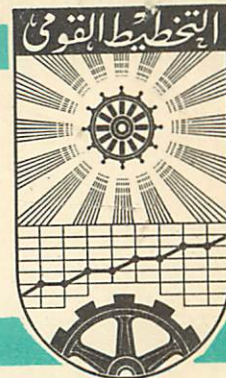


UNITED ARAB REPUBLIC

THE INSTITUTE OF
NATIONAL PLANNING

مستند رقم 132



Memo. No. 132

THE REQUIREMENTS FOR REGIONAL AND NATIONAL PLANNING

by

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7th May 1962

The Requirements for Regional and National Planning.

by

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(Being an invited address to the tenth
anniversary meeting of the Operations
Research Society of America - Washington.)

May 9 - 11, 1962.

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THE NATIONAL PLANNING BOARD

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The Requirements for Regional and National Planning.

1. The Planning Cycle.

In any rationalised action involving a planning function, we may recognize a number of successive and related steps, as follows:-

1. Planning-propositions.
2. Decision by authority on plan.
3. Action and implementation.
4. Realisation and accomplishment.
5. Reflection and reconsideration.
6. Aspiration for further development.
7. Demand-determination.
8. Planning-propositions.

and the cycle is repeated. The steps may be called, for our purpose here "a planning cycle", and be denoted by P D A R R A D P. Situations could be cited, in which the cycle may start, at any step and follows round, until the cycle is completed, then repeated again and again. Step 2, is a common starting point. Authorities decide about things, without (proper) planning, probably after Reflection (step 5), in response to an imaginative or unrealistic aspiration (step 6), or under the insisting demand and preassure for action. Step 5 is another starting point, identified easily in large systems as discussed in this study. Societies and individuals, exposed to experience or information about other societies and individuals, come to (reflect) about and imagine things. This is a breeding phase, in which aspects of mis-information, criticism, demagogy and enlightened cultural and political leadership abound. Then, the mixture of these aspects, settle down to a better defined individual and social expectations, calling for action.

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The planning cycle of steps may be apparently incomplete. On careful examination, one discovers that no steps can be completely eliminated altogether, some steps may be less emphasised or summarily considered than others, according to situations. In building a private house, for example, the architect's role of design and contractor's job of construction, are very conspicuous steps in the cycle, other steps exist nevertheless. In the new summer fashions for ladies garments, step 4 is all prominent. The fashion becomes (there and everywhere), the previous planning, decision and action steps are not given prominence, while one wonders at all, who ever (aspired) for and demanded such new fashions.

2. The Planning Aggregate - Large Systems.

In large systems, such as nations and regions, there are a multiplicity of authorities, capable of completing planning cycles. Individuals in their private life, and as citizens act within the limits of their resources, and the boundaries set by the law and tradition. Business directors of enterprises, small and large, set in action planning cycles. Public authorities at local, state and national levels have as their duty and responsibility to initiate and activate such actions, with due consideration to the extent allowed by their mandate of power.

In a large system a multitude of planning cycles, at different levels of authority, exist. Their content, extend and continuity vary widely. They exist in the large system, together with a lot of (fragmented) steps, which do not seem to tie together to form a P D A R R A D P cycle. We find actions being taken, with apparently no decision. We find reflections and aspirations - just reflections. Decisions not implemented. Demand unsatisfied. Then we find "Planning" done every morning by armchair readers, who, on reading the news come directly with "Plans" to help the President. These fragments, or unsaturated (rings) (if we borrow from a well known chemical term), appear to be incapable of being planned. It may not be desirable at all to do so.

These are deterministic sets of actions, with not much scope for choice and decision. Such actions are considered to be planned once and for all either by (nature), or by the (municipal laws). These are (instinctive) actions, like reflex actions in a human body. They follow in situations, without any need for reflection, desire, plan or decision. In animal life, instinctive action is an interesting field of study. In human society, some phenomena are described as instinctive, and seem to be incapable of planning.

The multitude of planning cycles and other sets referred to above form planning aggregates. The planning aggregate may be recognised by the most important (planning cycles) actively working in it, though these planning cycles may not cover completely or uniformly all the activities in the aggregate.

National existence - in the current sense - is a planning aggregate, identified by the authority structure in the State, the functions and responsibilities of government, and the rights and duties of the citizens. Individuals vote rulers to power - rulers draw programs of action - establish machinery of law - defense and finance This is a case of an (authority for order and peace) aggregate. Within this large aggregate, public finance, national defense, the judiciary and security machinery are all sub-aggregates, depending upon the authority and functions of the (national) aggregate system.

In modern business engineering it is the technique and not the authority that matters. In aviation, for example, there are a variety of authorities of designs, of production, but the controlling aspect is the (technology) of air-transport. The financial, administrative and users aspects of this function are all important, but seem to be relate and rather subordinate to the technology.

