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PLANNING TECHNIQUES AND ORGANISATION

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TABLE OF CONTENTS

	<u>Page</u>
PLANNING TECHNIQUES AND ORGANIZATION .....	1
THE PLANNING PROCESS IN GENERAL .....	3
THE PLANNING PROCESS IN TRINIDAD AND TOBAGO .....	9
ORGANIZATION AND MACHINERY FOR PLANNING .....	13
MACHINERY FOR CO-OPERATION WITH PRIVATE SECTORS AND CITIZENS .....	17



## PLANNING TECHNIQUES AND ORGANIZATION

In 1963 the Government of Trinidad and Tobago set up a National Planning Commission. The functions, powers and composition of the Commission were shortly afterwards presented in the form of a White Paper to Parliament. The text of the White Paper reads as follows:

- "1. Under the Cabinet, the National Planning Commission is the supreme planning authority of the country.
- "2. The Commission shall comprise the following:
  - The Prime Minister - Chairman;
  - The Minister of Finance - Deputy Chairman;
  - The Minister or Ministers responsible for Agriculture, Industry and Petroleum;
  - The Minister of Labour;
  - The Director of Statistical Service;
  - A Representative of the Central Bank;
  - Two additional persons to be selected by the Prime Minister on the basis of individual competence;<sup>1/</sup>
  - Permanent Secretary, Ministry of Planning and Development, Secretary MemberThe Secretariat of the Commission is the Ministry of Planning and Development.
- "3. The Commission has the responsibility for the formulation of Long-term, medium-term and annual plans for the improvement and expansion of the country's material resources; for the fullest development and utilization of its human resources; and for the economic and social betterment of its people.  
To this end the Commission, working in consultation with the Ministries of Government and Statutory Boards and, where necessary, with the private sector of the economy must:

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<sup>1/</sup> The persons selected are:

- (a) the Permanent Secretary to the Prime Minister and Secretary to the Cabinet;
- (b) the General Manager, Industrial Development Corporation.

/(a) assess

- (a) assess the human and material resources of the country;
  - (b) set up mutually consistent quantitative targets in both  
... the economic and social fields and propose, where necessary,  
the measures to achieve such targets.
- "4. The Commission has the responsibility for the evaluation of the progress of plans.
- To this end the Commission must:
- (a) review all public sector projects from their inception to their completion through a system of project reports drawn up along such lines as are established by the Commission;
  - (b) undertake on a continuing basis the evaluation of the economic and social progress of the country.
- "5. The Commission shall approve any Development Plan prepared under the provisions of the Town and Country Planning Ordinance before any such Plan is submitted to Parliament and, pending the preparation of such a Plan, any major proposals involving land use or physical planning before such proposals are adopted.
- "6. The Commission shall advise Cabinet on such economic, social, financial or other problems relating to national planning and the execution of the Plan as may be referred to it from time to time.
- "7. All Ministries or Government and Statutory Boards shall be required to assist the Commission by providing it with such information as it may need in order to discharge its duties."

## THE PLANNING PROCESS IN GENERAL

2. The White Paper reflects the concern of the Government with planning techniques and organization as a means of furthering the economic and social development of the country. It also reflects an underlying conception of the nature of the planning process.
3. If planning is defined as the formulation and execution of a set of systematic and inter-related measures with a view to the achievement over a definite time-span of clearly defined economic and social goals, it becomes apparent that there are certain elements inherent in the planning process which hold good in any kind of society or any kind of economy, whether collectivist, mixed or private enterprise, or whether developed or developing. On this definition the planning process can be broken down into the following elements:
- (a) An assessment of resources;
  - (b) The setting of objectives;
  - (c) The formulation of measures to achieve the objectives;
  - (d) The carrying out of the measures, and
  - (e) An evaluation of the extent to which the objectives are being achieved.
4. The assessment of resources involves an intensive analysis of recent trends in the whole economy and its major sectors as well as in Government's finances. It also involves a close study of the natural resources of the country in order to determine the potential for the development of the country and the pattern which development might assume. It will also have to involve a study of human resources - total population, age-distribution of population, labour supply, rate of population growth the employment situation, the skills and training of the population.
5. Second, objectives, goals and targets must be set out as precisely as possible in quantitative terms. The broad objectives will relate to the overall national economy and will include such things as the rate of growth of product, the share of investment and of consumption in total product, the growth of the various sectors of the economy and changes in the balance of payments. There must also be goals for specific sectors

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such as Agriculture, Industry and Education. And there must be specific targets for both the public and private sector, e.g. the number of school places, the number of miles of road, the output of selected industrial and agricultural commodities, etc.

