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A Proposal of a Guideline for a Regional Development Planning in a Developing Country

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Forward

This paper is a brief summary of the study results on “A Guideline for a Regional Development Planning in a Developing Country” in English by the author.

The study has been carried out as a part of researches on the Center for Sustainable Development Studies, Toyo University, subsidized by Ministry of Education, Science and Technology.

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The author also would like to express great thanks to many scholars and experts who gave me a constructive advices.

Introduction

0.1 Background of the study

The necessity of sustainable development has been increasing even in developing countries. As regional development based on traditional method faces serious limitation, it is widely required a participatory regional development. It should be stressed that regional development is to be planned with local initiatives. Because

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of scarce resources for planning on local level in a developing country in general, a guideline for a regional development in a developing country is an effective mean on regional planning by local initiative. Such a guide line has been developed by developing countries such as Cambodia.

The author has studied on this topic based on preceding studies and implementations. This paper is to propose the outline of a guideline which may be applied to regional development in developing countries in general as the result of the study. Though a part of the study result have been publicized in Japanese, the basic concept of the proposed guideline is arranged and presented in English as the first step of application on actual planning in a developing country. The author expects to have opportunities on discussion with peoples who may concern on this topic.

0.2 Outline of the paper

This paper has four chapters. General ideas of the proposed guideline such as characteristics and conditions for application are briefly explained on Chapter One of the paper. Chapter Two through Four are key points of the guideline. Some of key articles of the guideline are quoted and main concepts of the guideline are explained. General matters of the guideline are discussed on Chapter Two of the paper, which are stated on Chapter One and Two of the guideline.

Analysis on current situation and plans/projects on the region are discussed on Chapter Three of the paper, which are stated on Chapter Three, Four and Five of the guideline. Construction of future scenarios of the region is also discussed on this chapter of the paper. Chapter Four of the paper is that on evaluation and implementation of the plan, which are stated on Chapter Six and Seven of the guideline.

Issues and necessary measures to apply the guideline on actual planning process are discussed on Chapter Five of the paper.

1. Characteristics and conditions for application of the proposed guideline

1.1 Characteristics on a regional development plan and necessity of a guideline on regional development in a developing country

Traditional means on regional development, which have characters with initiatives by the central government and huge industrial development, have been implemented for a long years in Japan and also in many developing countries.

Though they have resulted in great success, situation on regional development is dramatically changing today.

Three issues are pointed out on regional planning in developing countries today, such as a. Sustainability on economy, society and environment, b. Administrative rules and organization, evaluation and public involvement, and c. Decentralization and participation. Adding to these three points, a. Step by step developing approach and b. Intermediate planning methods are also important factors on actual regional planning in developing countries.

Because of limitation on regional planning capacity by regional/local administrative bodies, it is hard to be planned independently by them such in developed countries. Therefore, regional planning system is to be established firmly and a guideline for regional/local administrative bodies to develop own regional plans by them.

1.2 Preceding regional planning guidelines on developing countries and their evaluation

Regional planning guidelines and manuals which are applied on actual planning in developed countries are briefly studied. Guidelines for development projects in developing countries are also established by international donor agencies such as Japan International Cooperation Agency. These guidelines are so much informative on this study, however, they are not able to apply on regional planning by local initiatives in developing countries because of not sufficient on experience and shortage of experts in developing countries. As these guidelines focused on avoiding environment side effects of development, they are not so effective on improving good effects of projects on the region.

Regional planning guidelines developed and actually applied in Cambodia are so informative for the study because regional planning is carried out by local initiatives in this country. These guidelines can be considered as the starting point of the study. They have five important characteristics such as a. harmonious planning procedures with participation of all families in the region and national development policy, b. participation of necessary stakeholders other than public organization, c. step by step approach on planning, d. exact explanation on each step on planning process, and e. rational but not too much specialized planning method which can be easily applied by local officials without high level knowledge on planning.

However, they have neither articles for establishing future conception/scenarios nor articles to consider big projects planned and implemented by other organization such as major national roads and big private industrial firms. It is not so easy task for local administrative bodies to develop their regional plans by themselves even if well explained and easy to understand guidelines for them.

