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**ORGANIZATION AND MANAGEMENT STUDY**

**Guyana Agriculture Sector Planning Project**

**USAID/Guyana Project 504-0077**

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## Findings, Conclusions and Recommendations

### Key Findings and Conclusions

The overall managerial and organizational environment for agriculture sector planning within the Government of Guyana appears sufficiently favorable to proceed with the Agriculture Sector Planning Project.

### A Greater Desire to Coordinate and Rationalize the Governmental Planning Function

The formation of the State Planning Commission (SPC) and its assigned roles indicate a significant change in the planning function within the GOG. The recently adopted planning structure is designed to centralize economic planning and budgeting within one administrative unit that also has responsibility for the four-year development plan preparation.

### Centralization of Agricultural Sector Planning/Budgeting at the Ministry of Agriculture

Intrasectoral planning and budgeting is to be centralized in a Ministry of Agriculture planning unit. Until now the Ministry of Agriculture has had responsibility for preparation of plans and budgets only for a portion of the State-controlled agriculture sector. Some very important agriculture-related state corporations and the two regional development authorities have been relatively independent from a planning/budgeting standpoint, negotiating plans and budgets directly with the SPC. The Ministry's Resource Development and Planning Division (RDPD) undoubtedly would need to have greater professional competence in critical crop sub-sectors and possibly introduce some sub-sectoral orientation within the unit.

### Reorientation from Centralized Direction to Regional Plan Implementation

A policy initiative on the part of the SPC would have localities play a greater role in deciding on and carrying out projects and programs in their respective areas. This prospect is only feasible once a competent administrative infrastructure is developed at these local levels, an arrangement which itself will take a number of years to realize. Such a decision-making structure would require regional analysis and planning capability to be added to the RDPD.

The Ministry Planning Unit is professionally limited in relation to its responsibilities

The Ministry RDPD is severely understaffed currently and moreso in its emerging role. RDPD technician staffing is as follows:

	<u>Current</u>	<u>1979 Estimates</u>	<u>Unfilled</u>
Second degree or equivalent experience	4	7	3
University degree	0	1	1
Less than University degree	4	8	4
	<u>8</u>	<u>16</u>	<u>8</u>

At the present rate of accessions of technical personnel to the RDPD staff, a widening gap over the next few years will develop between the growing responsibilities of the unit and the unit's capabilities to fulfill its assigned tasks. Although positions are funded and available, there is a severe shortage of qualified personnel for the foreseeable future.

RDPD Organization Position is Inappropriate for its Prospective Role

For the longer term, the formal position of the Planning Unit should be consistent with and contribute to the achievement of the unit's role. Its current organizational position should be changed to reflect rapidly increasing status and responsibilities, but its current professional limitation is probably a greater constraint. The attraction of the planning unit to quality personnel and the facility with which it can deal with other state agencies will be enhanced by such a move.

Current Planning Efforts can be Augmented to Encourage Implementation

The current planning/budgeting approach provides for no meaningful linkages between the capital and current budgeting processes. These budgets are prepared separately. There is no annual operating plan for the sector which, for example, might relate infrastructure improvement and provision of support services to changes in sector performance (i.e. production targets). Planning and budgeting are not analyzed and formatted on a regional basis.

Monitoring of sector performance, for both the capital outlays and current expense, is useful mainly for audit functions not for possible corrective control and improvement of sector operations.

Recommendation No. 1.

That the technical assistance elements of the project be implemented over a five-year period.

Discussion:

Considerable time will be required to reorganize and recruit additional staff for the Ministry planning unit and to establish new tasks and relationships. Technical assistance - apart from preparatory training, which should begin as soon as possible - will be effective only when MOA counterparts are in place. (Given the usual lead time necessary for procurement and installation of automatic data processing equipment and systems, this recommendation will likely be applicable to work with the Statistical Bureau as well). Five years is not an excessive time in which to adequately staff, strengthen and institutionalize the functions, outputs, and coordination of the evolving agricultural sector planning structure.

Recommendation No. 2

That the Ministry of Agriculture and the Public Service Ministry give immediate high priority to the recruitment against existing vacancies and early appointment of all sixteen technicians requested for RDPD if approved in the 1979 budget.

Discussion:

Rapid growth in capable staff in the Ministry's planning unit is indispensable if the project is to produce the expected results

Recommendation No. 3

That during calendar year 1980 the Ministry of Agriculture and the Public Service Ministry establish a new MOA planning office (1) having a level of responsibility with personnel grades equivalent to the Departments of Agriculture, Lands, and Hydraulics; (2) incorporating expanded functions of RDPD to serve the entire agriculture sector; and (3) placed either as a staff unit serving the Minister and Permanent Secretary, or as a fourth Department, whichever the Minister may prefer.

Discussion:

The unit must have a location in the Ministry, status, and qualified professional and supporting staff commensurate with its much enlarged responsibility. Personal relationships, the qualifications of individuals, leadership alternatives and most of all the wishes of the Minister must be taken into account. But we believe that anything short of separate organizational identity and very high status for the unit within the Ministry will not permit it to adequately perform its emerging role.

Recommendation No. 4

That the Government of Guyana commit itself to the further orderly growth of MOA staff for the functions performed and planned for RDPD. Further, that the Ministry of Agriculture annually review and justify the establishment and budgeting of planning positions for its Departments and for RDPD and its successor unit, keeping in mind the following targets for the unit proposed by the Chief Agricultural Officer:

	<u>1979</u>	<u>1982</u>	<u>1985</u>
Technical personnel	15	33	37
Support personnel	5	8	8
Crop reporters (Statistical Bureau)	50	57	57

Discussion:

While staffing for MOA planning functions will always have to be considered in relation to other MOA requirements, it is evident that continuing growth will be needed. See also Recommendations 5 and 6.

Recommendation No. 5

That the activities list of the MOA planning unit (p. 12 below) be expanded to include: (1) coordinate preparation of annual plans; (2) reconcile capital and operating budgets; (3) specialize in major crops; and (4) regional planning.

Discussion:

As noted in the findings and conclusions above, these activities are needed to strengthen the sectoral planning process. The MOA needs increased analytic capability to deal with sugar and rice.

Regional planning provides an important perspective inadequately covered in current planning, and one of interest to the SPC.

Recommendation No. 6

That the MOA augment its planning staff of agricultural economists and technicians with a small number of people from other disciplines and undertake a continuing, long-term staff development program to strengthen planning skills and gradually broaden the interdisciplinary perspectives of sectoral planning.

Discussion:

People trained in such other disciplines as regional planning or financial management can make a central contribution to the work of the Ministry's planning unit. Recruitment of sufficient numbers of agricultural economists will in any case be difficult, and immediate attempts to recruit perhaps two people from other relevant fields would broaden the chances for filling vacancies. Over the longer term, training and staff development should first concentrate on basic planning skills and then broaden the planning perspective to take account of such perspectives as employment, appropriate technology, and social benefits.

