

SUMMARY REPORT

INTERNATIONAL SEMINAR ON INTEGRATED RURAL DEVELOPMENT

By

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PART A - BACKGROUND CONCEPTS AND IMPLEMENTATION OF INTEGRATED RURAL DEVELOPMENT AND THE INTERNATIONAL SEMINAR ORGANIZATION AND PLAN.

I. General

The International Seminar on integrated Rural Development held at the Administrative Staff College, Lahore, Pakistan, November 3-10, 1973 is the most recent of several stages in maturing the concept of Integrated Rural Development for Pakistan. The sponsors of the Seminar project were primarily the Ministry of Food, Agriculture and Rural Development of the Government of Pakistan, and the United Nations Development Programme with the Food and Agriculture Organization of the United Nations acting as the U.N. Executing Agency. Participants at the Seminar totaled 138. The Project Document PAK/73/028/A/01/22 executed on behalf of the Government of Pakistan on June 12, 1973 states as the reason for holding the Seminar : "Since the Programme (IRDP) contains, many new elements of organization and operation, it is desirable to keep it under constant review. In this way performance can be appraised and modifications of approach can be introduced as needed. In this work, national and international thinking can be of tremendous help. One means of obtaining this input would be a Seminar on Integrated Rural Development to be organized by the Government with assistance of international agencies. Another indispensable input would be advice of experts on some of the salient components of the programme for short periods at an early date". Accordingly, the FAO Team leader arrived in Islamabad on July 15, 1973 with the remaining 7 members of the Team arriving at subsequent dates through October 23, 1973.

II. Background of Rural Development in Pakistan

Pakistan officials have been wrestling with the basic problems of a depressed agriculture and a large poverty ridden rural population approximating 75 per cent of the national total. These efforts have produced the national programme of Integrated Rural Development as an official Pakistan undertaking fully supported by Prime Minister Bhutto.

The Pakistan Government has made several prior efforts to deal with its rural problems : (1) Village Agricultural and Industrial Development (V-AID), (2) Basic Democracies and associated schemes including a Rural Works Programme, the Agricultural Development Corporation (ADC) and (3) the Commilla experiment in East Pakistan.

The experience with these programmes was not good. However, unsatisfactory as they proved to be they did indicate pitfalls to be avoided in designing the Integrated Rural Development Programme. The most significant of these were:-

- (1) A loose and un-coordinated institutional framework on bureaucratic lines.
- (2) Lack of understanding and collaboration within and among the nation-building departments and the departments of rural development.
- (3) A tendency to undertake single-purpose, isolated programmes.
- (4) Leadership imposed from above : non-participation particularly of poorer and more backward rural people.
- (5) Lack of ability to evolve grass root rural leadership.
- (6) Inadequate formulation of self-help and self-reliance methods and procedures.
- (7) Lack of supervision, follow-up, research and evaluation.
- (8) Inability to achieve a multiplier effect coupled with extraordinarily high costs.

(See Sadiq Malik, Integrated Rural Development Programme in Pakistan, Part III).

These unhappy outcomes helped to specify some aspects of the design for Integrated Rural Development. These are:-

- (1) An emphasis on co-ordination and institution-building; at Central and Provincial Government levels, full understanding and collaboration among all concerned Departments.
- (2) Development of fully co-ordinated and programmed work at all levels with particular emphasis on the local level.
- (3) Full participation of all rural people with particular emphasis on tenants, smaller farmers, landless labourers and the un-employed ; strenuous efforts to evolve competent local leaders.
- (4) Dedication to encouragement of self-help and self-reliance.
- (5) Organizational arrangement which combined adequate supervision, follow-up, research, and evaluation to cover a large number of people

at minimum costs.

- (6) In order for the concept to become broadly effecting among Pakistan's rural people it must appeal to them as simple, reasonable and viable. Whatever infrastructural, organizational, operational and policy complexities may be inherent in the programme, should not be allowed to complicate or unduly burden the affairs of rural people. Integrated Rural Developments appeal at the grass roots has to appear as operations and activities they wish to do and can do – not as an additional burden beyond their strength, competence and comprehension.

III. The concept of Integrated Rural Development and its implementation.

1. The IRDP concept. – The Pakistan Government established the Integrated Rural Development Programme (IRDP) in July, 1972. *The IRDP concept stated at that time was:-

“To select a production area comprising 50 to 60 villages mostly with small and medium sized farmers with a view to improving their socio-economic status by intensive rural development programme with an initial thrust to increase productivity by providing technical guidance, supervised credit, supply of inputs, machinery on hire, storage and marketing facilities etc., based on sound physical organizational and institutional infrastructure by intensification, diversification and commercialization of agriculture through a social co-operative system under a total approach”.

Those familiar with rural development efforts among developing nations recognize familiar terms in this statement, i.e. increased productivity, technical guidance, supervised credit, input supply, machinery storage and marketing. Practically all rural development objectives contain these terms. But what is new and innovative in the Pakistan's definition of IRDP are : (1) the integration and combination of several services in a united programme; (2) the empirical determination of an identified, manageable operational unit – “50 to 60 villages in a production area; (3) the emphasis on “Small and medium-sized farmers”; (4) recognition of the need for “sound physical organization and institutional infrastructure” ; (5) emphasis on the need to combine “intensification, diversification and commercialization of agriculture through a social co-operative system under a total approach”.

