

TRAINING STRATEGIES FOR INTEGRATED RURAL DEVELOPMENT: SEARCH FOR ALTERNATIVES

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I. Introduction

Rural communities in most developing countries in Asia and the Pacific region are characterized by a deeply rooted "vicious cycle of poverty", rural unemployment and underemployment, and a large illiterate population little experienced in modern organization, with little access to modern technology, and with a perception of the natural and social environment that tends to be fatalistic. Rural poverty as well as rural unemployment are the major concerns of rural development programmes and policies of governments in most Asian countries. For reduction of rural unemployment and poverty, different sectors of rural life should be considered together as a package. Rural life is affected by various factors such as political and social institutions and organizations, rural economic structure, rural credit and finance, tenancy and land tenure systems, transport and communication, administrative infrastructure, community organizations and rural institutions, rural technology, agro-based rural industries, rural employment, health and nutrition, education and vocational training, dominant values and community norms, and so on (Ahmad, 1975).

Rural development involves a complex process of changes in rural sub-systems and their interaction, leading to desired improvements in rural incomes, employment opportunities, income distribution, rural welfare, and other aspects of rural life. An integrated rural development (IRD) programme, therefore, is viewed as a package of action which covers a series of mutually supporting projects and activities concerned with different sectors of rural communities. A pilot project for an integrated approach to rural development in Bangladesh, for instance, proposed in the Report of Bangladesh/ESCAP/Inter-agency Workshop on Integrated Rural Development, Comilla, Bangladesh, 23-27 November, 1976 has spelt out the major components of the IRD programme as follows:

- 1) Provision of increased irrigation facilities through deep and shallow tubewells, bamboo tubewells, low-lift pumps, hand pumps with emphasis on labour-intensive methods,

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- 2) Supply of adequate credit from institutional sources to rural people for undertaking a multiplicity of economic activities,
- 3) Adequate and timely supply of modern agricultural inputs such as fertilizers, new seed and pesticides,
- 4) Improvement and strengthening of extension activities including training, for increased use of modern inputs and adoption of improved practices in agriculture,
- 5) Development and expansion of storage and marketing facilities and ensuring fair prices for agricultural produce,
- 6) Development of livestock, poultry and fish through improved breeding, feeding and management,
- 7) Building and expansion of rural infrastructure, like roads, bridges, culverts, canals, etc. with maximum possible utilization of the landless and marginal farmers during the slack seasons of the year,
- 8) Providing adequate facilities for homestead productive activities like poultry raising, food processing, fruit and vegetable growing, goat-rearing, rice processing and handicrafts, to be specially undertaken by women.
- 9) Utilization of the existing tanks by the landless for pisciculture,
- 10) Establishment and promotion of cottage and agro-based industries,
- 11) Expansion of educational facilities both formal and non-formal so that men, women and children can get at least primary or some functional education,
- 12) Improvement and expansion of health and medical services including the training and utilization of the village medical practitioners,
- 13) Introduction of low cost medical supplies and services including medical insurance for the rural poor (Escap, 1976, pp. 38-39).

The list of rural development projects and activities tend to be similar among countries in Asia. It is presumed that these projects and activities will contribute to the eventual reduction of rural poverty and unemployment as well as to the improvement in income and standard of living in rural areas. It may be true if they are properly performed. However, this assumption seems quite critical especially when we consider that the performance of IRD programmes would require a deliberate change in various aspects of a rural community. The projects and activities necessary for rural development have been relatively well conceived by governments of Asian countries regarding what should be done for rural development in their respective countries. However, how one can successfully implement these projects within the given social, political and administrative constraints of rural communities has been little discussed. It should be remembered that rural development cannot be achieved simply by the maximum influx of resources into rural communities without proper response or broadly based *community initiative* of rural people.

By virtue of conceptual categorization, there are two distinctive government strategies for rural development : maximum intervention vs minimum

intervention. Governments of developing countries intervene in the process of rural development by utilizing either of two instruments for intervention --that is, government financing and state authority (Whang, 1970, pp 174–176). Maximum intervention strategies are those in which government directly invests available capital in rural areas through government-decided schemes of resource allocation, and also regulates important aspects of rural life by means of state authority. Minimum intervention strategies imply government promotion and inducement of desired measures and changes in rural areas indirectly through supportive policies and technical and financial incentives and also through communication and social education activities. In categorical terms, the experience of the Asian countries is largely that of minimum intervention strategies (Wanasinghe, 1977).

