

MANAGEMENT OF RURAL COMMUNITY DEVELOPMENT

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Land reform is probably the most important problem facing the developing countries. To realize the importance of land reform in the said countries, we can simply focus our attention on two points: (a) Two-thirds and in some cases four-fifths of the population of the developing countries subsist on agriculture; (b) the greater part of the national income of these countries is contributed by agricultural production.

We thus see that the economic and social systems of developing countries are based on agriculture and land. Land reform can potentially play a vital part in reshaping their economic, social and political structure.

The purpose of this article is not to discuss the importance of land reform, as this subject can be discussed and interpreted in detail from an economic, political or social standpoint¹. The problem of land reform (especially land ownership) and its bearing on the change in the socio-economic structure of the developing countries, has been widely and profoundly studied and analysed by various international institutions. The logical and sound researches made by the Marquette University in the U.S.A., with the collaboration of the Asian Foundation, regarding the nature of land reform and its results in most of the non-communist countries of Asia, are particularly interesting².

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1. For a brief discussion of the matter, refer to the following articles: "Land Reform and Industrial Development" in the Magazine of Iranian Industries and Mines" Chamber, Tehran, no. 2, August 1963, pages 4-8 (by Dr. Ali Mohammad Eghtedari).

"Land Reform in Iran", in the Quarterly Journal of Economic Research, Tehran, nos. 5 and 6, May 1963, pages 38-61 (by Dariush Homayoon).

2. Results of this research published in the following book: Walter Froelick (ed): «Land Tenure, Industrialization and Social Stability» Milwaukee, Wisconsin, The Marquette University Press, 1961). Land reform in southwestern Asia (Iran, Turkey, Arab countries and Israel) are not unfortunately included in this compilation.

What this article intends to convey in brief is the question of the management of the land reform program and the principles that must be observed by the Rural Development Organization for realizing the targets of the program, as it is established fact that the goals set by the program cannot be achieved in the absence of a well-equipped organization with the ability to meet the needs of rural communities and solve their numerous problems. Now that land reform in our country has already been carried into effect, and will, as a historical necessity, continue its evolutionary course, it is most important to set up the Rural Development Organization on a scientific basis, with due regard to the experience gained in this connection by other countries.

With a view to a systematic study of the principles of the Organization and the management of the land reform program, it is necessary first to define the term "land reform" and its aims and then deal with the criteria that should be observed for founding the Rural Development Organization and realizing these aims.

Land reform cannot be confined to affairs concerned with the system of ownership, occupation and exploitation of land, but must also cover other problems such as rural economy, taxes on cultivated lands and rural and co-operative credits. In other words, land reform covers all the changes which may improve the economic, social and political structure of rural communities and thus is instrumental in economic growth¹.

The need for defining the term "land reform" is all the greater as it is erroneously used as a synonym for "land distribution", whereas the former has a much wider application than the latter. Obviously one effective method of land reform (and in certain cases a requisite for it) is to amend the system of ownership of cultivated lands, and to modify the tenancy system².

Nevertheless, it cannot be maintained that in all societies land reform

1. Refer to source mentioned above.

2. Tenancy is a system whereby the farmer usually pays a fixed amount or specified part of his income to the owner in return for the use of land and water.

necessitates the abolition of the tenancy system. According to UN statistics, 75 per cent of farmers in England, 42 per cent in the USA and 25 per cent in Germany, do not own the land they cultivate. But the tenancy system in some of the developing countries has handicapped rural development. Some of the difficulties raised are: indirect management of cultivated lands, excessive rents, arbitrary discharge of the peasants and their constant obligation to the landlord. Furthermore, the tenancy system may hamper land productivity because: (1) The owner's share, though not bearing the cultivation expenses, amounts to a considerable part of the crops. Hence, the farmers may, for want of an effective incentive, refuse to carry out the reforms intended for increasing production; (2) The large share received by the owner may leave only the vital requirements of the farmers, with very little over for investment and improving cultivation; and (3) Wealth is tied up in land with the result that capital formation in this manner prevents productive investment¹.

