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## NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

E/4362





UNITED NATIONS  
ECONOMIC AND SOCIAL COUNCIL  
OFFICIAL RECORDS  
FORTY-THIRD SESSION

SUPPLEMENT No. 7

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COMMITTEE FOR DEVELOPMENT PLANNING

Report to the Economic and Social Council on the second session of the Committee,  
held at the headquarters of the Economic Commission for Latin America  
(10-20 April 1967)

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Introduction

1. The Committee held its second session at the headquarters of the Economic Commission for Latin America (ECLA) at Santiago, Chile, from 10 to 20 April 1967. The Committee decided that the following officers, elected at the first session, should remain in office:

Chairman: Mr. J. Tinbergen  
Vice-Chairman: Mr. M.L. Qureshi  
Rapporteur: Mr. J. Pajestka

2. At the opening meeting, Mr. Carlos Quintana, Executive Secretary of ECLA, welcomed the Committee on behalf of the Economic Commission for Latin America and the Latin American Institute for Economic and Social Planning, and Mr. Philippe de Seynes, Under-Secretary for Economic and Social Affairs, made a statement (see E/AC.54/SR.14).

3. The Committee adopted the following agenda (E/AC.54/2) at its opening meeting:

1. Opening of the session
2. Adoption of the agenda
3. Experience and problems in the implementation of development plans  
(with special reference to Latin America)
4. Methodology of world-wide projections (with special reference to  
projections of the future trade gap)
5. United Nations Development Decade
6. Programme of future work
7. Arrangements for the third session

## I. Plan implementation

4. At its first session, the Committee agreed that it should place major emphasis in its future work on the problem of plan implementation. 1/ Recent experience amply demonstrates that, while many developing countries have drawn up plans, few have been successful in implementing them. In view of the variety of the problems of implementation and of the need to consider these problems in concrete terms, the Committee considered that it would be desirable to discuss them within the context of specific developing regions. 2/ Thanks to the generous co-operation of the Economic Commission for Latin America and the Latin American Institute for Economic and Social Planning, it proved possible for the Committee at its second session to review experience and problems of plan implementation in Latin America. The Committee wishes to express its gratitude to the Commission and the Institute for the opportunity it has thus been afforded.

### A. Some general remarks

5. Development planning is an instrument for the formulation and implementation of coherent development policies, expressed in both qualitative and quantitative terms. Consequently, a failure of planning is a failure in the design and execution of effective policies. Planning viewed as a social technique is not a substitute for development policy. This truism, however, seems to be widely forgotten. There is a tendency to assume that planning could supersede or even replace the framing of sound policies for economic and social development. Nothing could be further from the truth, and any notion that difficult policy decisions can be evaded by recourse to development planning should be promptly dismissed.

6. Development planning should not be thought of solely as a set of accounting techniques. The arithmetic of plans - the quantification of objectives and of resource requirements - has too often been equated with the whole of planning. Though this is an important and necessary element, planning must deal with the larger social and institutional conditions for development. There is little disagreement today that adequate growth in developing countries demands vigorous action to bring about far-reaching changes in the social, economic and institutional structure. Such action, which in large part can only be qualitatively expressed, is often the primary condition for the achievement of development objectives. It is not meaningful to talk of the implementation of development plans if necessary policies for social change, such as land reform and income redistribution, or the necessary measures for social discipline, including fiscal and financial restraints, are avoided. In other words, the political will to develop and the ability to exercise substantial control over strategic activities in the economy are

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1/ See Official Records of the Economic and Social Council, Forty-first Session, Supplement No. 14 (E/4207/Rev.1), para. 7.

2/ Ibid., para. 18.

accordingly the inescapable conditions for the effective implementation of development plans. This ability can be particularly strengthened by appropriate development of the public sector, by the assumption of a leading role by the State in investment and credit policy, and by the organized supervision of the activities of the private sector, including foreign enterprises.

7. Medium-term plans (for example, five-year plans) rightly play a leading role as a tool of planning in developing countries. These have to be designed within the context of a long-term strategy for development; and this, together with the fact that the planning of some specific activities demands a longer time-horizon, may make the formulation of long-term plans desirable. On the other hand, annual plans should properly be component parts of the planning system, serving to provide the needed flexibility in planning and the link between medium-term and short-term policies. It is the absence of an appropriate system of annual planning and of the co-ordination of budgeting policies with the plan which has impeded efficient plan implementation in many developing countries.

8. The national planning system has to be so established that it exercises economic influence and assures the realization of national objectives. Experience shows that this can be achieved by establishing national planning as a function of the highest executive authorities. In this way, it may become the real planning of national policies which can be effectively implemented. Both the correct designing of objectives and policy measures, and the implementation of plans depend unequivocally on the active participation of the policy-makers in the planning process.

9. At every stage of plan formulation and implementation, decisions have to be made about the policies to be pursued and the measures to be enacted, and these can be taken only by those in government with executive power and responsibility. In this sense, effective plan implementation begins at the early stages of plan preparation. Since the whole purpose of plan formulation is to reach decisions on economic and social policies to be pursued, plans have to be formulated by a process of successive approximations. Successively more specific drafts prepared by the planners have to be discussed with, and amended by, the policy-makers, the technical studies and policy decisions being brought together at each step. Through this process, general objectives are finally translated into concrete and consistent programmes of action.

10. Plan formulation is not an autonomous phase in planning. In a functioning planning system, the distinction between plan formulation and plan implementation is more formal than real. Planning takes place at all levels from the initial preparation of a general framework down to the planning for construction of a specific project; and it takes place in all phases of implementation as medium-term plans are broken down into progressively shorter programmes of action. Thus, the planning process has to be assimilated into the decision-making process of government as it affects development.

11. Planning is thus a function which has to be carried out by the government administration as a whole; it involves a triangular relationship between the political leaders, the planning agency and the various ministries or other public agencies. Strong support at the highest political level for the central planning agency is essential in countries attempting to introduce an effective planning mechanism. At the same time, a major function of the central planning agency in these countries is to promote the reorientation of governmental administrations

around the work of development so that the discipline of the plan is adopted in decision-making. In addition to formal organizational arrangements, such as interministerial committees, various other steps can be taken to this end. The interchange of personnel between the planning agency and the ministries, and training programmes in planning for general administrators and technical specialists, have proved useful in many countries.

12. Appropriate means should also be found to enlist the co-operation of non-governmental public or private organizations and institutions in plan formulation and implementation. Such co-operation and consultation, organized in a manner suitable to the social and institutional conditions of each country, are specially important in strategic sectors of economic activity. Co-operation with the private sector, including agriculture, should promote its performance in accordance with the plan through the working of the market mechanism as well as through direct planning. It is extremely important that the Government take the necessary steps in such fields as fiscal policy, tax reforms, credit policy, price policy and agrarian reform so that the market mechanism may function better; through this mechanism, specific actions can then be taken to expand or contract certain kinds of output in conformity with the plan.

13. A development plan is an instrument of action; it is not merely a diagnostic study or an expression of hope. Plans cannot be implemented unless they define clearly the policies, activities and projects to be carried out; and these have to be adequate for the achievement of the planned objectives and targets. Nor can plans be executed if the physical and financial resources required for their programmes exceed available supplies; the mobilization of resources has therefore to be a principal concern of development policies. A plan as a programme of action should, moreover, specify so far as possible the time phasing for initiation and completion of the various activities and projects to be undertaken, taking into account the many interdependencies which exist between related outputs and inputs.

14. Annual or other short-term plans greatly assist the implementation of medium-term plans. They not only permit the more detailed specification of programmes of action but can also serve to ensure that necessary adjustments in short-term measures are made within the confines of medium-term objectives and policies. Greater attention should generally be paid to short-term planning and national budgeting as continuing activities linking current policies with medium-term objectives. This link can also be strengthened through the multi-annual planning of components of the fiscal budget. Experience also shows that the annual elaboration of multi-annual plans (e.g. two-year plans) has been found useful in some countries. Preparation of annual plans may, however, sometimes lead to the necessity of revising the objectives of the medium-term plan on which the annual plan should be based, for reasons such as unpredicted changes in both internal and external conditions or the inconsistency and incompleteness of the original plan itself. In that case, the medium-term plan should be carefully scrutinized in the light of the latest information available and the necessary improvement should be introduced in connexion with the preparation of the annual plan. There is a further aspect of annual planning which merits attention. Given the conditions prevailing in most developing countries, in order to assess whether a tolerable equilibrium will be maintained over the next year, it is necessary to estimate not only the likely demand-supply balance at the aggregative level but also the likely balance in markets for critical commodities and productive resources, such as foreign exchange, food, power and transport. No general prescription of the kinds and number of specific balances which would be relevant

can be offered; they will vary from country to country but they are generally a necessary tool for assessing the consistency of short-term policies.

15. The reporting and supervision of progress are necessary components of plan implementation. This is not done for the historical record but as a tool for controlling implementation. Procedures for reporting and evaluation have to be built into the plan itself, since progress in implementation cannot be assessed unless standards of performance have been previously specified. At the level of projects, it should be possible to establish, at least for major projects, a properly phased construction schedule together with a system of reporting which will permit timely, corrective action to be taken, whenever necessary. Further, suitable indicators should be devised to detect incipient shortages or other divergencies between expectations and reality; and to be operationally useful, these should be available as promptly as possible. The indicators might also include information on costs and productivity.

16. Shortage of technical personnel in the developing countries is one of the serious obstacles to the implementation of their development plans. In this connexion, the various programmes of technical assistance play a useful role in that they partly make up for this deficiency. However, the developing countries would be able to make better use of the technical assistance facilities available to them if they had, as a part of their medium-term development plans, comprehensive programmes of technical assistance required for the implementation of their development plans. Such programmes would help in the determination of priorities and would provide a useful basis for their requests for technical assistance.

