UNITED NATIONS SEMINAR ON REGIONAL PLANNING

TOKYO
28 July to 8 August 1958

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PREFACE

This report embodies the pertinent discussions, conclusions and recommendations of the United Nations Seminar on Regional Planning held in Tokyo from 28 July to 8 August 1958. The report was unanimously adopted at the closing session of the Seminar.

The Seminar considered the many complex relationships among the economic, social, physical and administrative aspects of planning and development. An earnest attempt was made to analyse clearly these relationships and to bring out at the same time the varied implications of an integrated approach in planning and development which are inherent in the term, itself, of regional planning. Finally, the Seminar has tried to identify the criteria and factors which could guide planning and development usefully in the countries of Asia and the Far East.

Policymakers, administrators, technical experts and scientific workers have tried during the Seminar to evaluate the practical experiences gained to date in planning and development in Asia and the Far East, in the less industrialized areas elsewhere, as well as in the highly industrialized countries of the world. The conclusions of the Seminar are based on these practical experiences, and they should, therefore, prove useful not only to the countries in Asia and the Far East, but also to developing countries elsewhere.

The detailed proceedings of the Seminar, including the major papers prepared especially for it, will be issued in the United Nations publication Housing, Building and Planning No. 12.
I. INTRODUCTION

1. The Seminar on Regional Planning was a follow-up of the Seminar on Urbanization organized by the United Nations in co-operation with the United Nations Educational, Scientific and Cultural Organization (Bangkok, August 1956) which discussed the economic, social and physical problems caused by the rapid growth of Asian cities and considered possible approaches to the solution of these problems.

Organization of the Seminar on Regional Planning

2. The Seminar was held in pursuance of the recommendations made by the Economic Commission for Asia and the Far East at its thirteenth session (Bangkok, from 18 to 24 March 1957) and by the Social Commission at its eleventh session (New York, 6 to 24 May 1956) and was organized by the United Nations Technical Assistance Administration, the Economic Commission for Asia and the Far East the Bureau of Social Affairs in co-operation with the United Nations Educational, Scientific and Cultural Organization and the Government of Japan.

3. The purpose of this Seminar was to consider: (a) the trends and the methods of physical planning in the countries of the ECAFE region and its place in the total process of economic and social development in these countries; (b) the criteria and factors determining the character and extent of the region for planning purposes; and (c) case studies on current positions, practices and results of physical planning at the local, regional and national levels.

4. Participants from sixteen countries and from the International Labour Organisation, the World Health Organization and the United Nations Educational, Scientific and Cultural Organization, and representatives from non-governmental organizations attended the Seminar. In all there were ninety-eight participants and observers.1 /

5. An interesting Planning Exhibition prepared especially for the Seminar was set up for the participants at the Seminar. A part of the exhibit had for its core a set of panels entitled "The Shape of Our Cities" and was based on a study prepared by the Faculty of the Graduate School of Design of Harvard University under the auspices of the Fund for Adult Education of the Ford Foundation. This core showed the social impact of urban growth in the United States and was supplemented by appropriate pictorial and graphic illustrations of urban conditions in other countries as prepared by the Governments of Canada, Indonesia, Japan and Hongkong. The second part of the exhibit was composed of separate displays of planning and housing projects prepared by the Governments of India, Japan, New Zealand, Pakistan and the USSR.

1/ See Annex I for the list of participants at the Seminar.
Opening Statements

6. His Excellency Mr. Saburo Endo, Minister of Construction of Japan, opened the Seminar with an address in which he referred to the problems caused by large population increases in Japan and other countries of the ECAFE region and stressed the importance of suitable approaches to these problems through regional planning. A welcoming address was also made by Mr. Seiichiro Yasui, Governor of Metropolitan Tokyo, through his deputy. Mr. C.V. Narasimhan, Executive Secretary of ECAFE, emphasized in an introductory statement that countries in this region must engage in comprehensive planning - economic, social and physical - integrated into one process, if they are to achieve the goals of economic production aimed at and to permit industrialization to proceed without undesirable concomitants such as over-crowding in cities and growth of slums. Statements were also made by Dr. Francisco J. Dy (WHO) and by Mr. Fukutaro Okui, Director of the Seminar. Senator Pacita Madrigal Gonzales (Philippines) responded on behalf of the delegations.

Officers of the Seminar

7. Mr. Hisaakira Kano (Japan) was elected the chairman of the Seminar and Senator Pacita Madrigal Gonzales (Philippines) and Mr. K. Vyasulu (India), vice-chairmen. The working sessions of the Seminar were chaired by Mr. Hisaakira Kano (Japan), Mr. Malai Huvanandana (Thailand), Senator Pacita Madrigal Gonzales (Philippines) and Mr. K. Vyasulu (India).

Specialists and Consultants

8. The following specialists assisted in the Seminar: Charles Abrams (legislation; land use), Norton Ginsburg (scale of planning), Ruth Glass (social aspects; evaluation), P.M. Hauser (demography and urbanization), Masahiko Honjo (housing and community planning), Antonio C. Kayanan (training for planning), Martin Meyerson (methodology; transport and communications), H.M. Phillips (community development education), James H. Scheuer (community facilities and services), J.P. Thijsse (environmental aspects of planning), Raymond Vernon (economic aspects of planning; financing), Paul Ylvisaker (administrative aspects of planning), Y. Sakurai (labour), O. Weerasinghe (technical assistance) and Dr. F.J. Dy (Public health and sanitation).

Agenda of the Seminar

9. The following items were discussed at the Seminar:2/

Current trends influencing regional planning

Chairman
Hisaakira Kano

Discussion Leaders
P.M. Hauser, Saw Tun, V.N. Prasad and Paul Ylvisaker

Rapporteur
Lloyd Rodwin

2/ See Annex II for agenda.
Application of regional planning techniques to metropolitan areas

Chairman Malai Huvanandana
Discussion Leader E. Isomura
Rapporteur P. Hauser

Application of regional planning techniques to rural development programmes

Chairman Pacita Madrigal Gonzales
Discussion Leader K. Hadinoto
Rapporteur Cesar H. Concio

Application of regional planning techniques to the development of resources

Chairman K. Vyasulu
Discussion Leader V. Prasad
Rapporteur N. Gunaratna

Regional planning considerations in the location of industries

Chairman Pacita Madrigal Gonzales
Discussion Leader K. Vyasulu
Rapporteur Ahmad Ali

10. The documentation for the Seminar consisted of (a) working papers on different aspects of the subjects discussed, (b) United Nations documents having a bearing on these subjects, and (c) national statements furnished by participants.3/

11. The reports on the five items discussed were prepared by the rapporteurs with drafting groups and these together with the conclusions, were approved at the Seminar at its closing session on 8 August 1958. A closing statement was made by Mr. Ernest Weissmann, Assistant Director of the United Nations Bureau of Social Affairs. The Seminar was concluded with an address by Mr. Hisatsugu Tokunaga, Vice-Minister of the Economic Planning Board, Japan, who earnestly hoped that the results and findings of the Seminar would be utilized fully in the establishment of planning policies in the countries of Asia and the Far East and expressed the wish that another similar seminar could be arranged in the near future by the same sponsors.

12. The conclusions of the Seminar stress the need for the formulation of policies and programmes for development based on comprehensive regional planning in which physical, economic, social and administrative planning are co-ordinated, and at the same time, integrated with national planning efforts.

13. The Seminar noted the statement of the representative of the East Asia Regional Organization for Planning and Housing (EAROPH) 4/ that it would be glad to organize with the assistance of international and national agencies, regional and national conferences to translate into action programmes the recommendations

3/ See Annex III for list of documents.
4/ See footnote 1 of Chapter II.
of the Seminar which could be implemented by the official and non-official agencies of the countries in the region. The Seminar also noted the statements made by the representatives of the non-governmental organizations expressing their interest in regional planning and their willingness to co-operate with the United Nations in this field.