2. The Shadab Pilot Project. – The previous statement sums up several specific efforts to find a viable, overall national approach to Pakistan rural development. The term I.R.D. seems to have first appeared in a report of the West Pakistan Agricultural Development Corporation, November, 1970, entitled WPADC Agricultural and Marketing Pilot Project No. I (SHERGARH). Out of this proposal came the formulation, planning and finally the establishment of the SHADAB PILOT PROJECT launched on August 2, 1971. (See Integrated Rural Development Programme – A Revolutionary Approach, Part IV-2). This project has its headquarters, which consist of several buildings for offices, stores and storage space, at Chung in Lahore Tehsil, Punjab Province, about 13 miles south-west of Lahore. The Project area comprises about 122,000 acres and 59 villages with a combined population of about 117,000

people. For administrative purposes the villages are combined into 10 Union Councils. The Shadab Project seeks to achieve and provide the following inputs and services :-

- “1. Assessment of requirements of credit and other production inputs on the basis of production plans.
2. Supply of production inputs, such as seeds, fertilizers, pesticides and plant protection material etc.
3. Arrangement of supervised credit and other banking facilities for saving and raising funds.
4. Encouragement of mechanization of agriculture and supply of machinery on hire.
5. Establishment of Model Farms.
6. Laying out of Demonstration and Experimental Plots.
7. Guidance in proper water management.
8. Arrangements for storage and marketing.
9. Arrangements for setting up of agro-based industries using local raw materials.
10. Encouragement for seed multiplication
11. Formation of Farmers’ Cooperative Associations.
12. Preparation and execution of low-cost housing schemes where necessary.
13. Arrangements for training of farmers and farm leaders.
14. Encouragement of local leadership.
15. Maximum participation of Private Sector.
16. Integration of functions of all Development Departments.
17. Planning of recreational programmes for farmers”.

“The Shadab Project envisages to achieve its objectives by coordinating the activities of the nation-building departments/agencies together with private enterprise in the most planned way. An atmosphere has been created wherein all the departmental rivalries have been sunk, duplication

of efforts avoided and wastage of resources minimized. The farmers get the quickest and the best attention at the least inconvenience, as a consequence. Now instead of multitude of departments, the farmer finds in the shape of "SHADAB" a "single friend" willing and capable of offering service to him on the spot. No wonder the SHADAB has earned a unique acceptance with the farming community in a single year, which all departments could not muster during the last century. The "SHADAB" does not wish to eliminate departments, but eliminate the wastage of their resources by directing their efforts to the real problems of the tillers. The SHADAB approach also ensures equal treatment to the big or small farmers. Previously the tiny tiller had little access to departments or to improved inputs.

"In order to perform its functions the SHADAB project has been provided with a Deputy Director (Project Manager) with Headquarters at Chung, and ten Development Agents who are all agricultural graduates and are responsible for providing technical guidance to the farmers, making arrangements for supervised credit, supply of agricultural inputs, guidance in farm planning and management, laying of demonstration and experimental plots, making arrangements of storage and marketing formation of farmers cooperative associations, development of fishery and forestry in coordination with nation-building departments and agencies".

From its inception to date the Shadab Project has engaged in numerous activities both at headquarters and among farmers and villages of the project area. Some of these include : Agricultural extension services, establishment of Model Farms, supply of seed and fertilizer, provision of agricultural credit, inauguration of Rural Community Development Project, preparation of soil maps based on soil surveys, farm machinery and tractors made available on hire and provision of a tractor and implements, continued construction of headquarter structure, holding of farmer rallies and a Research Project for water management conducted with US-AID.

3. The Markaz. – It is the objective of IRDP to multiply the Shadab Model throughout Pakistan. The generic term given to the Shadab model is Markaz meaning centre or central place but also implying the farms, villages and people served. The Pakistan Government is fully persuaded of the viability of the Markaz as a focal component of the IRDP as well as the urgent need to multiply the Markaz programme as rapidly as resources and other constraints permit.

4. Factors conditioning the evaluation and progress of IRD. – Several factors have continued to lend urgency to the IRDP. Labour factors are critical : (1) the impact of the Green Revolution, primarily in Punjab and Sind, greatly increased grain yields on larger farms with a resultant widening of income disparity between large land-holders and the bulk of the rural population. Simultaneously, tenants, tenants-at-will and share croppers were displaced by mechanization with a consequent rise in unemployment and increased need for employment-creating rural public works; (2) the introduction of a National Land Reform Programme in 1972 involving a basic change in the socio-economic organization of rural society.

This was the nature of the rural setting in which dedicated efforts have been made by several people in the Central and Provincial governments, most particularly Mr. Sadiq Malik, formerly Director in WPADC and at present Joint Secretary of the Ministry of Food, Agriculture and Rural Development. The purposes of these efforts was to spread the message of IRDP and of the Shadab Project among Provincial leaders and officials down to the village people of the four provinces of Punjab, Sind, Baluchistan and North West Frontier. The result has been a substantial increase in Markaz operation in 1972-73, as follows:

Punjab	..	..	..	19
Sind	..	..	..	30
Baluchistan	..	..	..	11
N.W.F.P.	..	..	..	5

		Total	..	65

If the Shadab Markaz operations are typical this extension of the IRDP in 1972-73 affected nearly 8 million acres and over 6 million people.

With this achievement to its credit and the very apparent widespread interest in it, IRDP promises to become the rural policy core of Pakistan. Counting from its first formal expression in November, 1970, the IRDP has achieved wide acceptance in three years. The IRDP has full support of the Central Government based on Prime Minister Bhutto's commitment to the nation. during the recent flood disaster of the past summer in Punjab and Sind the Central Government was forced to suspend all national development programmes with the specific exception of IRDP. In addition, Provincial Governments have undertaken the lion's share of the programme costs in their provinces.

