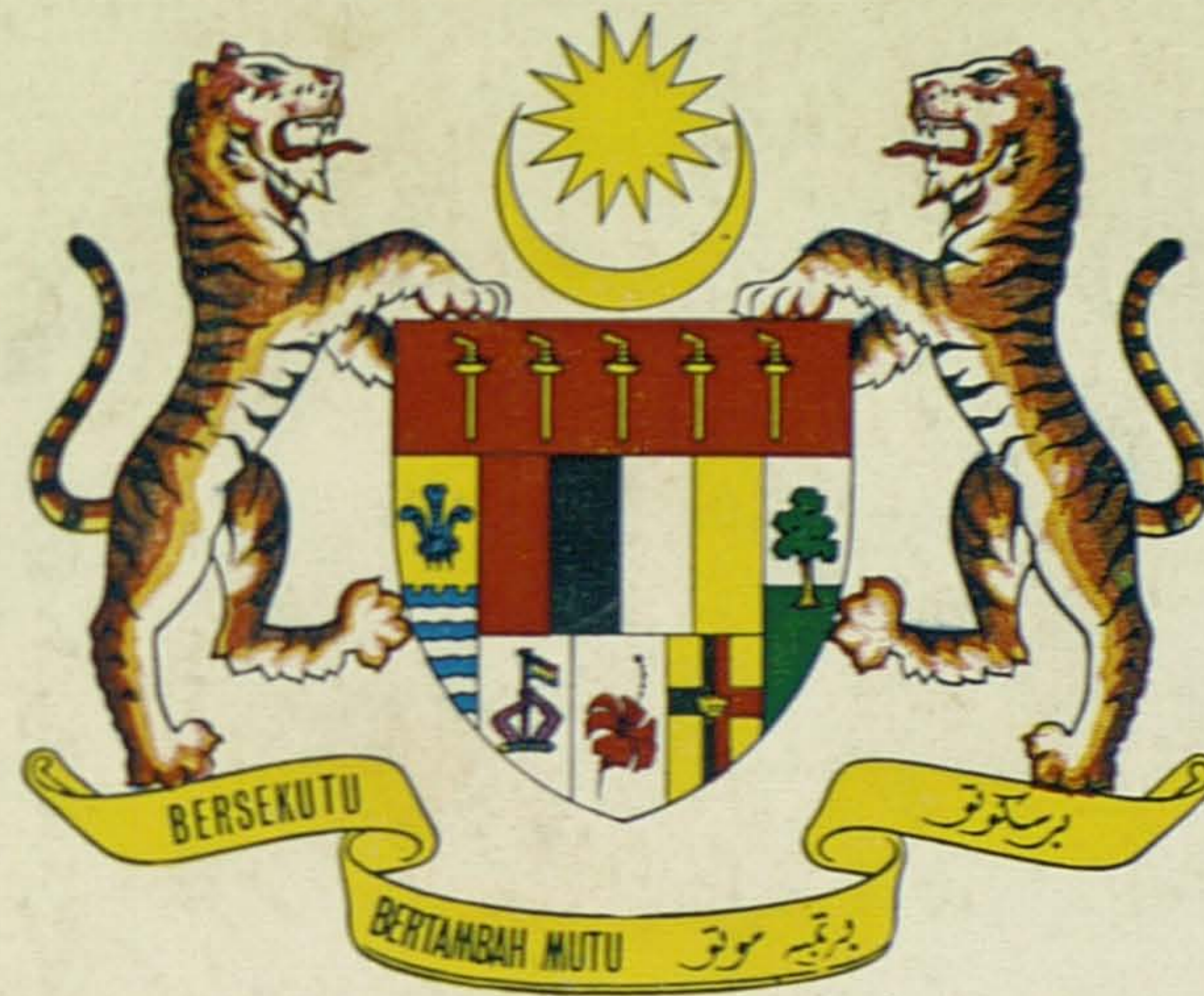


Techniques used for
**Developing
Malaysia**



PROPOSALS



from the ground

PLANNING



in operations room

ACTION



on the project

RESULTS



on the ground

P-19

170



5 NOV 1974

" Our national rural development policy was designed to give full recognition to the universal principle that no nation anywhere in the world can hope to progress to any extent except by the full-hearted co-operation and energetic efforts of each and everyone of its citizens "

. TUN ABDUL RAZAK.

THE HON'BLE TUN DATO' ABDUL
RAZAK BIN HUSSEIN, S.M.N.,
Prime Minister, Malaysia.



Techniques Used For
**DEVELOPING
MALAYSIA**

PUBLISHED BY
THE MINISTRY OF NATIONAL AND
RURAL DEVELOPMENT, MALAYSIA

PRINTED AT THE GOVERNMENT PRESS
BY MOHD. DAUD BIN ABDUL RAHMAN, ACTING GOVERNMENT PRINTER
KUALA LUMPUR

1971

TECHNIQUES USED FOR DEVELOPING MALAYSIA

Background

For twelve years (from 1948-60) Malaya suffered from the distraction, financial drainage, disruption, and bloodshed, caused by active Communist Terrorism.

During this time its National and Rural Development were almost at a standstill.

All funds, energies, and Government capacity, which should have rightly been focussed on the task of development, had to be focussed on the task of prosecuting the Emergency towards the elimination of active militant Communism.

Also, during this Emergency, particularly in the Rural Areas, which were covered by military and Police curfews, and in which movement was restricted to Security Forces, all the pre-requisites for development such as soil, mineral and timber surveys, together with the opening up of new land for agriculture, came to a halt.

In August 1960 the Emergency was declared to be officially at an end (although a few isolated groups of Communist Terrorists remained on the Malayan-Thai border) and, co-incidental with the ending of this Emergency, positive action on the implementation of development was launched. The battle against militant Communism had been won; the battle of building a new Nation was about to begin!

Basic Thinking

Plans for development had already been prepared; and now was the time for their launching and their implementation. It is easy to make plans on paper; it is more difficult to translate these plans into positive, tangible projects on the ground. It is even more difficult to maintain and sustain day to day force and drive to ensure that results in development are quickly achieved.

It should be remembered that Malaya is a Federation with a separate Government in each State in addition to a Federal Government; also, with a Constitution which divides responsibilities into three categories: Federal, State and Concurrent subjects. This meant that the closest co-ordination and the closest co-operation must first be obtained if results in development were to be achieved.

It should also be remembered that during the Emergency, development in the towns and urban areas continued, with much less adverse effect than in the Rural Areas. In launching the Development Plan, a considerable bias had to be given towards Rural Development to bring balance to the Country's economy, so that economic conditions, and the standard of living in the Rural Areas, did not lag behind but would be improved hand in hand, at the same pace as industrial, urban and town development.

Defects of the Past—"The Seven Deadly Sins:"

In the past the rural/urban people had not got the best that could have been given to them by Government in the old days; some of the reasons for this were because of:

- (1) Inter-departmental jealousy in the course of day-to-day execution of Government functions; conflicting departmental policies on the ground in the Rural Areas.
- (2) Lack of co-ordination between Departments in what they are trying to do for the Rural Areas.
- (3) Lack of complete day-to-day co-operation between Government Officers on the ground mostly due to a lack of understanding of each other's task.
- (4) Every Department thinking their function is the most important. In other words, too many priorities all pulling at cross purposes and leading nowhere.
- (5) Lack of proper planning in the Departments aimed to fit into a Master Plan for the Rural Areas.
- (6) Lack of a Master Plan at all levels for the purpose of achieving the maximum development in the Rural Areas.
- (7) Lack of sufficient directive control at the top to ensure that Government in the Rural Areas functions as an efficient machine manned by a purposeful, single-minded team. and driven towards one goal only, that of Rural Development.

All these had tended, in the past, to decrease the efficiency of Government and hamper Development. The first essential was the eradication of such sins.

“THE

7

DEADLY SINS”

First Requirement

The first requirement of any battle (and Malaya's Development Plan was viewed by all as a battle, a challenge, or a second Emergency) is good leadership!

The Country was fortunate, at this time, in having this first requirement, good leadership, provided by the Prime Minister, Tun Haji Abdul Razak bin Hussein.

With the launching of development, Tun Razak, notwithstanding his duties as Prime Minister and also Minister of Defence, shouldered the added responsibilities of Minister of National and Rural Development. He launched a dynamic and far-sighted Development Programme, designed to stabilise the country economically, socially and politically.