5/ The Working Party on Housing and Building Materials of the Committee on Industry and Natural Resources of ECAFE considered the Report of the Seminar at its fifth session which was held in Bangkok, Thailand, from 13-19 August 1958 and, "...felt that the suggestions and recommendations of the Seminar had an important bearing on the approach to the housing problems in the countries of the ECAFE region. In regard to the recommendation that the ECAFE secretariat should include in its work programme the subject of regional planning, the Working Party felt that in view of the present heavy work programme of the secretariat and the desirability of concentrating on a few projects for making intensive study, the decision on this item should be deferred. It was suggested that the recommendation should be considered again in the near future" (See Document E/CN.11/ISR/10, page 20). Consideration was also given to the Report of the Seminar by the Working Party on Economic Development and Planning of ECAFE at its fourth session held in Bangkok from 2-13 September 1958. The Working Party noted "... in particular, the conclusions and suggestions (of the Seminar) on the development of resources and the location of industries" (See Document E/CN.11/L.61).
II. GENERAL CONCLUSIONS AND RECOMMENDATIONS

15. The following are the general conclusions and recommendations of the Seminar:

(a) In most Asian countries, economic planning and development have become a definite responsibility of Government. It is necessary that physical planning should also take its rightful place along with economic, social and administrative planning, which are all parts of one continuing but many-sided process.

(b) The application of regional planning to the development of metropolitan areas requires a comprehensive approach in which physical planning is co-ordinated with economic, social and administrative planning and community development. Simultaneously, such planning must be integrated with rural planning at national and local levels.

(c) To achieve an integration of plans and actions, the scale of planning should be regional. The region, being a link between the national and the local community provides a suitable frame of reference for a balanced integration of development projects of national significance and those based on local initiative.

(d) Cities are here to stay and they will grow in number and in size. Therefore, economic development and industrialization must be used as a means of strengthening the economic base of the existing metropolitan cities, by the appropriate location of new industries and by channeling the flow of migration to other cities - both existing and new - to the rural areas.

(e) As countries advance economically and introduce more advanced technology and new sources of power, including atomic energy, urbanization and the growth of cities may accelerate. Planning and development on a regional scale will then become necessary to help in guiding decentralization of industries and urban concentrations.

(f) Long-range plans should be reviewed and redefined periodically in the light of an evaluation of the social achievements of current investment and development programmes which are usually based on a comparatively shorter period of execution. There are no universal models for development, and each situation requires its own particular solution. The setting of too rigid a framework for development should be avoided.

(g) Trained personnel necessary for the planning and execution of all types of development programmes is lacking. There is an urgent need for professional education, for training at the intermediate level, for refresher courses and for orientation for those practising planning without adequate training. There is need also for planning education for the average citizen.
(h) There are gaps and differences in planning knowledge from country to country, but there are common interests between the newly developing and the highly industrialized areas of the world. A concerted effort of co-operation among nations and an exchange of information, experiences and personnel may help to fill this gap and resolve these differences. Further studies are required on problems of timing and of balance in economic and social development in order to develop frames of reference and indices which can be used to help to establish programmes and effect financial allocations.

(i) Planning and development experience in the ECAFE region and elsewhere provides a basis for the assumption that contemporary science and technology can devise and work out the material basis for a vastly greater population to live in greater comfort, than is now possible, in the ECAFE region. It will, however, be necessary for the countries to develop their economic, natural and human resources accordingly, and to plan effectively for such a development now.

(j) In order to enable countries of the ECAFE region to implement the recommendations of the Seminar, the United Nations and the specialized agencies should make arrangements for the exchange of experiences and knowledge on various aspects of regional planning and for the provision of technical assistance and advisory personnel to the Governments in the region, especially in the fields of research, evaluation and education. 1/

(k) There should be increasing co-ordination of the various activities in the field of regional planning, such conferences on specific aspects of the subject, especially village planning and planning of new towns. The Seminar expressed the view that in order to keep regional planning activities in the ECAFE region under review, the ECAFE secretariat should include the subject of regional planning in its work programme.

(l) There was agreement that the Seminar documents and the conclusions and recommendations would be useful not only to the countries of the ECAFE region, but also to other countries of the world. The Seminar welcomed the information that the proceedings would be published in a special issue of the United Nations publication Housing, Building and Planning.

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1/ The interest and co-operation of the non-governmental organizations should also be noted in this respect. On 7 August 1958, the East Asia Regional Organization for Planning and Housing (EAROFP) was established as a regional chapter of the International Federation for Housing and Town Planning, an international non-governmental organization in consultative status with the United Nations. The objectives of EAROFPH are:

"To promote and co-ordinate throughout the region the study of housing and of regional, town and country planning and their development with a view to securing higher standards of housing, the improvement of towns and cities, and a better distribution of population; and to advance the knowledge of and secure improvements in the practice of housing, slum clearance and planning.”

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Finally the Seminar suggested that its conclusions should be transmitted to all Governments of the countries of the ECAFE region in order to ascertain national views on these conclusions in the light of current problems and experiences to date and to induce their proper implementation should they be found appropriate and desirable for national purposes.
III. CURRENT TRENDS INFLUENCING REGIONAL PLANNING

16. Although conditions may vary among countries and regions, it was felt that a region can be defined in terms of specific criteria or objectives: economic, social, physical and administrative and that, for the purpose of various services, the extent of "regions" in a given area has varied. Taking into account the discussions at previous conferences sponsored by the United Nations (New Delhi, 1954 and Bangkok, 1956) 1/ and the discussions at this Seminar on Regional Planning, there was agreement that there were three principal types of development regions: metropolitan development regions, rural development regions, and resource development regions.

Differences between industrialized countries and those of the ECAFE region

17. The Seminar noted the need for caution in applying to the ECAFE region the methods and techniques derived from planning experiences in the industrialized countries. It recognized the need for developing a variety of approaches corresponding to the differences in the socio-economic contexts of planning, among others, for the following reasons:

(a) The scale of national and regional planning problems in ECAFE countries is such as to require radical social, as well as economic changes far more than in the higher income countries.

(b) The enormous anticipated growth of Asian populations and the vast gap between their resources and their aspirations create an atmosphere of immediacy to planning problems in the ECAFE region which never before have been experienced elsewhere.

(c) The predominance of agrarian populations in the ECAFE region demands an emphasis on agricultural development which is, however, no longer evidenced in the industrialized countries. Moreover, agricultural production in Asia may well be a prerequisite for both industrial and balanced urban growth.

(d) The scarcity of capital available in the ECAFE region demands concentration on the development of natural resources as one of the first priorities in economic programming. At the same time, both urban and rural development require large expenditures on basic capital equipment items which are already available in the higher income countries.

On the whole, Governments in ECAFE countries confronted with these problems appear already to have assumed the direction of planning in a more deliberate way than is the case in many of the industrialized countries. The Seminar stressed the role of central Governments in the planning process in the countries of the ECAFE region where shortages of technically trained personnel are acute.

Economic factors

18. Economic policy in the less industrialized countries, it was agreed, is concerned primarily with the problems of allocating national resources to encourage maximum growth potentials and social benefits.

19. The emphasis in economic policy in the past has often been placed mainly on national studies of national production, income, productivity, resource utilization, monetary, fiscal and exchange policies and related considerations. Regional development policies and regional economic studies to assist in the formulation of such policies, however, have been neglected or subordinated.

20. The discussion also indicated the need to take both industrial and agricultural problems adequately into account in regional planning, in particular the need to arrest the growing discrepancies between conditions of living in rural and urban areas.

Social factors

21. The Seminar noted that the projections made of population trends in Asia were not predictions, but simply indications of probable population estimates if certain assumptions apply. 2/ The lower limit of the projections indicated a population increase by 1975 of approximately two-thirds the present urban population of Asia; and the upper limit indicated that urban population may increase three-fold.

22. Even if the assumptions of the projections do not materialize fully, it is certain that large increases in urban population are likely and that these increases will cause many baffling problems.

23. Many big cities in the countries of the ECAFE region already suffer from a rate of increase in population far exceeding the rate at which adequate employment opportunities grow.