Now that the object of land reform has, on a large scale, been clarified, it becomes an established fact that the main objectives of this program can be realized only if a well-equipped organization utilizing all its means and potentialities, takes effective steps for rural renovation. As the experience gained in India in this matter has rendered invaluable assistance in promoting rural development programs in other developing countries, it would seem appropriate to cite some examples of the mode of action and the results of the implementation of the rural development program in India, and expound the principles which should be observed in laying the foundation of the Rural Development Organization in Iran.

The Aims of the Rural Community Development Program of India

The rural community development program of India, which aims at changing social and economic life at a village level and realizing the following basic goals, was first carried into effect in October 1952²:

1. An overall development and elevation of the rural community.

1. U.N. Department of Economic Affairs, Land Reform, New York, 1951, P.16

2. United Nations; Community Development and Economic Development, Bangkok, 1960, P. 1.

2. Strengthening of the collective co-operative spirit in the rural community.

3. Promotion of self-help and social correlation so as to allow the public to run its own affairs, in order that the rural communities may emerge as self-governing units in the great democracy of India.

We thus see that the rural community development program of India was put into practice for the purpose of elevating, the rural life of India in every respect, through a special organizational mechanism based on financial and technical assistance from the government, as well as the co-operation and self-help of the rural community.

In order to achieve these aims, emphasis has been placed on raising the level of employment and production by adopting scientific cultivation methods, creating rural industries, extending collective co-operation and utilizing hitherto inactive man-power for the progress and development of the villages.

Rural Community Development Organization of India

In order to implement the rural development program, it is necessary to create and develop vast central and local organizations capable of acting systematically and efficiently.

In order to achieve speedy progress in implementing the rural development program in a vast country like India—a program which covered the majority of its population—it was necessary for the central government itself to assume full responsibility for drawing up the rural development programs, selecting and training the executive personnel and meeting the expenses involved in implementing the program. The central organization, which plays the leading role in drawing up the rural development programs, was formed as an independent organization, under the title “Department of Community Development and Co-operation”, supervised by the chief executive. In order to obtain the desired result from the implementation of rural development programs, three points were kept in mind:

First: the need for an efficient organization, equipped with capable

personnel skilled in leadership and the performance of technical services required for changing the social and economic structure of the rural communities.

Second: training capable village headmen for guiding organized self-helping groups in villages.

Third: establishing effective communication channels between the rural communities and the institutions mentioned in the first section.

These affairs and activities related to the drawing up of the rural development program, as well as co-ordination and supervision on the higher level, were assigned to the central organization. Nevertheless rural development in India is being carried out in a decentralized manner in the development blocks on a village level, as success in implementing the rural development program depends upon public participation in taking decisions to ensure local requirements.

For this reason, it was deemed necessary to set up development blocks and block development institutions, in addition to the central and district organization¹.

So that the rural development program could be implemented, India was divided into numerous blocks, with due regard to geographical, social and ethnic considerations. The development block is a nucleus whence development radiates to the villages. For this reason, the development blocks were divided into two distinct groups: (a) Various experts in agriculture, education, health, rural industry, roadbuilding etc.; (b) Village headmen, each of whom supervises several villages.

The duties of the experts mentioned in part (a) consist of preparing

1. At the present time India is divided into more than 300 Districts, each district being inhabited by about 1.5 million people, and including over 2000 villages. A district is a large governmental unit which, in addition to its numerous administrative functions, performs services related to [public health, education, marketing and so on for the rural areas. A development block is a division between district and village and, as a rule, contains about 100 villages.

various development projects in their respective blocks, guiding the headmen in assisting subordinate villages, and giving necessary advice. The headmen are trained in development block centres, but serve on a village level. Their duty is to guide the farmers and collaborate with the local councils and institutions in the villages.

