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A BRIEF OUTLINE OF 30 YEARS DEVELOPMENT PLANNING
IN SURINAME
(1947-1977)

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Contents

I. Prosperity Fund

Prosperity fund: 1947 - 1955

- 1.1. General
- 1.2 Constraints
- 1.3 Planning institutions

II. Ten Year Plan for Suriname: 1954 - 1963

- 2.1 General
- 2.2 Issues
- 2.3 Objectives
- 2.4 Scope and bottlenecks
- 2.5 Financing of the investment program
- 2.6 The revision of the original T.Y.P.
- 2.7 Planning organisation
- 2.8 Additional Development Plan

III. National Development Plan for Suriname (N.O.S.): 1965-1975

- 3.1 The next perspective plan
- 3.2 First and second Five Year Plan

IV. The legal framework of development planning

- 4.1 Changed situation
- 4.2 The Central Planning Agency
- 4.3 The planning act
- 4.4 The urban act

V. Multiannual Development Program (M.O.P.): 1975-1985/90

- 5.1 General
- 5.2 Goals
- 5.3 Constraints and opportunities
- 5.4 Methodology of planning
- 5.5 Regional and Sectoral approach
 - 5.5.1 Regional approach
 - 5.5.2 Sectoral approach
 - 5.5.2.1 Economic Sectors
 - 5.5.2.2 Social Sectors
- 5.6 Financing the Plan
- 5.7 International Framework for plan execution
- 5.8 Revision of the plan

VI. Organisational framework of the development policy

- 6.1 Public Administration

INTRODUCTION

Development planning from a macro point of view is generally focused towards the growth of G.D.P.

Growth of this indicator means that the different sectors in the economy should be stimulated.

The ultimate goal in the development and planning process is however to reach an optimal level of prosperity and welfare for the whole population in a country.

In this paper we will try to make it quite clear that our planning efforts were directed towards both aforementioned issues.

Besides this the bottle-necks and constraints in the planning process will also be a matter of discussion in the overview of 30 years of development planning in Suriname. Last but not least we seriously consider a good planning system as an essential phenomena for optimal development planning.

1. PROSPERITY FUND (1947-1955)

1.1. GENERAL

In creating the law concerning the "Prosperity Fund" the first step was set in the direction of proper social-economic development planning in Suriname.

The main goal as specified in this plan was to develop the economic resources and to improve the social situation in Suriname. The funds which were available for the execution of this plan which were furnished by the Dutch government and amounted to Df 40 million

These financial resources were invested in 22 projects, which were put forward through a work schedule.

We must state that the then existing planning system with which one had to cope was very deficient. The Governor, who was a representative of the Dutch queen in Suriname, had a central position in the planning process. He was the Treasurer of the Fund and was assisted by an advisory Board of four members. This team on its turn was assisted by a secretary administrator.

1. 2. CONSTRAINTS

The following points were seen as the most important constraints in realizing the work schedule of the plan:

- a lack of data in almost every field
- Suriname was not equipped with sufficient personnel to execute the plan and moreover they were not adjusted enough to execute the plan
- a shortage of skilled labourers in almost every field.

1. 3. PLANNING INSTITUTIONS

Notwithstanding the deficient planning organisation mentioned before, we can stress that one had tackled the constraints very seriously. This resulted, for example, in the creation of institutions for:

- data research
- documentation and
- planning

From this perspective

- 1) The second census of 1950 was a base for research on human resources.

- 2) Areal survey, as a base for the investigation of natural resources was done. This was a pre-requisite to physical planning.
- 3) The Central Planning Agency (C.P.A.) as the institution for general and regional planning, was founded.

Preceding the creation of the C.P.A. a coordination body to prepare planning was established in 1950. In a later stage this body was transformed in the C.P.A. of Suriname.

2. TEN YEAR PLAN FOR SURINAME (T.Y.P.) 1954-1963

2.1. GENERAL

The first multiannual national development plan was drafted right after the planning period of the Prosperity Fund. The necessity to come up with such a plan has an international as well as a national background. The main external factor for formulating such a plan was the fact that after world war II many colonies of the European countries felt the need for independence. So the Netherlands in one way found itself obliged to supply funds to Suriname in order to formulate and to implement a perspective plan. As internal factors for the necessity of the plan one may mention that

- a great deal had to be done to convert the existing decline in standard of living into an improvement
- the economy should be put on a positive foundation instead of the then existing labile basis

2. 2. POINTS OF DEPARTURE

This perspective plan had the following points of departure:

It was stated that:

- there was a need for a thorough orientation of the fund to absorb the increase in population, without this intolerable decline in standard of living would be the result
- in the social sector there were cumulative areas stretching back for decades
- long term planning was necessary even if it was necessary to bring about accelerated development by means of our own resources. This is the case or position if a considerable foreign input is required.