24. Other problems which may be anticipated are high costs of overhead, capital, slums, frustrating traffic problems, inadequate community services and facilities, squalor and disease, crime, delinquency and other social maladjustments.

25. There was also general agreement that even if village development programmes are undertaken and more attention is paid to the agricultural sector (including continued application of intensive labour techniques) migration of population from rural areas would continue.

Physical factors

26. The Seminar accepted the importance of regional planning in helping to relate interdependent elements in an area and to facilitate their joint development: agriculture, water resources, power, industry, trade, transport and communications, housing and community facilities.

27. Since national policy which affects local planning problems on the whole has often been outside the physical planner's line of vision, the Seminar recognized the need to see physical planning in a more comprehensive context.

Administrative factors

28. Certain assumptions were made in the discussions about the categories of planning and approaches to planning problems. These were divided into four categories: economic, social, physical and administrative.

29. The need was recognized for an intermediate agency, or other public instrumentality, between the local and the central Government. It was agreed that the exact form and techniques of government administration at the regional level would depend in each case on the purposes to be accomplished and the political, financial and cultural institutions of each country. At the same time, the absence in many countries of an effective mechanism for formulating and executing national policy on regional development was noted.

30. Since disproportions plague some development programmes, the Seminar suggested that regional capital budgets might be devised to determine whether the complementary requirements in development programmes were met in particular regions.

31. Certain difficulties which may handicap execution of such programmes were mentioned. First, is the problem of obtaining adequate personnel, and second, the serious gaps in knowledge. It was recognized that in the absence of adequate regional planning, decisions are being made which affect regional development and which often contribute to the emergence of undesirable physical and social patterns which could have been avoided.

Staging and priorities

32. In carrying out regional development programmes, it was noted that there were many difficulties in devising appropriate criteria for priorities and for the allocation of capital.

33. Although different kinds of planners deal with problems which are essentially interdependent, the lack of communication between these different specialists, the negligible co-ordination of their activities, and the absence of team-work were noted.

34. Attention was also called to the limited research for checking performance, for providing better information for policy decisions, or for assessing relevant experience in order to avoid the mistakes of the past.
Stress was also placed on the fact that by indicating specific objectives and priorities, physical, social and economic plans could be useful in furnishing guidance for capital budgeting decisions.

Conclusions

The Seminar arrived at the following conclusions on current trends influencing planning:

**Economic factors:**

(a) The basic policy for regional planning should be to help develop, assemble and allocate national resources to provide maximum economic and social returns.

(b) In accommodating the huge migration of population to urban areas, development should be so organized as to be sufficient to meet the needs of metropolitan populations, and in so doing it should pay special attention to the cost of overhead capital with a view to reducing it where feasible and consistent with the social goals of the country.

(c) More regional economic studies are required to provide a sound foundation for regional development programmes and to aid in the creation of adequate employment opportunities.

The importance of balanced economic and social development was stressed by the Economic and Social Council at its sixteenth session when it adopted resolution 494 (XVI) which inter alia:

"Requests the Secretary-General and invites the specialized agencies to apply in matters of assistance to Governments the following general principle:

(a) The inter-related character of economic and social factors and the benefits to social progress resulting from a balanced expansion of world economy require that economic development and social development go hand-in-hand with a view to improving standards of living; projects financed by the United Nations and the specialized agencies should be selected bearing in mind this inter-relationship."

Balanced economic and social development was also stressed by the Council under resolution 663 H (XXIV) which inter alia:

"Expresses concern over the uneven development in various sectors within countries, as well as between different countries;

Considers of special importance the problems of balance among the factors of development, having regard especially to the interaction between developments in the economic and in the social fields;"
(d) More attention should be devoted to the agricultural problems of regional planning and to the need for arresting the growing discrepancy between conditions of living in village and urban areas.

38. Social factors:

(a) The vast increase of urban populations in developing areas is likely to aggravate the already existing social problems.

(b) Population growth is only one of the factors which demand integration of the many different aspects and policies at the different stages and levels of the planning process.

(c) It is by no means easy to ensure that social policies directly expressed in the fields of education and public health, for example, and indirectly expressed in economic, land-use and administrative arrangements, are compatible.

(d) On the whole, the results of social investment are often longer delayed than those of economic investment, and they are also less tangible and are not easily synchronized.

(e) Radical social changes of the kind required in many of the countries of the ECAFE region are bound to be harsh in many respects. Such transitions should be studied so that growing pains can be minimized.

39. Physical factors:

(a) The objectives of physical planning should include a more efficient and a more desirable organization of interdependent land uses including agriculture, water resources, industry, power, trade, transport and communication, housing and community services and facilities.

(b) To achieve these objectives, physical planners must participate in the formulation of national development policies alongside with the economic, social and administrative planners to ensure that adequate account will be taken of the physical alternatives and consequences of those policies.

40. Administrative factors:

(a) More effective communication and co-ordination is essential among planners and the people concerned.

(b) Equally essential are flexibility, openness to experimentation, adaptation to specific circumstances and encouragement of creative activity.

(c) Many countries would benefit from a clearer formulation of their national policy and programmes for regional development and understanding of the mechanism for execution of this policy.

(d) One of the problems of launching and implementing planning programmes in all countries is that of trained manpower to keep pace with programmes of development, making the training and recruiting of trained planning personnel one of the problems to be met.
(e) Regional breakdowns of capital budgets might sometimes provide a useful device for ascertaining whether the complementary requirements of development programmes in each region have been satisfied.

41. Staging and priorities:

(a) Basic to all the regional development programmes are the questions of where the development should occur, on what scale and with what set of priorities.

(b) Rural, metropolitan and resource development programmes require a broader approach which will take into account agricultural, economic, sociological, physical and administrative facets of the problems and the new technological requirements for the location of industry as related to the distribution of population.

(c) Applied research programmes are needed to examine and record relevant experience and to solve problems before they become serious.

(d) Realistic economic, social and physical plans can and should be used to help provide guidance for capital budgeting decisions.
IV. APPLICATION OF REGIONAL PLANNING TECHNIQUES TO METROPOLITAN AREAS

42. A number of reports were submitted and several oral statements were made at the Seminar on the various environmental aspects of urban growth; on the economic, social and administrative problems involved in this process of growth; and on plans for the further development and re-arrangement of metropolitan areas such as that of Tokyo, Colombo, Karachi, Manila and others. The information on Tokyo, coupled with field observation in the metropolitan area, enabled the participants to study at first hand types of difficulties of metropolitan area planning which confront both the more advanced and the newly developing countries.

43. Presentations by participants from various countries provided a rich body of specific case materials for the application of planning techniques. Experience with programmes of planning of metropolitan regions, particularly in the newly developing areas, permit the following generalizations:

(a) Programmes tend to concentrate on minimum requirements of urban infrastructure in which the newly developing areas are especially deficient: problems of water supply, sanitation, housing, transport and the like.

(b) Planning programmes tend to be restricted to highly critical areas, namely, the largest or relatively small number of the larger metropolitan areas which also contain relatively large proportions of population and large parts of national industry and commerce.

(c) Planning in metropolitan regions is sometimes inadequately related to national development planning and rural regional planning.

(d) Metropolitan planning in the countries of the ECAFE region is not, in general, comprehensive, integrated and balanced in the basic economic, social, physical and administrative facets of the regional planning task.

44. Attempts to apply regional planning techniques to metropolitan areas have led to consideration of a number of complex substantive problems. The discussion highlighted the following as the major problem areas in which greater knowledge is needed:

1/ In the case of housing, the possibilities of the "core" house were explored. Where the finances of a country are very meager, instead of building a limited number of completed houses, it may be more practical to erect (according to a plan) a greater number of the "cores" for the houses and allowing the future owners to complete the houses on an aided self-help basis. The "core" for a house may differ from country to country due to a variety of reasons, but it is usually the basic and essential part of the house which needs particular skills or special investment to build. After the "core" is built, the prospective owner may then complete the house with or without the help of others. This practice has been tried in several countries and the results have been quite encouraging.
Differences Between Industrialized Countries and Those of the ECAFE Region

45. The planning experience of the economically more advanced countries is not necessarily applicable to the newly developing areas in Asia. The planning practices of the more advanced nations, as outlined in the discussion, must be considered in their context and adapted to meet the needs of individual nations. For example, the planning experiences of the United Kingdom, the United States of America, the Netherlands, the USSR and Japan, as described in the Seminar may be applicable to the conditions in Asian countries only after their suitable adaptation to local situations and local needs.

