1.

Table 1. Possible future structures

Structure	Main elements
Economic structure	The output and employment in each sector; income distribution
Socio-economic structure	Type of production units: large factories, plantations, small-scale family-owned industries or farms, production cooperatives, or a certain combination of these units. An indication of the number of people involved in the various production units and their output.
Social structure	The various groups, based either on consanguinal or territorial criteria, and their interrelations, leadership, and power structure. Rough indication of the number of persons in the various groups.
Administrative and participation structure	Structure of the governmental organizations, their interrelations, number of people involved and their output. Organization of participation, village councils, district councils; their major tasks and functions.
Structure of the health sector	Types of service units, their interrelations, people employed in the various units and their output.
Structure of the educational sector	Types of school, their interrelations, teachers employed, the school population in the various school types and their output.
Land use pattern	What areas are used for what types of agriculture, for forestry, fishing, animal husbandry, recreation, conservation, mining, industry, housing, etc. This information should be compiled in a map, scale 1:100,000 up to 250,000.
Pattern of service centres (incl. urban)	The types of service centres (central places) and their interrelations. The services provided by the centres: schools, clinics, hospitals, shops, banks, offices of the administration, extension services, markets, industrial sites, etc. Rough indication of population living in, and served by, the centres. The information should be compiled in a map, scale 1:100,000 up to 250,000.
Infrastructure	Network of roads, canals, railroads, ports, airports, power supplies, water supplies, telecommunications, etc. The information to be compiled in a map, scale 1:100,000 up to 250,000.

The elaboration of goals into a picture of the future structure of the region is a reiterative process. By trial and error, mutual adaptation, constant feedback to the programs of action and to the means and power available to the government, one finally arrives at the future structure of the region. It is possible, and sometimes necessary, to indicate alternative future structures.

Time horizons

In formulating projects for the various structures, one or more *time horizons* must be assessed. Regional plans often include two or three time horizons. One time horizon is the 'distant future', which may coincide with the one used in the national *perspective plan*. These *long-term* perspective plans may cover 15-25 years. Their goals, when translated into the future structure of the region, are aimed at the 'ideal' situation that the government hopes to achieve for the whole of the country (for instance: eradication of illiteracy, health facilities in all villages, full employment). Another time horizon is the 'near future', corresponding to the first action-oriented phase in which the regional development gets underway. This '*short-term*' horizon should preferably coincide with that used in the rhythm of the '*national planning*', thus covering a period of 3 to 5 years from the moment the regional plan is accepted. The regional plan will then indicate more precisely the situation the government hopes to achieve in the region at the end of the national plan period. The situation thus described has to be seen as a first step towards the 'ideal' situation.

For instance: primary schools available for 80 per cent of the potential school population from 6 to 12 years of age; health facilities in the major villages; reduction of the unemployment rate from, say, the existing 8 per cent to 6 per cent.

Other time horizons that can be distinguished, are for instance 10 to 20 years, or 5 to 10 years; the latter is often defined as '*medium-term*'. The choice of the horizons depends on whether emphasis is to be given to social, economic, or physical aspects of development, and on the measure of certainty that projects will be put into successful operation.

Research and stocktaking

It is frequently stated that before any goals are formulated, research and stocktaking should take place. This may sound logical but when one considers that (a) every government has certain ideas, albeit vague, about the direction in which development should go and that these can be translated into tentative goals, and that (b) only limited time is available for research and stocktaking, it seems more realistic to start with the formulation of the goals. These goals can even point the way for the research and stocktaking program, although care should be taken to leave sufficient room to cover all major questions normally relevant to regional plans.

It is assumed that at the beginning of a regional planning exercise the basic information on the region will be available. It is not considered the task of the regional planning team to organize a census on population, agriculture, or industries, or to prepare topographical maps (scale 1:100,000 up to 250,000), or to conduct a region-wide soil survey. The bulk of the necessary data must be available at the start of the exercise.

The time for field surveys indicated in Stages 3 and 4 (Chapter 4) is needed to update and test the existing data, and to fill, if possible, any major gaps in the available information. If important data are missing and cannot be obtained in the time available, one has to make assumptions. These assumptions must be clearly indicated as such in the report, and a sensitivity test should be made to ascertain what influence too high or too low assumptions will have on the plan. The greater the sensitivity, the greater the need for inclusion in the plan of specific programs of research and stocktaking, and for one or more interim evaluations with the principal.