17. The successful implementation of plans in developing countries is also conditional upon a favourable external environment. Thus, the will to promote development needs to be shared by both the developing and the developed countries. The volume of external resources and technical assistance made available by the developed countries through favourable trade and aid policies conditions progress in the implementation of plans. The contribution of the international community to the growth of the developing countries during the present Decade has been inadequate. It is therefore necessary that the developed countries commit themselves more strongly. Perhaps no new institutions are needed, but an evolution of the activities and operations of existing international institutions is called for. Thus, it is conceivable that a general pledging meeting might be held, as a logical extension of the pledging meetings already usual for the United Nations Development Programme (UNDP), the World Food Programme and aid consortia. Other arrangements involving, for example, the World Bank group of organizations are also conceivable, implying the possibility of member States deciding to make contributions that such an institution deemed necessary. The Committee is of the opinion that, while such innovations should form part of the programme of the second Development Decade, action to initiate changes is urgently needed now in view of the unsatisfactory progress so far attained.

## B. Planning and plan implementation in Latin America

### 1. Background

18. The planning activities undertaken by the Latin American countries have been dictated by a variety of factors: the growing number of obstacles hampering economic growth which call for more effective and consistent action; a better grasp of

regional development problems and of the need to establish priorities among the objectives sought and to select the most appropriate methods of achieving those objectives; and new programmes and procedures for external assistance, made contingent upon internal efforts to mobilize resources and introduce structural reforms under broad economic and social development programmes.

19. By the end of the 1950's, it was becoming increasingly clear that most of the Latin American economies did not possess the dynamism necessary to maintain moderately satisfactory rates of growth, eliminate serious trade and external financing deficits, control internal inflationary pressures, provide sufficient productive employment opportunities for a rapidly expanding labour force, improve the living conditions of the population, and fulfil rising expectations created by awareness of the vast possibilities generated by technological progress. Accordingly, the pivot of economic policy had to be economic and social development on all fronts, with due regard to the internal and external limiting factors.

20. Technical studies, which analysed Latin America's development problems, recommended criteria for the definition of a development strategy and suggested methods of preparing projections, helped to shape a comprehensive approach. Although the projections were intended as a basis for analysis rather than planning, their increasing use as a means of anticipating specific problems and discussing alternative policies gradually prepared the ground and furnished methodological instruments for the formulation of plans.

21. At the Punta del Este Conference in 1961, <sup>3/</sup> the Governments of the American republics recognized that planning should become the basic instrument for mobilizing national resources for development purposes, for expediting the requisite structural reforms, for increasing efficiency and productivity and for soliciting more international financial co-operation. It was to constitute the essential means of tailoring efforts and external aid with a view to achieving a satisfactory development pattern and accelerating economic growth. At the same Conference, the participating Governments emphasized the value of economic integration, which is of vital importance for planning.

22. Since the needs were so vast and varied, spectacular results could hardly be expected over the short term. At the national level, "planning for change" aroused opposition on the part of groups or sectors which feared that it would endanger their immediate interests. Moreover, in Latin America the institutional framework was not adequate to ensure that instrumental economic policies (exchange, monetary, fiscal, agrarian, etc.) were properly geared to development policy requirements, and this must be borne in mind when analysing the efficiency of planning. Although planning can help bring about such an adaptation, where the political setting precludes this, the basic flaws in plan implementation should not be sought only in planning but mainly at the economic policy-making and management levels and in the degree of efficiency with which this process is carried out. Again, even where those adverse circumstances do not exist, the effective use of such policies implies far-reaching institutional reform which is difficult to achieve in a short time. So far as the external sector is concerned, some factors which determine the over-all economic situation in Latin America and which therefore condition planning have shown unfavourable trends. This is particularly true of the

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<sup>3/</sup> Special Meeting of the Inter-American Economic and Social Council at the Ministerial Level, held at Punta del Este, Uruguay, from 5 to 17 August 1961.



instability of exports and the capacity to import of several Latin American countries, including nearly all the biggest nations except Mexico. <sup>4/</sup> External financial co-operation procedures also failed to make use of development plans in a way which would have enabled them to identify over-all national requirements in respect of external resources and to adopt appropriate financing procedures.

23. Despite those difficulties, a useful store of experience has been built up, but it is too early to evaluate it properly. Until a short time ago, there had been only a few preliminary experiments in planning and certain sectoral programmes had been tried out. The basic data were not adequate for planning requirements and there were no methodological instruments whose efficiency had already been demonstrated in conditions such as those prevailing in the Latin American economies. Nor was there a flexible administrative structure, receptive to new functions and methods which deviated from the time-honoured routine.

24. Nevertheless, in this short interval the technical bases for planning have been laid and the training of planning personnel is going forward. Countries have established central planning offices, which have become focal points of innovation, and have drawn up their first general plans; more rational criteria are being applied in the allocation of resources, especially in the public sector; and, what is most important, planning has become a rather widely accepted principle.

25. Planning agencies have developed in different ways, depending on the extent to which they have been assimilated into the traditional government structure. Generally speaking, the tendency has been to make such agencies directly responsible to the Office of the President of the Republic. In some cases, there are intermediate advisory bodies which ensure the liaison between the planning offices and the President and his Cabinet, and in which the most important issues are analysed and discussed.

26. Table 1 presents a list of the planning agencies and indicates their composition. It includes both policy-making and purely technical planning organs. As a rule, the planning agencies assist the top-level policy-makers in an advisory capacity. In addition, they often have other functions, such as the promotion of specific activities, participation in external financing negotiations and co-ordination of external technical assistance.

27. Most of the planning offices have drawn up over-all medium- and/or long-term development plans, often covering periods from four to ten years; within the space of a few years, almost all Latin American countries had such plans. They usually consist of a diagnosis, the enumeration of specific economic and social objectives, global and sectoral targets, a very general definition of the reforms required and the areas in which economic policy should be applied, a few suggestions for the exploration and use of certain natural resources, more detailed public investment targets, and a rough estimate of external financing requirements. Subsequently, shorter-term plans were formulated, generally for two-year periods. These plans were frequently unrelated to the general plans, and failed to incorporate sufficient operational elements. Table 2 enumerates the plans drawn up in the various Latin American countries.

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<sup>4/</sup> For further details, see paragraphs 60-63 below.

TABLE 1  
PLANNING AGENCIES IN LATIN AMERICA

Country: (1) Year when first planning agency was established or (2) Date when present system was established	Agencies responsible for policy lines (title and membership)	Technical agencies	Sectoral agencies	Regional agencies
<u>Argentina</u> (1) 1961 (2) September 1966	National Development Council (CONADE): President of Argentina and Ministers	Secretariat of CONADE	The Ministry of Public Works and Services and certain State enterprises work out sectoral programs	Federal Investment Council
<u>Bolivia</u> (1) 1953 (2) July 1963	National Economic and Social Development Council (President of Bolivia and the Ministers with economic and social responsibilities)	National Planning and Co-ordination Department (directed by the Minister of Planning and Co-ordination)	In the Ministries of National Economy; Agriculture, Livestock, Land Settlement and Irrigation; Mines and Petroleum; Education and Culture; Rural Affairs; Health; and Labour and Social Security	In process of organization
<u>Brazil</u> (1) 1956 (2) July 1963	Ministry of Planning and Economic Co-ordination, Consultative Planning Council (experts, press representatives, entrepreneurs, workers and state or regional development agencies), Advisory Group on Administrative Reform Studies; Alliance for Progress Liaison Committee; and Fund for Financing Project and Programs Studies	Short-term planning: Ministry of Planning Groups; Long-term planning: Office of Applied Economic Research (EPRA)	Sectoral planning sections in the Ministry of Planning, Specific bodies (e.g. Executive Group for the Integration of Transport Policy)	Ministry for Co-ordination of Regional Agencies (for Federal regional planning agencies); Department for the Development of the Amazon Region; Department for the Development of the Nordeste, Planning bodies in almost all states, dependent on state governments
<u>Chile</u> (1) 1959 (2) November 1964	Economic Committee of Ministers, presided over by the Minister of Finance, National Planning Office (ODEPLAN)	ODEPLAN	Sectoral planning section of ODEPLAN, Sectoral offices in the Ministries of Agriculture, Housing, Education and Health; and in the Development Corporation (CORFO) for industry	Regional planning section of ODEPLAN Regional planning agencies (ORPLAN)
<u>Colombia</u> (1) 1951 (2) December 1963	National Council on Economic Policy (the President of Colombia, the Ministers with economic responsibility, Chief of Planning, Manager of the Bank of Colombia and Manager of the National Federation of Coffee Growers), and the Economic Advisory Group (eight members appointed by the President of Colombia on the basis of nominations by trade associations)	Planning Department	Planning Committees (which establish the general policy, and are presided over by the Minister concerned). Office of Planning, Co-ordination and Evaluation (technical)	Departmental Government: Advisory Council (policy) and Departmental Planning Section (technical). Autonomous Development Corporations: Cauca, Magdalena and Sima, the Bogotá savannah and Ubaté-Chiquinquira
<u>Costa Rica</u> (1) 1963 (2) January 1963	Ministry of Planning, Technical Committee for the Evaluation of Investment Projects (Ministers, senior officials and private associations). Consultative Planning Committee (Heads of Departments of the Ministry of Planning and representatives of private associations)	Ministry of Planning, Planning Office	In all Ministries and in the decentralized autonomous agencies	
<u>Cuba</u> (1) 1960 (2) February 1961	Central Planning Board (JUCEPLAN), presided over by the Prime Minister, and consisting of the Ministers responsible for the central economic agencies	Technical Secretariat of JUCEPLAN, Planning control activities; National Bank of Cuba	Each Ministry has to translate the instructions of the Central Planning Board into specific plans for each sector and unit	Co-ordinating Centre for Northern Oriente and Nevitas
<u>Dominican Republic</u> (1) 1962 (2) November 1965	National Development Council (President of the Republic, Ministers of Finance, Public Works and Communications, Agriculture, Education, Health and Social Welfare; Governor of the Central Bank and Technical Secretary of the Office of the President; associate members: National Planning Director and National Budget Director)	Technical Secretariat of the Office of the President (directed by a Technical Secretary)	In the Ministry of Agriculture. To be established in Ministries with economic and social functions and in the autonomous institutions	
<u>Ecuador</u> (1) 1954 (2) August 1961	National Board for Economic Planning and Co-ordination (Ministers with economic responsibility, the Managers of the Central Bank and the National Development Bank, and three citizens of note)	General Office of Economic Planning	Programming offices in the Ministries of Education; Public Works and Communications; Industry and Trade; Social Welfare, Labour and Public Health; Finance; and Agriculture and Livestock. Also in the Ecuadorian Land Reform and Land Settlement Institute and the Development Centre (CEDES)	Centre for the Economic Reconversion of the Andes; Board for the Economic Recovery of Loja and Zamora-Chinchipe; Centre for the Rehabilitation of Manabí; Development Boards of El Oro, Carchi and Esmeraldas

a/ This relates to agencies that represent the origin of the present system.

