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> EXPERIENCES IN THE DEVELOPMENT OF THE NATIONAL PLANNING INSTITUTE'S TEAMWORK

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THE FOLLOWING PAPER IS BASED ON ACTUAL EXPERIENCES IN THE DEVELOPMENT OF THE NATIONAL PLANNING INSTITUTE'S TEAMWORK.

DOREWORD.

Territorial Planning concerns the territorial distribu---tion of labour, the maximum use of natural and human ----resources, and the organization of the territory for a --greater satisfaction of the needs of the population, by means of a correct localization of economical and socialactivities. On the contrary, we know that where the ----economical forces act uncontrolled, there are always ----cases of underdevelopment of the territories, of ------economical and demographical concentrations at the -----expenses of the whole country. Of these, we have some ---- inherited notorious examples in Cuba.

This whole set of relations established in a region ---must find harmonious answers in time and space through regional planning, and to develop them, it is necessaryto investigate the different fundamental factors thar --are coincident with it.

For the realization of this idea, we find great ------

obstacles due to the development conditions of our ----country. Since, before 1959, the minimum of attention -and the lack of stimule was given to the development ofscience and technique, made us inherit a legacy of backwardness in science and technique, a backwardness that, added to the fact of our underdevelopment, dreve us, inour first stage, to an absolute lack of specialists or research workers.

Nowadays, conscious of the words of our Prime Minister that "the future of our country will be a scientist" ---future", we have set up the basis to fulfill that task.

It would be too complex a task to realize the studies -and global analysis, since there is aconsiderable amount of mutual repercussions and the variation of each part acts as a part of a chain, modifying other aspects of -the problem, therefore the themes are divided in separate sectors.

The plan is elaborated through the integral analysis ofthe problems studied separately by the sector study ---groups, the solution of each branch or sector forming an integral part of the global solution.

The interrelations and the mutual influences between the sectors are studied, looking for the best solution among all the studied possibilities, all this within the frame work established by the National Economical Plan.

CONCEPTUAL FACTORS

In our actual economical and social system, planning isnot a development prediction, but it must constitute a project organized in time and territory, a project thatmight convert into a reality the harmonius growth of all the elements involved.

This is why a study or project of territorial planning is not converted in a plan if it is not fundamented andframed wthin a long or middle term economical plan. Theabsence of this condition makes any territorial plan a subjective and far from reality conception, even if themethods and facts used in its conception are extremely concrete and scientific.

Even though there have been many studies of many regions and cities attempting to give territorial solutions to the problems of organization or investments presented, it is true that this principle has guided and -----conditioned the work of the National Planning Institute, in its qualitative and quantitative aspects, as well esthe orientation of the Institute.

integrate the National Economical Plan.

The contents of the work of the Planning Institute willbe completely different in a second stage, where the --main effort will be concentrated in the confection of -integral master plans of each region or city.

On the other hand, the importance of using the instru---ments and methods of territorial analysis in the -----elaboration of the development patterns of the ------differing economical sectors, has been determined by the geographical and economical characteristics of eur ----country and the orientation of its development; it has been demonstrated in the previous projects made, funda--mental for our actual stage of economic development in the agricultural and industrial compatibility for the ---Perspective Sugar Cane Plan and in the elaboration of --the Agriculture and Cattle Plan development Project.

These geographical and economical characteristics are ---

- The type of basical production in our --economy is agriculture, with of produc--tion and labor force distributed -----throughout the whole territory and depending on different natural conditions.
- The main part of this agricultural ----production is destinated to the transformation in industrial centres (sugar canefactories), also distributed over the ---country and linked by capillary transport network, determinating strong interrela---

tions in each agricultural sone, and ---between these zones and the export ----centers.

- Economical development demands the ----exploitation of productive potentials inscarcely populated and badly equipped ---zones; this makes compulsory to foresee strong inversions in dwellings, public --services and road networks, with the need to study them for each region.

