
Examination of The Implementability of a Regional Development Plan

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I . Between Intention and Action

In the past social scientist interested in public policy and planning paid their attention to looking at how policies develop and plans make. Now we seem to have reached another milestone ; it is generally accepted that good plans and policies and even an awareness of the failure of past plans do not guarantee that we can achieve the outcomes we desire. We have finally accepted the fact that the best laid plans and even the most sensitively constructed plans and policies will, more often than not, go astray. However, despite the blossoming of interest in the analysis of implementation among some planners and policy makers, this area has not yet made for itself a significant niche in planning theory, as the virtual absence of literature on the subject in planning journals would indicate.

Planners appear to be divided into two main groups(Smith, 1973). One tends to believe that better planning depends on further improvements in their imperfect planning instruments. This group is preoccupied with model building, simulation and input—output technique. The second tends to feel that the shortcomings of the planning process reflect the inadequacies of the administrative and political environment within which plans must be carried out more than any deficiency in the planning technique.

Korea has been urbanizing at unprecedented rates during the last three decades. Many urban development plans have been created to manage the rapidly changing economy and

humans settlement patterns in the last 30 years. However, the majority have failed or were not completely carried out as intended. Most urban and regional development plans in Korea provide detailed information only about what is to be achieved, but not about how to go about securing development objectives or about who in the government or elsewhere should be responsible for carrying out the required tasks.

It is true that a target is not really a target unless and until specific administrative and organizational measures are adopted to implement them. Therefore, a well-conceived urban development plan should have the provision for its implementation. This includes the organization of the planning function and its administrative relationships with the chief executive, the policy-making and operating departments of the government, and the legislature; the assignment of responsibility for carrying out its component programs; the relationship of the plan to the national budget; the roles of the fiscal authorities; provisions for evaluation; and the selection of planning personnel(Gerhard, 1982).

The purpose of this paper is two fold: to develop a comprehensive perspective of implementation at work; and to formulate an analysis model for the implementability of a plan from the salient features of planning which should be taken into account in construction an agenda for research that would be particularly pertinent to the study of implementation in urban and regional planning.

II. What is Implementation ?

Before the policy-making process was put on the table for analysis, it was regarded as a 'black-box': the decision-maker's brain was where the enigmatic process occurred. After many years of analysis and studies, some understanding of the black box was achieved. Today, implementation analysis seeks to open this box in order to gain understanding of the processes occurring within it and the factors affecting them, so that the prospects of more effective implementation would be enhanced.

1. Concepts of Plan Implementation

Much literature on implementation seems to imply that implementation is a distinctive step coming after policy. This view seems to be indicated by the concept of the missing link between policy and results(Hargrove, 1975, and Alexander, 1979). But it seems that this definition disregards the iterative nature of policy-making, and thinks that once made, a policy is not changed as a static enduring entity.¹ The concept of implementation can be viewed not as a distinct step, but as a process.

Alterman(1982) defines the implementation as “the process by which decisions taken by various actors enhance or weaken the chances that intervention will be undertaken in accordance with the policy—of—reference.” Van Meter and Van Horn(1975) define implementation as “those actions by public or private individuals of groups that are directed at the achievement of objectives in prior plans”(Van Meter, 1975). A group of researchers see implementation as concrete activity that comes about as follow—through to a previously set goal.² Pressman and Wildavsky(1973) see implementation as “a process of interaction between the setting of goals and actions geared to achieving them.”

Alterman’s definition is more extensive than and different from the others in two ways. First, it takes a relative point of view. He points out that “to talk about a plan implementation process usefully, one must state what is the policy of reference and what are the persons or agencies of reference from whose point of view plan implementation is described and assessed.” Second, it takes a probabilistic point of view. It talks of increasing or decreasing the chances for intervention in accordance with the plans rather than talking of actions and decisions in a deterministic fashion(Smith, 1973).