In accordance with strategies of minimum intervention and stimulation underlined in the IRD programme, governments have introduced various types of training programmes for different categories of personnel involved in rural development activities. To what extent do the training programmes arranged or encouraged by government contribute to activation, stimulation and inducement of community change for rural development? The implementation of IRD programmes is fraught with many problems and requires a multidisciplinary and in many ways an innovative approach. It requires a nationwide mobilization of relevant talent and energy, efficient large-scale management and also coordination of conflicting interests and forces among various sectors and segments of the population. Deliberate government efforts are therefore necessary to provide the required financial, technical and organizational inputs essential for the effective implementation of IRD programmes. Mobilization of the skills and resources relevant to IRD but scattered among specialized departments and agencies of the government itself calls for a major effort. The training of government officials and personnel of voluntary organizations as well as community people in one way or another acquires great importance in the context of government stimulation and inducement.

Since IRD requires deliberate efforts of both government and rural communities and also positive support from society as a whole, the range of training should be extensive and designed to effect the necessary changes in attitudes and behaviours, the improvement of organizational and managerial capabilities as well as technical competence of the persons concerned. Therefore, rural development policy makers should develop suitable strategies for training in support of IRD programmes which serve as a base for the elaboration and operation of specific training programmes and for effective coordination between them from the total systems perspective.

An attempt is made, in this paper, to discuss several alternatives for training strategies in support of rural development in terms of: who should be trained, and why, what the content should be, and in what training arrangements. The analysis of administrative implications of the IRD programme will be a logical base for a discussion of training strategy. The

administrative implications will be discussed in terms of administrative requirements which should be taken into account by policy makers for the design of their deliberate actions for rural development.

II. The Unit of Rural Community for the IRD Programme

Since training is viewed as an instrument for effective action organized for the implementation of IRD programmes, the definition of action unit is a prerequisite for logical analysis of administrative implications. What should be the *unit* of rural community in which rural development inputs should be coordinated and integrated for desired changes and improvements in rural life?

The optimum unit of rural community could be defined from the aspect of *economy of scale*, which is an economic criterion. However, more important criteria may be related to the issue of whether the unit is suitable for the *management of the IRD programme* for self-reliant development of rural communities. In other words, the size of the selected unit of rural community should fit with the perceptions of community identity of rural people, enhancing their sense of common interests, mass participation and support mobilization, and exercise of community-based leadership. These variables are indeed crucial and fundamental constraints which should be borne in mind for strategies of sustained and self-reliant rural development. Rural development requires far reaching change in the values and attitudes of community people toward their rural life and society. Rural development cannot be achieved solely through pursuing calculated economic rationality. In fact, the appropriate unit of rural community for the IRD programme will differ from country to country since traditions, cultures and social structures of rural communities have been formed in different ways by country, changing individual and social group perception of the scope of the "community".

Based on the above perspective, however, it is suggested that in the early stage of rural development the unit of rural community could be a *rural village* as a primarily responsible unit. In fact, the rural village is a naturally identified primary unit of rural community as it is conducive to the pursuance of traditionally common interests, physically close interaction, and cooperative action among villagers. In later stages, when the village economy has grown bigger with more and stronger linkages to external units and systems, through marketing arrangements, and the community people tend to recognize the desirability of certain visible and invisible changes, it may be possible to expand the unit of rural community upto the *country or district level* by integrating several neighbouring villages.

III. Administrative Implications of the IRD Programme

Rural development systems can be analysed in terms of three interrelat-

ed aspects of rural communities. They are (a) individual members of the community, (b) organizational aspects and (c) the environment of the rural community. These, of course, are the major variables of any action system or organization (Litchfield, 1956). In accordance with strategies of stimulation and inducement of rural development, therefore, government should encourage changes in individual aspects regarding their perceptions, level of motivation, attitudes, world outlook and skills and knowledge required for rural development. Government should also induce organizational change in rural communities in terms of leadership, structure, mode of peoples' participation, and institutional linkages. The third important concern of policy makers will be how to provide a sufficient level of environmental support in terms of political leadership commitment, supportive policy measures, political and administrative framework, other social and economic supporting linkages. Therefore, the administrative implications of the IRD programme will be discussed by analysing these systems aspects with a view to identifying what are action imperatives and who are in strategic positions for planning necessary roles.

1. Perceptual and Attitudinal Changes of Rural People

We cannot expect rural development to take place within a short period of time. It will normally take a decade or more. Sustained change and development in a rural community require concomittant changes in values and attitudes of community people in respect to their lives, community environments, and their future. It has been often said that the cognitive system of individual human beings and their value system, attitudes, and motivation are important independent variables in bringing about desired change and development for a community (Weber, 1958; DeVries, 1961)

Some of the values and attitudes required for the profound changes needed to bring about self-reliant development are related to a self-help spirit, hard work, motivation for improvement in their rural lives, actual commitment to the community through positive participation in decision making processes, cooperation among village farmers, orientation towards the future, and confidence in innovation. Also perceptions of individuals in rural villages with respect to input availability and output market, new organization and rural institutions, new technology, and their own community image tend to influence the performance level of rural communities.

