

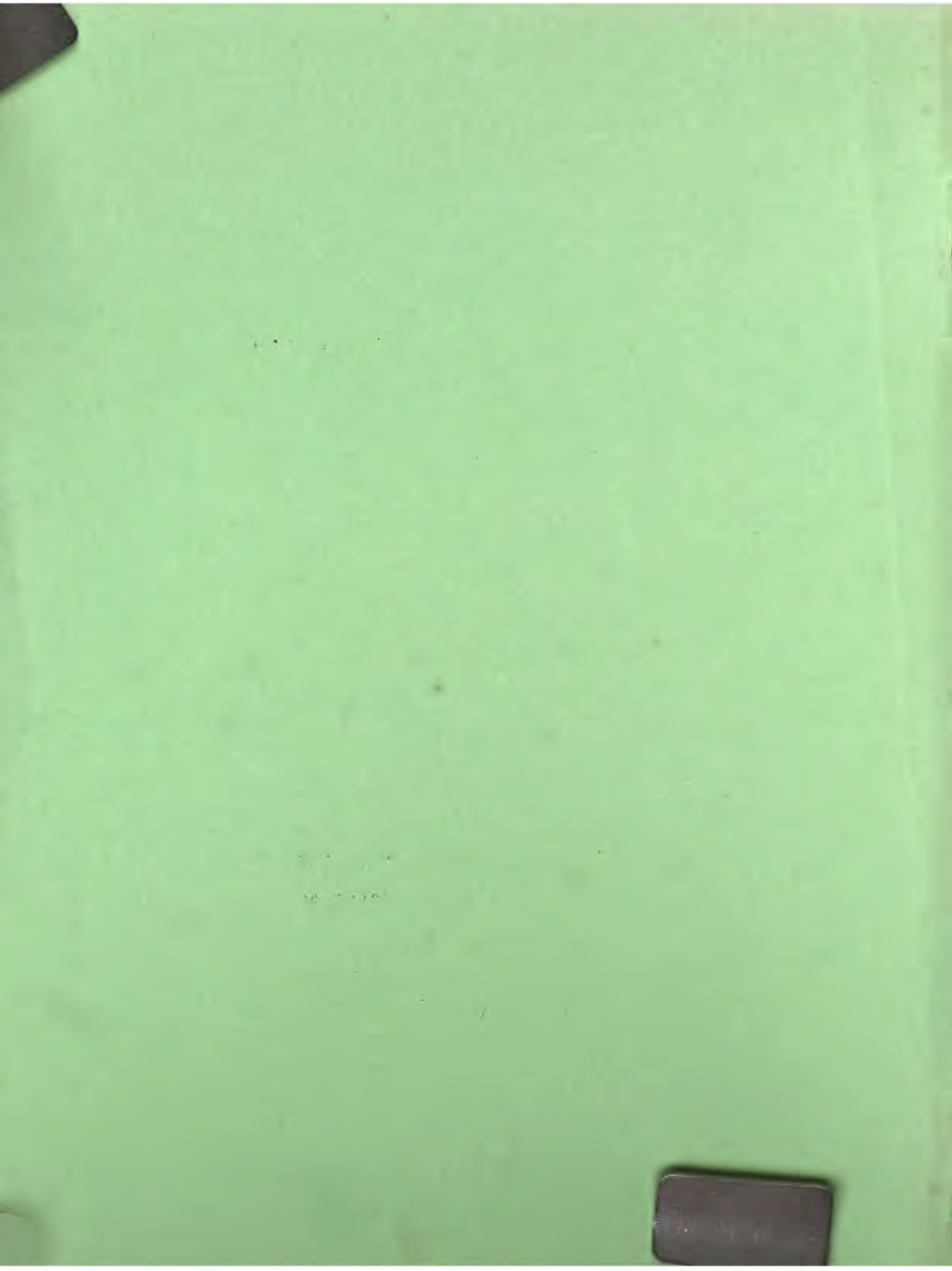
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AGRICULTURE

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WORKSHOP IN AGRICULTURAL PLANNING
AND POLICY ANALYSIS

SPONSORED BY
STATE PLANNING COMMISSION
MINISTRY OF AGRICULTURE
AND
INTER-AMERICAN INSTITUTE OF
AGRICULTURAL SCIENCES (IICA)

DECEMBER 3 - 7, 1979





INTER — AMERICAN INSTITUTE OF AGRICULTURAL SCIENCE — OAS

**WORKSHOP IN AGRICULTURAL PLANNING
AND POLICY ANALYSIS**

SPONSORED BY
STATE PLANNING COMMISSION
MINISTRY OF AGRICULTURE
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STATE OF NEW YORK

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REPORT

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THE STATE BOARD OF

HEALTH

REPORT

1. INTRODUCTION

Guyana is representative of many third world countries where the government accepts the active role as leader in the development process. The direct offshoot of this has been the growth and importance of economic planning in these countries.

Guyana's own planning experience goes back to 1947 when a Ten Year Development Plan (1947 - 1956) was drawn up. Several programmes and plans of a similar nature have characterized the period covering the past thirty years. Generally some of the problems associated with most of these plans have been identified as : the fact that they were prepared by foreign personnel not familiar with the intricacies of Guyana's society; lack of qualified planners to control the plans and lack of qualified technicians to implement the plans; the fact that urban growth targets were emphasized while Guyana's population is largely rural.

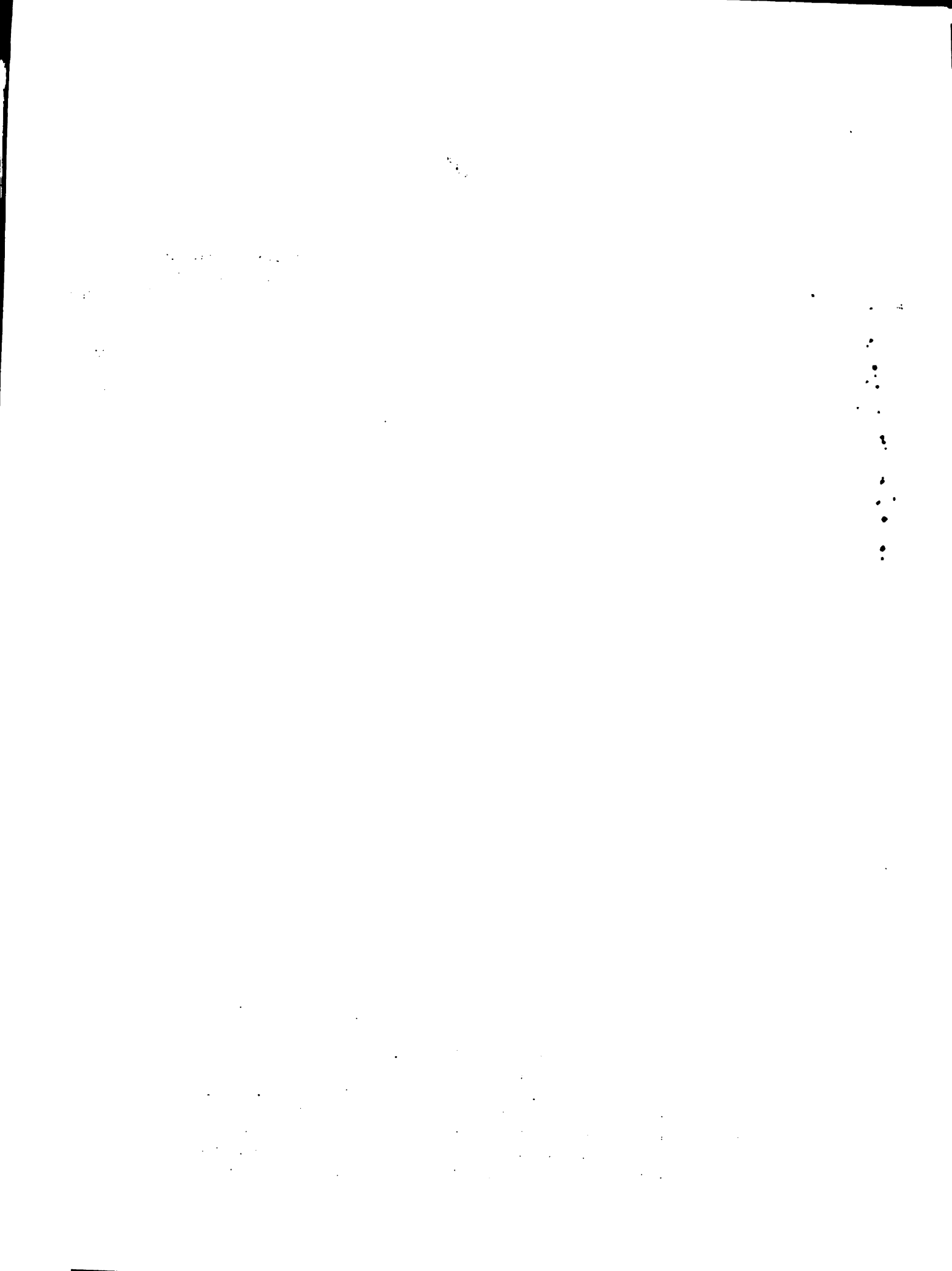
These problems are largely related to the absence of enough national personnel with an appreciation of the planning process and trained in planning methods. The government of Guyana, has as one of the main objectives of the present Development Plan, a policy of promoting and training national personnel so as to human increase resources at different levels. One of the areas in which they hope to improve and enlarge knowledge is the area of Agricultural Planning. It is out of this need that the workshop was conducted in Agricultural Planning and Policy Analysis. The Ministry of Agriculture and the State Planning Commission cooperate in the venture and contributed greatly to the realization of the goals set out.

2. ORGANIZATION OF THE WORKSHOP

2.1 Objective of the Workshop

One of the principal problems of the social and economic development process is the degree of importance and role of planning given in the developing countries, and its proper utilization in the policy analysis and decision-making process of the agricultural sector.

Planning processes appear to have been widely accepted as an essential means of guiding and accelerating economic development. Thus the objective of this workshop is in the first place to discuss the concepts of planning processes and the conceptual and empirical bases of agricultural planning processes in Guyana. Secondly, to permit an in depth analysis of the performance of planning systems in Guyana and to bring coherence and flexibility of decision-making on agricultural policies. In doing this it is necessary to realize that the social and economic structure has significantly changed and it is important to consider the meaning and the consequences of these changes, because the planning process should be consistent with them. This workshop had as a starting



point the concepts contained in PROPLAN DOCUMENT - "Conceptual Framework of the Agricultural Planning Process in Latin America and the Caribbean: A comprehensive view of the policy analysis and decision-making processes in the Agricultural Sector" by Lizardo de Las Casas and Eduardo Cobas.

The purpose of this present document is to describe the conceptual and empirical bases of planning processes that support the general strategy developed by IICA for improving co-operation with the Government of Guyana in the field of agricultural planning and policy analysis.

2.2 Subject Matter of the Workshop

Planning has been defined as a continuous process and is conditioned by the historical evolution of each country's ideological political characteristics arising from socio-economic realities.

The subject matter of this Workshop was to explain the concept of the planning process; as well as the main structural elements of the planning process - planning system (policy analysis process) and political-administrative system (decision-making process). The activities of the planning process can be grouped into three stages: formulation, implementation and control. This workshop focused primarily on planning systems. In adopting this approach it was intended neither to ignore the importance of the political administrative system on the planning process nor to suggest that the work of planners was important only when politically acceptable.

2.3 Structure of the Workshop

2.3.1 Participants

For this workshop to have fully attained all the activities that were programmed, it had to be based on Panel Discussion Groups. Guyanese planning personnel, divided into three groups, participated in the workshop. Each group was directed by one coordinator chosen from among the participants at the workshop.

2.3.2 Sessions

The workshop was divided into five sessions daily:

- a. Exposition of the theme - Lecturers
- b. Problems of the theme - Discussants
- c. Panel Discussion Group
- d. Each group prepares one paper about its discussion, that will be read and discussed into plenary
- e. Plenary Conclusions.



2.3 Coordination of the Workshop

The main functions of coordination were:

- a. To co-ordinate all activities of the workshop;
- b. To evaluate the development of the workshop in conformity with the general objectives;
- c. To prepare and to distribute summaries of plenary conclusions of each session's discussion;
- d. To undertake all information and data required by participants.

3. REQUIRED ACTIONS

3.1 Means to attain the objectives

The Workshop was one activity of the project (VII.LG.113) and was improved with the participation of the collaborating entities (State Planning Commission, Ministry of Agriculture) involved in the activity. A basic team was created and worked with the help of IICA in the achievement of the objectives that were programmed.

3.1.1 A document titled: "Some Considerations for Agricultural Planning Systems in Guyana" (Preliminary version) was prepared. One week before the workshop all the participants (of the workshop) received this study to aid in their preparation for the workshop.

3.1.2 Analysis of the operation of the sectoral planning units. A second workshop will be done in 1980 about this subject using results from this workshop.

3.2 Collaborating Entities

3.2.1 State Planning Commission

The State Planning Commission was established in 1978 as an autonomous body reporting directly to the Prime Minister. It is responsible for the formulation of the overall governmental development strategy and the coordination of the planning functions of the planning sectoral Ministries and State Corporation.

3.2.2 Ministry of Agriculture

Resource Development and Planning Division of the Ministry of Agriculture. This Division of the Ministry of Agriculture is responsible for intra-sectoral planning and agricultural project preparation.

3.2.3 Regional Ministers

The regional development system is integrated with the National Planning System and it coordinates at the regional level. Its main functions are to ensure a rational allocation of resources, to promote political mobilisation, and to motivate people. It should contribute to the achievement of the goals of national planning and development.

3.3 Venue

1. Tower Hotel

1.1 December 3, 1979

1.2 December 4, 1979

2. Bauxite Industry Development Company - BIDCO

2.1 December 5, 1979

2.2 December 6, 1979

2.3 December 7, 1979

3.4 Date and Time

3.4.1 From December 3 to 7, 1979

3.4.2 From 8.15 a.m. to 5.00 p.m.

4. WORKSHOP IN AGRICULTURAL PLANNING AND POLICY ANALYSIS

- | | | | |
|-----|---|---|----------------------|
| 4.1 | Chairman of the Workshop | - | Irwin Telfer |
| 4.2 | Co-ordinator of the Workshop | - | Mario França |
| 4.3 | IICA's Team Invited | - | Lizardo De Las Casas |
| 4.4 | International Lecturers | - | Héctor Barreyro |
| | | - | Lizardo De Las Casas |
| 4.5 | Guyanese Lecturers, Discussants
and Coordinators | - | Irwin Telfer |
| | | - | Stanley Hamilton |
| | | - | Sheik Amir |
| | | - | Timothy Earle |
| | | - | Ernest Nelson |
| | | - | Pradhu Sookraj |

1. The first part of the document is a list of names and addresses of the members of the committee. The names are listed in alphabetical order, and the addresses are listed in the order in which they appear in the list.

5. ADMINISTRATIVE STAFF

Supervisors

Farida Rahim
June Ann Storey
Nisha Ibrahim

Typists

Carol Ralph
Lynette Van Nooten

Mimeographer

Mohamed Rashid

6. AGENDA

Monday - December 3, 1979

- | | | | | |
|----|------------|---|------------|--|
| 1. | 8.30 a.m. | - | 8.45 a.m. | Opening of the Workshop: Explanation about the objectives of the Workshop
- John Browman, Hector Barreyro |
| | 8.45 a.m. | - | 9.45 a.m. | Exposition about the Planning Process
- Lizardo De Las Casas |
| | 9.45 a.m. | - | 10.10 a.m. | Arguments of Discussants
- Irwin Telfer |
| | 10.10 a.m. | - | 10.30 a.m. | I N T E R V A L |
| | 10.30 a.m. | - | 12.00 noon | Panel Discussion Group |
| | 12.00 noon | - | 2.00 p.m. | I N T E R V A L |
| | 2.00 p.m. | - | 2.30 p.m. | Preparation of paper on group discussion |
| | 2.30 p.m. | - | 5.00 p.m. | Plenary Conclusions |

Tuesday - December 4, 1979

8.45 a.m.	-	9.45 a.m.	Exposition about Elements of the Planning Process - Lizardo De Las Casas
9.45 a.m.	-	10.10 a.m.	Arguments of Discussants - Irwin Telfer
10.10 a.m.	-	10.30 a.m.	I N T E R V A L
10.30 a.m.	-	12.00 noon	Panel Discussion Group
12.00 noon	-	2.00 p.m.	I N T E R V A L
2.00 p.m.	-	2.30 p.m.	Preparation of paper on group discussion
2.30 p.m.	-	5.00 p.m.	Plenary Conclusions

Wednesday - December 5, 1979

8.45 a.m.	-	9.45 a.m.	Exposition about stages of the Planning Process - Hector Barreyro
9.45 a.m.	-	10.10 a.m.	Arguments of Discussants - Pradhu Sookraj
10.10 a.m.	-	10.30 a.m.	I N T E R V A L
10.30 a.m.	-	12.00 noon	Panel Discussion Group
12.00 noon	-	2.00 p.m.	I N T E R V A L
2.00 p.m.	-	2.30 p.m.	Preparation of paper on group discussion
2.30 p.m.	-	5.00 p.m.	Plenary Conclusions

Thursday - December 6, 1979

8.45 a.m.	-	9.45 a.m.	Presentation of case studies
9.45 a.m.	-	10.10 a.m.	Panel Discussion Group
10.10 a.m.	-	10.30 a.m.	I N T E R V A L
10.30 a.m.	-	12.00 noon	Panel Discussion Group
12.00 noon	-	2.00 p.m.	I N T E R V A L
2.00 p.m.	-	2.30 p.m.	Preparation of paper on group discussion
2.30 p.m.	-	5.00 p.m.	Plenary Conclusions



Friday - December 7, 1979

8.45 a.m.	-	9.45 a.m.	Exposition about the stages of the Planning Process - Irwin Telfer
9.45 a.m.	-	10.10 a.m.	Arguments of discussants - Sheik Amir and Stanley Hamilton
10.10 a.m.	-	10.30 a.m.	I N T E R V A L
10.30 a.m.	-	12.00 noon	Panel Discussion Group
12.00 noon	-	2.00 p.m.	I N T E R V A L
2.00 p.m.	-	2.30 p.m.	Preparation of paper on group discussion
2.30 p.m.	-	5.00 p.m.	Plenary Conclusions.

WORKSHOP IN AGRICULTURAL PLANNING AND POLICY ANALYSIS

A CONCEPTUALIZATION OF
THE PLANNING PROCESS

P. LIZARDO DE LAS CASAS
LATIN AMERICAN AND CARIBBEAN
AGRICULTURAL PLANNING AND
POLICY ANALYSIS
PROJECT COORDINATOR
PROPLAN IICA

SPONSORED BY

STATE PLANNING COMMISSION MINISTRY OF AGRICULTURE
INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES

GEORGETOWN, GUYANA
DECEMBER 03, 1979

1. $\frac{1}{2} \times \frac{1}{2} = \frac{1}{4}$

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8. $\frac{1}{8} \times \frac{1}{9} = \frac{1}{72}$

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Let me start by saying that I am glad of being able to participate in this workshop as it gives me the chance to:

- (1) Review and compare more than ten years of practice as planner in my own country;
- (2) Test the conceptual framework I have contributed to develop over the last eight years;
- (3) Review and compare the pieces of knowledge I gather over the last two years about planning in fifteen (15) countries and visited in this continent.

But above all, the very special reason is the initiation of a process of knowledge about Guyana which is of special interest to me due to the historical moment you are in, which I understand should have some similarities with the process Peru initiated in 1968 in which I participated until 1975.

Having said this, let's move into the topic we are here to discuss. Although some countries in this continent claim more than twenty-five years of experience in planning. We can say that planning in this continent was not a respond to internal country-specific situation. We all know that in general, planning in this continent obtained its birth certificate at a very famous meeting in Punta del Este, Uruguay, in 1961. It is known as the Punta del Este Charter. This is something we cannot ignore. Then we should not see planning as a formal, technocratic exercise, ideologically free geared towards the production of documents called plans. Documents we cannot assume everybody will read and without being a participant in its process of generation should follow as law.

It is during the sixties that planning systems were created by law in several countries of this continent. These planning systems considered national and sectoral planning units. The main efforts were directed towards the diagnosis of the Socio-Economic problems and the definition of investment projects.

Handwritten text, likely bleed-through from the reverse side of the page. The text is mostly illegible due to fading and bleed-through, but some words like "The" and "of" are visible. There are several lines of text scattered across the page.

By mid 1978 - 73% of the Latin American and Caribbean countries reported having agricultural planning systems, although only nine indicated having regional planning offices. This indicates that planning was a national exercise in the majority countries. This is the basis of what has been called or identified as "planning without implementations". To many, planning in Latin American and Caribbean countries is no more than an academic and technocratic exercise removed from the reality it is to affect. In order to move away from the formalistic task of plan preparation towards a more operational focus, several international organisations are supporting a more "pragmatic approach". These organisations have been funding already well known if somewhat ad-hoc "project preparation courses" through universities and public and private institutions in Latin American and Caribbean. Project specialists are "trained" as a result in very short periods. Lately, during the last three or four years, emphasis is moving away from project preparation to project management. Unfortunately, this situation has originated what is known as "implementation without planning".

Paradoxically, both situations - "Planning without implementation" and "Implementation without planning" - can be found at the same time in several Latin American and Caribbean countries. This has been referred to as the "planning crisis". Is this called "crisis" of a purely technical nature? There are some who rapidly would give a YES answer. But there are those that claimed that planning is only associated with certain political systems and is not applicable to others

In general, most opinions about this "crisis" reflect different views on the importance and role of planning in the countries' social and economic development processes.

The concepts elaborated, as well as empirical results of our studies show that planning may be adapted to any political system.

Its efficiency is based on an essential comprehensive coherence which includes (i) internal coherence among planners (national, regional and local); (ii) internal coherence among decision makers; (iii) coherence between the evaluation of the political process (iv) coherence between alternative policies proposed by planning technicians and the government's doctrinal position (v) coherence between planners' proposals and the actual socio-economic situation.

Thus the problem is not just one of imbalance between local planners who ignore central planners and central planners who ignore local planners. It can be shown that this is just one aspect of a more complex problem. Planners are not the only nor the more important actors of the planning process. The responsibility of planners is not only a matter of preparing plans or programmes. Their task involves much more.

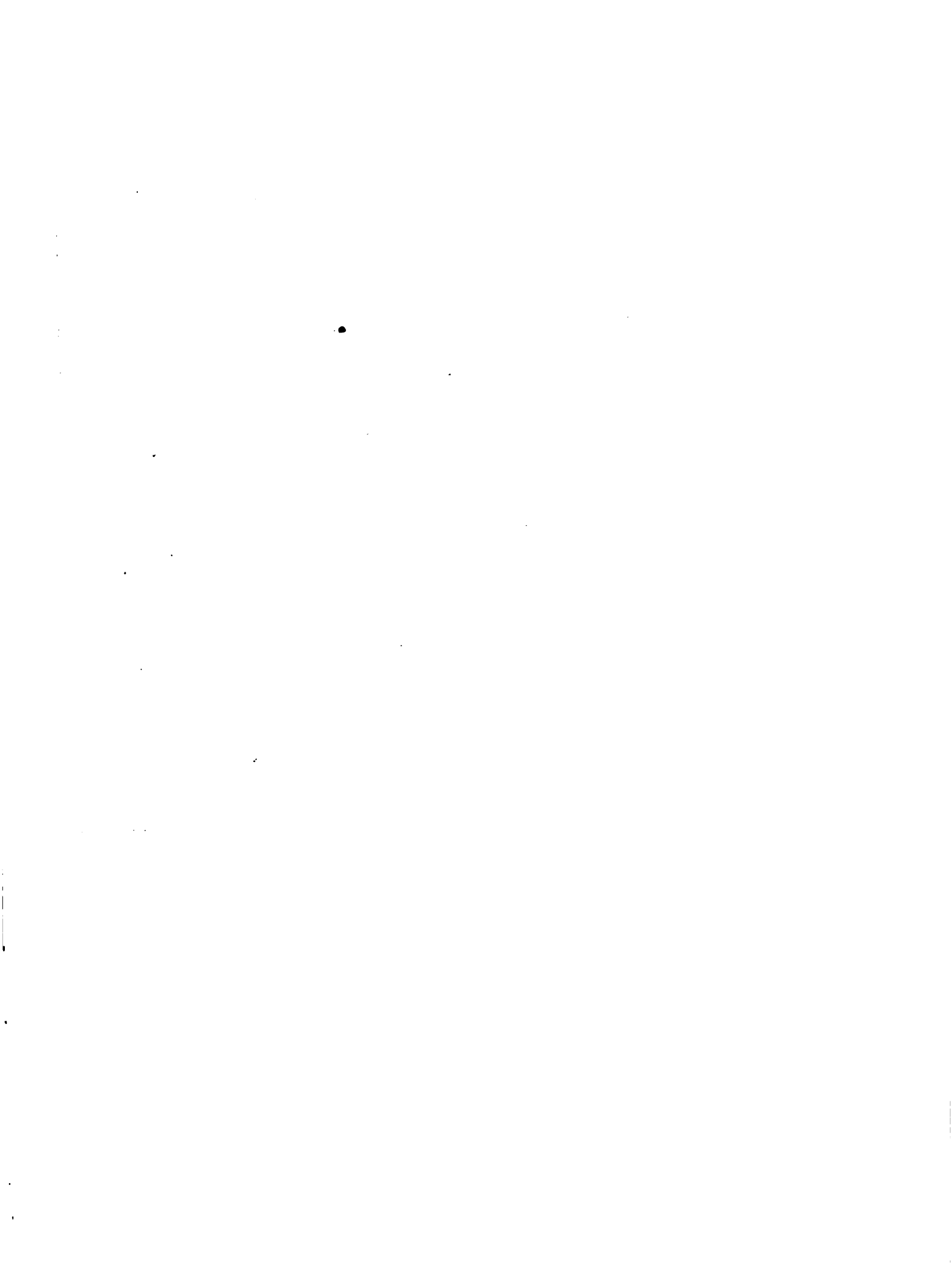
Planning is conditioned by the totality it takes to change. Therefore, let's outline the main elements of that totality so it will serve as a frame of reference for our discussions about planning.