The center of gravity of India's rural community development program is the village. The principle of democratic decentralization necessitated the establishment of local institutions and councils on a village level. Such institutions and councils may assume various shapes. The members of the village council are elected by the villagers, and important decisions on various rural development problems are taken by the village council. In addition to the village council, it was necessary to establish other institutions, such as the rural co-operative society (which is actually in charge of the economic affairs of the village), and schools, which constitute the educational organization of the village. The headmen are in constant contact with these institutions and councils, and the task of guiding and directing the farmers is performed through them.

In addition to the village council, two other councils were also formed in each block:

1. A council comprising the representatives of development blocks and village councils, and some government officials.
2. A council formed of district council chairmen and representatives of certain government organizations. This council has an advisory function and also controls the operations of other development councils.

India's experience

As already stated, the rural development program of India started in October 1952 and by 1959 embraced about 56 per cent, of its rural communities, 40,000 development blocks having been formed by the year 1964.

The object of the rural community development program of India is to bring about an overall advancement and progress in rural life. For this reason, it embraces a series of reforms in the various fields of agriculture,

education, health, training, employment, occupation and the betterment of social affairs in rural communities. In addition to the independent central organization, which is responsible for general planning, as well as guiding and co-ordinating rural development activities in the vast territory of India, other organizations have also sprung up for carrying out pertinent activities in the development blocks and at a village level.

Although the foundation for the organizational mechanism of these institutions has been laid by the government, and considerable sums have been paid out by the public treasury as financial and technical assistance, the government authorities still rely on the co-operation and active participation of the villages themselves for achieving the objectives of the rural community development program. Therefore, the organizational mechanism of the rural development program in India is based on two principles: (1) decentralization according to democratic standards; (2) local participation on the basis of « self- help».

Obviously, it is not an easy task to expand the development program to cover all the rural areas of India, owing to the shortage of experts and capable officials as well as limited financial resources.

For this reason the government, utilizing its past experience, drew up a project for the expansion and extension of the rural development program, including the following three stages:

1. The re- extension phase, scheduled for one year. During this period a number of specialists planned the foundation for agricultural extension operations. The reason for starting the program with agricultural extension was that the methods and techniques of extension are well- known; by showing, in practice, how to employ these methods for increasing productivity, the rural population could be inspired with confidence in the development program.

2. During the second phase, for which a period of 5 years was allocated, the number and type, as well as the scope, of development activities were augmented.

3. During the third phase, which again was to last 5 years, the scope of development activities in various blocks, and the financial aids for agricultural extension, were roughly the same as in the second stage (para. 2 above), but with reduced assistance for communications and education.

We thus see that a change in the economic and social structure of the rural life of a vast country like India, which is made possible by government technical and financial aid and public initiative, requires time. Hence a period of over ten years was contemplated for attaining the desired results. As the object in view is to enhance the mental and creative power of the rural population, the scope of development activities should keep pace with the individual's training potential.

As shown by the evaluation of the results of the 5 year development activity in the Ghosi Development Block, the most striking result has been a marked change in the state of mind and social values of the rural population. Examples of this evolution are:

Employment of modern production techniques instead of the old ones; changing public opinion towards economic affairs (as evidenced by the nature of expenditures and increase in production cost); establishment of rural co-operative societies for agricultural production and packing; selection of young men from among the lower classes to act as leaders; and, most important of all, creation of a spirit of co-operation for the bettering of the social and economic condition of the villages through the building of subsidiary roads, qanats and recreation centres. It is the creation of this same spirit of self-help and co-operation, backed by the government, that has enhanced the hope of a change in the social and economic life in rural communities.

