

*Second World-Wide Conference
on Planning Science*

(Date still to be fixed)

THEME:

GLOBAL PLANNING:
THE ROLE OF RESEARCH
AND THE ROLE OF INSTITUTIONS

Terms of Reference

First draft

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1. The Globalisation of the Problems

In recent decades there has been a steady *crescendo* of the "globalisation" of many social and economic problems in contemporary society. (By globalisation we mean that certain problems can only be faced on a global scale. There is no sense in facing them on other scales.)

On the threshold of the new millenium, one has the impression that if humanity does not find a way to control a coordinated development of actions between all countries and regions of the world, there is a risk that problems will arise which - being no longer manageable in an efficient way - could bring about a regression of the levels achieved in well-being and progress in particular in the Western world.

The end of the Cold War, with the subsequent local and regional conflicts, has created two great critical problems which are challenging the managerial capacity of governments, in particular that of the governments of the more developed and powerful countries:

- a) the problem of *demographic pressure* in the "poor" countries in comparison to the social and economic situation of the "rich" countries, which is translated into a migratory pressure assuming gigantic proportions and which before long will not be managed only with border closures;
- b) the problem of the *use and abuse* of natural resources which are a condition for the life and survival of the human race, and which the decision-making and organisational capacity of many governments taken individually seems totally incapable to face.

In effect, individual countries and the international organisations in which they find expression - in the first place the "United Nations" and its affiliated agencies - seem to be losing any real "sovereignty" with respect to the emergence of these two main problems, and the formal sovereignty of each country on which international politics is still based seems to have become even more obsolete, and a heritage of a more and more anachronistic and fading past.

The confrontation, and also the real equilibrium which resulted from it, between the two "empires" which up to a few years ago shared influence in the world - at the cost of notable deformities, on both sides, of their original nature - obliged them to confront each other more on the plane of pure power and conflictuality than on the plane of real structures, and impeded:

- on the one hand, the development of real international cooperation through the international organisations mentioned above and the *growth of a new authentic supra-national power*;
- on the other, the demonstration of the *incapacity* of these international organisations (as organs of cooperation between states) *to manage the emerging problems*.

The breakage of equilibrium in power has "freed" compressed and controlled energies, and revealed the real problems that humanity must face in order to not risk an objective regression into disorder and fortuity, which would also mean a low level of rationality and governability of the overall processes of development.

The same breakage has shown that *a new equilibrium must be sought*, not based on potential (cold or "hot") conflictuality, but based on *efficient decision-making processes*.

2. Towards a World Decision-Making Process

A new efficient decision-making process substantially means the formation of a "system of government" on the scale of the entire planet.

This system should reconcile, as far as possible, the principles of *autonomy* and *liberty* of persons, groups, communities of all types and territorial level, and ultimately of peoples, etc. with the needs of the *organisation* if, and only if, the hope of a real progress of humanity from all points of view - the cultural, the environmental, and the economic, all of which are summed up in "societal" development - can be entrusted to this organisation.

Autonomy and liberty do not now, in a more and more "inter-dependent" world, mean absolute "independency". Any "sovereignty" - at any level - cannot but be limited by a higher sovereignty, up to that of the entire human race, at least that which understands and accepts principles of liberty and democracy and which does not place itself outside the logic of peaceful coexistence (as happens normally with social deviancy in traditional societies).

There is today in the world such a need to ensure the survival of all the human race with suitable "humanitarian" policies that the construction of a *world political system* is a *conditio sine qua non* for the real progress of humanity.

Western industrial societies which boast of having first applied the principles of liberty, fraternity and equality between citizens cannot but feel the need to move urgently towards the creation of a constitutional world political system, which creates a world sovereignty (albeit with great prudence regarding the degeneration that the use of power may provoke based on inequalities in culture, income, and conception of life).

The federalism model seems the only efficacious constitutional instrument for overcoming the by now inefficient stage of inter-governmental cooperation. But above all it seems urgent to identify which "actions", necessarily on a world scale, must be considered "subsidiary" to those which could be carried out in complete autonomy by single national governments, bilaterally or multi-laterally.

The problem is posed thus of summing up the past, present and future processes of "global planning". These are the reasons which led us to choose the theme for the "Second World-Wide Conference on Planning Science (or Planology)".

3. The Two Fundamental (and Complementary) Aspects of Global Planning

First, the problem is posed of examining the contents, methods, and operational technologies of world-scale governability, conceived as the *critical formulation and selection of plans of action on a planetary scale*; (without entering into the merit of the choices and objectives that the "global decision-makers" should take).

Second, at the same time, the problem is posed of examining the political, administrative, institutional and operational *instrumentation available* for these decision-makers for the *realisation* of these plans of actions.