2. 3. PLAN - OBJECTIVES

This first Ten Year Plan had the following objectives:

- (1) It should provide the Surinamese society with the means of attaining greater economic independence.
- (2) It was expected that further foundations should be created for further increased social economic development with local resources once the T.Y.P. was expired.

All this should be done while maintaining and if possible improving the existing standard of social provisions and gradually the standard of living of the poorest.

For attaining a certain and permanent improvement of the standard of living, it was stated that an increase in real income and consequently of per capita production should be necessary.

These ends could be achieved by two means:

- a) increased ability
- b) introducing better tools or in other words the emphasis should be put on qualitative and quantitative improvement in general and specialized education on the one hand and productive investments on the other.

In the chosen planning concept the productive actions of the government should concern the preliminary investigation and general preparations with respect to the direct production sectors (such as geological services, government forestry service, air mapping and local development plans).

Evidently also

- road, airport and communication activities
 - public health
 - almost the whole field of education
 - public utilities and drainage
- were of concern to the government.

2. 4 SCOPE AND BOTTLENECKS

Of course the scope of a plan is in one way determined by the existing productive opportunities within the planning horizon, i.e. the selected projects of which the plan eventually existed were formulated while taking the different constraints into account.

A very serious bottleneck was then expected to be the capacity of interest and redemptions with respect to the sums taken up as loans, both as regards the government budget and the foreign exchange position.

2. 5 FINANCING THE INVESTMENT PROGRAM

The original T.Y.P. provided for a minimum plan estimated to cost Sf 100 million and a supplementary plan costing Sf 30 million. These two sums considered practically taking the afore-mentioned bottlenecks into account.

According to the estimates made at that time it seemed probable, however that the maximum amount of money available Sf 100 million (prices of 1953).

Consequently, the size of the minimum plan was based on this figure. It may be recalled that the Surinamese contribution would be to furnish one amount of Sf 40 million and that the Netherlands and the Inter-bank were prepared to lend Sf 40 million and Sf 20 million respectively.

2. 6 REVISION OF THE ORIGINAL T.Y.P.

The original T.Y.P. was drawn^{up}/during the last four months of 1951 and the first months of 1952.

As much has happened since then, the plan was entirely reviewed and the projected system of financing was changed.

The general idea behind this revision was to select another point of departure, i.e. to base the plan in the first place on the justifiable requirements and then to offset this against the possibilities.

The plan thus entailed the expenditure of a total sum of Sf 117 million. The original T.Y.P. i.e. the minimum plan comprised Sf 105 million. This sum included an amount of some Sf 20 million for Wageningen (large scale rice cultivation).

This means that the revised plan entailed an investment program of Sf 37 million higher.

When drawing up the revised T.Y.P. it was recommended to start with the implementation of the plan on January 1, 1955.

In annex 1, one may find an indication of the intended disbursement of funds over the main sectors.

It was obvious that if unexpected technical difficulties arose in its execution, or if it should be found necessary that the priority originally granted to a specific project required revision the entire schedule would be renewed.

Of course this would mean that the plan was effected in each case for a period of two years in a combination of projects to be executed.

On each occasion the legislative council was consulted about the execution of such specific bi-annual working programs.

2. 7 PLANNING ORGANISATION

On instruction of the government of Suriname and of the Netherlands the T.Y.P. was drafted by the Central Planning Agency (C.P.A.).

This Agency was then a completely Dutch affair. The task of the C.P.A. at that time was to

- investigate
- draft
- coordinate and
- support

plans which could be helpful in stimulating the immaterial and material prosperity of Suriname.

The C.P.A. was assigned to draw up national development plans directed to the realisation of the national objectives as put forward by the government.

In order to carry this responsible task into effect the national planning body had the following internal organisational structure. The following sections existed:

- 1) Social-economical planning
- 2) Physical planning
- 3) Economic sector programming
- 4) coordination for multi-purpose projects
- 5) Financing

- 6) Project evaluation
- 7) Plan compilation
- 8) Information
- 9) Administration of all development funds such as financial funds of the T.Y.P., E.E.C. and other funds from outside available for the development of Suriname.
- 10) Management

The execution of planactivities by means of projects was done by the various ministries, while the C.P.A. coordinated all activities.