IV. Organization of IRDP

The political organization, of Pakistan, down to the village, the administrative structure proposed for the IRDP based on the Shadab Project and the extremely important cooperative structure all of which are inter-related (Schematically diagrammed in Part II-2) and depend almost entirely on the degree of self-help, self-reliance of village residents and the leadership the village is able to generate through Village Councils and village cooperatives. The IRDP can proceed with promotional steps for formation of village cooperatives and their federation at the Markaz level. Peoples Local Councils however, depend on implementation by local elections under Local Government Ordinances. These Ordinances have been passed by Provincial Assemblies but have not been implemented.

Both the political and cooperative structure seems to tend to follow the principle of representative elections i.e. each component unit elects a representative to the higher level body. Thus local elections are critical to this formation of intermediate bodies. In addition, the entire IRDP structure from the District through Provincial and Central Government seeks to achieve

administrative and policy coordination through Councils. It is difficult to determine at this stage how well this system of Councils will work. It is anticipated that at the District level (next level below the Province) District councils will supervise and coordinate the implementation of Development Councils in the District. At the Provincial level Rural Development Boards chaired by the Chief Ministers, coordinate and evaluate the work of various departments in the field of rural development. At the Centre there is an Advisory Council for integrated Rural Development under the Chairmanship of the Minister for Food and Agriculture and Rural Development which comprises both Provincial and Central officers, Provincial and Central elected Members, representatives of the Private sector and officers of Chambers of Agriculture.

V. Organization of the International Seminar

1. Project Negotiations. – The inauguration of the International Seminar on IRDP which convened in Lahore on November 3, 1973, was the culmination of several months of preparation commencing with discussions among Mr. Sadiq Malik on behalf of the Ministry of Food, Agriculture and Rural Development, Government of Pakistan, Mr. Kurt Jansson, United Nations Development Programme, Resident Representative in Pakistan and Dr. Horst B.K. Geuting, Country Representative in Pakistan of the Food and Agriculture Organization of the United Nations. Consultation was also had in Islamabad in March, 1973 with Mr. Lawrence B. Moore, Special Technical Adviser, Social Development Adviser, United Nations.

2. Personnel. – These conversations resulted in the execution of a project agreement by the three parties in mid-June 1973, with the immediate objective of bringing to Pakistan a group of specialists in rural development to be provided by FAO, ILO, UNESCO and UNDP. The group of specialists were to be headed by an FAO Team Leader, Mr. B. J. J. Stubbings, who arrived in Islamabad on July 15, 1973. The team leader was followed by the arrival of ten specialists in the fields of rural socio-economic development, land tenure, cooperatives, agro-industries, credit, training, literacy, communications, rural infrastructure, rural employment and Government organization. The Employment and Literacy specialists were provided by the International Labour Organization of the United Nations and UNESCO respectively. Each team member was paired with a counter-part specialist provided by the Government of Pakistan. The Seminar Project Leader was Mr. M. Sadiq Malik ((OSD/JS(IRD) of the Pakistan Ministry of Food, Agriculture and Rural Development.

3. Work Assignment. – The work assignments in preparation for the Seminar centred around the preparation of a series of papers by specialists and counterparts. These papers provided the initial substantive material to be distributed in advance to the Seminar participants. Prior to the preparation of the papers it was necessary for the specialists to take field trips to the rural areas of Pakistan in order to become familiar with the conditions of rural Pakistan. The result was eleven papers (See Part II. Items I-II):

1. The Concept of Integrated Rural Development – an International view.
2. Administrative and Organizational Framework – Government and Local Government.

3. The role of Agricultural Credit in Integrated Rural Development.
4. Cooperative for agricultural services and marketing in integrated rural development.
5. The role of medium and small-sized agro-based industry in the Integrated Rural Development Programme of Pakistan.
6. Some preliminary reflections on adult education within the context of Integrated Rural Development Programme.
7. Training and extension in Integrated Rural Development Programme.
8. Rural employment promotion.
9. Nile resettlement in respect of development of rural infrastructure and industrialization and the relevance of this experience for application elsewhere.
10. Land tenure and rural development in Pakistan.
11. Proposals for Planning at the Basic Level approach in IRD.

4. Seminar Arrangements. – The Seminar was arranged in two parts, Plenary Sessions and Working Group Sessions. The chief emphasis was on the working groups. Plenary sessions provided an opportunity for coordination among the working groups as well as stressing the concept of integration. The plenary sessions of the last two days of the Seminar (November 9 and 10) as well as some earlier plenary sessions permitted discussion and agreement on the report prepared by the Working Groups.

One hundred and thirtyeight persons participated in the Seminar. Fifty persons were official Pakistani participants : 36 persons were listed as non-official participants; this group included the UN Agency specialists; another group classified as observers included 28 foreign representatives from the FAO, World Bank, US-AID, WHO, UNICEF as well as the Iranian Embassy, the West German Embassy, the Australian Embassy, and the Asia Foundation. (List of Seminar attendance is given at the end of Part I).

The Working groups were assigned topics based on the over-all theme of Integrated Rural Development Programme.

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| Group-I | The Administrative and Organization Framework, assigned sub-topics including national provincial and Local Government, training, relations with voluntary associations such as cooperatives. |
| Group-II | Technical I(implementation with sub-topics including cooperatives, |

agricultural credit, storage, marketing, mechanization, irrigation, employment, training, provision of inputs.

Group-III The Institutional Framework with sub-topics including Rural Reforms, Education, Health, Population Planning, Employment promotion, Role of women and youth.

UN and FAO specialists were assigned to each of these groups as advisers according to their professional specialties. The starting point for the Working Groups were the several background papers prepared by the FAO team.

Seminar Chairman : Senator Syed Qamruz Zaman Shah,
Hyderabad, Sind

Director M. Sadiq Malik, OSD/J.S. (IRD), Government of Pakistan,
Ministry of Food, Agriculture and Rural Development.