2. Process of Plan Implementation

Implementation is treated as if it were a unified process, but in fact, implementation proceeds through several stages. These stages can be divided by three stages ; establishment of guideline, resource distribution, and supervision(Martin and Rabinovitz, 1977).

First, guidelines are established at the point where planning objectives are translated into administrative prescriptions for action. Once developed, guidelines are promulgated to those individuals in departments who must ultimately administer the program.

Second, resources are distributed to the administrative agencies responsible for carrying out the program. This stage is characterized by negotiations over the amount of resources and the timing of their availability as the process moves from authorization, through appropriation, to the ultimate release of funds. However, the amount of resources available is not entirely set beforehand because there are usually discrepancies between appropriation and authorization. Furthermore, the time when resources become available is also important for implementation.

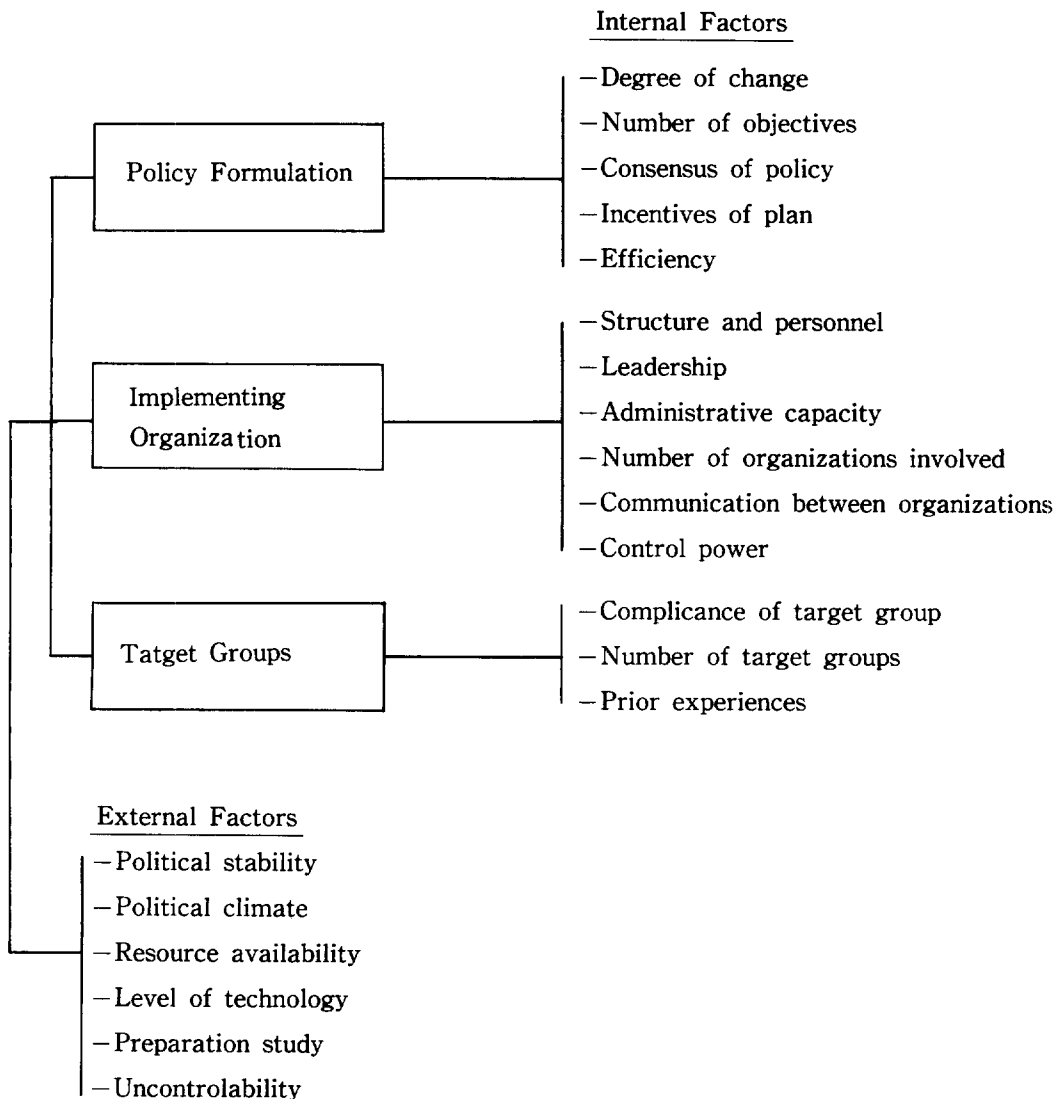
Third, supervision must be started as a way of promoting accountability at the lower levels of the bureaucracy. If guideline evasion is rampant, the legitimacy of program is threatened. The three most commonly used forms of supervision are monitoring, auditing, and evaluation. Monitoring is concerned with whether practice complies with guidelines and the