46. Among the factors which must be borne in mind in recognizing differences in the situations of the newly developing nations of Asia and the more economically advanced areas are the following:

(a) Urban populations in Asia are expanding more rapidly than those in Europe and America, even though they do not have, by comparative standards, an adequate economic base for their present populations.

(b) Urbanization is proceeding in Asia within a 20th Century context with respect to technology and the national and international economic and political climates, in contrast with the 19th Century context in which most of the metropolitan areas of the advanced nations achieved their major development.

(c) Differences in values and social aspirations should serve as a basis for planning programmes in each nation. The metropolitan regional planner in Asia may be forced to face the disheartening prospect of differences, in terms of physical environment, between the more developed and the newly developing areas which will be actually increasing for some time to come because of the influence of the relatively greater momentum in economic growth already achieved by the more advanced nations.

Economic Factors

47. Metropolitan regional planning at almost every phase is affected by, and may affect, the basic economic functions performed by the metropolis. The planning policy which assumes that the small city is a more desirable unit than a large metropolis runs the risk of producing serious diseconomies that may adversely affect efforts to raise the level of living. Many of the aspects of the large metropolis such as great size, density, congestion, surplus labour and the like, which are considered as problems of physical planners, may actually be prerequisite to, or reflect the cost of, division of labour, specialization, and general forms of economic organization which effect increased productivity and permit higher levels of living. Much remains to be learned about the economic contribution of metropolitan areas, both in the more developed and the newly developing countries. The large concentration of population represented by the metropolis, despite the problems which it creates, is a pool of resources - of space, inventories and labour - permitting the promotion of economic development. They are especially helpful to the encouragement of small or riskful enterprise. The metropolis offers "external economies" of scale and permits effective communication of a type essential to economic growth.
48. An understanding of the economic functions of the metropolis in relation to the total national economy is a prerequisite to policy making with respect to the centralization or decentralization of industry; the achievement of proper balance between urban and rural economies; and the effectuation of an efficient organization of functions in the various types of metropolitan areas as, for example, the functions of a metropolis with a specifically limited hinterland which serves the nations as a whole or is an element in international economic organization.

Social Factors

49. Metropolitan regional planning must take into account the wide range of social problems which accompany urbanization, especially the rapid urbanization now underway in Asia. Planners must face the implications of huge increases in population as indicated by population projections that were considered at the Seminar, especially those of projections of urban population which indicate an increase of two-thirds to a tripling of urban population in Asia between 1950 and 1975. Neither of two possible extreme reactions seem justified - neither the feeling of complacency about rapid population growth, nor the feeling of utter despair and defeat. The projections indicate a possible course of events if there is no intervention in a manner either to utilize population growth as an asset in economic development, or to control it where necessary and feasible, in order to effect increases in the product per head.

50. The planner must recognize both the "pull" and "push" factors in rural-urban migration and must, therefore, relate metropolitan regional planning to the total national planning effort. Rural poverty and internal disorder tend to push country people to the cities, often in excess of the economic opportunities represented by urban employment which pull in migrants to the metropolitan areas. Moreover, in the absence of adequate economic opportunities, the lure of urbanization as a way of life may tend to pull rural population to the city. The flow of in-migration is one of the strategic points calling for the integration of metropolitan regional planning with rural regional and total national planning activities.

51. The metropolitan regional planner must face the many complex problems which arise with respect to the accommodation and assimilation of large numbers of in-migrants. In this respect, difficult decisions must be taken on the extent to which limited resources are allocated for "social investment", on the one hand, and "economic investment", on the other. Everything possible must be done to minimize problems of poverty, slums, filth, squalor, illiteracy, and social and personal disorganization; but at the same time, the planner is faced with the necessity of maximizing the investment of scarce resources so as to increase productivity. Increased product per head is a prerequisite to any long-run and relatively permanent solution of many of the social problems that are identified with metropolitan living in Asia.

52. Planners of metropolitan regions in Asia cannot avoid major attention to problems of health and welfare and especially those necessitating minimum standards of environmental sanitation, housing, and conditions conducive to good social adjustment and mental health.
Physical Factors

53. The Seminar endorsed the following conclusions of the United Nations UNESCO Seminar on Urbanization held in Bangkok in August 1956:

"It is the task of physical or environmental planning to define the different components of a specific development programme in physical terms, by assessing and recommending within a given area, zones for industrial, agricultural, residential, social and cultural uses, and by establishing a rational pattern for transport and communications, for power supply and distribution, and for other utility networks of the overall programme.

"Environmental or physical planning provides an opportunity to reconcile the often divergent interest of material production, in its narrow sense, with human welfare and to help establish a balance in the urban/rural relationship of a developing area. The more rapid the urbanization process becomes, the more necessary it is to plan for it, so that costly mistakes of the past can be avoided.

"Physical planning is part of a many-sided process of economic and social development. Social and political conditions project throughout the planning and development cycle, a general and often changing framework within which action is conceived, accepted and executed. It is therefore important to stimulate popular participation in the different types of planning and execution of development programmes in general, and physical planning in particular.

"Physical planning like all planning is a continuing process and it can be effectively practised only by an organization having the required expert knowledge and the necessary legislative and financial authority. Its work is of a long-term character and the concept of comprehensive planning requires team work. It is, therefore, essential to establish the required planning organization, train the necessary personnel and set out the methods and procedures in addition to producing plans. At the same time, a close relationship between the physical planning organ and the economic and social units of government is a primary condition for success.

"Each community is related to others as regards economic, physical and social factors. Development in one place calls for co-ordination of local projects with regional and national programmes. The region, in fact, is the link between the individual community and the nation. A regional plan offers an easier identification of national goals in terms of local action.

"Regional planning has in the past been primarily confined to the re-development of metropolitan areas and to river valley developments where hydro-electric energy served as a source of power. The possibility of providing nuclear energy at a wide range of geographic locations may expand also the opportunity for careful regional planning of the use of resources that have not been tapped before owing to lack of power..."
Administrative Factors

54. The discussion produced a number of interesting case studies of the administrative organization and techniques in planning. Metropolitan regional planning requires serious consideration of a broad range of administrative mechanisms and techniques. Decisions must be taken with respect to the role of metropolitan regional planning agencies and activities in relation to national and local agencies and programmes. Policy must be determined in respect to the roles of government, on the one hand, and private agencies, on the other. The role of the public, itself, in the planning and execution process must be determined, especially as regards co-operatives and various forms of self-help activities. Because of this, community development programmes may require special attention as an integral element in the total planning process.

55. In metropolitan regional planning, as in other aspects of planning, attention must also be given to utilization of specific techniques in the formulation of programmes and in their execution. Serious problems exist particularly in respect to the training and recruitment of competent personnel for all phases of planning and execution of urban development and re-development programmes.

Staging and Priorities

56. Limited resources of capital and skills frequently force the metropolitan regional planner into the unpleasant task of choosing from among unpalatable alternatives. Desired goals must often be deferred in the interest of long-run gains. Yet the desired goals must not be lost sight of or permit complacency with halfway measures. Planning must be "realistic" in the sense that it must be designed to effect the best possible results with available resources with long-range, as well as immediate goals in view. To set goals that cannot be achieved is to mislead and to pave the way for disillusionment. Realistic planning necessarily means deliberate setting out of stages of achievement with varying priorities at successive stages so as to achieve desired development within reasonable periods of time.

57. The staging considerations in metropolitan planning will especially require integration with national economic planning, including rural regional planning and will require relatively complex co-ordination of physical, economic, social and administrative processes and goals.