## II. Background

From February 8 - 22 the Authors conducted a study of Government of Guyana organization and management relating to the proposed Guyana Agriculture Sector Planning Project. The study focused on the Ministry of Agriculture, its present and prospective role in agriculture sector planning as defined by the State Planning Commission, relationships with public corporations and development authorities, and capital and current budget processes. The scope of work and task schedule are stated in Annex A. The approach taken to project accomplishment is given in Annex B. Because a separate team will review data management and computer needs with the Statistical Bureau, this study omits analysis of that portion of the project.

The study team has been greatly impressed with the candor, professionalism, and constructive orientation to change in every Guyanese organization we contacted. We were provided with very useful orientation and guidance extending to high policy levels. We acknowledge with thanks the generous assistance and many courtesies of our Guyanese and USAID colleagues.

The institutional setting for agriculture in Guyana has been described in other sources. (See e.g., the USAID Country Development Strategy Statement and the loan paper for Rice Modernization II). For the purposes of this report a few predominant features should be kept in mind.

Guyana's agriculture is affected by a mixture of private and public institutions. The latter have considerably more importance than in most developing countries.

Actual direction and control over land use and production rests predominantly with (1) small freehold farmers in the rice sub-sector, which encompasses 233,411 acres and as many as 45,000 farm families, and (2) the Guyana Sugar Company (GUYSUCO) which manages over 120,000 acres of government-owned land devoted to sugar production.

The Government has a pervasive presence in the agricultural economy not only through GUYSUCO, but through public trading corporations, regional development authorities, banking and credit, input supply, marketing, price control, and import controls.

The GOG is committed to self-sufficiency in food, relies heavily on agricultural exports for foreign exchange earnings, and is clearly interested in raising agricultural productivity. It is GOG's policy that fully a third of all public sector investments be devoted to agriculture.

In this context government planning has high potential to influence production, productivity, and distribution of benefits in the agricultural sector.

### III. Planning Structure and Relationships in the Agriculture Sector

The Ministry of Agriculture (MOA) is essentially a "technical Ministry", but has some implementation responsibility. The Ministry's primary roles are (1) setting policy for sector operations; (2) providing sector support services; (3) developing and maintaining sector infrastructure; and (4) gathering data and performing analytical tasks that provide evaluation of sectoral performance. The Ministry engages directly in some agricultural production through its management of land settlement projects, experimental farms and import-substitution farms. Figure 1 depicts the organization of the Ministry of Agriculture and its relation to other important institutions of the sector.

The Permanent Secretary reports directly to the Minister of Agriculture. He exercises administrative control over the Ministry's three distinct "departments". The three departments are those of the Chief Agricultural Officer, Chief Hydraulics Officer and Commissioner of Lands.\* Recently, a Minister of State was appointed with special responsibility for drainage and irrigation.

At this time no significant change in functional operation or intra-Ministerial relationships have resulted from this appointment. The Chief Agricultural Officer serves in an informal capacity as a principal policy advisor to the Minister. He also directs the agricultural service divisions and RDPD.

Each of the three departments has a Principal Assistant Secretary (P.A.S.) for Administration who oversees this aspect of each of the departments. Each P.A.S. reports directly to the Permanent Secretary. In addition, there are two P.A.S.'s who have ministry-wide responsibility for personnel and finance, respectively.

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\* The "departments" are comparable to "bureaus" in the U.S. Government, but of smaller size. In other Guyanese ministries they might be called "divisions", but the MOA has divisions such as the Crop Science Division at a level subordinate to the departments.

Each of the three departments have two or more "divisions". Each division has responsibility for certain sector services as well as responsibility for executing specific projects or programs. Capital commitments to these projects range from about G\$20,000 to over G\$6,000,000 (US\$1 = G\$2.5). Most projects and other on-going activities of these divisions are dedicated to the development of agricultural sector infrastructure. As noted above, a small number are concerned with production objectives.

Informal working relationships exist throughout the Ministry and with the agricultural sector institutions outside the Ministry. Much of the external liaison is handled by RDPD under the Chief Agricultural Officer.

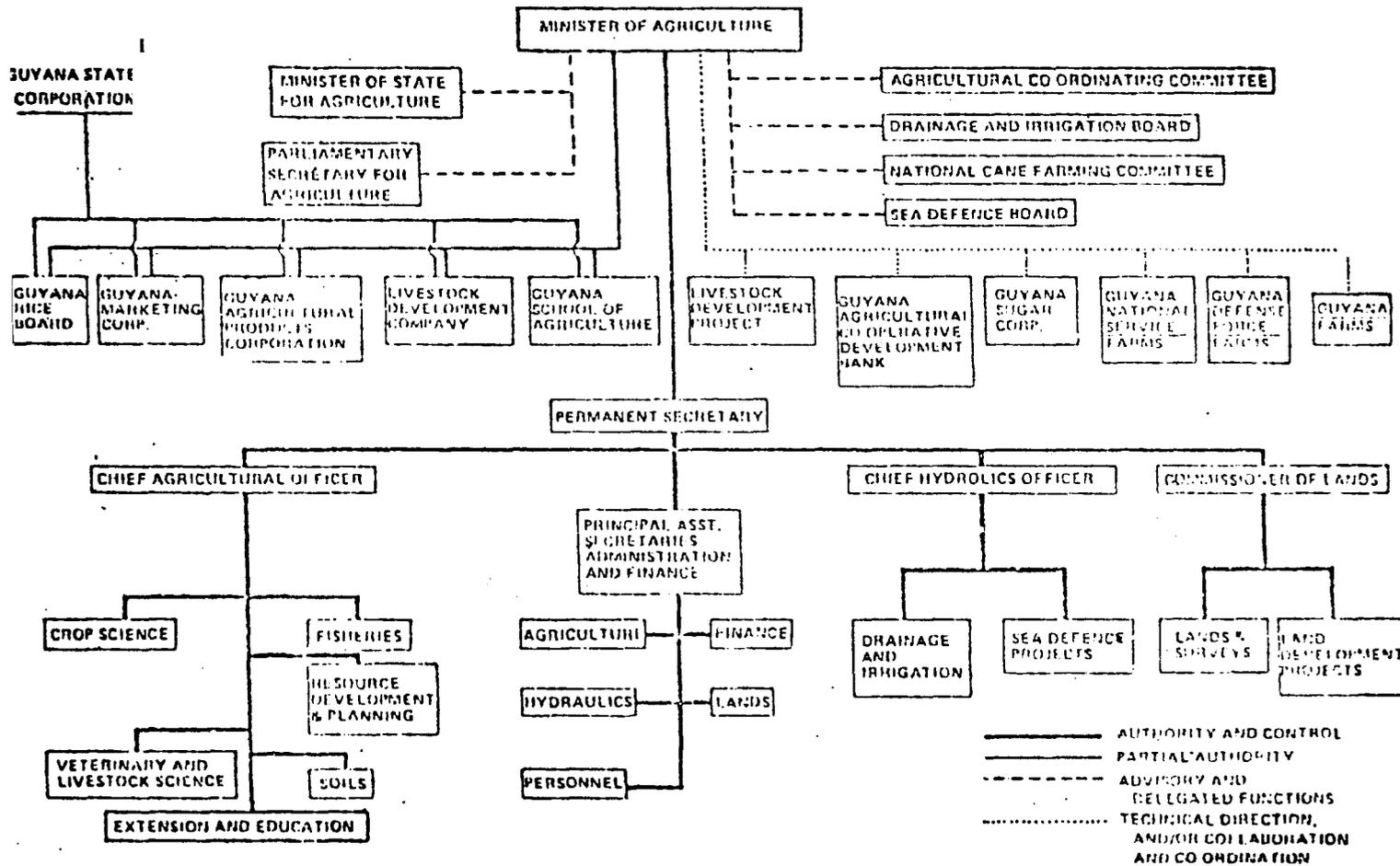
The Guyana State Corporation (GUYSTAC) exercises administrative control over some ninety (90) public enterprises, including the agricultural-related state corporations indicated in Figure 1. The Minister of Agriculture is represented on the board of directors of the Livestock Development Company, Guyana Marketing Corporation and the Guyana School of Agriculture. However, the degree of Ministry control over policies of the GUYSTAC companies affecting agriculture varies considerably.

