

## Preliminary Paper

on

THE COOPERATIVE PROJECT OF THE PAKISTAN ACADEMY FOR  
RURAL DEVELOPMENT, COMILLA, EAST PAKISTAN

*Prelim Paper*

by

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RURAL DEVELOPMENT, COMILLA, EAST PAKISTAN 1/

Introduction

The experiment in economic and social development, which was started at Comilla in East Pakistan in 1959, is very significant. The program has received attention and praise not only from the national leaders of Pakistan including President Ayub Khan but also from representatives of private foundations, foreign governments, and international development agencies. Economic cooperation has been one of the essential foundations of the total development program. This paper gives attention primarily to the cooperative project--to the promotion, organization, operations and services of the central and village cooperatives as a major segment of the total experiment in rural development.

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Ulrey has studied the economic and social aspects of cooperatives since joining Michigan State University in 1928. He has visited cooperatives in several countries of Europe and Asia. He was a Fulbright Senior Lecturer at Peshawar University in West Pakistan during 1954-55, and an agricultural technician at Ranchi Agricultural College, Bihar, India during 1958-62, under a US/AID contract with the University of Missouri.

Schuler was Senior Advisor to the Pakistan Academy for Rural Development, Comilla from August 1959 through July 1962, during the initial development period of the cooperative experiment. He was a Fulbright Research Scholar at Thammasat University, Bangkok, Thailand during 1957-58. Previously he was with the Department of Sociology at Louisiana State University, 1933-43; the Farm Population and Rural Life Division of the Bureau of Agricultural Economics, U. S. Department of Agriculture, 1943-46; the Sociology and Anthropology Department at Michigan State University, 1946-49; and Chairman of the Department of Sociology and Anthropology at Wayne State University, 1949-59.

Richard O. Niehoff, Coordinator of the Pakistan Project (the Academies) at Michigan State University, and formerly stationed in Pakistan, read the manuscript and made many suggestions which were included in the present revision.

The senior author of this paper, Mr. Ulrey, had the initial opportunity of examining the first two annual reports of the cooperative project in early November 1962. He was greatly impressed by the plans, procedures and general philosophy of the Academy Director and staff, by the "Comilla approach" and by the accomplishments during the first three years of operations. He believed that persons concerned with the promotion of cooperatives and community development in many of the newer nations throughout the world would be interested in learning about the cooperative project and the total program of the Academy, and that the fundamental features of its organization and operations should be critically examined, evaluated, and reported. After discussions with Mr. Schuler, writing of this paper was undertaken.

The initial aim of the paper was to present a concise description of the project, and to identify and classify the fundamental principles and practices employed. Later, some suggestions for future reporting, research and analysis were added, along with a few general observations on experimental and demonstration projects of this nature. Finally, the entire program of the Academy was briefly outlined in order to present a more balanced picture of the development activities. The primary objectives of the paper are: 1) To provide for professional leaders of cooperatives and others who are concerned about cooperatives, an analysis of the Academy's cooperative project, and 2) by raising some pointed questions and offering specific practical suggestions, to encourage those most closely associated with the Academy and the cooperative project to identify and publish the essential factual information and the basic fundamentals and theory required by others who wish to initiate similar development projects.<sup>1/</sup>

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<sup>1/</sup> The reports and other materials listed in the bibliography in the appendix were extensively used in the preparation of the paper. The primary contributions of the paper are the analyses of the cooperative project in the total program of the Academy; and the suggestions for future reports and studies, and for evaluation of such projects--the latter included in the appendix.

The Academies As part of a program of educational and training institutions intended to assist in expediting the process of economic and social development, the Government of Pakistan in 1956, with the encouragement and assistance of the Ford Foundation, authorized the creation of two institutions which are now called The Pakistan Academies for Rural Development. One was to be located at Peshawar in West Pakistan, and the other at Comilla in East Pakistan. The locations were selected in order to facilitate close contact with the villages and villagers.

Through the Ford Foundation, Michigan State University was invited and agreed to assist in the detailed planning and preparation for the Academies as follows: to provide educational experience on the University's campus and elsewhere within the United States for the staff personnel, to assist the faculty members and directors to become cohesive organized units, and to provide the services of resident advisers throughout the initial phases of the Academies' work.

