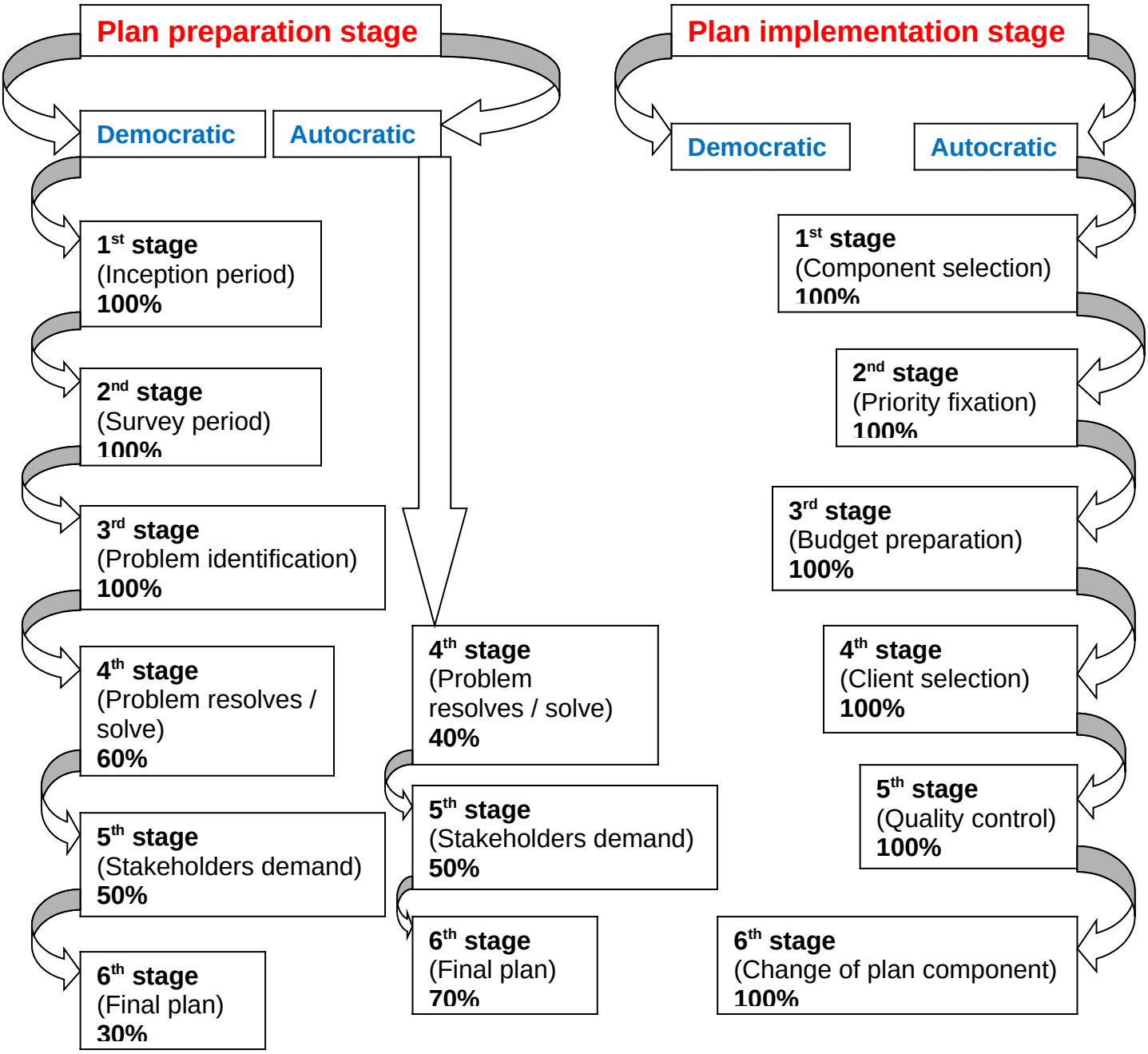Democratic and autocratic decisions in plan preparation and implementation stages