Policy directives to individual GUYSTAC companies may come from the cabinet or, conversely, may be initiated within the GUYSTAC apparatus and sent up for approval of the cabinet. Major changes in scope of activity, administrative procedure, finance and personnel would be channelled through the central GUYSTAC administration, requiring approval of its Board of Directors.

The Resource Development and Planning Division (RDPD or RD&P) performs both formal and informal coordination with GUYSTAC and other State Corporations. (Other functions of this unit, located in the Department of Agriculture under the Chief Agricultural Officer are treated in detail below).

Two other major agricultural institutions operate under Cabinet guidance with only occasional policy influence from the Ministry. The Guyana Sugar Corporation (GUYSUICO) is largely autonomous. So is the Rice Board, though there is consultation with MOA on rice pricing and other matters. Neither has MOA representation on its board of directors. GUYSUICO controls land for sugar production, inputs, pricing and marketing under the policy direction of the Cabinet - in short, the entire enterprise. Rice is produced mainly on freehold lands, but the Rice Board controls pricing, marketing, credit and inputs. Occasionally, the Ministry appears to have substantial influence on policies of

**ORGANIZATIONAL CHART OF  
AGRICULTURAL DEVELOPMENT AGENCIES IN GUYANA**



Source: Inter-American Development Bank, Project Report: Abary Water Control Project, November 1977.

these two entities. For example, the entry of GUYSUJO into other-cropping was a Ministry initiative with the final decision taken at cabinet level. The Ministry was also heavily involved in the cabinet decision to raise the consumer price for rice in 1978.

Similarly, two development authorities - Mahaica-Mahaicony-Abary Agriculture Development Authority (MMA-ADA) and MATARKAI Development Authority - operate quite independent of Ministry control. These authorities have budgets constrained by SPC requirements and, in the case of MMA-ADA, by the Inter-American Development Bank. Input to policy direction of these development authorities may be made by the Ministry of Agriculture on both an informal and formal basis. Ministry personnel usually make direct contact with Authority management, and in the case of MMA-ADA, the Minister of Agriculture is a member of its Board.

#### Planning and Budgeting in the Ministry of Agriculture

Capital budgeting in the sector also features a mixed pattern of influence by the Ministry. The Ministry prepares and presents important capital budget proposals, for example, for hydraulic works, sea defense, and surveys. The Ministry is given the opportunity to review major alterations in the capital budgets - largely self-generated - of GUYSUJO, GUYSTAC Corporations (Guyana Marketing Corporation, Livestock Development Company) and the Guyana Rice Board before they are submitted for cabinet decision through the State Planning Commission.

The capital budgetary process for the Ministry's three departments is coordinated by RDPD. In addition, the budgets of the Guyana School of Agriculture and REPAHA (a Veterinary program) are submitted to RDPD for formatting and review before submission to the State Planning Commission.

Capital budget submissions, justifications and project status for the Ministry are formally requested by the SPC from the Permanent Secretary who forwards these requests directly to RDPD. The RDPD, in turn, reviews and consolidates responses for submission to the SPC.

The Ministry's Permanent Secretary consolidates the various divisions' submissions of current budgets and forwards these to the State Planning Commission (formerly to the Ministry of Finance).

Other agricultural-related organizations generate their own operating expenses. Guyana Sugar Company and the Guyana Rice Board - the two major State Companies that dominate agricultural marketing and sugar production - negotiate important budget issues directly with SPC, though, as noted above, MOA comments are usually taken into account.

Within the Ministry, its three departments prepare recommendations and estimates for the five-year development plan and submit them to RDPD. RDPD assembles the proposals and estimates for the entire Ministry and reviews them with the respective Departments and the Permanent Secretary. Adjustments may be made at this stage. Ministry recommendations are then reviewed and adjusted by the Minister, with representatives of the Departments, RDPD, and the Permanent Secretary attending the meetings. The MOA proposals for the five-year plan then go forward to the State Planning Commission (SPC).

Meetings are held to review programs of the respective Departments of the MOA. These are attended by Heads of Departments, the Permanent Secretary, the head of the RDPD and senior SPC officials. Final recommendations on the five-year capital and current budgets are made by the State Planning Commission. These estimates - subject to later adjustments for inflation or unforeseen factors - provide the budgeting guidelines for the Ministry and its respective Departments for the five-year period.

Annual capital budget proposals are prepared by the respective Departments and submitted to RDPD for assembly and initial review by the RDPD and the Permanent Secretary. If these fall generally within the estimates of the five-year plan, they may require no formal review by the Minister. Significant changes are reviewed by the Minister with representatives of the Department, RDPD, and the Permanent Secretary. The Ministry's budget estimate then is forwarded to the State Planning Commission for review. Review meetings held by SPC are usually attended by representatives of the Department involved, RDPD, and the Permanent Secretary.

The annual operating budget proposals (current budget) are reviewed in somewhat the same way. However, primary review responsibility within the Ministry rests with the Permanent Secretary and the Principal Assistant Secretary for Finance rather than with RDPD. Review meetings are attended by representatives of the Department, the Permanent Secretary and Principal Assistant Secretary for finance, and the head of RDPD. As with capital estimates, formal review by the Minister may not be required if the estimates are within the levels of the five-year plan. If current budget proposals rise significantly above the five-year planning levels,

they are reviewed by the Minister. The review process at the State Planning Commission is similar to that described above for capital estimates, except that the Permanent Secretary and Principal Assistant Secretary for Finance play a primary supporting role to the presentation by the Departmental head. The head of RDPD plays this role for the capital budget review process, though he also attends the SPC current budget reviews.