least publicized. The process of auditing refers to the monitoring of financial accounts and is quite complex because of the many agencies that perform the service. Evaluation refers to the assessment of a program's achievements. The recent emphasis on evaluation has surfaced from the discovery that, even when monitoring confirms that proper procedure are being adhered to, there is still no guarantee these procedures achieve the outcome desired.

3. Factors Affecting the Implementation of a Plan

Figure 1-1

Factors Affecting the Implementation of a Plan



When plan formulation is viewed as isolated from plan implementation, one finds that planners pay little attention in their plans to the choice of means to be employed to achieve plan targets.

In this article, variables which affect plan implementation are classified into four groups according to their common characteristics and functions : policy formulation, implementing organization, target groups, and external factors. In Figure 1.1 the process of plan implementation and the framework of functions of variables which affect the implementation of a plan are shown.

A. Policy Formulation

The policy established is defined as the idealized goal that the policy-makers and planners are attempting to achieve. Five variables affect the implementation of a plan in this stage (Pressman and Wildavsky, 1973).

–Degree of change (and length of implementing time) ; if a big change is required by a plan, it is not easy to implement this policy.

–Number of objectives in a plan ; if a plan includes many kinds of objectives, its feasibility may be very low. For this reason, incremental plans are regarded as much easier to implement than comprehensive plans.

–Consensus and clarity of a plan ; the degree of conflict or consensus regarding goals and objectives is an important factor. To what extent do officials agree on the goals of the program ?

–Incentives of the plan ; to achieve the objectives of the plan, more efficiently, an incentive system can be used. If there are well developed incentives for those involved in a plan implementing process, objectives can be more easily achieved.

–The ratio of benefit to cost ; if a plan has a high ratio of benefit to cost, its implementability is much higher than that of a plan with a low ratio of benefit to cost.

B. Implementing Organization

The implementing organization is responsible for the implementation of the plan. In most instances, the organization is a unit of the governmental bureaucracy. There are six organizational variables to consider in the implementation of a plan (Van Meter, 1975).

–Structure and personnel ; the stability of the administration and the quality of the personnel who are responsible for implementing the policy are important in implementation. An unstable administrative organization and unqualified personnel may reduce the capacity to implement a plan.

–The leadership of the administrative organization ; this variable refers to the style and nature of the leadership in implementing a plan.

–The administrative capacity ; the capacity of the implementing organization refers to the intensity of care taken in organizing for the implementation and to the general capacity of the organization to meet the objectives of plan implementation.

–Number of organizations involved in the implementation process ; if many organizations are involved in a plan, its implementability may be low because of a lack of coordination among these organizations.

–Communication between organizations ; communication within and between organizations is a complex and difficult process. If different sources of communication provide inconsistent interpretation of standards and objectives, or if the same source provides conflicting interpretations over time, implementers will find it even more difficult to carry out the intentions of a plan.

–Control power ; successful implementation often requires institutional mechanisms and procedures whereby higher authorities may increase the likelihood that implementers will act in a manner consistent with a policy's standards and objectives. It is more efficient for implementing organizations if they control power over the budgetary allocations of bureaus and field offices which they may inflate or reduce in response to satisfactory or unsatisfactory performance(Smith, Op.cit).