His power of decision, his thinking and planning, together with his ability to put his plans into action, produced for Malaya a pattern of development unique in the history of new and independent developing nations.

Tun Razak made, and quickly implemented, the following decisions:

Directives (a) that the Development Programme would be implemented by clear-cut Directives;

Development Teams (b) that at District, State and Federal level Development Teams would be established to work together on the implementation of development projects;

Development Operations Rooms (c) that each Development Team, at each level, would set up and maintain a Development Operations Room;

Spotlighting Delays (d) that a new system of day-to-day reporting of progress would be adhered to, so that delays on

projects could be easily spotlighted and the reasons for them quickly diagnosed;

Time Factor (e) he emphasised that time was short and every moment must be utilized to the full;

Results (f) he gave instructions that *results must* be achieved and that there was no place for doubt that the Development Plan would not succeed;

Phases (g) that the Development Programme would be launched in phases, launched one at a time, but running concurrently when launched;

Red Book (h) that each District Development Team would forthwith prepare and complete a "Red Book" Plan for their District.

Directives

It should be remembered that at the time of launching a Malayan Development Plan, shortly after Independence, there was a run-down of administrative, technical and professional staff because of an outflow due to Expatriates leaving on Malayanisation.

This did not mean, however, that the Plan could not be implemented, because, in every State and in every District there were first class young Malayan Officers, mostly University graduates, competent to implement the Plan; where they lacked experience they were amply compensated by good professional qualifications and the ability to work hard in a spirit of dedication to the Nation—all they needed, as Tun Razak foresaw, were clear-cut Directives to get on with the job.

In addition, in implementing National Development by a Federal Government, through no less than eleven State Governments, it was

essential that everyone, from the top to bottom of the Government structure, had a clear-cut picture of the Government's aims and aspirations in Development.

The following is an example, the *First Directive* issued, on Rural Development, by Tun Razak:

“1. **Aim**

The declared and determined aim of the Government is that, for the next five years, the absolute maximum effort will be concentrated on the development of the Country, with emphasis, first and foremost, on Rural Economic Development.

2. **Scope of Aim**

Everything possible will be done to:

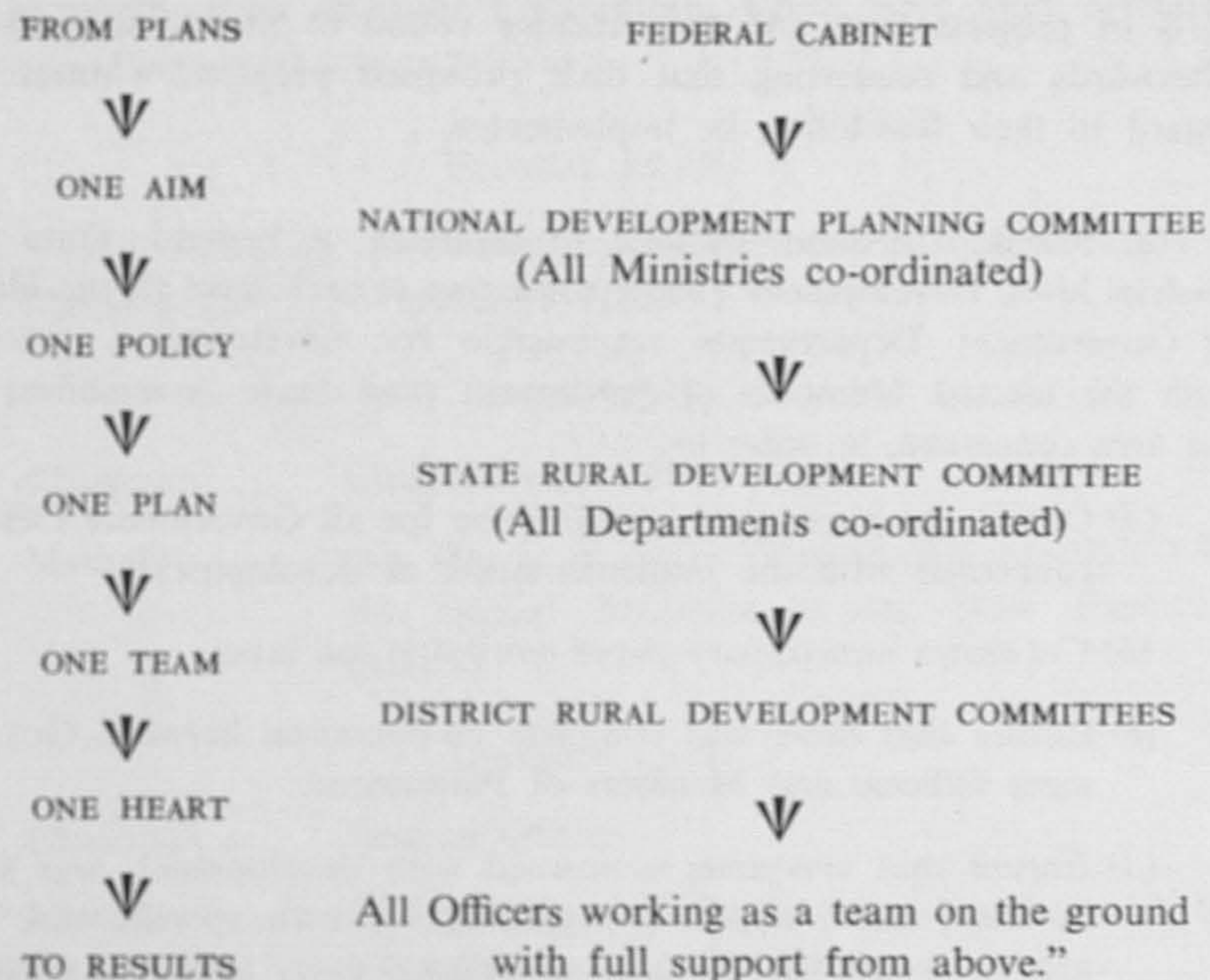
- (a) Give the Rural Community the pride of place which is its due.
- (b) Prepare the way for the prosperity of the rural dweller by providing a sound economic foundation for his way of life, his agricultural livelihood, and for the economic development of his rural industries.
- (c) Encourage and foster a striving towards economic stability and prosperity among the rural community by providing every stimulus and incentive available, and so raise the standard of living in the Rural Areas.
- (d) Provide the essential amenities of Malayan life to the rural dweller.

- (e) Focus the existing services of Government, with full pressure co-ordinated execution, towards the betterment of the living conditions of the Rural Community.
- (f) Educate, convince, and inspire the rural dweller that the productivity, progress and prosperity of the Nation is in fact the sum total of individual effort by each and every son of the land; and so put the onus of the future advancement of the Nation squarely on his shoulders and make him feel that the destiny of Malaya, without a doubt, is in his own hands.
- (g) Promote the Cultural Development of the Rural Community.

3. **Method of Achieving Aim**

- (a) All policies, at all levels, Ministerial, Federal, State, and District will, in future, be framed with a priority focus on this aim of Rural Development.
- (b) All the resources of Government, and the entire energies of Government executive effort, will be harnessed and directed towards this aim; the complete machinery of Government will be geared into a singularity of purpose and action to achieve it.
- (c) The same high standard of intensive integration and close co-ordination of all Government forces which contributed so much to the success of the Campaign against Communist Terrorism; and the same method of purposeful planning and efficient execution which was so apparent during the

Emergency will be the keynote of positive action in this vital and most important Campaign of Rural Development.



Development Teams

As the World advances from day to day, with an increase in specialised knowledge on all subjects, so does the machinery of a modern Government tend to slow up; because in the application of technical knowledge Government officers tend to become more and more specialised in their departmental outlook, and as a result, sometimes they are not able to see the overall picture on National Development Plans as a whole.

This tendency of technical specialisation can result in a wastage of many hours, dealing with projects from each of the various technical viewpoints.

It can also result in excessive paper work where there is a strong conflict of technical views and during the time that such verbal and written conflicts are in progress, development on the ground is delayed; sometimes action on the project may even come to a standstill.

Nowadays, there is no development project which can be implemented entirely by the action of only one Department. Nearly all projects require the co-ordination, co-operation and combined action on the part of many Departments in order to be implemented.

One of the best methods of remedying the defects of excessive departmentalisation, specialisation, and preventing Experts from blowing their own "technical trumpet" too loudly, is to make sure that, each and every Officer, in all Departments of Government concerned with development, has a knowledge, not only of his own particular job, but also an overall picture of the Development Plan and the functions of other Departments so that he will be able to see the whole Development Plan in perspective.