In fact, "selection" (or choice or decision) means: methods and techniques of planning.

And "realisation" (or application, or implementation) means: institutions and political-administrative procedures that plan.

The two aspects, which are often proposed in opposition, are in fact completely complementary, and reciprocally necessary. Any technical process of planning, without suitable institutional instrumentation is weak and bound to fail; any institutional instrumentation without the procedures and rational capacities of selection of choice is blind and likewise bound to fail.

It is worthwhile always examining any theme of planning science, in as much as it is the object of reflection and study, from these two points of view. This is the inheritance of the "First Conference" (Palermo, 1992): in which we chose to examine, from various aspects, relationships between the *techniques and institutions of planning*.

The theme of the second conference, global planning, should be faced therefore from two great focal points: techniques and institutions.

4. Techniques and Research in the Field of Global Planning

In the past there has been much research which may be classified as among that inherent to the formulation of plans of action, and the identification of technical-scientific instruments for the formulation and selection of these plans (in the field of global planning).

Above all there is the "future" research of the "Club of Rome", which was aimed at the construction of global "models" of development, able to simulate events and scenarios on the basis of alternative phenomenologies and hypotheses.

In the more direct context of the enrichment and clarification of the possible future evolution of situations for the organs of the United Nations some interesting research has been carried out: the "global" model constructed by the team led by Prof. Wassily Leontief, and the UNITAR model.

The number of analytical instruments has multiplied from 1970 onwards. But has their elaboration given rise to systematic cooperation at least at the level of research between the various authors and managers of the models? Has satisfactory interaction taken place, in such a way as to consider such work as participatory in a single effort of scientific expansion and a learning process aimed at permanently providing future world planning organisations with suitable cognitive instruments?

Some of the contributions to the Conference by the best specialists in the field should refer to these questions.

At the same time, the Conference should face other questions:

- Is the instrumentation prepared in the past, and which represents the "state of the art" in the field, sufficient?
- How should future research be orientated? And from what visual angles?
- What are the data needed on which suitable information can be built and collected?
- On what contents should attention be concentrated?
- Furthermore, how should "global modelisation" be designed?
- In what aspects should demographic movements be related to migratory movements?
- In what aspects should productive developments be related to the consumption of the environment (pollution and the consumption of natural and mineral resources)?
- What are the objective-constraints up to now identified and what trade-offs do such constraints suggest?
- Are the selection of variables and the fixing of their accounting relationships really "neutral" with regard to the choices of planning on a world scale?
- Which variables would be treated as "exogenous" and which as "endogenous"? Which as "variables-data" and which as "variables-objectives"? And which could be considered as "variables-instruments"?
- How should the variables-objectives be linked to the decisions of the international political agents?
- What are the indispensable achievement indicators on a global scale, in terms of *basic needs*, such as to render credible a policy of global control which is not only of macroeconomic variables, but also of the translation in terms of physical targets?
- What are the "naturally" global subjects or problems which would be the obvious object of a system of global planning? Amongst others: the control, prediction, and changes of climate and atmosphere; traffic and pollution of the atmosphere and oceans; protection of the ozone layer; the human use of external space, including communication via satellite; and of empty terrestrial spaces (e.g. the Antarctic).
- What systems make sure that citizens by themselves and nations, in the exercise of their sovereignty, do not violate the ecological limits of the biosphere which has to be inhabited in common? by means of:

- a) a system that negotiates and monitors agreed standards of air and water quality, and controls national actions creating pollution beyond national frontiers:
 - b) a system that controls the potential damage caused by human processes and sounds the alarm about those which go beyond national frontiers and involve meta-national human interests;
 - c) a system which promotes exploration, and creates an inventory of irreplaceable world resources, which interest and pertain to populations independently of national borders;
 - d) a system which monitors the world production of food and fibres; which negotiates and limits the over production of crops, and animals, tree felling, and fishing; and provides quick preventive information on national potentials, and on national and international needs for harvests.
- In what ways can a global "justice system" and a campaign for the respect of universal human rights lead to the fixing (and continuous updating and adaptation) of international standards for individuals with regard to: nutrition, health, education, employment, and any other basic human need? And, at the same time, to the fixing of an indicative "ceiling" on individual consumption, until standards of poverty are reached that are acceptable for the vast majority of the citizens of the world?

These and many other questions could be posed, with the aim of putting together a set of contributions that can indicate new efficient lines of research in the field of global planning, that is clearly multi-disciplinary.

5. Institutions in the Field of Global Planning

The Conference will also be dedicated to the research carried out on institutions which could be the subjects and instruments of global planning itself.