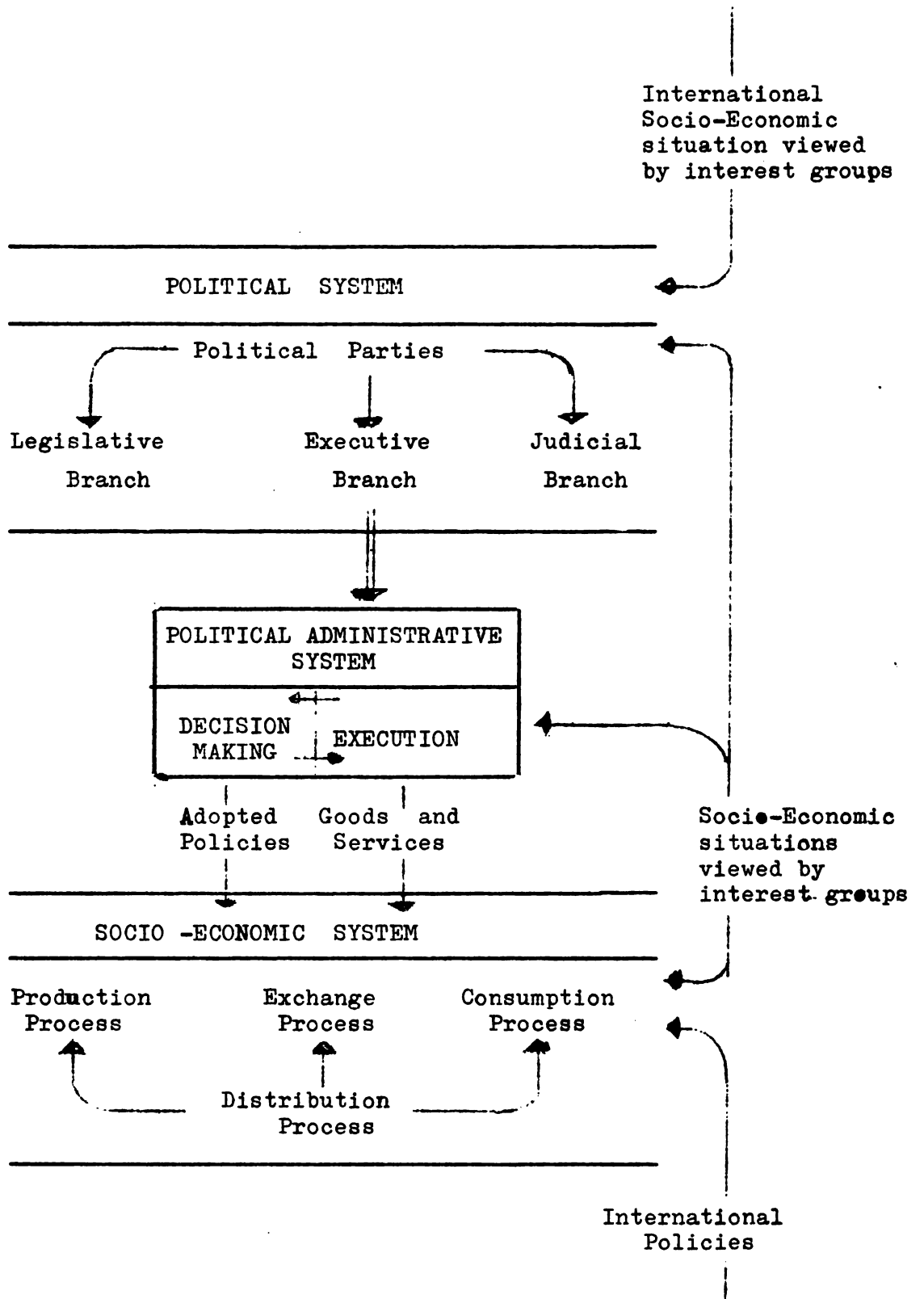
THE PLANNING PROCESS

A socio-economic system is present in every society and can be conceived of as the technical and social relationships which produce goods and services, their exchange and use, as well as the distribution of generated wealth. These actions take up time and space/are highly interdependent. This socio-economic system is the thrust behind every society.

The socio-economic system evolves in a certain way which demands a specific political system in order to provide for specific services. This allows the socio-economic system to move in the desired direction. The political system can be conceived of as different political groups or parties differentiated on ideological grounds, together with three specialised branches; legislative, electoral and executive.

The political system of a country is responsible for deciding on policies which will affect the socio-economic process of that country in order to attain certain objectives. This decision-making process, in general terms, is guided by the existing ideological position and the socio-economic situation, as presented by various interest groups.







The decision-making process is usually complex and involves a number of conflicting interests as well as many sources of influence of both national and international origin. Although government programs frequently reflect the more ambitious and long-range doctrinal position of the political parties or groups in power, the question of handling specific problems and daily matters tends to generate decisions which may take precedence although they may frequently be in conflict with medium and long-term doctrinal positions.

Therefore, planning should be seen as a process for rationalizing governmental action in order to regulate and accelerate the countries' economic and social development. This serves as a basis for presenting three complementary views of the planning process;

- the planning process as a continuous policy-producing process
- the planning process as the integrator of two processes: policy analysis and decision-making
- the planning process as characterized by the formulation, implementation and control of policies.

The Planning Process as a Continuous Policy-Producing Process

The agricultural planning process can be defined as a continuous policy-producing process with goals to accelerate agricultural development within a desired framework of regional and national development. The essential characteristics of this policy-producing process is to bring integral coherence to decision-making on agricultural policies, and is conditioned

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by the political position of the government (doctrinal position) and by the problems arising from socio-economic realities.

The planning process is conditioned by the historical evolution of each country's socio-economic and political processes. In every development process the socio-economic viability of the planners' products is the determinant in the last instance, for directing the desired transformation of the socio-economic process. However, a lack of coherence between the government's political position and the socio-economic reality can give political viability a dominant role in the short run over the socio-economic viability. This implies that the work of the planners will be of significance only when it is politically acceptable.

The Planning Process as the Integrator of the two Processes Policy Analysis and Decision - Making

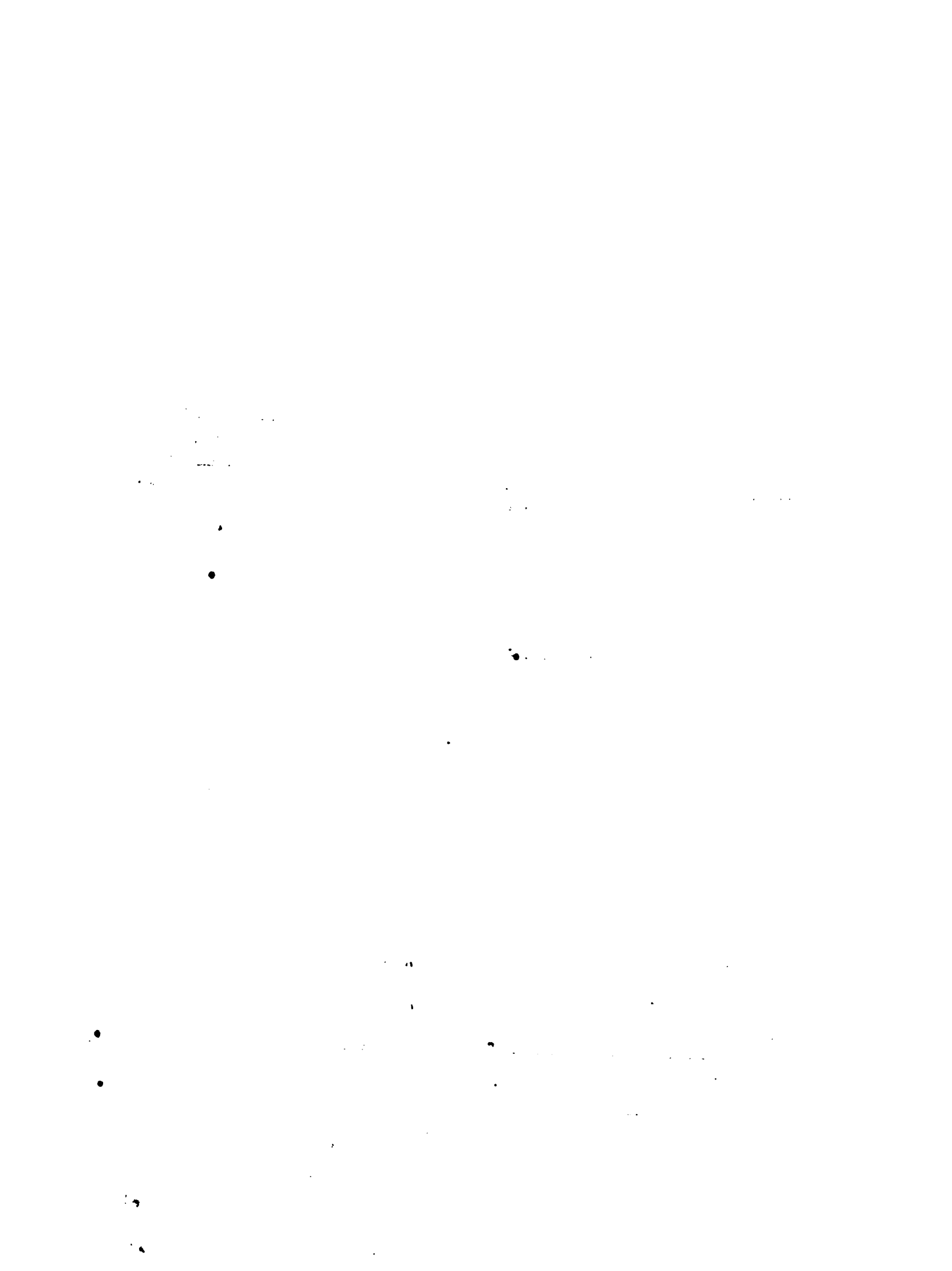
The political-administrative system in most Latin American and Caribbean countries have created technical advisory groups for different fields of specialization and at the different administrative levels. These groups are called planning units. The integration of these units at a technical level to ensure coherent products, has been defined as the planning system which advises the decision-making elements on the policies to be adopted in order to regulate and accelerate a country's economic and social development.

Since planning has been conceptualized as a process for rationalizing governmental action to promote socio-economic development, the structural element of the planning process can then be defined as the planning system and the political-administrative system. Both systems are furnished with quantitative and qualitative information from the socio-economic system through various participative mechanisms or through their relationships with the pertinent socio-economical-administrative systems exchange information; the political-administrative system transmits its doctrinal position while the planning system provides policy alternatives for purposes of decision-making. Each system in turn, relates to the socio-economic system; the political-administrative system transmits the decisions taken in the form of adopted policies while the planning system provides the technical bases and the implementations of these decisions.

Both the planning and the political-administrative systems are essentially characterized by the processes they generate. Thus, they should be characterized by the very essence of the structural elements of the planning process, rather than by the apparent aspects of those elements. Hence, reference to the planning system is in terms of the policy analysis process, whereas when referring to the political-administrative system, one refers to its decision-making process.

The Planning Process as Characterized by Formulation, Implementation and Control of Policies

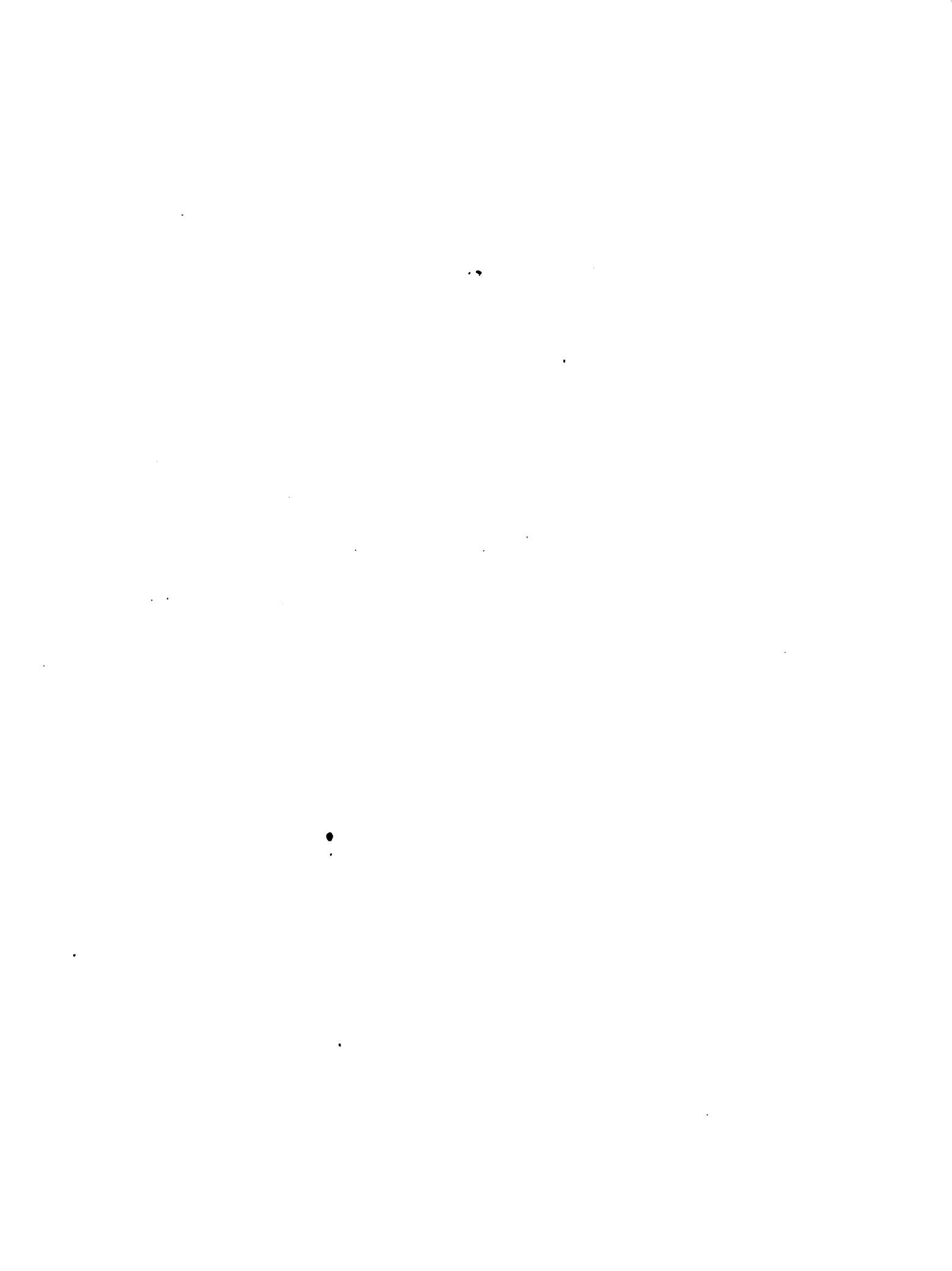
The planning process is also characterized by the activities that its essential elements develop in an integrated manner, to produce effective policies and policy measures for the desired transformation of the socio-economic system. The agricultural planning process is defined as the formulation, implementation and control of policies oriented towards actions by the socio-economic agents in order to achieve the desired objective-image. The three mentioned stages are analytically separable but, for all practical purposes, their activities are continuous and interdependent.



The planning process has been conceived of as a continuous policy-producing process. Thus, the products of each of its stages are also policies. This refers to the essence of the content of the products of the planning process and not to the form in which they are presented, such as plans, programs, projects, budgets, etc. These policies are then broken down into concrete policy measures. Both policies and policy measures become concrete aspects of agricultural policy as soon as pertinent decisions are made concerning them by the political-administrative system.

Knowledge of the formulation stage is most widespread and is generally identified by the term "planning". The main goal of this stage is to generate specific policies or directions that accelerate the agricultural development process.

The activities of the implementation stage are less well known and are generally considered outside of the planner's conceptual sphere. What is actually done as a result of adopted policies is not the direct responsibility of planners but their efforts in support of those actions are of crucial importance. Implementation, here, is therefore defined as the stage in the planning process where policies and policy measures approved during the formulation stages are further specified, or are adjusted as a result of recommendations made during the control stage, or include special complementary actions for resolving specific occasional problems that arise. This facilitates the integration of planners with the executor elements of the political-administrative system and the agents of the socio-economic system. This stage assures a permanent definition of agricultural policy at given levels as well as the specification of conditions needed for purposes of carrying it out. The articulation of the planning process is thereby assured, bringing content and relevance to the formulation and control stages at national, regional, local and other levels.



The activities of the control stage are not seen as a simple matter of auditing but as a feedback stage of the planning process through which changes generated by the evolution of socio-economic and political activities are fed back into the planning process.

In order to fulfill its responsibilities in the planning process for the development of the agricultural sector, the control stage must constantly evaluate and review the policies and policy measures formulated within the context of the sector's evolution (socio-economic and political processes). The results of this continuous evaluation and review are communicated to the decision-making elements of the political-administrative system.



EXPOSITION OF THE PLANNING PROCESS

by Dr. Lizardo de las Casas.

DISCUSSION

by I.E. Telfer

When first exposed to the conceptual framework for Agricultural Planning and Policy, it took me a little while before I began to understand it. Certainly the most important aspect of this morning's presentation is that we must stand away from our involvement, and look objectively at our responsibilities as planners, before we can really begin to understand what it is that we are trying to do. This is not easy, to separate oneself from one's involvement and one's day-to-day role. But it is an essential aspect of the exercise we begin today and we must all try to achieve, for our purposes here, an objective, impersonal and disinterested position. In fact, in my opinion, if IICA have done anything at all valuable, it is that they have enabled planners to develop, or strive to develop, a more comprehensive view of the planning activity and their own roles within it.

The second important contribution which Dr. de las Casas presentation makes is, of course, its elucidation of the illustrative model of the structural framework of the planning system. The pressure which surrounds us in Guyana today particularly tempts us to jump into planning activities without having an overall appreciation of the situation. A great deal of theoretical planning is done which neglects the realities of the resources and character of the "socio-economic situation". All of us have been guilty of this. Nor are we usually very clear as to the political-doctrinal position. Furthermore, one of the major problems in any social science activity is that we all come to such activity with certain pre-conceptions. We are human beings subject as always to human error. We need therefore to use tools which will enable us to look at the whole of the planning system as a dynamic continuously operating mechanism and to understand how each agent involved in the mechanism influences the operation of the system.

I was first exposed to ~~formal~~ Project Analysis in the early seventies. Up to that time planning systems in the region had developed in an ad hoc fashion. During the sixties it became very fashionable for countries to put out development plans. Five-year development plans were the most popular. Top Government officials usually got together and produced such a plan over a period of some months. Plans of this type were twice written in Guyana. Plans in Guyana were not very different from those written in other parts of the region, in that they proved in time, to be of very limited practical use, except as a **source** of rhetoric for political and executive platforms. Even in ~~these~~ plans sectoral and regional planning were artificial divisions and sectors and regions did not plan ~~from~~ their socio-economic bases but in fact were manipulated in a top-down planning method.

It is most appropriate that this workshop comes along at a time when we are beginning a new era in ~~national~~ planning in Guyana with the advent of Central Planning under the aegis of a State Planning Commission and of Regional Planning within a Regional Administrative Structure. This workshop assists us to orient ourselves in the system depicted in Dr. delas Casas' model.

Another important point of view which we acquire from the presentation is the interdependence and intra-structural importance of each of the active agents in the planning system. In the financial constraints that exist in Guyana today there is a distinct tendency to tailor planning mainly around financial resources, neglecting other considerations, and the decision makers who control the budget hold greatest sway. But it is essential that each agent recognises the other partners in this very complex system as well as the totalities that we are trying to change. In developing a plan for the Mahaica-Mahaicony-Abary Project we should therefore take into account the fate of the whole region, the socio-economic destiny of the whole country and the position of the political administration.

G R O U P - 1

SUMMARY OF DISCUSSIONS

- A: Role of Planners: (1) Passive-making recommendations to policy makers (politicians)
- (2) Active-making policies. They may exercise great influence in policy formulations.

- B: Origin of Plan: Two-way process
- Local Level

The need for a two-way process between the local/Regional level and the Central Planning Agency.

- C: Making the Planning System Work in Guyana:

Major Obstacles

- (1) Shortage of skilled middle managers
- (2) Escalation of Costs
- (3) Late release of Government funds, especially to Agricultural Operations
- (4) Non-involvement of the people.

- D: Solutions: Improvement of the Planning System

- (i) Training both at Project level and at a Central scale;
- (ii) Improvement in conditions of service (proper placement of Personnel);
- (iii) Introduction of Incentive schemes;
- (iv) Costs overrun subject to two factors (i) internal and (ii) External
- Better control through efficient management as it relates to the Internal factors;
- (v) Total involvement of the people in planning;
- (vi) Proper timing of releases to coordinate with operations.

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry should be supported by a valid receipt or invoice. This ensures transparency and allows for easy verification of the data.

In the second section, the author outlines the various methods used to collect and analyze the data. This includes both primary and secondary data collection techniques. The primary data was gathered through direct observation and interviews, while secondary data was obtained from existing reports and databases.

The third section details the statistical analysis performed on the collected data. It describes the use of descriptive statistics to summarize the data and inferential statistics to test hypotheses. The results of these analyses are presented in a clear and concise manner, highlighting the key findings of the study.

Finally, the document concludes with a discussion of the implications of the findings. It suggests that the results have significant implications for the field of study and offers recommendations for future research. The author also acknowledges the limitations of the study and expresses gratitude to those who assisted in the research process.

WORKSHOP #2 - 3rd DECEMBER, 1979

(I) Existing mechanisations for Planning

- (a) State Planning Committee
- (b) Regional Planning Units
- (c) Sectorial Planning Units e.g. Ministry of Agriculture.

(i) Resource Development and Planning Division to be renamed Planning Department

(ii) National Agricultural Development Committee which comprises the Heads of Departments and relevant Corporations and Institutions.

(II) Relationships

- (i) The Resource Development and Planning Division co-ordinates and plans activities within the Ministry of Agriculture, though at the moment it is concerned mainly with co-ordinating rather than planning;
- (ii) This Division liaises with the State Planning Secretariat though there is great scope for intensifying this process. The liaison is exercised through an officer from the Agriculture Integration Sector of the State Planning Secretariat;
- (iii) The National Agricultural Development Committee more or less is concerned at the moment with monitoring of production and in the exercise of this process at times in the face of national constraints revise target objectives. Here again more co-ordination and monitoring rather than planning is done;
- (iv) At the moment expenditure of a recurrent nature is monitored by the Ministry of Finance while Capital Projects are monitored directly by the State Planning Commission;
- (v) There is need for strengthening co-ordination between the Sector as a whole.

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1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that this is crucial for ensuring transparency and accountability in the organization's operations.

2. The second part of the document outlines the various methods and tools used to collect and analyze data. It highlights the need for consistent and reliable data collection processes to support effective decision-making.

3. The third part of the document focuses on the role of technology in data management and analysis. It discusses how modern software solutions can streamline data collection, storage, and reporting, thereby improving efficiency and accuracy.

4. The fourth part of the document addresses the challenges associated with data management, such as data quality, security, and privacy. It provides strategies to mitigate these risks and ensure that data is used responsibly and ethically.

5. The fifth part of the document concludes by summarizing the key findings and recommendations. It stresses the importance of ongoing monitoring and evaluation to ensure that data management practices remain effective and aligned with the organization's goals.

6. The sixth part of the document provides a detailed overview of the data collection process, including the identification of data sources, the design of data collection instruments, and the implementation of data collection procedures.

7. The seventh part of the document discusses the importance of data validation and quality control. It describes various techniques used to ensure the accuracy and reliability of the collected data, such as pilot testing and data audits.

8. The eighth part of the document explores the role of data analysis in identifying trends and patterns. It discusses different analytical methods, such as descriptive statistics and regression analysis, and how they can be applied to the collected data.

9. The ninth part of the document focuses on the communication of data findings. It emphasizes the need for clear and concise reporting that effectively communicates the results of the data analysis to the relevant stakeholders.

10. The tenth part of the document provides a final summary and concludes the report. It reiterates the key points discussed throughout the document and offers final thoughts on the importance of data management in the organization's success.

11. The eleventh part of the document discusses the importance of data security and privacy. It outlines the measures that should be taken to protect sensitive data from unauthorized access, loss, or disclosure, and ensures compliance with relevant regulations.

12. The twelfth part of the document addresses the issue of data integration and interoperability. It discusses how data from different systems and sources can be combined and analyzed together to provide a more comprehensive view of the organization's operations.

13. The thirteenth part of the document focuses on the role of data in strategic planning. It discusses how data can be used to inform decision-making and identify opportunities for growth and improvement, and how it can be used to track progress against strategic goals.

14. The fourteenth part of the document discusses the importance of data literacy and training. It emphasizes the need for employees to have the skills and knowledge to effectively use data in their work, and outlines strategies for providing data literacy training.

15. The fifteenth part of the document provides a final summary and concludes the report. It reiterates the key points discussed throughout the document and offers final thoughts on the importance of data management in the organization's success.

16. The sixteenth part of the document discusses the importance of data governance. It outlines the policies and procedures that should be in place to ensure that data is managed in a consistent and controlled manner, and that it is used in accordance with the organization's values and mission.

17. The seventeenth part of the document addresses the issue of data ownership and control. It discusses the rights and responsibilities of the organization and its stakeholders regarding the data, and outlines the measures that should be taken to ensure that data is used in a responsible and ethical manner.

18. The eighteenth part of the document focuses on the role of data in innovation and research. It discusses how data can be used to identify new opportunities and develop new products and services, and how it can be used to support research and development activities.

19. The nineteenth part of the document discusses the importance of data in customer relationship management. It outlines the strategies that should be used to collect and analyze customer data, and how this data can be used to improve customer service and loyalty.

20. The twentieth part of the document provides a final summary and concludes the report. It reiterates the key points discussed throughout the document and offers final thoughts on the importance of data management in the organization's success.