Also, Malaya had inherited from the previous Government, before Independence, several ultra-bureaucratic tendencies.

In the past, in pre-independence days, the average Government Officer was promoted or demoted on his ability, or inability, to write nice-looking minutes on files and not split (or split!) infinitives!

There was also a tendency to focus too much attention on files and paper work forgetting the main aim of getting on with work on the ground.

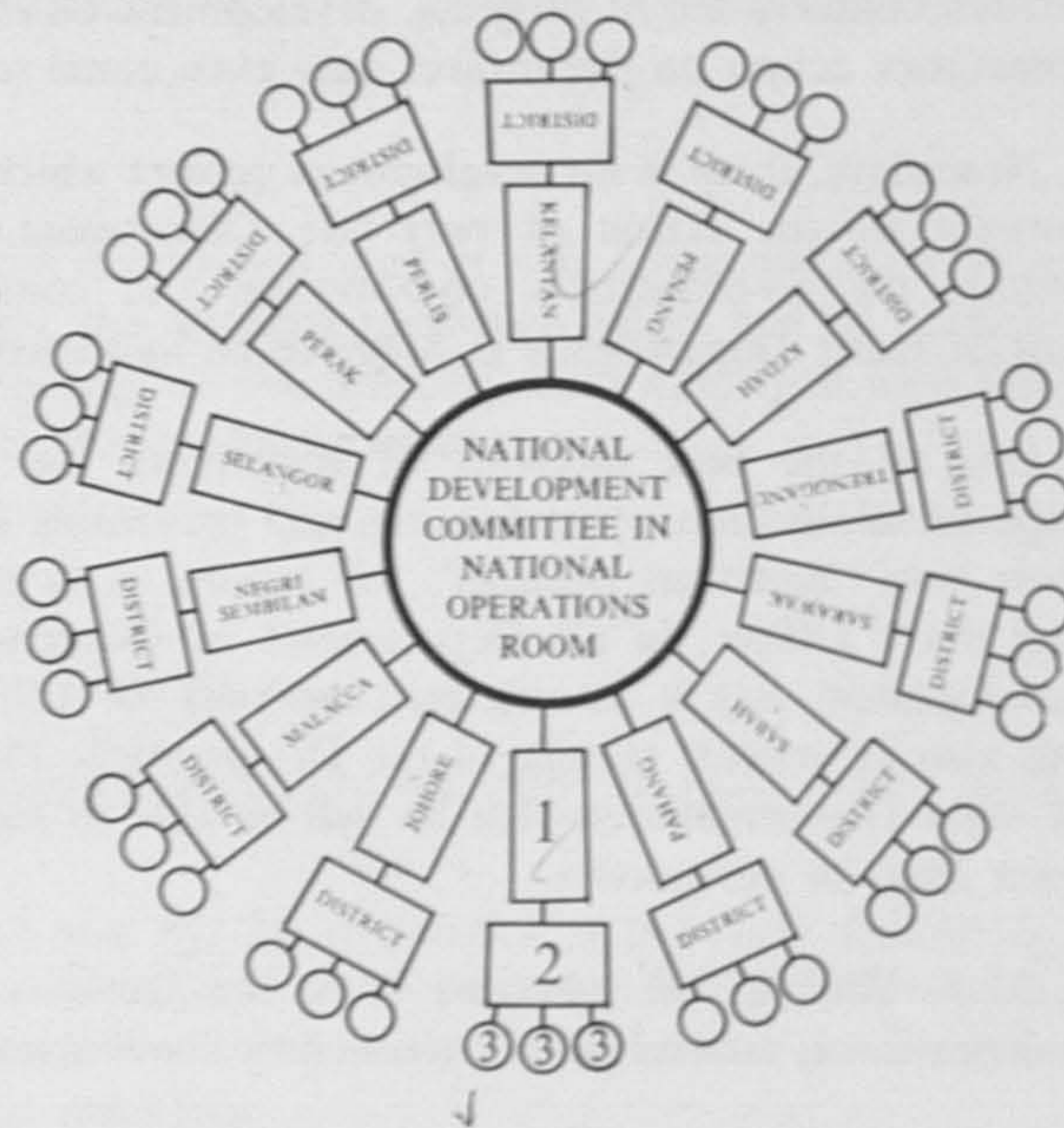
FEDERAL, STATE, DISTRICT and VILLAGE DEVELOPMENT COMMITTEES and DEVELOPMENT OPERATIONS ROOMS

OPERATIONS ROOMS AND DEVELOPMENT TEAMS AT ALL LEVELS!

National Operations Room	...	1
State* Operations Rooms	...	13
District / Sub / District Operations Rooms	...	100
Total	...	114

NOTE:

1. Village Development Committees have a small Development Operations Map in their Community Centres!
- *2. Singapore, being mostly industrial in development has its own method, started before Malaysia.



KEY

- | | | | | | | | | |
|---|---|---|---|---|---|---|---|--------------------------------|
| 1 | State Development Committee in State Development Operations Room. | 2 | District Development Committee in District Development Operations Room. | 3 | 3 | 3 | 3 | Village Development Committee. |
|---|---|---|---|---|---|---|---|--------------------------------|

Also, with a democratic and elected Government, with both Federal and State Members of Parliament in each District there was a tendency, a forgivable tendency, of politicians promising to the electorate all sorts of projects first, and then turning round to the Administration afterwards and requesting that their promised projects, without any regard to their feasibility, be implemented.

Tun Razak, therefore, decided to establish, a Federal, State and District level, Development Teams consisting at each level all the Heads of Government Departments responsible for development, together with the elected Members of Parliament (and State Assemblies) for the area concerned, in order to:

- (a) Obtain the maximum co-ordination for all Government Officers concerned with the implementation of development;
- (b) Cut down unnecessary paper work and red tape;
- (c) Ensure that there was complete co-operation between Government Officers and Members of Parliament;
- (d) Ensure that everyone, concerned with development, was fully in the picture, not only regarding his own specific task but also to ensure that he fully understood every aspect of Government policy and could realise, in perspective, where his work lay within the broader "mosaic" of the National Development Plan;
- (e) Ensure that difficulties, delays and conflicts in implementation could be quickly thrashed out at all levels and the task proceeded with at speed;
- (f) Apply the dictum "That it does not matter who you are, where you are, what you are—the only thing that matters, on these

Development Teams, is to implement development projects as quickly as possible. Results are what is required”!

The composition of these Committees, which were later extended down to village level, was as follows :

FEDERAL LEVEL

All Ministers concerned with Development supported by a Planning Committee of Senior Officials.

STATE LEVEL

Chairman ... Chief Minister of the State.
Members ... All Heads of State Departments together with the elected Members of the State Executive Council.

DISTRICT LEVEL

Chairman ... District Officer.
Members ... District Heads of Departments together with the elected representatives for the District.

KAMPONG (VILLAGE) LEVEL

Chairman ... Ketua Kampong or Headman.
Members ... Not more than ten selected leaders within the Village.

These Development Teams were given the following short directive as to how to conduct their business.

DIRECTIVE TO DEVELOPMENT TEAMS

Meetings

The purpose of meetings is, by discussion :

- (1) To examine given problems/proposals for development;
- (2) To ensure that no aspect of such problems/proposals has been ignored;
- (3) To reach agreement;
- (4) To decide necessary action.

PRINCIPLES IN COMMITTEE

- (1) Talk is only a means to an end;
- (2) Discussion in itself will not produce results;
- (3) Discussion must be translated into decision;
- (4) Decision must be translated into action.

SINGLENESS OF PURPOSE

- (1) Every member of a Committee during general discussion has a right—indeed a duty—to state his views with the utmost frankness.
- (2) Once discussion has been completed every member equally has a duty to support the majority decision :
 - (i) Persistently to reiterate independent views after discussion is closed is unintelligent;
 - (ii) To do so after majority agreement has been reached is irresponsible;

(iii) To do so after a formal decision has been recorded is disloyal.

(3) Once action is under way anything less than full support is sabotage.

TEAM SPIRIT

(English translation of a Malay poem).

High mountains, we'll climb together,

Deep seas, *united* we'll swim,

Let us, with *one* heart endeavour

To overcome our difficulties—and win!

Development Operations Room

All Development Teams at all levels were given an instruction to set up, and make day to day use of, a Development Operations Room.