TABLE 1 (continued)

Country: (1) Year when first planning agency was established a; (2) Date when present system was established	Agencies responsible for policy lines (title and membership)	Technical agencies	Sectoral agencies	Regional agencies
<u>El Salvador</u> (1) 1962 (2) April 1962	National Council for Economic Planning and Co-ordination (President of El Salvador, the Ministers of Finance, Economic Affairs, Agriculture, Labour and Social Security, and Public Works, the President of the Central Reserve Bank, two representatives of private enterprise, and the Executive Secretary)	Technical Planning Office, directed by an Executive Secretary	Planning Committees are being organized in the Ministries of Public Works, Agriculture, Education and Public Health	-
<u>Guatemala</u> (1) 1954 (2) November 1954	National Economic Planning Council, Office of the President (the Ministers of Labour and Economic Affairs, Finance and Public Credit, Communications and Public Works, Agriculture, Public Health and Social Welfare, the Presidents of the Bank of Guatemala and of the Institute for the Development of Productions, and three representatives of the President of Guatemala)	General Secretariat of the National Council of Economic Planning	-	-
<u>Haiti</u> (1) 1962 (2) July 1963	National Planning and Development Department (CONADEP)	CONADEP	-	-
<u>Honduras</u> (1) 1955 (2) October 1965	Higher Economic Planning Council (President of the Republic, Secretaries of State for Economics and Finance; Communications and Public Works; Natural Resources; Presidents of the Central Bank and the Development Bank; one representative from management and one from labour)	Technical Secretariat of the Higher Economic Planning Council (directed by an Executive Secretary with ministerial rank)	In the Ministry of Agriculture	-
<u>Mexico</u> (1) 1956 (2) March 1962	Inter-Ministerial Development Planning Committee (representatives of the Office of the President and of the Ministry of Finance and Public Credit)	Technical Office of the Inter-Ministerial Committee	The Ministries; the decentralized agencies and the enterprises with State participation all work out investment programmes	National Committees for specific projects (e.g. the Papalapan Basin)
<u>Nicaragua</u> (1) 1952 (2) February 1952	National Economic Council (Ministers of Economic Affairs, Finance, Development and Agriculture, the Presidents of the Central Bank and of the National Bank and the General Manager of the National Development Institute, Planning Office, Office of the President)	Technical Secretariat of the National Economic Council (under the Ministry for Economic Affairs)	Research and programming offices in most of the Ministries	-
<u>Panama</u> (1) 1959 (2) June 1959	General Office of Planning and Administration, Office of the President	General Office of Planning and Administration; Secretariats of Planning Budget, Administrative Organization and Personnel Administration	In the Ministries of Education; Agriculture, Trade and Industries; and Labour, Social Welfare and Public Health	-
<u>Paraguay</u> (1) 1948 (2) September 1962	National Council for Economic Co-ordination (President of Paraguay, the Ministers of Finance and Economic Affairs, the Chairman and a representative of the Monetary Board of the Bank of Paraguay. Two members of the Chamber of Representatives attend in an advisory capacity. The President may appoint three other members)	Technical Office for Economic and Social Development Planning, Office of the President (Executive Secretary)	-	-
<u>Peru</u> (1) 1962 (2) October 1962	National Council for Economic and Social Development (President of Peru, Ministers of Finance and Trade, Development and Public Works, Education, Health and Social Welfare, Agriculture, Labour and Indigenous Affairs, and the Armed Services Departments, and the Chief of the National Planning Institute)	National Planning Institute (whose Chief has the rank of Minister), the Advisory Planning Council (presided over by the Chief of the Institute, with a membership of representatives of entrepreneurs, workers, professionals and Universities)	In the Ministries of Labour and Indigenous Affairs; Public Education; Development and Public Works; Public Health and Social Welfare; and Agriculture. Also in the National Town Planning Office and the National Economic Development Fund	Offices for the planning of geographical and economic regions, divisions, are envisaged. There are development corporations for Cusco, Arequipa, Madre de Dios, Tarma, Puno and Ica
<u>Uruguay</u> (1) 1960 (2) November 1966	Budget and Planning Office (directed by a Committee made up of the Ministers of Finance; Agriculture; Industry and Trade; Labour and Social Security; Public Works; Public Health; Transport, Communications and Tourism; and Culture; and presided over by the Director of the Office)	Budget and Planning Office	In the Ministries of Agriculture, Public Education and Social Welfare; and Public Health	-
<u>Venezuela</u> (1) 1956 (2) December 1953	President of Venezuela, in the Council of Ministers	Central Office for Co-ordination and Planning	Sectoral offices in the Ministries and autonomous institutions. Sectoral co-ordination groups	The Venezuelan Corporation of Guyana; Committee to promote the development of the Andes; and the Zuliano Planning Council

g/ This relates to agencies that represent the origin of the present system.

Table 2

Main instruments of national planning in Latin America

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Argentina:	National Development Plan, 1965-1969. National economic budget, 1966.
Bolivia:	Economic and Social Development Plan, 1962-1971. Sectoral plans, 1963-1964. Performance budgeting since 1961. Two-year economic and social development plans, 1963-1964 and 1965-1966.
Brazil:	Target plan, 1957-1960. Three-year Economic and Social Development Plan, 1963-1965. Government Programme of Economic Action, July 1964-March 1967. Ten-year plan, 1967-1976 (in preparation).
Chile:	Sectoral short-term plans (power, steel, petroleum, etc.). National Development Programme, 1961-1970. Five-year Development Plan (in preparation).
Colombia:	Performance budgeting since 1961. General Economic and Social Development Plan, 1962-1970. Four-year public investment plans, 1961-1964, 1962-1965.
Costa Rica:	Performance budgeting since 1964. Economic and Social Development Plan, 1965-1968.
Cuba:	Plan for the National Economy (annual, beginning 1962).
Dominican Republic:	Performance budgeting since 1964. Bases for national development, 1966. Two-year development plan (in preparation).
Ecuador:	Bases and directives for the programming of Ecuador's economic development. Short-term development plan. Performance budgeting since 1963. General Economic and Social Development Plan, 1964-1973.
El Salvador:	Two-year Public Investment Programme, 1964-1965. Performance budgeting since 1964. Economic and Social Development Plan, 1965-1969. Annual public investment plans since 1966.
Guatemala:	Performance budgeting since 1964. Economic and Social Development Plan, 1965-1969.
Haiti:	Short-term plan (two-year investment plan). Emergency programmes, 1966.
Honduras:	National Public Investment Plan, 1963-1964. Preliminary version of the Four-year Economic and Social Development Plan, 1962-1965. Performance budgeting since 1964. Economic and Social Development Plan, 1965-1969.

Table 2 (continued)

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Mexico:	Sectoral plans. Short-term plan, 1962-1964. Development Plan, 1967-1970 (in preparation).
Nicaragua:	Performance budgeting since 1964. National Economic and Social Development Plan, 1965-1969.
Panama:	Economic and Social Development Programme, 1963-1970. Performance budgeting since 1966.
Paraguay:	Performance budgeting since 1963. Two-year plans, 1965-1966 and 1967-1968.
Peru:	Public investment programme, 1964-1965 and 1966. Performance budgeting since 1963. Economic and Social Development Plan, 1967-1970.
Uruguay:	Economic Survey of Uruguay, 1963. National Economic and Social Development Plan, 1965-1974.
Venezuela:	Four-year Plan, 1960-1964. Performance budgeting since 1963. Annual plan of operation, 1964. National Plan, 1962, 1963-1966 and 1965-1968.

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28. In any case, long-term plans have played a useful part as an instrument for starting to define over-all development policy and, in conjunction with related medium-term plans, they have helped the public sector to reach more rational decisions. However, the planning systems are still incomplete and the operational elements are usually missing, and this is another reason for the unsatisfactory implementation of planned developed policy. In the following paragraphs the various factors, both inside and outside the planning process, which have affected plan implementation are considered, and specific recommendations are made concerning priorities for the work still to be done in Latin America in order to make plans more viable and improve the operation of the planning system.

## 2. The political setting for the planning process

29. Many of the difficulties of preparing and implementing development plans derive from the opposition they encounter, as instruments of change, from ruling groups in several of the Latin American countries. Antagonism is displayed by those who think that an energetic development policy is or may be inimical to their interests, and indifference is often shown by other groups which fail to realize, or underestimate, the bearing that development policy and its instrument - planning - may have upon the fulfilment of their own aspirations. Another factor that has helped to shape the attitude of the ruling classes to planning is their disillusionment at not seeing the substantive change in methods of external

co-operation which planning was expected to bring in its train. In some of the ruling groups in Latin America, the idea has prevailed that, since planning has been declared part and parcel of an external co-operation programme in the inter-American context, it is a device that enables countries to ward off or compensate for the effects of the chronic instability of the external variables influencing the development process, especially foreign trade, and to obtain the supplementary resources they require to implement their development policy. In point of fact, external co-operation in trade has made very little headway, and, where financing is concerned, although public loans have increased in volume, similar progress has not been made in respect of procedures which would have a more stimulating effect on the preparation of plans: programme financing to bridge with foreign resources the gap of the entire development programme. This experience has led some of the ruling groups in Latin America to look on planning as a discipline which hampers their freedom of action without bringing worth-while advantages at the international level. As a result of these reactions, the planning process in Latin America has often been cut off from the top-level decision-making centres and has met with responses ranging from aloofness to passive tolerance. Moreover, the bureaucracy itself has frequently regarded planning as alien to its own interests, which are, as a rule, identified with the traditional administrative procedures.