It should be pointed out that despite the social changes brought about by implementing the rural development program in some of the villages of India, no appreciable increase in agricultural productivity has been achieved. One of the reasons given for this is the continuance of large-scale landholding in parts of India, and the lack of adequate speed in implementing

1. United Nations; "Community Development and Economic Development"; A case Study of the Ghosi Community Development Block, Uttar Pradesh, ECAFE, FAO, Agricultural Division, Bangkok, 1960.

the land reform program throughout the country. Moreover, numerous other internal and external factors (such as the question of leadership, population increase, external problems and the government's limited financial and technical resources for helping the farmers) have had a part in preventing the speedy increase of agricultural productivity. Obviously, an accurate evaluation of the results of the implementation of the rural development program cannot be made without regard to the above internal and external factors.

At any rate, our object in mentioning the above points was not to present India's rural community development as an outstanding achievement. But as this program rests on a solid foundation and is being followed as an example by some of the developing countries, it seemed necessary to explain it in brief in order to compare it with the rural development program in Iran.

RURAL COMMUNITY DEVELOPMENT PROGRAM IN IRAN¹

Background of the Development Organization

It is some time since the idea of setting up a rural community development organization in Iran came into existence. In the year 1937, an organization styled « Community Development Department» was founded for promoting rural development and social affairs, as per the law passed in Aban 1316 (Oct. - Nov. 1937). After the outbreak of the second World War development activities during the period 1941- 1952 came to a standstill. Late in July 1953, upon approval of the Bill for formation of the state Development Institution, this institution undertook to carry out the Farmers Increased Share Law, which had been passed towards the end of 1925. According to this law, 20 per cent was to be deducted from the landlord's share, out of which 10 per cent would belong to the farmers and the remaining 10 per cent delivered to the Rural Co-operation and Development Funds, to be used for the development purposes provided by the law, with the approval of local councils. In the year 1953, the rural development movement was revived through the financial and technical aid of the U.S. government.

1. Report of Research Group on Problems of Agricultural Economy of Iran, Land Reform Section; Published in this issue.

According to the agreements concluded under point 4 for granting loans to the village councils, training development specialists and providing the required facilities, development activities were started in some villages of Iran. But despite the all-out efforts made for community development in villages, the rural development program achieved no outstanding success. 1

This setback was due to the lack of co-ordination between the various development activities at village level, deficient organization and management of the rural development program, and the undefined limits for the duties and responsibilities of the development experts, as well as the lack of communication channels with the local councils and government authorities.

As proved by the writer's personal experience, two problems have been mainly responsible for the failure of the community development program:

a. Selection as experts of a number of employees of the Ministry of the Interior, who lacked the knowledge and character required for carrying out their assigned duties. These employees, after receiving a short training course, drove out to the villages in jeeps of the latest models (and since they were not even skilled in driving they were frequently involved in accidents). They lacked the ability to lead or morally influence the farmers; and since they did not feel devoted to their task and could not stand the rough rural life, they were unable to induce the farmers into collective co-operation. Another reason for the failure of the community development program was the lack of incentive. The farmers, who mostly owned neither land nor water, and enjoyed no definite rights in their farms, saw no purpose in collective endeavour and co-operation based on the principle of self-help in order to develop a village which belonged to others. The members of the village council were often chosen by the landlord and were under his influence. Hence they put the owner's interests before those of the general public, and many small-minded landowners prevented the fruition of social reforms in order to maintain their supremacy. Again, a number of foreign experts, without regard to the farmers' cultural background and social values, emphatically recommended special methods that were in no way

1. The writer was chief of the point 4 Development Department in Fars in the years 1953-55, and some of the points brought up here are the result of his personal experience.

compatible with local conditions.

In the year 1955 a new law was passed for the Development Institution, by which the contribution towards community development out of the landlords' income was reduced to 10 per cent and in practice they refused to pay even this 10 per cent.

In the year 1956, another law called the « Community Reform and Development Law» was ratified. According to this law, the development contribution was again reduced from 10 per cent to 5 per cent and the budget of the Development Institution was included in the « Special Accounts» projects, which were jointly financed by the governments of Iran and the U.S.A. Although the transfer to the Development Trust of some of the point 4 projects (such as the projects for community reforms, construction of houses, co-operative and cottage industry training) was an impetus to greater centralization of development activities, the scope of development operations was limited in the villages. Such a limitation in development activities was mostly a result of the then prevailing political changes and the influence exercised by landowners who were themselves members of parliament.

