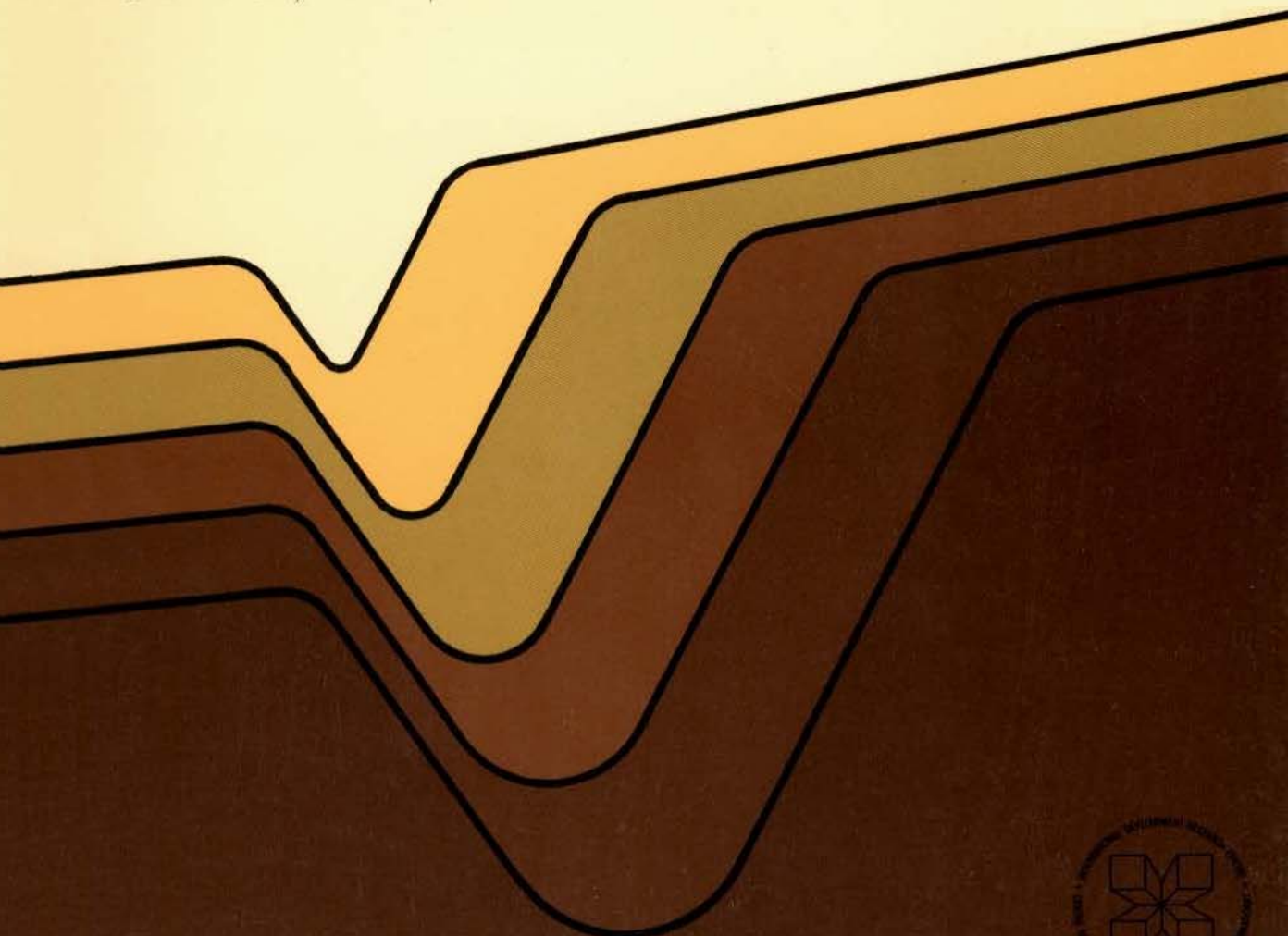


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# **Integrated Approach to Local Rural Development**

Report of an Interdisciplinary Seminar  
Makati, Philippines  
31 March-3 April 1975

Editor: Marilyn Campbell



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*Editor:* Marilyn Campbell

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## FOREWORD

Throughout history people have evolved natural units of settlements to meet their social and economic needs. These rural communities with their village headmen and councils were often insular and usually self-sufficient.

Today's communities are beginning to, and seek to, develop into more viable economic units within modernizing nations. How is this to be brought about in developing countries? How can a rural community pull itself up by its own bootstraps?

Such a cooperative endeavour is a challenge to self-help organization. What will be the role of the professional in achieving this goal? In an age of increasing government services, does the professional advocate his special field only or does he assist the community in a more integrated approach?

These are some of the questions that prompted the organization of an East Asian seminar on integrated rural development, which was convened in the Philippines in April 1975.

The planning of this seminar began in early 1974 during a visit between Dr John Friesen of IDRC (Senior Regional Adviser, Population and Health Sciences Division) and Dr Florentino Solon (presently Executive Director of the Nutrition Center of the Philippines) when Dr Solon was Project Director of the Community Medico-Social Services project at Paknaan, Philippines. Thereafter discussions were held between the officers of the Nutrition Center and the program staff of the Asia Regional Office of IDRC. The interdivisional effort was necessary because of the broad subject areas to be covered. Likewise the organization of the seminar was a collaborative effort: on its committee were officials from nutrition, agriculture, and family planning.

The objectives of the seminar were: (a) to convene a regional meeting of directors of individual projects, senior government officials, and policymakers and academicians involved in integrated rural development through local leadership; (b) to share experiences through discussion of action projects that utilize an integrated approach to nutrition, family planning, agriculture cooperatives, etc.; (c) to identify priorities for action/research; and (d) to explore opportunities for future regional collaboration.

The seminar was hosted by the Nutrition Center of the Philippines and attended by representatives of Bangladesh, Malaysia, Thailand, Indonesia, Philippines, Korea, Papua New Guinea, Colombia, and ESCAP of the United Nations. The participants included government officials in charge of rural development programs, academicians who have had long experience and interest in this field, and personnel actively involved in rural development programs/projects. Papua New Guinea was represented by the Minister of Health. Apart from an interest in integrated programs in the health sector, the Government of Papua New Guinea, which will become independent in September 1975, is in the process of formulating plans for rural development, and the Minister looked to this seminar to learn from the experiences of other countries in the region.

Considerable discussion was held on the meaning of "integration." One could look at all the elements that make up an integrated program and try to put them together, or one could emphasize one element, such as nutrition in the Philippines, and build an integrated program to achieve this goal.

The seminar was divided into three sections. In the first section, following an opening statement by the ESCAP representative on the pitfalls and prospects of the integrated approach, country and project experiences were presented and discussed. Papers were presented (summaries of which appear in this report) on the rural health development project in Cali, Colombia; the Saemaeul Movement in Korea; the Integrated Rural Development Programme in Bangladesh; the Thailand Rural Reconstruction Movement; the Buhi Rural Social Development Center Project in Buhi, Camarines Sur, Philippines; the multipronged approach to rural development of Xavier University

in northern Mindinao, Philippines; the Community Development Service in Yogyakarta, Indonesia; the Perak Youth Scheme and the Muda Scheme in Malaysia. The second section was a discussion of government policies on rural development in which the participants from Papua New Guinea, the Philippines, Bangladesh, Thailand, Malaysia, Korea, and Indonesia took part. The final section was devoted to a discussion of possibilities of regional cooperation. The need for training and exchange of personnel between projects in the region and for dissemination of information on projects were stressed. The seminar accepted the offer made by the Nutrition Center of the Philippines to act as a clearinghouse for such cooperative efforts in the initial stages.

The highlight of the seminar was the visit to the rural Paknaan Community Medico-Social Services project of the Cebu Institute of Medicine. The group learnt of the project's experience in community-based research, in training young doctors to work in barrios as part of their medical course, and in utilizing paramedical personnel. Visits were also made to several malnutrition wards where infants are being treated for acute malnutrition. These experiments are being replicated on a national scale by the Nutrition Center.

The excellent seminar arrangements made by the Nutrition Center of the Philippines were greatly appreciated by the participants. The greatest benefit from the seminar was the forging of links between activists in rural development in the Asian countries represented, which will hopefully lead to a better understanding of common problems.

Nihal M. Kappagoda

*Director*

*Asia Regional Office*

*International Development Research Centre*

*Singapore*

# Addresses to the Participants

## Welcoming Address

Florentino S. Solon, MD  
*Executive Director, Nutrition Center of the Philippines*

This world has reached the stage of balancing forces of survival and reconstruction against destruction. Amid the oil energy crises, environmental reversals, and radical changes in political systems, people have to sort out their psychic defenses and reserved strengths to keep them alive and, hopefully, arrive at more constructive goals.

We are, however, fortunate to have scientists who keep our spirits alive by supplying an early warning on human problems. Responsive to current demands and not lost in the quagmire of competing ideologies, they have embraced common principles on synthesizing diverse ideas to come out with accurate formulas for predictable problems.

And now we have people who have distinguished themselves in their respective disciplines convened to analyze an integrated approach to local rural development. Today, just as regional development relies on a stable regional trade and shared financing, local rural development leans on a merging of local operatives such as electrification, financing, agricultural, and other resources.

Local rural development is not a new idea. We have long agreed that national progress should be well grounded on the dynamism and active mobilization of human resources at the grassroots level.

What gives this conference its uniqueness is that it offers a diversity of views compiled from experiences by people directly or indirectly involved in rural development in different countries. Thus, it aims to provoke new ideas and expects participants to talk with one another across all the barriers of ideologies and cultures. We want to look at this sharing of experiences as a living mechanism endowed with responsiveness and assertiveness.

We welcome you with this in mind. We hope that this gathering will produce a consensus on common approaches to local rural development, and map out tangible programs accordingly.

## Opening Address

Honourable Jose Roño  
*Secretary, Department of Local Government Community Development,  
Government of the Philippines*

I understand that the participants and observers at this seminar come not only from among our own people in the country, but also from Indonesia, Malaysia, Colombia, Korea, Thailand, and Bangladesh. To all of you who came over from our neighbouring countries of the Third World, we bid a warm and hearty welcome. And to our own fellow Filipinos, we express our sincere appreciation for your interest in seminars of this kind.

We cannot stress enough the importance of a seminar of the type that you will be participating in for the next few days. The problems that have developed in the Third World during the last decade have sufficiently made us aware of the fact that we can no longer do things the way we did them before. We can no longer go on isolating problems and handling them as though they were totally unrelated to one another. We have now to see them in their relatedness and situate them in the integral whole.

Our inability to find satisfactory and more lasting solutions to a number of crucial problems like overpopulation, undernourishment, underutilization of the labour force, may be a sign that we have not sufficiently given thought to their relatedness; hence we end up not solving problems but just filling up holes and creating bigger problems.

We are not being too hasty if, at this stage of our development, we come together to find out what the real problems are, what are their root causes, and how are they all interrelated. If we "waste" a little more time studying, we may gain even more time developing.

One of the big problems that the Third World has to contend with to attain its developmental objectives is its internal divisiveness. In other words, our national predicament is not so much now brought about by the fact that we are being exploited by more powerful nations, as by the fact that we, as a nation, fail to exploit our own nationhood. We have effectively been giving up time, culture, and resources — our birthright in exchange for a bowl of porridge, which is speedy and unintegrated urban industrialization.

We have not taken time to sit down together and study the situation as a whole. Instead, we have thrown away time to the hustle-bustle of disorganized organization that has thrown our nation offbalance. We have given up culture for fad, fashion, and irrational technology. We have given up our resources for a "quick-billing" that can benefit only a few and only for a short time.

Surely, we do not deny the facts of history that have contributed to the lethargy of our nations. Our peoples have long suffered from the tight grips of a type of civilization that has introduced the bane of a yet unpolished Industrial Revolution as still aggravated by the then prevailing Mercantile Doctrine. This had certainly done us enough damage even if it did not succeed in reducing us altogether to poor copies of western civilization.

But yesterday is not today; and today will not be exactly the same as tomorrow. Although we have not totally extricated ourselves from the control of external powers, we have, nevertheless, gone a long way from the time when we were treated as mere objects or tools for their own advancement.

We have reason to believe that the road is now open to even greater understanding and cooperation. And this is now the stage from which we have to work our way up to regain the full dignity of our nationhood.

But then we have to meet the challenge ourselves and rediscover the wider dimension of nationhood where we isolate no one but take every individual, every group, and every community to constitute the living Nation.

We cannot go on confusing the Nation with one particular community, or the community with one little group, or the group with a single individual. For if we do, we shall never succeed in seeing ourselves as a unity and much less in seeing our problems in the context of the integral whole.