Conclusions

58. The following are the conclusions reached by the Seminar with respect to metropolitan regional planning:

59. Economic Factors:

(a) Metropolitan regional planning in the newly developing areas must be conducted with the recognition that the basic national problem is one of low product per head.
(b) Planning must contribute to national aspirations in order to increase product per head and levels of living, and must, therefore, avoid serious diseconomies to achieve lesser goals.

(c) For this purpose a better knowledge of the economic functions of the metropolis is needed in order to enable the planner to take full advantage of the metropolitan agglomeration as a pool of resources, as a point of external economies of scale, and as a medium through which effective communication is achieved for economic growth.

60. Social Factors:

(a) Metropolitan regional planning must necessarily focus on the severe social problems rising from metropolitanism as a way of life and especially as a by-product of the frictions of rapid urbanization.

(b) In planning the amelioration of social problems, care must be taken in the allocation of limited resources to achieve proper balance between "economic" and "social" investment.

(c) In so doing, the long-run objectives of increasing product per head and achieving social gains should not be unduly sacrificed for short-run gains.

61. Physical Factors:

(a) Environmental planning must be achieved in the context of, and in relation to, economic and social planning.

(b) It is especially important that planning of the physical environment be aimed at facilitating and accelerating economic growth.

(c) It may be necessary to compromise with desired objectives in the short-range projects in order to achieve longer-range social and economic aims.

62. Administrative Factors:

(a) Metropolitan regional planning must be organized in a manner as to operate smoothly in relation to national planning and including rural regional planning, on the one hand, and local planning including self-help and community development programmes, on the other.

(b) The administration of planning programmes should permit maximum participation by non-governmental agencies and the population concerned.

(c) Special attention should be given to the utilization of techniques and processes that can be most effective in the given national and regional situation.

63. Staging and Priorities:

(a) Planning must be realistic as possible in achieving balance between immediate and long-range goals.
(b) Realism can be achieved by the proper phasing of development in a series of steps leading towards ultimate goals, and priorities must be allocated among specific programmes so as to achieve balanced economic and social development.

(c) Effective staging in metropolitan regional planning will prevent complacency with half-way measures, on the one hand, and ultimate disillusionment if short-run goals are set too high, on the other.
V. APPLICATION OF REGIONAL PLANNING TECHNIQUES TO RURAL DEVELOPMENT PROGRAMMES

The Problems of Rural Development

64. In the countries of the ECAFE region where most economies are basically agrarian, rural development programmes concern the larger part by far of all the people in the region. In most countries in this region upwards of two-thirds of the population are rural and engaged in agriculture; in some, the percentage may be as high as 90 per cent. For this reason, although urbanization is becoming of increasing importance in Asia, more emphasis should be given to planning for rural areas. Since large population increases are forecast for the ECAFE region, their pressures on land are likely to increase, and unless living levels in rural areas can be improved and maintained, the drift of village people to the already crowded metropolitan areas is likely to increase. The problem of rural development planning and programming in Asia, therefore, is to provide conditions by which, on the one hand, the agrarian way of life can be improved in association with increasingly higher levels of production and, on the other, the inevitable drift to the cities can be channelled and at least partially controlled.

65. Programmes of rural development already underway in the ECAFE region, as in India, Pakistan, Indonesia, and the Philippines, provide a rich reservoir of case study materials that can benefit all rural planning. The objectives of these countries have been, in addition to those noted above, the maintenance of a balance between agricultural and industrial development, and the preservation of ways of life rich in tradition and culture. At the same time, they recognize that too rapid industrialization can create destructive discontinuities within a society and that rural resources - agricultural, mineral and forest - are the major natural bases for industrial progress. Thus is explained their concern for balanced development of all resources within the confines of broad national economic and social objectives.

66. The Seminar emphasized the increasing attention which should be given to rural development, and highlighted the objectives of rural development planning and programming as follows:

(a) To provide a set of conditions within which a richer agrarian way of life - rich in all social and cultural amenities, such as decent housing, better health facilities and greater educational opportunities - may be achieved, thereby, providing rural areas with counter attractions to the urban way of life and minimizing the "push" of rural population to metropolitan areas.

(b) To give the rural population opportunities for increased production and higher income levels, not only by improving agricultural productivity, but also by bringing industrialization to the rural areas, by way of either locating larger enterprises in the rural areas or promoting small-scale or home industries - thus a rapidly growing rural population can be absorbed without migration, thereby slowing down the population movement to already overcrowded metropolitan centres.
(c) To provide and maintain, in the process, the most desirable balance between agricultural and industrial development, compatible with broad national economic and social objectives.

67. Since, however, the gap between the village plan and the national plan is administratively so great, and since major regional differences - natural, cultural, and economic - exist, or may exist, in most countries, the necessity for organizing planning activity by means of a regional plan, rather than by on-the-spot, ad hoc measures, and unco-ordinated activities, becomes clear. The regional plan can link local needs, problems and objectives with national goals by modifying local programmes to satisfy the requirements of the latter, and using the latter as guides for channelling programmes at the local level. Of course, a clear channel of authority is assumed between policy determination at the national level through agencies with regional responsibility to local authorities.

Programmes for Rural Development

68. The experiences of various countries of the ECAFE region, as reported in the Seminar, suggests that programmes for rural development can be grouped into four major categories, each with different problem emphasis:

(a) Development of new agricultural areas
This category of programme involves the settlement and development of previously unoccupied areas and the creation of means by which rural life and agriculture corresponding to present technology and social development can be established and maintained successfully. Previously unoccupied areas provide sizes for the settlement of populations which have to be moved either from the overcrowded metropolitan areas or from other rural areas. In many cases, particular natural obstacles to development need to be overcome, such as aridity, a short-growing season, poor soils, inadequate drainage, etc. Implementation of plans is sometimes made easier because of the absence of an established, dense patter of occupancy, although suitable measures must be taken to provide settlers with basic necessities - shelter, implements, animals, seed, and fertilizers - and with resources to tide them over at least until after the first harvest.

(b) Areas of resettlement and redevelopment
This category refers to areas which at one time had been occupied but which for one reason or another had been abandoned. The problems in these cases are similar to the first category. The major differences lies in the fact that a system of productive resources may already exist in deteriorated form, requiring rehabilitation rather than complete reconstruction. This, of course, places certain restrictions on the freedom of the planner to develop the area, although it may also provide guide lines which can make planning easier.

(c) Areas of rural reorganization and redevelopment
This category is the most important in the countries of the ECAFE region. It includes the reorganization of rural areas which suffer from inefficient use patterns of resources and from socio-economic systems or organizations which
are unable to cope with changing physical or economic conditions. From the planner's point of view, this type of area is the most difficult to develop, since it is characterized by long established, dense populations under circumstances which might be termed "over-developed". Thus, in order to create change directed toward increasing productivity, raising levels of living, and providing incentives to the inhabitants to remain in areas of this type, the planner must attempt to break through a vicious circle of customs, inertia, technological backwardness, and lack of incentive.

(d) Rural-urban areas
This category concerns rural areas which lie on the margins of the increasingly enlarging urbanized areas within the ECAFE region. In this category of programmes, the particular concern is with facilitating the natural shift in land uses and in types of occupations from primarily agrarian or rural patterns to those that are most nearly urban or metropolitan. Demand for land for urban housing or industrial sites frequently results in rising land values which make farming, at least in the short run, uneconomic for the individual farmer. On the other hand, the farmer may be ill-equipped to find employment outside of agriculture, and the capital derived from the sale of his land may easily be dissipated due to his inexperience. Although planning programmes within this context may be necessary in all of the ECAFE countries, they are, however, particularly in demand in those more highly urbanized areas of Japan or India where metropolitan growth is particularly significant.

In fact, these categories may overlap. For example, in the case of the lower Mekong Basin, the development region could be divided into several sub-regions on the basis of the above categories of planning problems and programmes.