Suggestions/Observations

- (i) Planning must be done within the framework of the general ideology and governmental policies;
- (ii) There is need for greater downward and upward flow of information from the Planning Secretariat down to the various Ministries/Corporations and finally to the Regions and Vice Versa;
- (iii) Need for strengthening the Regional System both in terms of the planning and implementation functions;
- (iv) Need for greater integration of plans both at the Centre and in the Regions. In this process Regional Plans should be extensively co-ordinated and rationalised and should be subject to scrutiny at the Regional level by the State Planning Secretariat.



OBJECTIVES OF PLANNING

- (1) Conditioned by Socio-economic and political situation
- (2) Task of planner to generate a comprehensive, coherent plan
- (3) Alternatives have to be provided for the political administrative system by planners
- (4) Decisions have to be made at the national, regional and local levels.
- (5) Stages:
 - (i) Formulation
 - (ii) Control
 - (iii) Implementation

Formulation

- (a) Political Doctrine and Socio-economic have to blend together for plan formulation;
- (b) Needs and aspiration of people ought to be considered;
Development support, communications (meeting etc)
- (c) Local democratic institutions to support the system;
- (d) Need for forecasting, projecting, identifying sources and quantity of resources.

Control

- (a) Feedback;
- (b) Review and Modify (May be need for further projection).

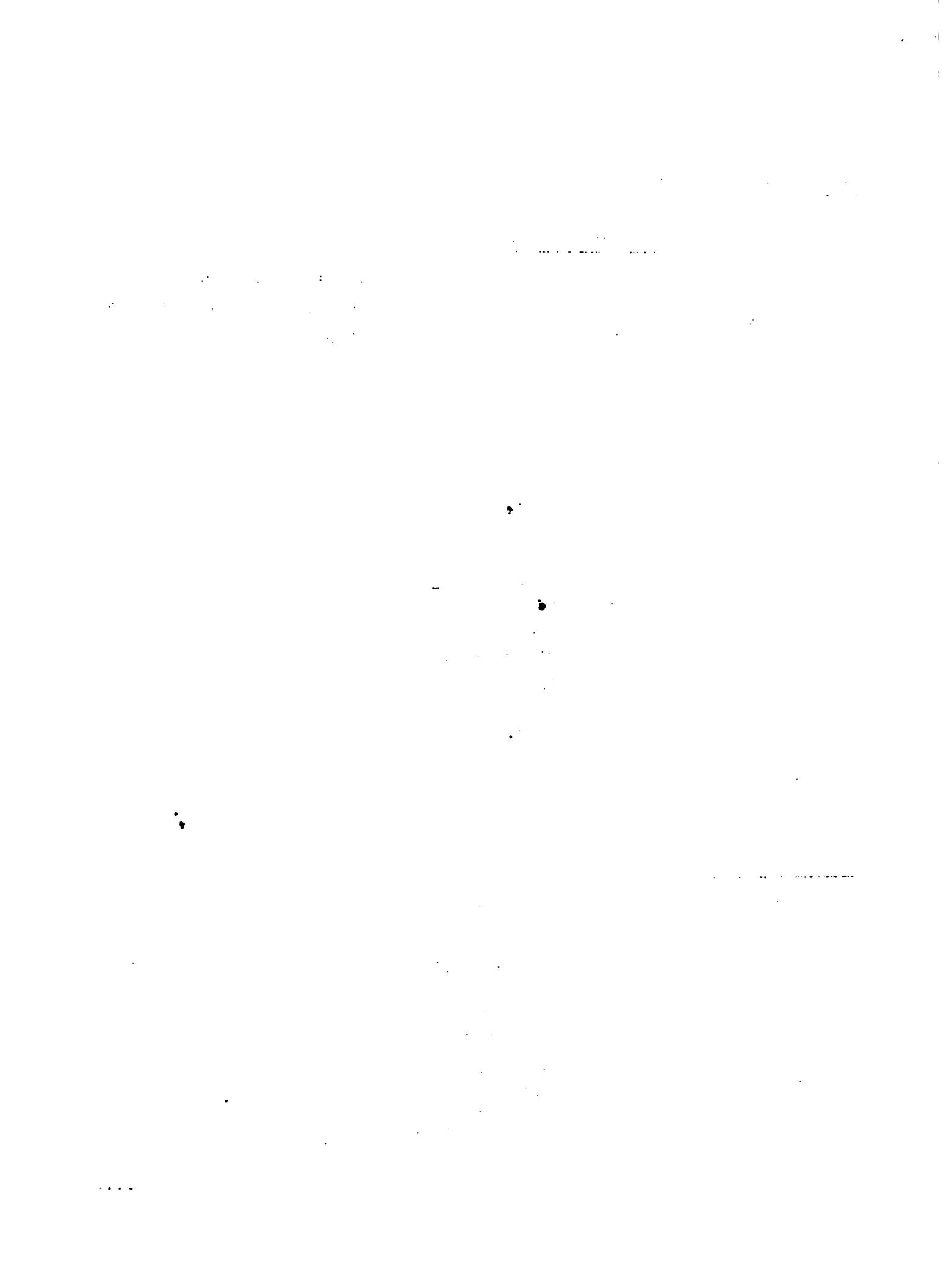
Implementation

- (a) Need for develop, support and communications;
- (b) Feedback system may lead to review policy;
- (c) Co-ordination of the activities of the Agencies involved.

How does this model fit into the Guyana situation?

Planning in Guyana context does not coincide with the model identified.

Reasons: (1) The institutional framework does not facilitate planning at the national, regional and local levels, As a result there is inadequate flow of information and lack of public participation in planning.



Reasons (contd)

- (2) Approach to planning was ad-hoc, and as such (a) co-ordinated comprehensive approach was not taken.
- (3) Until recently we were not in control of most of our resources.
- (4) Lack of adequate personnel to undertake planning.

For System to Work we Need to

- (1) Most framework at national, regional and local levels and with aid of development support communication encourage the formation of local democratic institutions to represent particular interest within the regions.
- (2) These institutions will provide the planners with the hopes and aspirations of the people in the formulation stage and supply the necessary feedback for the review of policies.



WORKSHOP IN AGRICULTURAL PLANNING AND POLICY ANALYSIS

POLICY ANALYSIS AND DECISION -
M A K I N G P R O C E S S E S :

Their conceptualization as essential
elements of the planning process

P. Lizardo de las Casas
Latin American and Caribbean
Agricultural Planning and
Policy Analysis
Project Coordinator -
PROPLAN/IICA

S P O N S O R E D B Y

STATE PLANNING COMMISSION MINISTRY OF AGRICULTURE
INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES

GEORGETOWN, GUYANA
DECEMBER 04, 1979

POLICY ANALYSIS AND DECISION - MAKING PROCESSES :

Their conceptualization as essential elements of the planning process

P. Lizardo de las Casas

Our central topic of discussion was the planning process as a whole yesterday. We indicated that planning is conditioned by the totality it tries to change. We looked at that totality and planning within it. We conceptualized the planning process as a process for rationalizing governmental action in order to regulate and accelerate the countries' economic and social development. This served as a basis for presenting three complementary views of the planning process:

- the planning process as a continuous policy producing process
- the planning process as the integrator of two processes: policy analysis and decision-making
- the planning process as characterised by the formulation, implementation and control of policies.

We agreed that planning is more than plan, program or project preparation. It is elaboration, design, activation, supervision, revision and evaluation readjustment and reformulation of policies. Then planning is a continuous policy - producing process. It is conditioned by the historical evolution of each country's socio-economic and ideologico-political processes. The main actors in the planning process are not just planners but decision-makers, executors and socio-economic agents. The main task of planners is to constantly advise the political-administrative system, proposing policy alternatives and policy measures consistent with both government's doctrinal position and the existing socio-economic situation.

Allow me, to use this summary as framework to make a short comment on your discussion about the role of planner you had yesterday. We should agree that the approach outlined requires a very active role for planners. It is a very challenging one and in order to accomplish it planners have to motivate participation of different groups: representatives of strategic groups of the socio-economic system; decision makers as well as executor elements of the

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The first section contains several lines of text, including what might be a header or introductory sentence. The characters are too light to read accurately.

The second section follows, continuing the text with more lines of illegible characters. There are some faint, larger characters that might be words, but they cannot be identified.

The third section consists of a few more lines of text, appearing as a distinct block within the overall document structure.

The final section at the bottom of the page contains the last few lines of text, which also remain illegible due to the same quality issues.

political-administrative system; and other planners. For this purpose it is important that all these groups have a clear understanding of the planning process and the role they should play on it. I hope the discussion about a passive versus an active role of planners you had yesterday was not in terms of whether planners should or should not replace any of those groups. If planners think that to be more active means to replace any of those groups, that would mean to move away from participation. If I understood correctly what almost all of you are looking for is what I would call "participatory planning".

I am sure this will come again in your discussion today. I am very glad it came the first day because you have gone right to what I consider the heart of the matter. Let me move on to the topic we have been assigned for our meeting today: Conceptualization of the Elements of the Planning Process.

POLITICAL - ADMINISTRATIVE AND PLANNING SYSTEMS

Governments are forms of expression of the political system created to perform technical-administrative functions. Here, they are referred to as the political-administrative system. Governmental actions take form when decisions are made on policies in different fields and at different administrative levels. Thus, any governmental decision at the national level related to agriculture, must be made tangible at regional levels and in concrete areas. The multisectoral inter-connections of the socio-economic process that is to be affected must always be taken into due consideration.

The decision-making elements and the executor elements are the two important groups of the political-administrative system. The first participates in the planning process by making decisions that will affect the socio-economic system; it includes the president, ministers, vice-ministers, national directors of specific areas (research, extension, agrarian reform, marketing, credit, etc.) regional directors, etc. The executor elements are the specialized technicians that are responsible for administering and proposing specific technical directives for carrying out the approved policy measures and who, at the same time, support the decisions made on actions specific to their fields of technical specialization. The actions of these executor elements do

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial statements. This includes not only sales and purchases but also expenses, income, and transfers.

The second part of the document provides a detailed breakdown of the accounting cycle. It outlines the ten steps involved in the process, from identifying the accounting entity to preparing financial statements. Each step is explained in detail, with examples provided to illustrate the concepts.

The third part of the document discusses the various types of accounts used in accounting. It categorizes accounts into assets, liabilities, equity, revenue, and expense accounts. It also explains the normal balances for each type of account and how they are used to calculate the net income or loss for a period.

The fourth part of the document discusses the importance of the double-entry system. It explains how every transaction is recorded in two accounts, one as a debit and one as a credit, to ensure that the accounting equation remains in balance. This system helps to detect errors and ensures the accuracy of the financial records.

The fifth part of the document discusses the various methods used to record transactions. It covers the journalizing process, where transactions are recorded in a journal, and the posting process, where the journal entries are transferred to the ledger accounts. It also discusses the use of T-accounts to visualize the debits and credits for each account.

The sixth part of the document discusses the importance of adjusting entries. It explains how these entries are used to record accruals, deferrals, and other adjustments that are necessary to ensure that the financial statements reflect the true financial position of the company at the end of the period.

The seventh part of the document discusses the various types of financial statements. It covers the balance sheet, income statement, statement of retained earnings, and statement of cash flows. It explains how these statements are prepared and how they provide valuable information to stakeholders about the company's financial performance and position.

The eighth part of the document discusses the importance of internal controls. It explains how these controls are designed to prevent and detect errors and fraud, and to ensure the accuracy and reliability of the financial information. It covers various types of controls, such as segregation of duties, authorization, and physical controls.

The ninth part of the document discusses the various methods used to analyze financial statements. It covers ratio analysis, trend analysis, and other techniques that are used to evaluate the company's financial performance and compare it to industry benchmarks.

The tenth part of the document discusses the various methods used to manage cash. It covers the cash cycle, cash budgeting, and other techniques that are used to ensure that the company has sufficient cash to meet its obligations and invest in growth opportunities.

The final part of the document discusses the importance of ethics in accounting. It explains how accountants have a responsibility to provide accurate and honest financial information, and how they should adhere to a code of ethics to ensure the integrity of the profession.

3.

not constitute part of the planning process but are supported by the elements of the planning system.

The political-administrative systems in most Latin American and Caribbean countries have created technical advisory groups for different fields of specialization and at the different administrative levels. These groups are called planning units. The integration of these units at a technical level to ensure coherent products, has been defined as the planning system which advises the decision-making elements on the policies to be adopted in order to regulate and accelerate a country's economic and social development.

As we indicated yesterday, taking into consideration our conceptualization of planning as a process for rationalizing governmental action to promote socio-economic development, we define the structural element of the planning process as the planning system and the political-administrative system. Both the planning and the political-administrative systems are essentially characterized by the processes they generate. Thus, the planning process should be characterized by the very essence of its structural elements, rather than by the apparent aspects of those elements. Hence, reference to the planning system is in terms of the policy analysis process, whereas when referring to the political-administrative system, one refers to its decision-making process.

By the policy analysis process, we mean the process of transformation of fundamental inputs of the planning system (socio-economic situation and the government's doctrinal position) into its products (policy alternatives) characterized as response functions of the socio-economic agents that establish the bases for the social benefits and costs of each alternative. The decision-making process is that process which transform these fundamental inputs of the political-administrative system into its products (adopted policies) that give form and content to the transformation of the socio-economic reality.

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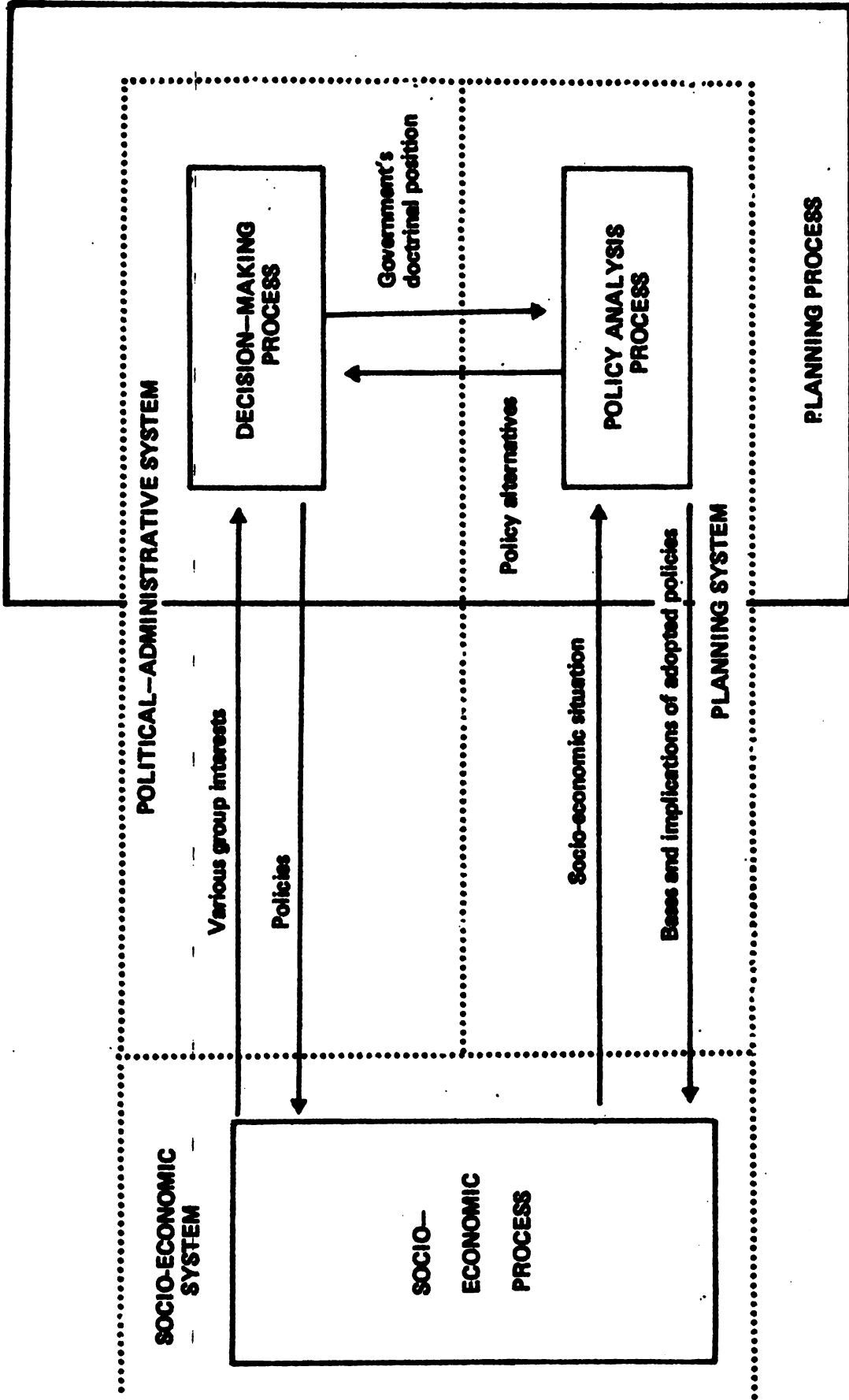
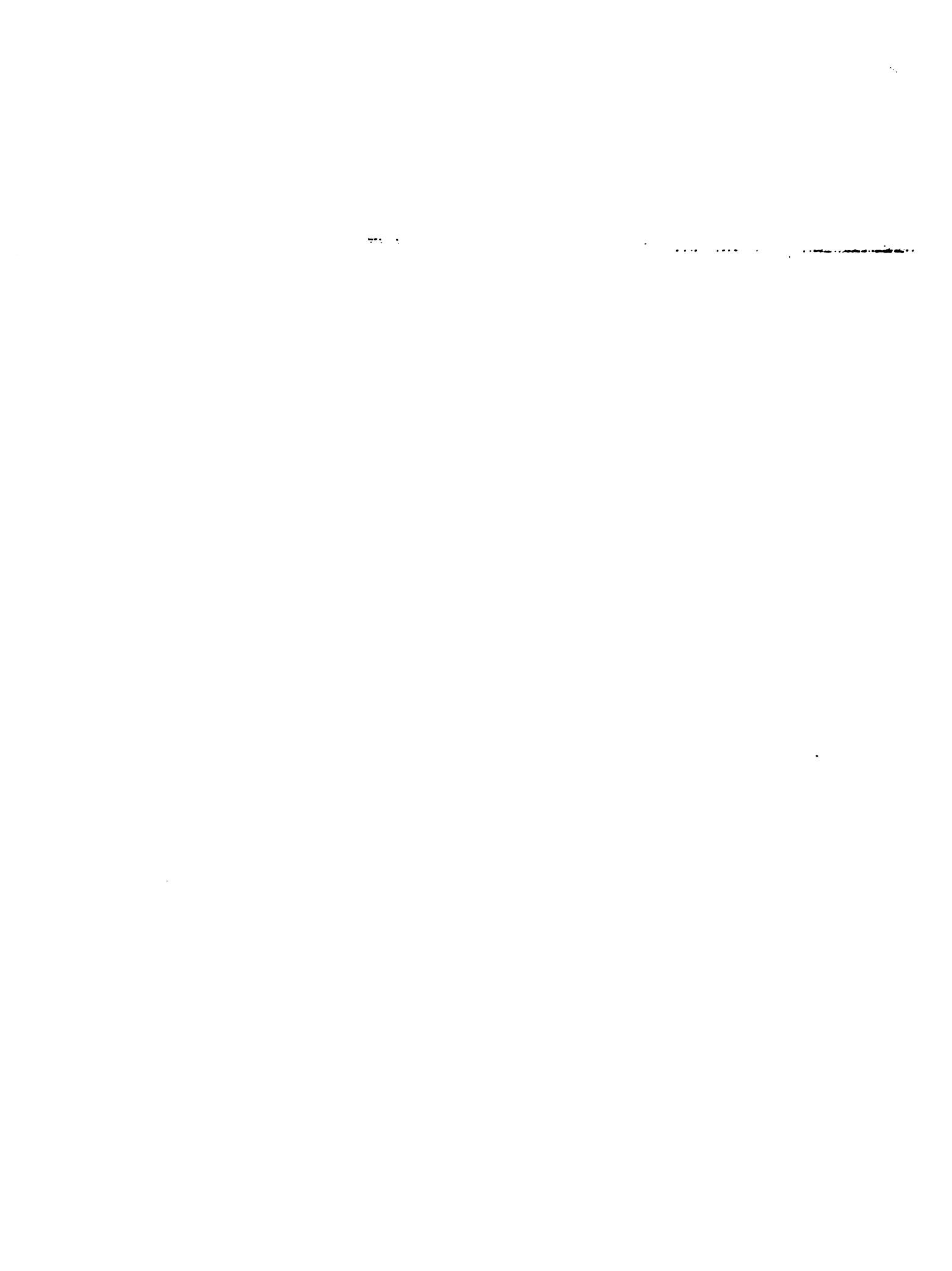


Fig. 8 Elements and relationships of the planning process



THE DECISION - MAKING PROCESS

We have said that the decision-making process is usually very complex, involving many contradictory interests and many influence sources, both internal and international (external events and foreign pressure). The fact that the planning and political-administrative systems are not homogeneous must be acknowledged. They have been presented in a simplified manner in order to be able to grasp the essence of the complexity of the many structures, processes and relationship. In order for the planning system to be effective, the political-administrative system must be internally coherent as for as its doctrinal position goes.

The inputs that activate the decision-making process are: first, the interest of various groups having access to and influence over those that make decisions; second, the alternative policies and policy measures that are provided by the planning system; and finally, the preception held at this level of the doctrinal position.

The importance of the products (alternative policies) of the planning system at each administrative level of the decision-making process will depend primarily, on the degree of coherent between those products and the government's doctrinal position and the political-administrative systems conviction that they reflect the socio-economic problems they wish to affect. This is what determines the political viability of the products of the planning system. Moreover, use will be conditioned by the importance given them by the political-administrative system as inputs for the decision-making process.

POLICY ANALYSIS PROCESS

As we have already indicated the planning system is conceived of as the technical elements of the planning process with the aim of constantly advising the political-administrative system, proposing alternative policies and policy measures that are consistent with both the government's doctrinal position and the existing socio-economic situation. Then the primary task of the planning system is to generate a policy analysis process that provides integral coherence to its products.

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The efficiency of the planning system depends on the degree of the integral coherence accorded by the policy analysis process to its products. This is described as:

- (i) formal coherence or internal consistency; and
- (ii) an adequate correlation with the evolution of the political process and the socio-economic process.

The formal coherence or internal consistency is based on the technical capability (human and information resources) to generate the pertinent policy analysis process. This situation should be studied at the level of planning units, both individually and as integral components of the planning systems.

In the planning unit, formal coherence refers principally to the consistency which should exist between policies defined within their corresponding area of action at the three stages of the planning process (formulation, implementation, and control). This is mainly concerned with the temporal dimension (long, medium and short-term policies) of each policy area.

For the planning system, formal coherence means the consistency which should exist among different policy areas (structural or developmental policies such as: agrarian reform and settlement, productive and natural resources, research, extension etc; and stabilizing policies or those to deal with occasional special problems such as: prices, credit, subsidies and incentives, salaries, taxes, etc.) and different spacial levels (national, regional, local etc.) within their multisectoral and sectoral dimensions, as well as for the three stages of planning.

A certain relationship exists between the long and medium-term policies and the structural (or developmental) type of policy, and between short-term policies and stabilizing policies (or those for occasional special problems). Although both sets should be considered jointly, perhaps major consideration is given to developmental policies in the formulation stage where there is need for description of the possible scope of the variables that characterize the stabilization policies. However, more emphasis is given to the latter during the implementation stage. Care should be taken to ensure that daily decisions be in line with the margins established during the implementation stage. Care should

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for ensuring transparency and accountability in financial operations. This section also highlights the need for regular audits and reviews to identify any discrepancies or irregularities.

2. The second part of the document focuses on the role of management in overseeing the organization's financial health. It stresses that management should establish clear policies and procedures for financial reporting and control. Additionally, it encourages management to foster a culture of integrity and ethical behavior throughout the organization.

3. The third part of the document addresses the importance of communication and collaboration between different departments. It notes that effective communication is crucial for ensuring that all stakeholders are informed and aligned with the organization's financial goals. This section also discusses the benefits of cross-functional teams and regular meetings to discuss financial matters.

4. The fourth part of the document discusses the role of technology in financial management. It highlights how modern software solutions can streamline financial processes, reduce errors, and provide real-time data for decision-making. This section also mentions the importance of data security and privacy in financial systems.

5. The fifth part of the document concludes by summarizing the key points discussed and reiterating the importance of a strong financial management framework. It encourages the organization to continuously monitor and improve its financial practices to ensure long-term success and sustainability.

be taken to ensure that daily decisions be in line with the margins established during the formulation stage for the stabilization policies in order to assure consistency.

Socio-economic and political coherence refers to the need to assure the appropriateness of alternative policies and policy measures submitted by planning system elements, as applied to existing possibilities for national development, from both the socio-economic and political points view. The appropriateness of the planning system's products, as applied to the evolving socio-economic process (in terms of the socio-economic situation) will determine its socio-economic viability. The appropriateness of the planning system's products, as applied to the evolving political process (in terms of the government's doctrinal position) will determine its political viability.

This implies that the planning system must be in constant contact with the agents of the socio-economic system and with the decision-making and executor elements of the political-administrative system. This requires that the planning system have a flexible and comprehensive information system, the products of which should be adapted to each stage of the planning process and to each administrative level of the planning system.

There are three steps to the policy analysis process;

- (i) collection and systematization of information;
- (ii) drawing up alternatives; and
- (iii) discussion of the results.

These steps or phases essentially characterize the participation of the planning system in the formulation, implementation and control stages.

The 'collection and systematization of information' requires a specification of the needed information based on the theoretical framework of the sector's development (socio-economic and political processes), its organization into categories, an estimation of its parameters and relationships, as well as its organization within the given theoretical framework.

1. *Staphylococcus aureus* (Staph aureus) is a Gram-positive, spherical bacterium that is commonly found on the skin and in the nose of humans and animals. It is a facultative anaerobe, meaning it can grow with or without oxygen.