The faculty members of the Academies were selected on the basis of their training and experience in the social sciences and related applied fields, such as public administration, education and extension, as well as their qualifications for planning and executing social science research on the human problems of economic and social development. Following about one year of preparation at Michigan State University, the staff and directors returned to Pakistan and began operations in the summer of 1959 at their respective temporary sites--while more spacious and substantial permanent campus quarters were being designed and built with the planning and architectural assistance of Doxiodis Associates, of Athens, Greece.

Initial plans for the Academies were formulated at the request of the Government of Pakistan by a committee from Michigan State University financed by the Ford Foundation in 1956. Ford Foundation has continued to assist in the financing--training of staff members in the U. S.; foreign exchange needed for equipment, supplies and books; advisers from Michigan State University; and the plans for expansion of

similar activities into three new areas. The teams of Japanese agricultural experts have been provided under the Colombo plan. The U. S. Government has assisted by providing Peace Corps Volunteers and wheat from P. L. 480 funds as part payment of labor on the Public Works Project in the Comilla Kotwali Thana. The nation building departments of the East Pakistan government have provided technical assistance and loan or rental of equipment, such as tractors and power pumps. The Central and Provincial Governments of Pakistan have provided the major portion of the funds for the operating programs of the Academies

The Academies are institutions of the Government of Pakistan. The Chief Secretaries of the two Provinces are Chairmen of the Academy boards of control, and the Directors of the Academies are the secretaries of the boards. The other members of the boards are primarily from the nation building departments of the Provincial Governments.

Before the program of the Comilla Academy is presented, a brief description is provided on the natural conditions, the economy and the government of the Thana. The Comilla Kotwali Thana had a population of 217,297 in 1961, of which around 158,000 or 70 percent lived in the 365 villages--an average of 430 persons per village. The population was dense in the 100 square miles of the villages--1,580 per square mile, or 2 1/2 persons per acre.

Comilla Thana, which is located in the relatively flat plains at the eastern edge of East Pakistan, has an elevation averaging only 15 to 18 feet. The temperature ranges from about 50° F. in the winter to 100° in the summer. Most of the rainfall of 80 to 100 inches occurs during the monsoon period, from late May to early October, when conditions are both humid and hot. The heavy monsoon rains, which bring floods from the hill areas in India on the east, frequently restrict cropping in the low areas. Paddy is the principal crop, and rice is the main food of the villagers. Typically, two paddy crops yearly are grown, but on some farms

there is a third crop. Vegetables are produced during the fall and winter. The average area operated per village family is around 1.7 acres, which normally is located in scattered plots. The land has been subdivided by inheritance for generations.

The farmers live in villages, ranging in size from 100 to 1,000 persons. Kinship, religion and occupation are the foundations for the village groups. Tensions and conflicts are common under the traditional conditions found in the villages. The leadership of the past had religious, political and personal motivation. There were few, if any, functional leaders before the Comilla projects. Most of the villages are largely Muslim, although a few are predominantly Hindu.

The villagers have been afflicted with a legion of handicaps: poverty from low income, small and fragmented land holdings, low literacy, traditional production methods, heavy debts with interest rates up to 80-100 percent, annual floods and droughts, poor or no roads, unemployment and underemployment, problems of integrity, dislocations arising from partition, inadequate leadership and group activities, inferior government services, tensions and conflicts, and pessimism and defeatism.

The government in the Comilla Thana consists of a Thana Council and 12 Union Councils, which are a part of the Basic Democracies system introduced in October 1959. Each Union consists of several mouzas, the lowest revenue collection area. One mouza may consist of one or more villages. The Union and Thana councils are a part of a five-tier system of government--Union, Thana, District, Division and Provincial levels. The Union Council members are two-thirds elected and one-third appointed. They serve as local legal, planning and executive bodies, with limited powers. They are supposed to serve as agencies for securing coordination among and services from government departments, and with the local agencies and citizens. The Thana Councils, which are primarily coordinating and planning bodies, consist of one-half Union Council chairmen, one-fourth appointed members and one-fourth government officials. The

District, Division and Provincial Councils are coordinating, planning and advisory bodies.

The system was named Basic Democracies because the national leaders wanted it to grow, evolve and find roots within the people in the villages and towns. To date, it represents a kind of guided democracy. Prior to the system, there was no local governmental machinery for obtaining public participation at the lower levels of government, or to work with the technical departments which were supplying services in many spheres of life.