Role of the Resource Development and Planning Division (RDPD)

A recent draft of the 1978-81 Agriculture Development Plan indicates the current activities for which RDPD has responsibility:

- Provide basic resource data and assemble agricultural statistics
- Consult with the State Planning Commission and assist its Chief Planning Officer in the preparation of National Development Plans
- Assist the Agricultural Coordinating Committee
- Prepare, evaluate and monitor agricultural projects.
- Initiate and direct economic/agriculture sector research, policy analysis, special studies, etc.
- Develop strategies for growth, by region, by commodity, by land use
- Maintain liaison with international organizations
- Prepare farm management budgets
- Monitor capital budgets of Ministry and related agencies

Heretofore, RDPD has performed some of these activities more consistently than others, mainly those relating to the issues and operations directly under Ministry control. The RDPD has not engaged significantly in these planning activities for those parts of the sector dominated by the relatively autonomous State agencies and development authorities.

RDPD staffing is limited, further inhibiting its current performance. The unit has 4 professional agricultural economists including its Chief. At the moment, 2 of the 4 are on temporary assignment with the Statistical Bureau participating in survey questionnaire design. The staffing pattern is shown in the following table:

RDPD Technical Staffing

	<u>Auth.</u> <u>1977</u>	<u>Auth.</u> <u>1978</u>	<u>Current</u> <u>Incumb.</u>	<u>Requested</u> <u>1979</u>
Principal Agricultural Officer	1	1	1	1
Specialist Agricultural Economist	-	-	-	2
Senior Agricultural Economist	1	1	1	1
Agricultural Economist	1	1	2	3
Agricultural Officer	1	1	-	1
Statistical Officer	1	1	-	2
Agricultural Technical Assistant II	2	2	1	2
Agricultural Technical Assistant I	4	4	3	4
	—	—	—	—
	12	12	8	16
	—	—	—	—

**Note:** The Agriculture Officer position requires a University degree and the Agricultural Economist and higher positions require a second degree or equivalent experience.

Technically, the unit is supposed to have two units. These are the Planning and Statistics Unit and the Marketing Unit.

The major ongoing activities of RDPD fall in the areas of development plan preparation, and on a more recurring basis, aspects of capital budget preparation, collecting data on various aspects of sector performance (i.e., progress on capital projects), agricultural sector data collection and compilation, and various analytical studies.

The role of RDPD in sector development plan preparation and capital budgeting has been discussed above. The RDPD role in agricultural statistic data collection occupies a substantial part of current professional time. RDPD supervises the crop reporting system and has formal responsibility for compiling and publishing timely data concerning agricultural sector performance. The planning unit produces the "Quarterly Digest of Agricultural Statistics", a compendium of assorted agricultural sector data for each quarter. The RDPD supervises more than 40 Statistical Bureau field personnel (soon to increase to more than 50) in the administration of the farm-level crop reporting system. Based on collected data, forecasts of rice, poultry, and pig production are generated. The only other production forecast within the sector is prepared by GUYSUCO for the sugar crop.

The RDPD performs a variety of ad hoc economic analyses in response to requests from the Chief Agricultural Officer, the Minister and other State agencies. As indicated above, project ideas may come from a variety of sources within the sector. The RDPD could provide staff support for evaluation of potential agricultural products and analysis of policy implications of those products/strategies. Although it is indicated in the above list of RDPD activities that the unit can "initiate" sector research and special studies or "develop strategies", the unit's main study emphasis is responsive to the study needs/ideas generated by others rather than one of project idea generation.

The RDPD does have responsibility for monitoring capital expenditures in relation to the annual capital budget of the Ministry. The monitoring function as it is performed and the monitoring system itself is essentially passive. That is, the results of monitoring efforts cannot be used in their current form for operational purposes. A good part of the reason is that with the exception of the capital and current budgets the Ministry does not generate an annual operating plan. A part of the difficulty with annual plan preparation is the distinct separation both in concept and in preparation of the capital and current budgets. That is, there are no indicated courses of action with complementary identification of expected results which in turn are translated into sector performance targets. Without these linkages, the assigned sector monitoring activity cannot be used

for control purposes. Officially, a monthly financial report and quarterly progress (i.e., performance) report, are required of capital project officers. However, flow of financial data (i.e., expenditures) is far more regular than those concerned with performance. It should be noted that the listing of RDPD activities does not include preparation of an annual sector plan. Again, the structural separation of the capital and current budget Preparation complicate the problem.

#### IV. The New Approach to Agricultural Sector Planning

Major changes are taking place in the GOG planning structure and process. These changes have significant implications for the role of agricultural sector planning in relation to national planning. As these changes emerge on a national scale, alterations in the role of the Ministry's planning unit need to be anticipated. These in turn will have consequences for the spectrum of activities which the planning unit undertakes, staffing to perform these activities and the unit's placement within the Ministry to permit it to effectively perform its role.

##### Agricultural Sector Planning in the Context of National Planning

A new initiative toward consolidation of existing central planning functions appears to be taking place with recent creation of the State Planning Commission. This attempt to rationalize the central planning function is complemented by a desire to centralize sectoral planning efforts at the Ministerial level and regionally decentralize plan implementation. Movement toward these objectives will require major changes in the current planning system for the agricultural sector.

The State Planning Commission will provide final recommendations to the Cabinet for the aggregate capital and current sector budgets. Presumably, these aggregate estimates would be negotiated with the Ministry of Agriculture. The consolidations and reconciliation of competing budget requests among various agriculture sector units would be resolved within the Ministry. This approach is significantly different from the current system whereby major agriculture-related state corporations interact minimally on plan and budget preparation with the Ministry.

The proposed planning role for the Ministry would see all agriculture-related State Corporations, Boards, and development authorities, and Ministerial Departments submit capital budgets and other planning documents to the Ministry's planning unit. The major negotiations concerning individual corporation, board or agency budgets would take place between these and the planning unit as opposed to dealing on such matters with the State Planning Commission. The exact sequence of planning activities - which unit prepares the initial budget estimate, the approval sequence, etc. - has not been worked out at this time.

Similarly, monitoring of sectoral performance would be centered in the Ministry's planning unit as would potential control systems (i.e., systems for alerting implementation agencies to deviations from plan and recommendations for action to be taken). Significant increases in the quality and quantity of data concerning operations and investment performance supplied by implementing agencies certainly are implied by this responsibility.

The relationship between capital and current budgets has not been determined by the SPC. Officials express the desire to gradually move the current budget toward a "program budget" orientation, focusing more on output and performance than on inputs and expenditures alone. For the MOA and its departments, the Permanent Secretary will continue to have current budget preparation responsibility. This official bears financial and accounting responsibility for the Ministry and will continue to do so. At present there is no substantive critical review of the relationship of the capital and current budgets at the Permanent Secretary level. Unless this responsibility were placed with him, the Ministry's planning unit is the logical alternative location for this task. Integration of capital and current budgets could then be effected.