It is significant that in the past we always talked in terms of projects. Every organization, government as well as private, would fight hard to get its project recognized as the priority. There was little cooperation, and much less coordination, among these bodies. Often, the result is that such projects become the occasion for division and eventual disinterestedness on the part of those who are not concerned.

We do not say that we must no longer have projects. But every project must be seen in the context of a program on the national level. Every organization must be so oriented to such a program that for every project that is proposed and implemented, proper cooperation and coordination among existing organizations can be worked out. This would eliminate not only the spirit of rancour and jealousy but also the energy-consuming duplication of functions and creation of twin organizations that are even less operative than those that already exist.

What we have just described is integration on the organizational level. No less important is integration of interests. Where the entire nation is concerned, the interest of one sector must be the interest of the other sector. The urban sector, for instance, cannot altogether ignore the rural sector



on grounds that their interests are different. Nor can the rural sector do likewise. The development, for instance, of the urban sector will depend on the development of the rural sector. Here we are speaking in terms of long-range consequences. In view of the long-range consequences, we cannot give priority to the development of one sector at the expense of another.

It is characteristic of the urban sectors of the Third World that they are "more developed" than their rural counterparts. And yet we can ask whether this is "development" in the proper sense of the word. The urban sectors of the Third World are besieged with tremendous problems created by a lopsided industrial development, problems that involve not only the question of technical sufficiency and efficiency, but also problems that involve injustice and threaten peace.

The rural sectors, which are less developed, keep hampering the process of development and themselves contribute to the growing restlessness that can only aggravate an already bleak situation.

It is, therefore, imperative that the interests of both the rural and the urban sectors be seen as integrally related to one another, so that any development program that is planned in consonance with the overall national program for development would respect the interests of both sectors.

A third, and perhaps, the least aspect of integration is the integration of approach in development. Earlier we said that problems cannot be isolated from one another as they are closely interrelated. The population problem, for instance, cannot be completely divorced from the problem of employment; and the problem of employment is necessarily connected with the problem of nutrition. Hence, the necessity of adopting an integrated approach to development.

If today, greater emphasis is given to the problem of rural development, it is because the rural sector has long been neglected. It is not an exaggeration to say today that the problem of the nations of the Third World is in the backwardness of their rural sectors. Hence, even before we can talk of national development, we have first to see to it that our rural sectors are raised to a level where they can relatively be at par with the urban sectors — minus, of course, the new problems that the urban sectors are now facing.

If in the Philippines, the Land Reform Programme has been given top priority, it is because it is the top priority. The problem of maldistribution of land must eventually lead to underproductivity. And we know what underproductivity could spell for the Nation.

Hence, in itself, the Land Reform Programme, handled as it should be, should serve as the single unifying trend to integrate all projects that concern rural development. But we must be careful not to mistake the Land Reform concept for a slogan that merely says: "Take it away from the landlord and pass it on to the tenant." For, as an integrated approach in itself, the Land Reform Programme is a wider human development program for the rural sector. It involves an integral concept of education backed up by concrete action at the grassroots level.

We sincerely hope that this time we are on the right road to development. This is step one, so to speak, of a multistep program. Its success will depend on the degree that our people shall have interiorized the values contained in it. To achieve this, we need more people with fresh ideas and unquestionable dedication to further our goals for development. We need people like yourselves who will be sharing their time, their culture, and their resources in the service of our people and of the nations of the Third World.

## Closing Address: Integration: the Experience of the Philippines Population Program

Honourable Estefania Aldaba-Lim

*Secretary, Department of Social Welfare, Government of the Philippines*

In the Philippines, the population program is implemented not by a single agency but by a host of agencies, public and private, each performing at least one of the four functions of research training,

information/education/communication (IEC), and clinic services.

These agencies are coordinated by the Commission on Population principally through the judicious programming and release to these organizations of government and foreign assistance funds.

The past five years were spent in getting as many agencies as possible into the program and in working out a nationwide scheme by which funds, functions, and assignments were distributed more or less equitably among all the different cooperating agencies. Thus, the term "integration" tended to be used primarily in an institutional sense: the recruitment and coordination of different agencies into the family planning program and, within these agencies, the fitting of family planning activities into their respective priorities and programs of action.

But, as time went on, problems began to emerge. It became clearer that we were skimming the cream. IEC activities started reaching the point of diminishing returns: costs were going up while returns were going down. It became more evident that beyond a certain radius, clinics were not very successful in getting acceptors, and, as these developments took place, many family planning workers, who were under pressure to match earlier performance, succumbed to various temptations. Apart from misreporting their own performance, many family planning workers started using persuasive strategies that bordered on the coercive. This, of course, led to a certain amount of backlash.

Over the past two years, the questions have been asked: How does the family planning worker marshal the material and moral support of the community in which he works? And, how does the potential acceptor fit family planning into her repertoire or responses to the set of basic problems she faces?

And, there is an increasing backlash — at the policy level — against those family planning workers who act as if they were marketing agents trying to establish sales records rather than change agents sensitive to the needs of their clients and the communities in which they serve. Further at the clinic services level, there is the trend to fit the family planning clinic in the context of the range of government and private institutions represented at the community level, to ask what role the clinic might play in this context — not merely as a pill-dispensing facility but also as a support facility for other development-oriented institutions, and conversely, to inquire into what role other such institutions might play in backstopping the clinic's family planning activities.

These trends suggest that the Philippines is moving toward a situation where the community and individual meanings of the term "integration" are more and more salient.

At the provincial and even the municipal levels, representatives of the different agencies serving the rural areas meet periodically as a coordinating committee to inform each other as to what each is doing, coordinate each one's efforts with the other, and, in general, attempt to achieve at the local level that coordination and integration that the mother agencies have achieved. And, as we do this, we have had to ask hard questions, such as:

How does one change the change agent so that he becomes more sensitive to the totality of individual and community needs rather than being narrowly committed to the single program that hired him?

How does one get the change agent to develop in himself a development orientation rather than a project orientation?

How does one orchestrate the different development activities in the community so that they become a coherent and responsive whole?

But through all this, we are keeping a problem orientation, that is, rather than being committed to a particular program, our commitment is toward the solution of a problem. Should the present way of doing things fail to be satisfactory, then we are ready to shift gears and try another approach — until we achieve the best mix of policies to achieve our goal.

But most of all, we think in terms of the whole person. The people who we serve are not disembodied minds, stomachs, or organs: they are whole, integral persons and it is as whole, integral persons that they should be approached and served.

As you have discussed ways of integrating different development programs, you have touched us too, making us realize all the more that despite the different programs that we run, we are all kindred spirits.

It is in this spirit of unity of commitment and hope for a fuller integration of programs that I thank you and wish you the best.



# Integrated Approaches for Development Programs: Dangers and Prospects<sup>1</sup>

Sook Bang, MD

*Chief, Fertility and Family Planning Section, Population Division, United Nations Economic and Social Commission for Asia and the Pacific*

In the early 1960s, when the new contraceptive technology was introduced at a low cost, family planning was a fashionable symbol for solving population problems in relation to the economic development of many Asian countries. However, starting in the late 1960s, when family planning acceptance in many national programs attained a plateau and the added input did not seem commensurate with a marginal increase of output (family planning acceptance), many experts and many meetings recommended that family planning must be integrated into health services and other developmental programs including rural development.

Thus from the beginning of the 1970s, "integration" became a fashionable symbol for solving population problems. There is, for example, an interest in integrating family planning with maternal and child health services or with other development programs such as education and social welfare; and in placing family planning activities within community development schemes.

One of the main concerns, however, is how many integrated family planning projects are "real" integration rather than "symbolic." We have few studies and reports to explain the real meaning and practice of such integration. We have very little data on the "success and failure" of such integrated programs in achieving the desired goals, for instance, in terms of family planning acceptance, fertility reduction, and other developments, especially in different

political, economic, social, and cultural settings within the ESCAP (United Nations Economic and Social Commission for Asia and the Pacific) region.

This paper is an attempt to point out some dangers involved in the so-called "integrated approach" in family planning and to suggest some means of avoiding these dangers to make the integrated approach more effective in developmental activities including rural development.

## Dangers of "Symbolic" Integration

Integrating family planning into other developmental programs has become a new symbol, representing the newest panacea in population planning. Behind this new symbol, however, there are several possible dangers threatening the hard-won gains in fertility control over the decades.

The first possible danger of the new symbol is a repetition of past disillusionment that promises simple solutions to the complex and pressing problems of population and development.

The second danger of the idea of integration is the fact that this new symbol may contribute to current political competition among existing organizations for access to the new financial resources available for population/family planning programs, but with little "trickle-down" effect.

The third danger of a symbolic program of integration is that it may dissipate resources on activities such as training of staff, production of information/education/communication (IEC)

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<sup>1</sup>This paper does not necessarily reflect the opinions of the United Nations.

materials, and elaborate accounting procedures without ensuring that these activities have an impact on actual contraceptive services to the people.

Finally, many new programs may begin as pilot or experimental projects to test the feasibility of integration. However, perhaps one thing we should have learned from a quarter century of such experiments is that they almost never fail. The reasons for this are easy to comprehend. Experimental and pilot projects are usually politically supported and they are accorded greater financial and physical resources than would be available on a larger scale. They have better leadership. Also, pilot or experimental project staff gain a greater sense of importance from being involved in such an endeavour and thus they often put more time and energy into their work.

We can predict that the new symbol, integration, will mean to many persons or agencies that new resources will be poured freely into organizational expansion to support the growing administrative personnel. Meanwhile, it is quite possible that the masses of rural people, whom the program is intended to serve, will receive only intermittent and inadequate services.

### Evaluation toward Effective Integration

We can offer here three general principles of evaluation structures and processes that, we consider, lead to successful integration. They are identified largely from what we consider to be the bases of the danger that integration may be only symbolic and may fail to provide more services.

First, *the amount of integration itself must be carefully assessed.* The argument for integration is that it implies a structural or programmatic innovation necessary to increase the services available to local populations. Thus we must assess the quality and quantity of actual integration and must carefully assess the actual amount of integration among the specialized units directed to work together. There are a number of dimensions of integration and a number of identifiable ways to measure integration.

Here it is sufficient to identify integration as a variable to be measured. This is important, yet it is often neglected.

Second, *program outputs should be measured by noting the short-term services available to the client population.* This too appears to be a simple rule but it is often neglected. We must

be especially cautious of such intermediate evaluation criteria as numbers of people trained, numbers of contacts made, sizes of audiences reached, items of publication produced, or job descriptions. They are only important if they result in an increase of real services to the client population. We must also be suspicious of the argument that results will only come in the long run. As a well-known economist once observed, in the long run we are all dead. What counts is whether or not people get and use services *here and now.*

Third, *assessment of programs should be done in their natural settings.* This rule comes from our observation that pilot projects or experiments never fail. Failure only comes in the extension to a wider area. Pilot and experimental projects do have their place, of course, for they can be effectively used to discover how to do something we wish to do on a larger scale, with a careful assessment of the quality and quantity of the inputs. However, if we wish to know something about how specialized program units can be coordinated or integrated, and how this affects the service provided, we should examine existing programs in their natural settings rather than through pilot projects.

In fact, we have in the ESCAP region a wide range of programs in all development areas. These programs currently show wide variance in the amount of interagency coordination or integration, and in the quantity and quality of services provided.

Eight basic questions should be asked of any program or set of programs:

- (1) What are the goals of the larger integrated program, or of the specialized elements of the program?
- (2) How many different agencies are involved in the project and what is the nature of their inputs?
- (3) What is the nature of the coordination and communication among the various agencies?
- (4) What is the nature of the personal resources available for the project?
- (5) What is the size and array of inputs into the project or program?
- (6) How much and what kinds of evaluation have been done on the project?
- (7) What have been the outputs of the project?
- (8) Who has received the most benefit from the project?

In summary, the danger is that new ideas for integration, for increased communication activities, and for more community-based activities may become simply a new set of symbols giving promise of some simple magical solutions to complex and difficult problems. New programs and new approaches should mean more than expansion of administrative

structures, more jobs, more payments and power for a growing corps of administrative personnel. If the aim of the integrated approach to rural development is to provide better services to the rural masses, we should do our best to find ways and means of integrating all the available developmental activities to ensure maximum benefits for all.

## Conceptual Framework for a Rural Development Program

Oscar Echeverri, MD

*Director, Centro de Investigaciones Multidisciplinarias en Desarrollo Rural (CIMDER), Universidad del Valle, Colombia*

The purpose of this presentation is to describe the conceptual framework for a rural development program aimed at improving the well-being of rural people living in Norte del Cauca, Colombia.

The reason why a physician is directing a centre for multidisciplinary research in rural development (Centro de Investigaciones Multidisciplinarias en Desarrollo Rural, CIMDER) is because of the evolution of experiences in community medicine that the Division of Health Sciences at the Universidad del Valle has had for more than 15 years. In 1961, when the problem of environmental sanitation was chosen as the top priority in health for a rural population (Candelaria), it was concluded that the solution should have a multidisciplinary approach, since physicians alone could not solve the health problems of this community.