Drawing up the plan

On the basis of the existing data and the information obtained during the field surveys, the team analyzes the present situation. This must be a *'dynamic' analysis*, in the sense that it not only describes the situation at the beginning of the plan period, but also indicates and clarifies the processes that have been going on in the past and that have shaped the present situation.

It is important that the description of the present situation be structured in such a way that it can easily be compared with the description of the future situation. From this comparison, and taking the available means into

account, an estimate can be made of the existing potentials and constraints. The team then has to formulate the possible *strategies* for maximizing the potentials and eliminating the constraints. These strategies will serve as a framework for the programs of action which, when implemented, will gradually change the present situation into the desired future situation. When programs of action are being formulated, attention must be paid to the following:

Are alternative programs of action possible, and what are their advantages and disadvantages?

It must be made clear who should do what, when, and where, and if necessary how it should be done and what manpower will be required, in quality and quantity, and what other means have to be available.

If means are limited, as they nearly always are, adjustments will have to be made either in the nature or in the volume of the programs of action, or in the desired future situation.

The programs of action have to be screened as to their relevance, effectivity, and implementability.

The programs of action finally selected must not be conflicting.

It will be clear that this is indeed a very complicated and iterative process.

The programs of action in the form of local plans and projects will usually be elaborated for a period of 3 to 5 years to coincide with a period covered by the national plan. In doing so, consideration must be given to the budgetary and organizational relations between the various programs of the national plan and their timing and geographical location.

Among the essential documents that a regional plan at the meso or micro level should contain are a network plan indicating the sequence of the various program components, the annual budget allocations needed during the planning period, and a map showing the location of the various action programs.

The 3 to 5 year action programs, in their turn, must be placed in a longer time perspective so as to make clear that the proposed programs are the first steps in a long-term development that should lead to the 'ideal' situation the government hopes to achieve in the region.

The final result of these activities is a report that contains an analysis of the present situation, a description of the future situation, and an

integrated set of action programs which, with the means and power available to the government, should lead to the desired future situation. How such a report should be structured is described in Chapter 5.

Acceptance of the plan

This activity is performed by the principals of the regional planning team together with the relevant political authorities.

Evaluation of the planning process

All too often it is assumed that evaluation is only relevant for the implementation of plans. Equally important, however, is that the planning activity itself be scrutinized, by means of both an interim and an end evaluation, with the interim evaluation counting the most.

During the planning process each team member should ask himself the following questions:

Are all data I aim to collect really relevant for this particular exercise?

Are the methods of data collection adequate?

Are all the available data being efficiently tested?

Are all the relevant and reliable data that were available being used?

Are all the additional data that were collected being used?
If not, why not?

Are the planning methods and techniques being used the most appropriate for this specific regional plan?

How lucid is the reporting of the present and future situations of the region and of the action programs proposed?

All these questions can be asked during and at the end of the stages (cf. Chapter 4).

Sometimes governments have regional plans evaluated by a panel of 'external' experts; one then speaks of *an external end evaluation*.

2.8 The introduction and implementation of regional planning

Because the term regional planning can have several connotations, and because such a task can be the common responsibility of several organizations, it is essential that in an early stage it is stated:

What type(s) of regional planning is/are to be undertaken (cf.2.5).

Which organization(s) is/are responsible for each type of regional planning, and

How the various types of regional plans, and their geographical areas, are interrelated.

The region for which planning is proposed is often chosen *ad hoc* (cf.2.3); it may, for instance, be a region that has a great development potential, and/or is lagging behind the average national development, and the like. Because one of the purposes of regional planning is to arrive at a reasonably balanced development of the country and as regions in most cases are closely interrelated, this choice can have disfunctional effects. When other regions are not taken into account, it can happen that a regional plan will propose, for instance, a considerable in- or out-migration which is inconceivable when the country is considered as a whole.

How regional planning of the type dealt with in this book (viz. rural-oriented) could be introduced in a country will be outlined below. It is of course realized that it is not always possible to start in this way. If initially an *ad hoc* regional planning has taken place, it may be advantageous to change gradually to the approach described below.

1) First the country should be divided into meso and, if necessary, macro regions. For countries like Indonesia or The Philippines, this will be a relatively easy matter. The major islands and groups of smaller islands would probably constitute the macro regions, which could then be divided into meso regions.

It is important that these regions constitute more or less homogeneous physical or socio-economic units, but above all, that they are already existing administrative entities. If such a division is not possible, either adjustments in existing administrative areas will have to be made or, in particular cases, development 'authorities' may have to be established.