Co-Director. B.J.J. Stubbings (UNDP/FAO).

Administrator. Lt. Col. (Retd.) Fazal Karim (UNDP).

Group-I. Shoaib Sultan Khan, Director Pakistan Academy for
Rural Development Peshawar.

Group-II. Sultan Ali Chaudhery, Farmery, Lyallpur

Group-III. Agha Sadruddin, Deputy Speaker, Sind Assembly/
Dr. Feroza Ahmad, Chairman, APWA, Karachi.

Each group prepared a report of its activities and its recommendations. The group reports were then distributed to the entire Seminar body and became subject matter for consideration and debate in subsequent plenary sessions. After plenary session review, the reports were amended and again presented for final seminar approval. The finalized reports thus became the consensus of the Seminar. (Part I sections 2, 3).

PART B – CONTENT OF THE INTERNATIONAL SEMINAR

1. General

The participants from Pakistan who attended the International Seminar on Integrated Rural Development represented a fair cross-section of the political, official and technical leadership of Pakistan rural affairs. They were all knowledgeable of the serious problems confronting the Pakistan rural sector, of the approaches past and present to meet these problems. They were aware too of the slender resources, and limitations political, social and economic constraining these efforts. They understood the critical need to improve the extremely low productivity of Pakistan agriculture which contributes 38% of the Gross Domestic Product and

accounts for over 40% of exports earnings. For some of them widespread rural poverty, the inequitable distribution of rural income and growing rural unemployment provided the content of their official and professional work.

Aggravating these negative aspects of the rural sector was the fact that Pakistan had barely emerged from a disastrous and costly war and an ensuing period of political instability. The resources available to government for any undertaking were under heavy strain. So, in reviewing proposals for bringing about rural and agricultural change, it was necessary always to consider as a first priority, protection of the existing rural situation against the deteriorating effects of drastic action in the immediate future. Thus although the overall concept of Integrated Rural Development was generally accepted by the Seminar a number of the programme components were subjected to close scrutiny and debate. True, large land-holders were exploitative, they had seized on the benefit of the Green Revolution but had shown little concern for the public welfare, nevertheless they were large producers of agricultural commodities. Consequently application of the Land Reforms Act could not be at the expense of this production compound. Private marketing and credit were dominant factors in the rural economy, therefore their services were needed in spite of their exploitation of smaller producers.

Realistic and practical considerations such as these introduced into the seminar proceedings a note of caution and recognition of the need for compromise reflected in the Seminar Recommendations. (Part I, Section 2). These reflected a judgement on those aspects of Integrated Rural Development to be implemented in the short run in contrast to objectives with longer run implications.

Even shorter run objectives were subject to overall constraints. National and Provincial finances placed serious limitations on any current I.R.D.P. activities. Limitation of personnel and training tended to confine IRDP expansion to the existing capacity of educational institutions. The undistinguished record of previous rural programmes underlined the need to project the concept and philosophy of I.R.D. among the people in a realistic manner, allowing achievements to speak for themselves while making full use of mass media to familiarize and educate the farming community about the revolutionary nature of IRD and its impact on their life.

II. The Financial Situation

The Annual Plan for 1972-73 prepared by the Pakistan Planning Commission (October, 1972) indicates an overall estimated expenditure for agriculture of Rs. 380 million. Of this amount Rs. 16 million or 4% was specifically indicated for Integrated Rural Development divided as follows:-

Baluchistan	..	..	Rs. 2.5 million
Sind	..	..	Rs. 8.7 million
Punjab	..	..	Rs. 3.0 million
N.W.F.P.	..	..	Rs. 1.5 million

Centre Rs. 0.0 million

However, these allocations indicate only the budgetary share for the initial year. As IRD comes out of its formative stage, it would become imperative that budgetary allocations reflect the progress of this programme.

Prospects for expansion

Expansion of the IRDP progress is measured very largely by increases in the number of Markazes. As we have seen in 1972-73, the first year of operation, 65 Markazes were set up and an additional 50 are planned for 1973-74. It means that in a matter of a year the programme has been able to almost double its size of operation. Given availability of resources and staffing facilities. It can be safely assumed that the targetted coverage of the entire country can be achieved as directed by Prime Minister, Mr. Zulfikar Ali Bhutto

By programming expansion in terms of annual Markaz increments and allocating these among Provinces the entire programme remains manageable and, what is more, each annual increment can be modified in accordance with evaluation and review of Markazes already in operation.

III. Organisation/Administrative and Institutional Structures

Under the 1973 Constitution of the Islamic Republic of Pakistan, Article 38 makes it a mandatory function of the State, to serve the well being of the people by raising the standard of living, to ensure equitable adjustment of rights between employers and employees, and landlords and tenants and to promote within available resources facilities for work and adequate livelihood with reasonable rest and leisure for all categories. This is the basic foundation for formulating IRD policy.

Provincial Governments have assigned different departments and Boards a variety of functions in respect of IRDP. In the Punjab, for example the Rural Development Board coordinates, guides and evaluates activities of the IRD Programme. But in the NWFP the Department of Local Government supervises, controls and guides the progress of project.

Thus in the Seminar proceedings account had to be taken of these variations in executive assignment as among Provinces as well as of the division of authority between the Centre and the Provinces. Another difficulty arises out of the fact that under the Peoples Local Government Ordinance, enacted in 1972 in all Provinces providing for election of Peoples District Councils (Districts are the next major governmental sub-division below the Province) no election of District Councils have been held and there seems to be no authority for electing governmental bodies below the District level. Thus at the District level and below government functions are performed on ad hoc basis by peoples representatives and government officials. Thus the Markaz is used as the basis for implementing IRDP since this unit is intermediate between the District and the village. The term "Primary Unit" frequently used in Seminar discussions, apparently has different meanings in difference Provinces varying from a single large village to a grouping of small villages. In any event the absence of formal local government is serious.

