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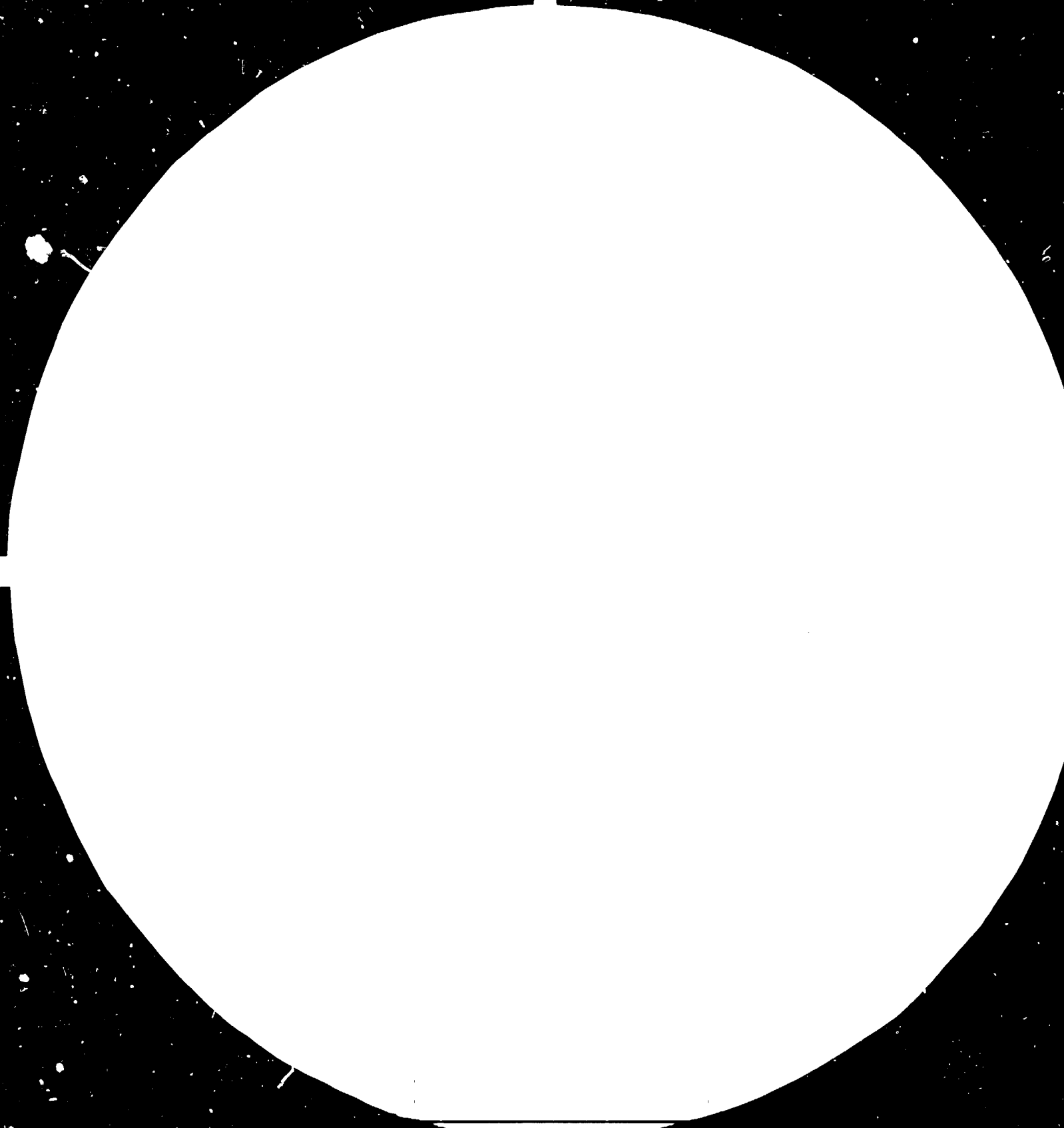
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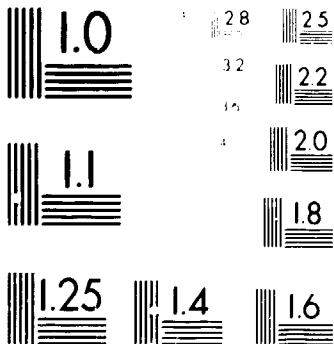
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[THE PROCESS OF INDUSTRIAL PLANNING *]