2. *Staphylococcus aureus* is a facultative anaerobe, meaning it can grow with or without oxygen. It is a Gram-positive, spherical bacterium that is commonly found on the skin and in the nose of humans and animals.

3. *Staphylococcus aureus* is a Gram-positive, spherical bacterium that is commonly found on the skin and in the nose of humans and animals. It is a facultative anaerobe, meaning it can grow with or without oxygen. It is a facultative anaerobe, meaning it can grow with or without oxygen.

4. *Staphylococcus aureus* is a Gram-positive, spherical bacterium that is commonly found on the skin and in the nose of humans and animals. It is a facultative anaerobe, meaning it can grow with or without oxygen. It is a facultative anaerobe, meaning it can grow with or without oxygen.

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6. *Staphylococcus aureus* is a Gram-positive, spherical bacterium that is commonly found on the skin and in the nose of humans and animals. It is a facultative anaerobe, meaning it can grow with or without oxygen. It is a facultative anaerobe, meaning it can grow with or without oxygen.

'Drawing up alternatives' refers to the use of the information based on an analytical scheme in order to simulate the reaction of the socio-economic agents and the executor elements of the political-administrative system to the alternative policies, policy measures and specific actions being studied. Generated responses should serve to estimate the benefits and cost of each alternative being tested.

'Discussion of results' refers to the process of consultation concerning suggested alternatives, to be carried out internally by the planning system's elements (national, regional and local) as well as with the executor elements of the political-administrative system and representatives of designated strategic groups of the socio-economic system.

In this manner, planning units could generate alternative policies and policy measures with at least some degree of participation of other planning units, of elements of the political-administrative system and strategic agents of the socio-economic system.

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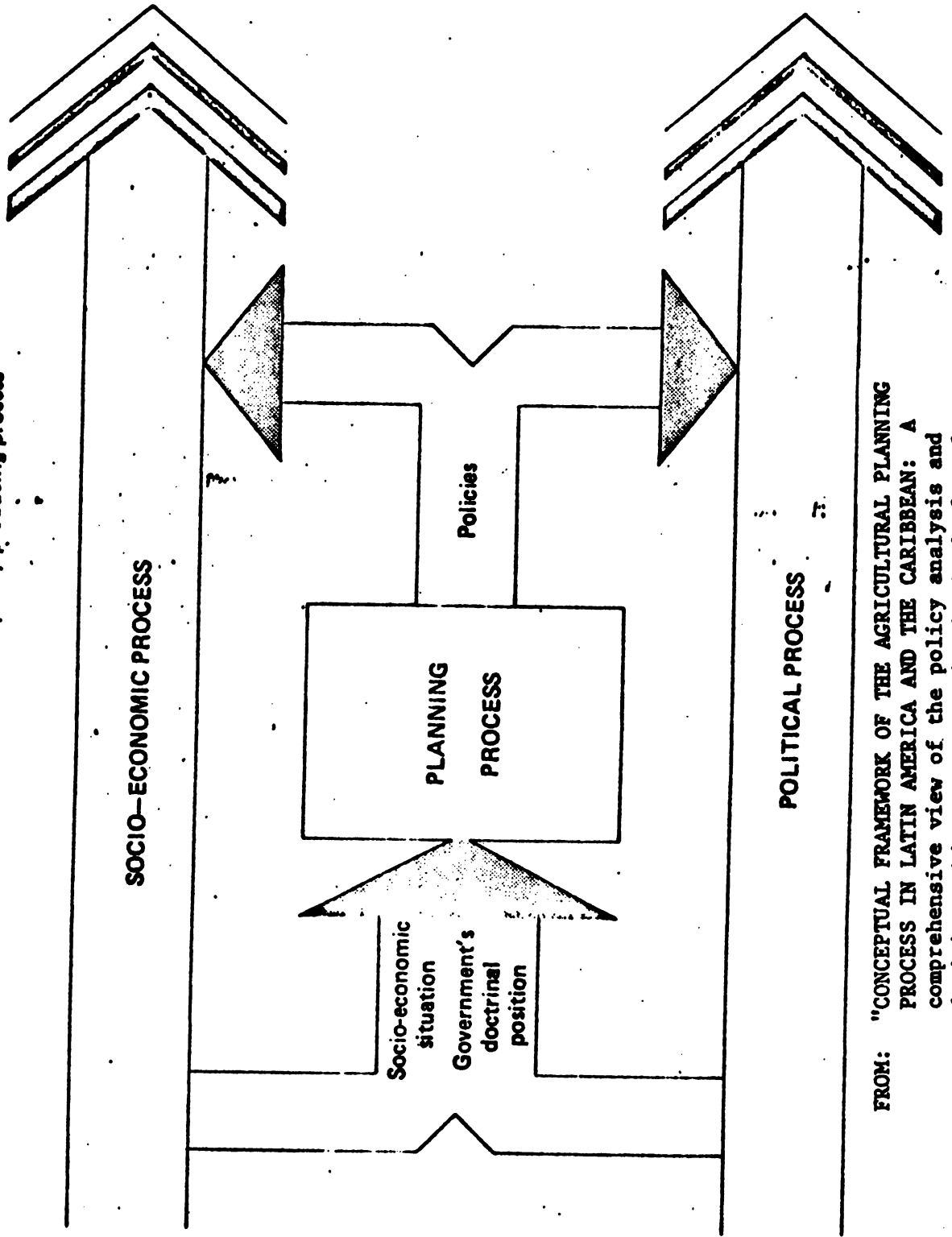
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Fig. 1 Planning process as a continuous policy-producing process



FROM: "CONCEPTUAL FRAMEWORK OF THE AGRICULTURAL PLANNING PROCESS IN LATIN AMERICA AND THE CARIBBEAN: A comprehensive view of the policy analysis and decision-making processes in the Agricultural Sector."

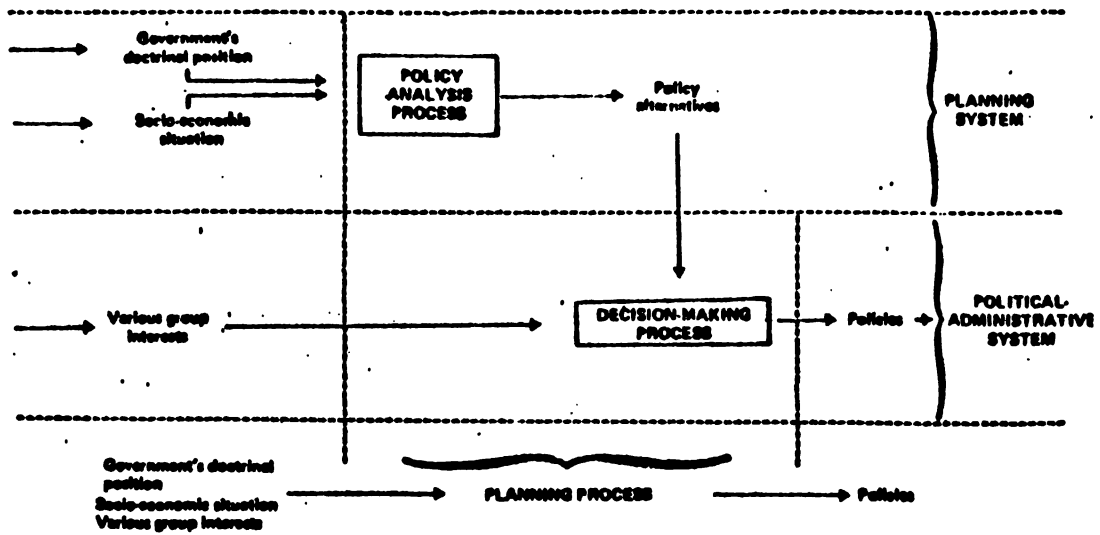


Fig. 3 Comprehensive view of the planning process: policy analysis and decision-making process

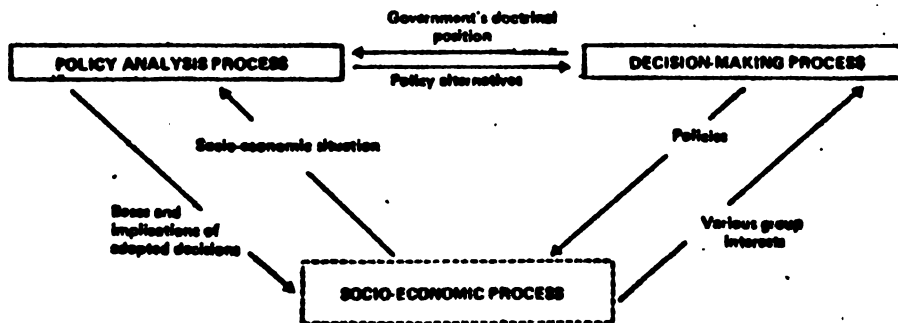
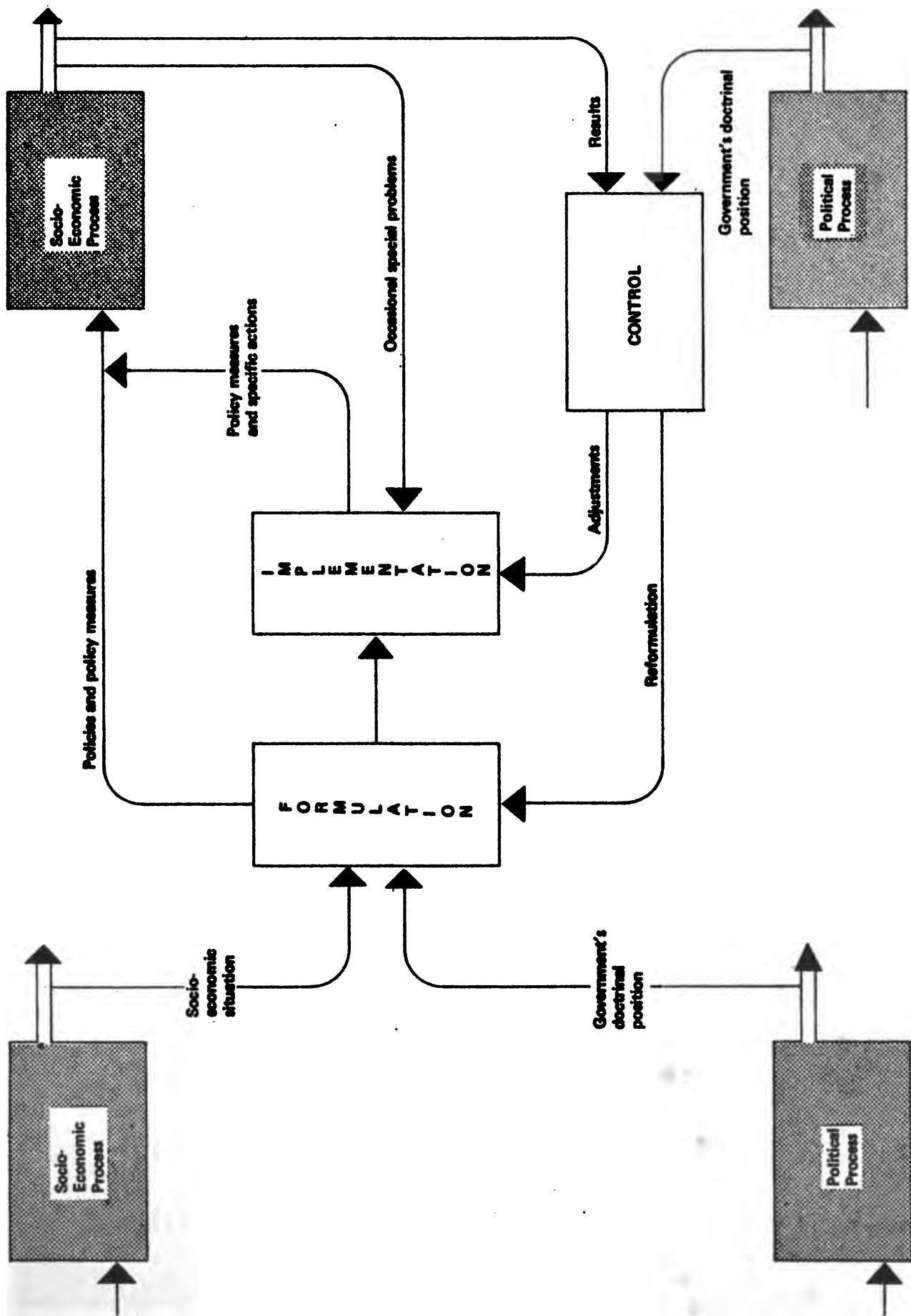


Fig. 4 Essential elements of the planning process (policy analysis and decision-making) and their relationships to the socio-economic process

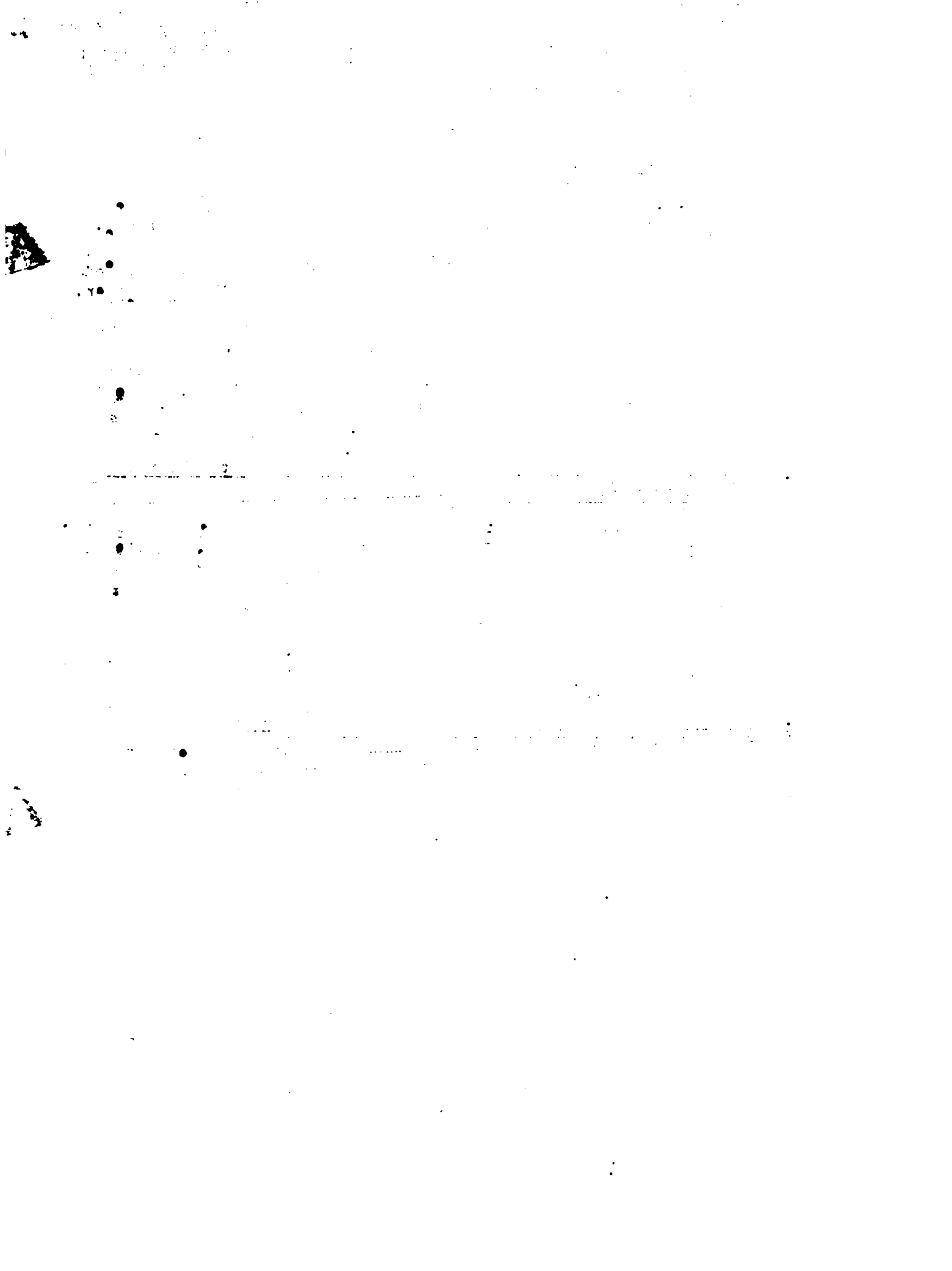
FROM: "CONCEPTUAL FRAMEWORK OF THE AGRICULTURAL PLANNING PROCESS IN LATIN AMERICA AND THE CARIBBEAN: A comprehensive view of the policy analysis and decision-making processes in the Agricultural Sector."

Fig. 5 Dynamics of the planning process





1. Exposition of the essential elements in the planning process
- please see figure 1 adapted from Dr. de Las Casas
2. Strategies to harmonise the relationship between planners and decision makers
 - (a) Lack of an understanding of Governmental objectives/policies between Politicians and Planners - A need to have a clear comprehensive document stating objectives of the Government (Declaration of Sophia not adequate).
 - (b) Decentralisation of planning, including exposure of planners to local conditions so as to have an appreciation of the socio-economic situation.
 - c e.g. siting of an artisan well. Politicians may wish to site well in a community so as to gain political support. On the other hand the planners/technical officers may not go along with the idea - a conflict - producing situation. The planners will have to explain the technical constraints to a political decision. Also the decision-maker must be receptive to this information.
 - (c) Hence the need for political education for planners with respect to the Government's ideological position. Also the need for politicians to appreciate the importance of the technical inputs of the planners.
3. The Role of Planners to Improve Participation In the Planning Process at Various Levels
 - (a) At Regional level-Active planning at the regional level even if the planning is very rudimentary. This will help to channel the ideas and needs of the regions.
 - (b) Publication of plans-Community meetings etc. Necessary because there is often a great gap between what is going on in the field and what the people knows. Hence the need for development support communications to disseminate of project information.
4. Generation of Information in the Planning Process
 - (a) Need for coordination in the data collection efforts of data collection agencies.
 - (b) Need for statistics to be kept by regional officers and fed into a central data bank.
 - (c) Need for data for planning varsus data collected for general purposes.



GROUP NO. 2

1. Elements of the Planning Process and relationship with Socio-Economic System.
 - (i) Decision making process-Political administrative system
 - (ii) Policy analysis process
 - (iii) (i) & (ii) should be informed by the doctrinal position of Government. The planning process should seek to integrate the decision making process and the policy analysis process clarifying at the same time the Government's doctrinal position.

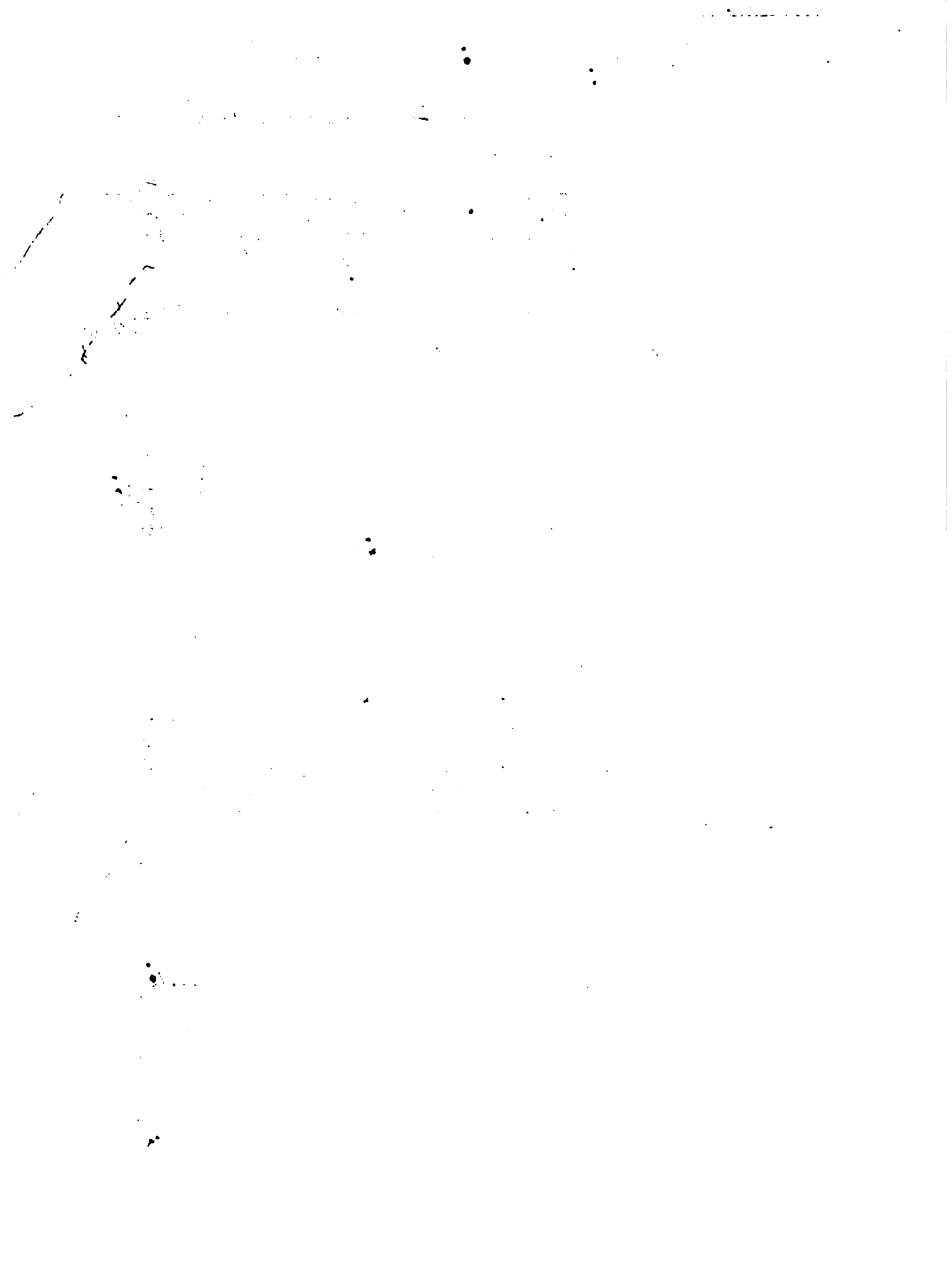
In this regard the structure of the system should allow for the fullest participation of the widest possible segments of the population at national, Regional and Local levels.

At the same time active sectoral units should be operated and their work should be fully integrated.

At all times the policy analysis and decision working processes should be informed by socio-economic realities. It seems necessary for the best results that the relationship between the political administrative and socio-economic processes be both practical and consistent.

The group was satisfied that the decision making and policy analysis processes do exist in Guyana e.g. the Grain Legume Programme which arose out of the doctrinal position was handed down to the planners for analysis and formulation of a programme with the active involvement of agents at the National, regional and local levels. This type of involvement and consultation should take place generally at all stages i.e. formulation, implementation and control.

The decision making process should serve to facilitate the free flow of fundamental inputs from the various interest groups within the socio-economic system through the policy analysis process.



2. What planners can do to achieve greater participation at all levels e.g. people, technocrats and decision makers:
- (i) Decisions taken should be made tangible especially at the Regional level. (This automatically includes the local or community level).
 - (ii) There should be widest areas of consultation and an active system of down flow of information into the socio-economic area as well as up flow of information to the political administrative area at its two levels - executive (political) and administrative (technical/administrative).
 - (iii) The firm establishment of sectoral planning units at the central and regional levels to strengthen the processes of integration and co-ordination at both levels with the active and sympathetic assistance of the planners. If participants and beneficiaries get the impression over a period of time that the planning process or function is diffused rather than isolated or centralised, the planning process would win greater understanding, support and acceptance from the people, technocrats and the decision makers themselves. Planners should actively seek therefore to democratise the process of planning and seek the widest involvement of technocrats whose areas of specialities constitute important and integral facets of the planning function.

3. Strategies for solving the problems of divergence

Ideological compatibility is considered very desirable and significant between planners and the decision makers. This is not at all times achievable but with orientation and the application of professional ethics there can be some measure of coherence so that the planners can make more explicit government's doctrinal position and the policies and programmes which flow from there.

4. Information - How can this process be strengthened to actively support the planning function.
- (i) The information system should be intensified (DSC and conventional dissemination)
 - (ii) Not a clear line of democratisation in people's minds as regards political support and personal benefits
 - (iii) Practical approach required to analyse the situation arising from (ii) above and efforts should be made to plan to satisfy the apparent need for larger doses of information into the Socio-Economic process.



-3-

- (iv) Regional System can aid the flow of information
- (v) There should be established a mechanism for the Co-ordination of statistical units and active liaison with the State Planning Secretariat.

S. HAMILTON
Co-ordinator.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes the need for transparency and accountability in financial reporting.

2.

Methods of Participation

Motivation

- Worker Participation - not union level participation
- Planners could assist the motivation process by selling - development strategies from their economic and technical standpoint.

The Decision Making Process

1. The decision making process functions by selecting the most appropriate alternatives to arrive at policies
2. The policy alternatives that are fed to the Decision Makers through the Policy producing process are arrived at through a rationalisation of the Government Doctrinal Position and the Socio-Economic situation.
3. The Inter-relationship of the two Process-the Decision Making and policy Analysis forms the Planning Process which influence the evolution of the Socio-Economic Process.
4. The Policies which are fed into the Socio-Economic Process from the Decision Making Process are subject to the review of its implementation by a control mechanism.

Role of Information in the Planning Process

1. Supply of Quantitative Data to Planners.
2. Indicate to Planners and Decision Makers the dominance of the various interest groups.
3. Indicate to Decision Making Planners the reactions and aspirations of the various units (Individual and Groups in society).
4. To motivate by creating an awareness for the realisation of targets set out by planner.