There is very definite need for effective local government in rural areas to ensure the popular participation on which so much of the IRDP depends.

Perhaps, due to the indeterminate status of local Government, the Seminar indicated considerable interest in the structure and organization of village level cooperatives. There seemed to be a tendency, on the part of some participants to view these groups as having semi-governmental or at least policy-making responsibilities although attention was also called to the need to regard cooperatives as a strictly business and non-governmental organization. Also it was not always clear that everyone understood that the Markaz was not a Governmental subdivision but a combination of rural service centre and cooperative federation.

IV. The Production Structure

The Seminar participants were quite emphatic in upholding the individual farm operator as the basic unit of agriculture. However, this does not mean that some cooperative operations may not apply to farming operations. There was an emphatic assertion that cooperative land management was possible without collectivization to which everyone was opposed.

There is a serious lack of meaningful statistical data on land tenure including holdings data. It was recommended that an Institute of Land Economics should be established to bring the production indices (on which ownership ceilings are based) up to date, to consider how arbitration of landlord-tenant disputes might be institutionalized and how existing Land Reforms statues might be better defined. On the other hand there was a definite opposition to changing the basic structure of Land Reform statues and particularly with reference to lowering existing ceilings on holdings.

There is a strong tendency to envision land reform in terms of improving and strengthening the position of tenants but not as a means of redistributing land holdings.

V. Structure of Agricultural Services

It was the consensus of the Seminar that the larger landholders knew how to provide themselves with input supply, credit and marketing services but that smaller farm operators needed cooperatives to perform these services. While there should not be specific efforts to exclude larger operators from cooperatives or get control of them.

Credit could be a cooperative function only to the extent of channeling credit applications of farmer members to the Markaz and to appropriate public credit institutions. The actual credit transaction would not become a Cooperative responsibility or liability. Moreover, it was considered that private sector credit would have to continue to be used in the absence of public institutions. There seemed to be a reluctance to dispense entirely with private money lenders provided they were properly supervised.

An interesting recommendation of the Seminar was that Cooperatives be placed under the Pass Book Act. This means that each member of a cooperative would be entitled to receive a Pass Book. This document would carry an indication of the cropping plan for the individual

farm and when approved by the Cooperative would entitle the farmer to a loan up to the authenticated amount. The farmer would, on approval of his loan, draw down the equivalent in farm supplies. In turn when the crop is marketed the loan interest and service charges would be debited against sale receipts. The balance would be a credit to the individual producer. This scheme has every advantage. For one thing farmers would learn how to plan their operations in advance, calculate their credit and learn how to use credit. An additional advantage is that loan repayment becomes automatic because collection is made when the crop is delivered for sale. The scheme would be even more workable if it was possible to give farmers a firm guarantee on minimum crop prices at the time of planting.

Farm supplies and provision of equipment for the generality of farmers should be a function of the Markaz and Primary Societies. Larger size mechanical farm equipment would be organized by the Markaz through Government loans upto 75% of cost on easy terms and in turn used by operators on a hire-lend basis. Marketing is an important Markaz function and is also related to the credit arrangements for farm inputs. On the other hand if the private sector could provide these services at a reasonable cost there seemed to be no particular Seminar objection. The Markaz should be the focus of supply and marketing services and should participate in channeling credit.

It should be emphasized that no subject of the Seminar, either in the plenary session or in the working groups, exhibited as much interest, discussion and controversy as Cooperatives. It was hard to determine the exact reason for this. Surely the record of Pakistan rural cooperatives has not been very inspiring. Perhaps there was a feeling that rural cooperatives represented the "wave of the future". This interpretation might mean that Cooperatives, particularly at the local and Markaz levels, could become a power structure and people wanted to get on board early for what might become a popular movement with political overtones. Still another interpretation could be that people familiar with rural problems distrusted the existing private sector operations in providing farm supplies, credit and marketing services. Moreover, while willing to accept the superior productivity of the large landholders there was a genuine mistrust of their power and influence. In this view cooperatives, if successful, would become a viable alternative to socio-economic domination which in some instances amounted to almost complete control of rural life. These explanations, however, must be regarded as somewhat tentative. To the extent that they are valid observations these attitudes are not altogether a good omen for a successful cooperative programme which must be solidly based on efficient performance of services for rural people along sound business lines. This fundamental principle was recognized but perhaps not fully appreciated.

VI. Programme Planning

Programme planning in some of its major government aspects has been included, at least by implication, in discussions appearing in previous sections. There is a definite relation between the ability of Provincial Governments to provide their own funds (distinct from Centre contributions) and the number of new Markazes to be established annually in a given province. Thus Sind and the Punjab as richer and more populous provinces will have more Markazes than Baluchistan or NWFP. Moreover the dry land livestock grazing character of agriculture in these

latter provinces present unique requirements for Markaz services. A somewhat similar situation prevails in the Tribal Areas of these provinces.

Seminar participants from the remoter and more uniquely distinctive regions were quite vocal in calling attention to their particular needs in relation to IRDP. The National planning process also involved a close correlation of National with Provincial plans.

It is definitely contemplated that individual villages and village cooperatives would and should participate in the planning process, while it is not always called by that name. The Markaz has to get from the constituent societies estimate of their needs well in advance of the delivery of supplies. The Markaz Project Manager is dependent on reasonably accurate information about crop acreages in order to provide the necessary marketing and supply services. It seems likely that as the Markaz system becomes increasingly mature the movement upward of information will serve a vital planning function.