A group of students and faculty from different disciplines (architecture, sanitary engineering, and health) proposed the construction of sanitary units through community action as a partial solution to the environmental sanitation problem. After several years, in 1968, based on this successful experience, a multidisciplinary health research committee (CIMS) was established to study solutions for priority health problems (diarrhea, tuberculosis, etc.). This committee concentrated on developing ways of measuring and evaluating the effects of multidisciplinary actions in health, but soon they concluded that these efforts in the health sector alone were insufficient to improve the level of health in a community, and also that health as the goal of multidisciplinary action should be changed to being the "well-being" of the community. This reorientation led to a change

of the Health Research Committee into a research group in well-being, which took as a priority the study of problems in rural areas. This was the birth of CIMDER in 1972, which has been working on the development of a conceptual framework and the implementation of different action projects to improve well-being in a rural population, under the auspices of regional, national, and international institutions, especially the International Development Research Centre (IDRC).

### The Concept of Well-Being

The CIMDER technical committee intensely discussed different approaches to arrive at a definition of well-being. This effort took 9 months and allowed the group to evolve from a multidisciplinary into an interdisciplinary one. Even more significant, this effort has been the most important activity for achieving a common language among the different disciplines represented by the members of the committee. As well, it has resulted in a definition of well-being that does not pretend to be an abstract generalization but a way of achieving an interdisciplinary conceptual agreement for the development of actions to improve well-being no matter what the conceptual interpretation might be.

To begin the discussion on well-being, the group started from the assumption that the primary function of an interdisciplinary group is that of acting within an ecosystem in which interactions between man and environment and man and himself are produced according to certain rules. Actions generated by man (governed by human laws) and those generated

by the environment (governed by natural laws) interact to produce the attainment of needs or the needs themselves. The individual aggregation leads to the concept of well-being.

Social scientists have utilized four basic elements to establish the principles and theories for explaining the organization, distribution, and use of resources by man. These elements (land, labour, capital, and social organization) are considered as inputs, which are modified by technology to determine a given level of production and productivity. These in time generate the per capita income, which, depending upon the political system in which the rural development takes place, conditions the purchasing of goods and services such as land, food, housing, education, health care, environmental sanitation, recreation, etc. These goods and services are in time characterized in terms of quality and costs by the technology available used to produce and provide them.

The utilization of those goods and services modify in different degrees the four basic components characterizing man's life: the level of living, the level of health, the social condition, and the life-style. The level of living is the situation resulting from the possession of goods and services by each one of the members of a community. The level of health is a characteristic of the population resulting from the frequency and distribution of disease and disability and the availability and use of health services by each member of the community. The social condition is an attribute resulting from the role and the status that each member acquires or has attributed to him by the community. The life-style is a behaviour resulting from the habits, attitudes, and values of each member in the community.

### Strategies for Action Plans

Taking the above model as the basis for designing action to improve well-being, it is necessary to learn where to introduce stimuli in various interacting elements to obtain changes in the well-being of the population. The stimuli that might modify such well-being elements must be produced according to a feasible and harmonious plan (taking into account cost and time restrictions). The organization and ways of using resources in the plan constitute a strategy.

The requirements (difference between the optimal and present satisfaction of needs) of a community can be assimilated into the specific

objectives of a well-being program. On the other hand, the primary sources for satisfying such requirements are those classic resources of land, capital, labour, and social organization.

The different possibilities of organizing these resources produce the alternatives for action, whose sectoral analysis ought to lead to a prediction on the effect that might be achieved with each one of the alternatives. The selection of an alternative according to the organization and use of resources, is the basis for implementing an action strategy that must be adjusted systematically after time and costs restrictions. Taking the nutrition requirement as an example, it will be expressed as a specific objective in the following terms: reduce malnutrition among a population group by 95% (i.e., pre-school children) within a certain period of time (i.e., 5 years). To achieve this objective several sectors must intervene since it is impossible for a sector to reduce a multisectoral problem with unisectoral actions. Each one of the sectors organizes the resources and formulates several alternatives, which are analyzed intrasectorally (health, education, agriculture, sanitation, etc.). Then one alternative is chosen as the basis on which to implement a strategy that enables predicting the percentage of reduced malnutrition achieved by the sector in the selected population group. This strategy, as pointed out before, must take into account the time and cost restrictions. The strategy selected by each sector is applied to the population group and the outcomes are compared to the predicted ones in each sector. The aggregation of partial outcomes (outcomes from each sector) must be equal to the stated percent in the objective. If one or several sectors did not achieve their partial outcomes, a review must be done of its alternatives, strategies, and predictions until the cycle can achieve the desired (and predicted) partial outcome. The obtaining of identified requirements will allow the satisfaction of needs, which in turn will achieve positive changes in the well-being of a community.

Each one of these components has manifestations of variable magnitude and quality in every human being, all of which by aggregation configure the concept of well-being. In other words, well-being is the vivential expression resulting from the level of living, the level of health, the social condition, and the life-style experienced by man. Although each component of well-being is directly or indirectly af-



fectured by the use of goods and the delivery of services, there are clearly studied relationships, as in the case of the health level, which is directly modified by environmental health services, personal health services, and the use of food. The level-of-living component is directly modified by the possession of goods, whereas the social condition is directly modified by use of goods, education services, and recreation, which provide for a given status within the community. Education services directly modify some components of well-being, but its fundamental relationship is established with the mechanisms for producing, obtaining, and utilizing other goods and services such as food, housing goods, personal and environmental health services, and educational goods and services themselves.

According to the established definitions, the four components are mutually interrelated and conditioned, and at the same time that they produce well-being, they also are conditioning the inputs by a feedback mechanism. For example, smoking (life-style) leads to disease (level of health), which limits the work capacity (input).

This elaboration of the well-being concept has taken into account a set of elements and components that configure a model with a final output: well-being.

### Constraints to Action Plans

The four components of well-being (level of living, level of health, social condition, and life-style) are mainly determined by the degree of satisfaction of needs in the community through the use of goods and services. The difference between the optimal and the present satisfaction of needs allows the identification of those requirements that a program for improving the well-being must obtain through its action plans. The use of means (instruments,

mechanisms, resources, attributes, etc.) to obtain such requirements usually is hampered by constraints of different class and magnitude. For instance, the production increase, the income, health, education, marketing systems, and capital, are means of achieving the requirements for improving well-being. But those means cannot be freely used because of different kinds of constraints such as availability, accessibility, use and tenure of land, available technology, power (political, economic, etc.) distribution, present legislation, etc.

The analysis of constraints for using some of the above-mentioned means is one of the most important efforts being developed by CIMDER to establish the feasibility of its action plans. Such analyses are based on a value system generated from the knowledge that the technical committee has gained by permanent contact with the "campesinos" (peasants) during an uninterrupted period of 2 years. The participation of the community is, therefore, an indirect one in the sense that the members of the technical committee incorporate into their value system attitudes, beliefs, and values from the community by a dialectic interplay between the values of the professionals and those of the peasants, avoiding as much as possible any violation of the essence of their values.

This process of analysis of constraints is developed through the rigorous application of the scientific method to avoid as much as possible induced individual positions through ideological biases that necessarily are present in the development field. Furthermore, although the analysis of such constraints may eliminate or minimize them, the resulting strategies could not be applied without a clearly well-defined organization of the community to assure the participation of nearly all of its members for the improvement of their own well-being, as a product of their efforts, with the guidance and technical support of an interdisciplinary group.

## Rural Development in Korea: the Saemaeul Movement

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The Saemaeul Movement is a national modernization movement designed to develop the people and the self-sufficiency of Korea. The Movement is also designed to develop deeply rooted democracy along with national benefits and improved welfare of the people.

The Movement has three major goals: spiritual revolution, social reform, and economic development. The prerequisites to the realization of such goals are diligence, self-help, and mutual cooperation.

The Movement attempts to increase the production and income of the people by involving them in cooperative endeavours, and also hopes to achieve an income level of 1.4 million won (\$3500) per household in the rural areas by the beginning of the 1980s.

The basic direction of the Saemaeul Movement was suggested by President Park at the provincial governors conference held on 22 April 1970.

By October of that year, the government and the people had drawn up a list of program priorities:

- (1) reforestation of all the mountains;
- (2) enlargement of entries into the villages;
- (3) divergence of streams and brooks around villages;
- (4) erection of compost storage houses;
- (5) divergence of ponds for irrigation;
- (6) rearrangement of agricultural irrigation facilities;
- (7) cleaning and digging of drainage structures;
- (8) placement of common wells and laundry facilities;
- (9) initiation of an anti-rat drive;
- (10) beautification of village surroundings.

By 1972 the Movement had developed its system of operation and was able to begin three main projects: environmental improvements; spiritual enlightenment; and increasing production and income.

In 1973, all villages across the country participated in the Movement that now gave a higher priority to cooperative production and increases in income than to environmental improvements.

All rural villages were classified into one of three groups (basic, self-help, or independent) according to their development level in order to implement the Movement according to the characteristics and ability of each group. The projects were also classified by basic, supported, or income-increasing projects.

### Projects of the Movement

The projects for the Saemaeul Movement were classified into three sectors according to their aims and functions in 1973.

First were the basic projects necessary to all rural villages, such as Saemaeul cultivation, expansion of farm roads, replacement of roofs, and others for updating the living standards.

Second were supported projects whose components were reclassified into two categories:

(1) national land preservation: rearrangement of small urban areas, such as towns and townships and arrangement of water resources. These were taken care of by the Ministry of Home Affairs, which aimed to reinvest the better distributed wages from the public sector to the village people.

(2) cultural and welfare programs, such as the electrification of rural villages, construction

of rural model houses, placement of water supply systems and communication facilities, provision of medical services, etc., which were managed by the concerned ministries.

And third were income-increasing projects, such as reforestation, sapling cultivation, production of domestic industrial products, and the cooperative production product. Also the project of improving the production frame was included in the third.

### Effects of the Movement

The Saemaeul Movement is actually a multipurpose movement, which can be defined variously depending on what aspect is to be emphasized.

It is a villagers' campaign to improve their standard of living; it is a regional development movement; and it is a national movement because of the degree of participation.

Since the Movement was born in our country three years ago, our society has changed very much. Above all, the Movement has formed a strong positive mental attitude for self-help development of the rural areas. Secondly, the fundamental living conditions have been modernized and there has been an increase in income in the rural areas through using cooperation and modernization of agriculture methods.

The accomplishments so far have encouraged us to believe that, based on the foundation already constructed, we will be able to carry out the long-range plan, whose target year is 1981.

Through basic environmental and the simple income-increasing projects, the government has formed the base of the Saemaeul Movement. Through the production-base formation and the repeated income-increasing projects the government plans to bring in the self-supporting stage along with a standard environment and an expansion of production in the agricultural areas during the three years 1974-76. On the other hand, the government, stressing the production facilities and the income-increasing resources excluding those of agriculture, will do its best to realize national self-reliance during the five years 1977-81.

Thus by the target year of 1981, all the villages in the nation will be transformed into desirable standard villages with an income level of \$3000 per household through the farmers' own efforts.

To achieve these goals, the government has the following policies:

first, that agricultural products be increased and an increase in nonagricultural income be realized;

second, that a healthy environment required in the rural areas be provided;

third, that new income resources in the field of forestry conservancy and tree-planting be searched for;

fourth, that spiritual law and order be established by incorporating the Saemaeul spirit into the national philosophy.

### Priority Projects

The implementation of the Saemaeul Movement gives much importance to the spiritual enlightenment of villagers, and although some effort is being made in this area, it has less priority than the other projects.

The physical projects of the Movement, which have a higher priority, are:

- (1) formation of a production base;
- (2) increase in income;
- (3) forestry conservation and tree planting;
- (4) welfare projects.

### Government Support

#### (1) Basic policies of the central government

All the policies of the central government to be put into effect in the village will be effectively systematized and supported from the point of long-range development of the villages. The projects of each village should be coordinated and relevant to have a maximum effect, e.g., village-inside roads linked with farm roads, which are also linked with main roads.

#### (2) Patterns of government support

All the projects are classified into three types: self-effort projects by the villagers; common support projects; special support projects. Self-effort projects are those projects carried out through the villagers' self-efforts without any support from the government, e.g., the projects for barnyard manure production, time-limiting farming, and for making common funds.

Common support projects are projects that are to be carried out with commonly supported materials like cement, iron bars, etc., as village-inside projects, sewerage projects, and smaller irrigation facilities.

Special support projects are those projects carried out under the special support of every ministry that comprise with farm land consoli-

dation, rural community electrification, and the multiple-purpose projects.