In order to inculcate values, attitudes, and perceptions of individuals, government can utilize two distinctive channels: the formal education programmes and the non-formal education activities which are undertaken as a supplementary system to formal education. Formal education contributes to the formation of values, perceptions, and behaviours of children and youth of rural communities. However, it usually takes a long period of time, at least a decade or a generation, to become influential in community activities and rural lives. Moreover, a serious problem is the fact that most of the village people have had little opportunity to be educated through the

fromal school system. Therefore, governments should search for alternatives which can serve as short term instruments to bring about desired change in attitudes and behaviour of rural people in addition to long-term education programmes. A series of short-term but recurrent activities for public information, education and communication (IEC) in respect to various aspects of rural development (such as family planning communication activities, agricultural extension, rural health and sanitary education, etc.) belongs to the category of non-formal education of rural people. It also includes a special programme which is organized for the improvement in technical know-how as well as the inculcation of development values and attitudes of children and youth in rural villages who cannot continue their school education.

A wide range of social education and communication activities sponsored by voluntary organizations or encouraged by government provide opportunities for introducing change in the way of thinking of the rural people. Technical training of rural people arranged through agricultural extension projects or by other types of community workers would often influence their behavioural change in respect to new seeds and technology, mode of cooperative action among farmers, rural cooperatives and institutions. Such changes take place partly when they are connected with learning of new farming methods and other developmental activities. Policy makers in charge of rural development may have to pay attention to this opportunity for desired change in behaviours and attitudes of community people. However, the impact upon values and attitudes of village people through this type of arrangement tends to be limited in view of the ages of the clients and the short period of time allocated for their special training objectives. In most cases of training of village farmers through extension workers or community development activities, the constant reinforcement and long-term commitment of training tend to be lacking on the part of government. In other words, this type of training can hardly be successful in the formation of development values of rural people unless systematic and consistent follow-up is built into the training programme as part of a total package. In fact, only the Comilla experiments in the late 1960's and the Saemaul training in Korea are viewed as successful cases.

Since the community leaders directly or indirectly influence behaviour and attitude of village people through their constant contact, policy-makers might consider reorientation (or retraining) of community leaders or community leadership development as strategic mechanism for desired impact upon members of rural community. In this respect, it may require the organization of a deliberate, systematic training programme for development of community leadership with a view to eventually influencing the behaviour and attitudes of village people toward developmental community action. In fact, some countries have moved in this direction and shown successful results. The community leadership development is also related to the issue of how to encourage the young generation with better education

to take over the roles of older farmers, especially leadership-roles, in rural villages, as experienced in Korea during the last decade (Boyer and Ahn, 1977)

2. Participatory Community Structure and Leadership

In order to facilitate the maximum contribution of their energies and resources for rural development, community people should participate in decision-making processes (Haq, 1976). The extent of people's participation in community decision making will rely on their level of education and motivation as well as organizational characteristics of the rural community. The higher the level of education of community people, the more extensive their participation in decision making in respect to community activities is likely to be. However, under the present circumstances of village farmers in most Asian rural villages, it is unlikely that the education level of contemporary villagers will be improved within a short period of time. If the community is organized in a more egalitarian way in terms of ownership of land and other productive assets, and benefit from their cooperative action, then the level of participation and commitment of community members tends to be higher. In the present situations, however, agrarian reform in respect to ownership and power structure in the village will require a long period of time to be finally effective in encouraging wider participation of people. In fact, however, on fundamental problems in most Asian villages, there are likely to be tensions and conflicts between landowners, tenants, and laborers resulting from differences in their wealth, status, power, and economic interests. Because of its social and political as well as ideological implications, agrarian reform may be difficult to implement in some Asian countries within a short period of time.

The extent of people's participation in community decision making also depends on the dynamics of community-based leadership: the ability, vision, government contacts, and understanding of individuals in the community. If leaders in a village are really influential and dominant, they will be able to persuade and encourage many villagers to join the community decision-making process and to participate in cooperative action for their common interests (Cheema, 1977). Indeed, one of the critical roles of community leadership in rural development is to induce and stimulate the participation of village members in decision making to the maximum extent and to make individuals firmly commit their best contribution (Inayatullah, 1976).

The sources of community leaders are diverse, ranging from traditional elites to change agents. Traditional elites have often been proved to be less effective in performing required leadership roles. The change agents who could be expected to play such developmental roles can be identified among leaders of farmers' organizations, village cooperatives, youth clubs, women's clubs, etc. They could be identified, in some rural villages, as those who are more modernized in view of their mode of behaviour, life style, level of income, and perceptual patterns. They seem to be open-minded with

respect to innovative ideas and experienced in modern organizations. Examples include former military officers or district administrative officials, trained in leadership to some extent, and somewhat confident about the applicability of their experiences to their contemporary community settings. They also tend to search for new and efficient management style which will be different from their tradition.