3. Rich Countries and Poor Countries - At Present and in the Past.

Rich Countries in the world seek security. They are rich and prosperous, they like to feel secure. They need so many other things, but security predominates. Poor countries need security too, but they aspire for development, economically and socially.

What is new in the quest for security by the rich and the strong, is the emerging idea of (collective security). No one nation, or a group of nations, according to this new concept can feel secure, if they do not succeed in bringing other nations into a common system of collective security. The poor newly established nations in Africa and Asia, are equally important members in the hoped for system of collective security, though their military and economic potential is admittedly limited. The undeveloped countries feel the pinch of poverty and social backwardness (a loose term, but clear enough), so they aspire for balanced economic and social development. What is new in the quest for economic and social development, is that it can be (planned) and implemented with the aid of rich countries. A bargain, a very honorable one, is thus indicated. The word bargain may not be pleasant, it means a deal, and nations, big and small, follow principles and high ideals, rather than seek bargains and deals. So, we do not call it bargain, but we say, that mutual cooperation could be and must be established between rich and poor countries to secure (collective security and development). In a more recent stage, the rich countries discovered that they might as well continue to develop too. And on a second thought, poor countries discovered that they also need peace and security in order to develop. Well, this is an even better approach to mutual cooperation between rich and poor countries.

This extremely aggregative, and possibly premature, description of national basic attitudes of rich and poor countries, may not be justified by facts such as the atomic armament race and the brutal disregard for human rights in some areas. It is not the purpose of this address to go into detail in elaborating national and universal goals,

but, the following comparative observation may be sufficient to drive home the basic thesis.

One or two centuries ago, there were rich and poor countries. There was no possibility of thinking of collective security amongst the rich, except by dividing the spoils of small and poor nations, or by forming military alliances, leading in practice to the supremacy of a single world power. The small and poor countries were supposed to enjoy the protection of the strong. Non-whites, were asked to believe in the civilising mission of the white man, which included colonialism, exploitation and subjugation. They were told to be thankful to the white man, and to help him in shouldering his burden and to be convinced that a very long time is needed for them to advance even a short way in the road of civilisation.

The two pictures of the present and the past are distinctively different. They represent different concepts, and different practices, but each has its (logic) within the context of social evolution.

The discussion of the planning aspects relevant to the contrast between rich and poor countries will be taken up later.

4. Two Sciences - Partial and Global.

Within the last few decades, a new science has emerged, which is basically different from the science and technology of the last century or the science of the nineteen thirties. This assertion of basic difference is justified by the following remarks, which compare the present (global science) with the previous (partial science).

Scientific knowledge and technological applications created modern industrial society, with its producers of utilisation of natural resources in the service of man. Thus, great advances have been accomplished in agriculture, mining, transport, energy, industry, medicine,

housing, recreation, education and cultural dissemination. War weapons and subjugation instruments were highly developed too. Far-reaching economic and social consequences took place in society. Science and technology became an important factor of social change in science and technology advanced in many fronts, in physics, chemistry, geology, biology and psychology and in the corresponding applied fields of engineering, industrialisation, mining, agriculture, medicine and education. The quest for scientific knowledge and the systematic purposeful efforts to put to practical application in society, led to the establishment of research laboratories and development agencies, by private firms and by public authorities. Two world wars, a series of economic depressions and a growing need for resources enhanced interest and support to science and technology. The single university professor, experimenting with wax and string glass ware and handmade (primitive) implements, seems to be very far away. Giants of science like Rutherford and J.J. Thomson only 30 - 40 years ago, worked actually with (stone-age-implements). Science budgets expanded manyfolds, and science teams grew enormously and quickly.

Global science began by combining different disciplines to the solution of (practical problems). This is a re-composition of isolated facts, obtained from the ever-branching avenues of over specialisation, characteristic of (partial science). Science came to tackle (complex) problems which exist in a society undergoing a change at a higher rate than before. The problems were (complex) in comparison to (isolated) problems of physics, of chemistry, of medicine etc., more than being much more (complex) in themselves. The change is more in the (scientific approach), rather than in the (problem).

Organisation, administration, management, experimentation and control methods used successfully in the 19th century (partial) science, were extended to such problems as war-effort mobilisation, large scale regional development of river-basins, construction and rehabilitation of war-devastated areas, and the management of international coordination and development programs in the U.N. system and outside it.

The State-sponsored science itself became to a large extent (decisive) in the same sense that alternative propositions are advanced to allocate funds and personnel to a project (x), or to a project (y); and the decision is made on the assumption that in each project certain targets will be achieved at certain dates. Discoveries and technologies are now ordered over the counter. No more they are (discoveries), which you may find if you search for them. They are almost a manufactured product of known physical and human inputs, which is produced in a big science machine-factory. This is an exaggeration, but essentially indicative of the new-global science.

Partial science is very similar to agriculture. You choose the seed to the land, irrigate the fields and add fertilizers, but the plant grows in the soil and the final crop is subject to many uncontrollable factors. Global science is similar to industry, you know pretty well what you are producing and all that you need to produce it. In fact, you planned production when the design of the factory was first considered.