6. Third, the Plan must provide not only for investment in the private and public sectors, but must also include a wide array of policy instruments such as fiscal and monetary measures, tax incentives, tariff and quota measures, etc.

7. Fourth, appropriate machinery has to be available for the implementing of the Plan both with respect to the public and the private sector.

8. Finally, there must be machinery for the evaluation and reporting on the extent to which the objectives of the Plan are being achieved.

#### Need for a Development Strategy

9. The choice of correct strategy is a question of supreme importance for successful development policy. There are several aspects to development strategy and two may be mentioned here.

10. The first is the relative emphasis which the public sector should give to various kinds of investments and policy measures. It is clear that Government action in a very wide range of fields affects economic and social development. The question is this: what is the right combination of expenditures and of measures? Given the particular circumstances of any country at any particular moment of time, what are the strategic areas in which to concentrate investment and effort in order to promote self-sustained growth?

11. Secondly, strategy involves the conscious choice of some path or combination of paths of development amongst various alternatives. For example, should one start with light consumer goods and work "backwards" to heavy industry in the classic manner? Or should not heavy industry be set up from the outset leaving a greater emphasis on consumer goods to a later stage of the development process? Should one plan one's industrial effort exclusively on the basis of import substitution or should one think as well of a substantial expansion of exports? Should one make a conscious decision to concentrate development in the metropolitan areas or should one make a deliberate effort to develop certain regions or certain geographical areas?

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12. Such questions as these can only be answered on the basis of a close examination of the natural and human resources position of the country as well as of the recent rate of growth and changing structure of the economy. Such an examination is usually an essential pre-requisite to the formulation of a sound strategy of development. Underlying the whole planning exercise there must be a basic sense of direction arising from deliberate choices based as much on judgement as on analysis.

13. Since the adoption of a strategy envisages changes in the structure of the economy, it is often useful to reflect the probable results of the adoption of a strategy in terms of long-run projections of the economy.

#### Over-all, Sectoral and Project Planning

14. The planning process includes three dimensions - over-all planning, sectoral planning and project planning. This distinction corresponds to the distinction made earlier between objectives, goals and targets. Over-all planning relates to the whole economy and the relationships between sectors. Sectoral planning relates to particular sector - either of the economy or a field of Government activity, for example, Agriculture and Education. But in the last analysis all planning comes down to individual projects - a road, a school, a factory. Proper planning procedures are just as important to project planning as to over-all and sectoral planning; and, if such proper procedures are neglected, much waste and misallocation of funds can result.

#### Programming Techniques

15. The basic tool of over-all and sectoral planning is "programming" that is to say, the making of a set of mutually consistent forecasts for the principal elements in the national economy, including both the public and private sector. The application of certain programming techniques is essential in order to produce a mutually consistent set of forecasts; for the relationships between the several parts of an economic system are somewhat complicated; everything acts on and at the same time is dependent on everything else.

16. The object of programming is to give a picture of the economy at a future date, usually the last year of the Plan. It is, therefore, an essential part of the process of national economic planning. A programming exercise embodies two elements - the element of "pure forecasting" and the

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element of setting "targets" which are considered achievable either through the pursuit of the enlightened self-interest of producers or through the use of various policy instruments by the Government. The export price of a commodity a few years hence is very much in the nature of a forecast, since the Government can usually exercise little control over this price. On the other hand programmes in the field of Governmental services may be more accurately described as targets. In between are elements of a mixed nature - such as the development of a particular industry.

17. Whether this last kind of projection is to be more properly regarded as a forecast or a target depends on the extent to which the major economic decisions in the country are subject to Government control an influence. But even in an economy where most of the decisions on production, investment, saving and consumption are left to the free choice of individuals working through the market-mechanism, a number of policy instruments are available to the Government for the stimulation and encouragement of private economic decisions, so that these last may be more closely harmonised with broad national objectives as expressed in the Plan.

18. Two principal approaches are usually made to the problem of ensuring consistency in a set of economic projections. The first approach relies to a great extent on the use of mathematical models. The second is more flexible and relies much more on qualitative judgement, although it need not dispense completely with the use of mathematical methods.