Therefore, the development of community leadership can be considered by policy makers as an important instrument which directly or indirectly influence the level of community participation and also the levels of motivation and commitment of rural people to improving their rural life.

3. Linkages for Market Transactions

The prime mover of rural development in most rural villages will be the increase in agricultural production. The growth of the village economy depends on the expansion of the market for village products as well as the availability of necessary technical and financial inputs. The exploitation of new markets and additional demand for rural products can energize the whole system of rural communities. The level of people's motivation and commitment will be enhanced. Market expansion will also influence the reorganization of the community in terms of the mode of people's participation in community decision making, the pattern of cooperation among village people, positive demand for specific government assistance and support, etc. Therefore, the establishment of linkages for the identification of changing markets as well as efficient delivery systems of rural products must be important tasks of community leaders. These are also major concerns of rural development policy makers in the provision of efficient government support in various forms.,

It is recognized that linkage establishment depends on the institutional arrangements of government as well as a number of government support policies. They are based partly on government study of market situations and partly upon community requests. The way in which community leaders aggregate and articulate the requests for linkage establishment should be of special interest to policy makers in respect to the training of community leadership. It is especially true in the case when self-reliant development is the ultimate objective of the IRD programme (Haque, et.al. 1975). Community leaders should have constant access to major information sources in respect to changing demands and the availability of necessary inputs, including institutional support and assistance. This could be an important subject of training for community leadership development.

4. Improvement in Government Support Systems

One of the significant inputs for rural development is undoubtedly a package of government supports. Under the present circumstances of rural villages in most Asian countries, in fact, rural development can hardly take place without financial and technical support of governments. (Chee and

Khong, 1977). Government support can cover various kinds of services and assistance for systems change in rural villages, which includes development of community based leadership; restructuring of community organization for the people's wider participation; spiritual revolution for self-help movement; people's motivation and commitment; facilitation of developmental roles of financial and other rural institutions; and nationwide mobilization of resources and support.

Governments should deliberately prepare a plan for sequential arrangement of various types of support and assistance over the period of time toward the building of a certain momentum which enables the rural community to become capable of self-reliant development. In this context, government support should be consistent between different activities and between goals and instruments over a period of time from the beginning of its support until the stage of strategic withdrawal of the support. Constant evaluation of the capacity of a particular rural village (or community) for self-reliant development should be built into the process of government mobilization of support and assistance. It in fact requires a high level technical competence from government officials, especially at the local level, in collecting and analyzing relevant information on the many facets of transformation of a particular rural community.

The effective system of government support at the local government level is an essential requirement for the successful implementation of an IRD programme because it is assumed that local governments have a certain amount of authority to screen policy guidelines of the central government, with the local criteria to fit them into the community situation. Traditionally, local governments in most Asian countries have been instruments of the central government for the control of local resources, and have been oriented to law and order. Support of rural development or meeting developmental needs of rural communities seem to be new concepts to them. Functions of local government at the district level should be reoriented toward rural development. Local governments should be easily accessible to the community people. They should encourage community leaders to extensively participate in the process of governmental policy making (Esman 1976). They should be able to identify community needs and also efficiently deliver government services to rural villages. Organization of local governments also should be restructured to direct the functional transformation from control and regulation to development support administration.

In relation to the delivery system of rural development support, local governments should pay attention to coordination and integration of various kinds of development projects in respect to required development inputs (including financial and technical, human and materials, public and private, organizational and individual resources) at the level of the rural village. Although the coordination and integration at this level is a function of community leadership, the package of government support should be one

which is coordinated between agencies providing different types of rural development assistance and services, and also integrated into the total scheme of village development activities. In other words, various kinds of government support should be coordinated within the government sector to avoid confusion, unnecessary duplication and conflict in the process of actual implementation at the village level. Also the package of such services and assistance of government agencies should fit into the total scheme of community development activities within a specific time framework, in order to provide supplementary or complementary services. This would naturally include the total mobilization of government arranged field workers in the rural villages, such as extension workers, family planning workers, community development workers, voluntary organization personnel, owners and managers of private agro-industries, and so on.

The smooth performance of change-promoting and change-protecting functions of local government in the rural development process is related to the improvement in the mutual relationship between government officials and community people. Historically, the attitude of government officials toward community people tends to be that of bureaucratic and colonialistic rulers and regulators and, therefore, community people tend to perceive them as exploitators, especially in most Asian countries where colonial rule was dominant for several decades. This mutual discord creates a source of distrust between the two sides. The perceptual gap between government officials and community people regarding their respective roles and mutual relationship creates a lack of government credibility which becomes a serious obstacle to the introduction of government mediated rural innovation in rural villages. A perceptual change toward interdependence as well as attitudinal change toward cooperation and collaboration between the two sides would be one of the critical indicators of improvement in the local support system for rural development.