In the past there have been weaknesses in administration and services, which in time the new system is expected to correct. Leading citizens are acquiring new experiences on the Union and Thana Councils. The project in rural public administration of the Academy is designed to improve the performance of the citizens serving on the Councils as well as that of the departmental and administrative officers.

#### The Rural Academy at Comilla

The first groups of government officers arrived for training in rural development work at Comilla in August 1959. In order to assure realistic teaching and to demonstrate the nature and utility of practical research and extension, an essential function was promptly undertaken by the Academy in East Pakistan: the organization of experimental pilot projects in rural development. Under the leadership of the Comilla Academy's Director, Akhter Hameed Khan, many plans and projects were discussed in the fall of 1959 on various phases of rural development work needed to better the economic conditions of villagers prevailing in the Comilla area. Improvements in agriculture and the organization of village cooperatives were emphasized from the beginning.

To facilitate experimental work in development, and with the hopeful expectation that significant demonstrations and pilot projects would emerge, the Comilla Thana<sup>1/</sup>

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<sup>1/</sup>A Thana is a governmental unit in East Pakistan roughly comparable to a county in the United States. There are 413 Thanas in East Pakistan which has an area of about 55,000 square miles, with a population of around 51 million at the time of the last census, February, 1961.

V-AID (Village Agricultural and Industrial Development) Area was made an official responsibility of the Academy in February 1960.

The prime function of the Academy, as initially conceived, was to improve the training, motivation and performance of government officers, so that they could more effectively expedite rural development. As a means to that end, the Academy gave attention to experimental projects designed to provide information and practical experience to both the staff of the Academy and to the officers being trained. During the first three years, major attention was given to discovering methods of 1) introducing improved agriculture to the villagers, 2) organizing village cooperative societies, and 3) organizing an economical public works program.

As the training programs and the three major projects were developed, it became apparent that other projects were necessary in the total program of modernization of rural life of the villagers of East Pakistan. Attention was focused on improving the lot of the villagers and the training programs and projects were considered as instruments towards that objective.

The work of the Academy was built around the training, research and extension activities which are summarized below.

Training. The Academy has had three categories of trainees: 1) government officers, including both those of general administration and those from the technical departments, 2) non-official groups, including private citizens working with cooperatives and in other development programs as well as members from the several tiers of the Basic Democracies, and 3) villagers in various capacities who live and work in the Comilla Thana, and who represent a real sample of the human resources whose training, education and modernization of outlook must be achieved if rural development is to become a reality.

Attempts have been made through the training contents and processes to present the ideals and philosophy of rural development, and thus to motivate and train the

officers for high performance. The training of lay leaders emphasizes the learning of improved methods, organization of cooperative societies and the adoption of improved practices, through demonstration and action procedures. One of the primary purposes of the training at the Academy is to change the attitudes of apathy and fatalism of both officers and villagers towards the problems of the villagers and the programs for their solution.

The Third Annual Report for 1961-62 stated that 208 officers and 130 non-officials (excluding extension training in "C" below) were given training at the Academy, as follows:

A. From government departments.

1. Civil administration.

11 Probationers of Civil Service of Pakistan (top category of future administrators)--2 months in Development Economics and Rural Development.

48 Circle officers--1 month, 4 groups.

23 Probationers of East Pakistan Civil Service (next highest)--6 weeks, 3 groups.

8 Civil administration--3 weeks on new patterns of rural administration.

2. Education development.

16 District Inspectors of Schools--3 weeks.

46 Sub-District Inspectors of Schools--3 weeks, 3 groups.

3. Cooperative Department.

18 Officers--2 weeks.

3 Cooperative Inspectors--1 week.

4. Ansar Organization. Initially a semi-military group for defense of border, but changing towards a new role of service to citizens and country.

28 Officers--1 month, 3 groups on Rural Development.

5. Rural Industrial Service.

7 Officers--3 1/2 months.

The officer groups in most cases visited the projects of the Academy, and in some cases conducted surveys and assisted in the research projects.

B. Non-Official trainees.

1. Basic Democracies

13 Provincial Advisory Council members--6 days, 3 groups.

38 Union Council Chairmen--7 days, 6 groups.

2. Education Leaders.

12 Catholic Mission school teachers--7 days, 3 groups.

Adult education center teachers--1 day, 3 groups.