19. It is clear that no hard-and-fast distinction can be made between these two approaches. It is merely a question of emphasis. But there are two main limitations to the mathematical approach. The first limitation arises from the degree of complexity of the economy, in particular the extent to which various sectors are "inter-dependent", in the sense that they have a large number of transactions one with another as distinct from transactions with the outside world. The second limitation relates to the availability of a wide range of sufficiently reliable and refined statistical data covering a fairly long period of time.

20. The main uses of economic projection can be summarised as follows:

- (i) The help in showing the combined implications of a set of Government policies and assist in the making of decisions on economic policies;

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- (ii) . They can help in revealing conflicts between various policy objectives - for example the conflict between a high rate of domestic investment and improvement in the balance of payments;
- (iii) They can indicate the likely extent of the foreign exchange gap and hence the need for net foreign investment and foreign aid;
- (iv) They can help in indicating capital requirements for the whole economy and for various economic sectors;
- (v) They can help in identifying particular problem areas - such as the need to increase exports of manufactured goods;
- (vi) They can help in the planning of economic overhead and training facilities, which have to be related to increases in production in various sectors;
- (vii) They can help in forecasting Government revenues since these are related to changes in the output of various sectors;
- (viii) They can help in estimating likely increases in employment - in so far as productivity trends in the various sectors can be accurately predicted.

#### Physical Planning

21. Yet another important dimension of planning is physical planning. It is apparent that all economic and social planning has its physical dimensions, since economic and social projects and activities must be located or carried out in specific physical areas. The object of town and country planning is to draw up over-all plans for the zoning of economic and social activities with a view to the best use of physical space having regard to both economic and social criteria.

#### The Planning Period

22. Planning is essentially a continuous process since plans have to be modified from time to time to take account of changing circumstances. The task of planning can, therefore, never be completed. Because of this it is often necessary to have plans of different durations dovetailing with each other. At one end of the scale there are "perspective" plans covering the very broad outline of development of the economy or particular sectors over two or three decades. Within these perspective plans there is also need for a "long-range" plan of about ten years' duration which will outline the desired structure of the economy in somewhat more detail than perspective plans. Such ten-year plans provide a strategic framework for a truly operational or "medium-term" plan which is formally adopted by the Executive

/and Legislature

and Legislature, which may have either the force of law or the force of basic policy commitments by the Government in power. Such operational plans usually cover four, five or six years and are elaborated in considerably more detail than long-range and perspective plans. Finally, money has to be appropriated annually by Parliament for the conduct of public business; and this annual budget provides an opportunity for phasing the medium-term plan into annual plans or capital budgets. The Annual Capital Budget also provides an opportunity for flexibility by means of revisions in respect of size, timing and changes in emphasis.

#### The Role of Research in Planning

23. Since planning involves an assessment of material, human and financial resources, it requires a large basis of information, which can only be provided by research and investigations into physical and human resources and by analyses of economic, statistical and financial trends. It is true that there can be no planning without research, it is equally true that planning stimulates research by revealing gaps in basic information and data. And, as more information and data become available, the planning process is enormously strengthened and improved and the plans themselves can be modified. This is one reason why planning has to be a continuous and flexible process.

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## THE PLANNING PROCESS IN TRINIDAD AND TOBAGO

24. While, as has already been noted, all of these elements are inherent in the planning process irrespective of the kind of economy, the particular way in which a Plan is formulated and executed depends very much both on the kind of economy and on the relative importance of the public and of the private sectors. This general principle is very well illustrated in the particular approach made to the Second Five-Year Plan in Trinidad and Tobago.

25. Consider the division between the public and the private sectors of the economy. In a fully collectivist economy where all the means of production are owned by the state, and where, by definition, there is no private sector, the necessity to co-ordinate the activities of the public and private sectors clearly does not arise. In such an economy the Plan covers the whole economy, both infra-structure and productive activities - and has the force of law. On the other hand in a mixed economy problems both at the level of formulation and at the level of execution arise. In a mixed economy where a large number of decisions on savings, investment, production and consumption are in private hands, the technique of formulating a Plan is somewhat different from what it would be in a fully controlled economy. In a mixed economy the element of pure forecasting in setting objectives, goals and targets becomes predominant and the problem becomes one of making correct forecasts as well as of actively seeking the views of private producers on expected levels of production, saving and investment.

26. Quite apart from the size of the public sector, the economic structure also severely conditions the extent to which one can make reliable forecasts. For one thing, in an economy highly dependent on one or two principal exports, unexpected developments in the financial situation resulting from adverse changes in external markets may prevent the carrying out of the Government's intentions with respect to public sector investments. For another, the inflow of private investment funds is often difficult to forecast with any degree of accuracy.