by

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I. THE PLANNING PROCESS

The Planning Process within governments and other public and private sector organizations is concerned with the allocation of resources to meet certain defined objectives or needs. The concept of a central agency or department having responsibility over the direction of resource flows is widely established throughout the world, although it is applied in varying degrees and in diverse ways within different economic systems and organizations. At state level the rationale of this is that the price system alone is inadequate as a means of allocating economic resources especially in developing countries, partly because of the impact of official policies, partly because the real world rarely responds in a systematic and regular manner and also because of the presence of external economies which influence investment decisions. Externalities include the provision of infrastructure, the interdependence of different economic activities and the characteristics of the supply of domestic capital.

A development plan must have an explicit over-all strategy which clearly defines objectives and priorities. This provides the framework for planning sectoral programmes and specific projects designed to achieve those objectives using the available resources within a specified timescale. A well formulated plan will systematically consider the interdependence and interrelationships of economic activities so as to integrate different targets and the application of different instruments to attain those targets into a consistent and realistic approach. Inevitably there has to be some balancing between the available resources and the preferred targets so that the planning process itself is a means of encouraging policy makers and investors or administrators to work closely together to achieve agreed common ends. A well formulated development plan at national or corporate level will decrease uncertainties and allow other concerned organizations or individuals to establish their own position and decisions in relation to the broader plan. Entrepreneurial activity for example involves risk taking and expectations of returns on investment are heavily influenced by attitudes and awareness of what has already happened and is likely to happen within the economy as a whole. An effective plan will therefore contain a careful information or consultation programme to influence individual economic decisions.

Planning is based on two fundamental propositions - 1) that economic progress results in large part from human action based on analysis and reasoning and not as a consequence of chance; 2) that by a systematic harmonization of both policies and investment projects into an integrated whole, the efficiency of the total economy can be improved.

Planning means the advance co-ordination of ideas and economic efforts in order to achieve specific targets in a manner most effective within the constraints imposed by the over-all socio-economic environment.

Elements of plan formulation

Two major tasks confronting planners are;

- to define the targets and
- to identify the resources necessary to attain them.

Whether the definition of targets ought to precede or follow the identification of available resources depends in large measure upon the problem in hand and on past procedures. On the one hand general objectives cannot be formulated without some idea of available resources; on the other hand clear and specific uses cannot be decided upon without reference to a set of general objectives.

Target setting is merely wishful thinking if it is not realistically based on a minimum number of facts; conversely, resource identification is an empty exercise without an explicit set of goals.

Plan duration needs to be specified; detailed planning for long term periods (10 - 20 years) is difficult because few meaningful forecasts can be made. Most plans are medium term (4-5 years) but these need to be evolved by reference to a longer term view of development. Shorter term programmes are the instruments for implementing such plans.

Once general targets have been set their implications for specific targets and the allocation of resources can be systematically explored and the medium term plan can be translated into sectoral programmes and specific projects. At this stage a major aim must be to achieve consistency. In addition it will be necessary to take into account any constraints on growth. In manufacturing for example the factors of production are substitutable to some extent, but after these possibilities have been exploited minimum increases in each factor - capital, labour and absorptive capacity - must occur if target growth rates are to be achieved, otherwise there will be a constraint on growth. In such cases planners will need to focus attention on the means of relieving the most severe constraints through adjustments to policies.

The stages in the planning process can be summarized as follows:

1) The macro-stage:

- elaboration and transmission of instructions on basic development aims from the Government to the planning agency;
- collection of statistics and forecasts on supply and demand;
- macro-forecasts;
- confrontation of forecasts with development aims;
- formulation of macro-economic plan.

2) The sectoral stage:

- collection of estimates on income elasticities of demand;
- collection of sectoral data on resources and evaluation of over-all technical possibilities;
- translation of macro-economic targets into sectoral targets;
- confrontation of sectoral demand and supply estimates and forecasts with sectoral targets;
- formulation of the sectoral programmes.

3) The project stage.

4) The finalization stage:

- revisions, adoption;
- publication of plan and programmes.