In this connection, it may be desirable to institutionalize the evaluation of officials' performance in terms of increase in rural production or improvement in the rural life of the communities for which government services have been delivered, assuming that the community performance is highly correlated with administrative inputs and support made available by government officials concerned. It will be meaningful especially when the administrative inputs and supportive services for rural development are predominantly under the control of local government officials.

The utmost importance of local government support to rural community is related to the managerial capability of local governments for delivery of required services and assistance to the right clients in the right way and at the right time. The managerial competence of top level administrators of local government includes a body of knowledge and management skills related to information analysis and decision making, planning and design of delivery systems, inter-agency communication and coordination, mobilization of resources and support from the political leadership as well as

the central government, leadership capability, supervision, control and monitoring of performance of rural development support programmes. The competence of officials at the field workers' level includes certain skills and the capability to build a fresh image of "service men or women" to efficiently deliver required services, to easily contact and communicate with community people, to project a homophilous feeling with rural people, and to stimulate motivate, and encourage community people, in addition to competence in the technical subject matter which they deal with. Especially, various types of field workers who frequently contact community leaders should be able to understand the tasks of community leaders and their needs for assistance in respect to the technical fields of the workers. The managerial and technical competence of the local government system could bring about a synergetic effect if the government officials at the district office are highly motivated and committed to the achievement of certain results in rural transformation.

From this perspective, it can be seen that rural development training addressed to local government officials should be aimed at improving the capability of the government for efficient delivery of support and assistance. The roles, tasks and constraints of local governance in implementation of an IRD programme imply many training needs of officials in this category. It may be extremely important to provide them with technical knowledge about the capacity of the rural village for self-reliant development and the estimation of rural motivation and commitment as a basis for planning of government support. Knowledge and skills required for integration and coordination in respect to rural development projects should be the subject of training for local government officials. In addition to building managerial and technical competence, it is also desirable to inject a program to motivate these officials to their best contribution and achievement and to introduce attitudinal changes toward rural clients.

5. Positive Political and Societal Support

Change-introducing development projects would require commitment of top political leadership. As rural development implies profound changes in major aspects of the rural village, top leadership commitment to the IRD programme is of essential importance to its success (Iglesias, 1976). The actual commitment of top political leadership tends to be reflected in favourable allocation of resources to the rural sector and necessary changes in legal as well as administrative frameworks.

The support and commitment of top political leaders could be very helpful to rural development especially when the political leaders in general as well as the society as a whole support the ideas and changes implied in the IRD programme. It seems to be necessary to form a supportive mood among the political as well as the social elite for implementation of an IRD programme, or a kind of social movement which reinforces the values and ideas of rural development. In this respect, it may be necessary to get leaders

of political parties, members of congress, high-level civil servants, religious leaders, leaders of voluntary organizations, managers of big business corporations, university professors, journalists, and other intellectual elite to understand the ideas and changes implied in the IRD programme and to become actively involved in the movement. Their perception of rural problems and understanding of philosophies and strategies of the IRD programme can be conducive to a favourable allocation of resources and mobilization of adequate policy support from the government as well as other social sectors.

In this respect, it is a strategic issue whether or not a certain type of organized activity (or training) addressed to political and social leaders should be organized. If the programme is properly organized, it can be hoped that it will serve as a mechanism for reinforcement of support to the rural community, for social recognition of rural workers and community leaders as development agents, and for social control of local government.

IV. Target Groups of Rural Development Training and Their Training Needs

From the analysis of the administrative implications of the IRD programme, it becomes evident that training should be addressed not only to various types of field workers for rural development and government officials but also to community leaders and political as well as social elite. Rural development training in most Asian countries seems to be organized for training of various kinds of field workers arranged by different agencies for different aspects of rural development. Policy makers, however, show little concern for training of community leaders whose motivation, leadership capability, technical knowledge and active participation are a most crucial determinant of the successful implementation of rural development policies. Most probably, none of the Asian countries, except Korea, offer training sessions for the social and political elite of the country exclusively on rural development issues.

Strategies, organization, programme content and skills, and clients of training in rural development will be different from country to country because of differences in development strategies as well as political and administrative systems. However, this paper tries to identify the specific target groups and their training needs in terms of desired roles to play for accelerating rural development, since this identification will be a base for the design of prototype training strategies.