1.3 Prerequisites on a regional planning guideline applicable on developing countries

A regional planning guideline on developing countries has to be a procedure oriented one not a mere methodology book. Four characteristics are to be stressed as prerequisites of the guideline adding to this such as a. Clear planning process, b. Participation secured, c. Coordination process with the national government and other stake holders, and d. feed back process with participation and coordination.

The regional plan which is developed with the discussing guideline has to have following articles such as a. Basic perspective of the region in future, b. Socio-economic framework in the target year, c. Necessary policy, project and activity to realize them, d. Investment program, and e. Evaluation and issues on implementation. Technical matters in detail are not included in the guideline. Only data which is obtained in daily activities of the local administrative bodies is applied on planning and rational but simple planning methods are to be applied because of resource limitation.

2. Outline of the proposed regional planning guideline in a developing country

2.1 Structure of the proposed regional planning guideline in a developing country

The table of contents of the guideline is shown below.

A Regional Planning Guideline in a Developing Country

Table of Contents

Chapter One : General Provisions

Chapter Two : Planning Process and Concept of a Regional Plan

Chapter Three : Analysis on Current Situation and Picking up of Issues on the region

Chapter Four : Analysis on Effects of Plans, Projects and Activities by Outside Actors

Chapter Five : Development of Future Scenarios of the Region

Chapter Six : Evaluation of the Draft Plan on Sustainability

Chapter Seven : Formal Procedure and Activities on Implementing the Regional Plan

2.2 Basic ideas of the proposed regional development guideline in a developing country

Purpose, characteristics and application, and style of the guide line are mentioned on “Chapter One : General Provisions” of the guideline. Notes on application of the guideline are also mentioned on this chapter of the guideline. Each article on the guideline has three parts such as a. the text, b. commentary and c. supplement information. The texts of some of key items on the guideline are shown below.

Chapter One : General Provisions

1.1 Purpose and structure of the guideline

1.1.1 Purpose of the guideline

<The Text>

Items which rule on whole part of the “Proposed Regional Planning Guideline in a Developing Country” (the Guideline) are mentioned on “Chapter One : General Provisions” of the Guideline such as :

- a. Purpose of the Guideline
- b. Characteristics and application of the Guideline
- c. Style and Structure of the Guideline
- d. Notes on Application of the Guideline

1.3.2 The regional plan which the Guideline is to be applied

<The Text>

The regional plan which the Guideline is to be applied (the plan) is as follows :

- a. The planning body is a intermediate local administration body such as a province which situates among the nation and basic local administration

bodies. The planning body shall have an actual administrative power inside the boundary.

b. Duration and object of the regional plan are as follows :

- i. Conceptive plan and/or long range plan with about 10 years plan duration,
- ii. Middle range plan with 3 to 5 years plan duration, and
- iii. Combination of above mentioned i. and ii.

2.3 Contents of the plan

Two major objects of the guideline are mentioned on “Chapter Two : Planning Process and Concept of a Regional Plan” of the guideline such as a. planning process and b. concept of the plan. Procedures on feedback, stage and procedure of participation by stake holders are mentioned as key items on planning process. Table of contents of the model regional plan applied by the guideline is shown on the chapter.

Chapter Two : Planning Process and Concept of a Regional Plan

2.1 Purpose and structure of the chapter

2.1.1 Purpose of the Chapter Two of the guideline

<The Text>

Basic concepts on planning process and concept of the plan are mentioned on “Chapter Two : Planning Process and Concept of a Regional Plan” of the guideline.

2.1.2 Structure of Chapter Two of the guideline

<The Text>

Structure of “Chapter Two : Planning Process and Concept of a Regional Plan” is as follows :

2.2 Flow diagram of the planning process on the guideline

2.2.1 Basic idea of the flow diagram of the planning process on the guideline

2.2.2 The flow diagram of the planning process on the guideline

2.2.3 Notes on application of the flow diagram

2.3 Concept of the regional plan applied by the guideline

- 2.3.1 Basic idea of the regional plan applied by the guideline
- 2.3.2 Contents of a model regional plan applied by the guideline
- 2.3.3 Notes on Contents of a model regional plan applied by the guideline

A Model regional Development Plan

The Regional Development Plan on ABC Province

<Table of Contents>

Introduction : Dear Residents of ABC Province

Chapter One : ABC Province Now

Chapter Two : Plans, Projects and Activities which may affect ABC Province and its residents

Chapter Three : ABC Province in Future

Chapter Four : Does “The Regional Development Plan on ABC Province” bring ABC Province and its residents a sustainable growth in future?