*(3) Implementing policies of the local government*

All the policies of the local government will be pushed forward, concentrating on the formation of a village-oriented system.

Especially, the improvement of the administration system in Eup or Myon will consolidate the local government leadership for the effective guidance of the villages.

Projects that are being managed by the villages, including tree planting and sapling cultivation, will be advanced for expansion step by step by making local funds available.

Therefore, the projects will become smaller in scale, but on the other hand, the number of them will be increased.

The projects to increase income will be carried out by a number of ways so that the village people may save the funds to increase their income.

# The Integrated Rural Development Programme in Bangladesh

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The Integrated Rural Development Programme (IRDP) in Bangladesh is a scheme for replication of the Commilla Model two-tier cooperatives, which envisage a primary cooperative society at the village level and a Thana Central Cooperative Association (TCCA) as the supporting institution at the thana level. This program will be introduced throughout the country through phases for accelerating the pace of rural development.

The initial target is rapid agricultural extension by fully utilizing the local rural leadership through institutionalized cooperative methods. It would gradually extend its activities toward storage, processing, and marketing of agricultural produce, rural electrification, housing, sanitation, mass education, etc.

The basic objectives of this program are:

(1) to create institutional infrastructure for effective utilization of resources available for development through the two-tier cooperative model;

(2) to organize farmers into permanent cohesive disciplined groups for planned programs primarily aimed at agricultural development;

(3) to utilize institutional credit facilities offered and supervised by the TCCA's and to build rural capital through shares and savings;

(4) to select agricultural innovations and to promote adoption of such innovations by individual members through cooperatives;

(5) to study and experiment for further development and prepare plans for development in areas such as warehousing, marketing, processing, rural electrification, education, health, housing, etc.;

(6) to develop local leadership through participation in training by village leaders, man-

agers, model farmers, chairmen, and accountants organized by the TCCA;

(7) to organize the society toward democratic socialism.

## The Two-Tier Model: TCCA-KSS

The base of the two-tier model is the village society. The system is based on a process of developing and supporting the village societies as permanent institutions through discipline, training, and supervision on the one hand, and responsible democratic participation by the villagers on the other.

The TCCA is the federation of the village cooperatives. It is responsible for preparation of annual production plans; procurement of necessary inputs; distribution and realization of credit; and arrangement of supplies and services for implementing the program. But the most important function of the TCCA is training managers, model farmers, and chairmen of village societies.

## Phasing of the Program

Considering the need as well as the resource constraints, the IRDP has drawn up a plan for bringing 250 thanas under the purview of the program during the first 5-year-plan period as follows:

Year	No. of thanas	Cumulative
Up to 1972-73	-	89
1973-74	61	150
1974-75	50	200
1975-76	50	250
1976-77	-	250
1977-78	-	250

But in view of resource constraints and for consolidation of the program, the government

decided not to take up any new thanas in 1974–75. The cost of the program would be Tk (Taka) 313.85 million (\$39,231,250) as grant and Tk 1266.4 million (\$158.3 million) as loan.

## Organizational Setup

### (1) National level

For multiagency coordination, overall guidance, policy formulation, and resource allocation, a Rural Development Board (RDB) is suggested. This may be headed by the Vice-President with concerned ministers as members and a member of the planning commission as member-secretary.

For implementation of the decisions of this committee there may be an Executive Committee of the RDB with a member of the planning commission as Chairman, concerned Secretaries as members, and the Director-General of the IRDP as member-Secretary.

### (2) IRDP Head Office

The head office is headed by a Director-General. He is assisted by subject matter specialists as Directors in the field of administration and planning, finance and accounts, training and extension, research and evaluation, credit cooperatives and marketing.

### (3) District Office

The district office is headed by a Project Director, assisted by a Deputy Project Director, an accountant, and other supporting staff. The Project Director directly supervises the program at the thana level and reports to the head office.

### (4) The Thana Setup

The TCCA is responsible for implementation of the program in the field. The IRDP provides each TCCA with a Thana Project Officer, a Deputy Project Officer, and an accountant. They are the key personnel of the TCCA. The costs of the key personnel are borne by the government. Other staff, such as inspectors, assistant inspectors, and village accountants, are paid by the TCCA out of its own income.

The Thana Project Officer is the Secretary and manager of the TCCA, which elects its own managing committee. The managing committee is the policy and decision-making body.

## Achievements

### (1) Cooperative activities

As of December 1974, a total of 16,175

societies with a membership of 4,300,750 have been registered.

### (2) Capital formation

The farmers under IRDP have accumulated shares and savings of Tk 23.73 million (\$2,966,250) as of December 1975.

### (3) Credit Operation

The coverage of institutional credit is only 15% of the total needs. As a result farmers borrow from various noninstitutionalized sources (village traders, money lenders, friends, and relatives) at an exorbitant rate of interest.

Up to December 1974, Tk 122.1 million (\$15,262,500) have been distributed as short-term loans. Of this, Tk 68.29 million (\$8,536,250) have been realized. There is an amount owing of Tk 29.13 million (\$3,641,250) or 23.86%.

### (4) Extension Activities

The extension division has published and distributed a number of books and booklets among the farmers. It prepares course calendars and syllabuses for training managers and model farmers. It is setting up 20 demonstration farms for training purposes.

### (5) Training and Education Activities

The IRDP training program may be divided into two parts. The first part includes preservice training of key personnel, inservice training of key personnel and TCCA supervisory staff, orientation courses for the officers of the nation-building departments and rural development institutions. The second part deals with membership education programs under which orientation courses for TCCA managing committees, directors of apex organizations, training courses for managers, model farmers, and chairmen of village societies are held on a continuous basis. The Bangladesh Academy for Rural Development (BARD), the Rural Development Training Institute (RTI), the Irrigation Extension Training Centre, the Co-operative College, the eight Co-operative Zonal Institutes, and the Thana Training and Development Centres (TTDC) are used for training.

The most important aspect of the training program is the training of managers and model farmers. They come to the TTDC once a week and are given training in management, organization, accounting, and different methods of modern agricultural practices by the thana-

level experts under the auspices of the TCCA. They in turn go back to the villages with new ideas and experiences and share them with fellow villagers. This is a new method of extension and a sharp departure from the traditional method.

#### (6) Research and evaluation

The Research and Evaluation Division of IRDP is at the moment engaged in developing a data bank for use by the IRDP and other users through a series of benchmark surveys. This division is collaborating with the BARD and the universities for various research studies and evaluation.

#### Pilot Projects

The IRDP, although primarily concerned with increased agricultural productivity, is also concerned with other activities affecting rural life. It has, therefore, initiated pilot projects in the following fields: (1) construction of storage and godowns; (2) marketing and processing; (3) thana workshops; (4) rural industries; (5) rural electrification; (6) youth programs; (7) women's programs.

#### Assistance of International and Voluntary Agencies

CARE Bangladesh and USAID are at present collaborating with and assisting the IRDP in various projects, particularly the construction of godowns, education programs, and supplies of equipment.

#### New Projects

The following new projects are under negotiation:

##### (1) *FAO-IBRD Training and Education Program*

The program envisages establishment of thana training units and thana substations for intensifying the training activities of the farmers.

##### (2) *IDA Rural Development Program*

The government is currently negotiating with IDA for a more intensive and comprehensive program in seven selected thanas.

##### (3) *Integrated Rural Information Service*

This project hopes to strengthen communication channels with the farmers.

##### (4) *The SIDA Project*

The Swedish International Development Authority (SIDA) is interested in helping in various fields, particularly in the field of cooperative education and training.

#### Evaluation of IRDP

Since the liberation of Bangladesh, the IRDP has been evaluated by the following three agencies: (a) SIDA/ILO team; (b) Planning Commission of Bangladesh; and (c) Bangladesh Academy for Rural Development.

The government has, after careful consideration of the reports, accepted many of the recommendations.

## The Gonoshasthya Kendra Project of Bangladesh

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The Gonoshasthya Kendra (People's Health Centre) of Bangladesh is a project that is concerned with various aspects of rural life, all of which have a bearing on health.

The body responsible for running the project is a charitable trust registered with the Bangladesh Government, called the Gonoshasthya Kendra Trust. It consists of five members (one of them being the Project Director), who meet from time to time to review the progress of the project and make recommendations. Full executive authority is vested in the Project Director. The Trust was formed in 1972 to provide a solid basis for the project.

The project serves the area of Savar Thana, which comprises approximately 300 villages and a population of 200,000, most of whom are either farmers or farm workers.

The staff of the project consists of a Director, three medical doctors, a family planning officer, an administrative coordinator, as well as 35 paramedics, two handicrafts instructors, and four foreign volunteers plus support staff.

### Brief History of the Project

A team of doctors and helpers, led by the present Project Director, set up a field hospital for the care of wounded soldiers and refugees during the Bangladesh Liberation War in 1972. The team stayed together after the end of the war, and decided to start a rural project to tackle the problems of rural health along innovative lines as an experiment and as an indication of what could be achieved. The project, under the name of Gonoshasthya Kendra, was set up in Savar in 1972. It is still in the process of expansion.

Initially, the aim was solely to set up a health care service in a typical rural area. But gradual-

ly, in response to the real needs encountered in the course of medical work, the health program was supplemented with programs in family planning, agriculture, nutrition, and education and vocational training.

The nuclear team that originated the idea of the project and began to set it up was of purely Bangladesh nationality but not local to Savar. Subsequently, local people have been absorbed into the staff of the project (especially as paramedics); cooperation has been sought at all stages and received from people of all levels in the local community.

### The Project in Action

There is a very close rapport between the project and the local community, resulting from the presence of many members of the community on the staff, and from the fact that a large amount of the time of all staff members is spent in the villages, making home visits. Probably as a result of this, the attitude to innovations (such as contraceptive pills, or soybeans) has been much more positive than was at first expected.

A further consequence of the close relationship between project and community is that there has been all along an interchange of ideas: the project staff listen, as well as speak. The aims and methods of the project are subject to constant revision as a result of this.

The community has at its disposal excellent land (though it is owned mainly by a minority), but excess population. It has limited cash resources, a low employment level, a low literacy level (about 4% according to our own survey), and poor health.

The project has received funds from outside sponsors, but depends partly on local financial



support; it will ultimately become totally dependent on local income.

Some funds have been spent on unnecessarily grandiose buildings (at the wish of the sponsors). The funds received from outside have mainly been used for setting up the centre; the actual village community development work being undertaken is largely self-funded.

As the project is still in the process of creation, it is too early to judge the extent of its success. However, the project has provoked some favourable reactions in other projects in other parts of the country, and has also received considerable publicity and attention among foreign aid agencies. This again is the result of personal contact only. Many outsiders are received as visitors at the project.

## Achievements

Real achievements, in the form of social and economic changes that will permanently affect the well-being of the community in a positive way, necessarily take a long time to attain, and our project is less than three years old. However, significant success (comparing very favourably with results achieved in any other project, private or governmental, in this country) has been had in the family planning program (motivation of clients; a steady demand for the Pill, and also now for tubal ligation, which is evidence of changing attitudes) and also in the training of paramedics. Local women locally trained are successfully performing tubal ligations and other skilled work, which indicates the potential of ordinary local people as opposed to "qualified specialists" for solving local problems.

## The Thailand Rural Reconstruction Movement

Somchai Yoktri

*Rural Reconstruction Worker, TRRM, Chainat, Thailand*

The foundation for the Thailand Rural Reconstruction Movement (TRRM) was registered in 1967 and was accepted under Royal Patronage in 1969.

Using the concept of rural reconstruction according to Dr Y. C. James Yen, President of the International Institute of Rural Reconstruction, the work provides rural reconstruction workers (RRWS) to rural villages to help farmers improve their income, health, education, and to learn to become self-reliant. The RRWS began their work for TRRM on 1 May 1968. A group of 15 TRRM staff members was then sent for training for 3 months at the International Institute of Rural Reconstruction in Silang Cavite, Philippines.

Later, in September 1968, Chainat Province was chosen as the area of operation. Meanwhile, a survey of the villages and the selection of sites in the Sankhaburi District in which to establish the village centres, as well as an examination of the economic and social conditions of the area, were made and completed by December 1968. The RRWS were then sent out to work in the villages early in 1969, and the end of 1973 saw a completion of a 5-year operation between RRWS and the villagers.

The first 2 years were considered as a starting point of the operation, which has gradually expanded. In 1971 alone, 15 village centres were developed.

### Method of Operation

Qualified workers in agriculture, education, health, and cooperatives have been recruited and sent by TRRM to live in the villages to discover farmers' needs and to act as leaders and coordinators to urge the farmers to change

and improve their living conditions in the following ways.