20 School teachers--1 day.

5 College teachers--10 days.

3. Peace Corps Volunteers.  
29 for 3 weeks, 2 groups, orientation.
4. Farmers.  
4 Ansar farmers--1 month.  
10 from Rajshohi--2 days.
5. Rural Artists.  
10--1 week, 4 groups, orientation to rural development.

C. Villagers from Comilla Kotwali Thana--men, women and youth.

The pattern of training normally includes: orientation session, classroom discussion of topics, library reading, committee work, field visits, final evaluation, and report by staff member in charge.

Research. The planners of the Academy were aware of the importance of basic and action research in an institution set up to expedite the development of a traditional village society; and were aware that information on attitudes and responses of villagers were necessary for the training programs. The research reports and articles during 1961-62 covered such areas as: Attitudes of Rural Population towards Family Planning, Adoption of Improved Methods of Paddy Cultivation, Survey of Adult Education Centers, Basic Democracies at the Grass Roots, Family Planning Project, Voluntary Group Adoption of Power Pumps, Adoption of Improved Method of Boro Paddy Cultivation, and Survey of Comilla Industrial Estate--among the problems studied. In general, the researchers have concentrated on the socio-economic features of village society--have studied the processes of change through existing social institutions and the methods of bringing about social change.

Agricultural Extension. The extension program for villagers is closely related to the cooperative project, discussed below. The extensive activities have emphasized three ways of increasing the farm output and the farmers' income:

1. Higher yields per acre, through such practices as better varieties and cultivation, fertilizers and plant protection.
2. Increase in length of cropping seasons, by providing irrigation for the dry period.

3. Better use of resources, by shifting to more productive crops, pooling of use of machinery and power, joint planning of farm operations, fuller use of machines, and adding enterprises such as dairying and poultry to make a fuller use of resources, especially the over-abundant but untrained village manpower.

Some of the extension projects and procedures to accomplish the above objectives include:

1. The Academy farm of 5 acres, where demonstrations are conducted by the Japanese team of agricultural experts, under the Colombo Plan.
2. Dairy unit of 4 local cows at the Academy for demonstration and training.
3. Poultry experiment-demonstration-training unit at the Academy.
4. Selection of model farmers in villages to follow the advice of the Japanese experts and demonstrate the results for nearby farmers.
5. Selection of model farmers as agricultural extension organizers, to be trained more thoroughly in all farm operations, through attending classes once a week at the Academy. The aim has been to develop a group of progressive farmers in the villages to handle the job of agricultural extension.
6. Providing tractors especially for plowing and disking and power pump for irrigation, for hire to the primary cooperatives.
7. Training of selected village young men to operate the tractors and power pumps.
8. Assisting in starting a sericulture project including nurseries for mulberry trees and also for fruit and forest seedlings.

After three years of experience in agricultural extension, the conclusions included: 1) a demonstration model unit adapted to local conditions is needed for training, 2) a team of experts is needed at the training center, 3) most multi-purpose workers trained for one year at the Village-AID Training Institutes have not been effective in inducing villages to modernize their agricultural methods<sup>1/</sup>, 4) the

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<sup>1/</sup>These conclusions seem to be in line with the experiences with the multi-purpose village level workers and the technical extension workers in the community development block program in India. Motivated and trained villagers have not been used to do the extension work on the projects in India.

appointment of technical officers for village work has not proved effective when village leaders are not available to carry out the project, 5) villagers selected to represent their villages as demonstration leaders trained at the center seem to be the most effective propogators of improved methods, 6) creation of organized village groups, such as cooperatives, will tend to maximize the results of demonstration and training, 7) the processes of diffusion of an idea or practice in a village are very slow, since there are many factors which retard adoption of the new, and 8) success is to be judged by the transformation of the whole village, which is reflected through changes in the level of living, in the social organization within the villages, and in the outlook of the villagers--who previously had been convinced that betterment of their hopeless conditions was unattainable.