1. Training of Community Leaders

Community leadership training has often been introduced in West Asian countries as an experimental project or as a nation-wide programme. In some countries, however, it tends to be low priority and abandoned not too long after the installation. It is recognized that the scope and impact

of the roles leaders are expected to play in the complex process of rural development are too extensive to overlook the needs for training of this category of personnel. In order to build up a capability for self-reliant development in rural villages, it seems to be necessary to institutionalize the community leadership training for its continuation over a critical period. Indeed, development of community leadership based on their own identified villages and their maximum contribution should be a special concern of rural development policy makers.

Training strategies for this category of people should be focussed on how best the training contributes to motivation, leadership capability, perspective, skills and knowledge required for performing their desired roles in village development. They should play a role as a moderator of community opinions by encouraging people's participation in decision-making for village cooperative action. As opinion leaders they could play the role of social educators to influence attitudes and behaviour of the rural people in respect to various aspects of rural life. They could be change agents and communication agents for advocating and promoting rural innovations. As counterparts of the rural field workers (such as extension workers and other community development workers), they should be able to communicate on technical matters related to the service and assistance provided by government agencies and voluntary organizations. They can be organizers of village cooperative action and coordinators of various types of rural development projects. They must be highly motivated to participate in the decision-making process of local governments at district level by all available means in order to reflect the community interests and to make requests for specific support from the government. In this connection, they should be able to aggregate and articulate interests of village people and their needs for government supports. They also have to have a certain level of managerial competence to get the community works done.

2. Training of Rural Development Field Workers

Most rural development training has been concerned with training of this category of personnel, for example, agricultural extension workers, community development workers, health care nurses, family planning workers, teachers, etc. In fact, respective training programmes arranged by specialized agencies of government or voluntary organizations have concentrated on the development of technical competence of field workers in their own specialized areas, for example, new seeds, irrigation, fertilizers pesticides livestock, rural health service, family planning, nutrition of children, and other rural infrastructure. While technical knowledge and skills are the major focus of training, their human relations skills and communication skills necessary for working with rural people are usually of little concern. A more important fact is that none of these training programmes are really concerned about coordination of specialized field workers in the actual work in the villages. As the implementation of IBD

programmes requires integration and coordination of diverse inputs and assistance at the level of the rural village, the coordination effort between field workers must be a primary concern in rural development training.

It may be desirable to collectively train this category of personnel together in a certain form of training, mainly for improvement in co-ordination skills and inter-personal communication, especially after having specialized training differently arranged by various agencies. There may be several alternative forms of training available, including seminar style, a series of briefings at field offices, or the idea of multi-purpose field workers. Whatever the types of training may be, it should be borne in mind that the objective is to make field workers from different agencies fully understand their colleagues' jobs in the village in terms of main objectives, tasks, areas, particular client groups, and their relations to their work. Unless they are fully aware of the other jobs no one can properly initiate necessary co-ordination. It is emphasized that a strategic reconsideration of training of this category of personnel should be aimed at the improvement of co-ordination capability and communication skills in addition to the improvement in their technical knowledge and skills in the specialized areas.

3. Training of Local Government Officials

It has been well recognized that the role of local governance at the district level in the process of rural development is of vital importance as discussed before. However, the training of local officials in most Asian countries tends to be incomplete in view of the extensive roles they are required to play in the rural development process. Training of local officials tends to be concerned primarily with the law and order and some management skills related to routine administration and organization. Modern management concepts and techniques related to development projects or change-introducing programmes, and social structural change are scarcely included in their management training.

Local officials as managers of development projects or as development support administrators require constant development and reinforcement of their management capabilities (Rondinelli, 1977). In this sense the basic management course for local government officials would be the most essential part of their training in rural development. However, the training for local government officials should be more strategically re-organized beyond basic management training. Specific objectives of this type of training should include how to enable them to improve their capability for coordination and integration of rural development support assistance and services which are provided by various agencies related to rural development at the district level. Another consideration is how to improve their capacity for delivery of rural development support and services to the community. Training objectives can also cover ways and means to encourage active participation of community leadership in the governmental decision making in respect to the planning as well as im-

plementation issues in rural development. Additional consideration should be made with regard to how to build the credibility of the government and how to project a favourable image of government services in rural communities. This series of training needs and objectives for training of local officials will require high-level professional strategy developed through multidisciplinary efforts.

4. Training of Political and Social Leaders

It is indicated that IRD must be a nation-wide programme which requires all sources of societal support for every aspect as well as every stage of rural development. Understanding of rural development philosophy as well as specific action programmes by the political and social elite including congress members, cabinet ministers, party leaders, religious leaders, and other sectoral elites of society can be a reliable booster for efficient delivery of government support to rural villages. Therefore, it seems desirable to organize a training programme for this category of personnel which is aimed at their better understanding of real situations of rural villages, contributions as well as limits of government policies, specific needs of rural communities, and emphasizing the firm commitment of elites to rural development, so that they can play better roles in the planning of supporting policies including legal, administrative, and budgetary measures to meet rural development needs.