The present programme priority of IRDP – with a 4 per cent of the total 1972 – 1973 allocation for agriculture – is not very high. However, one cannot but be impressed with the widespread appeal of the programme, indeed the fervour of its supporters is remarkable. The extent to which such factors might be decisive of course cannot be estimated but there is no doubt that IRDP has wide support including that of the Prime Minister. On the other hand, Pakistan has already experienced severe disappointment with earlier programmes that did not live up to their expectations. For that reason it seems likely that the IRDP will have to carve its way to a greater extent than the earlier programmes, particularly as Pakistan's available resources are not sufficient to justify indulgence in speculative programmes. There seems to be a strong likelihood that IRDP will generate both sufficient support and an adequate performance track record to justify considerable expansion and greater programme priority within the foreseeable future.

Rural employment is not a specific IRDP component like cooperatives, credit, marketing etc, but it is an important objective of IRD as are production increase, improved quality of life and the general level of rural welfare. However, many participants were concerned with the employment effects of the IRDP. One view was that as the IRDP expanded, a substantial amount of the under employment and disguised unemployment of the farm labour force might disappear as a result of intensification of farming including multiple cropping and subsidiary farm enterprises like sericulture, bee-keeping, poultry, etc. It was also emphasized that IRDP planning should have employment problems of both women and youth which were felt to be important and the development of crafts and cottage industries was suggested as an outlet for this potential. During slack agricultural season construction of employment generating physical infrastructure such as roads, ditches and drains should be undertaken.

VIII. Research, Studies, Statistics and Evaluation

Although Seminar participants were aware of the need for research the approach tends to be ad-hoc, problem-oriented, and specialized rather than functional. Efforts were made to point out these functional relations of research to extension activities through a continuous feed-

through and feed-back information system evoking a discussion of the need for particular research projects.

Substantial research is underway in Pakistan and at a sophisticated level. One testimonial to the level of research capability is the thorough analysis in the Benchmark Survey of Shadab Pilot Project by the Faculty of Agricultural Economics and Rural Sociology of the University of Agriculture at Lyallpur. This institution and others apparently undertake agricultural research at both the National and Provincial level.

Research and research-like functions are performed in several institutions in addition to the Agricultural University at Lyallpur and Agricultural colleges and institutions such as Pakistan Institute Development Economics, Islamabad, and the Agricultural Research Council in the Ministry of Food, Agriculture and Rural Development which suggests specific research projects to the University and colleges.

Specific recommendations included reference to the need for a feed-back mechanism between centres of learning and research and IRD field areas. IRDP authorities should set up a Research Advisory Committee to provide for IRD research and evaluation. Scientific studies of land drainage, salinity and water logging be expedited by early establishment of the proposed Drainage and Reclamation Institute of Pakistan (DRIP). A specific recommendation was made to set up seven development training academies. It was intended that one of the functions of these institutions would be functional and operational research. Another recommendation called for the establishment of an Institute of Land Economics to collect and interpret data, develop improved land tenure classifications and conduct land tenure survey at the Markaz level. Small regional studies of magnitudes, rates and trends of the landless labourer classification were recommended.

Evaluation procedures were not specifically discussed in the Seminar although several of the FAO Specialists called attention to its importance. One group took the position that future IRDP development should depend on a thorough evaluation of on-going projects in order to determine their impact and the extent they might serve as models. This group recommended that while external evaluation had merits, the really meaningful evaluation would be by the people in locally elected councils. Another suggestion was that evaluation methods for family-planning should be scientifically designed and pre-tested and that voluntary agencies should do the same for all women-oriented programmes. With respect to social development scientific methods of evaluation should be established to improve IRDP efficiency and identify bottlenecks and the UN should provide technical advice on this point.

These proposals for evaluation seem to indicate that at the present time there is no systematic overall approach to IRDP evaluation but it is recognized that such an approach is needed.

Statistics on the rural sector are collected at the Federal Government level by:

- (a) The Planning Unit of the Ministry of Food, Agriculture, and Rural Development – mainly in the fields of farm management and agricultural

economics.

- (b) The Agricultural Census Organisation of the Ministry of Food, Agriculture and Rural Development located at Lahore.

The Provincial Governments also have statistical units in their planning and development organizations. Statistics for use in planning and executing the IRDP are probably not adequate. However, the availability of more precise and detailed statistics has probably not disturbed the progress of IRDP to-date. However, the Seminar was of the opinion that existing land tenure data needed much improvement. Particularly needed is more detailed and precise data on land tenure classifications.

VIII. Training requirements and arrangements for meeting them

Training needs of the IRDP for local level functionaries but particularly for Markaz Project Managers is a pressing problem and the number of new Markazes to be established will have to be coordinated with the output of trained personnel. It is clearly necessary that the promotion of small agro-industries at the village level will require a trained staff. This training will have to be provided either in short course syllabi or lectures and demonstrations at college, technical schools and secondary schools and incorporated in existing curricula. But it would be best if training facilities are made available at each Markaz.

Regular training was recognized as essential at all levels of functionaries of nation-building departments. Three kinds of training were needed – pre-service, in-service and non-formal. All forms of training should be functional and meaningful. In addition seven new Rural Development Training academies, one for each province and Azad Kashmir and Gilgit, should be established. These would provide in-service training to IRD professional staff. Sub-professional, local leaders etc., would receive both pre-and in-service training at the Markaz level with the help of a training specialist on the staff of the Markaz Project Manager and using audiovisual aids, radio programmes, television and film strips.

In a broad sense a single strand of training is inherent in the entire IRD, directed particularly at rural families. A good deal of this kind of training is a non-formal, learn-by-doing educational experience but quite real and practical for all that.