2) At the national level, by means of the functional procedure, a regionalization or de-aggregation is made of the national plan and, if possible, of sectoral plans. A *priority list of regions* in which regional planning is to be introduced is then drawn up.

3) For those macro and/or meso regions selected for regional planning, 'inception regional plans' (cf. 2.5) are drawn up, indicating only the main features of the potential regional development, the major factors for development, and their interrelations. This makes it possible to arrive, if appropriate, at a new priority list for 'skeleton regional plans'. With some modification, the inception or skeleton 'report' (cf. Chapter 4, Stages 2 and 3) could serve as an 'inception' or 'skeleton regional plan'.

4) The last step is to prepare the 'detailed regional plans' which provide a framework within which the identified local plans and projects are integrated into multisectoral programs of action. Such plans will be prepared in line with the priority lists drawn up under Steps 2) and 3) above.

Regional planning and its implementation requires a considerable amount of 'qualified' manpower. As this is one of the scarcest resources of developing countries, regional planning should be introduced with care. First of all the 'density of events' must be such that regional planning will be worth the effort. What this means is that local plans and projects must be so numerous and so interrelated that a regional framework is needed to coordinate them. Regional plans, when wrongly approached, can easily be made so complex, detailed, and voluminous that it becomes difficult, if not impossible, to have them implemented with the scarcely available manpower. Hence, taking the manpower into account, it must be decided whether regional plans shall be elaborated into detailed regional plans or whether for the time being inception or skeleton regional plans are to be preferred. The latter can be prepared in a shorter time and with less manpower say: 2 to 6 months with 3 to 10 experts compared with 6 to 24 months with 5 to 20 experts for detailed regional plans.

But what is even more important is that inception or skeleton regional plans, which include only the major focal points of coordinated activity, are more readily understood and more easily managed with limited manpower. Since fewer planners are involved in preparing inception or skeleton plans, one planner will be responsible for several disciplines. This means that although the exchange of information becomes less complex, the planners themselves must have a broad professional background and preferably extensive experience.

It would seem that with the shortage of administrative expertise in developing countries - a situation that is likely to continue for some time to come - regional plans should remain at the inception or skeleton levels until such time as the necessary experts have been trained to cope with detailed plans.

The elaboration of inception and skeleton regional plans resembles in a way the 'Themes-Strategy-Projects' approach described by Bendavid-Val. Such an approach is desirable in the initial stages of regional planning as it allows an early start with the planning and implementation of projects; there is no need to wait for the collection of data required for more elaborate regional plans, which for the time being - are too complicated for a coordinated implementation by the existing administration.

When the density of projects and programs increases, however, their integration and coordination becomes more important. The mere addition of projects and programs - as is so often done in so-called integrated rural development programs - no longer suffices. Regional plans must have an internal logic, indicating the interrelation between projects and programs and their respective objectives. One way to obtain this logic is by gradually moving, in succeeding planning cycles, from inception to skeleton plans and from skeleton to detailed regional plans, via a phased approach.

The rapid decline of interest in regional planning a decade ago may be partly explained by the fact that too high a level of sophistication in planning methodology was introduced at too early a stage.

The long-term successful introduction of regional planning requires a specific type of *qualified manpower*. In the *training* of these people, particular attention must be paid to the following:

In addition to adequacy as 'generalists' in their own professional field, they should be at least familiar with the major working methods and approaches used by the other disciplines with which they will have to cooperate.

By training in group work, the program should encourage the right mental attitude towards interdisciplinary cooperation.

During their training students must be made aware that regional planning serves a cross function between the needs at the local level and the national development framework represented in national and sectoral plans. This requires an understanding of the local population and their problems, and of the administrative structures in the higher echelons of the government.

All too often, regional planning is regarded as a highly sophisticated scientific exercise which can only be done by experts trained at universities of developed countries. When such expertise is not available, that is used as the main argument against delegating the exercise to the regional level. It is frequently overlooked, however, that a regional planner requires not only specific theoretical skills, but also, and above all, a great deal of 'common sense' and an intimate knowledge of the region. The last-mentioned quality can be found precisely at the regional level and thus can ensure, to a certain degree, regional plans that are better geared to the regional conditions and, even though less sophisticated, are more implementable.