It may be difficult to introduce training of political and social elite into the framework of rural development training, unless revolutionary changes in political elite and power structure take place in a country as a whole. In this respect it seems interesting to know about backgrounds and programme contents of two similar but different cases in the training of political and social elite: Saemaul training in the Republic of Korea (Saemaul Undong, 1976) and "Down-to-the-village" movement in the People's Republic of China (Kuitenbrouwer, 1977). What factors and conditions made such innovations workable respectively in the two countries is an important inquiry of policy makers as well as students in the field of rural development. Who can make this category of people really join such a type of training or activity in view of their possible reluctance? How can it be done? What is the legitimacy in introducing such a type of training to political and social elites?

V. Strategic Arrangement of Training

In this paper, training is defined as an action programme which is organized to influence the role perceptions of a certain group of people to eventually motivate them to act in a desired way and also to modify the mode of behaviour for better performance of their roles toward social or organizational goals. The roles expected to be played by personnel involved in rural development are very complicated and also closely inter-

related if a meaningful contribution to rural development is to be made. Therefore, rural development training requires strategic consideration of ways and means for realization of training objectives in terms of mixture of clientele groups, sequential order of training courses, institutional arrangements, and integration and coordination of various types of training programmes in rural development.

1. Strategic Mixture of Clients in Training Setting

Because personnel involved in IRD programmes should not work in isolation but think in the same terms and work together, a proper mixture of target groups in a particular training setting may be desirable to generate various positive impacts, visible and invisible, short-term and long-term, upon the participants. For example, if a district level training programme is organized both for technical field workers representing different agencies and organizations and for community leaders of rural villages, it will facilitate communication and coordination between community leaders and field workers as well as between different field workers themselves. It will also encourage them to share a common conceptual framework which will be necessary to provide relevant services and assistance to rural villages. It will be an opportunity for them to make a collective commitment to achievement of certain rural development projects. It could be also expected that community leaders understand some issues in coordination with neighbouring villages. The participation of cabinet ministers, party leaders, and other social elite together with village leaders in a training programme will be an opportunity for political and social elite to understand real pictures of rural situations and needs. It also serves as a mechanism for social recognition of community leaders as development agents. The "down-to-the-village" movement may be effective through direct and physical contact with rural farmers and actual rural village environment, if politically acceptable. It is emphasized that the four broad categories of personnel are closely interrelated and mutually reinforcing in the process of rural development. Therefore, an attempt should be made possibly through training, to develop certain ties and common conceptual frameworks for all of them to work together from the total perspective of rural village development.

2. Sequential Order of Training Courses

It is indicated that the rural development process cannot be a short-term transformation but a transformation of the total society which takes the period of a generation. A short-term training course may not meet the training needs of a particular group of personnel because of the role complexity in the process of rural development. The changing nature of problems in rural communities after a certain period of rural change may require different ways to play the same or different roles. Therefore, it seems to be desirable to organize a series of training courses for a particular

category of personnel involved in rural development. The sequential order of a series of training courses should be arranged in view of training needs of individuals in a particular situation. It is contended that the sequential order should be consistent with the whole idea of client-centered training rather than simple continuation or routinization of a training programme for its programme survival.

It also may be necessary to repeatedly provide the same individuals with the same or similar training courses within a certain time interval for continuous reinforcement of knowledge and attitudes required for the performance of their roles. The issue of reinforcement seems especially acute in the case of training of political and social elite. It should be also remembered that the pattern of mixture of client groups can be changed throughout the training series to facilitate dynamic interaction between client groups for better simulation to the real context of rural development action. In other words, a particular person must be arranged through deliberate planning to be trained together with a certain category of personnel in the first occasion and with another category of personnel in the subsequent training programme and so on.

3. Institutional Arrangements

In connection with a series of different training courses for individuals involved in the rural development process, it may be desirable to consider the spatial arrangement of training courses in terms of central level training, district level training, field training, mobile or changing location training. Community leaders and field workers may not require field training since they have been working most of their lives at the field level. However, training programmes organized by district training centres or subsequent programmes organized by central training institutes may be desirable for community dealers and field workers for broadening and modernizing their perspectives. Mobile training may be necessary for systematic follow-up at the field level after the training at central or local level. For political and social elite, a form of field training may be more desirable to develop a sense of identity with rural people and for better understanding of rural problems and needs.

Another strategic consideration is related to the nature of the hosting institute for training in terms of sources of finance, resource persons, and institutional image. Broadly speaking, government agencies, universities, voluntary organizations, or other forms of independent institutes can do this training. The arrangement of hosting institutes will of course be based on the training objectives, clients, training methods, and other environmental constraints of a particular training programme. It is also related to the feasibility of training in a given contextual and temporal framework.