Quite clearly, existing training facilities at all levels will have to be expanded and to some extent re-oriented to the specific needs of IRDP. This is not however to say that the present need for these priorities and their unavailability should be allowed to constrain current IRD Programme. Somehow that programme must proceed in spite of existing deficiencies. Nevertheless the Seminar performed a useful function in pin-pointing and emphasizing the clear need for increased and improved training.

IX. Social service structure and physical infrastructure

The IRDP fully recognizes the importance of family planning and population programmes, health services, education, literacy, youth and women's programmes, community development and social welfare services. These are definitely comprehended as components of the IRDP and to be incorporated in it. The Seminar dealt at considerable length with these components and thus served a valuable service in highlighting their importance to the participants. To some extent the participants, while accepting the essential character of these components tended to regard the initial phases of the IRDP as concentrating more on the establishment of Markaz, promotion of primary societies and establishment of local government as paramount priorities, nevertheless the immediate need for an integrated health delivery system was accorded high priority.

There was also considerable concern that such central issues as farm supply, credit, land tenure, employment and marketing functions at Markaz and local levels should have priority. Perhaps there was an underlying feeling that without proper functioning among such programme components very little could be accomplished in the way of general welfare programmes. However, proponents of the welfare programmes were quick to point out that without these supporting services the IRDP would not realize its potential either at the Markaz or local levels.

The subject of physical infrastructure was another matter of concern. Marketing functions cannot be efficient without farms-to-market roads. A safe and dependable water supply is basic to health and the general level of rural health directly affects agricultural productivity. Again, without an available power supply the development of agro-industry or of irrigation pumping may be impeded and of course the Markaz cannot function without a set of central headquarters for offices, storage facilities for farm supplies, and crops, machinery sheds and maintenance facilities. It was recognized that for those parts of the Markaz structure to be used by the private sector, that sector should be encouraged to erect their own buildings where possible. The Seminar recommended that Pakistan Agricultural Storage and Supplies Ltd., should immediately provide Markaz warehousing and marketing facilities.

In arid areas it was recommended that Government should be responsible for tubewell installation whereas the Markaz should be responsible for small water supply installations, canal lining, small flood protection works and soil conservation resources. Integration and coordination of the IRDP with such employment-generating rural public works as roads and bridges etc. was recognized as having high priority.

X. Selected issues in IRDP

Seminar participants were keenly aware of the problems of rural employment. Some claims were made that in the intensive irrigated crop areas there tended to be seasonal labour shortage. This claim was offset, to some extent, by the fact that rural labour force and rural employment and wage statistics and data were in some instances fragmentary and inadequate. These deficiencies make it difficult to properly design and plan efficient rural works projects or even to estimate with any precision the discussions of rural unemployment in some areas. A particularly difficult problem exists in rural areas characterized as "educated unemployment".

Educated unemployed are mostly younger people who, upon leaving school, are unable to find local employment. The alternative is a gradual drift toward the larger population centres where rural unemployment becomes urban unemployment. It was felt that ways should be found to keep these young people in rural settings with which they are familiar and to make every effort to train them for useful rural activities such as small scale enterprises, even if these were initially to be financed or even subsidized by the Government.

With respect to overall Government employment policy the 1972-73 Annual Plan states:

“Agriculture. – The Government has announced an ambitious programme of agricultural reform which includes reform of the system of land distribution and land tenure. This would help in reducing the number of landless labourers and creating a viable group of peasant proprietors who can, in due course, be converted into a group of small entrepreneurs. A higher growth rate in the agricultural sector would, however, still be necessary to reduce unemployment. Measures to increase agricultural production may include, among other things, development of financing institutions, securing national and international markets for agricultural and allied products and greater attention to forestry, fisheries, animal husbandry and activities relating to production of cash crops. Intensification of farming methods can also increase employment. In this connection, a pilot project is proposed to be set up with the assistance of FAO, ILO and UNDP to find out the effect of new technology on employment and incomes and formulate recommendations for agricultural development policy”.

“People’s Works Programme and Rural Integrated Programme. – The Government has prepared an outline of a nation-wide People’s Works Programme. The programme proposed to encompass the rural, urban and metropolitan areas of the country in as many sectors of the economy as possible. The Ministry of Food, Agriculture and Rural Development has also planned a country-wide programme of Integrated Rural Development based on self-reliance and mobilization of all resources through social education and mass motivation. It is also proposed to set up agrovilles (Markaz) with the purpose of providing employment opportunities for rural unemployed and under-employed, rural servicing and spreading of urbanization to reduce migration of population to urban areas. All these programmes will have a very healthy effect on the employment situation”.

The recommendations of the Seminar on employment promotion included : intensification of farming; diversification of farming, establishment of industries at Markaz level; decentralization of industry in non-agricultural areas, the establishment of industries based on local materials viz., forest product and small mineral ventures, promotion of small crafts and cottage industries; construction of physical infrastructure and finally a high priority for family planning. However, before a national programme for rural industrialization can really take hold

a great deal more needs to be known about the kinds of industry suited to rural setting in geo-physical terms; labour market conditions; energy services; transport requirements; sales and marketing services; input requirements and the infrastructural requirements. Even at Provincial levels the accumulation of data and the calculation of relative cost and benefit analysis represent a substantial investment in time and money. While it is possible to contemplate that a relatively small distribution of small rural type industries could be accomplished on a more or less ad-hoc basis without too much planning background, it is likely that the overall impact on the rural area of rural employment would not be very great. The very fact that such rural industries, as the Seminar discussed, have not appeared spontaneously in this ancient cultural setting argues for more consideration of the appropriate planning technology and the preparatory steps that the Seminar was able to provide. What the Seminar did provide was specific mention for possibilities which certainly merit further explanation.