Chapter Five : What is the way which the plan is established and how to realize the plan?

Attached Maps, photos and key figures

3. Development of Future Scenarios of the Region

3.1 Analysis on Current Situation and Picking out of Issues on the region

Analysis on Current Situation on the region, picking up of issues on the region with participation are mentioned on “Chapter Three : Analysis on Current Situation and Picking out of Issues on the region” of the guideline. These are the first step of planning procedure. It is stressed that participation of basic local administration bodies, such as towns and villages, and also various stake holders in the region because they are not assumed as planning bodies on the guideline.

Chapter Three : Analysis on Current Situation and Picking up of Issues on the region

3.1 Purpose and structure of the chapter

3.1.1 Purpose of the Chapter Three of the guideline

〈The Text〉

Analysis on current situation and picking out of issues on the region are carried out on Chapter Three of the guideline as the first step of planning following to the guide line. Followings are basically required to carry out planning activities on this chapter such as :

- a. Issues and requests of a basic local administration body are picked out with participatory measures.
- b. Issues on the region are picked out with participatory measures.

3.1.2 Structure of Chapter Three of the guideline

〈The Text〉

Structure of “Chapter Three : Analysis on Current Situation and Picking out of Issues on the region” is as follows :

- 3.2 Analysis on Current Situation and Picking up of Issues on the region
 - 3.2.1 Analysis on Current Situation and Picking up of Issues on activities by the planning body on the region
 - 3.2.2 Arrangement of plans and projects by the national government on the region
 - 3.2.3 Arrangement of plans and projects by international organizations, private firms, NGOs and other organizations on the region
- 3.3 Arrangement of issues and requests of a basic local administration body
 - 3.3.1 Participatory measures to pick up issues and requests on each basic local administration body
 - 3.3.2 Arrangement of issues and requests of a basic local administration body
- 3.4 Arrangement of issues on the region with participatory measures
 - 3.4.1 Participatory measures to pick up issues
 - 3.4.2 Arrangement of issues on activities by a planning body on the region with participatory measures
 - 3.4.3 Arrangement of issues on the region

3.3 Arrangement of issues and requests of a basic local administration

body**3.3.1 Participatory measures to pick up issues and requests on each basic local administration body****1) Basic idea of participatory measures to pick up issues and requests on each basic local administration body**

〈Text〉

Activities mentioned below are carried out on regional planning following to the guideline such as ;

- a. To pick up issues and requests of local administration bodies in the region,
- b. To pick up issues and requests of peoples and areas in each local administration body with participatory measures, and
- c. To give necessary support by a planning body to pick up issues and requests of local residents and organizations in each local administration body with participatory measures.

2) Measures to pick up issues and requests with participatory measures

〈Text〉

Workshops are basically applied as measures to pick up issues and requests in a local administration body with participatory measures by following manners such as ;

- a. Opportunities are secured for all of local residents to express their opinions on a workshop,
- b. Workshops are adequately managed depend on scale of the local management body, and
- c. Workshops are managed with fairness without picking up too much on specified groups.

Alternative measures may be adopted if workshops are not adequate on the local administration body. Key ideas mentioned above, a to c, are to be secured on alternative measures.

3.4 Arrangement of issues on the region with participatory measures**3.4.1 Participatory measures to pick up issues****1) Basic idea of participatory measures to pick up issues and requests on the region**

<Text>

A planning body arranges issues and requests based on the issues and requests of picked up by the planning body and participation with following stakeholders on the regional planning following to the guideline such as

- a. Representatives of basic local administrative bodies,
- b. Heads of necessary departments in the planning body,
- c. Representatives of the national government,
- d. Representatives of international organization, private businesses, NGOs and civil societies, and
- e. Other necessary stake holders.