The five major experimental projects of the Academy at the beginning of 1963, were as follows:

1. The Cooperative Project, consisting of a constantly increasing number of village cooperative societies, and a Thana-wide central cooperative association, which will be discussed below.
2. Agricultural Extension Project which was discussed above.
3. The Project in Rural Public Administration which was begun within the framework of Village-AID in February 1960<sup>1/</sup>. After the liquidation of V-AID in June 1961, which was initiated in 1954, the project was strengthened and expanded as the Comilla Kotwali Thana Council Project. An attempt has been made to both democratize and increase the efficiency of local rural public administration through work with village leaders--the elective chairmen and members of the Basic Democracies bodies of local government--the Thana Council and the 12 Union Councils; and through work with the Thana level officers of government--both the general administrative officers

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<sup>1/</sup>Attention was given to public administration soon after creation of the new nation, but practical training programs for junior and rural officers had not been provided previously.

and the technical and specialized Thana officers of the government departments concerned with rural development.

The chief objectives of this experimental and demonstration project were: to achieve coordination within and between the government agencies in order to obtain maximum benefit from government services; to introduce and demonstrate the concept of decentralized planning in local government; to provide training courses for local officials and officers; and to assist in reporting and follow-up of the decisions and activities of the Union Councils and the Thana Council.

The nation building departments and the Union Councils have cooperated in initiating many activities such as: minor irrigation and godown storage facilities, use of fertilizer, pest control campaigns, power pump demonstrations, inoculation of livestock, fish nursery tanks, model primary schools, adult education centers, road repair and new road construction, and sand removal after breach of the river retaining embankment, locally termed a "bund."

As a major scheme of the public administration project the Academy, in cooperation with the Thana and Union Councils, initiated a Pilot Rural Public Works program to improve control of flood water and of irrigation water supply, village roads, small dams and regulators. The work which was started in 1961-62 was handled largely by the labor resources of the villagers assisted by the training, leadership, organization and financing which were made available within the Comilla Kotwali Thana through the Academy. The Government provided three-fourths of the funds and the Union Councils and people were supposed to provide the remainder. One-half of the Government's contribution was in cash and the other half in American surplus wheat from the P. L. 480 funds. A trial of this scheme proved that the Union Councils could mobilize the human resources under the guidance of a qualified officers; that they are capable of undertaking public works; and that the Union Council members have great potential for local leadership. The favorable results brought about the request by the Government that the Union Councils prepare three-year plans to

be considered for public works on roads, channels, irrigation tanks, reforestation, erosion control, etc.

Much of the success of the activities of the Union Councils must be attributed to the continuous process of training, demonstration and supervision. They were trained by the Academy in budget preparation, in record keeping, in planning and in related aspects of village development. Training sessions were supplemented with carefully prepared manuals and leaflets. The Academy also assisted in the monthly meetings of the Thana Council which included a fixed agenda: review of previous activities, reports from department officers, future plans, and the exchange of ideas on the issues which confronted the Union Councils.

The experience with rural administration during the experimental years apparently proved the following: village leaders are more effective in initiating rural development under conditions existing in the Thana than are government officers posted in villages; rural progress can be materially helped by local organizations--the local Union Council, the village cooperative and the school; special organizations are necessary for undertaking economic activities of a commercial nature, such as mechanized farming and cattle breeding and care, and cottage industries such as pottery manufacture and weaving--where special vocational skills are essential; general and special training programs are basic to provide the motivation and know-how to carry out the many phases of economic and social development; responsible local government is necessary in order to utilize the services of the nation building departments efficiently at the village level; and that the villages have much potential leadership for local government activities if motivated, encouraged and provided adequate assistance by an outside agency and service workers in whom responsible villagers have confidence.

4. Project on Education and Community Organization. The Director, staff and advisers realized that modernizing the school programs and the creation of valuable functional community organizations were essential for rural progress. Conferences

were held with teachers, youth leaders and others to consider the programs to be initiated. In October 1961 the Committee on Education and Community Organization was created with two main experimental and demonstration functions: programs for 1) primary schools and adult education, and 2) youth work and community organization.

A program of extension education was started with 20 primary schools in 1961-62 under the plan of covering the 59 schools of the Thana in the course of three years. Regularly fortnightly sessions were held with the teachers to discuss, promote and assist them with practical projects in the schools and communities.

After some experimental activities, a five-year adult education scheme was started in late 1961, based upon such features as: adult education centers in the primary schools, except those centers for females; primary schools teachers as instructors in the male centers, and female teachers in the centers for females; training of teachers in the methods and philosophy of adult education and literacy teaching; achievement tests and literacy certificates; extra pay to teachers, borne partly by government and partly by the Union Councils; and centers under the cooperative supervision of the Department of Education, Academy, local Basic Democracies units and a local committee of five. Many growing pains beset the scheme during the early months.