During the period of execution of the T.Y.P. a close cooperation on consultation was needed and as a matter of fact existed among the C.P.A. and the National Agency of Statistics while the Bureau for Rural Development (Regional Planning) assisted the C.P.A.

It is important to put on record that in the T.Y.P. period the Planning Bureau was under competency of the Development Advisory Board which was directly under the control of the Prime-Minister.

Since 1970 this situation changed, in the C.P.A. and with it, the National Agency of Statistics and the Bureau of Rural Development were transformed to the jurisdiction of the Department of Natural Resources.

2.8 Execution of the T.Y.P.

According to the Act. No.669 of March 15, 1955, the execution of the T.Y.P. was directed and coordinated by the C.P.A. in close cooperation with a representative of the Netherlands for the T.Y.P. The procedure in the planning system in this period was:

- the government puts forward national goals
- the C.P.A. gathers all necessary data in cooperation with the different ministries.
- the C.P.A. elaborates the goals and specific objectives and formulates the development plan together with the various ministries.

In this whole process the ministries had only the task of gathering information and sending it to the C.P.A. according to the rules of the Planning Bureau itself. Their contribution was evaluated by the C.P.A. and was fully or partly integrated in the plan.

The basis for financing the plan was the annual plan budget which was worked out in detail.

The Dutch Parliament, the main financier of the T.Y.P., approved only the whole annual plan budget and not projects. So one can state that in those days the financing of the T.Y.P. was bounded to a whole annual program.

2.9 Supplementary Development Plan

The scope of the T.Y.P. was from 1955 - 1963.

It was necessary to revise the plan and extend it with Sf.80 mln. This extension was called the: "Aanvullend Opbouwplan" (Supplementary Development Plan) and had a planningscope from 1962 till 1966.

3. National Development Plan Suriname (N.O.S.) 1965-1975

3.1 A New Perspective Plan

In 1965 the C.P.A. drew up the National Development Plan (N.O.S.). This plan was an overall integral development plan and it had the following goals:

- increasing the Net national income with at least 7% a year
- improving employment opportunities quantitatively as well as qualitatively
- improving the balance of payments
- improving the super- and infrastructure (this must be reached by effort to get an optimum distribution of the economic, social and spatial organization on regional national and international level.
- getting more and complete data for a correct integral planning system by further investigation and recording of the national factors of production, production situations and economic results.

3.2 First and second Five Year Plans

To reach the afore-mentioned goals the scope of 10 years of the N.O.S. was divided into two periods of five years (first and second five year plans).

These medium term plans were composed of projects selected according to the goals of the N.O.S.

The plans were financed by Dutch Development Aid and these projects were selected according to the following evaluation criteria:

- the packages of projects had to demonstrate regional and sectoral dispersal.
- the projects in the longrun should have a positive influence on the total Government budget.

After 1970 (the 4th year of the First Five Year Plan)

The Netherlands agreed on financing the second Five Year Plan (1972-1976), which amounts Nf.400 mln.

Worth mentioning is that since 1969. Holland did not finance annual programs anymore, but instead of that the financing of the plans was on the basis of projects.

4. The Legal Frame-work of Development Planning

4.1 Changed situation

While the N.O.S. was in execution this need to strengthen the legal frame-work in which planning had to be done, was strongly felt. This frame-work was needed to regulate all planning activities and procedures and to guarantee in a way the functioning of the planning system.

The new task regulation of the executing ministries (1970) may be considered as a good starting point to establish this frame-work. The new act was published in G.B.1970 No.5.

According to this new act, national and regional planning (C.P.A.) came under the competency of the minister of Development. This happened also with the Bureau for Rural Development and the National Agency of Statistics which agencies were not annexed to the C.P.A. anymore.

4.2 The Central Planning Agency.

Since in 1973 the tasks of the C.P.A. were extended to:

1. Preparing, drafting, coordinating and supporting of development plans which could be helpful in stimulating immaterial and material prosperity of Suriname.
2. To support the Minister in charge of national and regional planning, in executing the Planning Act (1973), by:

- setting up research projects and functioning as an advisory board to the Minister
- setting up national and regional development programs and drafting, preparing the multiannual plans.