The planning process is both implicitly and explicitly logical in its analysis, synthesis and in its presentation. As such it can be conveniently broken down into discrete stages and is commonly seen as an exhaustive process carried out by specialists which culminates in the issue of a large, comprehensive and complex document, at best conveniently summarized by highly aggregated numbers representing allocations of expected resources. In the Guidelines for Programme and Project Planning - Women and Development, produced by CEPAL, Santiago de Chile 1982, the planning process is described in disarmingly simple terms - awareness of the facts of a situation; assessment of their causes and desired changes; action (individual and group) to close the gaps between the two. These three interrelated steps effectively describe the main elements of the planning process but more important they bring out the dynamic nature of the process and the proper sequence of events rather than highlight the end product, i.e. the plan document, which in any case properly belongs to the beginning of the process rather than the end.

To help with the following exposition of programme and project development some definitions of terms follow:

Plan: a method (orderly arrangement of parts) devised for making or doing something or achieving an end; plan always implies mental formulation and most times written or graphic presentation.

Programme: a sequence of operations or projects within a broad scheme for meeting the overall development objective.

Project: a design or undertaking to accomplish specific objectives in response to an identified problem.

Costs: the amount or equivalent to be paid for those things required to achieve an objective.

Budget: the plan for co-ordination of resources and expenditures; the amount of money that is available for, required for, or assigned to a particular purpose.

Proposal: an act of putting forward or stating something for consideration and requiring some action with reference to it.

Technology: techniques, tools and methods for achieving a practical purpose.

II. PROGRAMME PLANNING *

A. PROGRAMME DIRECTION

- What do we want ?
- Why do we want it ?

1. The success of a programme will depend not only on the quality of its content but also on how well it fits the purpose of an organization or the abilities of its staff. Success will also depend on understanding practical ways of getting things done and pin-pointing centres of power, influence and decision-making. Decisions on programme objectives and strategies should be based on a thorough knowledge of the sponsoring organization which originates or regulates the Programme. To this end the goals and scope of the organization must be identified, the services and beneficiaries of the organization must be analysed, specific objectives should be reviewed, and an appropriate organization for planning should be built.

2. The general situation of the subject in the country as a whole should be established as well as the specifics of national and regional development plans in so far as they affect the project. These tasks should be accomplished by preparing for pre-programming planning research, making use of secondary research, conducting primary research and analysing the findings to assess the implications for programme planning.

3. Once the problems have been identified and specific priorities have been set, ideas for programmes emerge from research and analysis. Targets can be established against which to measure performance. To conduct effective programmes which will achieve the goals set, criteria for programme objectives need to be established, programme objectives are then set in the light of these criteria and programme performance can then be assessed.

4. It is worth noting that according to "Guidelines" programme objectives should be result-oriented, measurable, realistic and attainable, specific and clear, acceptable to those whose assistance will be required, flexible and consistent one with another.

5. In order to demonstrate that a programme and its related projectives have contributed to the achievement of objectives, a set of agreed-upon targets must be built into the formulation of objectives. These targets make it possible to measure and judge the programme's effectiveness.

6. Identification of outputs and inputs can also prove helpful in the preparation of objectives. Outputs are the concrete and tangible products which result from the programme's inputs. Each objective might have a series of inputs necessary to produce each one of the programme's outputs. These components are normally continued in a logical framework or matrix that is used to describe in a clear, concise way the linkages between objectives, outputs, inputs and assessment criteria.

* Based on Guidelines for Programme and Project Planning, CEPAL 1982

B. PROGRAMME STRATEGIES:

How we do it ?

1. In developing a strategy, there is an overriding need to focus financial and material resources and time onto a particular problem in order to maximize the possibility of success. The question is what is the best way to solve the problem. Projects must then be identified which relate to the broad programme through establishing programme policies and procedures, planning strategies, and formulating potential projects. Programme policies are necessary to deal with key roles of programme staff, use of technologies, co-operation with other agencies, and communications. Planning strategies to solve particular problems involves selecting the most effective type of projects and activities, deciding on sequences for implementation, and determining how they will be carried out. A programme strategy should aim to tackle a problem comprehensively i.e. it should bring some immediate benefits, advance the beneficiaries still to participate in planning, link the programme to an on-going system and effect some change or improvement in the system itself.