Such integration would facilitate the creation of an annual operating plan, a document which currently does not exist. An operating plan would contain specific allocation and resources (i.e., budget estimates) for individual tasks and time-related performance estimates related to expenditures. These data in turn would be assessed for their impact on short-term sector performance, notably production. Resulting estimates of agricultural sector activity and output would become targets to be aimed for (as opposed to mere forecasts). The following list, adapted from a recent presidential directive, provides some indication of the extent of sectoral activities that might fall under the planning and control purview of the Ministry of Agriculture.

<u>Matters</u>	<u>Ministry/Department</u>
Agriculture	Ministry of Agriculture Agriculture Division*  Guyana School of Agriculture
Food Processing	Guyana Food Processors Limited
Fisheries	Guyana Marine Foods Limited  New Amsterdam Fish Processors Limited
Lands and Surveys	Lands and Surveys Division, Ministry of Agriculture
Irrigation and Drainage	Hydraulics Division, Ministry of Agriculture
Sea Defence	Hydraulics Division, Ministry of Agriculture
Livestock Industry	Livestock Development Company Limited
Rice Industry	Guyana Rice Board
Sugar	Guyana Sugar Corporation

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\* As noted on page 8, there is some confusion in the names of Ministry of Agriculture units. The three major units of the Ministry are referred to at different times as "departments" and "divisions". The "Agriculture Division" in this case refers to the organizational unit under the "Chief Agricultural Officer" (See Figure 1).

The State Planning Commission has taken the initiative in fostering the notion of regional and local responsibility for plan implementation. The management and control over sectoral operations (both capital and budget items) would under this approach reside in localities. Many services (e.g., research, extension, works maintenance, surveys) that relate to local needs are managed by the three departments of the Ministry of Agriculture. Many others, (e.g., input supply, credit, marketing) rest with other sector institutions. Undoubtedly a structural change toward decentralization would have to take place over a lengthy period of time. The relationships of local administrative arrangements to central policy, services and resource allocation would take time to work out.

Under this arrangement, responsibility for "operations" would be removed gradually to geographically defined administrative units (some of these units might have to be created; all would have to exercise new powers). The Ministry's primary concerns then would lie in the areas of policy making, planning and technical support.

#### Implications for the Ministry of Agriculture

The new state planning orientation clearly indicates a challenging role for planners within the Ministry of Agriculture. Virtually all activities within the area of responsibility of the Ministry's RDPD become strategically very important for sector management. The effective performance of many of the RDPD's current areas of responsibility (see its list of activities in Section III above) also become more critical.

While the RDPD has performed some of its assigned tasks in relation to the specific operations directly under Ministry control, these have been performed only minimally in relation to the semi-autonomous agriculture-related state agencies.

The scope of the unit's assigned planning tasks - notably regional planning - might also need to be increased. Certainly the unit's authority for the preparation of long and short range plans would need to be made explicit. Except for the preparation of budgets, there does not appear to be any effort at annual plan preparation (see the distinction between the "budget" and the "plan", page 14 above). This responsibility should in all likelihood fall to the Ministry's planning unit.

As the planning unit assumes this increased portfolio of planning responsibilities its status, i.e., its relationships with other sections of the Ministry and agriculture-related state companies, will change considerably. In order for it to perform its role effectively, its formal organizational position will have to reflect its new status. Its organizational position and - of equal importance - its professional capabilities will need to be enhanced.

The assumption of a greater role in evaluating and monitoring performance by the agriculture-related state companies would impact the type of training and capabilities that should be internalized by the Ministry's planning unit; for example, crop sub-sector specialists (particularly sugar and rice, but also fisheries and livestock) would be required. The new role would affect the entire structure of the planning unit, perhaps considerably. For example, if the unit were to seriously attack the problem of sector monitoring and indicate control actions to improve sector performance, then a formal monitoring and control section within the planning unit most likely would be needed.

It should be noted that proposed staffing for the planning unit is heavily oriented toward agricultural economists. Agricultural economics is the appropriate "core discipline" for agricultural planning. However, skills drawn from other disciplines and sub-disciplines are also important. The most immediately relevant of these are planning and its sub-fields, financial management, and public program and project analysis.

The Ministry should develop sectoral planning assets not only in its sectoral planning unit, but also in other parts of the Ministry. Examples are works planning in Hydraulics and land use planning in Lands and Surveys. Note that these Ministry planning assets should be made relevant both to support of sectoral planning activities and to operational planning in the Departments. Interaction with the Departments would also help keep the planning unit familiar with operational planning and implementation constraints on the one hand, and the Departments with sectoral planning perspectives on the other.

A continuing staff training and development program related to practical work needs is also required. Priority should of course be given to basic planning analysis, and data skills. The effort, while focused primarily on the planning unit, should be designed to serve other planning functions of the Ministry as well. It should serve all levels of technicians.

Over a longer time period professional staff development should gradually strengthen the capability of the planning unit and the Ministry as a whole to deal more effectively with wider planning concerns such as employment, appropriate technology, the distribution of social benefits, and the effectiveness of service delivery and farm group participation in sector development programs. Finally, skills in integrated rural development analysis (relationships among agricultural, housing, health, education, and other rural programs) should be developed.

None of these skills can be applied "off the shelf" from existing education or training programs. Rather, they must be developed through combinations of education, training, in-service training tailored to work requirements, on-the-job training and experience, consultant advice, and professional self-development.

V. Suggestions for Project Implementation

Characteristics of Technical Assistance for Agricultural Sector Planning

The evolving role of the Ministry of Agriculture planning unit will need to be supported by a strong planning advisory capability. The resident Senior Planning Advisor will need to be equally knowledgeable about the practicalities of the administrative installation of a planning system as well as its analytical requirements. If the current shifting emphasis toward consolidation of sectoral planning responsibility in the Ministry's planning unit is realized, close interaction will need to take place with sectoral agencies which have heretofore operated quite independent of ministerial control. New information systems will need to be designed for the collection of relevant sectoral data from such agencies. The ministerial role in planning, monitoring and control of sector activities will need to be clearly defined and communicated (perhaps even negotiated) with these agencies. The planning unit's functions with respect to intraministerial agencies, with which it already has dealings, will be increased, also requiring new systems definition.

Thus, the resident Planning Advisor will need to concern himself with the establishment of the planning system (i.e., infrastructure) as one of his primary tasks. The identification and sequencing of planning activities of the unit should in large measure influence the types of analytical capabilities and specific analyses also for which the Planning Advisor will provide assistance.

A process will need to be designed for the creation of the next development plan, 1982-85. Since at least one year will be required for the development of the plan itself, the developing planning system itself needs to be defined by the beginning of 1981. Thus, approximately one year is available from the time of arrival of a resident Planning Advisor for the research necessary, definition of role, establishment of liaison and relationships with all portions of the agricultural sector that will be involved in plan preparation.

### Short-term Technical Assistance

The Ministry's planning unit currently is severely understaffed. Tentative staffing targets call for 18 additional technical staff by 1982, rising to a level of 37 technical personnel by the beginning of 1985.