69. In the course of the Seminar, it became clear that rural development planning could not take place effectively unless it is set within the framework of national objectives for economic development as indicated in a set of national economic goals; regional aspects of national economic and social planning especially as they relate to the spatial distribution of resources and means of production; and local problems, aspirations, and potentials.

Conclusions

70. The conclusions brought out by the Seminar in connexion with the application of regional planning techniques to rural development programmes are as follows:

Economic Factors

(a) The purpose of economic planning in rural development programmes is to increase the welfare of rural areas by means of greater efficiency of production and reorganization of means of production.

(b) Among the elements which demand particular attention are the guarantee of land tenure, the control of rents, the provision of rural credit facilities, and the improvement of transportation facilities and communications. Only in this way can the rural areas provide economic opportunities in competition with the urbanized areas which often seem to offer greater economic opportunities.
(c) A special aspect of planning for rural development is found in countries where the migration of large numbers of debt-ridden tenant farmers has been encouraged to areas previously undeveloped.

(d) Another major problem of the countryside in the ECAFE region is unemployment, or at least seasonal under-employment, where low levels of living have resulted in a "push" from the countryside to the cities. Unresolved agrarian problems are, inter alia, factors contributing to this.

(e) One of the major conclusions concerning economic planning for rural areas, therefore, is that alternative sources of livelihood outside of agriculture must be provided for the rural populations. The consequence of such a recommendation would be the encouragement of cottage industries or the establishment of light industries in rural areas which could utilize part-time labour from the surrounding farmlands and which would provide additional cash income so that the peasant would be less dependent upon available rural credit facilities and would possess an economic freedom which thus far has been unattainable for him.

Social Factors

(a) The objectives of social planning in rural development schemes is to provide the rural dweller with the complex of amenities now lacking, such as suitable housing associated with the city or the metropolis, and which will provide him with incentives for increasing the efficiency of his economic activities.

(b) Attacks on illiteracy and the provision of education facilities and community development will constitute the major part of any rural development programme, so as to create in the farmer an increasing self-awareness of his problems and to encourage a psychology sympathetic toward self-help.

(c) Provision of an adequate and integral public health service promotes socio-economic improvements. As public health is intimately involved in the social as well as in the economic and physical aspects of regional planning, it is essential that adequate co-ordination be established with the health authorities from the early stages of regional planning.

(d) It is extremely important that the social aspects of planning programmes be developed within established cultural frameworks, that changes in customary procedures and in value orientations not be imposed from the outside upon the farmer, and that local needs and aspirations be carefully ascertained and understood and taken into account in organizing the social aspects of planning.

(e) Special attention should be given to the training of village personnel who, at the end of their training, will possess not only an understanding of local problems, values, aspirations, and difficulties, but also an understanding of planning techniques orientated particularly toward the integration of local requirements with regional and national objectives.
72. **Physical Factors**

(a) Physical planning in connexion with rural development requires a thorough examination of available local resources within the area, in short, a resources inventory.

(b) The purpose of physical planning is to rationalize the physical elements in an area, both natural and cultural, which together compose the external economies that make economic advancement possible and which provide the necessary infrastructure for any economic system.

(c) Among the particular elements which must be dealt with under the heading of physical planning are:

   (i) the control through smaller or medium sized irrigation projects and provision of water for irrigation, drainage, and human and animal consumption;

   (ii) the provision of adequate shelter designed to satisfy local environmental and cultural conditions;

   (iii) the provisions of transportation and communication facilities which will tie in individual villages with their nodal market centres and the market centres in turn with the larger cities; and

   (iv) an increasing rationalization of the patterns of settlement, so as to make more efficient the movements of farmer to field and of produce to market.

Another important aspect of physical planning is the balanced utilization and conservation of natural resources, with due regard for conflicting demands for the resource endowment and a suitable concern for the equilibrium between benefits and costs.

73. **Administrative Factors**

(a) The administration of rural development programmes requires the development of a flexible system of planning regions.

(b) The Seminar felt that local government units can act as the basic building stones for such a system and that local officials, assisted by councils of village elders or councillors, such as the "panchayats" of India, can act to co-ordinate the implementation of rural planning policies.

(c) Since the number of local units is so huge in the ECAFE region, where rural development programmes should be applied, a sampling of villages is required, at least in the initial stages of implementation, for use as demonstration centres.

(d) Special administrative regions might also be created as "regions for demonstration purposes" so that the lessons learned in the pilot areas could be disseminated systematically throughout the special region.
(e) A corollary to the above is the desirability of utilizing as many local trained personnel as possible so that a "grass roots" feeling permeates the entire programme.

(f) In areas where differences in language dialects are significant, field personnel speaking the appropriate dialect should be assigned.

74. Staging and Priorities

(a) Given the relatively scarce resources of the ECAFE countries, it is unlikely that all aspects of regional development planning can be implemented at once and in full. Ordinarily, the following aspects of programming need be considered:

(i) increases in production;
(ii) the marketing of surpluses;
(iii) the provision of non-agricultural kinds of rural production or employment;
(iv) the preparation and training and education of rural populations for economic and cultural change; and
(v) the improvement of housing and community facilities and services.

(b) In fact, it is not possible to separate these from each other. However, in individual cases, local needs and requirements may provide information by which these five categories might be ordered so as to best suit the areas concerned. In other words, the development of priorities in local rural development planning requires a particular awareness of local problems. If food shortages are endemic, then increases in agricultural productivity are of the highest priority. If, however, food shortages are not common, but the marketing of surpluses is a particular problem, then the provision of transport facilities and co-operative marketing facilities may be of the highest priority.

(c) If an area concerned is on the edge of a great metropolitan area, the transition from a primarily rural to a mixed rural-urban situation can best be made by giving highest priority to certain kinds of additional training that will prepare the villager for urban occupations.

(d) No dictum can be established for the determination of phasing in the case of rural development, any more than it can be stated for planning in metropolitan areas.

Special Problems of the Newly Developing Areas

75. In addition to these broad policy recommendations, the Seminar discussed a number of particular problems and reached some tentative conclusions which demand further study:
(a) As indicated above, rural development planning must be **flexible** for at least two reasons. In the first place, changes in technology may require the radical reorganization of programme schedules or even the reform of an entire plan. For example, if a shift should occur in types of crops cultivated due to major changes in world market prices, hitherto unforeseen, then a given plan will require modification, or the development of new resources of energy at costs commensurable with the abilities of the rural areas to pay for them also may require reform or readjustment of plans. Secondly, planning, itself, may result in changes which require revisions of programmes.

(b) Planning is a **continuing process** which must take into account new circumstances as societies and economies change. For example, development programming in basin area in the earlier stages must strongly emphasize physical planning and the control and development of natural resources. As time goes on, however, the area becomes settled, and problems of a social and economic nature become increasingly important.

(c) The desirability of stabilizing rural life by bringing urban amenities to the countryside may require some decentralization of urban functions and, therefore, the development of a more even distribution of urban centres of different sizes than now exists in most countries of the ECAFE region. If the villager is to have access to an urban way of life and if in this way the exodus from rural areas to the cities is to be slowed down and controlled, then the development of medium and small sized cities in Asian countrysides seems a necessity. Since the trend in most countries of the ECAFE region appear to be against the development of small and medium sized centres, however, the planner is faced with the necessity of modifying a "powerfully natural" trend.

(d) A special problem in connexion with rural development concerns the **resettlement of settlers alien to an area**. In some areas, for example, settlers have been transmigrating for many years to locations where a different language dialect was spoken. The resulting problems of assimilation were great, and local aspects of rural development planning may have been seriously handicapped by the lack of integration of the in-migrants into the existing communities.