- *Livelihood*

RRWS' help improve the methods of farming and gardening by introducing modern techniques in the selection of proper seeds that are better suited to soil conditions, and using fertilizers, water, and pesticides in a manner that conforms to modern technology. Moreover, farmers are urged to engage in other activities, such as raising swine and poultry, growing vegetables or other cash crops, or cottage industries such as mat or cloth weaving, pottery making, basket weaving, and carpentry, to earn supplementary income after the harvest is completed.

- *Health*

Because of the prevalence of sickness among the poorer farmers, they are being taught methods of preventing disease, keeping their houses clean, using proper types of toilets and drainage, digging wells for clean water, eating proper hygienic foods, and improving their general health. Farmers will also be advised of the techniques of family planning.

- *Education*

Education is promoted for children, youths, and adults so that they can use the knowledge gained to their own benefit. Education is the most important factor in achieving progress for the villages. TRRM advises and motivates farmers to adopt new attitudes, new ideas, and new technologies in simple forms to speed up their development and progress.

- *Group activities*

So far, villages do not appreciate the importance of group activity, which is one of the most important factors when they try to market their produce and to raise capital, especially for purchasing the supply of inputs for their production. TRRM helps the farmers to help themselves in solving the individual problems of the group in their locality.

Farmers are encouraged to discuss and debate their problems in groups by training them in community living.

### **Achievements**

During the initial period in 1969 TRRM operated in 13 villages in four subdistricts (Huey Krod, Tieng Tae, Poh Ngarm, and Dong Forn) of the district of Sanburi. Operations have now expanded to 30 villages of 11 subdistricts in 5 districts, i.e., Muang, Sanburi, Hanka and Wat Singha in the province of Chaimat, and the district of Nong Kayang in the province of Uthai-Thani.

Since the major occupation of the farmers is rice farming, TRRM directed its first efforts at improving productivity in this area. New methods, including better soil preparation and weeding, use of better seed, fertilizer, and insecticides, were introduced. In 1973, 306 farmers had adopted these new methods of rice cultivation in addition to those that already had been adopted in previous years.

In places where rice farming is unsuitable, farmers are encouraged to shift production to mung beans, soya beans, maize, watermelons, sesame, and animal husbandry.

In the field of education, TRRM first concentrated on promoting literacy by providing clas-

ses for children and adults. In 1973 TRRM received support from the government Adult Education Department to open classes in three places in Dong Korn and Prak Sriraja. There were 13 male students, 54 female students, and 8 teachers.

The TRRM maintained its activities in Adult Education (Grades 7 to 10) in five centres as before, but because of increased interest there were more requests for the establishment of this type of school in the province. Additional vocational-type instruction has been given in mushroom cultivation, fruit-tree growing, bookkeeping, and sewing. A total of 433 young women have received instruction in sewing and needlework.

With regard to public health, the medical team has rendered valuable service through its visits to examine and treat villagers and schoolchildren. Much progress has also been achieved in helping the village to install wells, proper toilets, and drainage systems, and in the acceptance of birth control techniques.

In the area of group activities, 12 credit unions have been set up with shares totalling almost Baht 251,434 (\$12,571) with 503 chartered members.

In 1973 there were 11 Buying Clubs established with 333 members, principally for making group purchases of fertilizers, insecticide, and seeds, with Baht 24,708 (\$1235) in shares. Goods bought amounted to Baht 315,900 (\$15,795) with a net profit of Baht 12,823 (\$641). One particular achievement of group activities is the reduction and total elimination in 1973 of buffalo thefts as a result of setting up Home Guards.

## The Community Development Service in Yogyakarta, Indonesia

Sartono Kartodirdjo

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The Indonesian experience in village community development goes back to the early 1950's when development programs in a modest form were initiated, such as the Lembaga Sosial Desa (LSD — Village Social Committee) in 1952. Its establishment was based on the recognition that development in material welfare should be balanced with intellectual or spiritual progress and that development work should create harmony and stability in the villages. This organization had considerable success and at present there are about 38,000 branches throughout Indonesia. One of the main aims of LSD is to strengthen the *gotong-royong* system as a basis of village life; as well, it encourages active participation by villagers in rural development.

During the time of its existence the LSD has developed into a more comprehensive program particularly when it was transformed into the main instrument for development at the village level by the Community Development Committee (PMD). Since 1957 one of the government's main institutional means of organizing modernization and development among the peasantry is the PMD. It is an institutional framework to support and sustain rural development with an integral approach in the sense that it is a general exercise in which all components in the system of development can be understood as important and appreciated for the part that they play individually and collectively in pursuing this approach. Committees have been set up in rural development at various administrative levels consisting of expertise in various fields to provide for periodic consultations and to consider plans and suggest methods for implementing suitable projects that lend themselves readily to concerted action in matters relating to rural

development. In this way coordination and integration of agencies and organizations represented at the operating level can be carried out. The PMD has built up an administrative system that at all levels up to the subdistrict becomes a means of implementing the government's rural development policy.

In its inception the Social Education branch of the Ministry of Education had as its main task to organize the nonformal education of the people. With a view to supporting national development it took considerable interest in adult education as a means of making women and young people functional in their society. This should be achieved by such activities as training and courses in various special skills, discussions, extension work, etc. These activities are expected to develop more social consciousness and a change in mental attitude.

### Integrated Rural Development

The idea of an integrated approach to rural development is at present in vogue. This is obviously an improvement on the sectoral approach. There is a tendency that development efforts starting with the latter approach will grow out into more comprehensive activities, including various aspects of development.

Obviously, rural development essentially requires an integrated and interdisciplinary approach. The very nature of the process of rural development and the size of the problem of promoting socioeconomic progress require that action be taken in sectors simultaneously and not independently of each other.

In pursuing the integrated approach coordination was practiced at the provincial level and at the regency level. Concerted action should as far

as possible be achieved at the operational level.

The comprehensive and integrated approach is evidenced particularly by the establishment and operation of the LPMD (Village Community Development Committee) at the provincial and regency levels.

Practical problems, e.g. introducing new varieties of crops, improving storage systems or housing conditions, may require expertise in various services. In the cooperative effort the experts are brought together to solve the problems. As specialists in their fields the different members of the committee have a contribution to make to an integrated solution.

### Rural Development Program in Yogyakarta

The main objective of the rural development program in Yogyakarta is to help entire communities to become self-supporting economically and socially. A fixed length of time during which community self-support should take place is applied to individual villages in the program. A feasible term is 48 months, during which enrollment can take place throughout the first 12 months and cancellations over the last 12 months. A 48-month schedule can be blocked out to accomplish economic goals in agriculture, animal husbandry, and fisheries, as well as social goals, which are mostly in the areas of public health and education.

This community development program is carried out by three bodies: the Village Community and the local government; the Foster Parents Plan in Yogyakarta; and the Institute of Rural and Regional Studies, Gadjah Mada University. The advantages of this joint project are:

- (1) to set up measurable development goals in the economic and social category within the resources and capabilities of the parties involved;
- (2) to evaluate the rate of development and keep the local government agencies advised on new requirements;
- (3) to measure effectiveness of actual development in terms of specific economic and social benefits; and
- (4) to monitor any system change resulting from rural development.

Here we encounter the problems of development in the Indonesian rural society in relation to change. The value system of rural society puts constraints on development. Values such as fatalism, familism, traditionalism, lack of entre-

preneurship, and achievement motivation are not conducive to a more modern economic and social development. However, the value system is not entirely static and change can be brought about to utilize the above development program. This change can be observed as occurring at a rate compatible with the system's ability to cope with alternations. To state it more concretely, in our goal of community development we do not want to undertake more economic and social development than the economic and social relationships in the village or group of villages can handle. Continuing observations and evaluation of the development program can help to keep the negative aspects from occurring.

Community workers are placed under the supervision of each District Office Head (Camat) who is also responsible for the work of a Community Development Evaluator. There are a total of eight community workers.

This Community Development Program takes the form of a Community Development Service (CDS) project assisted by local beneficiaries who will provide construction labour free of cost, help by youth farmers, Boy Scouts, and cadres of young adults organized by their communities to implement CDS projects.

In addition, CDS has the cost-free resources of government department expertise in agriculture and fisheries and Gadjah Mada University in health, agriculture, and animal husbandry. In carrying out CDS programs, consultations with local, territorial, and national officials are made to avoid duplication of regional CDS programs and the 5-year program.

### The Education Program in Karangmojo

Among many efforts in developing education made by the government are the following: (1) building elementary schools; (2) appointment of teachers; (3) revision and innovation of the curriculum; (4) founding development schools.

In the field of education CDS is embarking upon programs that are complementary to government programs; they include the following activities:

- (1) providing subsidies for the building of elementary schools, basic equipment for formal and practical education;
- (2) assistance in promoting scouting; practical education for dropouts; stimulating the establishment of village libraries; youth activities in art and sport.

## Integrated Approach To Local Rural Development in Indonesia

Ibnoe Soedjono

*Director General of Cooperatives, Government of Indonesia*

For more than 10 years, beginning in the late 1950's, the Indonesian cooperative movement weakened progressively because of inefficient organization and management, inadequate funds, disorganization stemming from political instability, and inflation. There were over 70,000 societies, mostly small uneconomic units, of which about 15,000 were Primary Village Agricultural Cooperatives. These numbers were reduced and the movement began to be reorganized with the enactment of "The Law on the Basic Regulations for Cooperatives in Indonesia," No. 12 of 1967.

After the BIMAS scheme, commencing in October 1970, cooperatives were involved in programs of agricultural production, in particular food production. The small village cooperatives were organized within groups of villages called "Village Units" as Village Unit Economic Enterprise or BUUD. By President's Instruction No. 4 of 5 May 1973 a Village Unit is defined as "an agro-economic unit of village society" carrying out four functions:

- (1) agricultural extension
- (2) credit availability
- (3) distribution of production requisites
- (4) processing and marketing of agricultural produce.

The government is developing the BUUDs into Koperasi Unit Desa or Village Unit Cooperatives (KUD), i.e., full-fledged multipurpose cooperatives carrying out all four functions referred to above. As of 15 February 1975, 50% of the BUUDs (1459 of 3053) have been converted into KUDs.

Through the BUUD/KUDs the farmers' income can be increased by their active participation in increasing production through an organized channel. The BUUD/KUDs also help

government carry out policy and create new employment opportunities in rural areas. Technically, it proves that new technology can be introduced and developed in the rural areas and thus it encourages the change of the people's traditional attitude toward modernization. The BUUD/KUDs are consequently able to act as agents of development and agents of modernization at the village level so that they form an inseparable part of the rural development and make themselves growth centres in rural development.

The BUUD/KUDs are inseparable from the people's agricultural development since their aims are to increase agricultural production in general and to increase the farmers' production and their respective incomes in particular. Therefore, the BUUD/KUDs try to develop their functions in providing production inputs for the farmers such as fertilizer, pesticides, insecticides, improved seeds, etc. To achieve the above-mentioned aims, BUUD/KUDs are always promoting and developing their efforts in marketing the farmers' agricultural products by providing themselves with production processing units such as rice milling units, drying grounds or mechanical dryers, and storage for the product as well as for fertilizer.

An impressive experience in the marketing of agricultural products is that with the market guaranteed by the government, with BULOG as its agency, during rice collection for the national stocks. A guaranteed price as well as a floor price fixed by the government has made the marketing efforts more effective and can directly increase the farmers' income.

With the aforementioned efforts to increase production and income through BUUD/KUDs

Table 1. Rice purchased and fertilizer distributed by BUUD/KUDs in 1973 and 1974.

Rice	No. tonnes	For	Value
1973	199,000	National stocks	Rp 10,147,500,000
	26,500	Local markets	(\$25,368,750)
1974	348,644	National stocks	Rp 3,299,049,050
			(\$8,247,622)
Fertilizer	No. tonnes		Value
1973	300,000 (75% of total amount of fertilizer fixed in the 1973 BIMAS program)		Rp 12,000,000,000 (\$30,000,000)
1974	431,077 (80% of total amount of fertilizer fixed in the 1974 BIMAS program)		Rp 25,864,620,000 (\$64,661,550)

it is hoped that a change of economic structure and marketing scheme in the rural areas will come into being and it is also meant to abolish step by step the role of middlemen who, before the existence of BUUD/KUDs, played an important part and were very influential within the farmers' life. The endeavours of BUUD/KUDs as agents of development constitute the basic element for future modernization and industry in rural areas.

It is a fact that since BUUD/KUD is an organization whose membership consists of farmers, it also serves as a direct means of communication between services or facility centres, as information centres for town government and the villages, and also a communication system between the village and the market. In this way, BUUD/KUDs also serve as input channels for modernization and more advanced technology. Besides, BUUD/KUDs serve as a forum in which people take part in the development and participate in decision-making on matters directly concerning the farmers' interests in the rural area. Thus, there is a two-way traffic system between information centres and the rural areas.