Where regional planning is to be introduced, a system should be developed in which the regional planning is, for a large part, placed in the hands of teams stationed at the regional level. They should, however, be supported by highly qualified advisers from the national level. These regional planning advisers should, in addition to providing support, be charged with:

- the task of working towards a certain uniformity in regional plans, and

- the training of planning teams at the regional level.

Regional planning, of course, will contribute nothing to development unless the projects and plans it identifies are *implemented*. A lively discussion is going on at present whether planning and implementation should be in the hands of one organization, or whether these activities should be handled by separate organizations.

Having one organization responsible for both planning and implementation could result in plans that are better geared to reality. For local plans or micro regional plans, this alternative is well worth considering.

In general, however, one must realize that planning and implementation are continuous processes. In practice, implementation nearly always has a higher priority than planning. In many developing countries the quality of plan preparation is weak because the development organizations are simply too occupied with the problems of implementation. They have scarcely any time left for evaluation and for the planning activity in the next cyclus of development.

It is therefore considered advisable that, whenever possible, the organizations responsible for planning and implementing be separate organizations,

or at least be separate persons within one organization. Even so, great value should be attached to close contact between the planners and implementors. The planners will then be conscious of the problems of implementing and will adjust their plans accordingly, while the implementors will understand the background of the plans they have to translate into reality. Implementation of regional plans involves the coordination of planning at the local level. This means that there have to be administrative structures and procedures to make this coordination possible. If they do not yet exist, as is often the case when planned regional development is first being introduced, programs of action must be drawn up to transform the existing administration into a development-oriented administration. The requirements for such an administration are:

Mutual understanding and cooperation between government officers and the people.

Cooperation between government, voluntary agencies, and private enterprise.

Cooperation between ministries and departments. This will only be possible if there is sufficient delegation from the national ministries to the regional level, procuring also adequate room for initiatives and activities at the regional level. The same holds true for the local level; there must be sufficient delegation from the regional to the local level.

To achieve effective communication along the lines indicated above, it seems wise in many instances to create a Regional Development Council (or committee) whose members are representatives of all relevant departments.¹ For the actual performance of its task, such a council should be assisted by:

a nucleus regional planning unit comprising, if possible, one to three persons qualified to judge the social, economic, and technical aspects of the regional development proposals; and

an officer in charge of the required coordinating activities.

One of the tasks of the regional council will be to continuously adjust and revise the regional plans. Like any other type of planning, regional planning is a dynamic process. Once a plan has been accepted, funds must be allocated

¹ *If such a council would tend to be a large body, it is recommended instead to establish a small Working Committee whose members are backed up by task forces from related Departments.*

for short, medium or long term expenditure. On-going developments will require that the budget has to be periodically adjusted as well. These adjustments and revisions could take place when the annual regional development budgets are being prepared, or at least at intervals of 2 to 4 years.

Regional planning can be an instrument to bring the process of development closer to the population. As already mentioned (2.4), this is of crucial importance because otherwise the people will not be willing to make available one of the primary resources for development, namely their talents and manpower.

Too often the people regard development as a unilateral task of the government. Regional planning can prove invaluable in inspiring self-reliance, but only if attention is given to the following:

Regional planning should, as far as possible, be the task of regionally-based organizations.

During the research activities (Stages 3 and 4; Chapter 4), the planning teams should give special attention to the needs and objectives of the population. Information on these matters can be obtained directly from the people, employing the proper research techniques (investigation on motivation patterns, etc.). Other valuable sources are field workers of various organizations and bodies of local representation (village, county, district), local leaders, administrators in various sectors, and persons fulfilling important functions in voluntary agencies and private enterprise. Most of the proposals and ideas for development projects should originate from the local level.

Regional planners have to be aware that factions and pressure groups at local and regional levels often have differing opinions about the development plans. These opinions must be known because they can considerably influence the final decisionmaking. To verify whether the regional plans indeed reflect the development envisaged by the population, it is important that the plans (formulated in a language that can be understood by the groups involved) are brought up for discussion and/or are submitted for approval to regional and local councils. On such occasions, the regional planner (or the regional planning committee) may have to convince the councils that they will have to curb their ambitions to keep within the national goals and to maintain a balanced national development.

Regional plans should provide a framework that makes it possible to delegate executive powers without losing control. It is therefore important that regional plans explain what part the local population and their organizations (existent or envisaged) will play in implementing local plans.

Successful regional planning thus requires an administrative and political

structure accommodated to development and with the right attitude on the part of government officers to ensure that the local people are involved in their own development. Although this combination may take some considerable time to develop, without it, little meaningful progress will be made.