THE LABOUR DEVELOPMENT

One of the first questions aroused when the Revolution took charge of the country was to solve the problem of a vast majority of the labour force (unemployed or in --subemployment conditions) by means of economical growthplans. The situation was worsened by the blockade of the island.

Facing the situation of an almost even distribution ----throughout the nation of the unemployed masses and the lack of data for short-term planning, it seemed logicalto undertake industry-construction plan that, without --an atomization of the effect, would solve the most -----urgent problems.

At this stage, there was no organism in the country to fulfill this task on the territorial planning aspects. -The National Planning Board had been abolished (concen-trating basically on the promotion of tourist sones) ---

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and a Physical Planning department was created in the -Ministry of Construction to fulfill these tasks.

At the beginning, the National Physical Planning -----Institute concentrated mainly on the elaboration of --urban projects and the location of small constructions.

It was soon to widen its study field, firstly on a ---regional level, and afterwards on a national level, --because of imperious needs of framing the local -----projects within a general knowledge of the territory, searching the ways to determine the specifical -----functions that should fulfill each some in the country.

This is how, searching to fill that lacuna, the content of the work was widened; the needs of an inventory andinformation were growing rapidly.

Early studies could serve as a background to the ----- following development (basically):

- a) Determination of territorial problems -emerging from the repercussions of the first economical instructions.
- b) National Inventory

Having these data, the first attempt of a Industrial --Plan was made; it selected 16 cities, answering the --fellowing.

- Decentralisation of the city of la Habana, focal point of past industrial location.
- Total use of the labour force of those --cities giving it the basic requirements -for settlement.
- To achieve a more even labour force ----distribution throughout the territory.

The first Industrial Plan was mainly addressed to the -iron and metallurgical industry, the electrification, -the cement Industry, the Fertiliser's Chemistry and tha-Textil Production. The first constructions of this planbegan in 1960, and actually many of the industries thenplanned are producing.

As time passed by the plan has suffered modifications, because of a deeper research of national meeds, with a fair investigation of the natural resources and -----according to clearer lines of development.

The initial plan in its development also meant readjustments concerning the geographical locations, since the research and the physical planning added clearer and ---more exact elements. All the works related with our ----economical development plants, resulted in the physicalplans elaborated for industrial sones, which can be ----found today in a level of realizations.

As an answer to the investments on one hand, and the ---physical needs on the other, urban studies were made efthe 25 main settlements of the island.

| PINAR DEL RIO: | Pinar del Rio, and Mariel |
|----------------|--|
| HABANA: | La Habana and Güines |
| MATANZAS: | Matanzas, Cárdenas and Colón |
| LAS VILLAS: | Santa Clara, Cienfuegos, Sa- |
| | gua la Grande, Caibarién, |
| | Trinidad and Sancti Spiritus |
| CANAGUEY : | Camagüey, Nuevitas, Ciego de Avila and Morón. |
| ORIENTE : | Santiago de Cuba, Bayamo, |
| | Guantánamo, Manzanillo, Hol- |
| | guin, Nayari, Victoria de |
| | las Tunas and Gibara. |

Oriente:

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The given characteristics of this sone, regarding ----mineral resources, with plenty of iron, and the -----existing nickel and cobalt industries, in Moa an Nicaro among other factors, guided our locational studies of ironworks in this zone. These studies began since the first stages of development, and at the present, are -deepened and concreted in the Oriente Norte (Northern -Oriente) zone.

The structural and economical changes that will be ---obtained with this location are considerable, since itwill establish a balance element in the territorial ---infrastructure of the nation; by an equilibrium of the-

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weight of the western zone, that has, including the metropolitan Havana deformed actually these relations.

As we said before, the region has two points of _____ industrial concentration: Nicaro and Moa.

In the Nicaro zone, where the mines converge towards -wide plains that surround the Nipe bay, the biggest in-Cuba, connected directly with the national communica--tions system, are the best conditions to make possiblea great industrial development.