2. Many projects exist successfully outside an institutional framework or a programme design, though often problems are best not tackled in isolation. Networks are one way of creating initiatives and maintaining momentum. Guidelines specify the following categories for women and development:

- a) Basic services: such as preventive health care, maternal and child health care, increased food production for local consumption, food processing, storing and marketing, adult education.
- b) Income-producing activities: such as marketing research and planning, start up or reinforcement of small businesses, savings and loan institutions, co-operatives and revolving loan funds, industry job creation and placement.
- c) Instruments for change: such as start up or reinforcement of organizations/institutions for greater access to policy making and resources, advocacy groups, national machinery on women's issues, seminars and workshops on planning, scholarships and fellowships.

3. Without essential resources, programme objectives can be a delusion, therefore a special effort must be made to identify programme resource requirements. Real progress can only be made if the resources to plan and implement are available to women. To maximize effective use of limited resources programme staffing and training requirements must be clearly defined, programme materials should be identified, long and short term financial needs anticipated and potential sources of funding considered.

4. Preparing a proposal for funding requires careful and systematic presentation in an appropriate format. Every proposal should be tailored to the needs of its potential sponsor in terms of contact, organization, presentation, etc. Many aspects are common but donors' particular interests are often the key to funding decisions.

C. PROGRAMME IMPLEMENTATION

1. To accomplish its goals the programme must be managed well. The foundation of good management is planning - but good management does not end with a good plan. Changes must be anticipated - that is one must plan and organize for change.

Four essential functions of management:

Planning	{ { { { { {
Organizing	{ { { {
Co-ordinating	{ { { { { {
Appraising	{ { { {

2. Some of the most serious problems in implementing development programmes center around institutional constraints. In any development programme or project, communication with people becomes the lifeline of the entire development process - progress depends on its efficacy. Communications should be understood as a social (change) process, through which people share information, knowledge, experience, ideas, skills, motivations and aspirations. To plan communications within a programme context, communication needs must first be established, and then the purpose, type and frequency of communications determined. Who says what, by what means, to whom, with what effect?

3. Providing technical assistance for projects relating to an overall programme depends almost entirely on initiating and/or responding to local initiatives and getting the technology 'right'. The method of 'awareness-assessment-action' should be the foundation of all development technologies - it is the embodiment of participation. It is appropriate in situations requiring change at all levels with variations according to social needs and environment differences. The three step approach is the difference between participatory "bottom-up" planning and a centralized "trickle-down" approach.

4. Monitoring and evaluation help to maintain projects effective; there is an important difference between updating plans and evaluating programme performance to date.

III. PROJECT PLANNING *

The methods, techniques and materials used in project operations should be adapted to the environment, rural or urban, and to the culture and aspirations of the people. Some common characteristics are:

- personal one-to-one contact based on mutual respect; at all levels from village to funding agencies and government;
- participation of women in development through an awareness-assessment-action process;
- transformation of exploitative relationships based on sex/class into voluntary relationships, allowing women to make choices about how they spend their time and energies and yet not alienate themselves from their families and communities;
- organize groups for community self-reliance with regard to basic food, health, housing, income and other life sustaining requirements;
- appropriate no-cost or low-cost technologies, and new technologies that take into account already existing local experience;
- building support networks for newly formed groups and development workers;
- raising consciousness and responsiveness of established institutions.

A vital element of assistance to local project development is the organization of effective training programmes for development workers, which take into account the realities of the village or urban communities and the most effective way of applying these principles.

A. PROJECT DIRECTION

1. Development strategies attempting to improve the economic conditions of the whole community and to restructure socio-economic relationships between classes have had very little effect on women's status. Women are all too often locked into stereotyped and limited household roles. These roles and attitudes towards women are embedded in the structures and institutions of society and are perpetuated by them. Project development by and for women is one of the ways of building self-confidence, improving skills and filling needs through collective action. Women themselves are to be considered as agents of development. Appropriate entry points must be found for creative interaction with women in urban and rural areas, and basic assistance offered in the process of self-discovery and identification of needs and solutions for the improvement of the quality of their lives and those of the family and the community.

Some possible ways of doing this are:

- i) identify local initiatives and actual or potential initiators;
- ii) form a working group;
- iii) collect data and prepare community profiles;
- iv) assess information and determine major needs and priorities;
- v) establish a community base of support.

* Based on Guidelines for Programme and Project Planning, CFPAL 1982

2. Before designing a project one must know more about a particular situation or problem. Too often solutions arrive in the company of 'experts' in search of a problem. The basic steps of project design are:

- define the problem addressed
- establish project objectives and criteria for their evaluation
- determine methods and approach.