The consequent task from this is that the C.P.A. had to look after the coordination for making, executing, evaluating and revision of the programs and plans.

- managing the administrative aspects and reviewing the development plans and projects which are either in preparation or in execution. The Central Planning Agency was also the controlling Agency for the executing of the plans.
- controlling the execution of the Planning Act.

Planning Act

In 1973 the Planning Act was adopted. This Act was directed to put rules to national and regional planning. It was the intention to reach an optimum physical framework for land use by this Act.

This Act was adopted by government.

The Minister in charge of national and regional planning is responsible for the execution of this Act and the National Planning Agency and Bureau for Rural Development are the institutional instruments to his disposal for these matters. According to this Act, the point of departure of the development policy must be the exploitation of all (natural) resources of Suriname. The overall objective is then to increase the material, social and cultural needs, prosperity and well-being of the total Surinamese people. This policy was to be laid down in a national development program, which should be worked out in one or more regional development programs.

The planning act deals also with the planning organization and therefore controls:

- the Central Planning Agency
- the interministry coordination Board for Development planning (since at that time the Minister of Development was in charge as such)
- an Advisory Board for Planning and Development for Suriname.

The Advisory Board advises the Minister for Development on national and regional planning on request or on her own accord.

The Central Planning Agency functions as secretary for both Boards, which boards however are not yet inaugurated.

The Urban Act

In 1972 the Urban Act was adopted by Parliament.

According to this Act, the Ministry of Public Works and Traffic is in charge of urban planning and control of the convenient use of urban space and urban development.

In this Act the position of the coordination council for Development planning is settled. This council was inaugurated in 1974 and its tasks were laid down by special act.

5. The Multiannual Plan (M.O.P.)

5.1 General

In 1975 a new perspective plan, following the N.O.S., was formulated by a joint committee of Surinamese and Dutch experts in the field of development planning.

The time scope of this perspective plan lies between 1975 - 1985/1990.

The need to formulate this new plan originated from:

- the fact that Suriname's development entered a new phase i.e. the phase after its institutional independence (1975) from Holland.
- the idea that there should be a frame-work in which the Dutch development aid for the next period had to fit.
- the fact that a new perspective plan was also needed as a follow-up of the N.O.S. of the mid-sixties.

The need was also dictated by the fact that

- (1) the growth of investments had not brought forward the desirable results
- (2) the import of foodstuff was still increasing
- (3) the current account of the balance of payment had a structural deficit.
- (4) Industrialisation was lagging behind
- (5) the import of consumer goods was also increasing

5.2 Goals of the plan

The development goals as put forward by the administration for this long term planning period are as follows:

- strengthening the base of the whole economy
- increasing job opportunities
- improving the living conditions of all members of society
- optimal regional dispersal of economic activities.

The leading motive of this plan is "the mobilisation of all possible resources in Suriname", which should lead to self-reliance, which is the philosophy of the policy makers for this plan.

5.3

Constraints and opportunities

The following aspects may be considered as constraints to the execution of the plan:

- The deeply rooted colonial structure of the Surinamese society
- The small domestic market
- The isolated geographical position, far from important international shipping routes.
- The funds for execution of the plan, Additional to it we can stress the problem that the Dutch aid to Suriname for the scope of the plan is not stable. The Dutch government is to finance 1/3 of the investment programs but this does not imply a correction for inflation or monetary risks.
- a shortage of skills in many fields.

The most important opportunities are:

- the availability of potential natural resources
- the fact that the Surinamese and Dutch government agreed that after the 1985/1990 the results of the M.O.P. will be evaluated and that Holland is willing to finance the then recorded deficit up to a maximum of Nf.300 mln.

5.4

The Planning Methodology

In the Annual plan for 1978 as in the Annual for 1979 the "bottom-up approach" which is more regional and project oriented is used as underlying methodology, contrary to the annual plan for 1977, which the methodology was that of the "top-down approach" which is more macro-economic oriented.

In the top-down approach the macroeconomic data are disaggregated through the different sectors and regions, to come to a set of activities which have to be developed within the regions.