C. Target Groups

The target group is defined as those who benefit from the policy implemented and who are required to adopt new patterns of interaction by the plan. They are the people within organizations or groups most affected by the plan. There are three variables to consider with regard to this factor(Martin, 1977).

–Compliance of target group ; if the target group complies with the directives of the plan, its goal can be achieved with ease. Compliance depends on the clarity of the plan, and the reputations of implementing organizations.

–Number of target groups for the plan ; if one plan applies to many kinds of target groups, the feasibility of that plan may be low.

–Prior plan experience of the target groups ; if the target groups have been affected by governmental plans in the past, they can adapt to the new plan and understand it more easily than before. Are they compliant, rebellious or indifferent ?

D. External Factors

Environmental factors are those factors which can be regarded as a constraining corridor through which the implementation of a plan must be forced (Van Meter, Op, cit). For different kinds of plans, different political, economic, social, and cultural conditions may exist. There are six variables to consider in terms of environmental factors (Waterson, 1965).

– Political stability ; under unstable political situations, no policy implementation is guaranteed, especially in third world countries.

– Political climate ; radical plans cannot be realized under conservatives, nor can conservative plans be realized under radicals.

– Resource availability ; implementation is a function of the type and level of resources required for action. Since local revenues are the major means by which urban development plans are executed and public services are provided, an urban development plan must be incorporated into local government finance if the plan is to be carried out. From a practical point of view, therefore, matching an urban development plan to local finance is likely to be one of the most important stages in the planning process. One can tell whether or not a local government can carry out a plan by examining the link between a plan and its means to achieve them. Several questions can be asked regarding the economic environment and planning finance. Are the economic resources available within the implementing jurisdiction or organization sufficient to support successful implementation ? To what extent and how will fiscal resources be mobilized to implement plans.

– Level of technology for implementing the plan ; under a low level of technology a complicated and sophisticated plan cannot be implemented.

– Preparation study for implementing the plan ; failures to carry out public sector projects and programs at reasonable cost and in reasonable periods of time are traceable to inadequate project selection and preparation. Ideally, the choice of projects for inclusion in a plan is preceded by sector studies or feasibility studies.

– Uncontrollable variables ; if there are many uncontrollable variables such as disasters, floods, hurricanes, and coups, implementation of the plans cannot be anticipated as originally intended.

III. Analysis Method of Plan Implementation

When faced with an unsuccessful regional development plan many observers will attribute its failure to insufficient planning or the inadequacy of the program itself. This attribution of blame is often unjustified. The failure can be caused by planning itself and/or by some

variables which are associated in the process of a plan implementation.

The implementability of a plan can be measured by two steps. In step one, we can guess the implementability of a plan from plan formulation itself. If a plan has a high consensus among the people and is established with a high consistency, high implementability is expected. Another measurement of plan implementability is by using four groups of variables which were mentioned in previous section of this article.

1 Analysis Models from Planning Itself

In developing analysis models in this section, three bodies of literature have been used : (1) organization theory—and more especially, the work in the general area of organizational change and control ; (2) the impact of public policy, particularly judicial decisions ; and (3) selected studies of intergovernmental relations.

The natural starting point in developing implementability analysis is with the planning itself, where goals and objectives are established.

Model A. Change versus Consensus

Classification of plans according to two distinguishing characteristics ; the amount of change involved, and the extent to which there is goal consensus among the participants in the implementation process is a criterion of plan implementability in this model. Programs that require major change frequently lead to goal conflict on the part of relevant actors, while goal consensus is usually highest where little change is involved. The preponderance of plans are found in the “major change/low consensus” and “minor change/high consensus” categories. “Major change/low consensus” plans evolve from protracted controversies. “Minor change/high consensus” plans are reflected in the nature of incrementalism, a political routine that stipulates that current plans decisions are largely a function of previous decisions (Van Meter, 1975).