In the outline of the State's Policy (TAP MPR No. 4 of 1973) it is stated that cooperatives constitute a principal means of promoting economically feeble groups. Therefore, the cooperative programs within the integrated rural development are an essential part in the policy of national development and have been so declared to be by a political decision of the government.

Consequently, the government has been handling cooperative problems seriously, sup-

ported with adequate budget allocations and controlled by effectively coordinated governmental institutes covering various fields in which cooperatives need to develop.

Since their establishment, BUUD/KUDs have been activated to carry out the four functions previously mentioned, but it has been proven that marketing of agricultural products is the simplest activity to handle first before the three other functions. Initially, in view of the urgent need in 1973 to purchase rice to build up the national stock and for local markets, BUUD/KUDs were required to concentrate on processing and marketing of paddy and rice.

Table 1 shows the amounts of rice purchased and fertilizer distributed by BUUD/KUDs in 1973 and 1974.

At the moment, BUUD/KUDs are building additional storage facilities of 1000 units representing a value of Rp (rupiah) 2.5 million (or equal to \$6.25 million) with an input of Rp 1.5 million from Government guaranteed credit.

Besides activities in processing and marketing as well as distribution of farm inputs, BUUD/KUDs have also started distributing farmers' daily needs such as groceries, etc.

Beginning in 1975, other than rice production, BUUD/KUDs have extended their operations to cover fisheries, animal husbandry, handicrafts, etc.

In 1975, other activities in supplying credit to the farmers will also be initiated. The Second Five Year Development Plan has given renewed emphasis to the promotion and development of BUUD/KUDs through improvements in management, organization, finance, and marketing.

## An Integrated Approach to Rural Development in Malaysia

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In view of the multiracial characteristics of the Malaysian population the strategy of rural development in Malaysia starts from a political base. Therefore it has to have a political objective, which is geared toward the achievement of national unity.

Within this context, cultural, political, psychological, religious, language, and socioeconomic programs have to be planned and carried out. A long-term two-pronged strategy for the eradication of poverty and the restructuring of Malaysian society to correct economic imbalances, so as to reduce and eventually eliminate the identification of race with economic functions, has been spelt out by the Government.

To ensure that every citizen complies with this strategy, five guiding principles have also been spelt out: (1) belief in God; (2) loyalty to King and country; (3) upholding the Constitution; (4) Rule of Law; and (5) good behaviour and morality.

With this background, rural development aims to increase rural welfare associated with the achievement of:

- (a) those aspects of welfare that are commanded by, and therefore measured by, individual monetary income; for example, improvements in housing and diets, transportation (bicycles), and acquiring personal belongings such as jewelry;
- (b) those that are also measured by a "money yardstick," but that are not readily commanded by individual action in regard to expenditure of income; for example, improvements in public health, education, transportation, and communication facilities; and

- (c) those that are less tangible, for example, the development and expansion of social activities or a reduction in tensions arising from higher incomes and a sense of improvement.

An integrated approach in tackling rural development had been formulated through the Operations Room System and the Rural Economic Development (RED) Book Plan, which are meant to achieve, as the Prime Minister says:

"... a system suitable to her [Malaysia's] needs. We call it the Operations Room System.

"This System permits the Government, that is myself and my Cabinet colleagues, to be kept fully abreast of development progress and to be in a position to eradicate delays and to ensure that the entire development effort is geared to achieving results. The virtue of this system is that it enables Government leadership to be in complete control of the situation and at the same time the administrators are kept on their toes and on top of their jobs so that a high standard of co-ordination is maintained."<sup>1</sup>

The Operation Room System takes into account working teams in the form of committees at the national level, state level, district/subdistrict level, and village level. Development plans at each of these levels were formulated, and the plan that caters for the needs of the people at the village level is the National Development Plan. These plans are known as the "RED Book Plans."

Within this framework in which all government departments are involved, quasi-

<sup>1</sup>J. Victor Morais, S.B. St.J., ed., *Strategy for Action: Tun Abdul Razak — the Nation Builder*. Malaysia, Malaysian Centre for Development Studies, Prime Minister's Department, 1969. p. 110.



government agencies were also set up to cater for specific needs of the rural people relating to marketing, specific crops improvement such as rice, smallholders' rubber or oil palm, credit facilities, etc. Some of the examples of such agencies are:

FOA — Farmers Organization Authority, whose main functions are to provide credit for the farmers and inputs for production purposes and to some extent help in marketing.

FAMA — Federal Agricultural Marketing Authority, whose main function is regulatory and marketing services of agricultural produce other than rubber, oil palm, and padi.

LPN — Lembaga Padi dan Beras Negara (Padi and Rice National Board), whose main function is concerned with rice processing and marketing.

RISDA — Rubber Industry Smallholders' Development Authority, whose main function includes replanting of old trees, processing, and marketing.

MADA — Muda Agricultural Development Authority, whose main function centres in improving the production of rice through double-cropping on a regional basis specified as a MUDA area.

SADC — State Agricultural Development Corporation, whose main function centres around the development of new land for oil palm and other short-term crops for farmers' benefit.

MARDI — Malaysian Agricultural Research and Development Institute, which concerns itself with research.

FLDA — Federal Land Development Authority, whose function is to open up a vast tract of jungle land for planting of oil palm and

rubber for resettlement schemes for the landless rural people.

The essential ingredients in rural development through an integrated approach have already been laid down and have since been put into practice at various levels. This type of integration through committees at various levels could be termed "inter-integration."

It has been implied that to effect development, inter-integration, i.e., integration between the various government departments and quasi-government agencies, is essential. But delays are likely to occur due to varying interests and priorities that each of these departments and agencies have, and also due to the lack of knowledge as to the actual work involved technically in implementing a program for development on the part of the members of the development committees who are not directly involved in implementing the program.

Besides inter-integration, "intra-integration," i.e., integration within the Government departments and quasi-Government agencies themselves, is also needed.

Essentially the use of members from the various government agencies as mentioned earlier into working committees to solve particular developmental problems must be based on functional factors that are required for development, which in essence must take into consideration technical soundness, economic feasibility, and social acceptability of any development project.

In conclusion, a strong leadership must be present to provide a certain amount of power, flexibility, and guidance in relation to the area-coop-people continuum to achieve the socioeconomic objectives that ultimately contribute to attaining national unity, a political objective.

## A Multipronged Approach to Rural Development: the College of Agriculture Complex of Xavier University, Philippines

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The Xavier University College of Agriculture Complex is a multipronged agency for rural development that began in 1953.

The overall aim of the college is to help achieve the fullest human development possible for the more than 70% of the Philippines population who live in rural areas.

In addition to the College of Agriculture proper, with its experiment stations, Xavier University has the following integral units: (1) an extension service; (2) a cooperative-credit union promotion division; (3) an Institute of Market Analysis; (4) a Rural Communications Center; (5) a Rural Development Survey and Advisory Service; and (6) the Southeast Asia Rural Social Leadership Institute (SEARSOLIN). These are described below.

### *Extension Service*

This service bridges the gap between the formal university procedure results and the small farmer. It is an educational and motivational instrument in imparting the "ways" and "whys" of rural development.

The major areas of concern are: (1) farming; (2) cooperative organization; (3) home industry; (4) health, nutrition, hygiene, and sanitation.

The extension effort consists of a "team" approach to allow for a simultaneous impact on the multiple problems of development. The team consists of an agricultural technician, a rural institution organizer, a nutritionist, and a nurse.

The method has largely been through regularly scheduled seminars whose content has

been designed to impart knowledge and thereby to whet the appetite of the rural peoples for still further, continuing self-improvement. A further key function of this educational process is to unearth the natural leaders and to imbue them with a greater sense of responsibility for their community growth and to heighten their leadership skills for that role.

The extension program, in one phase or another, has helped in rural development in 19 provinces of the country, in Luzon, the Visayas, and Mindanao.

### *Cooperative-Credit Union Promotion*

Twenty years ago, Xavier University embraced the genuine cooperative as its major rural institution instrument for development not only as an economic tool but particularly as an instrument of change. Credit unions were established to enable the small farmer to have the means of acquiring any of the wide range of inputs needed for increased production.

As well, Land Survey Teams have been formed to help the small farmer establish his title to the land, which he can then use as collateral if he requires a large long-term loan from a commercial banking institution.

Cooperatives such as the Cattle Producing and Marketing Cooperative, the Poultry Cooperative, the Automotive Service Cooperative, and the Agricultural Supply Cooperative, were established to allow small farmers to have access to expensive equipment, trucks, fertilizers, agricultural chemicals, veterinary medicines, hand sprayers, etc.

To enable the small farmer to receive a considerably larger share of his output, marketing cooperatives have been formed that, through sharing the cost of transporting the products, fertilizers, etc., help to gain a greater return for the farmer.

### *Institute of Market Analysis*

In 1965, Xavier University set up the first Institute of Market Analysis in the Philippines. Its first function is to provide an on-going, long-range daily collection on prices and volume of more than two dozen of the more important food commodities coming into the Cagayan de Oro market. These data, cross-checked with information of the Bureau of Agricultural Economics, are used to chart price fluctuations in these prime commodities covering varying periods up to 3 years and beyond. Digests of price and volume information are broadcast several times daily over three stations and with such information varied planting programs can be quite safely proposed to the small farmers for maximizing their profit.

A second function, jointly with the Agronomy Department in particular, is to study what some of the possible new export crops might be that could be grown efficiently and what regional or worldwide markets could absorb them.

### *Rural Communications Center*

Since there has been a tremendous growth in the use of smaller transistor radios by small farming families, even in the more remote barrios, it was felt that this medium should be used for farmers' education.

In this Center, various types of technical education programs are scripted, produced,

and multiplied to bring the small farmer the recommendations stemming from locally applied research in agriculture. In addition, materials related to cooperative and better farming practices are published.

### *Rural Development Survey and Advisory Service*

Various units of government and church administration, e.g., provinces and dioceses, recognizing the need for planning prior to launching any developmental program, have asked for our assistance in formulating priorities and practical procedures, and extended surveys and rather exhaustive suggestions have been undertaken for 11 provinces and dioceses. In some instances we have been asked to provide the initial supervision of the plans adopted.

### *SEARSOLIN*

SEARSOLIN, started in 1964, provides a 7½-8 month course consisting of lectures and extended field observations aimed at a deepening of the principles of effective rural social leadership and a sharpening of their skills in utilizing several of the major developmental tools.

Candidates have come from 14 countries of South and Southeast Asia.

Eighty-five percent of the program is on a scholarship basis, and the sponsor of the trainee is asked to contribute 15%.

Subjects covered in the course include human social principles; rural community development; group dynamics; developmental economics; cooperatives; agricultural production; social change; social survey; leadership; political science; credit unions; and agricultural economics.

## The Buhi Rural Social Development Center Project, Buhi, Camarines Sur, Philippines

Teresita Silva

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The Buhi Rural Social Development Center (BRSDC) project is an offshoot of the efforts of St. Bridget's School in Buhi to make its programs relevant to the needs of the community it serves. The management of the school has always maintained that community development is a necessary component of its educational program.

In 1966, the school sponsored six lay people to study at SEARSOLIN (South East Asia Rural Social Leadership Institute) of Xavier University, Cagayan de Oro City, Philippines, to learn improved farm techniques, cooperative principles, and management leadership skills, and to be imbued with Christian social doctrines. These six lay people, after their training, formed the working nucleus of the BRSDC.

The project began when St. Bridget's School conducted an intensive adult education program together with courses in improved farm management with a group of 16 farmers in Buhi. The program was assisted by the Presidential Arm on Community Development through the provision of a P2000 (\$290) loan for buying fertilizers and other farm inputs for use by the 16 farmer participants. This group of farmers was able to double their produce that year, resulting in the increase of farmer participants to 200. These 200 farmers, largely through the intensive adult education program, participated actively in community affairs.

The farmer leaders requested BRSDC for assistance to other farmers in the area in the form of conducting an intensive farmers education program. BRSDC approached the Philippine Business for Social Progress (PBSP) (a private, nonprofit foundation established by businessmen to serve as private enterprise's

implementing arm for social development) for financial assistance in February 1972 and the project was approved for funding in April of the same year.

The direct beneficiaries of this project are the residents of six barrios in the Poblacion of Buhi and eight barrios outside the poblacion. The overall administration of the project is handled by the Board of Directors of the BRSDC.

### Project Aims and Categories of Interest

The main areas of family and community needs with which the project is concerned are:

(A) Economic self-sufficiency for the individual farmer through increased productivity by applying the principles of self-help and the cooperative movement. Programs under this area are the economic assistance program and the Buhi Producers Cooperative Marketing Association, Inc.

(B) Development of personal as well as social responsibility among the individual farmers toward their community and the nation in general through the organization of viable community groups with the necessary attitudes and skills for managing their socioeconomic development.