30. The marginal position of planning in the institutional structure and the instability from which it has suffered, have been the result of this negative attitude, and have necessarily produced their impact on the efficiency of planning activities. It has not yet been possible to institutionalize the planning process, and the main element of cohesion and the role of the planning office have had to depend upon the personal influence and prestige of the chief planning officer. This factor has a serious impact on the continuity of planning work.

31. When groups opposed to development policy have the upper hand, only greater political maturity will enable planning to be built into the institutional structure. But in so far as their opposition is grounded on mistaken assumptions or indifference prevails rather than antagonism, these attitudes may be partly attributable to the limitations of planning itself at the present stage. The weakness of the existing links with the decision-making centres has been aggravated by a number of lacunae in the planning process:

(a) At the time when decisions on plan objectives were largely dependent upon the alternatives submitted by the planners to the executive, it often happened that insufficient stress was laid on the importance of having a variety of social objectives (such as employment, balanced regional development, education, health, etc.), which were at least as valid as the need to expedite national development;

(b) Government requests for advisory assistance in connexion with urgent problems have not always been met promptly enough by planning offices;

(c) Generally speaking, no satisfactory arrangements have been made for liaison between those who formulate plans and those who are responsible for their implementation, including private entrepreneurs;

(d) Lastly, the fact that plans generally have not fulfilled the function of keeping government officials and the general public properly informed about the scope of the development effort has constituted yet another obstacle to social participation. Although many of these shortcomings are due to inexperience, the small number of planning experts available and the speed with which they have had

to do their difficult work, remedial action is not being taken as quickly as might be desired.

32. A factor of a different kind, but again related to the overriding purposes for development action, has been the lack of other motivations such as might have been provided for the countries of the region by a vigorous drive towards economic integration. The experience of Central America bears witness to the impact on the planning process that may be produced by a multinational approach to the development problem. In this case, national development has been stimulated by the economic integration process, whose influence has strengthened planning because of the need to define policies in specific sectors, for example, manufacturing. In the rest of Latin America, the indeterminate character of integration trends has prevented national plans from defining those policies, a deficiency which in turn will make integration itself even more difficult in future.

### 3. The weaknesses of planning itself

33. While obvious advances have been made, the planning process in Latin America has encountered various obstacles that have loomed particularly large at the stage of plan implementation. Setting aside the defective institutional organization for the management of economic policies, and focusing attention only on planning proper, these difficulties are, in the main, due to shortcomings in the over-all conduct of planning activities and to lacunae in the design of the planning systems rather than to specific flaws in the various types of plan. To identify the main deficiencies in plan implementation, therefore, it is necessary to analyse the weak points of the planning system as a whole, among which the defects inherent in the plans themselves are only part of the trouble.

34. Shortcomings in plan implementation may depend upon the nature of the public administration in which the planning function is incorporated, on the actual substance or content of the plans themselves, on the procedures and methods applied in their formulation, and on the extent to which a consistent planning scheme has been completed, in line with the characteristics of the country concerned.

#### (a) Deficiencies of the public administration

35. The political circumstances already discussed are partly responsible for the difficulty of incorporating planning in the administrative structure, although these difficulties are also due to the inertia of the structures themselves and the sluggishness with which many Governments approach the work of modernizing them. Even planning itself has neglected this essential aspect of change, and plans that have explicitly outlined a policy of administrative reform are few and far between. Such steps as have been taken to reorganize the administration have very seldom made allowance for the specific requisites of organization for planned development policy.

36. The isolated position of planning is also due to the superimposition of modern institutions on machinery that is, as a rule, unsuitable for the implementation of development policy. To begin with, the earliest planning agencies were assigned advisory functions based on prototypes that did not take into account each country's

special organizational features, or its requirements so far as action was concerned. The status of the central planning office and its relation to the Executive were not defined clearly enough. Consequently its status depended upon the outcome of a conflict between the various pressure groups in the public administration, and sometimes the initial planning nuclei suffered a loss of face. This downgrading was rendered more acute by the youth and administrative inexperience of the first groups of planning experts. There is no stronger testimony to the results of this lack of precision in defining the functions and scope of planning than the great difficulty some countries have found in co-ordinating economic policies of such vital importance for development as tax policy and monetary and exchange policies.

37. Accordingly, it is high time to consider, in the light of each country's circumstances, what place should be given to planning in the administrative structure. In some instances, this may entail a redefinition of functions and they should be redefined without bias. For example, in some special cases planning offices could be given a status such that they could exert direct influence on the decision-making process in the important sectors.

38. Another aim at this stage should be the completion of the planning machinery. In that connexion, the priority hitherto accorded to the establishment of policy-making machinery should be reconsidered, on the basis of a selective approach, with a view to laying more emphasis on the evaluation machinery. Effective evaluation and control constitute a valuable means of dovetailing planning into the administrative structure and influencing its operation.

#### (b) Lacunae in the content of plans

39. Planning in Latin America has not produced plans which satisfactorily fulfil their purposes as regards shaping and promoting development policy. For that purpose, as indicated before, every plan should formulate a strategy, i.e. indicate the most suitable pattern for the development of the economy and specify the means needed to ensure that development. In addition - and this function is important in Latin America because it is the first condition for social participation - plans should also inform those responsible for implementation of the precise nature of their responsibility and the part it plays in the general context of the plan, and inform the general public of the national effort which the plan demands. These functions are fulfilled, within the planning system, by a series of plans relating to different levels of policy and decision-making. The importance attached to these functions in each of the plans and the degree of detail involved depend on the circumstances in each country, but it is essential that the functions should be carried out by the planning system as a whole.

40. Frequently, Latin American plans either are not based on any specific development strategy or, in some cases, the strategy was formulated without due regard for such essential problems as employment. These limitations in defining development policy are not only of a serious substantive nature, but also make it difficult to analyse the meaning of the proposed targets, to motivate the general public and establish a proper basis for its full participation in the planning process. In many cases the result is that the planning offices are isolated from the decision-making centres and from society in general; this, in turn, makes it even more difficult to devise proper policies. In general, medium or long-term plans are one way of defining the viability of a development strategy. If a strategy does not exist or has not been made explicit, planning loses its



substantive force, and the whole emphasis shifts to the methodological aspects, to the detriment of actual plan implementation. The weakness of development strategy was particularly apparent in the fact that medium and long-term plans do not usually take into account such important aspects of employment, manpower training, and income redistribution targets and policies.

41. Moreover, plans have frequently failed to specify as clearly as they should the action instruments for both policy and investment projects. In the matter of policies, to mention the most significant omissions, insufficient attention was paid to the operation of the price system and the instruments affecting prices in the proposed scheme of action. In the conditions prevailing in Latin America, structural change, irrespective of the institutional action taken and other machinery, cannot be brought about without price and income policies as effective means of influencing the decisions of private enterprise, which, generally speaking, is a major participant in the product and investment of the countries of the region. Moreover, the financing of plans has not been given proper attention. This weakness in the treatment of policies and in the amount of detail in formulating projects must, however, be considered in relation to all the plans included in the planning system and not only to the general plan, where there is often every justification for not going into detail. In this connexion, the frequent reference to the lack of fully elaborated projects and specific detail policy outlines for achieving the targets of medium-term plans indicates, not an omission from those plans, but the absence of annual operational plans.

42. Due attention has not always been paid to the information function of every development plan, which is one of the requirements for participation. This function should meet two needs: those responsible for implementation should find in the plan the necessary elements for identifying their responsibilities, and the public at large, with the diversity of interests it represents, must be able to understand from the plan the objectives and guidelines of the development efforts in which it is to participate, and to what extent the plan takes into account community and private interests. In Latin American countries, for example, where there is a need for sweeping changes, this role of planning should be considered in the preparation and presentation of plans. Wherever the public has not been awakened to an awareness of development needs, it is perfectly justifiable that, as has usually happened in Latin America, the diagnosis of economic problems should be widely publicized. Similarly, there is a need for a pragmatic strategy, both economic and political, and this has not usually been worked out. Moreover, many plans use technical terminology which makes the language unintelligible for purposes of simple direct communication.

#### (c) Defects in methods and procedures for the formulation of plans

43. Another group of problems is related to plan formulation procedures and methods. In particular, the two basic problems arising in plan formulation are the inflexibility which makes it difficult to adapt the plan to the particular characteristics and conditions of each country and limited participation by the private sector, and even by the public sector, in the planning process.

44. Although the planning methods used in Latin America have become more flexible, they are still not flexible enough in many ways. The urgent need for action, the limited statistical and technical data and the lack of trained planners make it

imperative to select planning procedures and machinery whose limitations will not substantially affect the quality of economic policy on the most important development issues.

45. The choice of the planners in this respect might be guided by a number of criteria, including the degree of interdependence among the various economic activities and the complexity of economic and social objectives which the plan is intended to fulfil. In this respect, the Latin American countries show substantial differences: they range from economies in which agriculture is the principal economic activity and which depend heavily on their exports, to relatively industrialized nations, some of which face the delicate task of integrating stabilization policies with their development programmes. Obviously, therefore, there are a great many methodologies to choose from, and that choice may be decisive for the viability, effectiveness and timeliness of the plan.

46. In every case, however, there is a second choice as regards the emphasis that should be placed on the various sectors or problems in the preparation of plans. Even in simple economies there are usually groups of very interdependent activities, and, since they suffer from a crucial shortage of resources, in the planning process the greatest caution should be exercised in estimating the sources and allocation of those resources. Those planning activities or processes indicate priorities in planning with regard to the precision with which the relevant strategy should be formulated and the extent to which the action should be reasonably coherent.

47. In Latin American plans, as indicated above, those priorities have frequently not been respected as rigorously as they should have been and development strategy has therefore not been properly defined. The clear definition of policies for those activities or processes is an essential prerequisite for a planned development policy, in which that definition should be used as a guide in establishing priorities for the improvement of information and the creation of control machinery. The use of indicators is therefore a highly useful means of evaluation. The same sense of priority should also help to identify the aspects of the plan in which it is imperative to describe the action instruments in greater detail. Detailing those instruments means besides describing them clearly stipulating sequences, that is, interdependence in time between the various programmes, policies and projects, and their respective components. With few exceptions, these relationships have not been defined in Latin American planning and it is to be hoped that the selective use of up-to-date systems of management analysis will remedy this deficiency in future.