(e) Experiences in the industrialized countries are differentiated from those in the countries of the ECAFE region by the relatively smaller percentages of persons involved in agriculture. Commercial agriculture in the more advanced countries is the most characteristic type of agriculture, whereas in Asian countries the growing of food crops is still most important despite the rising importance of cash-cropping. The problem in the more advanced countries has been to provide stable prices for agricultural surpluses; the problem in the countries of the ECAFE region is to provide surpluses for which there already appears to be a sizable market. The need for making rural life more attractive, and thereby to slow down and make more palatable the process of change in rural areas, is a major feature in both cases. Experiences with essentially tribal societies, as in parts of Africa or the Indian uplands of Latin America, may not apply to the Asian scene, where highly developed civilizations have created what might be termed
"over-development" in rural areas rather than simply "under-development." The problems in the ECAFE region, therefore, where productive systems within given technologies are relatively efficient, are substantially differentiated both from those in the West and from those in the lesser developed regions where tribal societies predominate.

(f) The Seminar recognized the need for continuing research on the nature of local cultures and on the changing requirements for rural development planning. If the use of local resources is recognized as a desirable element in rural development programming, then it is necessary to understand the character of these local resources and the particular ways in which they can be used. Furthermore, the nature of local beliefs and customs remains unexplored and unknown in huge areas in the ECAFE region. Since the changing of habits takes place slowly and since the essential quality of the planning process is changed with it, it is necessary to establish bench-marks concerning habits as well as needs so that the direction and pace of planning can be better determined. Thus an understanding of local socio-cultural backgrounds and actual living patterns should be the first phase of planning. At the same time, as a plan is developed, it is desirable to prepare a properly orientated educational programme for the inhabitants of the area in anticipation of the changes to be brought about by the plan. This is a long-term consideration, but it needs to begin early in the planning process if local resources are to be well utilized. Research should concern the types of people likely to move from rural areas to the cities. If the kinds of people who stay behind or migrate are identifiable in terms of their demographic, economic and intellectual characteristics, it should be possible to plan more effective programmes through the better use of local manpower resources. The development and training of potential leaders within communities poses a major research question. Without effective local leadership, it seems reasonable to assume that rural development progress will fail.
VI. APPLICATION OF REGIONAL PLANNING TECHNIQUES TO THE DEVELOPMENT OF RESOURCES

76. The Seminar agreed that the subject of the application of regional planning techniques to the development of resources was one of very special importance to the countries of Asia and the Far East in view of their potential which is based on their known resources for assisting the expansion of agriculture, industry and transport.

Planning Regions for Resource Development

77. The discussions indicated that planning regions for resource development range from the limited single-factor region to the highly organized multiple-factor region. (The first kind of region is an area which is characterized by a particular abundance of some natural resource such as coal or petroleum. The second is a drainage basin of a river system organized for flood control, power, water supply and other purposes.)

78. It was generally concluded that the idea of the river drainage basin, as one of the desirable areas for comprehensive regional planning, is now widely accepted. The stimulus to regional planning in the countries of the ECAFE region has been provided by multiple-purpose river valley projects. In many of these countries river valleys have been subject to natural calamities (devastations, in the form of floods during the monsoons and in the form of droughts in the summer) so that the aim of the river valley projects was to overcome these two conditions in order to bring about a more equitable distribution of water resources throughout the year.

79. It was pointed out that certain countries (e.g., Japan) had to import raw materials, and then manufacture and export finished products. In such countries there was need for comprehensive development of resource regions both in under-developed areas, as well as in areas already developed, but which could be developed more intensively.

80. The Seminar supported the view that in river valley areas which are primarily rural, planning was necessary to enable the maximum use of agricultural land. The need for phasing regional development projects was also stressed with regard to the large investment and foreign exchange requirements of projects.

81. The lack of adequate survey data (maps, statistics, etc.) and technical personnel were pointed out as factors that were impeding regional planning. The Seminar felt that a series of manuals on planning (such as those on simple techniques of analysis, land use, capital-budgeting, transportation, etc.) would be of great assistance to the countries of the ECAFE region.

Problems of Resource Development

82. It was agreed that some of the most pressing problems in resource planning relate to financing, political arrangements and entente in the case of inter-state
projects and rivers involving many sovereign riparian States and to the provision of physical and economic planning background to the specialists engaged on specific isolated tasks.

83. The main points that emerged from the discussions were the following:

(a) It was clear that the development of water for power supply and irrigation under river valley projects has been a main incentive for regional planning in the countries of the ECAFE region.

(b) In most cases these projects have emerged primarily as large-scale engineering projects for satisfying immediate needs, such as the production of electric power or the development of particular mineral resources. The secondary and tertiary processes of development and the non-engineering physical and social planning aspects have not been given ample consideration in the first phase. Since the development of natural resources usually leads to more urbanization, it is necessary, however, to give thought even in the early stages of regional planning to housing and community services and facilities.

(c) Expediency and short-term considerations are also an important factor in regional planning for resource development in the countries of the region as these countries have to speed up economic development and cannot wait until comprehensive planning is done. It may, therefore, be necessary to think in terms of smaller regions which will permit rapid surveys, analysis and planning.

(d) Planning should be taught on an overall basis so that regional planning would be understood, not only by physical planners, but also by those who are largely responsible for the implementation of public works programmes in the countries of the region.

(e) New legislation, including the possible establishment of regional development authorities, may be required.

(f) Technological research leading to new kinds of resource utilization pattern may alter the bases for resource planning.

Conclusions

84. The discussions on the application of regional planning techniques to the development of resources led to the following conclusions:

(a) Decisions concerning resources are being made constantly. Most of the countries in the ECAFE region are now adopting public programmes to plan for these decisions in order to:

(i) develop under-developed resources in such a way as to have actions for specific purposes reinforce rather than run counter to each other;

(ii) utilize developed resources (and those to be developed) in such a way and at such rates that future, as well as present, requirements of the particular country can be met.
However, the time span, the geographical scope and the degree of elaboration of the resource plan must always be made with a full appreciation of the rapidity with which relevant conditions can change. Changing technology constantly makes some materials obsolete and others of enhanced value. Sometimes, technology develops new uses, and at other times, it produces new means of resource discovery and exploitation. Thus the planner cannot easily foresee and apply an optimum development rate for any given resource. The resource plan, therefore, must never be so rigid in structure, scope and detail as to stifle future responses to change which originate from outside the plan.

(b) Among the obstacles to regional planning for resources, especially in the ECAFE countries, are scarcity of critical natural resources, investment capital, data, analytical techniques and trained personnel.

(c) Recognizing the above obstacles (obstacles shared to a large degree with the developed countries), Seminar participants emphasized a series of points as follows:

(i) regional planning for resources must be aimed to achieve the economic goals of the country;

(ii) substitution of resources should be sought when particular resources are absent or as a way of conserving non-renewable resources for future use, and technological research on resource substitution should be encouraged;

(iii) a transportation system must be developed to transfer resources to the points where they will be processed or consumed;

(iv) resources are sometimes utilized in a wasteful manner and more efficient methods of resource utilization should be sought constantly;

(v) both positive actions (for example, tax incentives or direct public investment in related facilities) and negative actions (for example, land use controls) should be employed;

(vi) staging between short-term and long-term programmes must be achieved - for example, a short-term water development programme may have to precede a long-term land development programme;

(vii) legally, most Governments have the inherent public powers to do regional resources planning, but they must face the policy implications of the kind of legislation they require, e.g., in the compensation for public taking of property rights, control over subdivisions, over land speculation, over rent and over other activities must be examined by policy makers;

(viii) capital formation for resources and other development should be stimulated, although it should also be recognized that many countries of the ECAFE region will require external sources of investment capital if rapid development is to take place;
(ix) the social aspects of planning for resources have often been neglected, such as those of minority groups, of housing and of other social services and facilities;

(x) international co-operation for regional resource development will be necessary in various situations, such as that of the river valley basin cutting across the boundaries of two or more countries;

(xi) the responsibility for planning and for development, that is for the execution of planning decisions, should be adequately co-ordinated;

(xii) training for planning should be incorporated in the curricula of the engineer and other professionals and should be reinforced to cover the socio-economic, as well as the physical aspects of planning;

(xiii) Research programmes should also be broadened and should include an inventory or reservoir of needed research projects and studies on methods for formulating standards;

(xiv) Manuals on survey and planning techniques which are adaptable to local conditions should be prepared to cover such methods as the use of small samples for population and social and economic characteristics, simplified transportation flow analysis, mapping and aerial photography for resource planning, land use surveys and capital budgeting; and

(xv) continuing evaluation of programmes and of goals should be undertaken and shared among all the countries of the ECAFE region so that they can serve as a basis for future planning policy and decisions.