In the case of the Federal and State Headquarters Operations Rooms, these are fairly large and elaborate, whereas at District Headquarters they may be part of the District Officer's own Office. Nevertheless, the layout, design and principle is the same in all cases. All meetings of all Development Teams at all levels are held in these Operations Rooms.

There is always one main focal point in the Room in the form of maps and charts on sliding rollers. There is at least one, if not more, map for each Government Department, showing clearly and distinctly the location, details, and stage of progress of each and every single project under construction. Each meeting of the Development Teams at all levels is preceded by a "briefing" on development progress, project by project, with more emphasis, not so much on the progress of successful projects, but on projects which have *been delayed and run into difficulties*.

As Tun Razak himself said: "The purpose of these Development Operations Rooms is not to keep one's finger on the pulse of progress where the pulse is beating, but rather, to be able to put one's finger on the places where *the pulse of development has stopped beating*, so that an accurate diagnosis of difficulties and delays can be carried out, and defects rectified with speed".

The staff required to maintain these Development Operations Rooms is almost negligible, and generally only consists of a young clerk or draftsman, because it has been laid down that each Head of Department, or each Officer responsible for a project will maintain, and keep up to date, his own maps—and even if the pins fall out he must replace them himself!

The reason for pinning down this responsibility to the Officers concerned is that if, while standing up, giving a "briefing" to a Minister, they find that the map is wrong or the project wrongly located, then they themselves alone are to blame!

It has become now a routine drill throughout the Country that when a Federal Minister or the Chief Minister of a State tours, inspecting development projects, he will first visit the Development Operations Room in the area and get a clear and comprehensive "briefing" of progress before going out on the ground to inspect work in action.

Normally, during such "briefings" the departmental Officers do not know which projects the Minister will actually inspect on the ground, after the briefing. This means that verbal "briefings" on progress must be accurate and truthful, because the inspecting Minister, after the briefing, selecting projects at random, may drive straight out by a car to see them for himself; seldom, nowadays, do Officers give an inaccurate defects rectified with speed".

In the case of the Federal and some of the State Development Operations Rooms, to use an American expression, the rooms are "bugged" and each briefing by departmental Officers in front of Ministers are tape-recorded. But, happily, so far few recordings have had to be used as a play-back in evidence against an inaccurate "brief"! Nevertheless, this verbal record on tape is a very useful source of information when required from time to time in the future.

The main object of these briefings in Operations Room is to bring to the surface existing problems and difficulties so that they can be thrashed out and a decision may be given on the spot without recourse to unnecessary delay in letter-writing and paper work. This does not mean, however, that decisions are not properly recorded for future follow-up action.

Spotlighting Delays

In addition to the maps and charts in each Operations Room a special form of progress reporting was standardized and put into use throughout the whole country.

It is a very simple system in which the six main stages that any project will go through, from start to finish, are divided into six categories; A, B, C, D, E, F.

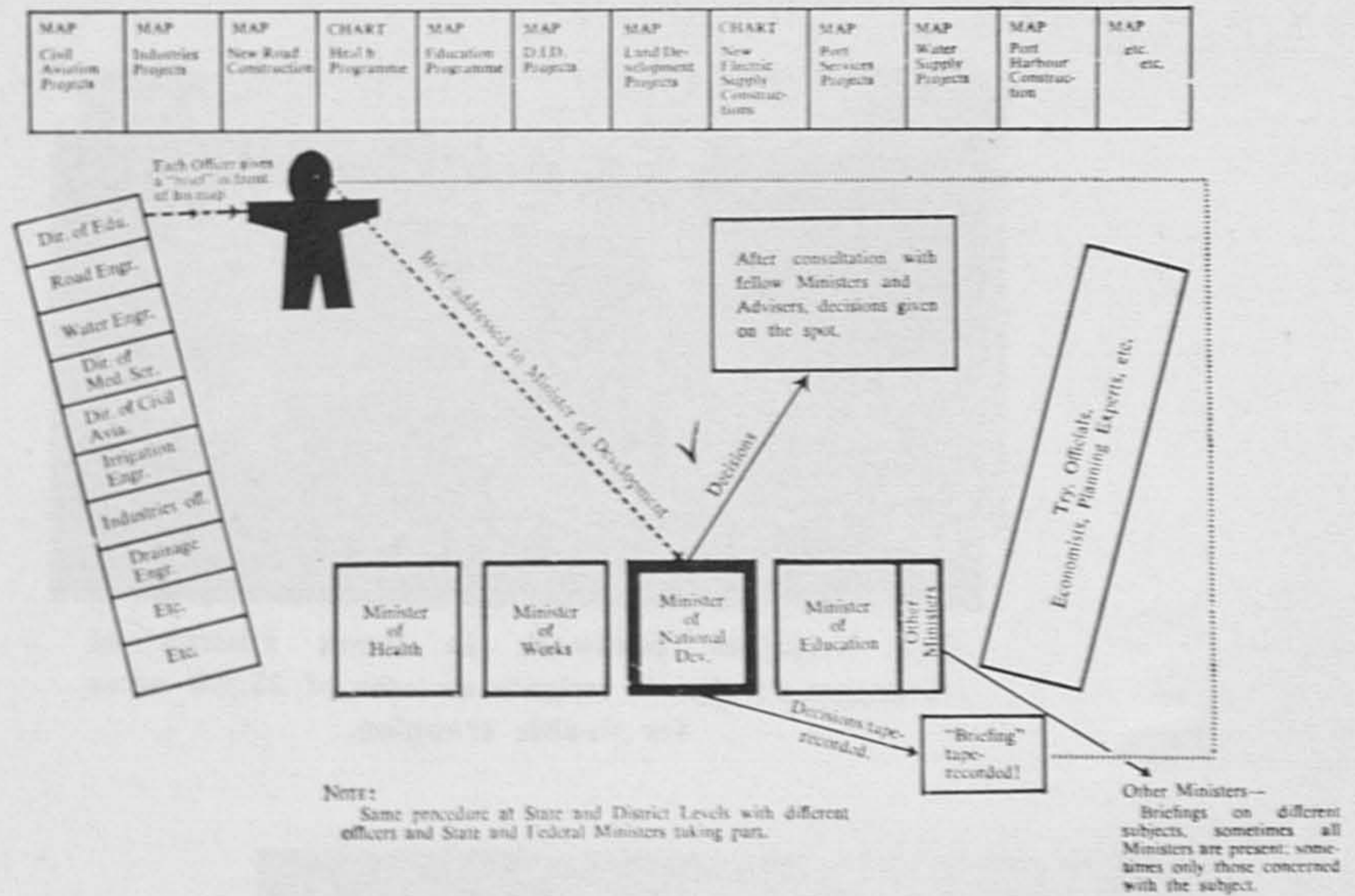
Then for each month of the year a line of double triangle is drawn out. In the top line of triangles the Head of Department responsible for the project plots out the stages A, B, C, D, E, F, giving a planned projection of the stages which he reckons the project would reach month by month of the year.