Limitation to planning in Trinidad and Tobago

27. In Trinidad and Tobago these problems arise in a very acute form. In the first place, the public sector is relatively small. In 1962, the public sector (that is, Government and Public Utilities) accounted for some 20 per cent of Gross Domestic Capital Formation and for some 14 per cent of Gross Domestic Product, while Government consumption accounted for only 12 per cent, of Gross Domestic Product at Market Prices. This means that in a National Plan, the decisions made by private producers assume almost overwhelming importance. Second, the economy depends to a large extent, especially in the manufacturing and petroleum sectors, on inflows of foreign private capital; and such inflows, as is generally appreciated, are surrounded by uncertainty. Third, the economy is a highly open one and is highly dependent on exports and imports. In 1961, the ratio of total exports of goods to Gross Domestic Product was nearly 60 per cent - one of the highest in the world, reflecting the dominance of the petroleum sector.

28. These three fundamental factors make the task of planning and of forecasting very different in Trinidad and Tobago from what it is in a country like India, with its low ratio of foreign trade, its large public sector and its relatively small reliance on private foreign investment.

29. But to recognize these limiting factors is not to imply that programming is impossible in the Trinidad and Tobago economy. In the first place, the Government has a fairly wide array of measures at its command which could be used to influence, encourage and, where necessary discourage, the private sector from doing certain things. Such measures include the granting of tax incentives on a selective basis, fiscal and monetary measures designed to affect the flow and direction of savings and investment, commercial policy measures designed to encourage the production of local manufactures, etc. Again, the fact that the Government in its public sector programme is undertaking a series of overhead investments designed to facilitate productive private investment cannot fail to have an important effect in stimulating the latter kind of investment. Finally, the Government expects that the large private companies which dominate the economy, especially in sugar and petroleum will co-operate in achieving the development goals of the nation.

30. It is almost certain that Trinidad and Tobago will continue to attract, and indeed will increasingly attract, foreign private capital in view of its political stability and its favourable economic prospects. In this context, planning becomes largely a question of the Government and its agencies stressing the investment of private capital in industrial projects which are considered to conform to the desired over-all pattern of development.

31. The third limitation, namely, the highly open nature of the economy, constitutes perhaps the greatest limitation to national planning. In view of the dominant role of petroleum exports in the economy, planning in this area resolves itself largely into a question of co-operation between the Government and the Oil Companies in setting feasible goals.

#### Approach to 1964-1968 Plan

32. In the new Plan a five-year period has been chosen, on the grounds that the various programmes and policies to be instituted cannot have any significant impact in a shorter period of time. In addition, several major capital projects in the public sector which have a long period of gestation are contemplated - for example, Electricity, Port Development the Southern Highway. The Five-Year Plan has not been set against a longer-term background of broad economic projections, because it did not prove possible to forecast trends in the petroleum sector after 1968. It is, however, intended to set in train in the near future such long-term economic projections. And it is also intended to undertake perspective plans relating to various sectors, particularly Education, in the light of various demographic assumptions.

33. It is fortunate that a start is being made on the preparation of the new Physical Development Plan during the year when the new economic and social plan is being prepared. The Physical Development Plan will provide a basis for regulating the use of land in the national interest. The preparation of this Plan is being undertaken in accordance with the provisions of the Town and Country Planning Ordinance of 1960, which also provides for the control of all land and building development through a system of planning permits. The fact is that comprehensive town and country planning is a stark necessity in view of our rapidly increasing population, our increasing degree of urbanisation and our limited resources of land.

34. As a basis for making projections, the economy was divided into 18 production sectors and into four sectors of final demand, and a modified input-output matrix was used for analysing transactions between sectors and with the outside world. The key forecast was the one relating to exports of the petroleum sector; and a highly "iterative" method was used to ensure the consistency of the projections through the satisfaction of the economic relationships and the accounting identities. An attempt was also made to forecast changes in employment levels by major sectors, through the application of assumed changes in productivity to projected changes in output.



## ORGANIZATION AND MACHINERY FOR PLANNING

35. The Government has established machinery for planning both at the level of the public sector and the private sector.

### National Planning Commission

36. To begin with the public sector: The National Planning Commission has been established as the supreme planning body under the Cabinet. The functions of the Commission have already been set out.