(d) Finally, the Seminar stressed that the establishment of a special authority is only one of the devices for regional planning for resource development. Its particular advantages are that it can take a fresh approach to these problems, and that it may operate free of many of the usual restraints upon governmental agencies. Its disadvantages are that it can, because of its special nature and independence, sometimes stand in the way of a comprehensive approach and that it can, and often does, outlive its special purpose and usefulness.

84. Given these considerations, several criteria ought to govern the establishment of a special authority:

(a) It should be created only upon clear indication that circumstances are such that existing agencies and units of government are not adequate for the purpose at hand.

(b) In no case should the authority be regarded as a substitute for a general process of government at the national, state or local level, or as a permanent replacement for the regular administrative agencies of such a general government.

(c) For the job it is being assigned to do, the authority should have ample power and freedom to act within a determinate time period.
VII. REGIONAL PLANNING CONSIDERATIONS
IN THE LOCATION OF INDUSTRIES

Factors Influencing the Location of Industries

86. The Seminar noted that since the termination of the Second World War and the emergence of independent sovereign governments, a rapid industrialization of the region has been in progress in the countries of the ECAFE region.

87. New industries for the manufacture of consumer, producer and capital goods have been established or visualized for development with the objective of securing more diversified occupational patterns and improving living standards for the rapidly growing population of the area.

88. The resources available for investment in most countries of the ECAFE region are limited in relation to need and therefore their optimum utilization has been found to be of special importance.

89. Planning industrial development in accordance with priorities and phasing of programmes has gained recognition in several countries of the area.

90. The establishment of industrial plants on the basis of size pattern and scale of operation which would facilitate economical operation of enterprises and bring about a wider diffusion of employment opportunities in the under-developed region has come to be an important consideration.

Conclusions

91. In the light of existing conditions in the ECAFE region, the Seminar examined the various aspects of the problems of industrial location in the region and reached the following conclusions and suggestions:

(a) Considerations of national and regional planning should permeate plans in the national economies for the organization of industries in accordance with the conditions of the domestic market in any given period.

(b) The need for the centralization and integration of industries should be given due weight when the over-all advantages to the national economies are being considered.

(c) At the same time, industries might be organized, whenever possible and desirable, on a non-concentrated basis. For example, aluminium, paper and so on, and the decentralization processes may be planned in the interests of wider dispersal of industry.

(d) Industries may be located at a distance from the existing centres of congested metropolitan areas and other overcrowded cities as a result of the multi-purpose river valley schemes covering flood control and the development of hydro-electric power, irrigation, and navigational facilities.
(e) Industries, large-, medium- and small-scale, have considerable chances of development in the river basins which should be regarded as an integral part of the effort to stabilize and expand employment opportunities. The development of such industries, accompanied by an adequate economic and social infra-structure, should become an important force to counter the "push" and "pull" factors currently in operation and accentuating the problems of metropolitan areas.

(f) Industrial estates provide a useful means of organizing land uses economically for industrial development. These estates, if located outside of large urban areas and provided with existing or new housing and community services, can discourage the migration of population to large urban centres; however, even in large urban centres, industrial estates provide the opportunity of scale economies and the segregation of potentially harmful land uses from the living quarters of the people.

(g) Executive authorities might be empowered to license new industrial establishments and to permit the expansion of existing undertakings. This would be of considerable help in orientating the growth of industries in accordance with the reorganized needs of regions and in preventing excessive concentration at points where further expansion is undesirable.

(h) The provision of incentives for attracting industries to the desired locations including weightage in the matter of financial assistance by institutional agencies could supplement the licensing powers. The incentives could, inter alia, take the form of tax concessions and supply of facilities like power, water, etc., on favourable terms.

(i) A close analysis of the probable demands for specific industrial products within national economies might disclose scope for co-operation among ECAFE countries under Conclusions (a) and (b) above. Studies could be undertaken into this issue on the lines adopted by the secretariat of the Economic Commission for Latin America in respect of the economic integration and the establishment of a common market.1/

(j) In connexion with the setting up of capacity in different industries, particularly the capital and producer goods industries involving large financial investments, comprehensive consideration should be given to the various locational factors and to the size of economic units in order that efficient and successful operation of the plants may be ensured.

(k) Hydro-electric power, coal and other sources of energy, such as natural gas and petroleum, provide, broadly speaking, the basic facilities for the establishment of industry. The scope for specific industries would, however, depend on the future availability of various types of raw materials - mineral, agricultural and marine.

(l) The raw material base for industries is being continuously widened through the exploitation of by-products and waste products, the discovery of new processes of manufacture and of substitutes for various traditional materials. Surveys for mineral raw materials and researches with a view to enlarging the availability of raw materials for setting up industries, particularly in newly developing areas, should get adequate recognition in the planning and development processes.

ANNEX I

LIST OF PARTICIPANTS, ALTERNATIVES, OBSERVERS AND STAFF

LEGEND:

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<th>Symbol</th>
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</table>

I. OFFICIAL PARTICIPANTS

CEYLON

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ANNEX II
AGENDA

1. Election of Officers

2. Current trends influencing regional planning
   (a) Demographic and urbanization
   (b) Industrialization and agricultural development
   (c) Physical (environmental)
   (d) Administrative

3. Application of regional planning techniques
   (a) Metropolitan areas
   (b) Rural development programmes
   (c) Development of resources
   (d) Location of industries

4. Conclusions and recommendations
   (a) General
      (i) Economic Policy
      (ii) Social Policy
      (iii) Physical Planning policy
      (iv) Administrative policy
      (v) Methodology
      (vi) Scale of Planning
      (vii) Technical assistance
      (viii) Evaluation
      (ix) Education
(b) Specific

(i) Urban development

(ii) Rural development

(iii) Resource development

(iv) Location of industry

5. Adoption of the report of the Seminar
ANNEX III

LIST OF WORKING PAPERS ISSUED TO PARTICIPANTS AT THE SEMINAR

Note: Seminar Working Papers issued under the author's name do not necessarily express the view of the United Nations.

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<td>P.M. Hauser</td>
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<td>Industrialization and agricultural development in ECAFE countries</td>
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<td>Conservation of physical resource in regional planning</td>
<td>V.N. Prasad</td>
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<td>Techniques of regional planning as applied to metropolitan areas</td>
<td>F. Adams</td>
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<td>The application of regional planning techniques to rural development programmes</td>
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<td>Linking economic development and urban policy in developing areas</td>
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<td>The evaluation of planning: some sociological considerations</td>
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<td>Comprehensive regional planning in Puerto Rico</td>
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<td>Reaction to metropolitan expansion in the United States</td>
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<td>Nature and significance of the Central American economic integration programme</td>
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<td>The metropolitan region of Karachi</td>
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<td>Multi-purpose projects, West Java</td>
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<td>Integrated river basin development</td>
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<td>Rural planning and development in Israel - two case studies</td>
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<td>Transmigration problem in Indonesia</td>
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<td>A move towards regional development programmes</td>
<td>C.A. Doxiadis</td>
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<td>Review of the British New Towns programme as a planning tool for urbanization policy</td>
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<td>The regional autonomous corporation of the Cauca</td>
<td>Pedro Pablo Morcillo Dosman</td>
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<td>Some characteristics of the process of urbanization in Yugoslavia</td>
<td>D. Stefanovic</td>
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<td>Water for industrial use</td>
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<td>Effects of urbanization on mental health</td>
<td>Tsung-yi Lin</td>
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<td>Regional planning in Hong Kong: A statement</td>
<td>The Colonial Secretariat, Government of Hong Kong</td>
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<td>Malai Huvenandana</td>
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