48. The importance of these decisions for planning efficiency is even more evident when the link with the Executive depends on timely action. In those cases, the establishment of planning priorities is essential if a prompt and satisfactory answer is to be given. Sometimes, when there is a serious shortage of information, planning offices prefer to wait until the difficulty is overcome, instead of trying to exert influence by formulating preliminary plans, accepting as a fact the existing gaps in information. This may result in a vicious circle in which the lack of sufficient political support might consolidate the initial passive attitude of the planning offices, and their inertia in turn might accentuate the lack of political support.

49. The other weakness lies in the absence of machinery for the participation of the private sector and even of the public administration agencies themselves. As regards the private sector, opposition on the part of some groups would seem to be

inevitable as long as the decisions incorporated in the plans involve changes that will affect individual situations or interests; but this is no justification for lack of contact with the private sector and ignorance of its intentions, since in any event there is a wide measure of potential support of which little or no advantage is taken, owing to deficiencies in the planning process itself. Where the public sector is concerned, its failure to participate is due not only to defects inherent in the system, but frequently also to the existence of powerful autonomous agencies which are all the more unwilling to join in the planning process because it does not receive enough political backing.

50. The under-participation of both the private and the public sector is particularly detrimental to planning, with the result that reluctance to participate becomes greater still. All these circumstances seriously handicap plan implementation, for many public and private agencies do not feel that the content of the plan reflects their wishes and aims. Moreover, the lack of communication engenders ignorance of the real situation and behaviour patterns of the private sector, which makes it difficult to design the economic policy measures contemplated in the plan.

#### (d) Incompleteness of planning systems

##### (i) Lack of operational elements

51. One aspect of the problem which deserves special consideration is that relating to the non-existence of certain basic instruments which are indispensable for completing the planning system, in particular annual operational plans. Hitherto, the plans formulated in Latin America have only partly covered the planning process; in other words, the planning effort has not been completed either from the standpoint of the plans drawn up, or from that of the establishment and operation of efficient machinery for periodical revision of the plans themselves and supervision and evaluation of their implementation.

52. Many of the over-all plans that have been prepared incorporate projections based on the assumption of an improvement - sometimes of considerable significance - in former trends, and on the anticipation of possible difficulties, but they often fail to specify the measures that may lead to the desired results. Thus, these over-all plans leave a wide gap between macro-economic considerations and general lines of policy on the one hand, and, on the other, the establishment of implementation instruments in the shape of specific monetary, exchange, and fiscal measures, and operational plans. At the other extreme, some of the crash programmes that have been put into effect are simply a collection of piecemeal undertakings and specific projects, which in many cases have not been evaluated in the light of longer-term prospects.

53. The want of an effective "bridge" between the two dimensions of the planning effort has been equally prejudicial to both the resulting types of plans: to some because their practical viability is very slight, and to others because they do not aim at removing the basic obstacles to development. This situation seems to derive both from lacunae in the definition of development policy and from the failure to design and apply efficient instruments for the formulation of annual operational plans.

54. The above-mentioned defects can be described in terms of the following specific problems:

(a) There is a lack of annual operational (or other similar) plans which provide the policy-makers with a framework for making the following year's decisions with due regard to the aims of medium and long-term plans, the changing combination of circumstances which may make it advisable to alter over-all targets, and the operational capacity of the administration, which also changes with the actual implementation of the plan;

(b) If there is no system of annual plans, a weak and rather formal relationship exists between the plans and the government budget, since the degree of precision of the budgets and the monetary nature of the budgetary allocations do not correspond to the content of the medium-term plans. The programme and performance budgeting systems adopted in most countries of the region, while representing considerable formal progress, are not reflected in the planning process;

(c) In the absence of annual plans, in only a few cases are there partial forms of short-term planning that ensure the execution of projects of vital importance for plan implementation;

(d) Where attempts have been made to formulate operational annual plans, no specialized technical groups have been trained or specifically assigned to that work, which is necessarily complex and intensive; the technical groups which formulate medium-term plans have had to do the work sporadically; and

(e) The lack of annual operational plans and of integration of these plans with national budgets explain why there is no system in the schedules and procedures for periodic revision, organization and appropriate control of longer-term plans, since the usefulness of annual plans depends on their timely presentation and discussion, and this lack is, in its turn, a key factor in controlling the implementation of medium-term plans.

(ii) Shortcomings in statistical and technical information

55. In considering the instruments available for use in planning systems, one thing which stands out is the lack of adequate information-collecting and research machinery which is adapted to planning requirements. In the developing countries this machinery is necessarily unable to provide everything which would be desirable, but some improvements in the planning process would be possible if the limited resources available were deployed more scientifically in order to supply the crucial types of information needed for planning. In many Latin American countries it is particularly important to improve the basic information concerning the natural resources which might be developed.

56. In view of the foregoing considerations, the machinery both for providing statistical information and for research on techniques and natural resources usually has its own particular aims, which only in a few isolated cases, and seldom completely, coincide with the most urgent requirements of the planning process.

57. Striking deficiencies are observable in the quantity, quality and timeliness of fundamental planning data; in particular, one common feature of the relations between planning and statistical offices is the sporadic demand for data, which the latter compile at the time the plan is being prepared, but this has not been done systematically and still less has it been extended to the organization of a steady and timely flow of information that would facilitate the periodic review and evaluation of plans. Other shortcomings are attributable to the fact that indicators (danger signals, etc.) that would make it possible to follow short-term economic trends are not prepared systematically or on a continuing basis, and to the delay usually encountered in the collection, tabulation and analysis of data.

58. As regards research on natural resources, Latin America can be described largely as an unexplored continent, so that, notwithstanding the recent major advances, very much still remains to be done. In this respect, the fulfilment of plans depends on chance, because not enough is known about the natural resources that may be available in the course of implementation.

59. A similar problem in plan implementation is the lack of a clear definition of and research on the most suitable production techniques for developing countries. This question is closely bound up with strategy and, in particular, relates to the productivity and employment levels to be attained. This problem also affects the actual production targets of the plan, as in the case of the gaps in knowledge regarding suitable techniques for tropical agriculture, and this could be a fruitful field for the work of universities and other research institutions.

#### 4. External obstacles to plan implementation

60. The uncertainties associated with foreign trade and the insufficiency of the net contribution of external financing are the main elements in the Latin American external sector which, in so far as they have limited the prospects of implementing development plans, have hampered the planning process.

61. Although the pattern of a large number of Latin American exports has been relatively favourable in the last few years, other commodities, such as tropical products, have continued to slump in foreign markets, and there are no signs of a change in the near future. Even in the case of coffee, which has maintained relatively stable prices in the last few years, there is reason to fear that the situation will become considerable worse. It seems likely, moreover, that several of the products which are now among Latin America's major exports and which have enjoyed more favourable market conditions in recent years will also show a downward trend; this would happen to meat, for example, if the European Economic Community put its discriminatory régime into practice.

62. Net inflows of foreign capital have not, moreover, improved sufficiently to support a determined economic development effort. In the last few years, as a result of the burden of servicing the external debt, which in many Latin American countries has reached an extremely high level, the sizable increases in gross external official financing have not been sufficient to expand to any great extent the net inflow of foreign capital into the region as a whole. Consequently, net inflows were lower than anticipated in the plans and in many cases insufficient to sustain the level of activity proposed. Furthermore, public financing procedures have not been developed in the direction that might have proved most favourable for planning: the use of programme loans intended to cover the total financing deficits

of development plans. Balance-of-payments loans to meet emergencies have been granted more frequently than in the past and sectoral programme loans normally granted through national financial intermediaries have increased, but no headway has been made with the institution of financing systems which, by virtue of commitments established sufficiently well in advance, would help to place planned development policy on a firmer foundation and ensure its smoother development. Lastly, concern is aroused by the rising costs of external financing and more frequent use of tied loans. These factors are ultimately reflected in a decrease in the net inflow of foreign capital and a proportionate reduction of its contribution to the implementation of development plans at a time when the process might be starting to gain in speed and efficacy.

63. The combined effect of all the foregoing factors has been such that the capacity to import has remained low or has even declined in several Latin American countries, thus reducing their prospects of carrying out a planned development policy. Even where it is essential, in order to overcome those limitations successfully, for countries to encourage production for export and devise internal mechanisms for offsetting some of the effects of price instability and managing their borrowing policy properly, there is no doubt that the situation calls for an effort from those providing external co-operation. From this point of view, it is of vital importance that the international community should take action in order to make commodity markets reasonably stable and facilitate the sale of manufactures produced in the developing countries. As long as the commodity markets remain vulnerable, the timely granting of compensatory or supplementary credits would help to prevent interruptions in plan implementation.

64. With regard to the external official financing of development, the more frequent use of programme loans would be very helpful. This would give a decisive impetus to the consolidation of the planning process. The quality of the plans and the efficiency of the whole national planning system would have to be improved, and that would be precisely one of its greatest indirect advantages. In Latin America, moreover, under the Charter of Punta del Este, bases have been established for a multilateral system of evaluating plans and periodically reviewing their implementation. If the full potential of this system were turned to account, it could be used to facilitate programme financing.

65. The success of planned development policy in Latin America, while entailing sustained and increasing national effort, is dependent upon the effectiveness of external co-operation in certain critical respects, of which only the most important, relating to trade and financing, have been touched upon so far. Experience in the recent past, in Latin America as in other regions, has shown that the increasing interdependence of individual countries makes it very difficult for developing countries to make much headway unless and until all the peoples of the world, especially the richer among them, join in a concerted effort to facilitate the developing countries' access to markets and supplement their financial resources. In the specific case of Latin America, it is of crucial importance that the region should be able to expand its exports of manufactures in addition to ensuring an adequate supply of its traditional products for export at competitive prices. This implies an energetic drive for structural reform and higher productivity and these developing economies are very unlikely to be able to achieve this unless more liberal and intensive external co-operation is forthcoming in the future.