### Role of Ministries in Planning

37. The Government Ministries and other agencies of Government are responsible for carrying out the public sector part of the Plan, the role of the Commission and its Secretariat, the Ministry of Planning and Development being to evaluate the progress of execution. This reflects a basic principle of Cabinet Government, namely that Ministers and their Ministries are responsible for particular subjects, and takes into account the practical consideration that it is the Ministries which have the staff for executing the programmes. Both principle and expediency also require that the Ministries themselves should play part in formulating the Plan, since they are familiar with the specific problems within their own fields.

38. The basic structure which would enable the Ministries to play an effective role in planning already exists. What is now required is a greater concentration and focusing of effort on the problems of development and planning. The problems of development and planning cannot be separated from the problem of administration. For once the Government of a self-governing community has decided to pursue certain defined social and economic goals, the area of administration becomes co-terminous with the area of development and planning. Regarded in this light, planning is not a matter merely for the National Planning Commission and its Secretariat, the Ministry of Planning and Development just as under conditions of individual Ministerial accountability to Parliament for all expenditure of public monies, proper budgeting and control of expenditure are no longer matters concerning only the Ministry of Finance. Just as every Ministry has to improve its efficiency in discharging its budgeting and expenditure-control functions, so must every Ministry now participate more fully in the planning process.

39. In the light of the above considerations, sectoral and project plans should originate as much as possible within the Ministries. The National Planning Commission and its Secretariat will be more concerned with over-all planning; co-ordinating Ministerial plans and developing them into a coherent whole in the light of the economic and social objectives of the Government and of available financial resources; and evaluating the extent to which the implementation of the Plan is proceeding satisfactorily. In turn, the Ministries themselves have an important role to play in reviewing the sector programmes submitted by the Statutory Bodies and Local Authorities under their control.

40. In particular, Ministries and Executing Agencies will have to pay much closer attention than previously to sound planning of individual projects. For it is only through sound project planning that a means can be provided of checking projects at all stages in their execution and of studying the various factors which contribute to efficient execution. Close attention will have to be paid to all phases of engineering projects, including Feasibility Study, requiring a Preliminary Report; Detailed Design, requiring a Detailed Project Report; Execution, Control, Supervision and Inspection of the work during construction; and the Site Engineer's Final Report, which includes the various indices of performance derived from costing and statistical analyses.

#### Co-operation and Consultation between Ministries

41. In addition, sound planning (as well as sound administration) requires the constant and closest consultation and co-operation between Ministries. But the exercise of such consultation and co-operation in turn requires the clearest possible definition of functions and duties of individual Ministries, Divisions, and Sections of Ministries, and even of individuals. It is impossible to assign responsibility unless functions are sharply and clearly defined.

42. One important aspect of clarification of responsibilities concerns the allocation of functions between the planning organization and the budgeting organization. The composition of the National Planning Commission ensures co-ordination at the Ministerial level, since the Offices of the Prime Minister and Minister of Finance, Planning and Development are held

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by the same individual, and at the official level it has been recognised that the Ministry of Finance is the budgeting authority of the Government and must, therefore, be concerned with the annual Capital Budget, in respect of which the planning organization will have to recommend priorities in terms of the fulfillment of the plan.

#### The Improvement of Planning Machinery

43. It is clear that there is room for improvement in the Governmental machinery for planning. Since the same factors which make for good planning also make for good administration, many of the proposals directly involve the improvement of the administrative machinery.
44. The principal requirements for improving the planning and administrative machinery of Government are as follows:
- (i) Fuller participation of Ministries in the planning process;
  - (ii) A clearer definition of functions as between the various parts of the administrative machinery
  - (iii) Sound project planning with a view to better control of expenditure;
  - (iv) Overcoming shortages of trained technical staff, especially engineers, and the dissemination of administrative skills among non-technical officers.
45. It is proposed to meet the deficiencies which now exist in the following ways:
- (i) The designation within each Ministry and Statutory Board of Planning Officers and Planning Committees whose functions it would be to formulate and oversee the execution of Plans relating to the particular Ministry or Statutory Board;
  - (ii) A clearer definition of functions;
  - (iii) The institution of sound project planning procedures in Ministries and Agencies carrying out engineering and similar projects through the establishment of Costing and Statistical Sections; through the preparation of Project Reports on all major projects for submission to the National Planning Commissions; and through better field supervision of the execution of projects;
  - (iv) An intensive programme of In-Service Training for both administrative and technical officers - particularly with respect to financial control and development planning;
  - (v) A better system of progress reporting on Plans and a recasting of annual Departmental and Ministerial Reports to give more emphasis to progress made in meeting the objectives of the Plan;
  - (vi) An attempt to meet shortages of technical staff.