(C) Coordination of existing cooperatives in the area through the conduct of continuous education and training for cooperative officers and members.

The project is part of a larger ongoing program consisting of:

(1) community organization and community education, focussing on the residents of six barrios with particular attention to the farmers in these barrios;

(2) a fertilizer loan assistance program to a group of farmers who will be encouraged and trained to improve methods of agricultural production, manage the fertilizer loan capital formation program, and practice the principles of cooperative organization;

(3) to complement the fertilizer loan assistance component, farmers' classes in such subjects as improved farming methods, principles and organization of cooperatives, methods of capital formation and Christian social doctrine;

(4) an Economic Opportunity Program that aims to develop income-generating activities within the target barrios to supplement family income.

### The Project in Action

The BRSDC Project undertook specific programs that are relevant and that answer the expressed needs of the members of the community. The creation and organization of the BRSDC made use of indigenous community leaders and developed more indigenous leaders and organized viable community structures that could be utilized in solving community problems and needs.

The programs as implemented used the multi-sectoral approach in achieving its objectives. The project as a whole was not only concerned with the attainment of short-term objectives but even more with the attainment of long-term objectives such as those achieved through community education and training.

The programs as identified by the community were not dictated upon by any outside agency or group but were evolved from the actual and expressed needs of the community.

The success of the project did not depend upon any outside agency for help but success was largely due to the people's participation and involvement in the implementation and organization of the projects. No community development program can succeed without the affected community's involvement and participation.

PBSP assistance is in the form of financial advance, grants, and technical assistance to the project. The BRSDC is in turn responsible for project management and a financial counterpart of P384,180 (\$55,678) in terms of buildings and equipment. Total PBSP financial assistance to the project is P189,512.35 (\$27,466), of which P174,512 (\$25,292) was given as grant and P15,000 (\$2174) as financial advance.

However, the BRSDC project suffered from the following set-backs:

(1) Lack of trained personnel to undertake community organization work. This problem was compounded by the resistance of the community to persons who are not from Buhi, thus making recruitment of personnel limited to Buhi residents.

(2) The presence of New People's Army Members in Buhi has caused the suspension of meetings and barrio gatherings. Likewise, the misinterpretation of the Samahang Nayon program by the local government volunteer personnel who insisted that barrio meetings may be held only in connection with Samahang Nayon activities prevented the conduct of many community activities.

### Diffusion and Communication in Project Areas and Beyond

The 2-year PBSP assistance to the project has resulted in the identification and strengthening of 52 core groups in all the 14 barrios where the community organization (C.O.) workers operate. The C.O. workers are working with these groups to develop their leadership, management, and problem-solving skills.

The Fertilizer Loan Assistance program, which has assisted 464 farmers, resulted in the organization and registration of the Buhi Producers' Cooperative Marketing Association, Inc. (Buhi-PROCOMA) on 25 January 1973, with 121 incorporators. To date, the PROCOMA membership has expanded to 561 farmer-members with the members coming from 17 barrios, 13 of which are not within the project's target areas.

The continuing farmers classes in improved farm management and techniques and cooperative principles resulted in the organization of the Bicol Cooperative Training Center (BCTC). The BCTC is in charge of strengthening existing cooperatives in six provinces in the Bicol area and aims to establish a federation of cooperatives in the six Bicol Provinces. To date, the centre has sponsored 20 cooperatives training and education seminars with 447 participants representing 158 cooperatives in the region.

### Achievements

#### Social

The project through its community organization and adult education program has identified and strengthened 52 core groups in the 14

barrios under the project. Each group is capable of providing leadership management and problem-solving skills from the community.

The farmers, largely through the continuing seminars, have learned to verbalize their ideas and thus participated more actively in community affairs.

Community activities and projects heightened the social interaction between and among members of the community.

There is now a more open system of communication between community members resulting in the members' awareness of community problems and needs. Community members are reportedly less individualistic and participate more actively in the solution of problems and needs.

#### *Economic*

The Fertilizer Loan Assistance program was able to help farmers by giving easy credit terms in acquiring fertilizers and farm chemicals. This prevented the farmer members from securing loans from private lenders at usurious rates of interest. Furthermore, the farmers-beneficiaries of the program grouped together and formed the Buhi Producers Cooperative Marketing Association, Inc., with the end in view of solving their marketing and farming needs.

The Economic Assistance Program (EAP) has originally assisted only 20 members of the weavers group in giving loans as capital in their various projects. To date, the EAP is currently assisting 167 members of the weavers group, fishnet makers, abaca braiders, and nylon-craft group members. With an allowable loan of P50 (\$7.25) as capital per member payable in 4 months' time, the beneficiaries of the EAP are able to have as much as 75% turnover rate. The project, which started only as a measure to augment family income has now become the main source of income for the majority of the members of the weavers' group.

#### *Leadership Development*

The project was able to organize community structures and organizations for community planning and improvement. Likewise, it helped train leaders to assume leadership functions in their respective communities.

The C.O. workers work with the groups to develop their leadership management and problem-solving skills. In cases where the groups are assessed to be ready to function independently of the C.O. workers, pull-out strategy is planned and implemented.

#### *The Project is Continuing*

The project calls for extension into the third year of operations (1974-75) of the Buhi Rural Social Development Center under the management of the St. Bridget's School of Buhi, Inc. Year III operation of the project will consist essentially of two components: (1) community organization and education; (2) economic opportunity program.

Community organization and education work will consolidate its efforts to sustain and strengthen the 52 core groups started in the 14 target barrios. The C.O. workers will act as resource persons and will continue to be with people during Barrio Council and Citizen's Assembly meetings. In addition, the C.O. worker will strengthen the farmer leaders of PROCOMA groups, PROCOMA being an organization with members in 28 barrios in Buhi including the 14 target barrios.

The Economic Opportunity Program will intensify its training classes in swine raising and sinamay weaving, follow up its referral program on vocational training like dressmaking and tailoring given in coordination with the Bureau of Public Schools, and extend technical assistance to the basket weavers and fishnet makers in aspects of quality control, costing, and pricing, and introduce them to market outlets. The end goal of the EDP is to establish community-based workshops to coordinate economic activities in a given community.

## The Cebu Institute of Medicine Rural Internship Program, Cebu, Philippines

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It is presently indisputable that medical education is too hospital-oriented, and that there exists a great gap between medical progress and the delivery of medical care to the people.

In view of this, the Cebu Institute of Medicine provides a 2-month Rural Internship Program called the "Community Medico-Social Services" (CIM-CMSS).

### Project Areas

#### *Community-Based Community Medicine*

The barrio of Paknaan, 9 km from Cebu City and 1 km east of the north national highway, was chosen as the area for the community-based medicine project.

In a typically rural setting, this community of 636 families and 3667 people is chiefly engaged in cottage industries producing brooms, feather dusters, doormats, hangers, and brushes. Like other areas in the Philippines, the dependent age group constitutes the majority segment of the population. Educational levels are comparatively low and hence the chief occupation is cottage industries, giving 60% of the population an annual income of P2400 (ca. \$350.00).

There is electrical service but no piped water supply. Artesian wells scattered throughout the barrio fill the water needs of the barrio.

The tricycle and the jeepney are the chief means of transportation from the barrio to the main highway.

There are several industrial establishments in the area: an alcohol plant, a drug factory, a steel mill, an oxygen-acetylene plant, a foundry, a textile mill, and two poultry farms.

#### *Service Model Areas*

Four barrios of Lilo-an, Cebu, and one barrio of Consolacion are visited once a week by a team of interns playing the roles of rural health unit (RHU) members, such as doctor, nurse, midwife, and sanitary inspector. Each member of the unit takes turns in acting the different roles in a RHU in the various barrios.

#### *Hospital-Based Community Medicine*

Opon Emergency Hospital in Lapu-lapu City was selected as the base for interns assigned in this area. Two barrios located near the hospital are areas for their community medicine. These barrios are visited twice a week and for the rest of the week the interns work in the hospital.

#### *Urban (Slum)-Based Community Medicine*

Pasil and Ponce Compound in Cebu City are slum areas where the interns stay for 2 weeks. Free clinics are held twice a week at the Department of Social Welfare building in Ponce Compound. Family Health Aides help the interns in the follow-up of "priority" families (large families with low income, underweight preschoolers, pregnant and lactating mothers, and with a high incidence of morbidity and mortality) in Pasil where no free clinics are held.

### Objectives

The training activities undertaken by the CMSS are guided by the following basic objectives:

(1) to expose the student doctor to the significant aspects of disease and family life,

which are social in nature, i.e., the interrelated cultural, socioeconomic, and environmental factors influencing the pattern of disease and the attitudinal aspects of family life;

(2) to familiarize the student with the problems commonly encountered in community practice and to develop skills in solving such problems;

(3) to inculcate in the student his role not merely as a healer of the sick but also as a dynamic leader in initiating or catalyzing changes in the community for the improvement of the social and health status;

(4) to apply the knowledge and techniques acquired in the classroom, the hospital, and the laboratory to the solution of the problems of disease prevention, treatment, and the promotion of family health;

(5) to train the student in the epidemiologic approaches, community organization, research, and applied studies through the development of a service model for community health care;

(6) ultimately, the Cebu Institute of Medicine aims to become a resource in new approaches in the delivery of comprehensive health care.

### Activities

Medical interns of the CIM spend 2 months of their year-long rotating internship at the CIM-CMSS. They rotate in each of the four differently based community medicine activities for 2 weeks. Their activities include the following.

#### *Provision of Basic Health Services*

- medical care, mainly diagnostic and remedial, and follow-up
- control of communicable disease
- promotion of environmental sanitation through the "Home Development Project"
- maternal and child health care, with prenatal and postnatal clinics, well-baby checkups, and family planning services
- health and nutrition education, which is carried out in every phase of the CIM-CMSS program
- laboratory services, including routine tuberculin testing done in connection with the TB Control Program
- referrals to the Cebu (Velez) General Hospital and other health agencies for cases that require such services

- regular collection and compilation of vital and health statistics to keep track of the community health status

#### *Special Studies*

- surveillance: (a) through the study of case figures of the prevalence of two important diseases, acute gastro-enteritis and acute respiratory infections, to learn when to expect an epidemic outbreak; (b) of individual household water supplies through a spot map of the barrio to pinpoint and contain any outbreak of water-borne diseases
- medical economics: the cost of each prescription is estimated and recorded and costs are computed and averages per disease are taken; this gives an average figure necessary to treat a particular disease per family for any given year
- deworming: antihelmenthics are sold at cost to patients who have parasites; the actual cost of deworming per patient is thereby determined and the efficiency of the deworming medicines as well as their side effects are also made available
- dietary survey: interns take turns in budgeting, marketing, and cooking food for the entire group and keep records of food caloric and nutritional content as well as their own weight changes

#### *Special Activities*

- intensive family care for "priority" families
- clinical-sociological conferences, which involve discussion of all aspects of a specific case, with a follow-up visit to the family, during which specific recommendations are given to the family in the most tactful, diplomatic manner possible
- other conferences and lectures, which include talks on desired topics from residents and consultants
- feedback: once a week all interns meet to discuss their activities, problems, etc. to share experiences and to help solve problems met in the field
- deworming, as explained previously
- field trips, usually to industrial establishments to give the interns an insight into industrial medicine
- community grand rounds, which are done during the clinical sociological conferences follow-ups



- feeding of preschoolers in coordination with the Applied Nutrition Project and recording of the childrens' weights and heights
- physical examination of school children with follow-ups
- training of medical auxiliary workers
- social gatherings for themselves and for the barrio to learn of the culture, folk wisdom, and beliefs of the community.

#### Botica sa Baryo

To help the barrio people in the project area, the CIM-CMSS put up a pharmacy for the barrio, the "Botica sa Baryo." The president of the Cebu Institute of Medicine lent the Barrio Council P500.00 (ca. \$72.00) to finance the botica.

Procurement and replenishing of stock as well as the prices are regulated by the CIM-CMSS Center. The barrio provides trained personnel to dispense the medicines, and only prescriptions that come from the Center are filled by the Botica.

The profits realized are divided into two: one-half is saved to repay the loan and the other half goes to the Barrio Health Fund. This

fund will serve as loans for indigents who, at the time of consultation, cannot pay for the medicines used. This loan will be repaid by installments.

#### Laboratorio sa Baryo

To provide better health care to the barrio, the CIM-CMSS has brought laboratory materials within the reach of the people. Laboratory kits are handy, stocked with necessary reagents needed to perform routine laboratory examinations like urinalysis, stool examinations, complete blood count (CBC), Gram and acid-fast staining. This is brought by a team of health workers each time they visit a barrio.

#### Fees

As agreed between CIM-CMSS personnel and the Barrio Council of Leaders certain fees are asked of the patients. The amounts range from P0.20 (ca. \$0.03) for dressings to P2.50 (ca. \$0.35) for a CBC. The money realized from this is deposited with the Barrio Treasurer and this money can be withdrawn for purchases of supplies or for other health purposes.