The Seminar, quite naturally, devoted considerable attention to problems connected with the rapidly expanding mechanization of agriculture. In several parts of the developing world and in the United States use of large units of mechanized power equipment has been accompanied by an increased size of agricultural holdings. The economic basis for this trend is quite clear—mechanized power is profitably substituted for manpower. This has a direct tendency to displace smaller scale farmers including tenants and sharecroppers. There is also a direct relation between agricultural mechanization, large scale farming and the Green Revolution; with few exceptions this trend has had an adverse effect on the poorer and weaker rural people.

A number of Seminar participant recognized that these negative effects were not inevitable. It is possible to programme the use of power equipment so that smaller farmers are protected. In this connection the current Pakistan Land Reforms programme can be directly helpful. If the nation can realize an agricultural pattern dominated by moderate and small farm units then power mechanization programmes can be designed to fit that pattern. Several small producers can jointly own and use power equipment or they can rent it from other source. Another alternative is the use of small unit power equipments specifically adapted, as in the case of Japan, to small scale agriculture. So far Western agricultural research has been quite remiss in its dedication to the economies of scale, always meaning economies of large scale. Only very recently has research been devoted to determining the economies of small agriculture but sufficiently to prove that economies enlist at both ends of the size scale.

A number of the Seminar participants remained unconvinced that large tractors (45 h.p.) and above did not in fact give better performance than smaller scale equipment. This is basically question of needed draw-bar power, soil texture and cultivating practice. With the right kind of design, even bullock drawn equipment can give good performance. And many soil types are susceptible to quite adequate cultivation with smaller and medium size equipment. It has been argued too that one of the reasons that large scale farm enterprises appear efficient is because the social costs of displacement are “externalized”—i.e. borne by the public terms of welfare, unemployment and either costs or by the displaced individuals themselves. Instead, so the argument runs, if these costs have been “internalized” i.e. borne by the large scale mechanized producer much of the so-called efficiency of large scale equipment would disappear.

While a discussion of this situation was presented to Seminar participants, particularly by Mr. Edgar Owens of UNDP New York there remained a substantial belief in the need utility of large tractors particularly as their appearance in Pakistan had coincided with rapid increases in productivity. The Seminar felt that while large tractors (45-55 h.p.) would continue to be manufactured in Pakistan, that the diversity of geophysical conditions, the types and sizes of farms required that small/medium tractors should be produced or imported in Pakistan. Also it was recommended that since the price of tractors placed them beyond the reach of many farmers the purchase of tractors should be subsidized. Markaz should maintain machinery pools for lend-hire to farmers with Government extending easy credit upto $\frac{3}{4}$ of the purchase price on condition of advance down payment of $\frac{1}{4}$ of the price by Markaz Federation.

At the same time, another illustration of how power equipment could be used is based on Egyptian experience. According to the description given, a number of farmers with adjacent fields agree on a single crop. Thus among these holdings a single large area planted to one crop becomes susceptible to uniform cultivation and practices. In such an arrangement the use of power equipment becomes possible even though individually owned units are small, badly fragmented and dispersed.

Financial discipline, saving and taxation were discussed by Mr. Owens of UNDP. Unfortunately, the timing of this discussion towards the close of the Seminar prevented full consideration of these important topics. Mr. Owens referred to current experience in Korea, Taiwan, Japan and Egypt where it has been demonstrated that even quite poor farmers can save and can pay taxes. In the long run, payment of taxes may provide an incentive for participation in the local decision-making process as a man wants to have some say about the use of his tax money. Individual saving provide the means by which cooperatives become the instrument of group action. Until some of their own resources are involved cooperatives, including the Markaz Federation, have to depend ultimately either on Government advances or on the private sector. On the one hand they tend to become creatures of Government with on real commitment base: on the other hand there is the likelihood that the private sector will take over and control the cooperatives movement.

XI. Conclusion

Even by cautious estimates the Seminar would seem to have achieved a remarkable degree of success in thrashing out issues and problems and discussing their various solutions in the peculiar circumstances of Pakistan as obtaining today as well as delineating a course of action charted within the boundaries of possible development in future.

The quality and standard of discussion, the moderation and spirit of accommodation among holders of diverse views speaks actually of not only the high standard of expert representation but also gives an idea of the dedication of the participants as well as their comprehension of the urgent nature of the issues involved.

What may be particularly satisfying for the host country is the unanimous recognition of the concept of Markaz as a unique and viable institution for practical work in rural development on the integrated approach. It was not therefore merely incidental that so much emphasis was

laid on its development and replication across the country. In fact, the Markaz has been identified as the central functional organ of I.R.D for this country agro-economic policy mix.

In this context official commitment at the highest executive level and its reassuring affirmation at the Seminar sessions added to the justified hopes of the participants attached with the future evolution and progress of a model rural development plan in Pakistan that may hold the key to the problems of the vast farm lands of Asia, Africa and Latin America.

With the fruitful conclusion of the Seminar, IRDP has entered a new phase, that of implementation and follow-up action in respect of its important recommendations. The sponsors of the Seminar, particularly the Government of Pakistan, have a serious responsibility in seeing to it that the Seminar deliberations and findings are not rendered into an idle hair-splitting exercise for lack of follow-up action. An early creation of organizational and administrative machinery on the lines recommended could set into motion activities directly related to the main task. That the Prime Minister, Mr. Zulfikar Ali Bhutto, regards IRD as an instrument of achieving his socio-economic goals lends strength to the note of optimism on which the Seminar ended its deliberations. Not only that. His known proclivity for action seems to have added to the confidence with which the Seminar has put forward its recommendations.