A part of our discussion will be given up to a general examination of the experience already had in global planning by the various United Nations Agencies: for example: the *Indicative World Plan for Agricultural Development* (IWP); the initiatives linked to the *International Development Strategy* (IDS) of 1973, and to the *Declaration* (1974) for a *New International Economic Order* (NIEO); the failure of the ITO and the constitution of the GATT and UNCTAD, the *World Food Programme* (WFP); the "Decades for Development" and finally the reiterated programmes for control of the global effects of the consumption of environmental resources and pollution, which resulted in the *Agenda 21* in Rio (1992).

But we are still far from the institutional reform of the United Nations which could make the application of a coordinated system of world planning possible.

Because of this, the transformations and new institutional initiatives, which would be essential for the application of more organic global planning, will be discussed.

Separate reflections could be made for the various sectors in global planning: environmental planning; demographic planning; commercial trade planning; world financial resources planning; etc. But the analysis of the interdependencies, and thus of the interactions and integrated procedures of assessment and decision-making which concern all the sectors of planning, will have to be privileged.

The analysis will have to go as far as outlining the constitutional aspects of a new global government, with particular attention given to the role that the planning of economic and social policy will have in the "design" of this institutional plan.

Thus some fundamental questions which should be answered in the Conference are:

- What are the spatial levels interrelated with global planning?
- How can the activities of the various UNO Agencies be made functional in terms of a design of a coordinated commitment of inter-agency planning?
- What changes could be suggested to the procedures of consultation and coordination on macro-economic policies of the G-7 group?
- What procedural schemes could link the initiative of planning on a global scale and the urging of plans on a sub-global scale (for regions, the organisation of "single markets" between countries, for national plans) as a necessary support for a good outcome of the initiative on a global scale?
- What are the obstacles to be overcome in order to initiate these procedures of global planning?
- What could be the role of multi-national firms in the processes of global planning?
- What could be the role of "non-governmental" bodies and independent non-profit organisations in the realisation of global plans of action?
- What could be the suitable institutional modalities for facilitating the forms of concertation on the above-mentioned contents of global planning? amongst others: in order to
 - a) manage, finance, and govern safety stocks of the major world goods, to ensure continuity in supply and stability in costs for producers and consumers in relation to market forces in the long term?

- b) ensure access by the developing countries to the markets of industrial countries?
- c) manage constructive movements in industrial geographical location, and help national plans of investment in one's own industries in the light of other nations' investment policies?
- d) advance agricultural productivity in developing nations, and at the same time ensure sufficient food for everybody by means of a world food reserve?
- e) promote cooperation between consumers and producers of oil with the aim of helping to reduce the waste of energy in industrial nations, encouraging international research and the development of alternative energy sources, and assisting developing countries in the adoption of healthy energy strategies as a crucial part of their planning of development?
- f) increase funds for financing development directly through contributions and taxes correlated to the use of international "consumer goods", and to link the use of these funds to the achieving of standards of basic social needs?
- g) organise efficient international consultation on the action of international monetary authorities which substantially influence the supply of money, and create international currency at a rate which is incompatible with the economic development at a reasonable rate of inflation, the definition of which is in itself the product of an international process?
- h) regulate the conflicts, promote research, develop proteins, conserve marine life, and explore, exploit and distribute production of the oceans, the continental marine borders and the depths of the seas?
- i) limit conflict by means of international conciliation and mediation, the development of international pacifist forces and (through the control of armaments) the institutionalisation of military uncertainty at the lowest level possible, and of the exercise of obligations and authority on a global scale at a suitable level for the global nature of the decision-making process?

Appendix

Organisational Aspects of the Conference

The Conference would be based on approximately 20 *key-contributions*, by well known scholars who have worked on the themes of the Conference (or whom it would be interesting to invite). Among these would be the two honorary presidents of the "Academy for the Advancement of Planning Science": Profs. Jan Tinbergen and Wassily Leontief (both of whom are Nobel Prize winners), who both worked at the NIEO. The first was coordinator of the RIO (*Reshaping International Order*) Project. The second worked on the construction of a global Model for the United Nations in the framework of the IDS (*International Development Strategy*).

Besides the 20 invited contributions, a call for papers could be made on a more precise and articulated Conference theme, and a selection could be made of other "free" papers, if accepted by a special Conference "Committee".

The second Conference - like the first - would be held with the sponsorship of the United Nations University, UNESCO, the European University Institute in Florence. It is intended to extend the list of sponsors to include other United Nations institutions, for example: WCED, UNEP, UNDP, the World Bank, UNCTAD, UNITAR, FAO, etc.

The Conference would last for three days. Articulation in several sessions (apart from the plenary session) will depend on the quantity of "free" papers that are accepted and merit being presented.

The Conference would be held in Rome, at the CNR (the Italian National Research Council). The secretariat would be at the CNR-ISRDS and at the Planning Studies Centre which is also the secretariat of the Academy.