The specialized technical assistance to be provided under the project will only be of lasting value if Guyanese counterpart professional personnel are on site when technical assistance is provided. During the first year of the project, new staff personnel will have their hands full orienting themselves in their assignments. Highest priority needs to be given to the execution of the farm household survey and the survey of household expenditure, consumption and income - vital data necessary for generation of the next development plan. Some important organizational management assistance will be necessary at the early phases of the project for providing recommendations on internal structure of the planning unit and the identification of planning activities and their sequence of performance in relation to the preparation of budgets and annual plans; this level of effort should be approximately four weeks during the initial project phases. Additional assistance will be useful for structuring the system for creation of the next development plan, this consultation to take place toward the end of the first year of the project period.

The provision of in-country training to planning personnel should be commensurate with their availability for training. Since few technical staff will be available in the first year of the project and those that are will be extremely busy, it is recommended that training be given minimal emphasis in the first year, increasing in resource commitment over the following three-year period as more clearly defined areas of specialization appear among the professional staff and training needs are identified. Similarly, commodity channel studies should not be attempted in the first year until sufficient effort has been made to establish crop study priorities and counterpart personnel are available for these efforts.

It is the intent of Guyana high administrative officials that the planning function be implementation oriented. This will require establishment of operational plans in addition to the long-range development plan and annual budgets. An attempt will be made to inter-relate the current and capital budgeting process and convert results into operating plans. These plans, then, as well as annual budgets will be used to monitor sector performance, providing timely information to implementing agencies for their control purposes. The planning unit most likely would benefit from technical assistance in the area of program budgeting and design of management information systems for effecting operational control.

#### Project Timing

Given the current state of agriculture sector planning, at least several years will be required to evolve a system that meets the aspirations for this function as indicated by Guyanese officials. The relatively short period before the next development planning cycle begins, suggests that this project be implemented as soon as possible. It may be premature at this stage to indicate that the project must take five years, however, it is difficult to see how a meaningful system can be institutionalized in less than three years, and continuing training of planning unit personnel beyond three years can be readily justified. Further, continuance of the project long enough to prepare for an additional iteration of long-term planning during 1984 would produce substantial additional benefits toward the full institutionalization of the system.

Attachment 1

People Contacted

Government of Guyana

Hon. Clarence F. Ellis, Chairman, State Planning Board,  
State Planning Commission  
Mr. Carl Greenidge, Chief Planning Officer, State Planning Board

Mr. Maurice King, Permanent Secretary, Ministry of Agriculture

Mr. Arlington Chesney, Chief Agricultural Officer,  
Department of Agriculture  
Mr. Irwin E. Telfer, Deputy Chief Agricultural Officer  
Mr. Mohamed Nassir, Principal Agricultural Officer,  
Resource Development and Planning Division

Mr. T. A. Earle, Commissioner of Lands, Department of Lands  
Mr. A. N. Archer, Deputy Commissioner of Lands  
Mr. J. A. Brassington, Chief Land Development Officer  
Mr. E. A. Patterson, Administrator of Land Development

Mr. L. G. Charles, Chief Hydraulics Officer  
Mr. N. Mohamad, Hydraulics Division

Inter-American Institute of Agricultural Sciences, OAS

Mr. Hector Barreyro, Country Director  
Mr. Mario Franca

USAID/Guyana

Miss Edna A. Boorady, Director  
Mr. John Craig, Deputy Director  
Mr. Dwight R. Steen, Rural Development Officer  
Mr. Nick J. Mariani, Program Officer

## Annex A

### Scope of Work

It was stated in the Project Identification Document (PID) that organizational management improvement was an important expressed need of the Ministry of Agriculture (MOA) Resource Development and Planning Division (RDPD). The PID also made reference to specific needs for:

- Development of MOA reorganization needs relating to the functions, organization and staffing of RDPD.
- Organizational relationships between the Ministry of Economic Development, Statistical Bureau (SB) and users of its data outputs.
- Staffing needs and workload of SB.
- Management and organization studies and short-term technical assistance during implementation of the project, to include:
  - Reorganization plans for RDPD in relation to output responsibilities and staffing.
  - Fulfilment of MOA project management responsibilities with special emphasis on needs for implementation and monitoring procedures.
  - Options for effective storage and retrieval of technical materials, studies and reports ("secondary material") for use of RDPD.
  - In-country training seminars of both a managerial and technical nature emphasizing applied work of the MOA.
  - Organization, structure and operational efficiency of SB.

During AID review of the PID in Washington, it was recommended that project development include a pre-project management study to identify and analyze: the decisions-making process in the RDPD and SB (i.e., who should or does make decisions), the supporting organizational structure, and staff expertise and other resources required to support the decision-making functions which have been identified and to recommend how organizational changes should proceed during project implementation. (Ref. - State Telegram 208496).

Following approval by the Government of Guyana and the USAID Mission, the AID Bureau for Development Support, Office of Rural and Administrative Development, agreed to provide Dr. Kenneth L. Kornher, Acting Chief of the Development Administration Division, and Dr. Harold Klein, Assistant Professor of Management at Temple University to conduct the pre-project management review.

A separate pre-project review team is scheduled to cover data management and hardware requirements, working with the GOG Statistical Bureau. It was therefore decided with the USAID Project Officer, Mr. Dwight Steen, that the organization and management analysis relating to the Statistical Bureau and its relationships with other organizations should be covered by that team.

The management review team attempted to take a broad view of functional requirements organization and relationships for agricultural sector planning and budgeting, policy and program analysis, and implementation, (including specific implementation needs for the proposed project). The review emphasized the role of the Ministry of Agriculture, and took special account of the evolving role of the State Planning Commission. It did not cover the planning relationships with the State corporations or other Ministries except as they related to the policy analysis role and responsibilities of the Ministry of Agriculture.

This study was performed during a two-week period on site at Georgetown, Guyana. Much of the material that was necessary for review was not available in the United States but within the host country, thus minimal preparation was possible before arrival on site. Some background material was available in the United States and this was reviewed prior to arrival. The U.S.A.I.D. Mission, Georgetown provided logistical support, arranged and participated in all contacts with Guyanese, and provided secretarial support.

#### Task Schedule for Project Accomplishment

##### 1. Review of relevant background information

This task took place for the most part upon arrival in Guyana during the first few days. The team reviewed a variety of reports concerning the economy on the whole and the agricultural sector in particular generated by both Guyanese, and other sources. Specific documentation available concerning agricultural sector planning included: the most recently available capital and current (operating) budgets, the 1972-76

Agricultural Plan, preliminary drafts of the 1978-81 Agricultural Development Plan (this plan has not yet been officially released), GOG internal planning documents concerning both current and capital investment sector performance, organizational charts, and policy statements concerning the planning function and a variety of Mission-generated documents. The team was thoroughly briefed by Mission personnel as to the agricultural sector situation.