This zone also has the Puerto de Falton, with all its installations to load and unload minerals; these can be used in the first development stage of the plan.

Across this zone also flows one of the biggest rivers in the Oriente province: the Mayari river; this river equipped with a convenient dam system, the first one in its mounth, has enough capacity to store the amount ofwater required by industry, population and irrigation.

Actually works are concentrated in the environs of the-Bahia de Nipe, initiating the project of a mettalurgi-cal and ironworks complex, connecting the Moa and Nicaro plants, its additions and the new ironworks.

THE CENTRAL ZONE

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The Central zone has a link with the Oriente zone, from the industrial structure viewpoint: this link is Nuevitas, in the Camagüey province. Enevitas is a very ----important harbour within the mation, since it is the -only suitable one between Matanzas and Felton harbours. Presently it is connected with the sugar-came producing areas, by reads and railroad tracks. Towards Nuevitas converge the main part of the sugar came production ---destined to export.

Towards the Central zone of the island, in the Las Vi-llas province, are two industrial concentration points-Santa Clara in the center of the province and Cienfue-gos on the Southern coast. Santa Clara is very impor--tant from the rairoad point of view; this gives it ---possibilities of national connection. This zone was --selected to developp the mechanical industry to produce machinery pieces and industrial installations. Besidesthe port of Cienfuegos is seen as a development withinthe national system of harbours. Between both nuclei an industrial interrelation is ---forseen. Santa Clara related with light industry -----(mechanical and domestic appliances industry) and Cien fuegos with the raw material because of its harbour.

Besides, in Cienfuegos was localized another chemicalcombinate for the production of fertilizers and an --important petrol rafinery, besides, the warehouses for the exportation of sugar in bulk, are already in ----construction.

This situation is responsable for the fact that, for some years, both nuclei developed in a similar manner.

THE WESTERN ZONE

The western zone is limited between the harbours B1 --Mariel and Matanzas, having as a central element the -Metropolitan Havana, that represents one of the most significative town planning problems.

Metropolitan Havana is one of the examples of hypertrg phy of the capital of an underdeveloped country. The -25% of the population of the nation live in it, in a area that is 0.4% of the national area. Its population is bigger than the existent in the 25 most important cities of the nation.

In 1964, the 52.8% of the value of the industrial ---production (including the sugar industry) was produced in Havana. The transport of goods and raw materials, the railroad junctions and the portuary activities, --were such that everyone could notice it. Maritime ----- transport, in the same year, was the 90% of he total - portuery activities.

This problem requieres the following measures againstthe congestion and to stop the out of proportion ----growth of the city:

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- Eliminate from Havana all the industries that, because of their operation, ----technical problems, etc. should be ----located in other settlements.

In general lines, this is the situation of the capital with an aspect of its town planning problems.

(A detailed analysis of the industrial development in-Cuba, up to 1966, was presented by the Cuban delega--tion at the Latin American Symposium in Santiago de --Chile, sponsored by the Economical Commission for La-tin America and the Industrial Development Centre of the United Nations)

At the present time, the general line of industrial -location can be found in the words of the Prime Minis"We can produce steel, chromium, nickel, mainly ----extract nickel and with its by-product, iron, developthe steel production. These cannot be investments of-the present, because now we have to invest, not in -great investments that take years to produce, but in those that can become rapidly a part of the production of goods (small dams, big dams or whatever they are) in the value production, in the food production. The effort is made now in everything that may contribute to strengthen the situation in a inmediate way, or inother things as fertilizers and cement, that incide -inmediately on the development.

Already the work on iron will have to be much bigger,and we must do it between 1970 and 1975, Up to 1970 to concentrate the maximum effort on the agricultural ---development, and in all lines on which we have been --working. To continue with the development of the -----fishing industry. The development of transportation, -the construction industry, this year will be a year in every order of great impulse to the hydraulics, to ---road construction, generally speaking, to the act of -setting in production new lands"...later on, he continues...."This means, that we will have traced our wayup to 1970, and from 1970 on there will be the need to enhance the industrial investments of this type.