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WORKSHOP IN AGRICULTURAL PLANNING AND POLICY ANALYSIS

STAGES OF THE PLANNING PROCESS

Héctor R. Barreyro PhD.
DIRECTOR
IICA OFFICE IN GUYANA

SPONSORED BY

STATE PLANNING COMMISSION

MINISTRY OF AGRICULTURE

INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES

GEORGETOWN, GUYANA
DECEMBER 5, 1979

STAGES OF THE PLANNING PROCESS

I INTRODUCTION

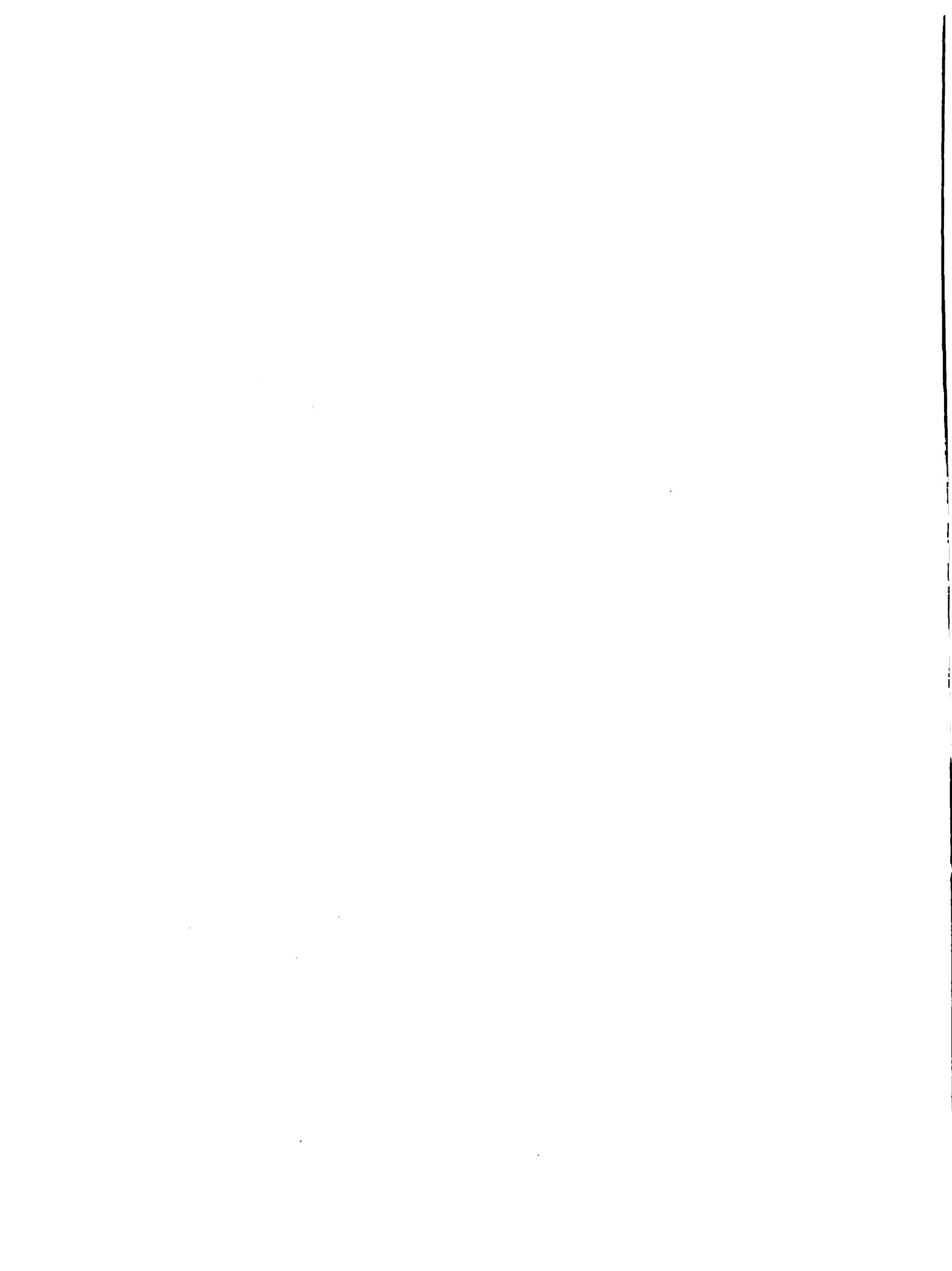
The period after the world war II, brought about the clear understanding that the market mechanism was inefficient, unreliable or irrelevant to solve the problems now encountered by developing nations. Some of the arguments were that the price system was rudimentary in most underdeveloped countries and that therefore the market forces were not strong enough to generate the changes needed to speed up development. However, it is believed that, and this was probably the strongest arguments, the determination of the amount and composition of investment was far too important to be left to be determined by a number of individual investment decisions. The task of development entails large structural changes over long periods of time and not just short run marginal adjustment.

It was a logical trend therefore that in order to bring about economic development

' . . . complete reliance on market forces could not be expected to bring about the desired level of economic development, and that elected governments would have to play a more positive role in the development process. It was in this way that the need for some sort of planning evolved.' (3 pp 30)¹.

Some noted scholars like Oscar Lange, commenting on the problems of economic development stressed that "in countries following a national revolutionary patter, economic development must be properly planned,

1. Number in brackets refer to the reference last at the end of the document and the page number.



because economic development would not, under historic conditions existent, take place by itself automatically. Consequently, it must be planned (3 pp 44).

The argument of the need to command the market forces, has then introduced the need to set up, organise and systematise a method for planning.

The needs for planning have arisen also on the problems of economising scarce resources, and more important lately, for preserving natural resources.

Planning is then considered ". . . an organised conscious and continual attempt to select the best available alternatives to achieve specific goals and therefore involve the economising of scarce resources" (3, pp 27).

Planning has emerged as a tool of policy in countries of very different backgrounds culturally as well as in their stages of economic development. In these areas the major object of planning was set at overcoming economic backwardness and promoting long run structural transformation of social and economic structure.

Planning will provide the possibility of making an explicit evaluation of realistic alternatives which are confronted by a country and set forth what the implication of this policy alternative are in the context of aiding a decision-making process. In the underdeveloped world, where economic development is very much linked with structural changes governments have increasingly sought to apply methods of planning.

A dictionary defines a plan as an "arrangement for doing or using something considered in advance". (O. ADV.). Taking this definition into the context of a national plan it can be defined as follows:
"In essence, a plan is a body of economic and social policies expressed in quantified targets and defined tasks" (8, p 5).

However a plan, the subject matter of planning, is one of the elements of the Planning process, the process involves the formulation of the plan, implementation and organisational aspects of planning and the control or monitoring of the evolution of the execution of the plan.

It is understood however, that planning is also a matter of degree which varies widely. On one hand we had centrally planned economies where most labour, material and equipment resources are allocated by the government. There are also private enterprise economies in which planning means essentially a projection by the government of the economic activity and the influence in the rate of growth through fiscal and monetary policies. In between these two extremes there are very many different shades. Planning however contains at least the following two elements (4 pp 423):

- a. Direct utilisation by the government of savings to carry out investment and also the management of resources for production to establish the transformation of the social and economic structures.
- b. The implementation by government of policies measures to facilitate, stimulate, guide or control the activities in the private sector.

During recent years a general discussion has arisen among scholars and politicians as to the real merits of planning in achieving the high goals of economic development. It was apparent that the problems confronted by underdeveloped countries were in fact much more complex and different than commonly assumed; that there are limits to the progress that can be achieved without far-reaching changes in policies and approach at the international level (8, pp. 113).

2 THE CONCEPT OF A PLANNING PROCESS²

The concept of process expresses the idea of the mechanism, function of the component of a given system to operate with a given input and obtains a result.

The Planning process is therefore the rationalisation of the government's actions to accelerate and regulate the country's economic and social development (LC.)

3 THE STAGES OF THE PLANNING PROCESS

Planning is viewed here as a dynamic process by which the planning entities interact with the real world generating and constantly adjusting the planning output and planning structure to the present requirement of the overall socio-economic system.

Much has been said of the exaggeration of technocrats to impose on a country, levels of planning sophistication which may have been quite adaptable to sophisticated economies. The world of the underdeveloped is also extendable to the planning institutions. Planning capacity and the planning attempts to control the economic system should be related to the present endowment of the country human resources and the requirement of the economic policies.

² The presentation in the following pages draws hereby from documents (9, 10, 11, 12), that were produced by the PROPLAN Project.



The stages of the planning process can be grouped into the following three categories:

- Formulation stage.
- Implementation stage.
- Control stage.

Each of these stages are inter-related and Planners and Decision-makers participate in all of them. Their separation is purely analytical.

3.1 Formulation stage of the planning process

The formulation stages involve the activities generally known as planning. That is, the output of this stage is the set of policies and policies measures that will accelerate economic development. Chart No.1, that is a reproduction from (9) reflect the description of the overall process and the relationship among all the stages.

The activities involved in the formulation stage of the planning process are the following:

- (i) Identification of the socio-economic situation
- (ii) Identification of the Government's doctrinal position
- (iii) Definition of the orientation framework
- (iv) Analysis and proposal of policy alternatives
- (v) Policy definition.

A brief description of each of them and of their inter-relation follows:

3.1.1 Identification of socio-economic situation

Any well approached development plan, starts from a socio-economic diagnosis of the agricultural sector. This will serve as the basis for the definition of the hypothesis about the performance and historical evolution of the sector in terms of the regional and national context. A strong pre-requisit to any possible modification of the system is a perfect understanding of the capacity and functional operation of the



agricultural sector, and this is the object of this first stage. A diagnosis should include at least an inventory and description of available resources, an analysis of the working of the sector and a prognosis of how the sector will evolve providing no change in present agricultural policies. There may be several diagnosis depend-ng on the level of agregation of the analysis; global diagnosis, specific diagnosis, etc. This activity should be a constant preoccupation and be carried out on a continuous basis to provide a feed back of the evolution of the sector. It is also clearly identified and draws information from the research activities in the community.

3.1.2 Identification of government doctrinal position

The doctrinal position of the government should define the desired objective - image and the strategy for achieving it. In short the general framework of the agricultural policies which will enclose the policies to accelerate development. The doctrinal position of the government should define what is that it is required of the sector, what is its role in the overall economy (for instance in Guyana the development of the agri-sector is enclosed within the general policy of Feed, House and Clothing for the population).

3.1.3 Definition of the orientational framework

Based on the previous socio-economic and doctrinal diagnosis, a more precise definition is done of the types of policies and policy measures to be designed to correct the present situation into the projected one. This framework should define the sector's national and regional goals and objectives as well as define the areas where the action of the government will be concentrated. The orientational framework actually defines the strategy to operate the planning system so that it can produce the recommended policies and policy measures within the context of the government's doctrinal position. It goes further to define the desired characteristics of the product of each element of the planning system as well as ensure that they are all compatible in terms of realised activities.

3.1.4 Analysis and proposal of policy alternatives

This step is very much linked and dependent on the previous ones since it is here that the analysis of the present condition of the sector, along with the objectives of the government are put together to design the policy alternatives, that will change the sector into the desired condition. All the factors previously considered are rigorously examined and clarified in the light of simulated possible reactions from the sector. This reaction has to be carefully assessed in terms of the implication for the political-Administrative system.

The proposal of policy alternatives should include a set of alternative instruments making explicit the description of the projects specific actions and sources and amount of resources for their implementation.

3.1.5 Policy definition

The definition of the policies to be adopted is a function of the decision-making agents in the political-administrative system.

3.1.6 The formulation stage in Venezuela

In order to classify some of the elements in the present discussion about planning stages, a brief summary is now presented of the document "La Etapa de Formulación del Proceso de Planificación Agrícola en Venezuela" produced under the PROPLAN project in Venezuela (11).

3.1.6.1 Present agricultural planning system in Venezuela

The planning system in Venezuela has three basic levels:

- (a) Central, where all of the planning activities are coordinated.
- (b) Sectoral, located in each sector and depending from the Central Agency.
- (c) Regional, located in each of the political regions and related to the Regional Developing Corporation.

At the Central level, an agricultural sector office generates and coordinates planning activities with the private sector and with the sectoral unit located at the level of the Ministry of Agriculture. The agricultural planning office is responsible for planning in relation to the sector. Autonomus institutes under the Ministry of Agriculture have their programming offices.

3.1.6.2 The formulation of the agricultural plan

The first activity in the elaboration of the plan is the realisation of the sectoral diagnosis. This is an activity implemented at the central level through its technical offices. Therefore, a diagnostic study of the agricultural sector is implemented in this manner. Once the sectoral diagnosis have been completed they are analysed along with the 'Government Action Programme' (Government doctrinal position), to elaborate a tentative plan. This is done by the appointment of sectoral commissions which are integrated by the central agency that has the coordinating responsibility and the sectoral unit. In the case of the agricultural sector the team which is coordinated by the central planning agency is integrated by the Ministry of Agriculture Planning Unit plus the programming offices of the autonomus institute under the Ministry. A third step in the preparation of the plan involves the process of compatibilisation among sectoral plans to obtain the project of national plan.

After this compatibilisation among the sector is performed all of the sectoral plans are subjected to the opinion of public and private agencies related to the sector (agricultural unions, financial institutions, universities and individuals of outstanding experience). Once all of the observations are collected a document called the Tentative Sectoral Plan is prepared and submitted for its approval to cabinet. Once the Cabinet's consideration and decisions are completed the final and definite plan is published as a public document.

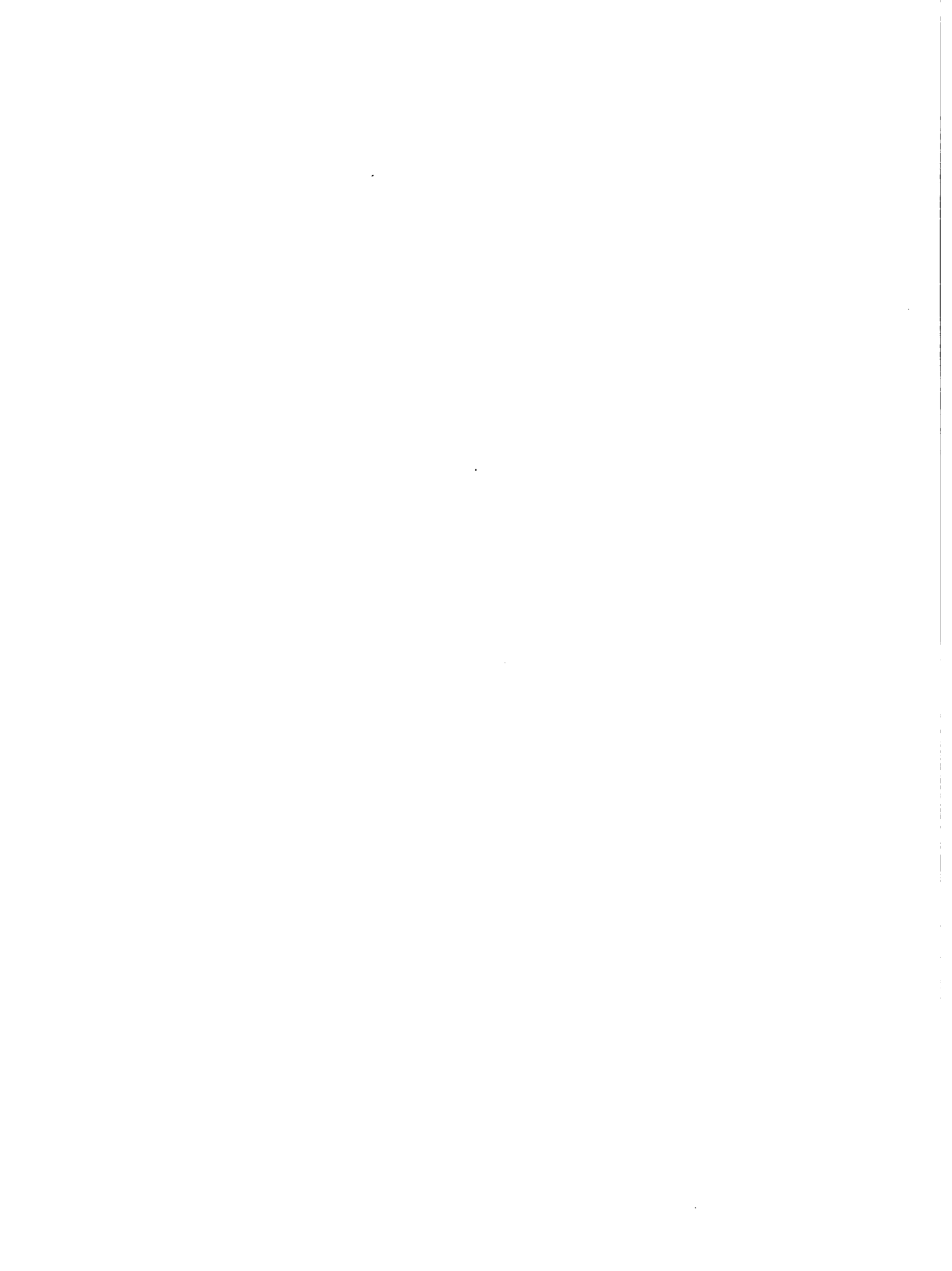
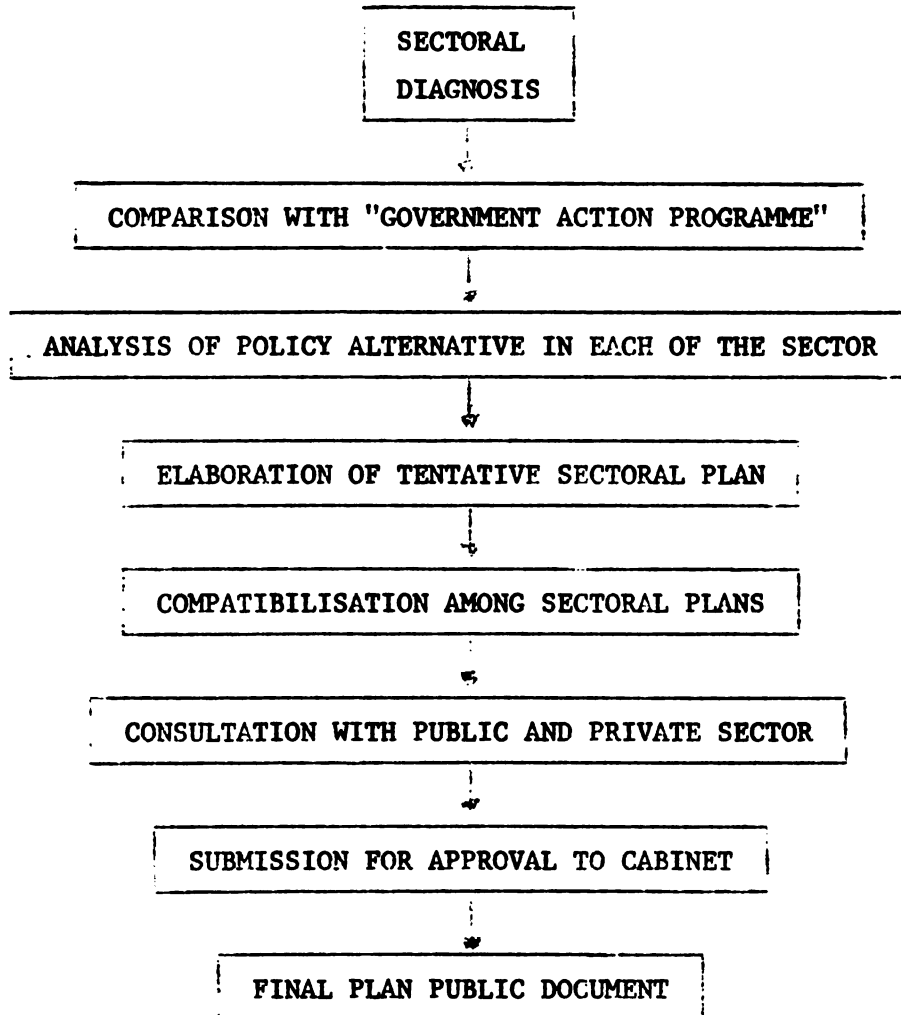
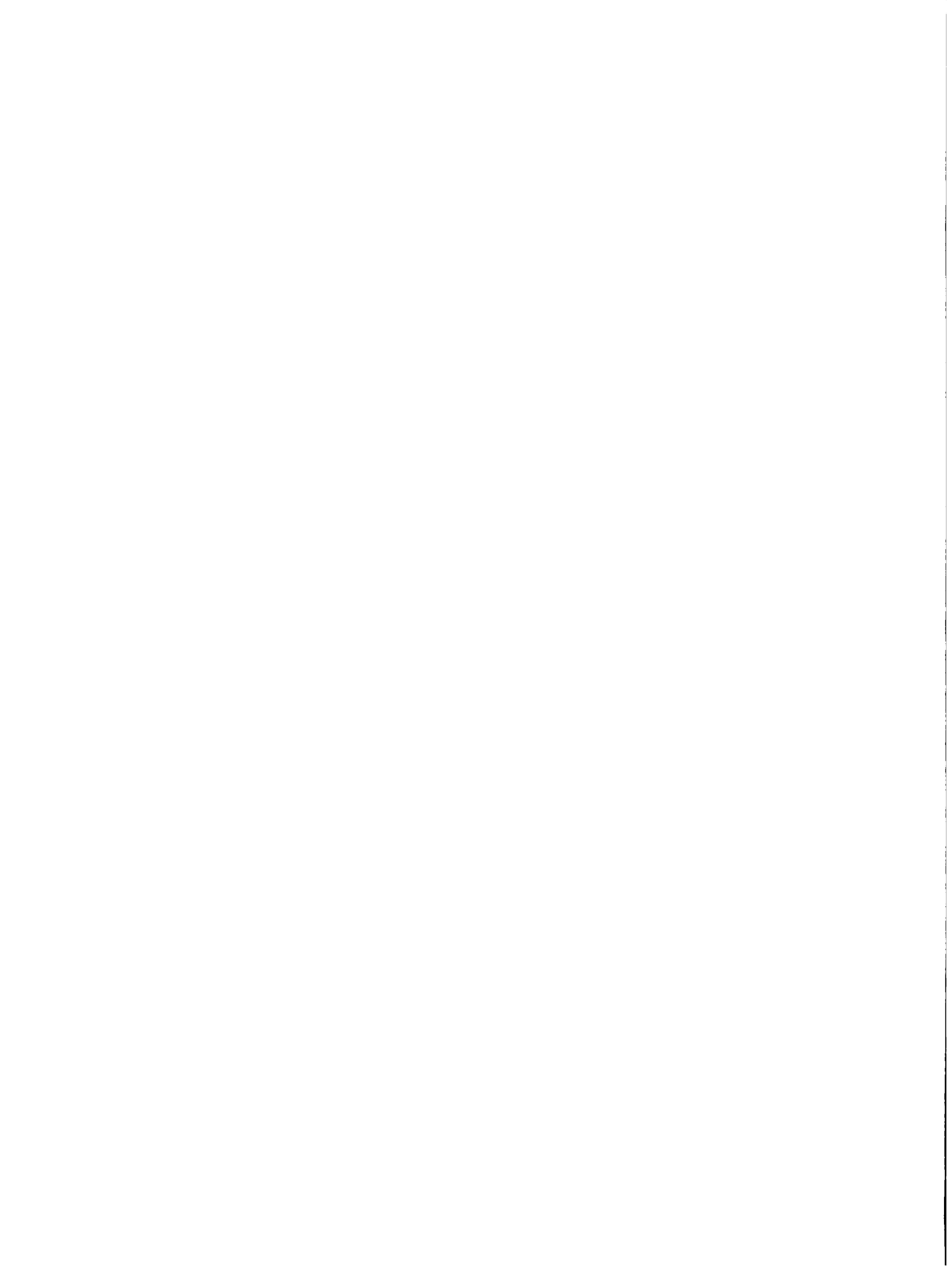


DIAGRAM 1

STEPS IN THE FORMULATION OF THE AGRICULTURAL PLAN
THE CASE OF VENEZUELA





3.2 Implementation stage of the planning process

This stage is not related to the execution of the agricultural policy measures. That is the responsibility of the sector institutions like ministries, corporations, etc. At this level, the planner take on the responsibility of ensuring the maximum efficiency in the execution of the proposed policies. There is an integration planner-executor to ensure that proper execution of the policies. This is a two way relation in which the planner intends to clarify and advise on the operationalisation required for execution and at the same time brings back content and relevance to the formulation and control stages.

Several activities can be defined as the competence of this stage of the planning process, they are: (i) promotion; (ii) specification and (iii) direction.

3.2.1 Promotional activities

Promotion, is understood at these levels as an information activity. It is directed, a disseminating and motivating related groups about the approved policies. It also ensures the role and participation of the expected executioners in the corresponding process.

The dissemination of the approved policies should be done under the direction of the decision-making elements of the political administrative system and is done according to the specific characteristics of the groups to be reached.

The activity of motivation are directed mainly to the executing agencies which will be responsible for carrying out a more detailed specification.

Therefore, the object of this level is to make sure that all the elements involved in the execution of the policies are properly briefed about their role in the execution and about the understanding of the policies and policy measures.

3.2.2 Specification activities

These activities are directed at organising the execution of the policies through actions carried out in common by-planner and exeuctors. In otherwords at this moment an operative programme is developed to carry out the execution. This operative programme involves the realisation of the following steps.

- (i) The breakdown of the activities to execute the policies into specific tasks.
- (ii) The tasks should then be organised in terms of the activities of the socio-economic system' and
- (iii) The allocation of resources and institutional responsibilities.

Once these requirements are completed annual work plans are developed for the public sector as well as operatives mechanisms for applying the policy measures.



3.2.3 Directional activities

These activities are connected with the support that the planners have to provide to the executing agencies. They are vital for connecting on-going difficulties that arise out of the execution and ensuring consistency in the decision being made.

The following are some of the tasks involved in these activities:

- (i) Analysis and advisory services to the decision-making elements.
Advice is provided by planners based on problem analysis to ensure that decisions taken are consistent with the framework of the agricultural policies established at the formulation stage. This is usually one of the most time consuming tasks for the planner who is constantly called to the decision-maker level to advise on current problems. Some of the problems are or may not be related to the policies formulated but they are new ones which need to be considered by the planning system. This process can be considered as a feed back mechanism from the real world to the planner in a flow that does not come from pre-formulated policies.
- (ii) Definition of adjustive measures by the decision-making elements.
- (iii) Coordination among executing agents. It is an activity directed at assuring that policies are applied. The coordination is extended also to the technical level to rationalise the decision-making process.
- (iv) Mutual support among elements of the planning system is required to carry out the directional activities at the respective administrative level. It may involve participation in related activities like basic studies, case studies, etc. which are to be used in other stages.