2. Identification and scheduling of contacts for field interviews

Working with Mission personnel, key GOG officials that might be concerned with agriculture sector planning were identified as well as other individuals who had intimate knowledge on this subject.

3. Performance of Field Interviews

Virtually all initial interviews were conducted during the first seven days on site. Some GOG officials simply were not available and some interviews spilled over into the second week. GOG personnel interviews included those responsible for planning within the agricultural sector (Ministry of Agriculture personnel) and higher level state planning officials more broadly interested in national economic planning.

4. Preliminary Analysis of Data and Drafting of Study Findings

At approximately the mid-point of the project (at the end of one week) the team wrote a preliminary draft of its findings. Particular emphasis was placed on documenting the role of the planning function within the agriculture sector and the relationship of sector planning to overall economic planning.

This documentation was critical to the determination of subsequent project recommendations since the GOG planning system is in the midst of significant structural change. The team reached preliminary conclusions concerning the prospective agricultural sector assistance project design.

5. Review of Preliminary Findings and Conclusions with GOG and U.S.A.I.D. Mission Personnel

Early in the second week on site the highest GOG personnel concerned with national and agricultural sector planning reviewed the preliminary findings and conclusions. Perhaps most critical was the attempt by the team to provide an objective description of the current and prospective role of agricultural sector planning anticipated by the GOG as this information would affect fundamentally the content and extent of U.S.A.I.D. Agricultural Sector Planning assistance. Since GOG officials' views on the subject had not as yet crystalized, this process served a very useful function for GOG officials in encouraging a confrontation with this decision issue. Comparably important was the matter of GOG staffing of the agricultural sector planning function. The review process gave GOG officials an opportunity to see concretely the need for adequate staffing as well as the relation of staffing to prospective agricultural sector planning assistance project. Throughout the analysis phase, the team interacted closely with U.S.A.I.D. Mission personnel who themselves participated in the analysis.

6. Revision of draft and report completion

The second and final draft was prepared on site and it was made available to Mission and GOG personnel. The final key findings, conclusions and recommendations were once again reviewed with GOG national and sectoral planning officials prior to report completion.

Methodology

**Assessment of Organization and Management of Agriculture  
Sector Planning: The Approach Used**

This study is concerned with "planning" that is both a process and function performed in the context of an administrative system. Thus, the focus here is not on what should be the content of the agricultural sector plan so much as on the system (or process) that generates this content and fosters its implementation.

The system to produce a plan as well as execute other planning activities (for the plan itself is only one output of a number of planning activities) should reflect the anticipated role for planning in the economy and the sector. Furthermore, since the planning process -- the numerous planning activities and sequence of their performance -- involves an impact upon large numbers of Government units, implementing agencies and private farmers, the sectoral and national administrative structures influence and constrain planning process design. In turn, the organization of the sector planning function -- the structure of the planning unit itself, its interdependence with other planning entities and sector operations -- should complement and be supportive of the planning system. In other words, where planning fits in administratively within the Ministry's organization structure can help or hinder the performance of planning activities.

It would be ideal if these three elements - role, process and structure - complemented each other: once the role of planning within the sector and economy were determined, the planning process/system designating planning activities would be devised, followed finally by the positioning of the planning unit within the administrative structure that facilitated its performance. In practice, the determination of each of these aspects cannot proceed in linear fashion. Other factors (e.g., political considerations) might well define the structure of the Ministry, constraining or perhaps eliminating alternative structural strategies. Lack of technical competence may preclude the possibility of performing particular planning activities which in turn might lead decision-makers to reconsider the purpose of the planning function.

The situation is further complicated by the dynamic state of economic growth and change in Guyana. If a planning process is to be introduced it should logically be perceived of as an evolution rather than a revolution in administrative practices. In this particular case, both the technical personnel and the hardware resources that are necessary for the elaboration of a planning activity are severely limited. Additions to technical capability will be made over a period of the next few years. Similarly, a revision in the State planning process is itself taking place. Changes in functional responsibility for planning activities and perhaps a changing role of the planning function also are apparent.

The review team has attempted to examine each of these aspects and identify their interdependencies. A wide variety of factors impact on the problem. Figure 1 depicts the research task. Each aspect is further defined in term of its component parts. The more important considerations that might influence role, process and structure are given respectively to the right of each of these aspects.

#### The Function of Sector Planning Efforts

Major changes appear to be taking place currently in the Government of Guyana's role in economic planning. Centralization of heretofore separate budgeting processes has taken place in the State Planning Commission. The Commission appears to be reviewing directly individual project status and plans within Divisions of the Ministry of Agriculture. At the same time, indications have been given to the Ministry from Commission Officials that sector planning should be a responsibility at the Ministry level. It is likely then that responsibility for monitoring and control of all sector projects (as opposed to those now directly under Ministry control) will be placed in the Ministry's planning unit, RDPD. With data available to perform these activities RDPD is in a position to effectively examine the efficacy of various projects and contribute to resource allocation decision-making. Clearly, under such circumstances, the role of RDPD is significantly elevated from its current position.

Figure 1

Factors in Planning Design

Functions/Role of Sector Planning Efforts

- Degree and quality of participation in objective setting and policy formulation.
- Role in coordination of inter-dependent activities.
- Role in evaluating allocations of limited resources among sector activities.
- Role in translation of objectives to implementation plans.
- Role in monitoring and controlling sector performance.

Planning System

- Identification of sector planning activities/tasks.
- Sequence of task performance.
- Content of planning.
- Required resources, human and physical.
- Planning time horizon.
- Linkage to other planning mechanisms.
- Linkage to decision-making/implementation agencies.
- Timing for evolution of planning system.

Organization Structure Concerned with Planning

- Structure of sectoral planning unit.
- Organization/hierarchical position within Ministry.
- Relation of unit to other planning entities.
- Relation of unit to decision-making functions/positions.
- Relation of unit to implementing agencies.
- Timing of planning structure evolution (change).

- Government political philosophy.
- Economic and sector structure.
- Economic and sector missions, priorities.
- Current planning and decision-making system.
- Commitment to do planning and perception of planning role.
- Desired flexibility, autonomy, centralization/decentralization in decision-making.
- Degree of governmental control and influence over sector operations.

- Current and anticipated governmental perceptions of planning needs.
- Current sectoral planning system or activities.
- Current and anticipated technical personnel - numbers, type and quality.
- Types of decisions to be made, timing and periodicity.
- Current and anticipated major capital investment and investment form (i.e., special project).
- Normal organization or sector activities, units.
- Informal relationships influencing decision-making, policy formulation and implementation.
- Sequence and timing of agricultural production cycle and related activities, (e.g., crop growing season, input ordering and distribution, etc.).

- Current and anticipated governmental structure.
- Current and anticipated economic structure.
- Location and availability of technical/hardware support services.

Attributes of the Planning System

The particular activities and tasks to be performed within the planning process taken together should fulfill the role set out for sector planning efforts. An initial task in planning system design is the identification of the particular activities/tasks to be performed within the planning system, the interdependencies among them and their sequence of performance. Most planning systems comprize some or all of the following types of activities:

Identification and re-evaluation of objectives, strategies and implementing policies.