66. As a result of the many obstacles indicated in the present report and the lack of experience that inevitably hampered initial attempts, planning has not yet been able to exert a decisive influence on the formulation of development policy. Although the effectiveness of planning is limited by factors outside the planning system itself, in particular political developments at the national level, the time has come to consider to what extent the experience acquired will make it possible to adapt its scope and methods in order to increase its effectiveness.

## 5. Recommendations

67. In order to accelerate the current trends towards improving Latin America's planning processes and bringing them to maturity, the Committee considers it important to point out that, although plan implementation depends partly on the content of plans and on the system and procedures for formulating them, the main reasons for their inadequate implementation include the indecisive nature and unsatisfactory application of economic development policies. Whether or not planning is used as an instrument of government, what is important is the climate or framework for development created by a proper stable and mature handling of the various policy instruments and the over-all efficiency of the economic system. Otherwise, not only will planning be ineffective but also the development process itself will suffer. In this respect, the following recommendations on planning and plan implementation assume that due attention will be paid to the frequently mentioned need to undertake economic and institutional reforms in the Latin American countries and to adapt economic policy instruments and the management which applies those instruments to the dynamic action required to attain the targets which the Latin American countries and the region as a whole have set themselves.

### (a) Recommendations in relation to the over-all framework for planning

68. The Committee considers it essential to strengthen the links between the planning agencies, on the one hand, and the political authorities and the private sector, on the other. This may involve, inter alia, a thorough review of the type of liaison that exists between planning offices and the top levels of government, and the institutionalization of liaison arrangements so that their impersonal and more efficient continuity operation may be ensured.

69. The planning agencies should bring their activities, including the formulation of plans, into line with the following requisites:

- (i) They should be in a position to submit basic development strategy options for consideration by the decision-making centres, with explicit reference not only to the expansion of production but also to the social objectives that are of the greatest importance for the individual country concerned (for example, employment);
- (ii) Requests for guidance on economic policy problems in relation to development objectives should be promptly met;

- (iii) The private sector should be given adequate opportunities to participate in all stages of the planning process, in accordance with each country's organizational levels and procedures.

(b) Recommendations in relation to the public administration

70. The Committee considers it imperative to strengthen the links between planning offices and the public administration in general, and to adapt the latter to planned action requirements. This may involve, inter alia:

- (i) Precise definition, first of the status of the planning office, and second of its specific role in relation to certain aspects of economic policy (public investment, credit, fiscal and exchange policies, external borrowing, etc.). An unremitting effort to secure active co-operation between the executive offices and the policy-makers at all levels, institutionalized in some cases through interdepartmental committees, might make for closer co-operation in the planning process on the part of the public sector;
- (ii) Administrative reform, accompanying the formulation of development plans and devised in the light of development policy requirements, and at the same time providing for an over-all improvement in the status of public officials, especially at the intermediate levels of policy-making and decision-making, by means of the appropriate definition of ranks and categories.

(c) Recommendations in relation to the content of plans

71. The Committee stresses the need for the various countries to define development strategies which will indicate the necessary steps or stages of action to implement them in relation to genuine national objectives, as well as the relevant guiding principles of policies. These national strategies should serve to link the plans essentially with the completion of stages or phases of the strategies themselves. The national strategies should be progressively co-ordinated within a regional context.

72. Planning could be strengthened and the integration process expedited if the efforts that have to be made in defining national development strategies were to be extended to the Latin American region as a whole. The general or ill-defined character of integration policy should not preclude research on alternative development strategies for Latin America as a whole, in which integration and development are tackled simultaneously. The fact that no development options have been presented with specific reference to the integration process impedes the adoption of policy decisions and hinders the possible co-ordination of national plans even among adjacent countries. Furthermore, the formulation of alternative regional development strategies would provide bases for the discussion of Latin American integration, so that the negotiation of instruments would be geared to substantive and specific objectives.

73. As regards specific problems connected with the content of plans, the Committee suggests that attention should be given to the following points:



- (i) The relation of planning at the national level to the formulation of objectives and strategy for Latin America's economic integration;
- (ii) The relation of planning to the problems of assimilating advanced techniques, the employment and training of manpower, income distribution, and improving the living conditions of the population;
- (iii) The need to devote more attention to fiscal policy, not only for the purposes of providing the necessary resources and adapting tax systems to development requirements, but also with the aim of formulating, should the need arise, compensatory policies in order to prevent production for export and investment in export activities from being discouraged by short-term fluctuations in external prices.

74. In particular, the Committee considers it extremely important to analyse the problems arising in plan formulation and implementation when anti-inflationary measures are being adopted at the same time. The existence of inflation and the application of anti-inflationary policies not only create highly complex problems in planning, but make planning even more necessary for the purposes of shaping and co-ordinating development and stabilization policies. In such circumstances, it is important to have an efficient system of operational annual plans and short-term action programmes. Within the framework of operational annual plans, it is possible to fix annual targets which will be compatible with the stabilization policy, and to make a detailed analysis of monetary, fiscal and other programmes which will be consistent with the objectives for the following year. The Committee recognizes, however, that this is a vital subject which should be discussed and analysed more closely and in greater depth.

(d) Recommendations in relation to planning methods

75. In view of the technical limitations of planning in Latin America and the need to act promptly and speedily, the Committee recommends the use of a flexible criterion in selecting plan implementation procedures and planning methods. Plans and planning machinery should be adapted to the particular conditions of each country; they should be designed to overcome the really important problems, without imposing a complex task beyond the capacity of the public administration. This recommendation should not be understood to mean that, at this stage, it is inadvisable to use the best techniques available if they are relevant to the characteristics of each economy; nor does it imply that efforts should no longer be made to overcome those technical limitations, and thus be able to use more rigorous methods in future. The recommendation merely calls for a pragmatic economic approach to planning, especially as regards the use of the inadequate resources available in information and in planning and supervisory personnel, without prejudice to constant improvement in the quality and precision of planning.

76. Without prejudice to the previous recommendation, technical instruments for the effective conduct of the various planning activities should be made the subject of more thorough study and research. In this connexion, such topics as the following seem to deserve particular attention:

- (i) With regard to planning techniques, the identification of branches of production on the critical path, in which imbalances between supply

and demand may seriously affect relative prices, or lack of care in time-phasing may prejudice the implementation of the plan as a whole; consideration should be given to the possible utility, for the purpose of implementing plans and their segments at the sectoral, regional and project levels in the developing countries, of such techniques as critical path and network analysis;

- (ii) Price and income policies, and their use as instruments for the reallocation of resources;
- (iii) Methods and techniques for more effective projection of the demand for and the supply of human resources and for planned expansion of this resource;
- (iv) Methods of analysing the implications for national plans of measures for promoting the integration of the Latin American countries;
- (v) Better ways of estimating the consequences of alternative policy measures and plan strategies for the distribution of income both among different groups in the population and among regions;
- (vi) Improved techniques for analysing the consequences of alternative allocations of resources as between economic targets and social ones;
- (vii) Improved procedures for diagnosing the critical obstacles to increased agricultural productivity and for devising policy measures to overcome them.

(e) Recommendations on the need to complete planning systems

77. The need to complete the planning systems that have been developed so far entails additional action on several fronts, of which the following two are worthy of special mention:

- (i) More effective complementarity is required between general orientation plans and the machinery for short-term action, preferably in the form of annual operational plans embodying the decisions necessary for mobilizing and allocating resources and involving detailed economic policy programmes;
- (ii) There is a need to supplement the functions of preparing and initiating plans by that of periodically evaluating their execution, taking prompt remedial action where necessary, and setting up the necessary machinery for the purpose.

78. It is imperative to improve the methods of data collection so as to ensure the ready availability, quality and timeliness of the statistics and other data required for formulating plans and supervising their implementation. It will therefore be necessary, among other things, to:

- (i) Prepare basic programmes for the more important items of information so that they are given priority and a continuous flow of up-to-date information is maintained;

- (ii) Upgrade the organs responsible for data compilation, tabulation and publication, and provide them with more staff and technical resources;
- (iii) Pay special attention to the provision of statistical data for the preparation of short-term plans and the co-ordination of monetary and fiscal programmes with development targets;
- (iv) Indicate priorities and critical points for research on natural resources;
- (v) Determine which technologies are suited to the stage of development of each individual country.

(f) Recommendations on external technical and financial co-operation

79. International technical co-operation in national planning efforts must be maintained and intensified. Far from diminishing, present needs are growing, particularly as regards the following points:

- (i) Research on and dissemination of methods and techniques in connexion with the aspects referred to in the previous paragraphs;
- (ii) Training of technical planning personnel, both in their present functions and in those which they will have to undertake in the near future (annual plans, evaluation, supervision of implementation, problems of strategy formulation, etc.);
- (iii) Interchange of experience between the national planning agencies of the different countries, both within and outside Latin America;
- (iv) Studies on the co-ordination of national plans on the basis of development strategy options for the region as a whole;
- (v) Stronger technical assistance support and more effective utilization by Governments of the technical assistance for planning provided through international agencies and the institutions maintained by them; in that respect, Governments and agencies should be guided in the formulation and implementation of technical assistance programmes by the Committee's recommendations on planning and plan implementation. Also important is co-ordination between the international agencies providing technical assistance for planning and international financial agencies, in addition to the internal co-ordination between the various agencies working in this field in the different regions of the world.

80. The supply of technical information and specific projections on aspects such as the following need to be systematically co-ordinated as a matter of priority:

- (i) The economic growth of the different countries;
- (ii) Prospects in international markets as a whole, by products and by groups of products;
- (iii) Forecasts on the availability of external financing and the needs of the developing countries.

81. In respect of external financing, it is important that substantial progress should be made in the following directions:

- (i) More frequent use of programme financing procedures, and consolidation of systems which might help to ensure that they are adopted as widely as possible in the near future; special mention may be made of the multilateral and independent evaluation of development plans, the conclusion of agreements on certain minimum standards of quality for the plans in question and the selection of criteria for evaluating progress in plan implementation;
- (ii) The granting of adequate compensatory or supplementary credits;
- (iii) Improvement of the average terms of external official financing with respect both to amortization periods and interest rates and to the restrictions on the use of funds lent for purchases abroad.