Also permanent training of the staff is carried out under these activities.



3.2.4 The implementation stage in Honduras (12)

In Honduras it has not yet been created a sectoral planning system for the agricultural sector. A national planning office 'The superior Council for Economic Planning coordinates and interact with a number of agencies but without a pre-established organigram for planning purposes.

Honduras has at present a National Plan for Agricultural Development which was formulated by the agencies of the government and includes the main body of agricultural policies.

The activities related to the implementation of this plan were, following our analysis, grouped into the areas of promotion, specification and directional activities.

(i) Promotional - The dissemination of the plan was done by formal seminars at several levels of the political-administrative system, They were coordinated by the Agricultural planning office of the council. Also and at a later stage a synthesis of the plan was published. (In terms of the efficiency of these actions, the opinion of the research was that they were not enough to assure a wide and thorough diffusion of the plan).

Action to motivate the relevant agencies participating were centered around the definition of their role and their responsibilities in the execution of the plan. Also actions related to support in the training of the human resources of the executing agencies.

(ii) Specification of the adopted policies. These activities were directed at organising the execution of the policies. This was accomplished by a disaggregation of the execution in specific tasks. As an example the policies related to Agrarian Reform were disaggregated into the following:

- (a) Allocation of Land (zoning according to land capability and basic infrastructure.
- (b) Programming of the distribution of the land. Production plans for families, farmers organisation, land settlements. etc.
- (c) Financing of the Agrarian Reform (in this case the most important source was the surpluses from forestry production).
- (d) Public support system for the settlements.
- (e) Legal form of the settlements.
A legal figure was to be defined for the associative enterprises.
- (f) Institutional programmes to support the settlements, like the programme for Zones Integral Development and the programme for Settlement and Agrarian Reform.

The specific tasks were then ordered in terms of the activities of the political-administrative system.

In the case of the Agrarian Reform Policies the execution are defined in terms of the:

- Exploitation and allocation of land
- Capacitation of farmers, and
- Management organisation.

They were also areas defined of credit technical assistance, irrigation, health, housing to support the settlements, etc. Other areas defined were related to the establishing of areas of integral development in the regions.

The last action of specification is the origination of responsibility of a National Agrarian Institute that also coordinate the actions with other agencies.



(iii) Directional activities.

The directional activities were grouped under the following areas:

Analysis and advising: These actions were directed to assist the special committee that was established to coordinate the execution of the plan. However the committee was not totally operative so that this action and the following definition of adjustive measures were not carried out completely. The committee was later replaced by an Agricultural Political Commission that commanded more authority. This commission set up a technical secretariat for advising purposes.

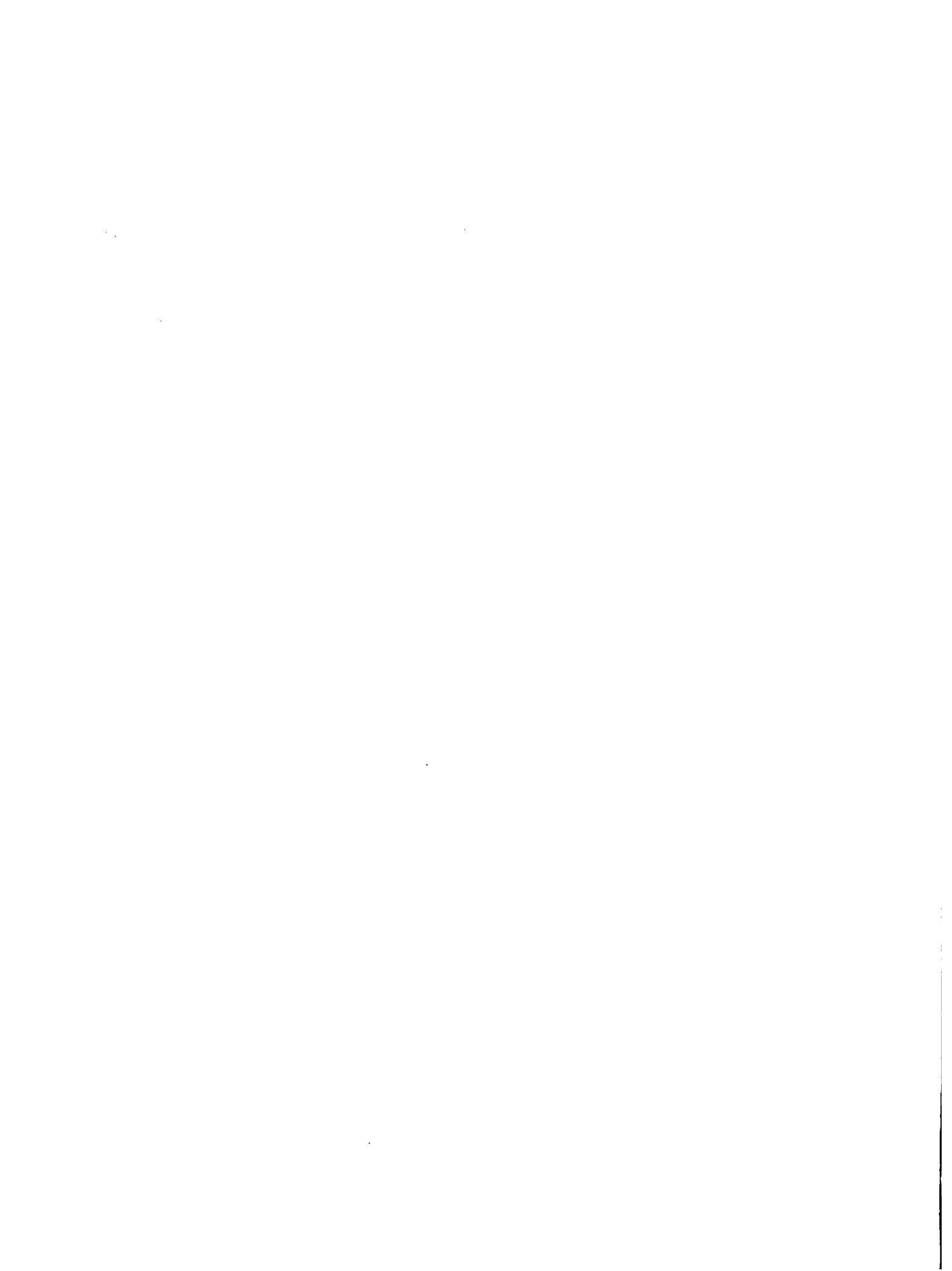
Coordination: As mentioned above this was the responsibility of a specific agency.

Support: It was considered as an activity of collaboration among the elements of the planning system. This was done with limitation in Honduras. One of the important actions was that related to training in the area of planning and project formulation and preparation. However this action was not organised on a continuous basis.

3.3 Control stage of the planning process

Control is understood to mean here the specification of a feed back system which is generated by the evolution of the socio-economic activities and those produced by the government's doctrinal position.

The control stage is characterised by the constant evaluation and revision of the policies and policy measures being executed. This information is fed back then to the decision-making element.



The following activities are included in the control stage.

3.3.1 Measuring the results of the evolution of the sector as well as the achievements of the Politico-Administrative System.

This activity should follow a specific methodology based on the categories and variables defined in the formulation and implementation stages. The agencies in the public sector like the statistical units, accounting and budgeting offices, etc. are to be mainly involved in the measuring of the results. It has to be stressed however that the activity of measuring results has to be clearly defined in terms of the scope, frequency and manner of the presentation as well as the agency's responsibilities.

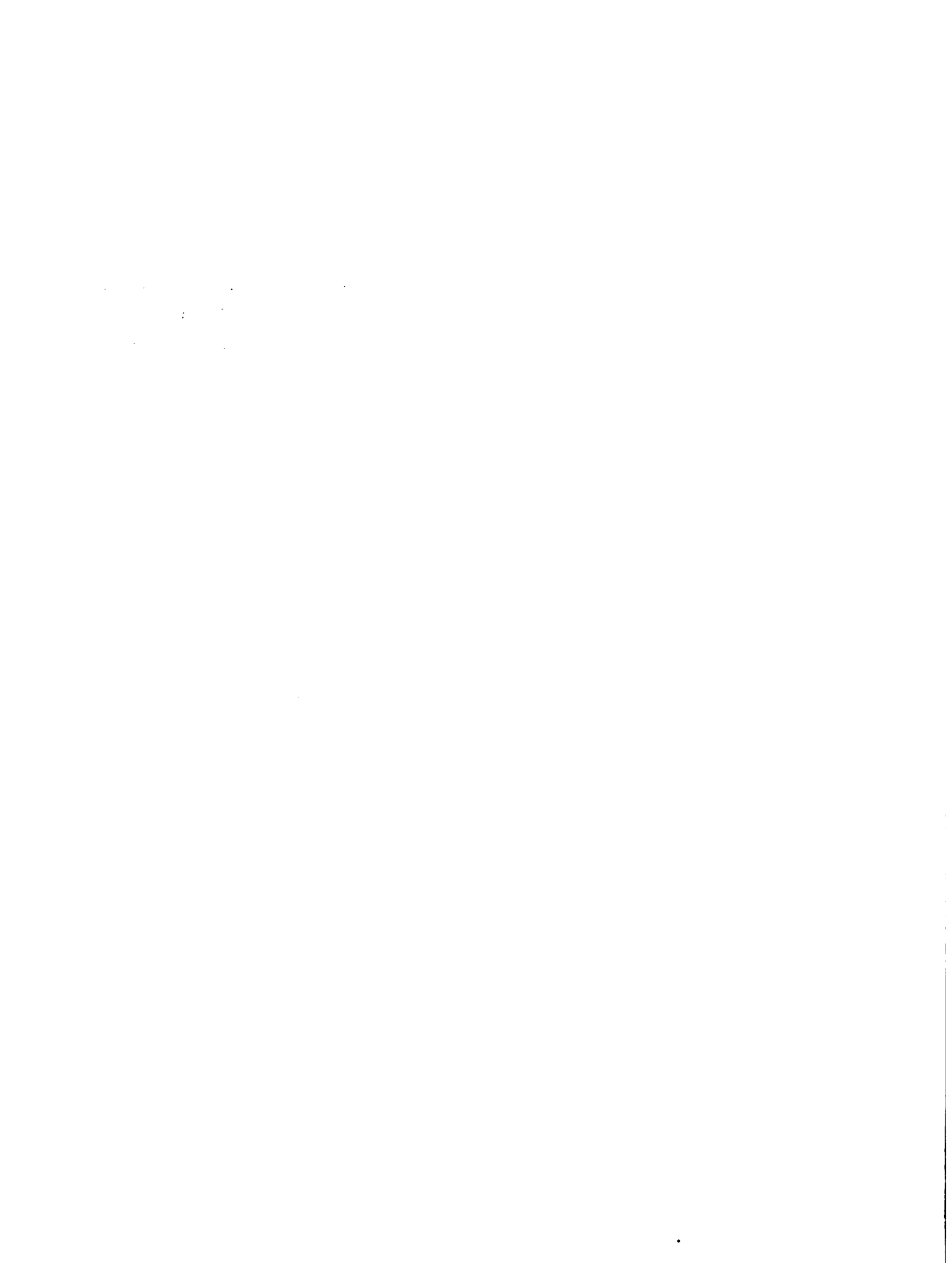
3.3.2 Policy evaluation and review

Policy evaluation and review is referred to the analysis of the information in a critical context since its purpose is to propose adjustive and corrective measures. These activities are in general the responsibility of the planning system and are based in the comparison between the expected and present results. They entail, according to the circumstances, the implementation of in-depth studies in particular areas to determine the causes of the deviation.



3.3.3 Definition of corrective measures

The definition of the corrective measures is the logical consequence of the conclusion arrived at by the evaluating studies. They are the responsibility of the planning system and has the form of a proposal of alternative corrective measures. Once these measures have been adopted they are input into the implementation stage for preparation for execution.



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1. Formulation Stage: Consideration should be given to:-
 - (i) historical factors e.g. colonialism
 - (ii) external factors e.g. inflation in cost of imported inputs.

These are difficult to graph but they should be taken into account in the formulation stages.

2. Implementation Stage: The group agrees with the various stages outlined. We however recognised that there are special problems in planning agricultural development in developing countries. These problems may be encountered in the areas of:
 - (i) the vagaries of the weather
 - (ii) the fragmented holdings of farmers
 - (iii) rigidities in the market mechanism etc.
3. Control Stage: The paramouncy of this stage recognised. The group agrees that the changes in the political process will in turn affect the control measures to be adapted.

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Group 2 recognises the need for planning in face of the shortcomings of the market mechanism in regularising production allowing for the development of the people.

In this respect the importance of examining all three of the stages of planning is recognised.

Unfortunately time did not permit us to look into all aspects of these stages. As a matter of fact most of our time was spent looking into the flow of information into the planning process.

We recognised the existence of mechanisms which are designed to provide a flow of information to and from the regional system, sectoral and national planning systems but that the mechanism needs strengthening especially in the case of the regional system.

The same goes for research information. There is need for rationalisation of research and the creation or strengthening of mechanisms to facilitate dissemination of research information.

Diagnosis:

There is need to establish the facilities to enable planners to improve their diagnosis of the situation. The need for inventorizing available resources is underlined.

Promotion:

Planners should be actively involved in promotional activities.

Control:

Performance norms or indicators should be pre-set and continuously revised in order to assist in the evaluation of performance and viability. Such norms could be set at the regional, sectoral and national levels.



Diagnostic Stage

1. Exists at two distinct disaggregated levels.

- (a) Flow of information from distinct units into the planning unit for purposes of analysing the existing situation - actually measures and indicates the direction one has been moving.
- Need for participation critical.

- (b) Mutual flow or dialogue to these units to ensure diagnosis is correct.

2. Orientational Framework

Guided by two important factors or para-meters

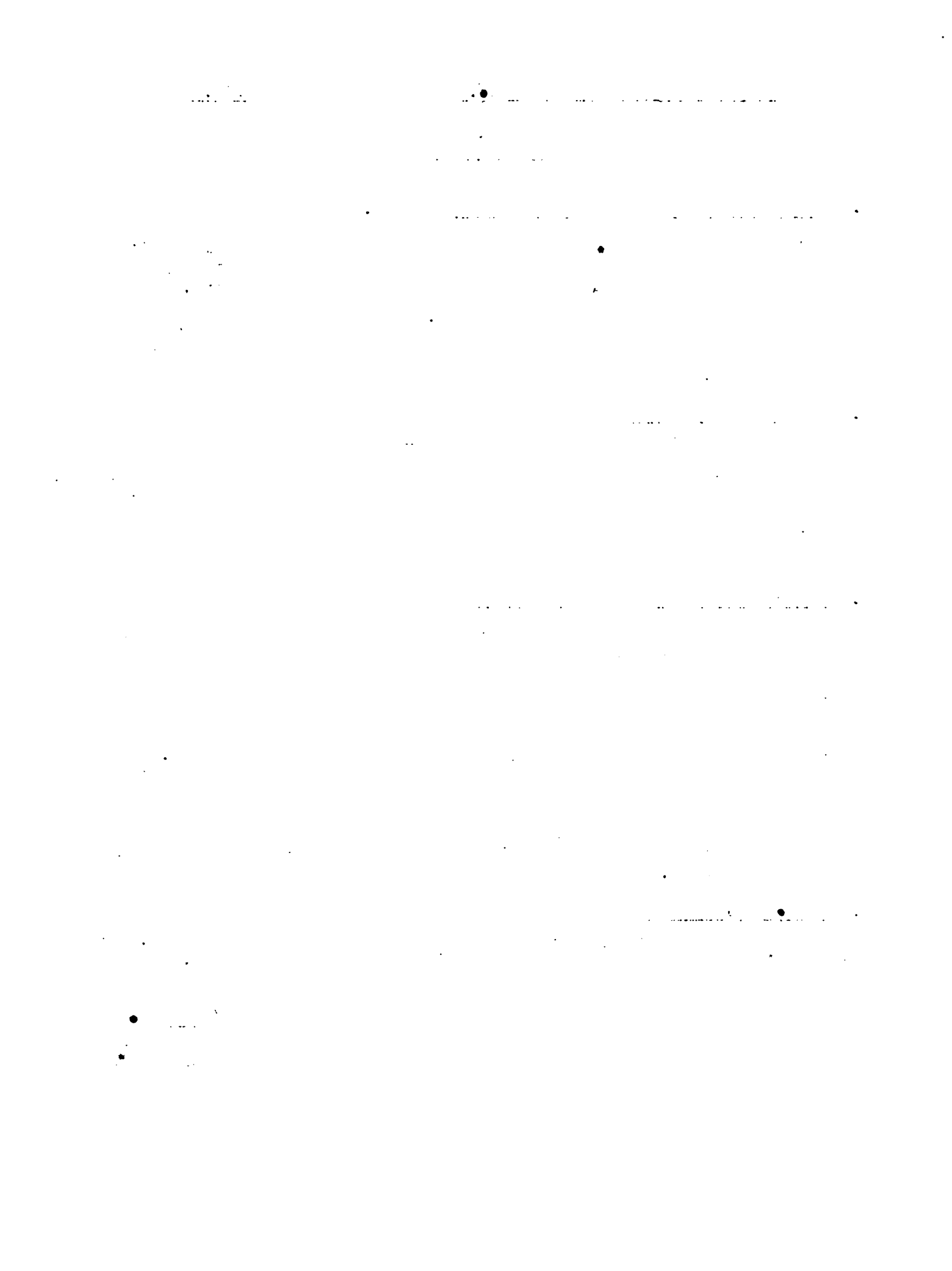
- (1) very important is the political framework and philosophy -consistency is needed
 - (2) the base of information given from above
- } Institutional
} framework

3. Policy Analysis and Alternatives:

- (a) Identification of all objectives and all alternative approaches or strategies to achieve the objectives
- (b) Greater compromise in the strategies used between politicians and planners
- (c) Political philosophy, legalities and resource availability. These factors will determine the various proposals that ought to be put forward
- (d) Multidisciplinary approach is very much needed
Need for greater consultation before actual decisions are taken by planners.

4. Policy Definition

Actual choices made by decision makers from various alternatives. Influence by planner on the dominant groups existing-political process.



Implementation Stage - Activating the plan

1. Dissemination of information, support communication and feedback (action).

Motivating techniques

Work for psychological reaction

Time period for reaction is extremely important. Also participation

Feedback allows you to reassess.

2. Directional activities - physical action

Need for harmonious approach and organised available resources.

Analysis and Advisory services-permanent in native

Co-ordination

Support

Transfer of plan to the executor

Three key elements that pervades the stages

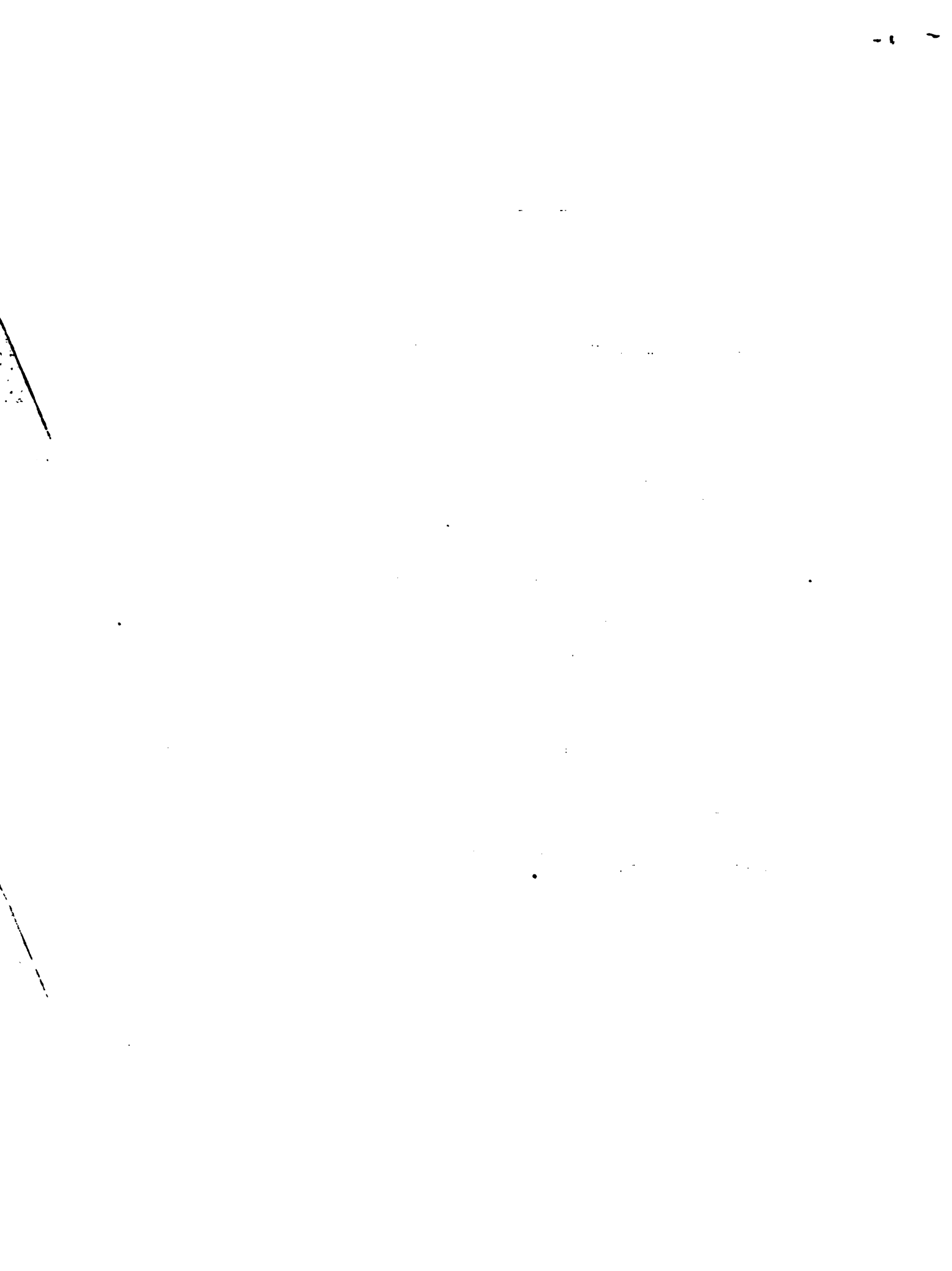
Participation

Information flow

Consistency

Uncontrollable factor - agricultural planning

Institutional Framework.



REPORT ON CRABWOOD CREEK-ORELLA ROAD PROJECT

Additional Background Information

Land through which original fairweather road (dam) was built was owned by Private farmers. This dam and bridges which provided access to the the farm lands were built by self help in the fifties.

When the decision was taken to construct Crabwood Creek-Orella road - a distance of approximately fifty miles - it was necessary to realign a position of the original seven miles of fairweather road built in the fifties. Size of population within the original seven miles road stretch is approximately 12,000.

Project was intended to involve acreage of an average fifty miles long and an average depth of five miles. While logging was possible with the project area, it was originally most contemplated.

Ownership of the land within the proposed project area was approximately 95% Government.

Project was started in 1975 and was scheduled to be completed three years later. Work was actually done for approximately eighteen months.

Self-help involvement throughout the period of construction was substantial.

The project is originally conceived came to an abrupt end in 1976. Regional attempts to provide assistance for upgrading the seven mile stretch however were continued briefly.

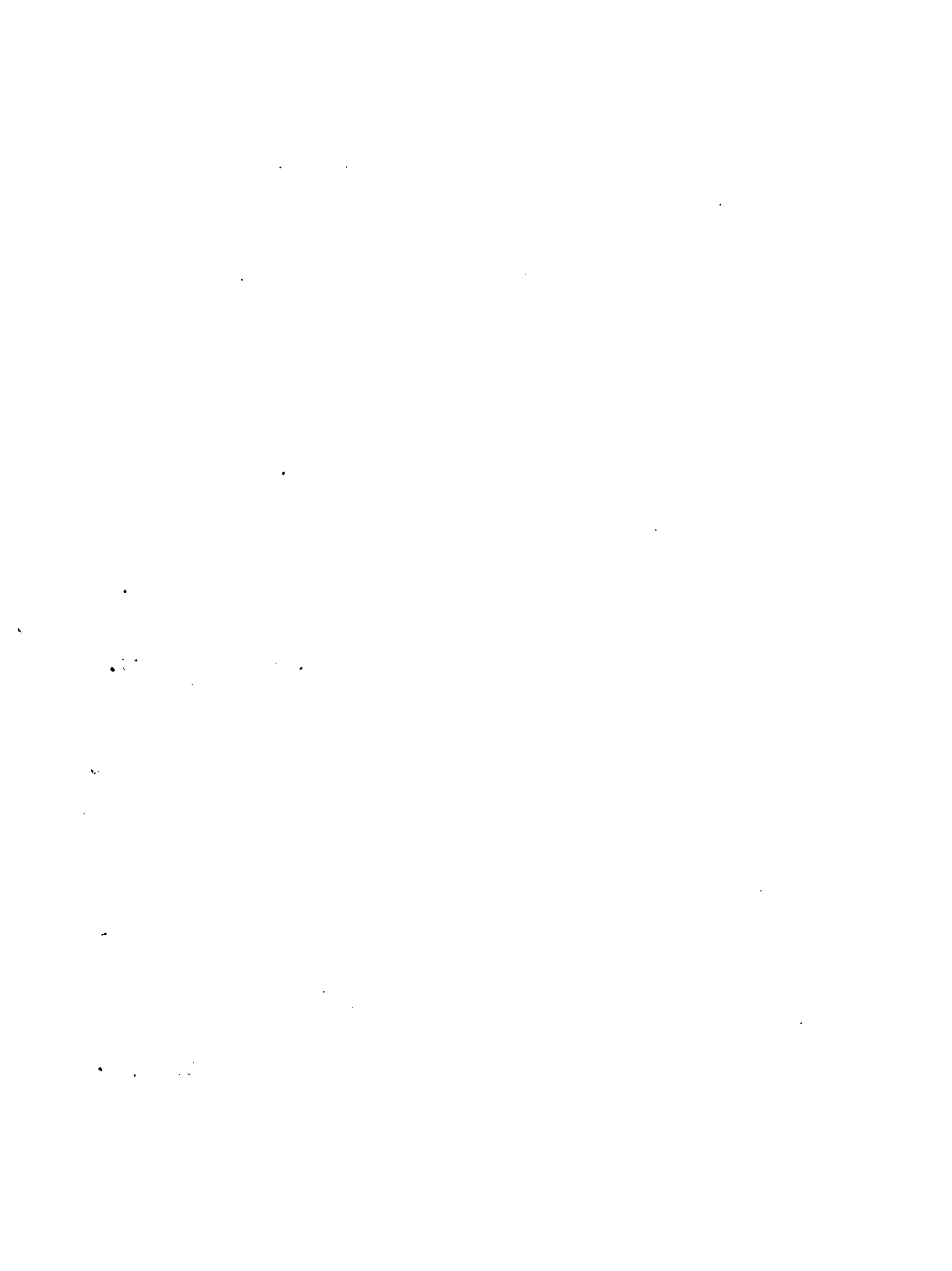
ANALYSIS

Original input for the planning process came from the farmers due to their economic need. The socio-economic process therefore preceded governmental process, though Government's doctrinal position was made clear.