Figure 2. Change and Consensus

Major		
<u>Amount of change</u>		
Minor		
	Low	high
		<u>Goal consensus</u>

Model B. Goal versus Means

The clarity of a goal among the participants in the implementation process and clearance of means to meet the goal is a criteria in this model. Goal of a policy that receive high

preference by the participants in the implementation process can be easily achieved, and if any goal of a policy have a clear means to meet it, its implementation is much highly expected.

Figure 3. Goal and means

Clear		
<u>Means</u>		
Unclear		
	Disagree	Agree

Model C. Cost versus Benefit

The cost of a plan and the benefit that is expected after its implementation is a starting point of this model. The higher the ratio of efficiency of any plan, the higher of its probability of plan implementation. Cost–benefit analysis is a simple and useful model for less developed countries, especially which have insufficient resources.

Figure 4. Cost and benefit

Great		
<u>Benefit</u>		
Small		
	Small	Great

Model D. Administrative capacity versus political commitment

The administrative capacity for a plan and continuous commitment to implement it is a criteria in this model. The higher the capacity of administration of a plan and the higher political stability of a country, the higher of probability of plan implementation. Political stability is a very important variable for plan implementation in many third world countries.

Figure 5. Administrative capacity versus political stability

Supportable		
<u>Political stability</u>		
Insupportable		
	Poor	Good

Model E. Control power of administration versus preparation of a plan

The relationship of a societal preparation for a plan and control power of administration is one of the important variables which affect the implementation of a plan. The higher the

control power of plan for implementing organization and the better of societal preparation of a policy, the higher its implementation. A country whose political power is concentrated to a dictator can be efficient in implementing a policy. But in democratic countries, preparation of a plan is very important factor for implementation of a plan.

Figure 6. Control power and preparation of a plan

Good <u>Preparation of a plan</u> Poor		
	Uncontrol	Control
	<u>Control power of administration</u>	

2. Analysis table from implementing process and plan formulation

Two types of analysis tables for a plan's implementability were developed based on the implementing process of a regional development plan and plan formulation.

Five table A were figured out from the features of plan formulation process. There may be many programs and projects in any regional development plan. If a program in any regional development plan is considered to has a high implementability, it earns 6 points. Those programs which go in between positive and negative in their implementability earn 4 points.

Table B was contrived based on four groups of variables which have a strong relationship with the implementability of a plan. Twenty variables were used in this table, and three grades may be given to each of these variables. If a program in any regional development plan has a high control, 1 point is given. However, if that program has a low control, it earns 3 points.

If the sum of grades from all the programs in any regional development plan by two types of checking tables exceed 80 points, the plan is unlikely to be implemented as inteded. However, if a plan earns less than 40 points by two types of tables, the implementability of the plan is very high. We also may say that a plan earns between 45 and 75 points, its implementability is unclear. There is no consensus about the points which guarantee an execution of a plan as inteded. However, it may be not wrong if we say that any regional development plan which gains less than 45 points by two types of tables has relatively high implementability.

Table A : checklist of the implementability of a plan

Table A-1

Major	(6)	(4)
<u>Amount of change</u>	(4)	(2)
Minor	Low	high
	<u>Goal consensus</u>	

Table A-2

Clear	(4)	(2)
<u>Means</u>	(6)	(4)
Unclear	Small	Agree
	<u>Goal</u>	

Table A-3

<u>Benefit</u>	(2)	(4)
Small	(4)	(6)
	Small	Great
	<u>Cost</u>	

Table A-4

Supportable	(4)	(2)
<u>Political stability</u>	(6)	(4)
Insupportable	poor	Good
	<u>Administrative capacity</u>	

Table A-5

Good	(4)	(2)
<u>Preparation of a plan</u>	(6)	(4)
poor	Uncontrol	Control
	<u>Control power of administration</u>	