In the bottom-up approach on the other hand, first of all one has to investigate the opportunities within the regions and in the different sectors, to reach a set of possible development activities which could take place. Addition of these totals will give us the national totals. This principle is demonstrated in the following matrix which concerns employment opportunities:

		S E C T O R S					
		1	2	3	4	5	
R E G I O N S	1	e_{11}	e_{12}	e_{13}	e_{14}	e_{15}	R E G I O N A L T O T A L
	2	e_{21}	e_{22}	e_{23}	e_{24}	e_{25}	
	3	e_{31}	e_{32}	e_{33}	e_{34}	e_{35}	
	4	e_{41}	e_{42}	e_{43}	e_{44}	e_{45}	
		S E C T O R A L T O T A L					N A T I O N A L T O T A L

In this matrix the sectors are presented in the horizontal columns and the regions in the vertical rows.

Here the totals of the rows demonstrate the employment in a specific region, while the totals of the columns demonstrate the employment in a specific sector (e_{32} = employment in region 3 within sector 2). At last one comes to the desired allocation in regions and sectors by a method of trial and error. The bottom-up approach traces for every region the potential opportunities. These are summed up to get the regional and sectoral totals, which together produce the national total.

Both methods (top down and bottom up approach) have their advantages and disadvantages. Here is not the place to go through this, but the reader is referred to the literature about planning methodology.

5.5 Regional and sectoral approach

5.5.1 Regional approach

Essential in the plan is the development of the natural resources. The regional approach in the plan starts from the principle of selected or growth centers, but strives after a balanced distribution of economic activities over the productive area.

The underlying opinion is that this regional approach will guarantee that the increasing prosperity will be spread sufficiently over the regions.

The formulation of regional and sectoral plans are necessary to fill up this longterm plan and to improve the methodology.

5.5.2

Sectoral Approach

The realisation of the goals of the plan calls also for several sectoral measures.

These sectoral measures have to be taken in the economic, social and organisational field. Also in the field of international relations measures have to be taken.

5.5.2.1 Economic Sectors

In agriculture the policy set forward in this plan is aimed to the problems concerning land management, farm management, water management and the overall Government policy with respect to the agricultural sector.

The supporting measures for agricultural development suggested in the plan are the field bankcredits extension, education, research, marketing of agricultural products, land reconstruction, etc.

The plan foresees a further development of forestry and integration of this sector with the new timber industry, which is essential for the strengthening of the development in forestry. The mining industry has the task in development policy, as the basis for further industrialisation in Suriname. Because of having more control over benefits of the operations in this sector and in the industrial sector, the government implements the policy to participate in the operations by a "joint venture" strategy.

Additionally, the Surinamese government intends to establish more state-owned companies. To stimulate the establishment of industries and to improve the efficiency in these industries, an Industrial Development Institute will be working in that field.

5.5.2.2 Social Sectors

The program stresses the creation of material supplies and the initiation of a process for mobilisation in order to increase the active participation of the Suriname people in the overall development process. This means that there must be convenient actions in the field of manpower and education etc.

In this respect the suggestion to start to formulate a population policy is very important.

5.0 Financing the Plan

The investment program of this M.O.P. was budgeted in 1975 for Sf.6.6 billion of which 1/3 (one third) will be financed by the Netherlands. This is settled in an agreement about the development cooperation between the Netherlands and Suriname. The other 2/3 (two thirds) of the funds could come from:

- domestic levies and savings, by private companies and from the public sector.
- loans and financial and technical contribution of international institutions as: A.I.D., World Bank, I.M.F., E.D.F., O.A.S., U.N.D.P., F.A.O., etc.
- Foreign private and/or bilateral aid funds.

5.7. International Frame-work for the execution of planning

In respect to the constraint: small domestic market, the program stresses the need of joining to Caricom, in order to overcome this constraint. As a young independent nation it is necessary that Suriname's orientation will not only be Europe but also other regions, especially the Caribbean and Latin American Region. The European market is an essential market for goods from Suriname, therefore the association of Suriname to the E.E.C. is, according to this program, of necessity. Other benefits of this association is that Suriname can then make use of the possibilities of the European Development Fund, for financing various development projects out of the M.O.P.

The partnership of the International Bauxite Association is seen as very essential to the Suriname policy concerning the exploitation of bauxite. This partnership gives Suriname the opportunity to have a mining policy, based on international agreements, by which Suriname can have a stronger position against the trans-national companies operating here or those that are to operate in Suriname in the future.

Besides these inter-regional and international institutions, Suriname participates in the O.A.S.

The Netherlands are very much involved in the plan execution through the C.O.N.S.* which approves projects to be financed out of the Dutch funds for Suriname.

The national development objectives are used here as selecting criteria to the different investment projects.