FORMULATION-DIAGNOSIS

Technical Personnel from Ministry of Works considered very many alternatives suggesting that this aspect of planning was well done. One possible weakness at this stage appeared to be that original conception of the project as merely building a road through agricultural land may have limited considerations in this stage. It was decided on account of the Government's doctrinal position to make self-help a major input into the construction.

/page two.



Analysis of Proposals - Policy Definition - Promotion - Specification

Close collaboration initially existed between persons responsible for the formulation and execution. Transference of ideas, and proposals, initially was done successfully due to the high level of involvement of the people and later other agencies when the Regional Office became involved.

Continuous flow of information into the planning process occurred because of this resulting in readjustments and reformulation of the original plan. A classic example was therefore given of the inseparability of the Formulation and Implementation Processes.

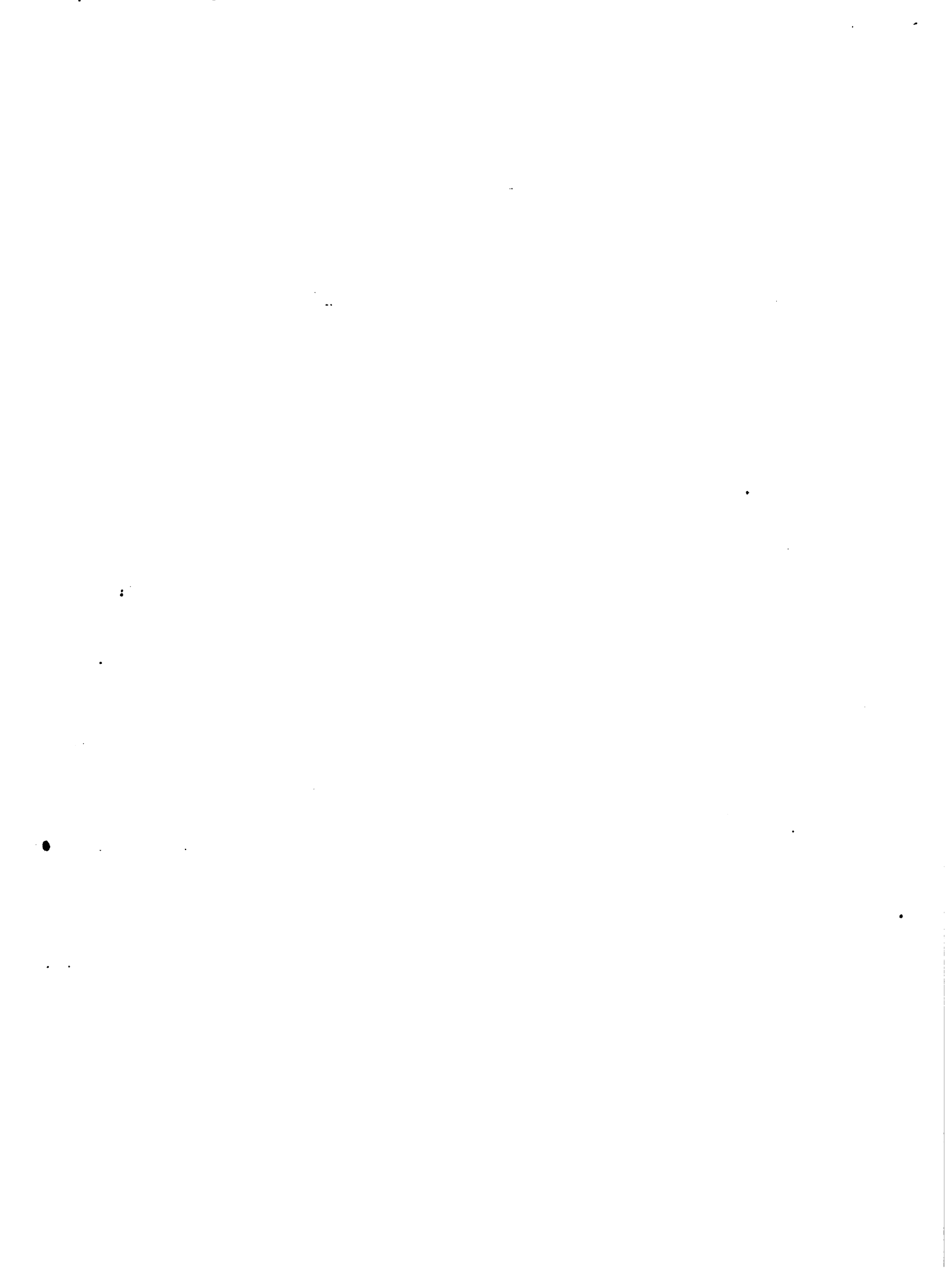
While Promotional Activities were initially strong re- people involvement and people participation, such activities were very weak or non-existent when other related Government agencies were considered.

CONTROL

Control activities were perhaps the weakest aspect of the project. Control activities were absent at all the stages of the Planning Process. No indicators were decided on for stages, within formulation and Implementation stage resulting in an absence of serious reformulation when it was necessary. Reformulation was done apparently but, only at central and technical level when it became evident that the road could not have been completed in three years. No information about this aspect on the new proposals were given to regional or other levels.

Project was highly compartmental within Ministry of Works. Dissemination of Information on problems to the agencies including Regional system did not occur after work was started.

There was also an imprecise account of how the tasks were to be performed and exactly how the plan was to be put into operation. Possibly this resulted from a lack of enough detailed technical information e.g. large areas of swamp existed where firm clay soil should have been.



General Weakness

- (1) Contingency planning appeared to be absent. It also appears to be absent at the National (Macro level). Contingency planning should be done at the macro level more.
- (2) Multi-disciplinary approach should have been continued after it was initiated by the Regional Office. Thus integral planning was not done after the initial formulation stage.
- (3) Lack of information to the Regional system even after decision to end project was taken should not have been, as using promotional activities, explanations could have been given to the people. Perhaps new ideas or approaches might have been developed by the people as to them the construction of the road was a priority even though this was not so at the national level.

K. GORDON
Project Manager
Tapakuma Irrigation Project

6th December, 1979.



Summary of Group #1 Discussions

Poultry Industry Committee

1. The Role of External Factors + Socio Economic factors
Rise in the price of imported corn
Also electricity, air freight, fuel.

Socio-economic factors

Inordinate demand for poultry because of shortage of pork, Also the relative prices of substitutes should be taken into account.

There was also a shortage of local production of corn and shortage of broken rice.

2. The Policy Analysis Process as Related to the Socio-Economic Process

Increases in the cost of living, especially so because of the wide-spread use of poultry meat. Also cabinet may be of the opinion that poultry operators may be making inordinate profits contrary to the Government's doctrinal position. Also there may be a feeling that there was need to redistribute employment and profitability of the industry. The establishment of e.g. hatcheries at Guyana Defence Force, and poultry farms at Guyana School of Agriculture and GUYMINE etc is an indicator of this.

3. The Role of Interest Groups in the Planning Process

The industry is effectively controlled by a number of large operators. These operators maintained an effective lobby.

4. Control

Ministry of Agriculture instructed to monitor industry to ensure reduce dependence on foreign inputs, and also assess the time level of investment in the industry.

5. Effect of de-Control of the Price of Eggs

Illustration of the ultimate limit of the planning process.

The de-control in the price of eggs is seemingly contrary to Government's doctrinal position - it illustrates the contradiction that may exist when there is no clear-cut doctrinal position.



GUYANA INVESTMENT CODE

An analysis of the Planning Process in the activities of the area of Investment led the group to arrive at the following conclusions:

1. Background

Before Independence, a large part of the Productive Sector of the Economy was owned and controlled by Private Investors, largely Foreign. As a result, economic surpluses were transferred out of the country and hampered desirable social and economic progress as a consequence.

The Post-Independence period saw the Government deciding to introduce "Cooperative Socialism" as a vehicle for (ownership and control of our resources) and the arrangement of the economy along a ~~win~~-sectoral basis.

2. Analysis

The Doctrinal position surrounding the strategy of the Government was in view of members unclear. A great degree of uncertainty was seemingly created regarding the role of the Private Sector in the economy.

Contraction in Private Sector investment and operation followed.

The Government's Doctrinal position of ~~Agribusiness~~ ^{Socialism} or establishment of a Socialist State needed to be more clearly defined in setting out the role of the various sectors of the economy in achieving this objective.

The special problem which arose, not only for the Private Sector which had been agitating for a more clearly defined policy of its role, but also for the Cooperative and Public sectors, led the political decision makers to formulate a code for investment.

In this formulation, the analysis of the evolution of the socio-economic and political processes, led the planners and interest groups to realise that the doctrinal framework and the orientational framework were not clearly specified. As a result, this draft investment code was formulated and

1. The first part of the document is a list of names and titles, including "The Hon. Mr. Justice G. D. C. O'Connell" and "The Hon. Mr. Justice J. J. O'Connell".

2. The second part of the document is a list of names and titles, including "The Hon. Mr. Justice J. J. O'Connell" and "The Hon. Mr. Justice J. J. O'Connell".

3. The third part of the document is a list of names and titles, including "The Hon. Mr. Justice J. J. O'Connell" and "The Hon. Mr. Justice J. J. O'Connell".

4. The fourth part of the document is a list of names and titles, including "The Hon. Mr. Justice J. J. O'Connell" and "The Hon. Mr. Justice J. J. O'Connell".

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12. The twelfth part of the document is a list of names and titles, including "The Hon. Mr. Justice J. J. O'Connell" and "The Hon. Mr. Justice J. J. O'Connell".

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published in 1979. The code should be taken as an important input into the formulation of an orientational framework that would guide the planners and decision makers.

As a result of this analysis the group agreed that control should feed back to the doctrinal framework apart from the Orientational framework.

STAGES OF THE PLANNING PROCESS IN GUYANA

Presented by I.E. Telfer, 7.12.79

Agricultural Planning and Policy Analysis Workshop

A. IDENTIFICATION OF ELEMENTS OF SIGNIFICANCE IN THE AGRICULTURAL PLANNING PROCESS IN GUYANA

1. Elements of the Political Administrative System

Prime Minister and Ruling Party

Parliament (Legislative Body)

Cabinet and Economic Sub-Committee of Cabinet

Subject Ministers and Ministers of State in

- Agriculture (including National Agricultural Development Committee)
- Economic Development and Cooperatives
- Trade and Consumer Protection

All Regional Ministers

Heads of Departments of Ministry of Agriculture:

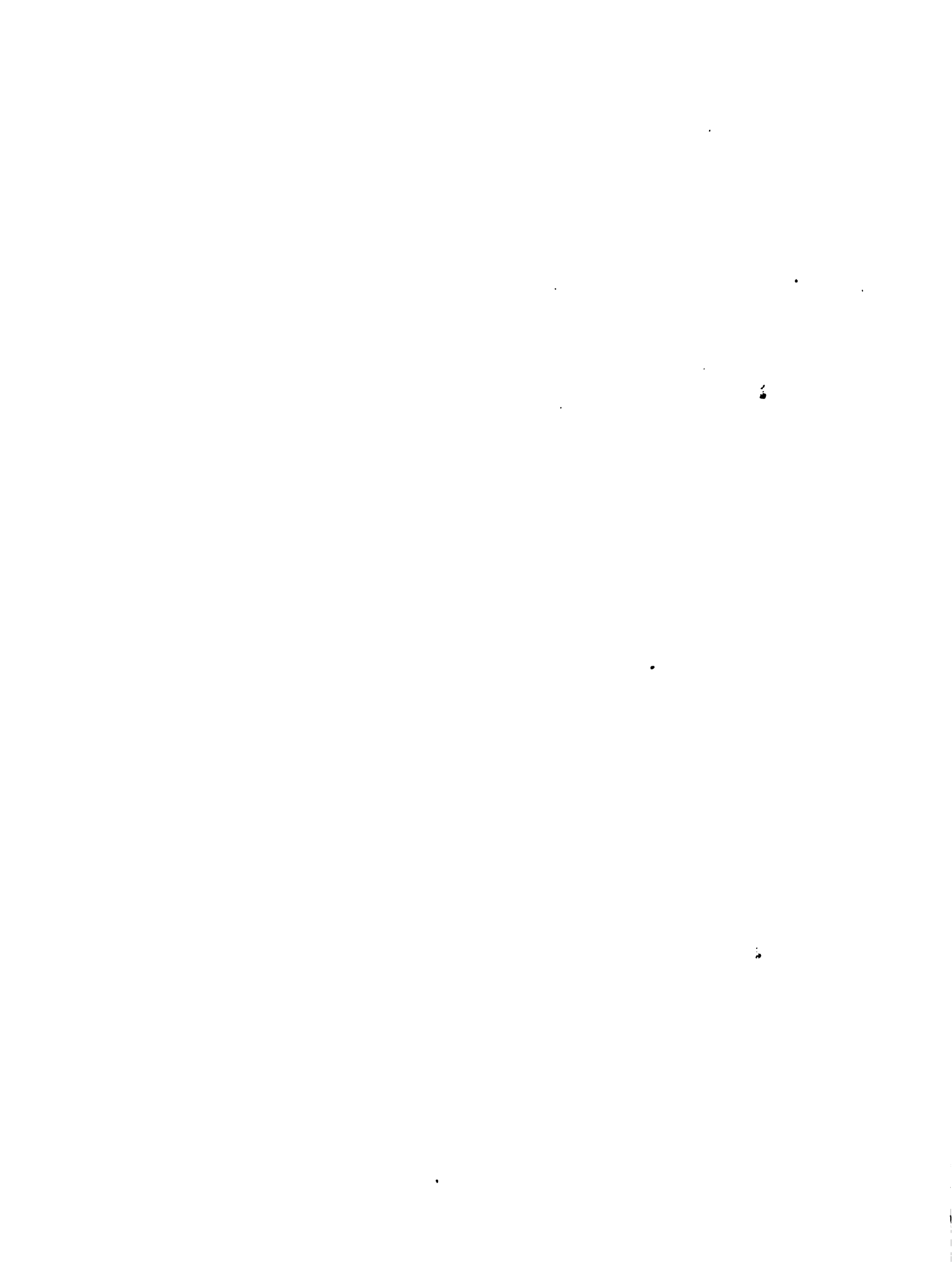
- Agriculture, including Extension and Education, Crop Science, Veterinary & Livestock Science, Fisheries, Soil Science and Resource Development and Planning.
- Hydraulics, including Sea Defence and Drainage and Irrigation
- including Land and Surveys and Land Development (Settlement)

Permanent Secretaries of above named Ministries

Regional Development Officers

Chairman and Boards of Directors and Managers of Sectoral Companies and Corporations

- Guyana Sugar Corporation (including Other Crops Division)
- Livestock Development Company
- Guyana Marketing Corporation
- Guyana Agricultural and Industrial Cooperative Development Bank
- Guyana Pharmaceutical Corporation
- Guyana Liquor Corporation
- Guyana Rice Board



- National Cane Farming Committee
- Guyana National Service.
- Guyana Defence Force
- Fisheries Authority
- Mahaica/Mahaicony/Abary-Agricultural Development Authority
- Drainage and Irrigation and Water Conservancy Boards/Authority
- Tapakuma Project/Authority
- Local and Village Authorities/Councils
- MIREV (Special Settlement Agency)
- Guyana School of Agriculture

2. Elements of the Socio-Economic System

Producers:- Small, medium and large scale farmers - part-time and subsistence farmers.

Producer Groups

- informally organized, geographically or by settlement e.g. Black Bush, Napi Valley, Berbice River
- informally organised by enterprise e.g. Pig farmers, Rice growers
- formally organised producer groups, land cooperatives, etc.

Marketing Agents or Middlemen (Hucksters etc.) and Distributors.

Agricultural Workers - permanent, casual, part-time

Professional, Technical and Managerial Personnel including Extension officers, Credit officers, Livestock officers

Agricultural Processing Companies and Corporations and Small Scale

Processing Units

Producers and Agents and Suppliers of Agricultural Inputs

Consumers, Rural and Urban

Exporters of fresh and preserved Agricultural Produce

3. Component Units of the Agricultural Planning (Policy Analysis) Process

Using the Proplan definition, these are the units which participate in generating any type of alternative sectoral policies or policy measures, regardless of their administrative scope or of the planning process stage in which they are defined.

When we examine recent experience in Guyana it will be seen that, because of deficiencies arising from a fairly primitive stage of evolution of the planning system, many of the elements of the



Political Administrative system have become involved in, and in some cases have independently initiated and developed, policy measures/projects for the sector.

It must be admitted that it is only within the last few years that attempts have been made to develop a rational system of sectoral planning. Up to now there has been considerable confusion of roles and functions and in the absence of a clear understanding of the logical framework of the planning system the process has been subject to many distortions. These distortions still persist, while the State Planning system slowly develops under the burden of many (probably too many) overlapping responsibilities.

The Resource Development and Planning Division of the Ministry of Agriculture is earmarked to assume the full responsibilities of a sectoral planning unit under the general direction of the State Planning Commission and is in the process of building a cadre of professionals with the expertise to discharge such role and its attendant functions.

B. 1. HISTORICAL REVIEW

The account presented by Mario Franca in the background document is quite accurate. In general, as was said there, since political independence planning in this country has remained mainly in the formulation stage, and it is also true that:

"All plans were deeply marked by social objectives without careful consideration of the economic base"....., "that the First Development Plan (1966-71) did not consider the political doctrinal position "... and that "the Second Development Plan (1972-76), presented a clear political doctrinal position but projected a set of social and economic objectives much too ambitious to become a reality in Guyana," and there were no



specifications for the achievement and maintenance of targets or for introducing changes in the patterns of production and consumption.

Especially in respect of the agricultural sector, that last plan suffered from serious gaps in the information on which it was based, and a lack of appreciation of the realities of the socio-economic situation. It contained its own built-in constraints to adoption (implementation).

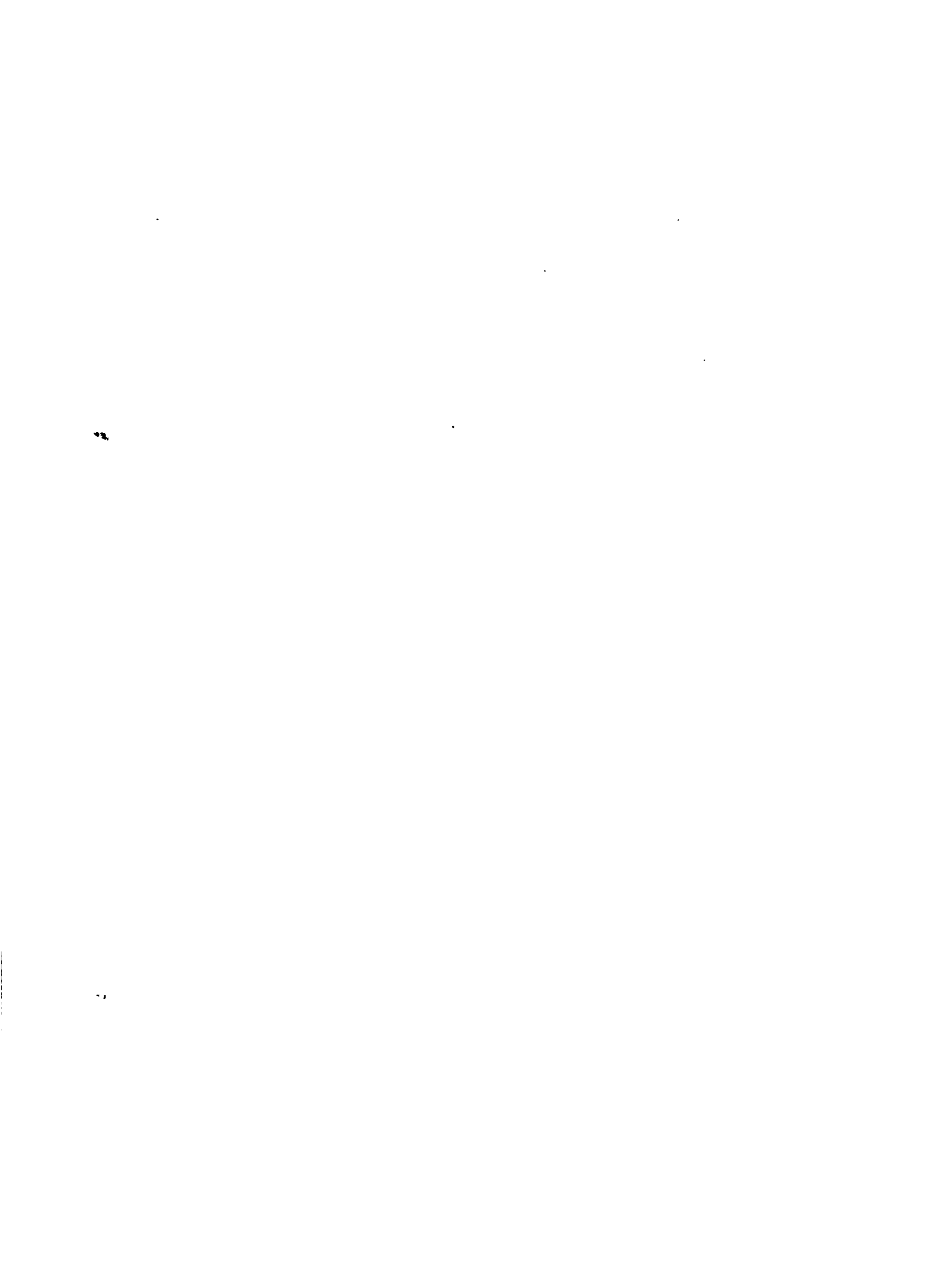
2. Examination of the Elementary Stages of Planning Process

As has been said earlier, and as has come out of many of our workshop discussions, one important reason why many policy measures have not proceeded beyond the formulation stage - or have not had success in achieving the desired results - is that the realities of the socio-economic situation and the precise or exact nature of the government's doctrinal position were not fully appreciated by the planners. It may therefore be necessary for a Sectoral Planning Unit to attempt to define and document the government's doctrinal position where this appears to be hazy or uncertain. This, of course, is dangerous ground to travel - but where it is done for internal guidance only with the assistance of the State Planning Commission, this effort would probably improve the formulative base considerably.

But probably of even greater importance is the need of the Sectoral Planning Unit, in Guyana as in most similar developing countries, to develop or cause to be developed, an accurate and comprehensive data base which would describe and quantify the socio-economic situation. There is considerable doubt in my mind that simple specification of minimum data requirements by planners would result in the generation of the data, in time, and of the quality required for policy analysis. It therefore seems that the

planning unit in Guyana must develop, as it is, in fact, developing a very close relationship and a continuous collaboration with the Statistical Bureau for the derivation of socio-economic data. In addition it must develop supplementary sources of information, on the quantity and quality of resources, and the levels and strengths of competitive demands for those resources.

Essentially, this describes the stage at which we now find ourselves in respect of the development of a Sectoral Planning unit and a Sectoral Planning Process.



THE PLANNING PROCESS IN GUYANA

Sheik Amir

We appreciate what has been said in this presentation because we live with these conditions and we are aware of them. I would like to discuss two points which came up more or less as digressions from the main theme.

The first is this problem of management. We have been conditioned to the belief that there is a shortage of managerial skills in Guyana. We make a issue of it and repeat it after people who visit Guyana and say that this is so. However many Guyanese go out into metropolitan countries where they are promoted to managerial positions within a short space of time, and are successful in these positions, although they have not had any formal training beyond, perhaps, the General Certificate of Education. Often they are appointed to the directorate of their companies. Also, when people are placed in managerial positions in Guyana, they are subjected to severe and adverse criticisms, rather than assistance and support. I do not think personally that there is such a severe shortage of managerial skills in Guyana. Looking around rural Guyana we see successful farmers managing thousands of acres of land. To me, that is management. If we give people the opportunity to get into managerial positions and we are not so critical or negative, they would usually be successful.

My second point concerns cooperativism. If we look at our history we see that cooperative activities is not alien to our society. When the slaves were freed they pooled their money and bought village lands. On the sugar estates, and in the rice lands, there was block planting and reaping of one another's plots. This is genuine cooperative activity. We probably went wrong trying to follow the European model as exemplified by the Rochdale Pioneers in England, but the European social structure is very different to our own. We are probably also going wrong by introducing too much formal documentation. If we go further back to our origins in Africa, India and China we would find the extended family system which is a type of cooperative. In Guyana the original Amerindian people also do things in a cooperative fashion.