Table B: Checklist for the implementability of a plan

Variables to be examined	Poor (Low)	Good (Medium)	Very good (High)
<u>A. Policy formulation</u>			
1. Amount of change	1	2	3
2. Number of objectives	1	2	3
3. Consensus of policy	3	2	1
4. Incentives of a plan	3	2	1
5. Efficiency	3	2	1
<u>B. Implementing organization</u>			
6. Structure and personnel	3	2	1
7. Leadership of administrative organization	1	2	3
8. Administrative capacity	3	2	1
9. Number of organizations involved in plan formulation	1	2	3
10. Communication between organizations	3	2	1
11. Control power of a plan	3	2	1
<u>C. Target groups</u>			
12. Compliance of a plan	3	2	1
13. Number of target groups	3	2	1
14. Prior plan experience	3	2	1
<u>D. External factors</u>			
15. Political stability	3	2	1
16. Political climate	3	2	1
17. Resource availability	3	2	1
18. Level of technology	3	2	1
19. Preparation study	3	2	1
20. Uncontrolability	3	2	1

4. Conclusion

Whatever direction planning theory may take in the future, the concern with improving the record of implementation is likely to be there as it has almost always been throughout planning's history. In recent years, this concern has crystallized into a more systematic focus on implementation process, in an attempt to learn what are the factors associated with the like success or failure in the implementation of planning policies.

The conceptual framework and checklists of plan implementation presented in this paper were made in an effort to provide the basis for a more comprehensive understanding of the implementing process. The conceptual framework directs attention to 20 variables which affect the implementation of a plan. Evaluation of a plan is usually done after it is implemented, while examination of a plan's implementability is desirable to be done after the plan is established but before it's implementation is under process.

It is my contention that some models and checklist in this paper offer a blueprint for the description and analysis of the plan and policy implementation process and that they propose explanations for plan achievements and failures.

NOTES

¹Healy(1979), Barrett(1980), Lewis and Flynn (1979) are the group who see plan implementation as a separated step coming after plan formation.

²Berman(1978), Sabiter and Nazmanian (1980), and Stone (1980) are the group who view implementation as the carrying out of an authoritative decision.

³A sector study is an analysis of an economic sector which outlines the basis for a coordinated development program for that sector and conducts a preliminary identification of the nature, size and scope of the most promising projects within the terms of the sector analysis. When a potentially desirable project has been identified, whether by a sector study or otherwise, a feasibility study needs to be made to determine whether it is practicable and justified. A feasibility study involves a detailed examination of the economic, technical, financial, commercial and organizational aspects of a project. It aims to produce all the information required to determine whether and how a project can be carried out in accordance with sound principles and at a cost which is lower than the contribution it can be expected to make to a country's development.

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〈國文抄錄〉

地域開發 計劃의 實現可能性에 關한 檢討

姜秉周

1. 序

韓國은 지난 30 여년간 급격한 經濟 및 社會的 變化를 경험했으며, 급격한 變化에 대처하기 위하여 中央 및 地方政府에서는 多數의 都市 및 地域開發 計劃을 樹立했다. 그러나 대다수의 計劃들은 아주 실현되지 않거나 원래 의도한 데로 施行되지 못하였다. 그래서 地域開發 計劃을 樹立하거나 執行하는 사람들은 이러한 現象을 관찰하고 현재의 地域開發 計劃에 問題가 있음을 인식하게 되었다.

地域開發 및 地方行政 政策을 樹立하는 사람들은 크게 두 그룹으로 분류해 볼 수 있다. 첫번째 그룹은 보다 나은 政策 및 計劃의 樹立은 現在の 계획 및 정책입안 技法을 개선하면 가능하다고 보고, 이들은 주로 모델 구축, 시뮬레이션 및 投入-產出과 같은 技法의 研究에 역점을 둔다. 두번째 그룹은 현재의 政策 및 計劃樹立 과정에서의 문제점은 計劃이나 政策이 執行되어지는 政治 및 行政環境을 충분히 고려하지 않는데 기인한다고 주장하고 있다.