Local people must be given the opportunity to look at the options and the consequences of their choice.

B. PROJECT STRATEGIES

1. Resources fall into four major categories; people, information, material and money. Every undertaking requires all or some combination of the four. A basic principle in project development is to make every effort to use local resources. Even when external resources are used they should be viewed as short term, and as a means of mobilizing and realizing local resources to create self-reliant individuals and organizations. To meet the objectives set it is necessary to develop a project plan, determine staff, materials and facilities needed, prepare a budget and identify specific financial resources.

2. Presentation of a project proposal is an important step in attracting support. The communication skills can be developed with practice as can the skill of negotiation but preparation is the foundation of success especially in building a rapport with a funding agency.

C. PROJECT IMPLEMENTATION

1. The project should be viewed in much the same way as a small business. It will require efficient and effective management and administrative practices to keep the project 'on design, on time, and on cost', and to lead it through to the next stage.

2. The role of the project co-ordinator is to manage the project. The co-ordinator must be committed to the objectives of the project and have demonstrated management skills; leadership capabilities, initiative and stamina or staying power are key attributes.

3. The co-ordinator will need to plan, organize, delegate, monitor, appraise, communicate in matters concerning people, money and materials, skills which many women already practise. One of the indispensable roles of the co-ordinator is team building through management, delegation, participation and encouragement. Reviewing the specific tasks to be performed, selecting personnel, orienting and training staff are basic tasks in the project launch phase.

4. The critical areas of project management are to establish policies and procedures, to develop public awareness and collaboration, and to monitor project activities. An overriding factor is to motivate through sharing of ideas and labour among both staff and the wider community.

5. Monitoring the project is a periodic assessment of whether the work plan is 'on-design, on-time, on-cost' so that if necessary appropriate corrective action can be taken. Evaluation is a final assessment of the change resulting from a project.

FACTORS TO BE CONSIDERED IN DESIGNING A PROJECTIS THERE A NEED ?

Careful analysis of the necessity for the project is vital. The project must be clearly directed towards the meeting of a need that is felt by the women themselves, and which is of major importance to them.

DOES THE PROJECT UTILISE THE EXISTING SKILLS OF THE WOMEN ?

Using the traditional skills that women learn as the base for project development means that little or no training is required and women are recognised for having worthwhile skills. Furthermore, when converted into co-operative employment, work is immediately available to women, while others are released to undertake other activities.

DOES THE PROJECT UTILISE LOCAL RAW MATERIALS ?

To utilise the raw materials of a locality not only saves the finance and organization necessary for the transportation of materials from elsewhere, but it makes the project more relevant to the people involved. An analysis of the available resources and creative adaptation of this information transforms traditional skills into innovative projects.

IS THERE A LOCAL MARKET FOR THE PRODUCE OF THE PROJECT ?

If the project being planned is to create employment opportunities through the production of goods, then it is necessary to analyse the nature of the market to ensure that it is capable of sustaining the industry.

IS THE PROJECT GOING TO HELP WOMEN TO BECOME SELF-SUFFICIENT ?

The project should encourage women to develop their strengths, independence and self-reliance, and it should provide the means whereby this can be achieved.

DOES THE PROJECT INTRODUCE WOMEN TO NEW SKILLS ?

While recognising the importance of utilising the existing skills of women, it is also beneficial to women that they learn new skills which can be used within the project, in another field, or as a basis for working for themselves.

DOES THE PROJECT RECOGNIZE THE NEED FOR WOMEN TO HAVE SOME DEGREE OF FINANCIAL INDEPENDENCE ?

The notion that women do not need an income as much as men do, has dominated employment planning in most countries of the region. Women are not considered a target group. It is usually argued that it is enough if the men are employed.

However, within poor families where the man is the main bread-winner, the income of the woman is still vital to family sustenance. Women also require income in their own right for, although they may have significant control over family finances, they are at the same time vulnerable to desertion and widowhood which would leave them with nothing. Furthermore, there are significant and increasing numbers of women who are heads of households or who have primary responsibility for supporting the family. Financial independence decreases women's vulnerability and increases their freedom of choice.

DOES THE PROJECT INVOLVE WOMEN IN DECISION-MAKING AND MANAGEMENT ?

Many projects fail to give women experience in the management side of the operation and thus do not give women the necessary skills to enable them to eventually become self-sufficient, and to transfer such skills to others.