Analysis and forecasts of the relevant environment affecting sector performance.

Collection, analysis, organization and dissemination of relevant sectoral data.

Assessment and recommendations for competitive scarce resource allocation.

Acting as a coordinate mechanism for sector activities.

Recommending appropriate actions to implementing agencies where deviant performances are observed.

Providing an education mechanism to encourage rational decision-making.

Consolidating and/or preparing capital/current budgets and annual plans.

Coordinating long-range plan development.

The activities of the RDPD as listed in the latest draft of the 1978-81 Agricultural Development Plan contains many but not all of the above. The degree to which the RDPD can perform these activities is to a great extent limited by its technical personnel resources available and the particular demands placed upon the Division by the Ministry and other administrative units. The requirements to submit various planning documents throughout the year at a specific

time presaged by data gathering and consolidation required for report preparation will in large part influence the activity/task schedule of the RDPD (i.e., its sequence of task performance). Responsibility for analyzing and evaluating alternative capital projects needs to be anticipated as this will affect the quality and numbers of personnel required. Similarly, computer processing capability both in terms of software and hardware ought to complement analytical needs.

Socio-economic and formal organization of the agricultural sector influences the content of planning activities (e.g., regional and/or sub-sectoral analyses and plans, coordinative or evaluative role, monitoring and/or control activity, etc.). The current formal table of organization structure of the Ministry may in itself be in a state of flux. Informal relationships as well as major shifts in planning responsibility within the Government means that the current table of organization does not provide a sufficient guide to actual sector management practices. Both formal and informal relationships of the RDPD to other sector activities are affected. The linkages (both formal and informal) between the RDPD and policy making units and implementing agencies will in large measure determine which of the planning activities listed above is either performed or given priority.

The current organizational position of RDPD under the Chief Agricultural Officer would not appear to be consistent with the portfolio of planning activities stated in the Agriculture Sector Plan. The position, of course, is not the sole indicator of organization function in this case. The RDPD does in fact play a role in consolidating and (to a lesser extent) reviewing budgetary submissions of Ministry departments in parallel but superior organizational positions. Continuing assessment needs to be made of whether its organizational position (now under the Chief Agricultural Officer) will hinder the performance of any prospective assigned role which involves sectorwide coordinative responsibility.\*

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\* This critical issue as others raised in this discussion were addressed in the study. Conclusions were reached and recommendations made in this area.

Much of the policy analysis content of RDPD's work falls to it based on information and analysis requests made of the current Chief Agricultural Officer. It remains to be seen whether other individuals in the same capacities would have the same portfolio of responsibilities.

The RDPD plays a pivotal role in the assemblage and interpretation of agricultural sector data. Although actual responsibility for statistical data collection is found with the Statistical Bureau, RDPD has de facto supervision over more than 40 persons responsible for the crop reporting system. The planning unit then is in a position to meaningfully schedule data collection and the contents of surveys so as to make use of these data for monitoring of ongoing sector performance as well as that of individual projects and agencies. The production cycle and the attendant activities and support services encouraging production (e.g., input ordering and distribution, prospective land use, etc.) obviously need to influence the design and timing of farm level surveys as well as data collection on the activities of the support service agencies. These requirements will in turn influence the personnel resources and data processing capability required by the RDPD.

The current professional and data processing capabilities of RDPD are limited. Substantial additions of both personnel and data processing capability are anticipated over the next two or three years. The degree to which RDPD can perform the various activities within its assigned portfolio of responsibility needs to be tempered by its available resources. These factors should influence the timing of assignment to RDPD of various planning responsibilities.

It is doubtful whether the evolution of a comprehensive planning unit which can indeed perform the tasks relating to its current responsibilities can be accomplished in a three year period. A realistic assessment of RDPD's performance capacity will depend on realistic expectations of staffing levels. Conversely, as the role of the planning unit is clarified with indications provided of which particular planning activities have priority, then the training programs of prospective RDPD personnel can be specified.

Organization Structure Concerned with Planning

At any point in time, the actual functions and activities performed by the RDPD are more influenced by the individuals concerned with decision-making and planning than with the formal organizational position of the unit. Certainly, its current organizational position is not consistent with its portfolio of stated responsibilities. Whether or not the formal structural position is or becomes an obstacle in unit performance needs to be repeatedly assessed.

Currently, the agricultural sector appears to be organized along sub-sectoral lines (i.e., livestock, sugar rice, fisheries, etc.). A significant portion of capital resources and current operations expense appear to be allocated in this manner. It is likely then that RDPD should reflect such orientation within the unit itself. Concurrently, there are at least two formally created regional development authorities completely outside of Ministerial control. An assessment needs to be made of the degree to which a regional planning orientation of this type is required. With agricultural policy aimed at crop diversification, a commitment to rural development, and decentralized regional control, regionalization both of planning activities and resulting plans appears to be indicated.

The priority given to various planning activities (recognizing the limited RDPD staff) should influence where the unit is placed within the Ministry. If the unit is to have a major analytical responsibility for alternative policy evaluation then its organizational position most likely should be different from one where its work mainly emphasize budgetary monitoring and control. For the longer term, the organizational position of RDPD should complement and support its intended role in the sectoral planning and decision-making system and not be based on the individual personalities of incumbent administrative personnel.

At least four distinct organizational positions can be considered for RDPD: to remain in its present location, to be attached to the Office of the Permanent Secretary, Ministry of Agriculture, to be attached to the Office of the Minister of Agriculture himself or to be elevated to "Department" status on a par with the three other such units. There may well be other alternatives, but not currently identified. It may be that its current structural position is satisfactory for its performance in its current role. It is likely that the RDPD could play a more effective role in an alternative position. As sectoral decision-making is not wholly

autonomous, evaluation of this issue will need data inputs from outside of the Ministry, particularly the viewpoint of the State Planning Commission.

The degree to which sectorwide planning is a Governmental aim or desirable is still a moot question. The history of relative independence of the State Corporations (notably the Guyana Rice Board and GUYSUCO) and the autonomous development authorities tend to hinder the establishment of sector-wide planning and coordination. The relationship of RDPD to these agencies needs to be clarified. If RDPD is given increased responsibility for sectoral planning, its role will have to evolve over time, realistically to be constrained by the availability of qualified personnel, its learning experience, and that of agencies with which it must relate. These factors will affect the evolving structure and role of planning in the agricultural sector.

These then are the kinds of issues that have concerned the project team in its field research. There is a good deal of complexity and no small amount of obscurity in the team's data gathering task. Many of the issues of concern simply have not been resolved within the Guyana Government. Many are currently under consideration as the planning system itself is undergoing structural change. Complete analysis of these issues was not possible in the time available nor necessary for this preliminary analysis. Certainly all the issues identified in Figure 1 would need to be considered in further planning system design work.