Nevertheless, agriculture will force us, the milk in-dustry will force us to build many plants of dry milk, many plants to produce cheese; the agricultural ----- development by itself, the production of citrics willforce us to establish pertinent industries, the develop ment of the coffee production". This is an extract ofwhat will occur in the field of industrial location -and regional development.

TERRITORIAL ORGANIZATION

Parallel to the concepts previously talked about, it -seems interesting to define, even if in a brief way, the basic experience on territorial organization, ---which, actually, represents the physical background of all our works.

As a result of the first Agrarian Reform Law (1959), were formed different systems of land administration -(land that has passed to the State without any base of territorial organization) which created a disorderly pattern with infinite interpenetrations, and a total dispersion that made extremely difficult the labour -organization and control. This stood as a fact with -the last census of the government's lands begun in ---1962.

On the other hand, given the needs of the revolution and those of the state-owned enterprises, based on the nationalized production means, each of these organisms or enterprises had to face the necessity to organize themselves territorially to accomplish their tasks, -may them be production or service tasks. The division in profinces and manicipalities inherited by the Revolution did not fulfill the economical or -any other kind of criteria that could serve as back---ground to establish that organization. This resulted in the forming of different divisions inside the -----provinces, divisions that difficulted in a large way the relations and work coordinations that were -----reflected finally in the production and in the -----deficiencies in giving services to the production:

When we superpose these problems on the same territory the need to organize all the production and service -organisms on a territorial background that could ---coincide at the same level with the political and ---administrative directives of the country became evi---dent.

With this background, studying the function of each -organism and their territorial needs under the ----existen economical background the first pattern for anew regional division was fulfilled, creating a new -territorial level in our country: the Region.

During the stages of analysis of the Regionalization -Project, the following principles were taken into ---account, principles we can illustrate with these three great groups:

- a) Geography and Population: About the natural condi-tions and the adequate amount of population.
- b) Economy and Planning: Comprising the economical and planning activities to develop presently, and in --

the future at this level

c) <u>Social and political character</u>: Covers the institutional, traditional, as well as national customs -problems, and the revolutionary policy as a whole.

Even if it may seem obvious, not only the first principles corresponding to a general methodology, but alsocharacteristical factors of certain localities were --taken into account in the Region pattern.

At the same time as the Region was determined, it wascompulsory to define an urban nucleus to be constitu-ted as a Regional centre or Directional Economical ----Centre.

On this subject we found out:

- a) The inherited physical structure presented an ----adequate solution in the majority of the cases, but in others, great care had to be taken in order notto make mistakes. On certain occasions there exis--ted a grouping of great settlements; in this case,-it wasn't convenient to break the regions surreounding these nucleus, but to determine which one of -them had better present conditions and greater ----future potential to assume the function of Region center, lesving the other nucleus as secondary ----centers of the Region.
- b) The contrary case was presented in Regions with a low population density, with scarce urban nucleus.-Here the decision was to define the development ofa practically new city, the structure of a road ---

network and other related constructions.

As methodological indexes of our experience, let us determine the following characteristics, respecting regional typology:

Considering that the directional activities are deve--loped over a determined territory, the area of the re-gion should be found within certain limits that -----allowed the development of the functions of the -----organisms that were to operate in them. The area -----fluctuates between 1500 and 3500 km²., even if the ----maximum would be always as a function of topography, --the communication facilities, the populational densityand specially the region's productive potential.

- The territory should be evenly distribu--ted around its Directional Center, in ---order to keep minimum distances from it.-These distances should not exceed 40 km., excepting those cases on which the most far away places are scarcely productive zones, scarcely populated zones, or these zones for which an inmediate growth ----cannot be foreseen.
- The Directional Center should be placed in settlements that have maintained ----historical relationships with its terri-tory or whose characteristics allowed ---them to fulfill completely their work.
- Among others, the following elements were taken in consideration for its solution:

- a) Minimum population of 25000 inhabitants
- b) Economical possibility and convenience for a future development uf this nucleus.
- c) Water supply possibility to guarantee the develop-ment
- d) Possibility and convenience of an industrial deve-lopment
- e) Possibility of being a real centre for public ---services.