Rural development training can be formally or informally organized in various forms including a physically identifiable formal training setting, formally arranged self-learning situation, formal arrangement of practical

contact with problem areas or learning environment, informal disguised training, on-the-job training in the field, or formal and informal brainstorming sessions. The specification of training methods will be decided most probably after consideration of strategic aspects of rural development training as discussed before. Given the emphasis on correct role performance, however, serious consideration should be given to extensive role practice and role modelling for all categories of personnel.

4. Coordination of Training Programmes

The complexity of rural development programmes requires positive involvement of several categories of personnel. Therefore it also requires different forms of training programmes organized and hosted by different agencies and institutes which pursue different organizational objectives with different sources of authority. Such diversity of training would naturally require effective coordination for their better functional integration with rural development policies and programmes and for efficient as well as effective operation of training programmes. The need for coordination seems to be more acute in view of the nature of multi-purpose training programmes ranging from hardware technical and management training to soft-ware behavioural and attitudinal change. The strategic consideration of institutional aspects, spatial arrangement and temporal sequences, sometimes necessary overlapping contents, and training methods would call for major efforts for coordination.

The issue is related to who is responsible for coordination of all kinds of rural development training programmes organized by different agencies and organizations at various levels. In some countries, a Ministry or Department of Rural Development has the responsibility. In some other countries, the function is performed by a Ministry of Home Affairs which also deals with local governments, or by a Ministry or Department of Personnel. Nevertheless, none of these seems to thoroughly perform the necessary coordination function, probably because of the lack of a clear definition of their scope and authority for coordination. Unless some ministry or department has authority and power to initiate coordination of rural development training, there will not be available any activity for, or planning of, coordination. An answer to this may be that someone who is responsible for overall rural development policies must initiate the coordination in connection with the implementation of the IRD programme.

VI. Conclusions

It is the author's premise that rural development should be achieved through the initiative of rural communities, positive participation and commitment of rural villagers, and their patient effort over a critical period of time. The government should provide a series of deliberately

planned efforts to *support* rural development activities and projects which are initiated, organized, and implemented by rural people. Government support should cover stimulation and inducement of desired rural changes through technical, financial, organizational, and institutional assistance and services. In other words, it is contended that rural development strategies should be bottom-up, grassroot, community-based and need-motivated, rather than government-initiated top-down service!

Rural development following these strategies is identified as a complex process taking place as an integral part of total systems changes in the country as a whole. Therefore the administrative implications of an integrated rural development programme require deliberate effort for training of various categories of personnel involved in important aspects of rural development. Policy makers in charge of rural development tend to be concerned about training of personnel in the public sector working for rural development. The impact of training government officials alone, however, tend to be limited unless rural people are motivated and committed to the improvement of rural life, unless rural villagers are re-organized through positive participation in their own decision-making, unless they work hard with their own initiative and unless the community based leadership is able to work with rural community members and with governments. The role of government officials in support of rural development will also be inefficient unless there is a real understanding of rural problems and needs among political and social elite and unless their constant and consistent support for rural development projects is available. Rural development training has so far been offered mostly to extension workers, community development workers, and other technical field workers. The needs for training of community leaders such as heads of farmers associations, women's club leaders, and other cooperative leaders have not been seriously and systematically assessed by policy makers. Ways and means to influence the perceptions and attitudes of various types of political and social elite tend to be viewed as a matter beyond the scope of their management and outside of their business area.

Therefore, it is contended in this paper that rural development training should be offered to all categories of personnel involved in the rural development process from the total integrated perspective; not only training for personnel in the government sector but also those in voluntary organizations including community leaders; rural villagers, and the political, social bureaucratic, and intellectual elite. The *big-push, all-out* training in rural development will generate a meaningful impact in accordance with the government support for rural development.

The training needs for respective categories of personnel are identified by making inference of their roles from the administrative implications of the IRD programme. Specific training needs in a given country would have to be defined through careful role analysis for all four categories of personnel. A strategic mixture of clients is suggested for the simulation of training

environment to the real picture of rural communities. The integration and coordination of different training programmes could be facilitated on the basis of specific training needs identified through integrated systems analysis of the roles of individuals concerned. Sequential order and spatial consideration of training should also be strategic concerns in the design of the whole package of rural development training.

For the successful implementation of the IRD programme, rural development training is supposed to play not only the role of managerial and technical training, but also the role of social education, mobilization of political and societal supports, and cultural change in rural communities. Although training is not an almighty tool, it can be a powerful instrument to stimulate and activate rural development if it is strategically organized. An integrated package of training programmes for personnel involved in rural development, if they are deliberately planned on the basis of overall training strategies, will contribute to the improvement of government capacity for rural development action and also to the formation of vision and capabilities of community people for their self-reliant development.

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