## II. WORK ON GUIDELINES AND PROPOSALS FOR THE SECOND UNITED NATIONS DEVELOPMENT DECADE

82. In accordance with the requests of the United Nations General Assembly in resolution 2218 (XXI), and the Economic and Social Council in resolution 1152 (XLI), the Committee examined the question of preparing guidelines and proposals for the second United Nations development decade.

83. The Committee concurs in the view that the progress so far recorded in the present Decade has been unsatisfactory and that this makes it imperative for all the organizations of the United Nations family to redouble their efforts and to work out a series of new measures. The Committee is deeply appreciative of the fact that the General Assembly and the Economic and Social Council have already initiated measures to start work on the preparation of a preliminary framework of international development strategy for the 1970's. On the assumption that the development decade has become an established concept for organizing international efforts to promote the betterment of the developing countries, the Committee agrees to make the preparation of guidelines and proposals for the second United Nations development decade one of its major activities.

84. On the basis of preliminary discussions, the Committee suggests that the United Nations might adopt a charter for the second development decade which could include the following general provisions:

(a) The nations of the world, acting through the United Nations, would declare that it is in their common interest to secure a more rapid advance in the income and welfare of the developing nations, and that this calls for concerted action, both by the developing countries themselves and by the developed countries.

(b) The nations of the world would declare that it is their common ambition to secure by such combined action the attainment of certain targets; in particular, the raising of the gross national product per head of each developing country during the 1970's by at least a certain minimum percentage, and this should represent a significant increase in the rate of growth for the developing countries generally. Minimum targets might also be set for other economic and social magnitudes, such as per capita food consumption, standards of health and education, and employment. The exact form of these and their numerical values would have to be the subject of further study; the number of specific targets included in the charter should probably not be great.

(c) After analysis of the main obstacles in the way of attaining the targets, the means to be employed by both the developed countries and those in the course of development to achieve those targets would be specified. The means would be designed to overcome such obstacles as difficulties in plan implementation, the mounting foreign debt service and other difficulties connected with foreign exchange, and rapid growth of population in developing countries. Measures to overcome the foreign exchange gap might include aid, the provision of better access to the markets for all types of developed countries, and increased efforts by the developing countries to expand exports or replace imports - in particular by increasing agricultural output. In adopting the targets, the nations would make certain

pledges. Some of these would be in general terms; all countries would pledge themselves to co-operate actively in the combined activities necessary for the development decade. There would also be some specific pledges in both quantitative and qualitative terms: by the developed countries, relating to the scale and character of their aid and trade policies; and by the developing countries relating to, for example, various institutional improvements, the mobilization of domestic resources, social reforms appropriate for economic development and other measures to increase the rate of growth in per capita output. In those countries where the rate of population growth is excessive, these pledges might also relate to better facilities for family planning. In addition, there would be provision for suitable international arrangements to survey progress annually, and, where appropriate, to organize agreements for specific action by developed and developing countries. Nations would pledge themselves to take part in the reviews and other exercises under these arrangements. International organizations, both within and outside the United Nations system, could be variously employed for this purpose.

85. The Committee has agreed to associate itself closely with the work of preparing for this action by the United Nations. For this purpose it has decided to establish a working group which will prepare a more precise programme of action and also pave the way for the deliberations of the Committee at its next session.

86. The Committee suggests that the work on projections for the world economy carried out in the United Nations system should be geared to the formulation of guidelines and proposals for the second United Nations development decade. Such work should involve careful assessment of the policy implications of expansion in the main areas of economic and social activity. It should be carried out at the world, regional and sectoral levels by the various appropriate bodies of the United Nations.

87. The Committee considers it desirable that the United Nations Centre for Development Planning, Projections, and Policies, in consultation with the specialized agencies and other members of the United Nations family, should prepare, as an initial step, a brief paper setting forth tentative guidelines and proposals relevant to the work to be undertaken, as the next step, by the specialized agencies and the regional commissions. This work should refer to the specific sectors or components of the world economy which fall within their areas of competence. The purpose of these papers would be to form the framework of all the work to be done.

88. After preliminary discussion, the Committee thinks that on the basis of the above work it might:

(a) Prepare papers, indicating the combinations of actions by the various countries needed to tackle the obstacles, whether internal to the developing countries or in the international field; the work would be made as quantitative as possible;

(b) Suggest the form and magnitude of the various targets to be included in the proposed charter.

### III. PROGRAMME OF FUTURE WORK

89. In addition to the programme outlined for the second development decade, the Committee examined the work programme dealing with various aspects of development planning and projections of the Centre for Development Planning, Projections and Policies and of the regional economic commissions and institutes, specialized agencies and other units of the United Nations system. The Committee endorses the work programme of the Centre and hopes that it will be carried out as expeditiously as possible; individual members of the Committee have agreed to respond as constructively as possible with advice and assistance. It expresses its appreciation to the other members of the United Nations system for supplying information on their activities relating to planning and projections.

90. The Committee believes that the studies on development planning and projections included in the Centre's work programme will be useful for national planners, especially the studies on annual planning and implementation and those on control and evaluation of plan progress. The Committee, in the light of its discussions on problems of planning and plan implementation, suggests that the Centre should pay attention in its work to systems of information suitable for national planning and plan implementation as well as for planning studies in the international context. The studies to be undertaken by the Centre on certain techniques of planning employed in different types of economies and recent developments in programming and management in centrally planned economies will also be useful. In this connexion, the Committee views with interest the desire of some of its members to arrange for a study to be prepared by a group of experts on the experience in planning methods and techniques of the centrally planned economies. The Committee suggests that the Centre should consider the possibility of co-operating with the authorities of a developing country in an exploration of the applicability of network analysis to a sub-regional development programme. The Committee looks forward to the early publication of the Centre's periodical Review of Development Planning, which will contain articles and information for the use of economic planners and policy-makers. The Committee takes note with satisfaction that the Centre has already organized a number of interregional seminars on development planning and projections, which have served as important forums for exchange of information and ideas among development planners. This activity should be continued. The Committee is particularly appreciative of the intention to focus attention, in the forthcoming planning seminars, on the problems of plan implementation discussed at the second session of the Committee and those suggested for discussion at its future sessions. The Committee is of the opinion that this approach will provide a useful direct link between its work and that of planning officials in developing countries. As outside experts often play an important part in the formulation and implementation of development plans, it would be desirable to arrange for the participation of some of these experts in the planning seminars so that they can contribute the fruits of their experience and so that the problems encountered in the course of their work can be reviewed.

91. With regard to projections, as has already been stated, the Committee believes that the immediate work of the Centre should be primarily aimed at

assisting in the preparation of guidelines and proposals for the second United Nations development decade. The Centre should attempt to test various types of models, including those containing policy parameters, and the work should have a policy orientation. Further, it should take the initiative in attempting to secure a greater degree of consistency in the framework of projections carried on by various members of the United Nations system. The Committee will review this work in connexion with its examination of guidelines and proposals for the decade of the 1970's, which, as stated earlier, will constitute one of its important activities in the future. The Committee notes that international projections also serve certain wider purposes, such as to provide national authorities with a coherent international background for the framing of their plans and policies and to explore the compatibility of national plans and programmes and the quantitative implications of alternative national and international strategies.

92. It may be recalled that the Committee decided at its first session to place major emphasis in its future work on the problems of plan implementation. The discussions at its second session have confirmed the usefulness of examining these problems in the context of a specific developing region. The Committee believes that this practice should be continued, as relevant, at its future sessions. In this connexion, it takes note with appreciation of the invitation extended by the Executive Secretary of the Economic Commission for Africa to hold its third session at the headquarters of the Commission. The Committee hopes that it will be possible to accept the invitation and to make arrangements for holding the session in the early part of 1968.

93. In line with the recommendations set out in the preceding paragraphs, the Committee decides to put the following principal items on the agenda for its third session:

- (1) Problems of plan implementation (with special reference to Africa);
- (2) Preparation of guidelines and proposals for the second United Nations development decade.

With regard to the first item, on the assumption that the session will be held in Africa, the Committee suggests that the problems should be examined in the context of conditions prevailing in that continent. Details on the documentation to be prepared for this purpose should be worked out by the Centre for Development Planning, Projections and Policies in co-operation with the secretariat of the Economic Commission for Africa. As regards the second item, the suggestions contained in the preceding section and in paragraph 91 should serve as the frame of reference.



## Annex I

### SPECIAL PROBLEMS OF IMPLEMENTATION IN AGRICULTURE

1. Several of the key variables determining agricultural output in any given year are not subject to control or even much influence by the governmental authorities responsible for implementing plans. These include some reasonably measurable variables such as weather and some very difficult to measure such as the expenditure of care and effort in cultivation by peasants and their families. This has two consequences for implementation.
2. First, the values assumed for the measurable but uncontrollable variables should be stated in the plan and then actual performance measured year by year in order to determine at least roughly what proportion of any failure to meet output targets is due to unexpected values of the uncontrollable variables. Weather and its effects are so important, especially in non-irrigated agriculture, that much more effort is needed to establish the admittedly complex quantitative relations between weather and yields so that performance under agricultural plans can be corrected for the influence of weather variation. Governments should be encouraged to request technical assistance from the international agencies in support of the effort.
3. Secondly, because output variations can never be fully corrected for the influence of uncontrollable variables, their behaviour will never be a satisfactory index of performance under plans in the agricultural sector. Therefore it is important that the plan contain specific targets for each of the activities designed to affect agricultural output, with time phasing for each, and that procedures be specified for measuring progress with each activity at frequent intervals. Some of the kinds of targets and associated measures of progress required for implementation in agriculture are:
  - (a) New acreage to be brought under cultivation;
  - (b) Yield increases expected to be achieved on existing acreage;
  - (c) Extensions of irrigation planned both by acreage and by type;
  - (d) Increases in the actual use of fertilizer by farmers in physical terms;
  - (e) Acreage to which new and improved varieties of seed have been applied by major crop;
  - (f) Price ratios between outputs and inputs by major crop;
  - (g) Appropriate measures of agricultural credit availability and terms;
  - (h) Acreage on which land reform has been carried out;
  - (i) Measures of progress in agricultural research and experimentation;

(j) Measures of progress in bringing knowledge of new methods, inputs, and techniques to the farmer, such as numbers of extension workers, agricultural area covered by them, and the like;

(k) Measures of control of pests, weeds and animal diseases.