The cases that in that moment did not fulfill all theelements just mentioned, were analyzed as functions of the economical regional development and of the ----settlements, but they always had to fulfill the ----requirements (b) and (e).

Une of the main premises a region should have, is ---enough population (present or potential) to justify -the location of service facilities on a regional level with the economical efficiency each case requires. The proposed parameters stood between 80 000 and 250 000 inhabitants. Even if the populational aspect is a ---function of the area and the distances, this is in --terms of density, the efficiency of the services is -directly related with the amount of population, that is, the higher the population, the higher the efficience cy.

According to this, there could be a widening of the --maximum limit, specially in those cases in which the directional centres were big cities or in those casesin which the populational density within the field ofattraction is a high one.

Another basical principle was that of the analysis made from a production standpoint, in which were taken intoaccount:

- Organization and direction of the Agricul ture and Cattle production
- Organization and direction of the Sugar -Cane production
- Organization and direction of the Agricul tural-Industrial processes
- Organization and direction of the cons--truction activities.

There were also considered all the incidences producedby the administration and by the Political Direction of the nation.

All this would add finally to:

- a) Establishment in the Region of the horizontal coor--dination level between all the organisms
- b) To create the political and economical conditions -assuring the basic participation in the elaborationand discussion of the plans.

The work just exposed was not a simple task, several --years were dedicated to this study and, even if we have today a Regionalization proposa, this doesn't necessa--rily means that the work is over, it is really just a -stage, this stage, in the development dialectics, withgreater deepenings in fuction of experience and investigation, will be concreted up to a complete adequa--tion between the development's reality and its ----consequent physical structure.

At the end of this paper, incomplete in form and ---contents because of its size, we shall describe the --methodology prepared for the specifications of the ----National Perspective Development Plan; this plan, ----taking the year 1968 as a general base and 1970 for --some of its elements, is going to start a new stage in the Territorial Planning in Cuba, according to the ---economic development of our country, that has alreadygenerally guaranteed its main principles.

NATIONAL PLAN. A METHOD

Presently, with a more solid conception and a more ---scientifical base, we are realizing the studies for a-Project of the National Territorial Development Plan,-im a 10 to 15 years term.

In general lines the scopes of such a plan should be - the following:

- a) Zoning of cultures with estimates of the production volumenes in somes and location of industry and ---primery installations
- b) Industrial microlocation. Determination of the in-dustrial development somes

- c) Settlement network. Determination of the growth anddevelopment of industrial cities
- d) Road network, energetics, warehousing, etc. Portuary development scheme
- e) Main service networks up to the municipal leve.

Municipal and provincial instructions should be used as a base for land use, its distribution, and desired ---amaunt of production too. Instructions for industrial sectors, transport, construction, etc. should be -----equaly taken into account.

The work should be carried out in the following stages:

I.- INVENTORY AND BALANCE

- 1) Balance of natural rescurces and possibilities of exploitation: Hydrology, Mineral resources, etc.
- 2) Area balances: National, provincial and regional areas, emphasizing the Agricultural areas ----according to their productivity level and adapta bility to the different cultures. Non-agricultural areas: marshes, lagoons, towns, highways, -roads, installations, etc.

State and private areas:

- 4) Present permanent areas of cultures and privateand governmental settled areas.