46. Two particular methods of meeting shortages of trained staff are the use of experts on short-term contracts under various Technical Assistance Programmes and the use of engineering consultants.

47. Technical assistance is a most valuable form of aid to developing countries for the purpose of securing the temporary services of highly trained manpower. The United Nations and its Agencies as well as the Governments of the United States of America, Canada, the United Kingdom, India, Switzerland and Israel have been able to offer very welcome assistance to the Government in this field. On the other hand, while the use of technical assistance experts makes a very valuable contribution in the short run, the long-run solution to the problem of trained manpower is to be found only in the development of a cadre of indigenous personnel. The same considerations apply to the use of the services of expatriate consulting engineering firms. In addition, it has to be borne in mind that consultants' services can often be very expensive.

48. It should however be mentioned that it is not the only function of Technical Assistance to provide expert personnel. The undertaking of resource, economic and other surveys is an even more valuable aspect of Technical Assistance which serves the important purpose of assessing and improving knowledge about the human, economic and natural resources of a country. In this way Technical Assistance Surveys supply a vital element of the planning process in developing countries.

## MACHINERY FOR CO-OPERATION WITH PRIVATE SECTORS AND CITIZENS

49. Even in a Plan confined to a list of public sector projects, it would be desirable to have the co-operation and participation of the general public, of private enterprise organizations and of the Trade Union Movement - if only because the execution of such a programme usually calls for the mobilization of efforts and resources, and even the making of sacrifices in the present for the sake of the future. There is the additional consideration that, since resources are always limited in relation to needs, such a programme must either explicitly or implicitly rest on a system of priorities; and a lack of appreciation by the public of the rationals of the Plan might cause resentment when particular interest or individuals feel that certain programmes and projects affecting them closely were given a low priority. In the past no attempts were made to enlist the participation of the public and of organized groups in the formulation of Plans.

50. In a more comprehensive programme establishing broad goals for both the public and private sectors, the need for public co-operation with, and understanding of, the Plan becomes imperative. This imperative is dictated by the nature of our economy, where the Government plays a limited role and where virtually all the decisions relating to production, investment, savings and consumption are taken by the private sector.

51. Planning in this country must be of a highly permissive nature and cannot rest on Government fiat as in collectivist economies. Here it is necessary to encourage the private sector to meet certain broad goals through tax, credit and tariff inducements and through persuasion and exhortation by leaders of the community. The targets set out in the Plan are, therefore, not categorical imperatives which will be imposed on the private sector. Rather they represent objectives which the Government considers both desirable and capable of being met by the measures embodied in its plans and policies and by the enlightened self-interest of private producers.

National Economic Advisory Council

52. The private sector will be given an opportunity to assist in the formulation of the Plan's targets and goals through the National Economic Advisory Council, to which body this Plan was submitted. The Council consists of five members selected by the Business Advisory Council, five members selected by the Labour Advisory Council and two persons selected by the Government from among other organizations such as the District Agricultural Societies, Credit Unions, Cane Farmers' Association, Small Farmers' Associations, Friendly Societies and similar bodies. The Labour Advisory Council, consisting of 15 Trade Union officials and the Business Advisory Council consisting of 15 representatives of commercial, agricultural and manufacturing groups, will advise the Government generally on all matters affecting the economic development of the country.

53. It will also be necessary to establish certain institutions, in which the private sector will have to play a role alongside with the public sector.

Involvement of Rural Communities

54. Finally, further means must supplement these measures. The Public Relations apparatus of Government was brought into play; and Government's facilities on radio and television were devoted to explaining and presenting the Plan to all groups in the community. Additional steps were taken to keep the rural areas informed of Government's programmes. The Agricultural Extension Service has an important role to play here, as the Community Education Centre, which is used to publish and disseminate information to the rural population on the Programme. On their side, the small farmers were given the opportunity to formulate proposals and help themselves through the setting up of County Agricultural Development Boards and the strengthening of organs such as Village Councils, Agricultural Credit Societies and Women's Groups.

55. Democratic planning is a co-operative process involving the participation of every layer of Government and of Society as well as of every individual citizen. Only to the extent that this conception is grasped and acted upon can national economic planning be fully successful in this country.