Donations of any amount are also sought and constitute the revolving fund of the Center.



World Bank  
Various Governments' Policies  
on Rural Development

## Introduction

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Recent events around the world have shown us that we have now gone full circle in our concept of rural development. In the early 1950s, we thought community development should take a wholistic approach and so we had fourfold or manifold programs and "multipurpose" workers. But then at some point there was a disillusionment with this concept for it was too "multi" and not of much "purpose." It was mostly "process" and little of "product."

From there we went to the other extreme of embarking on single commodity production and promotional programs such as rice, corn, wheat, contraceptives, etc. Now we are all agog about *integrated rural development*. We are rediscovering the interrelatedness of factors. Integration in rural development, however, wears many faces and means many things to many people. At this conference we have heard at least as many versions as there are participants. We have integration of interests; integration at the organizational level; integrated approach; integration of research, policy, and action; integration of planning and implementation; integrated use of natural resources; integration of economic, social, cultural, and political factors; integration of public and private sectors; integration of subject matter; intra-integration; inter-integration; vertical integration; horizontal integration; and finally integration of women into the rural development process.

Parallel to these concerns in action programs, academia has gone interdisciplinary, multidisciplinary, and systemic in their research objectives.

In keeping with these attempts to "fuse," "get together," "coordinate," and "integrate,"

the donor agencies have organized consortia to deal with different problem areas.

From the integrated rural development projects we have described in this meeting, certain major observations may be made:

(a) whether the manifest objectives are well-being, quality of life, spiritual revolution, human development, etc., the initial thrust is almost always aimed at achieving some tangible results within a short span of time. One is impressed at the consensus that material gains are essential for the quality of life that everyone dreams of;

(b) it is amazing how much authority, power, and discipline are called upon to achieve coordination or integration;

(c) cooperatives development seems to be a universal strategy for organizing the rural poor. (One wonders at this point why in many countries cooperatives are the organizations for the poor whereas corporations are the major economic instrument of the rich.)

(d) rural development has become a legitimate and respectable role for the university just as research and evaluation has been accepted as a necessary component of rural development programs;

(e) most of the projects presented are or were pilot projects at some point and there were questions raised as to how long it would take for pilot approaches to become part of the mainstream of rural development. What are the mechanisms for the transfer of the experience especially when a particular project is so much identified with specific personalities? It was said that the strength of any private effort in rural development lies in the degree of permanence of the institution with which it works.

Behind every rural development project or program are government policies that essentially reflect a nation's values as defined and articulated usually by the nation's elite. How a program gets implemented and whether or not it is accepted is likewise a reflection of somebody's values. When a rural family rejects contraception, it is an expression of what they consider important or unimportant in life. There are also *universals* and *particulars* in what we regard as desirable in life. For exam-

ple, we can all agree on the basic material necessities such as food, shelter, clothing, etc. These are universals, in a manner of speaking. On the other hand, the kind of family life we want to develop, the role of women in society, and the status of the aged within a social system are examples of more particular objectives. One might wish that someday the measure of a nation's greatness would lie not only in how it provides for its youth but also how it cares for its aged.

## Summary of Policies

Based on the conviction that every policy should have an underlying philosophy, the Indonesian government is trying to develop the countryside based on the philosophy of economic growth with social justice. The fruits of development must be shared more equally. In this undertaking the government bears the biggest responsibility, for it is deeply conscious of the plight of its rural people. All units of government are mobilized, coordinated, and unified, and clash of self-interests must be overcome if the rural people are to be helped to help themselves. Because rural development must start from an economic base, agriculture is the main target of government policy. In the pursuit of this goal, nothing can be accomplished without organizations, and hence cooperatives are regarded as the only suitable organization that meets the needs of farmers who represent the weak and deprived group in the country. Although credit, support price, and a guaranteed market for agricultural products are useful and necessary, education and training have a very important role because the aim is to change the attitudes and mentality of the rural people.

In Bangladesh there is an institutionalized effort to provide bottom-up mechanisms for enabling rural people to communicate their needs and to participate in the formulation of national policies and plans. The government will go all out in the introduction of cooperatives throughout the country. Everybody will

become a member of the cooperative society regardless of occupation, and linkages will be established from one level to another. The Integrated Rural Development Program of Bangladesh is an illustration of how government policy has taken the Comilla pilot scheme for wider adoption in the country.

Korea's Saemaeul Movement focusses on the need to reduce the inequalities between the urban and the rural sectors of the country. One of its unique features is the concept of total participation: that is, nobody can be an outsider to the movement. The intellectual elites, professors, and scientists are involved both as "feelers" and communicators to government of problems in the countryside and as technical advisers to projects at the village level. Government officials are required to visit the villages under their jurisdiction to promote unity between the government and the villagers. A system of reward and recognition for effective Saemaeul village leaders includes an opportunity for such people to serve as trainers.

No one is exempt from training for the movement; hence ministers, vice-ministers, university presidents, and managers of private companies, etc., undergo the same training as Saemaeul leaders and they also wear the same uniform. The philosophy of democratic participation is substantiated somehow in the various strategies designed to link government policy to people's needs. To keep the Saemaeul spirit alive, a new development campaign is

launched every year and continuing participation, leadership, sacrifice, and environmental improvement are constantly being called for.

The government of *Papua New Guinea* probably offers the most fascinating study of all countries represented in the conference for it is very new and has just begun to enunciate its philosophy and articulate its policies. From a subsistence economy or a "society without technology" they were exposed to the materialism of the American soldier of World War II. Such an experience has contributed to the phenomenon of cargo cultism: the demands of the people for a greater share of the benefits of a material world. Unfortunately, however, one has to overcome the belief that such material goods will come without doing anything. The present program of government is being designed such that those who do nothing gain nothing. The desire is for people's participation in the development process. An Eight-Point Plan has been evolved based upon such ideas as: equalization of economic benefits throughout the country; improvement of rural services; decentralization of decision-making; small-scale activities related to village life, self-reliance, and self-help government; control of natural resources; and equal participation of women in the life, work, and development of the country. This Eight-Point Plan will be implemented by bringing services to the people. To counteract urban drift, there is a change in emphasis from high financial quick returns for large-scale projects in the urban area to rural development with smaller and slower returns but greater spread of benefits throughout the country. Rural improvement funds will be allocated to local government councils in line with decentralization measures. In the health field, focus is away from the large Western-type hospital centres in the rural sector.

Because of *Malaysia's* multiracial society characterized by bimodalism along ethnic groupings not only in the political and economic field but also by ecological differentiation, their approach to rural development is primarily shaped by the national need to correct the social and economic imbalances that exist along ethnic and regional lines. Since the Malays are mainly rural whereas non-Malays are mainly urban, the national development program stressed rural development as a corrective measure to achieve racial and sectoral

economic equalities. In the first two five-year plans, rural development was undertaken through the existing government departments. Emphasis was given to the building of rural infrastructures where much of the planning was based on the top-down strategy. With the advent of the need for rural institution building, the top-down strategy gave way to decentralization on the basis of smaller scale projects at the district and village levels. Government statutory bodies were created to implement rural development programs for particular regions. Rural organizations were established but instead of leaving them in the hands of rural people themselves who are inexperienced and unsophisticated in the ways of modern economic and social management, government officials (change agents) themselves actively manage these farmers' organizations. In the meantime local village leadership is being developed to perform this role someday. Perhaps *Malaysia* is more realistic in this respect. They do not expect village leaders to immediately take over as active managers of modern farmers' associations.

*Thailand's* experiment in democratic government is accompanied by a desire to reduce the inequalities between the rural and urban sectors. Land reform, distribution of more educational institutions in different parts of the country, expansion of health services, allocation of more rural development funds to local councils, and even a move to spend rural savings in the rural sector are underway. In the past only 25% of the rural savings were invested in the rural areas. Rural savings went to Bangkok. The new government has also provided an opportunity for the professionals (the intellectual elite) to contribute their ideas in the development of new laws and new programs. The notion of a completely free enterprise economy appears to be leaning more toward democratic socialism with more controls being considered so that greater distribution of resources may be effected. Otherwise, under a completely "free-wheeling" policy, the rich, the powerful, and the big enterprises will continue to reap all the benefits from development.

The government of the *Philippines* has declared as a matter of policy that the national and local governments shall be indispensable partners in the development of the nation. This policy takes into account the importance of improving the administrative capabilities of

local governments in planning and implementing development programs geared toward the attainment of national goals and priorities. It considers the need to develop and strengthen communities and institutions on a people-government partnership to achieve national progress. Likewise, the promotion and organization of cooperatives is regarded as vital in attaining an equitable distribution of income and wealth. In addition, there is a program designed to develop local leadership and to encourage citizen participation in promoting socioeconomic advancement based on comprehensive planning, which includes environmental planning. Complementary to these efforts to strengthen local government and to develop rural communities are programs of land reform, agricultural productivity, health, applied nutrition, educational reforms, popula-

tion, rural electrification, and infrastructure development in the rural areas.

In general, all the governments have policies designed to promote rural development and to allocate more resources to this sector. The rural-urban imbalances and the inequalities in income distribution seem to have motivated them in this direction. All of them aim to enlist people's participation in their own development. Rural organizations, mostly cooperatives, are the major institutional mechanisms being developed for this purpose. Every government professes a concern for decentralization in decision-making and for an improvement in the quality of life of rural people. Efforts are being made to prevent the further aggravation of the urban drift problem.

# Summary of Session on “Potentials for Regional Cooperation”

## I Research

- In recent years great strides in specialization in both human and technical advances have occurred. These new resources now provide opportunities for experimentation and implementation in achieving integrated development.

- Another challenge in socioeconomic planning is building up infrastructure by using the existing bureaucracy, which is strongly supported at high levels of decision-making by specialized technocrats. In their development, many countries are presently at this development-technocrat stage.

- Basic to success is the need to mobilize the people in the development process. How can they help in target setting, in involving both public and private sectors, in achieving shared power and shared respect? Integration calls for developing human skills — these are more difficult to acquire than, say, industrialized skills. How is integration measured? Here social science has much to contribute.

## Discussion

In the past, economists have had development planning much to themselves. We are now realizing this shortcoming; applied social research is essential in all planning. Identified teams of social scientists in the region would be a most useful resource.

Social research could concern itself with examining life-styles, formulating behavioural indicators, with both program process and evaluation. Also, it is necessary for a country to do its own research as only a small degree of other research can be usefully transferred. Within the region the sharing of program experience is the most rewarding.

The seminar has barely touched on such needs as: what research is already available; what research can be listed as having priority; who will undertake it; who will fund it.

## II Training

(1) For whom: (a) senior-level officials (administrators, managers, project officers); (b) middle-level: semiprofessionals, supervisors, etc.; (c) lower level: field workers, surveyors, extension staff.

(2) Objectives: (a) training sharpens and shares ideas and skills; (b) changing minds and attitudes is essential; (c) training implies continual reeducation; (d) both in-country and foreign expertise should be used.

(3) Forms of training: (a) seminars and workshops at home and abroad (the latter should be planned, not casual junkets); (b) village-level observation and training — a big gap to fill is the commitment by professionals to serve in rural areas.

## Discussion

Using staff teams from abroad is economical and provides an in-country setting.

The seminar gives strong support to a proposal for planned study tours in the region, preferably with country teams consisting of both senior officials and field staff — preferably a rotation of visiting staff rather than the same old faces.

It would be helpful to have information on available development-training institutes and centres in the region. Participants are to receive the listing of available training centres from the UN Asian Institute for Economic Development and Planning, P.O. Box 2-136, Bangkok, Thailand.

## III Information Exchange

The seminar has demonstrated that exchange of information is stimulating and rewarding.

Face-to-face exchange of experience is unequalled.

The region might further discuss ways of exchanging information perhaps by considering a data bank on rural development. Other media besides print could be included.

## Recommendations

- That the participants continue the cooperation displayed at this meeting by:
  - (a) developing an informal association; and
  - (b) taking initial steps to formulate plans for a regional centre on integrated local rural development that would become a clearinghouse, an information exchange service, and a facility to consult on training; and that the Nutrition Center of the Philippines, as its Executive Director suggested, be utilized for this purpose.
- That this seminar bring to the attention of the governments or private agencies in those countries represented successful approaches in conducting integrated development programs as, for example:
  - (a) a specific program (nutrition, cooperatives, family planning, etc.) that demonstrates the effectiveness of cooperation with other agencies;
  - (b) a broadly based local development program in which all agencies concerned develop community aims and targets and pool their efforts in conducting the program.
- That governments recognize the need to incorporate nutrition as an essential and urgently needed component in national planning, not simply as a health requirement but as an important socioeconomic need.



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