II.- INSTRUCTIONS

- 1) Instructions and plans according to regions
- 2) Areas and localization
- 3) National instructions for the different typesof Agricultural and Cattle production.
- III.- INSTRUCTIONS FOR THE INDUSTRIAL DEVELOPMENT BY ---BRANCHES, SECTORS, CONSTRUCTION AND TRANSPORTA----TION.
 - Programs of cultures
 - a) Sugar cane Plan.
 - Existing areas, perspective areas and demoli_ tions
 - Sugar cane industry influence areas
 - Areas apt for sugar cane cultivation
 - Areas destined to irrigation
 - Agricultural capacity of each sugar cane --- plant
 - Permanence or growing of each sugar cane --plant according to its technological ----indexes
 - Agricultural and Industrial variants for the sugar cane crop after 1970 ten million tons.
 - Definition of the best sugar cane transpor--tation in each type of sugar cane plant
 - b) Fruit and coffee growing plan:
 - Present and future fruit-tree areas classi-fied in: Citrics, pineaple, banana, and ---other fruit-trees

- Industrial location, agricultural and in-dustrial transportation
- Determination of the necessary labour for-
- Adequate installations of the fruit and -- coffee growing areas
- Warehouses, dormitories, etc.
- Repercussions of the development of new -egricultural areas on transportation and energetical network
- c) Development of vegetable growing plan
 - Present and future vegetable areas
 - Efficiency and production under the ----following classification: potatoes, and -other vegetables
 - Needed labour force
 - Installations for the vegetable areas
 - Repercussions in transportation and in the energetical network
- d) Rice frowing plan
 - Present and future areas
 - Efficiency and production
 - Needed labour force
 - Service and industrial installations
 - Transport and energetical network
- e) Cattle breeding plan
 - Present and future cattle zones
 - Cattle miling, fattening and development Craising and replacing

- Present and future balance of the total, inzones and provinces
- Milk and meet production according to the -- zones
- Main consequences of the cattle breeding --- plan
 - Installations
 - Road network
 - Energetical network
 - Derivate industries
- Cattle, sheep, pigs, horses hens and chic--- kens.

IV .- ANALYSIS AND SYNTHESIS

- 1) Starting from the following characteristics:
 - Availability and quality of the soils
 - Location of potential irrigation areas
 - Results of the study of culture program
 - National and provincial cultivation zoning instructions.

The agricultural and cattle production zoning plans -and area balances for each kind of production are to be elaborated. The following must be also determined:-Service to production installations, landing lanes for fumigation purposes, workshops, etc.

- 2) Present balance according to regions of the -labour force and population
- 3) Labour force needs: industry; agriculture andservices; regions, calculating the induced --population and regional balance.

- 4) Characteristics of the main urban centres ---chosen as industrial development nucleaj.
 - Present condition of the buildings
 - Present conditions and possibilities ----respecting transportation
 - Present conditions and possibilities regarding water supply
 - Possible urban or industrial expansion ----

Considering the following questions:

- Present equipment of the urban nuclei ----regarding public services
- Present role of the city
- Lobour force potential
- Geographical location characteristics
- 5) Industrial development directives en branches determining the size and type of the industry (industrial location project taking into ---account the cities. Industrial development -zones)
- Settlement Network project regarding the ---agricultural, industrial and service development.
- 7) Industrial cities and services size calculus
- 8) Transportation
 - National interregional cargo movements ----- calculus
 - National and interregional passenger -----

- Portuary cargo movement calculus. National -- portuary network scheme
- 9) Electricity
 - Regional demand calculus
 - National and regional network scheme
- 10) Regional construction demand calculus in amount and assortment. Construction industry -----installations

Parallel to the project the following investiga tion tasks are fulfilled

- Labour force indexes for the different ----cultivations with different levels of mecha-nization
- Best transportation techonologies for ----different cultures. Typical read projects for different cultures
- Necessary labour force calculus to serve thepopulation within the different territorial levels
- Urban typology. Roles and sizes of the ----settlements according to their productive and services functions, determination of the ----influence areas
- Technology and technological indexes of the different cultivations until reaching the industrial stage; technology and technologicalindexes of the services given to production directly connected with agriculture.
- Typical designfor each field depending on the culture

- National industrial raw material possibilities and their use technology
- Determination of the zones with high ----energetical possibilities for greater in---dustrial zones.

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