DOES THE PROJECT INSPIRE SOCIAL CHANGE ?

Primarily the project should not continue the exploitation of women. Rather, it should work to develop new methods of operation and new structures that provide both for the material improvement of women's condition, and the achievement of a feeling of worth and self-esteem, thereby making it realistically possible for women to become active participants in a new and dynamic development.

Source:-

United Nations Asian and Pacific Center for Women and Development.
Women's Resource Book 1978.

FINAL REVIEWCHECK LIST FOR DEVELOPMENT PROJECTS - IF INTEGRATION
OF WOMEN IN DEVELOPMENT IS AN OBJECTIVE .

PROJECT OBJECTIVES

- What are the objectives of the project ?
- Are women specifically mentioned as either agents or beneficiaries ?
- What, if any, are stated benefits for women ? e.g.:
 - acquisition of skills
 - increased productivity
 - reduced workload
 - opportunity to earn cash income, etc.
- What assumptions are made in believing that project inputs will lead to these benefits ?
- If women are not specifically mentioned as participants, would their actions be relevant to the objectives of the project ? Would a component for women be a useful addition to the project ?

AVAILABILITY OF BASIC INFORMATION

- What socio-economic information is already available which is relevant to the target group in general and women in particular ?
- Is information on economic arrangements at household level, including role of women, adequate for purposes of project ? e.g.:
 - structure and size of households, and development cycle
 - division by sex/age of labour, decision making, rights to land control over saleable products, etc.
 - sources of cash incomes, including off-farm activities, of household members
 - seasonality of labour demands, etc.
- If more information is essential, what arrangements are being made to obtain it ?
- If consultants are assisting with feasibility studies, have they been briefed to consider situation and contribution of women, as appropriate ?

PROJECT DESIGN AND PREPARATION

- Has there been consultation with people whose lives will be affected by the project, and what attention has been given to women in this ?
- Are women involved at any level in the professional planning and implementation of this project ?
- Are women to be given access to the new opportunities and services which the project provides ? e.g.:
 - local training and overseas fellowships
 - agricultural extension
 - new allocation of land rights
 - credit arrangements
 - membership of co-operatives
 - employment during either constructional or operational phase, etc.
- If not, what is the reason ?

- Are resources adequate to provide these services for women ? E.g. Are women extension staff available in sufficient numbers if approach by male staff is not culturally acceptable ?
- If project is likely to have adverse effects for women (see below) what actions are planned to counter-balance this ?

ANTICIPATED IMPACT

- i. How will project affect women's access to economic assets and cash incomes ?
 - Will they lose any of the following ?
 - access to land
 - opportunity for paid employment or other income-earning activity
 - assistance with economic activities from other members of household
 - control over sale of product, etc.
 - Are any gains expected other than those stated in Objectives (see above) ?
- ii. How will project affect women's allocation of time ?
 - Will their workload increase/decrease as a result of innovation or changes ? e.g.
 - mechanisation
 - new agricultural inputs and cropping patterns
 - withdrawals of labor by other household members
 - agricultural advice, nutritional or health teaching, if implemented
 - changes in distance to farms, workplaces, water supply, firewood supply, etc.
 - If workload is decreased, does this involve loss of income for women ?
- iii. How will project affect subsistence within the target group, and women's control over food supplies for household ?
 - Will promotion of commercial agriculture affect
 - availability of land for food grown mainly for use
 - women's access to land
 - labor inputs (male and female) on food crops, etc.
 - Will any sources of food be removed or decreased ?
 - Will women be increasingly dependent on partner's cash income for household food and necessities ? If so, will this income be sufficient to make good subsistence losses ? How subject is it to fluctuations according to world market, climatic conditions, etc. Can it be assumed that male income will "trickle down" sufficiently to meet basic household needs ?
 - Will there be a change in staple diet ? Will this be acceptable ? Will it involve increased time in preparation ?
 - Will changes in labor allocation alter nutritional needs of any members of household ? Are subsistence resources or increased cash incomes sufficient to meet them ? If not, what are probable consequences for women and children, especially if unequal food distribution patterns are customary ?
- iv. Is the project likely to have any adverse consequences for women within groups and categories not immediately affected ?

EVALUATION

- Is provision being made to monitor and evaluate the impact of the project on women ?
- Will available baseline data be adequate for this purpose ?
- What factual indicators would be relevant ?