CLOSING REMARKS:

1. Dr. Lizardo de las Casas.

This has been a very interesting experience for me. The only message I would like to leave with you is to remind you that planners are not the only one's involved in planning, and that if we want to improve our actions in the planning process we have to recognise, that the political-administrative system places severe restrictions on what planners can do. And, that if we restrict the planners, the movement towards unification and coordination by a sectoral planning office is very important. But equally important is the support and coordination that the National Planning Unit can give to the Regional Planning Units. Because I have seen in several countries that the flow of requests is the other way around - the National Planning Unit trying to produce a plan that places demand on a Sectoral Unit as well as the Sectoral Planning Units similarly placing demands on the Regional Planning Units. But the National Planning Unit and the Sectoral Planning Unit should in turn give support, not only in the interpretation of the doctrinal framework, but in terms of the tools, in terms of the methods they have. As we were discussing in Group 3, sometimes the National Planning Unit is the unit which is required to give an opinion. And sometimes it is bypassed by other types of relations. The National Planning Unit can strengthen the Sectoral Planning Unit by refusing to give an opinion without having the analysis and recommendation of the Sectoral Planning Unit. In several countries I have seen the National Planning Unit trying to replace Sectoral Planning Units and they have put themselves into a competition that does not really take them any place.

We have seen that there are two words that we use here which are key and important for the work that the planners have to perform - "Coordination" and "Participation". Coordination and participation of the socio-economic groups, coordination of the elements of what we are calling the political-administrative group, and coordination among planners.



restricted to implementation, it also involves the the formulation at the very first stage of planning. We need to ensure that an integrated approach is used as far as possible. Speaking about integrated approach we are looking at the new sectoral project in the Ministry of Agriculture. To what extent, for instance is there going to be a strong coordinating element within that sector - the Agr. Sector as such, to ensure that you can have an effective deployment of resources within the sector for improving the collective performance, not of constituent parts of the sector but the sector as a whole? To what extent do we centralise the information, data and research processes and the facilities so that you can have sharing of those facilities and resources and the products of them?

We must try to create the type of atmosphere within the sector as such, so that in the fields, in the regions, Guysuco with their many pieces of equipment will respond readily to Hydraulics coming to beg for a piece of equipment in an important bit of the work which will affect the performance of the sector as a whole. This art of complementarity would exist and permeate throughout the agricultural sector. But because we have got the whole thing spread out and the compartmentalised going right down even into the regional system, where you can say the resources are centrally owned, they are governmentally owned, that because of this compartmentalisation, because of this insular approach, there is the least efficient deployment of these resources to ensure the fullest benefit to the sector as a whole, and this comes about because of the absence of that type of coordinating mechanism at the planning level, at the administrative level and whatever levels we can conceive of. I think that until we can really get down and correct this deficiency in our whole system and unless we change our whole approach, we are going to live with these problems for a long time.

Throughout the course, throughout the whole process of this week I have been purposely injecting another line into the arguments. To some extent it might have sounded very bureaucratic but the intention was not that, the intention was for us as public officers to recognise that we are operating in a climate of severe problems and restrictions many of which spring from our own deficiencies, and that while there deficiencies in other areas



that we do not control, the time we spend worrying about those is a waste of energy and intellectual power which we could better use internally and introspectively to improve the performance in the areas that we do control. That was the line I was trying to pursue throughout the course of the week, so that we would leave this workshop in a stronger and better position (as I personally would be leaving it). I did not know head nor tail from planning - I am not an expert but I think I now have a very fair understanding of what the process entails and I am better armed to go back into my region to perform in a manner consistent with the concepts that we have learnt of here in the course of this week. I trust that this has been the same for most of you.

2. Cde. S. Hamilton: Chairman

to
Planning done on an adhoc basis is really the approach/planning and I think Group 3 has said that there was too much fragmentation and what is required is a more comprehensive approach to planning. I think that is a position we have recognised and can generally take. Some of the details that we have been talking about just now only shows a lack of the mechanism which I did refer to on the previous day, for some mechanism or mechanisms to bring about the type of coordination and integration from which all these problems that we talk about really spring.

If within the Agricultural Sector, for example, or even taking the example there, that was given, to what extent in terms of Agricultural Planning do we involve people like the Coop Department. One of the approaches that Irwin was talking about this morning was the organisation of people. Where do we involve the National Science Research Council, where do we involve the Civil Aviation Department in terms of planning. And all the Agencies that might have important inputs to make in the project that we are talking about. Where do we involve the Public Service Ministry that has got to deal with these matters, so that as far as personnel aspects are concerned the stage can be prepared and the cumbersome methods obviated so that appointments can be made quickly and implementation can proceed apace.

is/
We spoke about directing the Public Service Ministry, but we have not mentioned involving them. At what stage /such an important mechanism as the Public Service Ministry involved in the whole planning process? Do they understand what the planners are trying to do and to what extent they (of P.S.M.) have important supportive roles to play to ensure the success of that plan? And therefore the whole question of integration at the centre is something that we have got to look at in considering the planning process. As group 3 said, and if we are to look at the document that we were given under "Promotional Activities" - (and here it might go even further than promotional activities) we must inform the different groups of the intent and scope of the approved policies and policy measures, as well as of their expected roles, to ensure their participation in the corresponding implementation process. But that is not only

I really thank you very much for allowing me to participate in this Workshop. I honestly have learned a lot from you. I have seen many things that my friends here have allowed me to see and also with a little bit of knowledge of Guyana I am more convinced that the process you are having here is very similar - not in the specific particularity but in general to what I was going through in a period of time some years ago in Peru. I thank you for allowing me to review that experience and also to learn from what you are going through now. Thank you very much.

At a general discussion we tried to discuss what was said this morning, we used our time to look at a number of general points not only on the discussions of the past few days. One of the things we looked at is the rationale for planning in Guyana and some group members feel that planning could start on an adhoc basis in the sense that here we have a situation where a Minister or an R.D.O. etc. may request information concerning a project and the planners are called upon to put up the necessary facts of the situation, we distinguish that we the planners are in constant touch with a number of situations say for example, the agricultural sector and the politicians, the decision makers, they call on the planners and simply request what situation needs attention and the planners are in a position to identify that area where the money is.

We feel that what has been done over the years is that the planners have been from time to time doing some adhoc planning same as the role of obtaining information in the planning process.

Sometime ago we identified the role of planner to be very crucial to the political and socio-economic process and we found that this type of information would have to come from a number of collaborative agencies and some group members have been challenging what Comrade Telfer said that it was very easy to speak to Chairmen and Senior officers in Public Corporations.

The group felt that speaking to Corporations/Agencies is not so easy in a number of occasions, but we recognise that depending on the amount of promotion that is given to particular projects and these agencies with each planners depend on, to get information, for the planning process, will be more cooperative and in a better position to supply such information.

Lastly we looked at some of the things that was touched on before, that is late releases of funds and how it affects planning process.

We also talked about agricultural projects in which late releases especially in the cases of land clearing or harvesting may affect the project in a very adverse manner.

1. At the Diagnostic level there should be close association and Co-ordination between State Planning and Sectoral Planning.
2. There should be a two way feed of information between State Planning and Sectoral Planning.
3. Sectoral Planning should have its guidance from State Planning especially as far as Doctrinal Position is concerned and should interact closely with available information in the Socio Economic situation.
4. Sectoral Planning unit should seek to provide its own bank of data and information but this should not be treated in isolation from available data at the State Planning level where Doctrinal Position and Policy Analysis would have already taken place.
5. Research facilities should be a built in mechanism within the Sectoral Planning Unit.
6. A system of identifying and quantifying information - both national and international should be established.
7. Government Doctrinal Position should be clearly defined to Planners The suggestion follows therefore that there is need to have the confidence of the Planners in relation to Government Doctrinal Position.

Orientation is advocated where necessary so that planners would have the true perception especially when using strategies for adjustments, redefination and reformulation etc.

8. There is need for intimate interaction and association between planners and Decision Makers.
9. There is need for constant interaction between Planners and Decision Makers in every stage of the planning process and more particularly with the Communities to be affected both through institutionalised organisation as well as informal groups etc. have feed-backs from and to the Socio-Economic Situation.



AGRICULTURAL PLANNING

1. Comrade Chairman, in terms of Agricultural Planning in Guyana, the group looked specifically at the Institutional Framework and felt that there is need to correct certain weaknesses before a serious and meaningful approach could be undertaken towards planning in this sector.

The following weaknesses were identified:

- (a) There are too many autonomous agencies in the agricultural sector which do not relate directly with the Agricultural Sector Planning Unit (Research Development and Planning). These include GUYSUCO, Agri. Bank etc.
- (b) The Ministry of Agriculture is still governed by the Public Service Regulations and as such allowances are not adequately made for personnel of a certain calibre. For example, persons joining the establishment are employed on a temporary basis and with far lower salaries than in some other public agencies.
- (c) The planning unit of the Ministry of Agriculture is weak both in terms of its staffing and its position in the Ministry of Agriculture. The group feels that it should enjoy similar status in the Ministry as the State Planning Secretariat enjoys in the National Economy. In fact the group feels that the State Planning Commission could assist in this respect by making recommendations for its restructuring.

EFFECTS OF THE EXISTING FRAMEWORK ON AGRICULTURAL PLANNING

1. Distortion of information for planning purposes. For example, it was pointed that on one occasion Guyana Rice Board, Statistical Bureau and Ministry of Agriculture submitted information on rice production in Guyana and in this instance all the figures differed. Shows lack of coordination.
2. It makes it difficult to produce co-ordinated and comprehensive agricultural plans for the country.

REVIEW

It is not possible to fully evaluate a Workshop of this kind unless one can measure the intellectual impact on each of us who have participated because the real products of such an exercise are attitudinal and educational. There are, nevertheless, two or three achievements that we may count.

One is that all of us now have a clearer understanding of the planning process, and one can identify the elements within it and see where all of us fits or is supposed to fit. The corollary to this understanding is that we recognise and accept as necessary, as essential, the involvement and contribution of the other people and other institutions in the system.

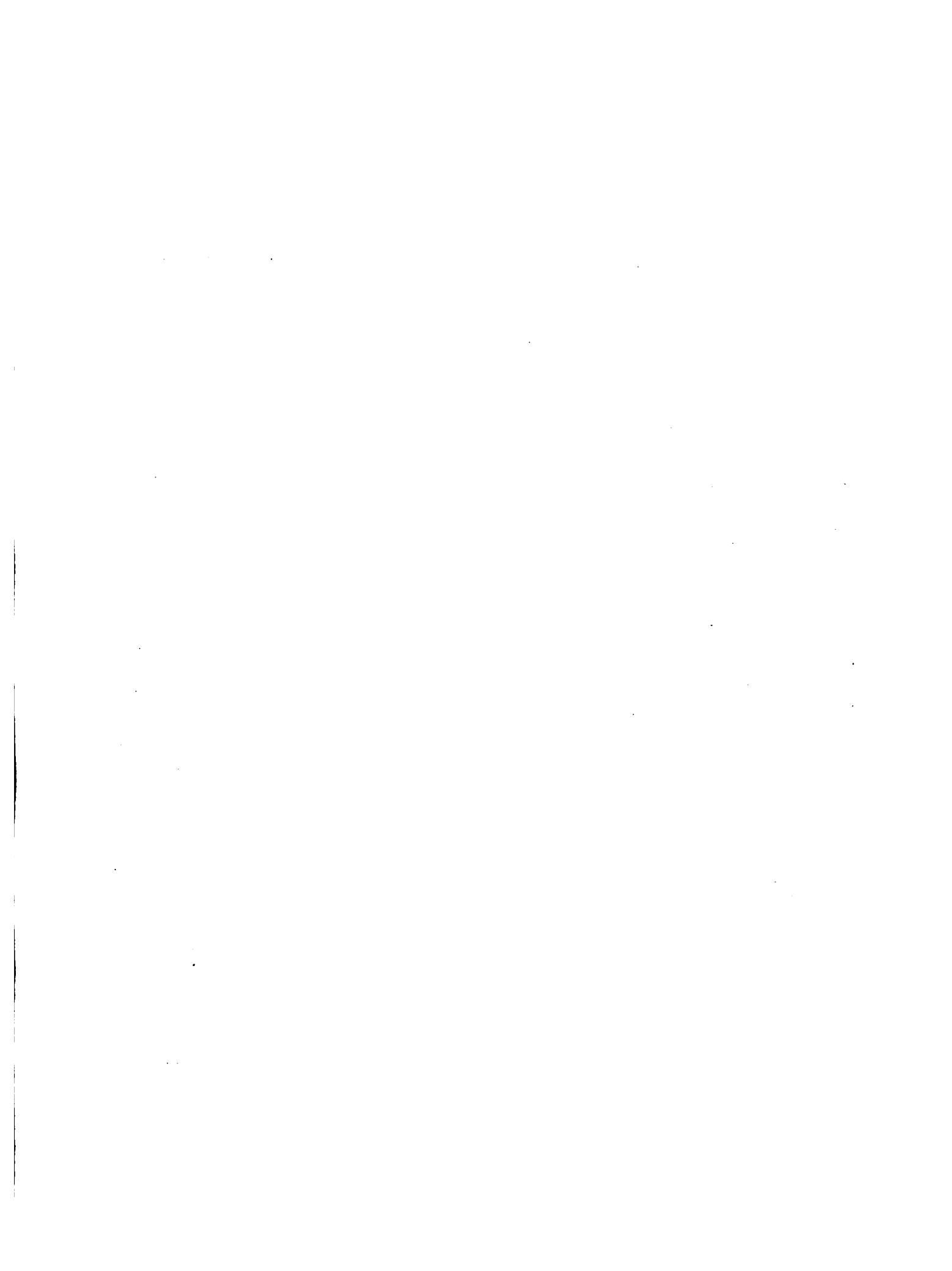
Another achievement is the introduction, key-noted by Lizardo de las Casas, to the discipline of the conceptual framework. This is, of course, an artificial construction, a model created for logical analysis, which only dimly reflects the real situation. But it allows us to approach and study the planning process without emotional overtones or professional pre-occupations.

Again, most ventures into the field of planning and policy analysis rest on broad assumptions as to the position and influence of the socio-economic and the political doctrinal milieu. Many of us even subscribe to the pretense that we are above the squabble of the crowd and the machinations of politics. Or we consider the environment as fixed and unchanging. The discussions we have had over the past week tell me that none of us is going to make such false assumptions again. Even though we may make other mistakes.

The conceptual framework helps us to appreciate the basic dynamism of the planning and policy making process - not as a one-way flow - but as a multi-directional mechanism, in which, very often, the feedback systems are of major importance.

There were some defects in the Workshop. In terms of participation we suffered from the critical absence of senior personnel of the State Planning Secretariat. This was a major gap in the fabric of the exercise for which we have not been able to compensate. Further, because the venue was in Georgetown, it was very easy for competitive demands on the time of the participants to assume a false priority over the workshop, and many were absent for significant periods of time. But this sort of workshop requires a continuity of interest and effort or it goes off track and loses both individual and group focus.

Finally this has been a good beginning for all of us who are involved in developing, in Guyana, an effective sector planning mechanism.



GROUP 1

1. Algoo, Steve
2. Amir, Sheik
3. Brassington, Joseph
4. Nelson, Ernest - Coordinator
5. Poonai, Rajendra
6. Singh, Balwant

GROUP 2

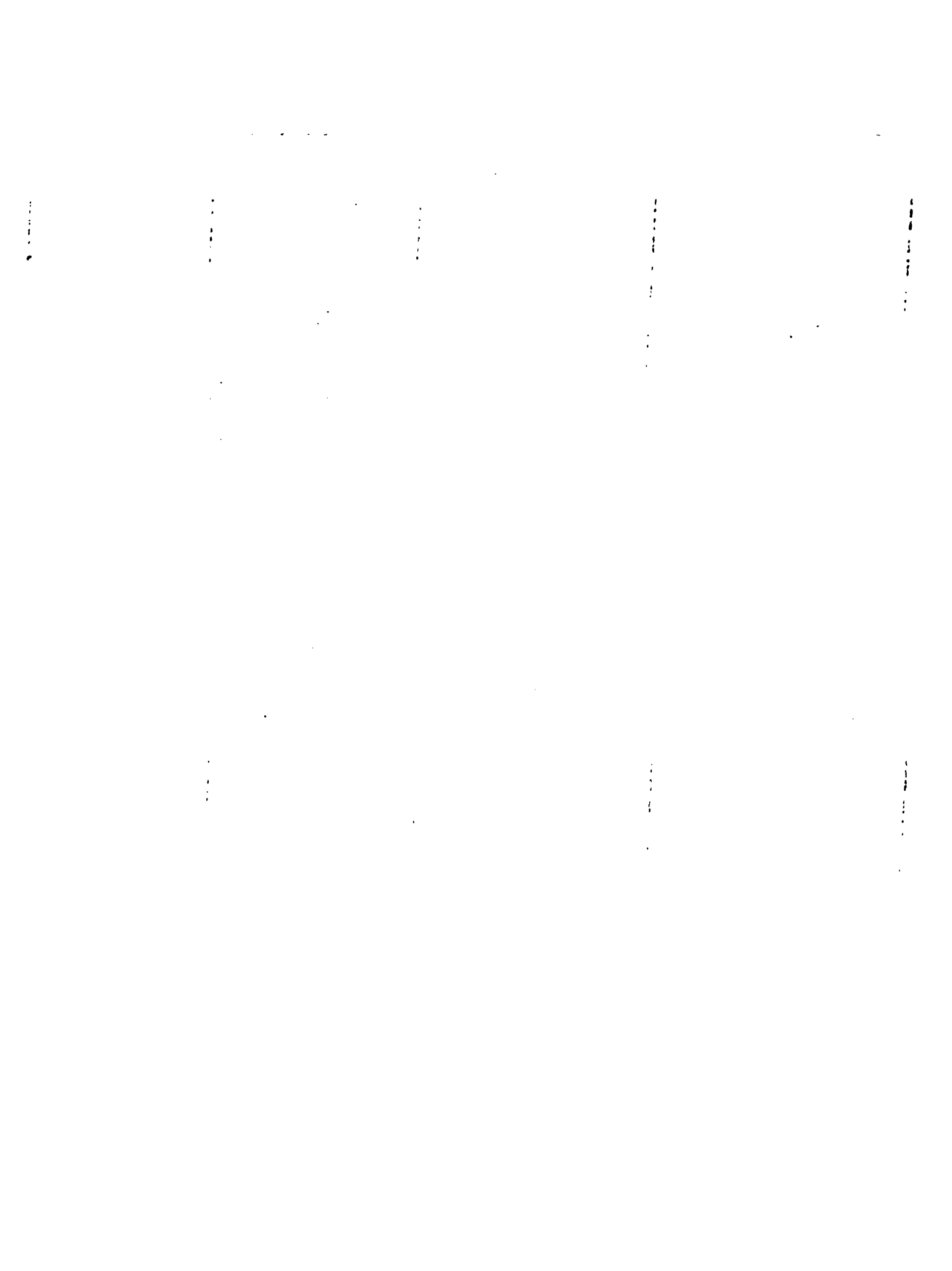
1. Conje, Jone
2. Gordon, Keith
3. Hamilton, Stanley - Coordinator
4. Moore, Tessa
5. Sookdeo, Basdeo
6. Sookraj, Pradhu
7. Surujnaraine, Bharrat
8. Weatherspoon, Yvonne

GROUP 3

1. Bender, Mark
 2. Budhram, Dowlat
 3. Earle, Timothy - Coordinator
 4. Ganpat, Ramesh
 5. Lawrence, Charles
 6. Walcott, Mary
 7. Williams, Partick
- .

NAME	PROFESSION	PLACE	ADDRESS
1. Algoo, Steve	Asst. Regional Dev. Officer	Reg. Dev. Office Paradise	Paradise, East Coast Demerara
2. Amir, Sheik	Planning Officer	Mahaica/Mahaicony Abary - Agri. Dev. Authority	246 New Garden Street, G'Town
3. Barreyro, Hector	Director - Economist	IICA - Guyana	299 Church St. G'town
4. Bender, Mark	Economist	Ministry of Agri- culture	Regent Road Bourda
5. Bolle-Jones, Evan	FAO Representative	Ministry of Agri.	Regent Road
6. Brassington, Joseph	Agriculturalist	Ministry of Agri.	Regent Road
7. Budhram, Dowlat	Lecturer	University of Guyana	Dept. of Econs. P.O. Box 841
8. Conje, John	Deputy Chief Agri. Development Officer	U.S.A.I.D.	Main Street G'town
9. De las Casas, L.	Planning Specialist	IICA- Office Costa Rica	Sede Central del IICA Apartado 55 Coronado Costa Rica
10. Earle, Timothy	Commissioner of Lands	Ministry of Agri.	Lands & Surveys Department Georgetown
11. Franca, Mario	Planning Specialist	IICA - Office Guyana	299 Church St. G'town
12. Ganpat, Ramesh	Economist	Ministry of Agri.	Regent Road
13. Gordon, Keith	Agriculturalist	Ministry of Agri.	Tapakuma Irrig- ation Project Essequibo
14. Hamilton, Stanley	Regional Development Officer	Regional Office No. 4	Vryman's Erven New Amsterdam
15. Lawrence, Charles	Personnel Officer	GUYSUCO (Other Crops Division)	201 Camp St. Georgetown
16. Matadial, Walter	Principal Agri- cultural Officer	Ministry of Agri- culture	Regent Road
17. Moore, Tessa	Director (Ag.)	Mirev Agency Ministry of National Dev.	Duncan Street Campbellville

NAME	PROFESSION	PLACE	ADDRESS
18. Nelson, Ernest	Economist	Ministry of Agri.	Regent Road
19. Pierre, Reginald	Plant Pathologist	IICA - Office Guyana	299 Church Street G'town
20. Poonai, Raj	Economist	State Planning Secretariat	229 South Road Lacytown
21. Singh, Balwant	Research Officer	GAIBANK	120 Parade St.
22. Singh, Lionel	Livestock Officer	Ministry of Agriculture	Regent Road
23. Sookdeo, Basdeo	Economist	Ministry of Agriculture	Regent Road
24. Sookraj, Pradhu	Senior Agricultural Economist	Ministry of Agriculture	Regent Road Bourda
25. Surujnarine, Bharrat	Asst. Regional Dev. Officer	Regional Office No. 2	Enterprise Leguan
26. Telfer, Irwin	Deputy Chief Agri- cultural Officer	Ministry of Agriculture	Regent Road Bourda
27. Walcott, Mary	Research Assistant	Ministry of National Dev,	617 Duncan St. Campbellville
28. Weatherspoon, Y.	Economist	State Planning Secretariat	South Road Lacytown
29. Williams, Patrick	Planner	State Planning Secretariat	South Road Lacytown





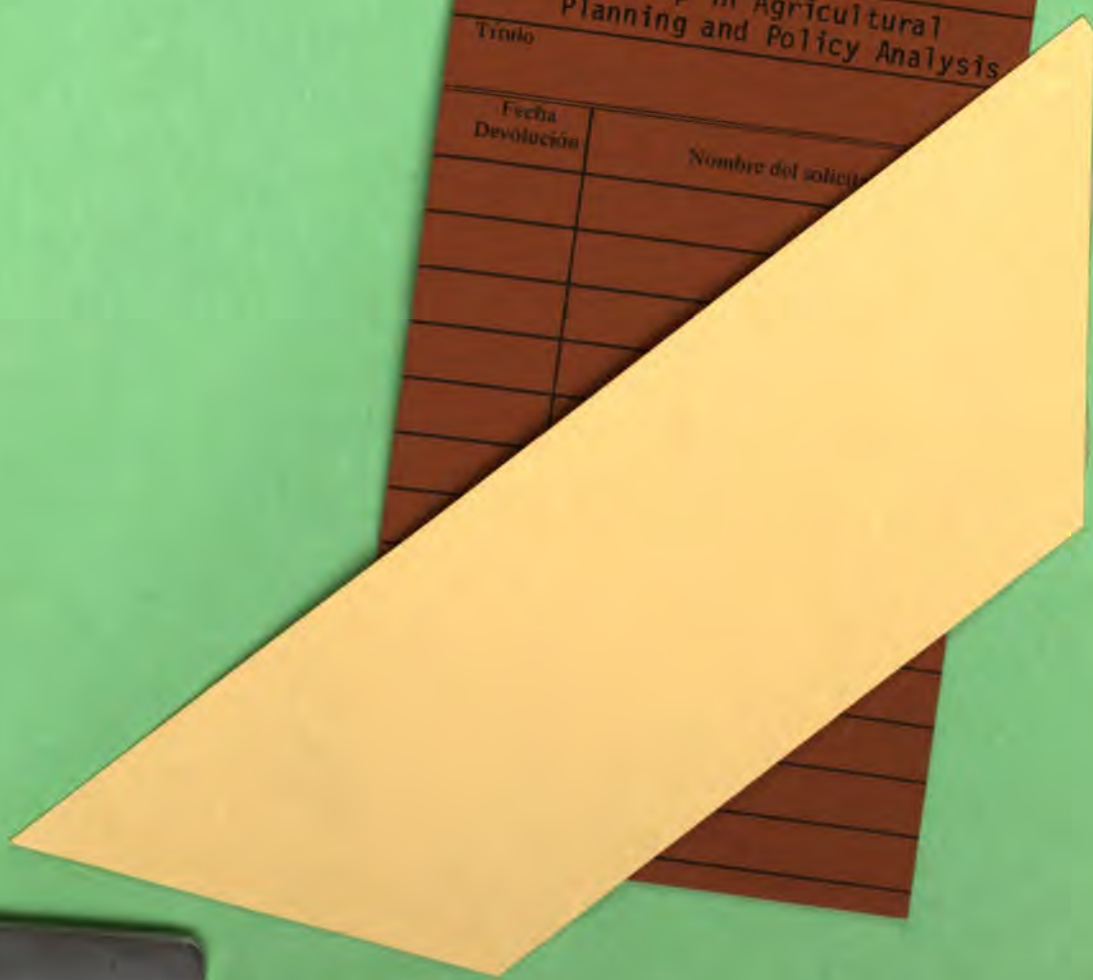
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