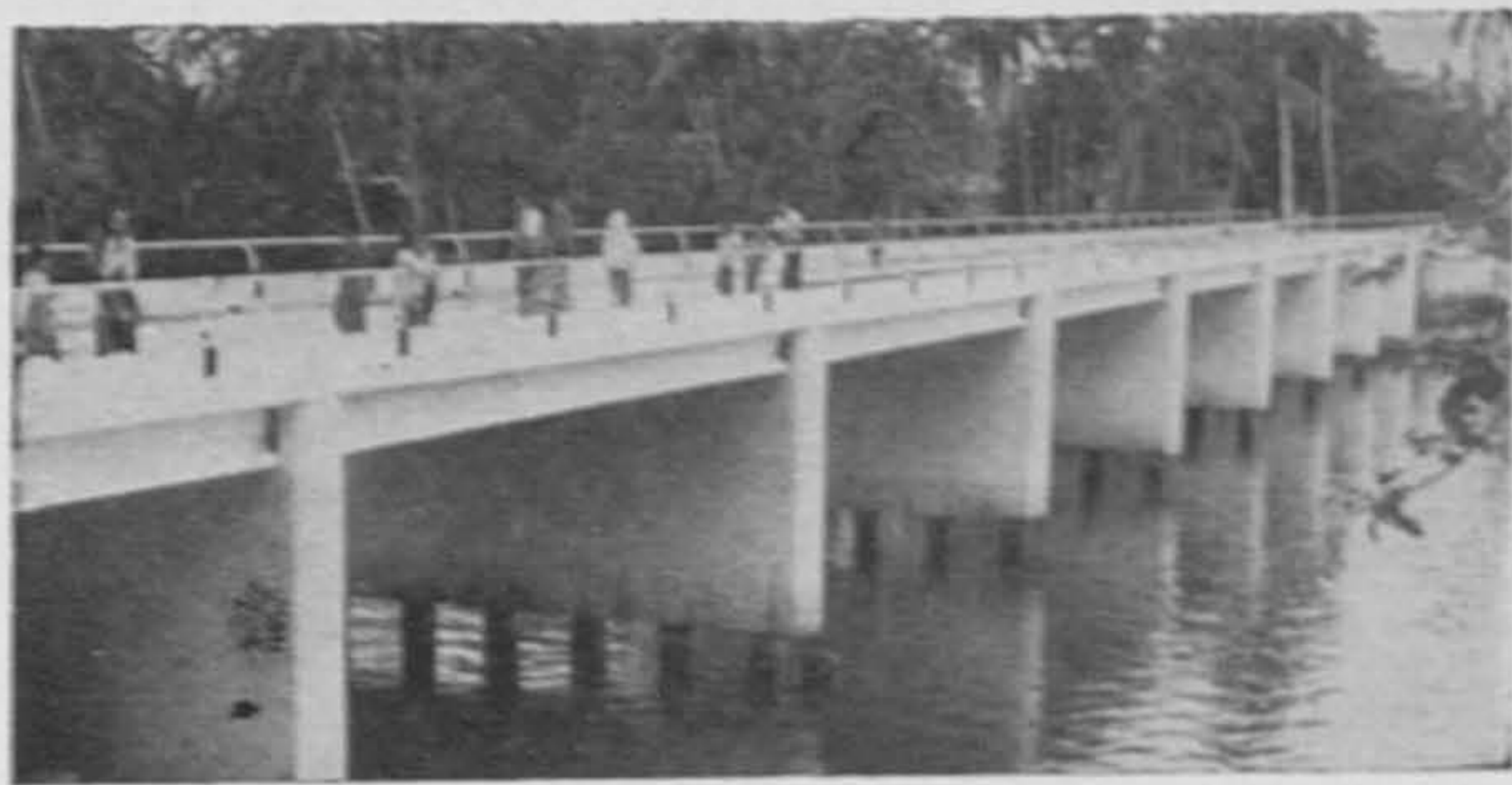
Then as the project starts, a report of *actual progress* on the ground is received and the *actual* stage reached, month by month, is plotted in the corresponding *empty triangle* underneath the planned projection.

A sample of this progress reporting chart is given below.