In the fall of 1961 a three-year research project and also a three-year action program was initiated for rural youth. The action program included training on handling meetings and keeping records; and brief courses on various phases of farm enterprises held at the Academy. Training materials were prepared and a mobile library unit was provided to assist the local youth clubs. A youth supervisor was appointed by the Academy to work exclusively with youth.

5. Women's Project. From the beginning the staff of the Academy has been concerned about assisting rural women to assume their fuller responsibilities in the emerging modern society. Ten female V-AID workers were serving in the Thana Development

Area in the fall of 1959. During 1960 the program with women included: one-day meetings with adult school teachers on such subjects as maternity and child care, health and sanitation, and subsidiary farm and cottage enterprises; publishing simple pamphlets on these subjects; organizing of educational meetings with village women; assisting in introducing improved farm and home practices in the villages; training classes for women at the Academy; and sessions on family planning. In 1961 and later, family planning seemed to receive major emphasis. Conferences on family planning and maternity were held for village doctors and dais (midwives). In the six-village action research project, the villagers selected family planning organizers, both male and female, who met regularly at the Academy for training and discussion.

The women's program was expended in February 1962, when a lady faculty member was appointed by the Academy. The objectives include: emancipation of women by the villagers, assisted by bringing them to the Academy for suitable training; breakdown of the traditional seclusion of women; improvement of ideas, activities and programs in villages through enlightenment of the village women; additional enterprises and services carried out by the women; and an improvement in various phases of family life--health, food, nutrition, hygiene, sanitation, and family relations. A training class was started in March 1962 for selected wives, at the Academy, on child care, maternity and family planning. Later two experimental training classes were started, one day each week for 6 weeks, for women in eight pilot villages chosen from those with cooperatives. Each village sent 2 to 4 women who when they returned to their villages were obligated to teach other women of their own village. The Academy extension service assisted the village women to set up and run the village training centers. Seventeen different subjects had been taught in the training courses by mid-1962.

The experimental program for village women was further expanded in 1962 to include: training of midwives by a doctor for three consecutive days, twice a month;

monthly conferences of doctors, from the cooperative villages, who are in charge of distributing contraceptive supplies and who use the health clinics as training centers for health education; a health clinic in each experimental village as a meeting place and center for training and distribution of supplies; and a nutrition program, which included training in the use and instruction in the value of wheat and wheat products.

The experimental evidence indicates that the women's program has been well accepted and useful, and that village demands will bring about an expansion in its scope and in the area covered.

The teaching, research and extension activities of the Academy which were associated largely with the five experimental projects were serviced by various communication techniques and activities. For example nearly one-half million of simple Bengali leaflets and pamphlets were published to carry the extension ideas to the literate villagers and, in turn to those not able to read.

Communication, Publication and Library Section. These services were developed by the Academy to assist in the diffusion of information and the adoption of improved practices on the farm, in the cooperative, in the family and elsewhere in the village. During 1960-61 communications work emphasized picture stories, posters and other visual aids. During the following year the attention of the Communications Section was devoted to: investigation of the process of diffusion of ideas, through various evaluation procedures; arrangement for exchange of materials and ideas with other comparable agencies; development of more effective visual aid materials and techniques; extension training in arts and designs for handicraft workers and village artists; preparation of educational materials and visual aid training materials for the other sections of the Academy.

The publication work started with the Journal of the activities of the Academy. This was followed by a series of non-technical reports on rural leadership camps and by technical reports on the base-line studies conducted by the Research Section.

Later, syllabi, manuals and handbooks were prepared for government officers and members of the Basic Democracies. As the extension program was developed, as was noted above, a variety of informative booklets in Bengali were published. The monthly, annual and special reports on the projects and on the Academy have been prepared by various staff members and the Michigan State University advisers under the supervision of the Director. A sales promotion program for the publications has been undertaken, both within and outside the Comilla Kotwali Thana.

The library, which was set up when the Academy was established, has grown steadily. The librarians had to be trained, books and periodicals obtained, a serviceable library system established, and exchange arrangements entered into with other comparable institutions. The library has provided services for the staff and the trainees of the Academy. An extension library service has been developing to assist the rural people to improve their farming, to encourage reading habits, and to supply other educational needs.