前者의 입장을 취하는 사람들은 地域開發 計劃 및 政策目標을 達成하기 위한 手段에 대해서는 크게 주의하지 않고 있다. 韓國에서의 地域開發 計劃家들은 計劃수립시에 장차 이루어져야 할 政策目標 및 그 當爲性에

關해서는 비교적 깊이 研究하고 있으면서도, 세부적 目標을 달성하기 위한 財源은 어디에서 創出되고 각 計劃執行의 단계마다 누가 執行의 責任을 져야하며 하나의 地域開發 計劃이 執行되는데 깊이 관련되는 變數에는 어떤 것이 있는가에 대한 研究는 매우 미흡한 편이다. 따라서 지금 韓國의 地域開發 計劃에서는 計劃의 目標樹立 그 자체 보다는 樹立된 計劃을 성공적으로 執行할 수 있는 方案에 대한 研究가 더욱 필요하다고 하겠다.

본 論文의 目的은 크게 두 가지로 나누어 볼 수 있다. 첫번째 目的은 하나의 地域開發 計劃이 樹立되어 執行될때까지의 全過程에 대한 이해를 높이고, 두번째 目的은 樹立된 地域開發 計劃이 어느 정도의 實現 可能性이 있는지를 測定 할 수 있는 방법을 시도해 본다.

2. 本論

地域開發 計劃을 포함한 모든 計劃은 그 性格에 있어서, 하나의 計劃이 樹立되고 난 후 執行이 뒤따라 진행되는 靜態的인 것이 아니라 計劃의 樹立과 執行이 연속적으로 作用하는 動態的인 것이다. 計劃은 目標와 手段간에 상호 交流를 하지만, 計劃의 執行이라는 차원에서 보면 計劃의 執行은 3 段階로

區分 될 수 있다. 그 첫번째 段階가 計劃의 目標設定의 단계이며, 그 다음 段階가 財源 및 資源 配分의 段階이고 마지막 단계는 감독 및 조정의 段階이다.

하나의 地域開發 計劃이 執行되는데 영향을 미치는 變數들로는 政治的 安定性, 당해 지역 行政府의 行政能力, 計劃의 目標設定에 관한 컨센서스, 計劃地區 주민들의 開發計劃에 대한 協調 등 여러가지를 손꼽을 수 있다. 본 논문에서는 計劃執行의 段階별로 計劃의 執行에 영향을 미치는 變數 20 개를 선정하여 이 變數들이 計劃의 執行과 어느정도의 關聯性을 맺고 있는지 分析했다. 각 변수들이 計劃의 執行에 미치는 영향은 當 計劃이 집행되는 특수한 環境속에서 個別的으로 검토되어야 현실성이 높은 接近法이 된다. 그러나 본 논문은 하나의 地域開發 計劃이 樹立되고 난 후에 그 計劃의 實現 可能性이 어느정도 인가를 檢證하는 일반적인 分析의 틀을 시도해 보았기 때문에 각 변수에 加重

值를 두지 않고, 모든 變數들이 同一한 영향력을 가지고 있다고 가정하고, 단지 각 變數들의 여건에 따른 執行度를 分析하는 방법을 도출해 왔다.

3. 結語

地域開發 計劃의 成敗에 관한 評價는 일반적으로 開發計劃속에 포함된 事業들이 모두 실행된 이후에 행해진다. 計劃評價에서 낮은 評點을 얻는 開發計劃은 대체로 計劃 수립시에 設定한 目的이 원래의 意圖대로 執行되지 않는데 기인한다. 본 논문은 計劃의 目標와 對案들이 樹立된 이후, 그러나 아직 執行의 段階에 들어가기前의 시점에서 樹立된 計劃의 執行度가 어느정도 되는지 檢證해 볼 수 있는 방법을 제시하고 있다. 이 글은 計劃을 樹立하거나 수립된 계획의 執行을 담당하고 있는 一線 行政機關에게 有益한 資料가 될 것으로 믿는다.