2) Measures to pick up issues and requests with participatory measures on the region

<Text>

Workshops are basically held as measures to pick up issues and requests on the region. Alternative measures may be adopted if workshops are not adequate on the local administration body. Participation is to be secured even on alternative measures.

3.2 Analysis on Effects of Plans, Projects and Activities by Outside Actors

Measures to analyze and evaluate effects of plans, projects and activities by outside actors are mentioned on “Chapter Four: Analysis on Effects of Plans, Projects and Activities by Outside Actors” on the guideline. This is the concept that is not included on the guideline in Cambodia, a preceding example. Huge scale plans and projects exceeding planning capacity of the planning body are subjects on the chapter such as plans and projects by the national government, international organizations and private businesses. Both of positive and negative effects of these plans and projects are analyzed and arranged on the chapter.

Chapter Four: Analysis on Effects of Plans, Projects and Activities by Outside Actors

4.1 Purpose and structure of the chapter

4.1.1 Purpose of the Chapter Four of the guideline

<Text>

Analysis on effects of plans, projects and activities by outside actors are carried

out on Chapter Four of the guideline as the second step of planning following to the guide line. Effects of plans, projects and activities that are picked up and arranged by the planning body following to 3.2.2 and 3.2.3 of Chapter Three of the guideline. Plans, Projects and activities that are dealt with on the Chapter Three of the guideline includes those by the national government, international organizations, private businesses and so on.

4.1.2 Structure of Chapter Four of the guideline

<Text>

Structure of “Chapter Four : Analysis on Effects of Plans, Projects and Activities by Outside Actors” is as follows :

- 4.2 Arrangement of Effects of Plans, Projects and Activities by Outside Actors on the Region
 - 4.2.1 Arrangement of Effects of Plans, Projects and Activities by the National Government
 - 4.2.2 Arrangement of Effects of Plans, Projects and Activities by International Organizations, Private Businesses, NGOs and others on the region
- 4.3 Evaluations on Effects of Plans, Projects and Activities by Outside Actors on the Region
 - 4.3.1 Evaluations on Effects of Plans, Projects and Activities by the National Government
 - 4.3.2 Evaluations on Effects of Plans, Projects and Activities by International Organizations, Private Businesses, NGOs and others on the region
 - 4.4.3 Arrangement of Evaluation results
- 4.4 Analysis on Effects of Plans, Projects and Activities by Outside Actors

4.2 Arrangement of Effects of Plans, Projects and Activities by Outside Actors on the Region

4.2.1 Arrangement of Effects of Plans, Projects and Activities by the National Government

1) Arrangement of Effects based on the information presented by

the national government

<Text>

The planning body requests the national government to present the information on effects of plans, projects and activities by the national government on the region picked up following to 1) and 2) on 3.2.2 of the guideline. The planning body arranges these effects.

2) Arrangement of Effects Analyzed by the Planning Body

<Text>

The planning body arranges effects on the region analyzed by the planning body such as actual effects to the region by national socio-economic plan and national development plan.

3) Summarization of Effects of Plans, Projects and Activities by the National Government

<Text>

The planning body summarize effects of plans, projects and activities by the national government arranged on 1) and 2) on 4.2.1 of the guideline.

4.3 Evaluations on Effects of Plans, Projects and Activities by Outside Actors on the Region

4.3.1 Evaluations on Effects of Plans, Projects and Activities by the National Government

1) Evaluations on Positive Effects of Plans, Projects and Activities by the National Government

<Text>

The planning body evaluates positive effect of plans, projects and activities by the national government. The planning body is required to consult with stake holders and experts if necessary.

2) Evaluations on Negative Effects/Impacts of Plans, Projects and Activities by the National Government

<Text>

The planning body evaluates negative effect/impact of plans, projects and activities by the national government. The planning body is required to consult with stakeholders and experts if necessary. The planning body is required to establish necessary counter measures with consultation with affected

residents when serious negative effect/impact is expected.