The Present Development Organization.

After the enforcement of the Land Reform Law, the government took special interest in the question of rural development. According to the bill for the Formation of Village Councils and Rural Community Development, which was approved in 1953 by the council of ministers, an organization was set up at the Ministry of the Interior, headed by a Director General, under the name of « General Department for Village Community Development » to replace the Development Institution. The central organization of this department consists of the following sections: Financial, administrative, donations' affairs, council and training affairs as well as technical services, (under the supervision of three assistants: administrative, technical and social).

Moreover, four development zones have been created throughout the country, each of which, headed by a fully authorized superintendent, supervises the functions of the development officials and departments under its own jurisdiction.

In addition to the central organization and the zones, another department called the « Community Development Department » is being established in each administrative division of the country (province, governorate, township and district). The development department of the province or the governorate-general will supervise the development departments of the dependent townships. Likewise, the Development Department of the township will supervise the activities of the district development departments. Arrangements have also been made to have the chiefs of the development departments of townships, governorates- general or provinces act, as far as possible, as assistants to the governor and governor- general in managing rural community development affairs. In addition, the country has been divided into a number of development blocks. The total number of villages in a zone which, so far as the implementation of the development program is concerned, are homogeneous, form a development block which is managed by a chief whose functions consist of : preparing a plan for guiding the village headmen and supervising their affairs; creating harmony between the various activities of the block concerned; and establishing relations with the technical experts and employees of government institutions for ensuring the requirements of the villages.

The headman acts as a leader in community development affairs. He also makes it possible for the farmers to utilize the services of various experts such as agricultural extension workers. The headman, who supervises a certain number of villages, puts the required information at the disposal of farmers by direct contact with the village council, and guides them in performing their social duties by holding instructional meetings, and by various other means.

According to the Bill previously mentioned, the Ministry of the Interior is obliged to complete its task of electing the village councils throughout the country within a period of 2 years. As per the provisions of this Bill, the village council is made up of 5 members who are elected by majority votes for a period of three years. Its many functions, which are performed with the guidance of headmen and the approval of the development department and the councils provided for in the law, include collaboration with co-operative societies, expansion of education, promotion of health, repair of

thoroughfares, creation of the required buildings, development of rural industries, collaboration with extension agents and the supply of electricity and water. The cost of implementing these projects is financed out of a levy of 2 per cent on agricultural and other incomes earned in the village, plus the government's contributions within the limits of technical and financial possibilities as per the provisions of the law.

To enable the exchange of views on village development and the study of proposed projects, councils are formed (with the membership of chiefs of departments and representatives of local organizations) in the district, township, governorate- general headed by the district governor, and the governor-general respectively. Co-ordination of the projects and the approval of the development programs of village councils have been entrusted to the councils concerned as provided by law.

Views and proposals for reform

Although the Iranian organization for « community development of villages» has apparently been founded after the style of the « Development and Co-operative Organization» of India, and has followed the latter country even in selecting organizational titles (such as development block, etc.) nevertheless, for the reasons briefly explained below, our Rural Community Development Organization lacks the required spirit of vigour and solidarity to take long and effective strides towards reshaping the mode of life and carrying out basic reforms in the rural communities of Iran. It seems appropriate to give some further explanation of the basic elements of the management of rural community development, and to point out the existing defects and shortcomings by evaluating the present organization and its policy according to scientific principles and standards.

The aim of the Rural Community Development Program

In order that the drawing up, implementation and control of a program should succeed, the aim or aims should be put forth so clearly as to show the direction to be taken in individual and collective activities for obtaining the desired result or results.

In drawing up and implementing the rural development program we need to have a definite and specific ideology, i. e. a philosophy underlying the program and justifying its implementation as against the various other programs. In discussing and making judgments about the ideology of a program, a profound study should be made of its social aims and, if necessary, the methods used for attaining these aims.