Now, let us combine the two aspects of global science just mentioned, namely the (complex) nature of the problems tackled, and the (target setting) planning. The result is a new endeavour of (social engineering), more familiarly known by the name of national and regional development planning, the purpose of which is to use resources and techniques to induce and manage desired and planned modifications, in the pattern and structure of society. As a new and emerging endeavour, purposeful regional and national planning must develop its producers, techniques and instruments, through experience and trial, and benefiting from existing knowledge and technology. National and regional planning may be thus considered as an extension of the scientific method to a wider field.

5. A Dangerous Game.

If national and regional planning is considered as an extension to the application of scientific logic to the complex problems of economic and social developments of nations and regions, it could then draw on the experiences of economics and social science, together with the knowledge of physical and biological sciences and technology. Mathematics, logic, statistics and electronic computers could play a useful role in the job. Scientific theory in chemistry or physics seems solid and well established when we look at it in general terms, but for the active scientist in the front line of discovery, the same theory is not all that solid, many empirical facts lack logical relations and exceptions baffle the investigator. Planning as a scientific aid to sociopolitical management is not supposed to fare much better. In general terms, and big lines, principles of regional and national planning could be enunciated, but when you approach the front line of practical action and be asked what to do, you start using frequently the words "likely", "probably" and "perhaps". Yet, state-managers and decision-makers seek increasingly the help of planners, in order to reach more rational decisions to the problems they face.

The master-planner-mind when approached, should not say, "well, Mr. Manager, I cannot tell you much. Our science is still new and it is far from perfect, and the little I know about it needs much information and data, which you do not have and that will require years and millions of Dollars to obtain. So, you better go on with your intuition or hunch, and come back to me ten or perhaps twenty years later."

Neither could the master-planner-mind say, "well, Mr. Manager, I have been wondering why you did not come to me earlier. I would have saved you a lot of money and trouble. Now let me see, what is it that you want, and I will give you the best prescription to follow, and you cannot fail."

Most of the down to earth planners, are in the unhappy, yet *actual position* of not being impractically modest, not deceptively

boastful. They say, "we will examine the situation, and see what can be done. This will be a help, but Mr. Manager, you are responsible for accepting the recommendation or discarding it." In doing so, they render a real service to the Manager, to the science of national and regional planning and to themselves. After all, scientists have been acting like that for the last 5 000 years, and the results are not bad at all. With one difference, physical scientists, biologists, engineers and medical doctors, had the luck of not dealing with managers of business, mayors of cities, governors and presidents of countries. In dealing with inanimate nature, or with living organisms, even if it were a human patient, other scientists were in a relatively better position than the national planner, at least in two respects. The first is that in partial sciences observations and experimentations could be repeated under control, and secondly, in partial sciences one deals with existing systems to discover their properties and control them later, while the systems studied do not react to the study. In social planning, one deals with "authorities" who have power and with human social structures which react to ideas and to actions. National and regional planning becomes a really dangerous game to play.

No wonder, that the early beginning of the activity, found better chances of being attempted with business-managers who are used to taking big risks, and with military commanders, when fighting desperately against big odds.

More recently, politicians and authority leaders are getting interested. If they are really so, cooperation with planners would lead to useful results.

6. The Approach to National Planning.

State craft existed from the early dawn of history. Social reformers have always enriched human experience and created schools of thought and leadership in social management of communities. Army leaders

and conquerors followed a shortcut, by seizing power and giving orders to be accepted at the point of the bayonet, or in milder cases, with the aid of the gracefully staged patronage of a compliant priest or chieftain.

Technology - even in its primitive forms had little to do with this game, except in devising instruments of war. Planning cycles, as described above, were few in number and not permeating the social group as a whole. Production processes were followed traditionally. Social concepts and authority settled down to a standard form, except within a small group of priests, philosophers and statesmen. The practice of power and authority fitted with individual concepts and social tradition, and was loosely related to production patterns. Changes were slow, and concentrated in the limited group of priests, philosophers and chieftains.

Across the centuries, technology and science advanced. Economics of production and social authority systems, became closely inter-related. More and more planning cycles came to be recognised in society. The consumer became separate from the producer, and both consumer and producer became more actively affected by influencing public authority. In short, modern societies are increasingly acquiring the characteristics of "planning aggregates" as mentioned before. It would be a nice game to write down planning cycles in a modern society. They can be identified very clearly in business and production activities, and equally clearly in state and federal budgets, and public administration (presumably). They can be traced in community activities, in private work-relations, insurance and saving systems, in summer vacation forward planning and in the difficult task of managing social and financing over commitments.

Cities are planned, and so are metropolitan areas. Transport systems, water-ways, industrial investment, agricultural production and prices, wages and salaries, employment opportunities.

Some planning cycles in the huge aggregate, get related to