4. Another difficulty of special importance in agriculture is that the effects of various different inputs are not independent of each other but interact in important ways. It does little good for appraising implementation if the above targets are specified only in aggregate terms for the nation as a whole, since the effects of water applied in one place, for instance, and fertilizer in another will be very different and much less than the effects of the same amounts of both applied to the same acreage. For this reason, it is important that both targets and performance be specified with respect to the smallest practicable geographical units.

5. Many of the governmental activities intended to influence agriculture must be differently designed from local region to local region because of local variations in physical conditions, in human resources, in existing organizational patterns, in social customs and traditions. For example, where population is very dense a system of selecting farm leaders from villages and bringing them for training on frequent occasions to a central academy as in the Comilla Project in East Pakistan may be the most effective. Where population is more scattered, a system of extension agents who tour the farms on the United States pattern may be better. For activities in which such local variation is important, implementation will require a great deal of local experiment and adaptation of procedures to local conditions. Such experiments should be outlined in the agricultural plan and procedures specified for comparing their effectiveness in terms of both input and output variables. Procedures should also be specified for appraising to what extent successful techniques can be transferred from one region to another with different characteristics.

Annex II

ATTENDANCE

Members of the Committee\*

- Mr. Roque Carranza, Economic Consultant, Argentina
- Mr. A.N. Efimov, Director, Economic Research Institute of the Gosplan,  
Union of Soviet Socialist Republics
- Mr. Max Millikan, Director, Center for International Studies, Massachusetts  
Institute of Technology, United States of America
- Mr. Saburo Okita, President, Japan Economic Research Centre, Japan
- Mr. Józef Pajestka, Director, Institute of Planning, Poland
- Mr. M.L. Qureshi, Chief Economist, Planning Commission, Pakistan
- Mr. W.B. Reddaway, Director, Department of Applied Economics, Cambridge University,  
United Kingdom
- Mr. Raúl Sáez, Executive Vice-President, Corporación de Fomento de la  
Producción, Chile
- Mr. Germánico Salgado, Director, Economic Affairs Department, Organization of  
American States
- Mr. Jakov Sirotković, Professor, Faculty of Economics, University of Zagreb,  
Yugoslavia
- Mr. Jan Tinbergen, Professor, Netherlands Institute of Economics, Netherlands
- Mr. Zdeněk Vergner, Director, Research Institute of National Economic  
Planning, Czechoslovakia

United Nations Secretariat

Department of Economic and Social Affairs

- Mr. Philippe de Seynes, Under-Secretary for Economic and Social Affairs
- Mr. Jacob L. Mosak, Director, Centre for Development Planning, Projections  
and Policies

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\* Mr. Gamani Corea, Mr. Mohamed Diawara, Mr. Nazih A. Deif, Mr. K.S. Krishnaswamy,  
Mr. Jean Ripert and Mr. P.N.C. Okigbo did not attend.

Mr. T.C Chang, Assistant Director, Centre for Development Planning,  
Projections and Policies

Mr. Andrew G. Brown, Chief, Economic Planning Section, Centre for  
Development Planning, Projections and Policies,  
Secretary of the Committee

Mr. Omprakash Talwar, Economic Affairs Officer, Centre for Development  
Planning, Projections and Policies, Assistant  
Secretary of the Committee

Economic Commission for Latin America

Mr. Carlos Quintana, Executive Secretary

Mr. Manuel Balboa, Deputy Executive Secretary

Mr. Pedro I. Mendive, Assistant Executive Secretary

Mr. Pedro Vusković, Director, Economic Development and Research Division

Mr. Ricardo Luna, Secretary of the Commission

Mr. Francisco Azorín, Deputy Director, Latin American Centre for Economic  
Projections

Mr. Alfredo E. Calcagno, Economic Development and Research Division

Mr. Eligio Alves, Latin American Centre for Economic Projections

Latin American Institute for Economic and Social Planning

Mr. Cristóbal Lara Beautell, Deputy Director-General

Mr. Norberto González, Director, Economic Research and General Programming Division

Mr. Osvaldo Sunkel, Director, Research Project on Economic Development

Mr. Carlos Matus, Director, Advisory Services Division

Economic Commission for Europe

Mr. C.T. Saunders, Acting Director, Research and Planning Division

African Institute for Economic Development and Planning

Mr. Jadish Saigal, Lecturer

United Nations Conference on Trade and Development

Mr. G.D. Arsenis, Chief, Trade Plans Section

United Nations Development Programme

Mr. Robin Miller, Chief, Division of Evaluation

Mr. Paul Frings, Deputy Resident Representative of the United Nations  
Development Programme in Chile

Specialized Agencies

International Labour Organisation

Mr. J. Bustamante, Director, ILO Liaison Office in Santiago

Mr. J.P. Mouly, Assistant Economic Adviser

Food and Agriculture Organization of the United Nations

Mr. Hernán Santa Cruz, Assistant Director-General for Latin American  
Affairs, FAO Regional Office for Latin America

Mr. Clyde Mitchell, Regional Consultant on Agricultural Planning

United Nations Educational, Scientific and Cultural Organization

Mr. H.M. Phillips, Director, Office of Economic Analysis

Mr. Simón Romero, Santiago Regional Office for Education

Mr. Fernando Escondrillas, Santiago Regional Office for Education

World Health Organization

Dr. Hernán Durán, Health Planning Consultant, Pan American Health Organization

International Bank for Reconstruction and Development

Mr. E.K. Hawkins, Economics Department

International Monetary Fund

Mr. Michael Dakolias, Exchange and Trade Relations Department

Intergovernmental organizations

Organization of American States

Mr. Luis Szekely, Department of Economic Affairs

Non-governmental Organizations

International Federation of Christian Trade Unions

Mr. Vicente Garcia Huidobro, Rural Economist, Regional Office, Santiago

Mr. Jorge Riquelma, Economist, Regional Office, Santiago

### Annex III

#### LIST OF DOCUMENTS

- E/AC.54/2                      Provisional agenda
- E/AC.54/L.4                    Development and stabilization policies in Latin America:  
and Corr.1 and 2            some problems - submitted by Roque Carranza
- E/AC.54/L.5                    The implementation of the French plans - submitted by  
and Corr.1                    by J. Ripert
- E/AC.54/L.6                    Manpower planning and development planning in Latin America -  
submitted by the International Labour Organisation
- E/AC.54/L.7                    On the relationship between objective conditions and adopted  
forms of planning (the problem of adequate planning) -  
submitted by Zdeněk Vergner
- E/AC.54/L.8                    Some general conditions for the effective implementation of  
plans - submitted by the Centre for Development Planning,  
Projections and Policies
- E/AC.54/L.9                    The role of the fiscal budget in plan implementation - submitted  
by the Centre for Development Planning, Projections and  
Policies
- E/AC.54/L.10                   Some problems of implementation in the private sector of the  
economy - submitted by the Centre for Development Planning,  
Projections and Policies
- E/AC.54/L.11                   Some aspects of the problem of taking economic integration  
into account in development plans - submitted by the Latin  
American Institute for Economic and Social Planning
- E/AC.54/L.12                   Major activities of the United Nations system in development  
and Corr.1                   planning and projections: Department of Economic and Social  
Affairs of the United Nations Secretariat, regional economic  
commissions, institutes, UNCTAD and UNIDO - submitted by the  
Centre for Development Planning, Projections and Policies in  
co-operation with specialized agencies and other units of the  
United Nations
- E/AC.54/L.12/Add.1           Major activities of the United Nations system in development  
and Corr.1                   planning and projections: FAO, GATT, IBRD, ILO, UNESCO  
and WMO - submitted by the Centre for Development Planning,  
Projections and Policies in co-operation with specialized  
agencies and other units of the United Nations
- E/AC.54/L.12/Add.2           Major activities of the United Nations system in development  
planning and projections: the Latin American Institute for  
Economic and Social Planning - submitted by the Centre for  
Development Planning, Projections and Policies in co-operation  
with specialized agencies and other units of the United Nations

- E/AC.54/L.12/Add.3 Major activities of the United Nations system in development planning and projections: the United Nations Economic and Social Office in Beirut - submitted by the Centre for Development Planning, Projections and Policies in co-operation with specialized agencies and other units of the United Nations
- E/AC.54/L.12/Add.4 Major activities of the United Nations system in development planning and projections: Department of Economic and Social Affairs of the United Nations Secretariat - Advisory Committee on the Application of Science and Technology to Development - submitted by the Centre for Development Planning, Projections and Policies in co-operation with specialized agencies and other units of the United Nations
- E/AC.54/L.13 Planning in Latin America - submitted by the secretariat of the Economic Commission for Latin America
- E/AC.54/L.14 United Nations Development Decade - submitted by the Centre for Development Planning, Projections and Policies
- E/AC.54/L.15 The role of economic plans and budget compilation in Japan - submitted by S. Okita
- E/AC.54/L.16 Experience and problems in the implementation of plans for the economic development of the USSR - submitted by A.N. Efimov
- E/AC.54/L.17 Planning methods and procedures and plan implementation - submitted by Józef Pajestka
- E/AC.54/L.18 and Add.1 Comments on methods for reporting and evaluating progress under plan - submitted by Max F. Millikan
- E/AC.54/L.19 First attempts at planning in Latin America: notes on an experiment - submitted by Germánico Salgado
- E/AC.54/L.20 El control de ejecución de planes generales de desarrollo en América Latina (algunos aspectos vinculados con los presupuestos económicos y por programas) - submitted by the Organization of American States
- E/AC.54/L.21 A methodological note on some gap projections for developing countries - submitted by the Centre for Development Planning Projections and Policies
- E/AC.54/L.22 State budget in the planning system: observations from Polish experience - submitted by Józef Pajestka (prepared jointly with M. Orłowski)
- E/AC.54/L.23 Experience and problems in the implementation of development plans - submitted by Jakov Sirotković