First of all, the ideology or philosophy of the rural development program should be entirely clarified and the main outlines drawn.

Fortunately there is unanimous agreement in this respect among all the scholars and competent authorities who have studied the various rural Community development programs. Their opinion is that profound social evolution in a democracy is possible only through « Democratic Decentralization », promotion of the principle of « self-help » and collective collaboration¹. The aim of the rural development program is not only the betterment of the material condition and the way of living of rural communities but, far more important, the creation of integrated local groups, capable of solving their problems with an undaunted spirit. For this reason, the rebuilding of Iran should be started with the huge rural masses which form the bulk of the country's population. Real democracy can be created in Iran only when these vast social classes are able to command their destiny not only from an economic but also from social and political viewpoints.

The Marquette University research on the results obtained from the implementation of land-reform programs in most of the non-communist countries of Asia (referred to in the first part of this article), shows that there are few countries where the implementation of these programs has caused an increase in agricultural productivity. But its noteworthy result, in some of the countries under study, has been the awakening of the vast rural classes to perform their great political and social duties with the purpose of rebuilding their country.

The land reform program in Iran, in its vast and vital concept mentioned above, has not been properly grasped even by the government organization which enforces it. Hence, it is necessary to propagate and

1. Refer to the following article: "Harold F. Kaufman; Rural Community Development in India, *Community Development Planning*, no. 9, 1962.

promote, by various means, the real aim of the land reform program, which consists of an overall development of the rural community by strengthening the spirit of collective co-operation, based on the promotion of «self- help » and social solidarity, so that the rural communities may emerge as self-sustaining administrative units in the political scene of Iran.

Rural Community Development Program

In attaining the vital aims mentioned above, planning is imperative. The purpose of this planning is to provide for operations which will make it possible to achieve the desired aims within a specific period. Undoubtedly, the realization of the aims of rural community development necessitates the projection and carrying out of a series of large- scale activities in various fields, such as education, health, agriculture, rural industries, co-operatives, construction and communications, and the providing of water, electricity, credits and so on.

The Rural Community Development Program should be comprehensive, centralized and co-ordinated. This necessitates: first, including in a single program all the various operations and activities contributing to the achievement of the desired ends. Second, centralizing the drawing-up of this program in a single institution. Third, ensuring harmony, without contradiction or duplication, between the various activities necessary for attaining the aims of rural development.

Unfortunately, in the preparation of the rural development program of Iran, the essential conditions mentioned above have not been observed. Although a series of useful initiatives, such as the mobilization of the Health, Education and Extension Corps, have been taken in rural Communities, the fact that such activities have not been included in a single program, nor planned in a single institution so as to ensure harmony and co-ordination, has resulted in a waste of human and financial resources, with discord and rivalry replacing harmony and co-operation. Consequently contradiction and the blurring of demarcation lines between different duties have made it difficult to attain the desired ends.

Organization for Rural Community Development

In drawing up, implementing and controlling the rural development program, it is necessary to create a vast and efficient organization in which all the development activities and duties involved are distributed among its various units, according to the principle of specialization and technical competency, and a suitable procedure must be adopted for co-ordinating specialized activities. The principles and criteria that must be observed in setting up the Rural Community Development Organization are briefly outlined hereunder:

1. The planning, execution and control of extensive development programs that are linked with the fate of over two-thirds of the country's population, necessitate the creation of a powerful independent organization under the direct supervision of the Prime Minister, with all rural development affairs being centralized therein. Obviously, this centralization will prevent contradiction and confusion of duties and will facilitate the co-ordination of development activities; and by specifying responsibilities, it will ensure leadership and control of these activities for the purpose of achieving the desired ends economically.

At the moment, a series of rural development activities are being carried out by various government departments and organizations in our country, each one of which is, in its place, useful and necessary. However, owing to the lack of coherence in leadership and decentralization the task of co-ordination has become a difficult one, and the communication channels between the various departments and organizations, each responsible for carrying out part of the development activities, are not of a clear and distinct nature.