One of the conditions put forward by the CONS when a project has to be financed concerns project preparation and reporting different stages of the projects.

*Commission for Development Cooperation The Netherlands/ Suriname. The Commission consists of 3 Suriname and 3 Dutch experts, who were appointed by the Suriname and Dutch governments at the independence of Suriname in 1975.

Revision of the plan

In every (perspective) plan there must be a plan flexibility. This means that also the M.O.P. has to be updated and filled up by results of rolling research.

With these results parts of the plan probably should be revised. In the period behind us various regional and sectoral plans have been formulated. Since 1976 the National Planning Agency is formulating annual plans which also contain projections for the next four years. The annual plan evaluates the execution of the program on the past period as well. At last the Annual Plan gives the consequences and the constraints on sectoral, regional and national level. It is recommendable that beside Annual Plans, which are based on this perspective plan, just like in the period 1965 - 1975, ^{that} we prepare two five year plans, a five year plan for the period 1980 - 1985 and one for the period 1985 - 1990, because this is not yet the case.

Worthy of mention is: that in the Annual Plan for 1979 the suggestion is made to revise this long term plan for the period 1980-1985, based on better and more recent information.

6. ORGANISATIONAL FRAMEWORK FOR DEVELOPMENT POLICY0.1 The Public Administration

One of the constraints for implementing the national self reliance concept is the old colonial structure of the public administration. Because of this the plan stresses highly on a restructuring of the public administration.

As one of the means for restructuring the public administration, the plan mentions, decentralisation of authority to certain institutions and regions.

This idea of restructuring is based on the opinion that the public administration should be more "development oriented". In this process of restructurization, the University, which trains people to work in the development process, can be extremely important.

S U M M A R Y

A Brief Outline of 30 Years Development Planning in Suriname (1947-1977)

Surinamese development planning starts from 1947. From that year until now four national development plans were drawn up of which since 1963 the last two plans can be characterised by a more or less comprehensive structure, in that the private as well as public sectors have been dealt with. The afore-mentioned plans are:

- The Prosperity Fund (1947-1955)
- The Ten Year Plan (1955-1965)
- The National Development Plan (N.O.S.)(1965-1975)
- The Multi-annual Plan (M.O.P) (1975-1985/90)

Since 1965 emphasis was put on the development of natural resources as a means of effecting growth in the economy. Besides this in the latest development plan (M.O.P.), the need for an equal distribution of economic activities and welfare among all regions was stressed.

This means that more than ever in Suriname one was obliged to formulate sectoral and regional plans.

This period of development planning experience can be characterised as a period in which development planning was highly linked to development aid, especially from Holland.

As we can see, at the independence from Holland in 1975, one of the conditions of the Netherlands for the commitment to furnish development aid was that a comprehensive development plan should be drawn up. The intention was that the Dutch aid could be fit into this plan.

As a matter of fact this situation of linking development planning to development aid has strongly influenced and determined the planning system in Suriname.

As a strong and smoothly functioning planning system is one of the conditions for effective planning, the need is now greatly felt to strengthen this system in Suriname. Up until now this planning system has been very weak. Therefore, to achieve a stronger planning system, we must break through this situation in which development was too strongly linked with development aid.

Another condition in the efforts to achieve a strong and effective planning system is the commitment to planning which in fact means that planning should be institutionalized in the national, regional and local context.

SCHEME OF EXPENDITURE ON MAIN SECTORS IN MLN.Sf

For purposes of comparison the figures of the original T.Y.P are also shown.

<u>Sectors</u>	<u>New Version</u>	<u>Old Version</u>
Agriculture	29.3	19.9
Forestry	6.5	6.0
Industry	6.4	5.0
Mining	6.5	2.7
Aerial photogrammetry	2.2	0.3
Transport	26.8	19.6
General provisions & public utilities	4.9	4.7
Education	6.1	3.9
Public Health	10.0	5.7
Welfare Service	1.3	1.3
Public Housing	4.0	---
People's credit service	2.0	2.2
Technical Assistance	2.0	---
Improvement of Government		
Administration of	1.2	0.2
Provision of Labour Justice	4.8	---
Administration of T.Y.P.	3.0	---
	<hr/>	<hr/>
Total	<u>117.0</u>	79.5
Wageningen (rice)		20.2
Preliminary investigation of Brokopondo project(energy)		0.3
		<hr/>
	Total	<u>100.0</u>