3.3 Development of Future Scenarios of the Region

Methods to make clear the target of the region, develop future scenarios of the region and its drawings are presented on the “Chapter Five: Development of Future Scenarios of the Region” of the guideline. They are developed based on the results of analysis on current situation and picking up of issues on the region and effects of plans, projects and activities by outside actors.

Chapter Five : Development of Future Scenarios of the Region

5.1 Purpose and structure of the chapter

5.1.1 Purpose of the Chapter Five of the guideline

<Text>

Methods to make clear the target of the region, develop future scenarios of the region and its drawings are presented on the “Chapter Five: Development of Future Scenarios of the Region” of the guideline. They are developed based on the results of analysis on current situation explained on 3.2 and 3.4 of Chapter three of the guideline and picking up of issues on the region and effects of plans, projects and activities by outside actors explained on 4.4 of Chapter four of the guideline.

The future scenario of the region is to be basically developed with participation of necessary stake holders.

The future scenario developed with the explanation on this chapter, Chapter five, of the guideline will be examined with the explanation on chapter six of the guideline on the points of sustainability of the region and the future scenario will be amended by the results of the examination if necessary.

5.1.2 Structure of Chapter Five of the guideline

<Text>

Structure of “Chapter Five: Development of Future Scenarios of the Region” is as follows :

- 5.2 Methods and Procedures to Develop the Future Scenario of the Region
- 5.3 Methods to Establish the Future Targets of the Region

- 5.4 Measures to Solve the Issues on the Region
- 5.5 Countermeasures for Effects of Plans, Projects and Activities by Outside Actors
- 5.6 Development of the Future Scenario of the Region
- 5.7 Drawing of the Future Development Map of the Region

5.3 Methods to Establish the Future Targets of the Region

5.3.1 Key concepts of Methods to Establish the Future Targets of the Region

1) Key concepts of Methods to Establish the Future Targets of the Region on the guideline

<Text>

Followings are key concepts of methods to establish the future targets of the region on the guideline :

- a. The planning body establishes the future targets of the region to develop the future scenario of the region.
- b. Following items are to be considered to establish the future targets of the region such as ;
 - + Requirement and necessity of the region, and
 - + Established targets by the national government, related authorities and, business and social communities on the region.
- c. Methods to establish the future targets of the region have to have following criteria such as ;
 - + The methods have to show targets rationally,
 - + The methods have to be applicable with limited data locally available,
 - + The methods have to be applicable without trained experts on the planning methodology, and
 - + The methods have to be easily understood on participatory planning practice.

Following four methods are listed. Any other methods which fulfill above mentioned criteria may be applied for planning.

- + Qualitative methods
- + Methods which use a simple graph
- + Simple quantitative methods

+ Simple simulation models such as SimtaKn shown on Annex of the guideline

- d. Future targets on the regional plan must be necessary and feasible items for the plan based on characteristics of the region and plan to be established.
- e. Future targets established based on Chapter Four of the guideline are to be revised with the process on development of future scenarios of the region mentioned on Chapter Five of the guideline if necessary. They are also to be revised with the process on evaluation of the draft plan on sustainability if necessary.

4. Evaluation of the Draft Plan and Implementation of the Plan

4.1 Evaluation of the Draft Plan based on Sustainability

The draft plan is evaluated on the points of economic and fiscal sustainability, sustainability on social conditions of local communities of the region and environmental sustainability based on “Chapter Six: Evaluation of the Draft Plan on Sustainability” of the guideline. The draft plan is to be revised if the draft plan is not sufficient on the points of sustainability. Details are skipped on the paper.

4.2 Implementation Process of the Plan and its Implementation

The process to formally establish the plan through administration procedures and implement the formally established official plan are explained on “Chapter Seven: Formal Procedure and Activities on Implementing the Regional Plan” of the guideline. Details are skipped on the paper.

5. Issues of the guideline on application to actual planning practice

The regional planning guideline mentioned above is a kind of prototype. It is required to be more specific one which fits on actual planning practice. Full text of the guideline must be translated in English to be widely applied in many developing countries. The guideline must be continuously revised based on actual planning experiences.

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