If we admit the existence of these deficiencies, it is necessary to integrate in the Ministry or the Independent Rural Development Organization, all the existing organizations which directly carry out rural development activities (such as the education, health and extension corps, agricultural credit and co-operative societies, rural co-operative and educational societies and so on).

It is also necessary to establish specialized units for investigating the manner of meeting the various requirements of rural communities, under the direct supervision of the responsible authority in the Ministry or the Independent Organization proposed, whom they should help in laying down a general course of action for rural development.

2. The laying down of the course of action and drawing up of a general program for rural development, as well as the task of supervising its implementation, should mostly be performed in a centralized manner. Nevertheless the carrying out of various development activities should, as far as possible, be decentralized. For this purpose, it is necessary for the community development organization (like the development blocks) to supervise and approve the development projects (within the framework of the general program and the course of action laid down by the central organization) in the least possible time, without going through lengthy administrative channels. However, owing to the vast expanse of the country, there is no objection to establishing a regional development organization for supervising the activities of the subordinate development blocks, co-ordinating their activities and furnishing them with specialized and technical assistance.

At present, the study and evaluation of various stages of development plans by numerous authorities through the organizational hierarchy has rendered communication channels so lengthy (at times quite complex and ambiguous) that the approval of development projects is effected with great delays.

3. The «development block » constitutes the centre of gravity of the Rural Development Organization. It is a centre whence development activities branch out into the villages and the operations of subordinate villages are harmonized and controlled. For this reason, the development area should be equipped with two groups of personnel: (a) A number of experts in various fields such as education, health, extension, co-operatives, rural industry, construction, road-building and so on, to be stationed at the centre of the area to give the village agents professional advice; (b) a number of village agents, each one being in charge of several villages. The

agents will be trained at the centre of the development block and have the instructions carried out in the villages under their jurisdiction. They will perform their duties of guiding the farmers through the village council and other local councils, and by collaborating with other institutions such as co-operative societies and schools.

In the present structure, although a number of development blocks have been set up, these are not yet equipped with a technical staff and competent village agents. What is more, their relationship, from the standpoint of communication, with government departments and councils above the village level, is not quite distinct.

Leadership and Control of the Rural Development Program

What is important in the implementation of the rural development program is the education and training of individuals having a vast and profound knowledge of various rural requirements, who would with zeal and devotion, direct their endeavours towards guiding the farmers and elevating their mental ability and creative power. For this reason, the expansion of the development organization and its activities should be in harmony and keep pace with the potentialities of training its leading staff. In order to train the staff, moreover, all the present rural training units which fall under various organizations (such as the Ministry of Education, Ministry of Agriculture, Ministry of the Interior, Agricultural Bank, etc.) should be integrated into a single equipped organization, under the supervision of the Independent Rural Development Organization.

In order to control the program, it is necessary to evaluate accurately, at regular intervals, the results obtained from carrying out development activities, so that if these activities do not progress according to the schedule and its initial goals, the reasons may be found and the obstacles in the removed. This supervision should be exercised at all levels of the hierarchy of the Rural Development Organization, and results submitted in the form of various reports to the supervising authorities at a higher level.

It goes without saying that a vast and profound evolution in the social and economic life of the rural communities, which is only possible with the

technical and financial aid of the government coupled with the efforts and endeavours of the farmers themselves, cannot be realized within a year or two. However, the government can, from the very start begin to determine and publicize the aspirations and aims of this great social evolution, and do its best to bring home this idea to the public.

Furthermore, it is necessary for the government to lay the foundation of the organizational mechanism of the rural development program to make it compatible with its goals. For this purpose, a series of profound investigations, by national research institutions (in social, economic and administrative fields), seems to be necessary. Most important of all is the selection and education of a number of capable and devoted persons for undertaking the task of guiding the rural communities.