HOW A DEVELOPMENT OPERATIONS ROOM WORKS

MAPS AND CHARTS FOR EVERY PROJECT UNDER IMPLEMENTATION

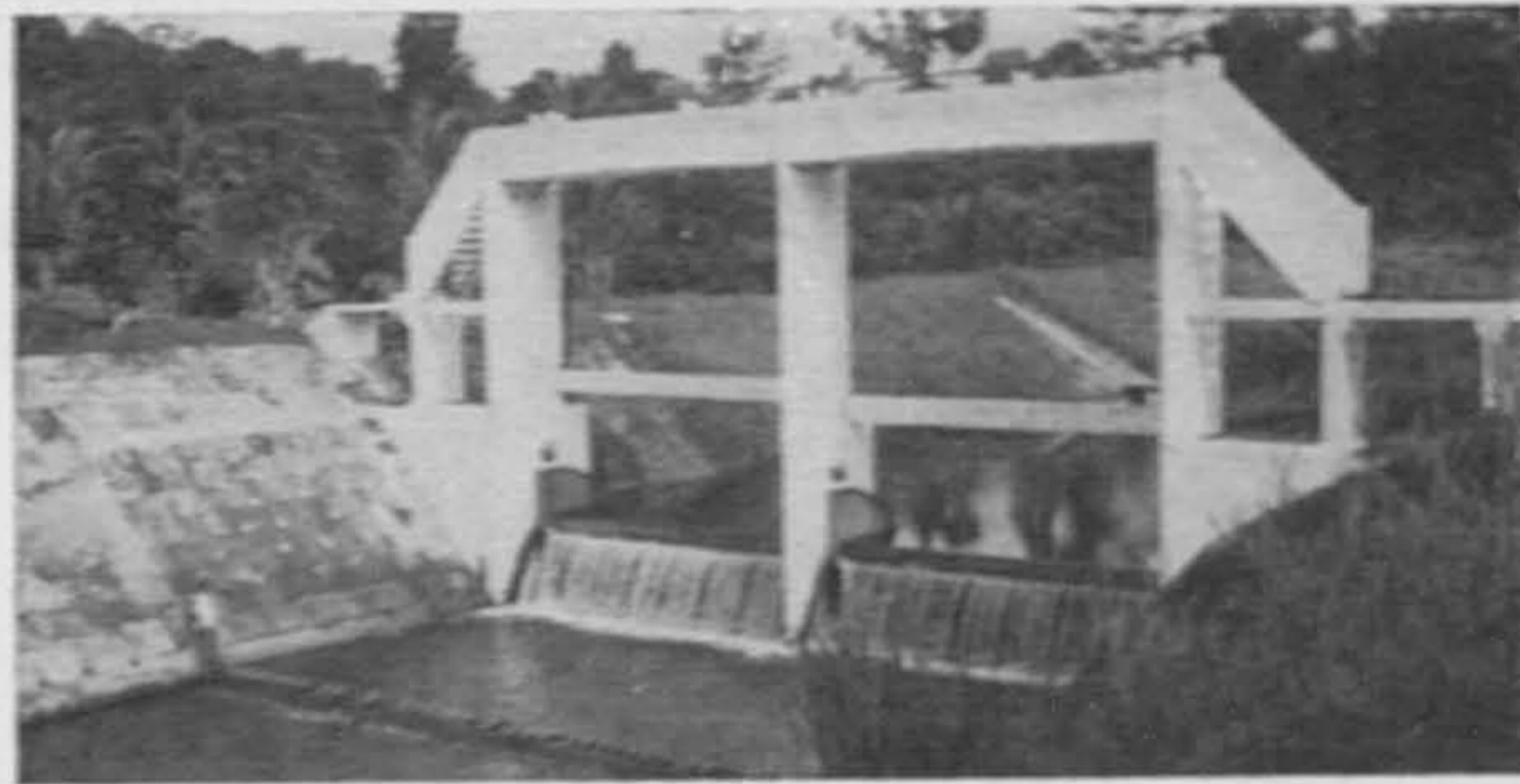




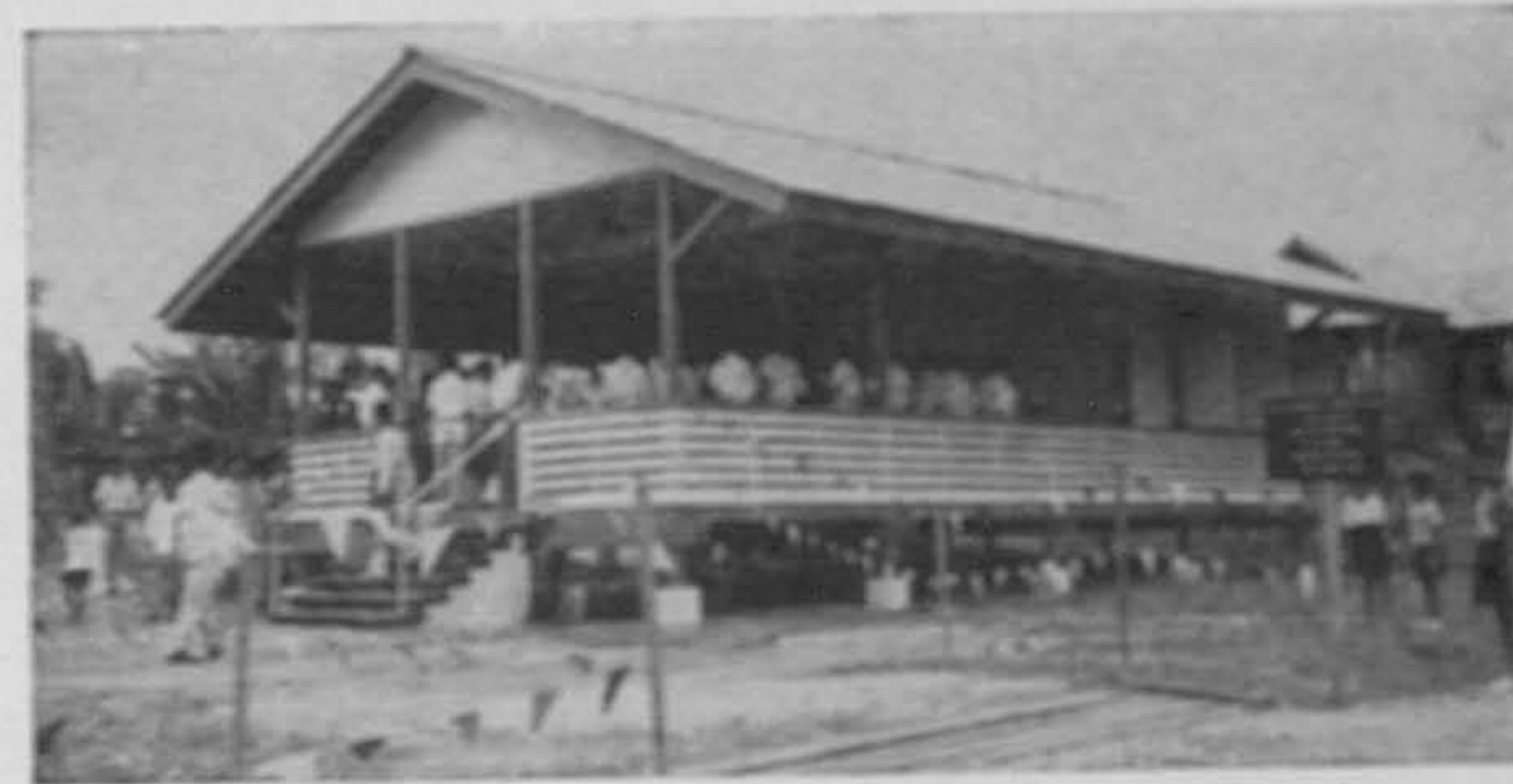
Paka Bridge, in Trengganu, completed last year.



A general view of settlers low-cost housing in the Federal Land Development Scheme in Labu, Negri Sembilan.



An irrigation headwork in Besut District of Trengganu helps to irrigate an area of 25,000 acres for double cropping.



Hundreds of Community Centres like the above have been built in rural areas.



A kampong road with a new bridge provides access to secluded kampongs in the district of Gelang Patah in Johore.



A new Sub-Health Centre in Perlis.



A broad laterite road serves as an approach road to Utan Percha Land Development Scheme in Malacca.



Laying of pipes for fresh water supply at Kampong Kelantan, Kota Tinggi, in Johore.



Traditional spirit of co-operation (Gotong Royong) prevails—a 6-mile kampong road to connect Kampong Lukut and Simpang Makam, in Kota Tinggi District, being built by villagers with materials costing \$33,000 supplied by the Government.



A new mosque at Marang, Trengganu.



A wooden bridge like this helps the villagers to transport their kampong produce to a nearest town. This bridge at Kampong Alor Raja, in Kedah, was built at the cost of \$9,000.



A primary school in rural area—Kampong Semabok in Malacca Central—built under a crash programme costing \$28,000.

From this it will be seen that if the project *falls* behind schedule the reporting letter is written in *Red*. If the project is *ahead* of schedule then the reporting letter is shown in *Green*. If the project is exactly on schedule then the letter in both triangles is shown in *black*.

These progress charts, in January of every year, are compiled into booklets, State by State, project by project, and as reports flow in, from actual progress on the ground, every month, these booklets are kept up to date.

This means that, at a glance, at any time, the Minister of National Development, by looking at these charts, can see immediately:

- (a) which projects are behind (by looking for *Red* letters);
- (b) which projects are running to schedule (by looking for *Black* letters in both triangles);
- and (c) which projects are running ahead of schedule (by looking for *Green* letters).

In fact, when the Minister tours the Country inspecting development progress, the only thing he need carry with him (not a large bundle of files!) is a simple booklet of these charts showing the latest position on development up to date!

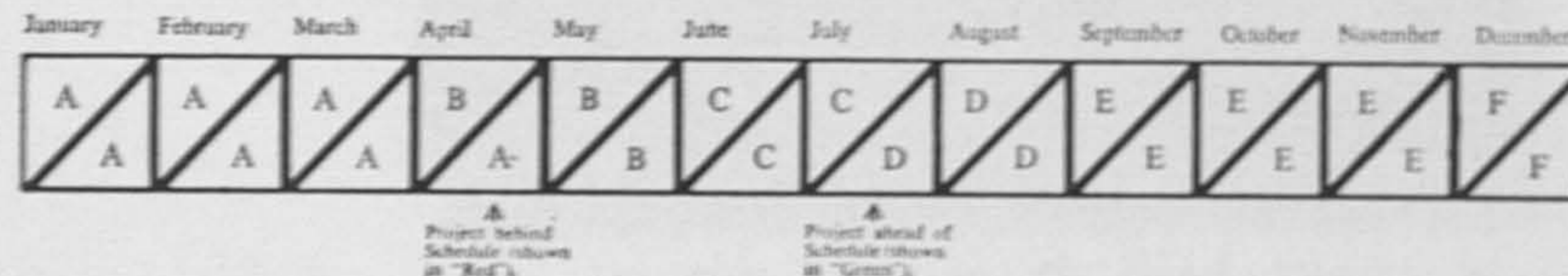
Another advantage of this simple system of reporting progress lies in the fact that it makes every Officer responsible for every project to think, and plan ahead accurately, in filling in the top triangles A, B, C, D, E, F. From an assessment of these forward projections it can be clearly seen, in preparing the Development Estimates for the following year, whether or not funds to be voted for proposed projects will be fully spent or will result in a shortfall.

PROGRESS CHART

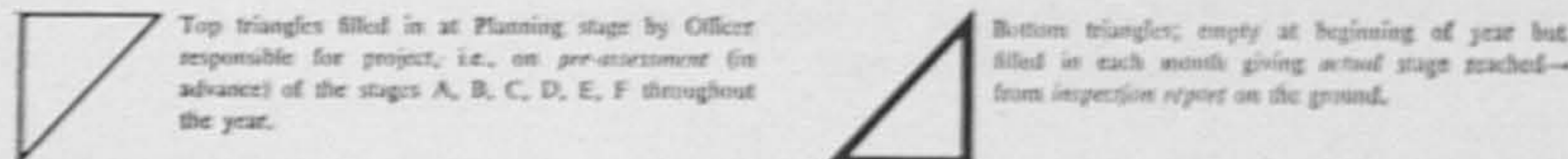
The main five stages which any project will go through before completion: A, B, C, D, E, F.

A	B	C	D	E	F
Preliminary action and planning— Includes obtaining site or land for the project.	Detailed planning— Includes any detailed surveys, designing works, detailed plans and specifications or other form of detailed planning or action before commencement of works.	Purchase of Equipment— Where plant and machinery and other equipment are a necessary part of the project and are to be purchased from the vote of the project.	Tenders and Award of Contract for works.	Project under construction, installation or implementation.	Project completed.

CHART FOR EVERY PROJECT UNDER IMPLEMENTATION



KEY



Notes:

1. If stage A, B, C, D, E, F, in top triangle coincides with actual stage then both colours are the same.
2. If stage A, B, C, D, E, F, in bottom triangle is behind Schedule then it is shown in *Red*.
3. If stage A, B, C, D, E, F, in bottom triangle is ahead of Schedule then it is shown in *Green*.

If in fact it is seen from this projection that the project will require so much detailed planning, such as the construction of a General Hospital (which requires a specialist Architect's Plan) and other such projects, then there is no point in voting money through Parliament which would only result in a shortfall at the end of the year!

In other words, these progress charts have been of tremendous help towards the accurate financing of the Development Programme year by year.

Also, the use of these charts as the main fulcrum during "briefings" in Development Operations Rooms, has cut out a lot of unnecessary paper work in writing long stories on progress and delays.

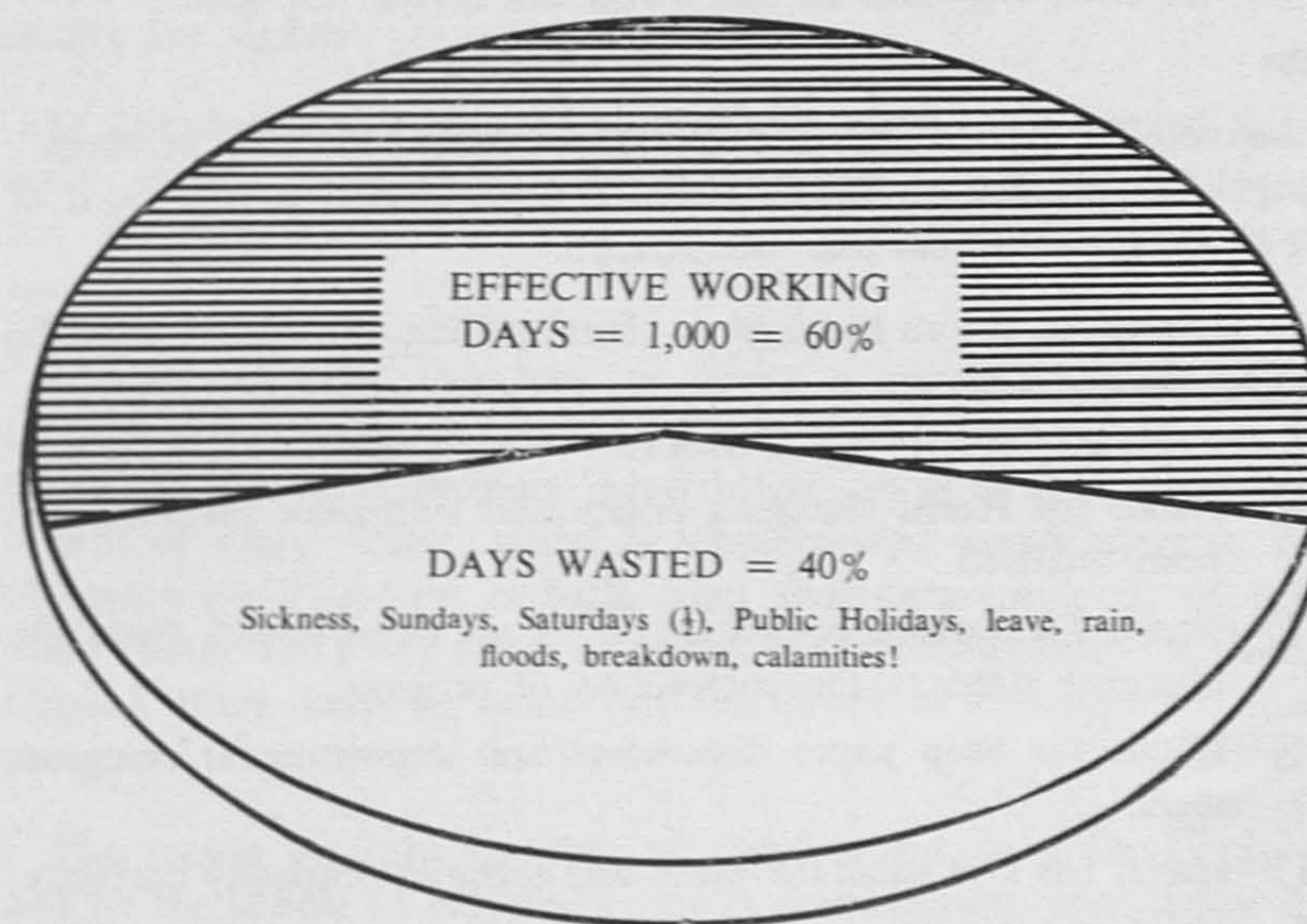
The moment a Red letter shows up it is a danger signal of delay and an immediate diagnosis is made to find out the reason for such delay.

Time Factor

Almost every developing country in the World talks glibly about a five (or six) year Development Plan.

In five years there are 1,825 days, but, if you deduct all non-working days such as Sundays, half Saturdays, public and religious holidays, and all those days given up to average leave, sickness, bad weather, flooding, breakdowns, etc.—then a Five-Year Plan does not give one a full five years in which to implement development—one really has only *1,000 full working days!*

FIVE-YEAR PLAN=1,000 FULL WORKING DAYS



This may be an exaggeration; but one cannot over-emphasize the importance of time!

This time factor has been stressed continually by Tun Razak in implementing development and to quote his own words:

"There is a Chinese proverb which says that 'an inch of time cannot be bought with an inch of gold'. This is very true. Time is the most valuable and important commodity in the implementation of our Five-Year Plan; much more important than money. Funds under-spent each year can be revoted by Parliament, but no democratic Parliament in the World can revoke lost time!"

Results

The keynote of action stressed by Tun Razak in all "briefings", meetings and speeches on Development is concentrated in one word of which he makes continual use—RESULTS.

Each Operations Room has a large chart spelling out exactly what he means by RESULTS!

RESULTS

- R**—stands for **Resist** changing policy and staff once planning has been finalised.
- E**—stands for **Ensure** co-ordination of all Departments from the planning stage to the completion of projects.
- S**—stands for **Stop** paper arguments and departmental disagreement.
- U**—stands for **Use** standard plans and technical capacity correctly.
- L**—stands for **Land** to be acquired quickly, sites decided without delay.
- T**—stands for **Team** to tour; a development team to be appointed and tour the country from time to time to deal with delays in development.
- S**—stands for **Spotlighting** progress from month to month in order to diagnose and remedy delays.

Phases of Development

Everything cannot be done all at once, and, in implementing the Development Programme, particularly in the Rural Areas, Tun Razak directed that development must be done by phases.

After the first phase was launched and running smoothly then he directed the launching of the second, third and fourth phases. He made sure, each time, that no new phase could be launched until it was proved that the previous phase was gaining success and producing results.

The following are the main *four* phases in the present National Rural Development Plan:

PHASE I—GOVERNMENT TO SHOULDER ITS OWN RESPONSIBILITIES FIRST

The Government would shoulder its own responsibilities by taking positive action in constructing a framework of development; with better roads; more schools; more health clinics; opening up more land; more drainage and irrigation projects; increasing health, veterinary and agricultural extension services; more and better water supplies; more rural industries, better communications, more electric power for industries; more facilities for a better way of life in each rural village.

PHASE II—PART TO BE PLAYED BY THE PEOPLE

Phase I, having been launched, and well under way in implementation, the Government then (being a democratic Government), *with a clear conscience*, was able to call on the rural people themselves to work harder on their land and their individual task towards the raising of their own standard of living. This phase was carried out by a very extensive Adult Education/Civics Course Programme with a separate directive for its implementation.

PHASE III—THE SETTING UP OF BETTER MARKETING FACILITIES

Thousands of acres of land having been opened up in Phase I, cultivated by the rural people in Phase II, were beginning to produce better crops, with more produce. In order to ensure that the rural dweller obtain the maximum return for his efforts, action was taken to set up a National Marketing Authority.

PHASE IV—RECTIFYING THE IMBALANCE BETWEEN THE RURAL AND URBAN ECONOMY OF THE COUNTRY

In order to rectify the imbalance between the town and village economy, this fourth phase is designed to give intensive training in business, commerce and industry to the entrepreneurs of the rural areas, so that they have equal opportunity to enter into the commerce and industry of the Nation if they so wish, or, if they remain in the rural areas they can improve their own standards, in keeping with modern methods.

“Red Book” Development Plans

No country can develop merely by Government action! Unless there is active participation in the Plan by each and every citizen, development is bound, either to fail, or to produce mediocre results!

This was spelt out in Tun Razak's own words:

“The underlying principle behind our Development Planning and the implementation of our Development Programme is based on a well-known international principle, that is, that no Government however good or however efficient it may be, no matter how many hundreds or thousands of Government Officers it may have, no matter how many plans and policies it may have, no Government

in the World can hope to succeed with a Development Programme unless it has the full support of the people themselves”.

At the pre-planning stage of the National Development Plan, it was foreseen that many of the major projects for the economic development of the country would take time to complete, such as large hydro-electric schemes; major drainage and irrigation schemes; hospitals; major road projects; large schools and university development; all these would take several years to plan and implement; a long time before results are visible!

In any developing country, particularly after newly gained independence, there is an impatience for progress and a great demand for quick and tangible results. In a democracy this demand is particularly vociferous!

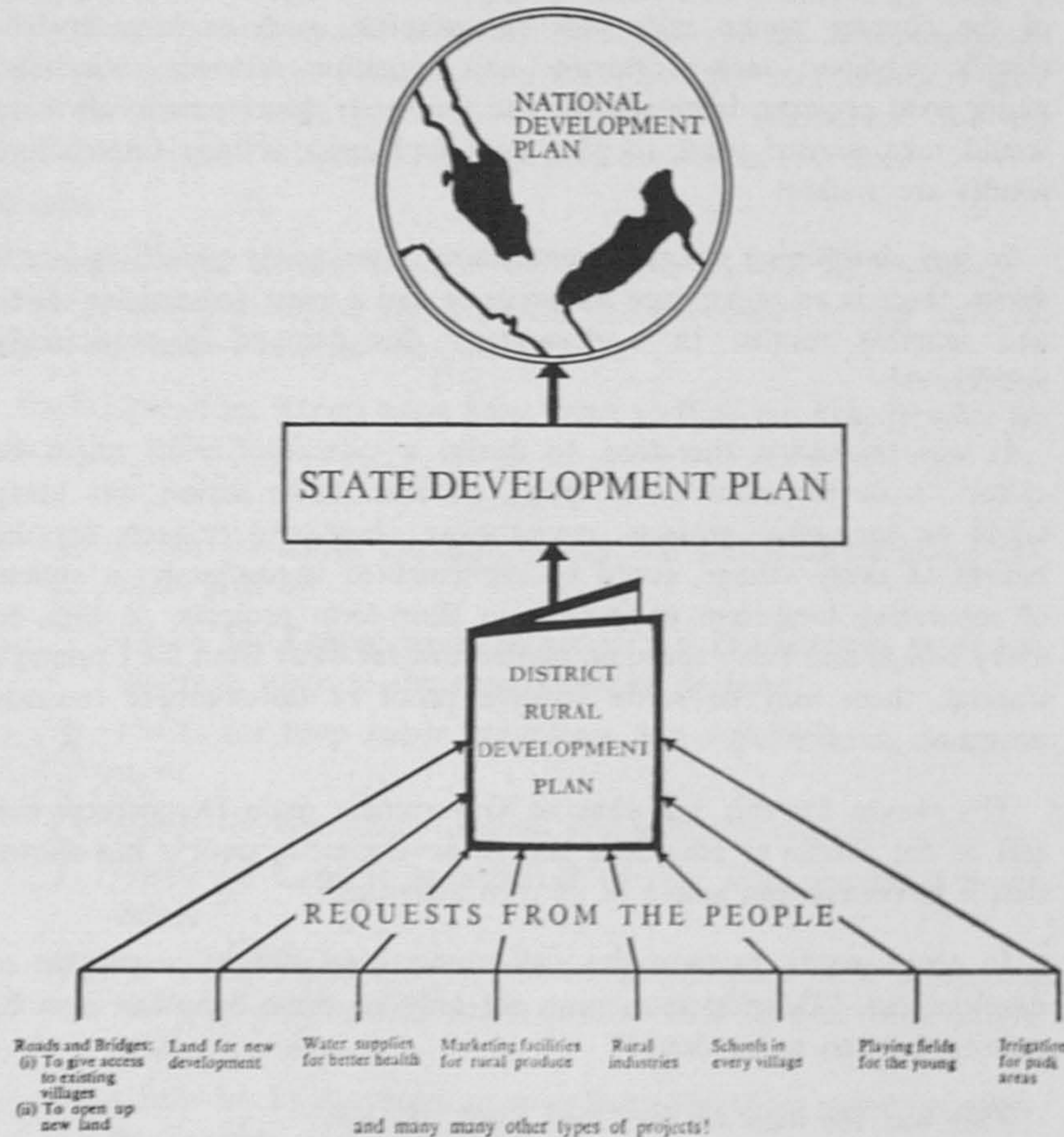
It was necessary, therefore, to devise a system of what might be called “a development cover crop”, so that, while action was being taken on long-term projects, nevertheless, short-term projects for the benefit of every village, could be implemented immediately; a system of separating long-term projects from short-term projects; so that, in every village and every town, no matter how far away from the Country's Capital, there may be some positive proof of development towards progress.

The reason for this was that no Government, in a Democracy, can call on the people to play their part in development, until it has shown that it is sincere and active in its own activities.

In other words, to twist the well-known legal dictum in support of development. “Development must not only be done but must also be manifestly seen to be done!”

This was the logic of the “Red Book” system.

RED BOOK PLANS



The "Red Book" District Development Plan consists of a large book, 2½' x 3' in size of which 3 copies are prepared at District level:

- (a) one copy retained in the District Operations Room;
- (b) one copy retained in the State Development Operations Room;
- and (c) one copy retained in the National Development Operations Room.

It is *Red* because:

- (a) R-E-D means Rural Economic Development;
- (b) RED is regarded as a very lucky colour;
- and (c) the spirit of the "Red Book" in Malaya is the antithesis of "Red Tape"!

Tun Razak then issued the following directive on the preparation of the "Red Book" Plan:

DIRECTIVE

Purpose

A District Rural Development Plan, if carefully thought out, and actively implemented, will benefit the livelihood of many thousands of people in the District; it will contribute considerably to the future prosperity of Malaya; it therefore deserves the very best effort that can be put into its preparation.

Careful co-ordinated planning will save time, tempers, energy, and funds when projects are in progress. Time spent in careful planning is well worthwhile.

Departmental differences can be the death of development. Co-ordination and co-operation are the life-blood of all action on development. All departmental officers must play their part and work together as a team.

Main Essentials of Rural Development

There are two main aspects of Rural Development:

- (1) The improvement of existing villages.
- (2) The opening up of new areas of land with new villages.

The following are the basic physical essentials of Development which need careful planning:

- (a) Roads and Bridges;
 - (i) To give access to existing villages.
 - (ii) To open up new areas of land.
- (b) Land development;
- (c) Water Supplies;
- (d) Processing and Marketing facilities for rural produce;
- (e) Rural industries;
- (f) Schools, Health Centres; and playing fields;
- (g) Irrigation for padi areas;
- (h) Electricity and Telecommunications, where possible.

There may be other essentials, different districts have different needs; these should be included in the District Plan.

Priority

Rural Development planning and subsequent action on the Plan takes priority over all other work in the District.

All Officers are hereby charged with the duty of faithfully implementing the detailed instructions which follow for the production of this plan.

Results are what we want!

Action by District Rural Development Committee

Rural Development problems and proposals must first be studied on the ground. Mere paper planning from a desk is useless!

1. First collect all outstanding requests from the people, e.g. village roads, bridges, etc.

- (1) Requests which are not practicable:
Reject these and inform village applicants with regret.
- (2) Requests which are practicable:
Retain these for consideration in the Plan.

2. Next collect and consider all proposals by Government Departments and integrate these with village requests in a single co-ordinated plan.

3. The method of planning is to be as follows:

- (a) First take stock of what already exists and where.
- (b) Summarize what improvements can be made to what exists.
- (c) Consider where new areas can be opened up and list proposals to achieve this.
- (d) Show location of all proposed improvements and new proposals on tracings.

4. Officers responsible for planning will avoid exchange of correspondence. They will in all cases proceed by personal discussion and joint consultation.

The Book Plan

1. The results of the above co-ordinated action are then to be reduced to graphic form in the series of tracings and summaries listed below:

- I. Basic District Map.
- II. Land Map (future land development proposals).

- III. Road Map (future road development proposals).
- IV. Rural Water Supplies.
- V. Minor Irrigation Works.
- VI. River Clearing Proposals.
- VII. Schools, Health Centres and Playing Fields.
- VIII. Rural Processing and Marketing Facilities.
- IX. Rural Industries.
- X. Co-operative Development.
- XI. Telecommunication Facilities.
- XII. Rural Electricity Supplies.

2. Detailed instructions for the preparation of these Tracings and Summaries are given on each page.

The Red Book system proved to be a tremendous success and can even be called the "umbilical chord" between the people in the villages, on the one hand, and economic planning and policy making at top Government level, on the other.

It is a continual process by which each day the felt needs of the people in the rural areas are fed into the Red Book and implemented while, at the same time, action on major projects continues.

Results Achieved

A review of the present Malayan Development Plan was carried out after 2½ years of implementation and statistics showed that, in many cases targets had not only been achieved—they had exceeded expectations!

It is not intended to list these achievements but they are visible to any visitor to the shores of Malaya (now Malaysia), as tangible results on the ground!



Planning discussion in progress—led by the Hon'ble Prime Minister in the National Development Operations Room.

Similar Development Operations Rooms are maintained in all States and Districts.