Future Plans. The governing Board of the Academy, the Director and the staff members, and the Michigan State University advisers were certain that a satisfactory pattern of development had been evolved in the course of the three years of experimental efforts. Of course additions, improvements and changes will continue to be incorporated. The Academy expected the main activities to be centered around research, training and extension-demonstration, in carrying out the five major projects: rural administration, cooperatives, agricultural extension, education and women's project.

The officials of the Government of Pakistan have been sufficiently impressed with the success of the "Comilla approach" to date so that plans are underway to extend the total program into the three additional Divisions of East Pakistan. The Academy was busy training the core staff members for the three new institutions during 1962-63. The crucial test of the reproduction of the viable institution and its projects are about to begin. The prospects of eventual success are as encouraging as can be expected under the conditions existing.

The Pilot Cooperative Project

When the Academy was conceived, it was recognized that the economic base of the villages should receive major attention. A number of cooperative projects were discussed and a few societies attempted by the staff in the early months. The Director of the Comilla Academy, Akhter Hameed Khan, drew up the first tentative cooperative plan for the government in January 1960. Later, an experienced cooperative officer spelled out the scheme more fully, including a program of education and joint action by the villagers, with progressive farmers as the part-time cooperative extension agents, and the points of policy for each village group to follow. The development of a cooperative system became a major project of the Academy and much of the research, training and extension services was devoted to building the democratic economic system of cooperatives.

During the early months, the experienced Village-Aid workers in the Thana, who were assigned to the Academy, did the extension work on the project. Following the initial experimental work, a plan was developed to organize 25 village societies, and to serve them by a central organization at the Academy. Subsequently, the number for experimental purposes was repeatedly raised, so that there were 100 primary village cooperative societies in the Thana by the end of 1962. About 85 of these were agricultural societies; the remainder included rickshaw pullers', potters' and weavers' cooperatives. A federation of the village cooperative societies was organized, and later registered on January 26, 1962 as "The Comilla Kotwali Thana Central Cooperative Association, Limited."

During the first two years the central cooperative was managed by a committee from the Academy except for two members who also were appointed by the Registrar of Cooperatives. The plan is that the central will acquire more autonomy as the villagers become better trained and more experienced for managing committee service. The Managing Committee, of which the Academy Director is Chairman, meets regularly to discuss policies, plans, activities and procedures.

The operations of the project and the central cooperative are administered by the Project Director, who is also secretary of the central, under the direct supervision and guidance of the managing committee. The Special Officer for Cooperatives, the Deputy Project Director, is in charge of training, inspection, credit supervision and audit. He is assisted by supervising inspectors, each of whom is responsible for working with 15 societies as well as with the village cooperative organizers and cooperative supervisors. The village cooperative organizers are chosen by and from the members of the primary societies. The supervisors are efficient organizers who are employed part-time by the central to advise three adjoining societies as well as to work with their own group. There is a similar cadre of village cooperative accountants, one for every four societies.

After analysis of the accomplishments of the project, the Central Planning Commission Development Working Party approved a 5-year plan in January 1962, to expand the project to cover all of the 365 villages of the Thana. The type of emphasis is indicated by the title of the scheme, "Introduction of Mechanized Farming on Cooperative Basis in Comilla." The sponsoring authority is the Agricultural Department (which includes cooperatives), Government of East Pakistan, through the Director, Pakistan Academy for Rural Development, Comilla. The Ford Foundation, which on May 31, 1957 agreed to grant \$1,017,000 to the Government of Pakistan to start the two Academies, also agreed to provide \$820,000 to extend the cooperative project throughout the Thana within a five year period.

The plan includes 240 primary village cooperatives in the Thana. The central cooperative is to purchase and maintain agricultural machinery such as tractors and pumps and rent them to member societies. It will also extend credit. The plan assumes that food production and incomes can be materially increased, that members will save and in time will repay the loans, and that all operations of the cooperatives will become self-supporting. Two categories of staff will be employed by the central

for two distinct functions: 1) economic and business, and 2) education and organization. It is assumed also that the Thana and Union Councils and the governmental departments will work closely with the cooperatives and Academy in the economic development of the area.

The Academy provides many services for the cooperatives--organizing, administration of the central, education of members, training of technicians needed, demonstrations, etc.--to assist in the development. The Academy, in turn, derives many benefits from the cooperative project because the latter provides an economic and living human laboratory situation for the testing and improvement of the theoretical and practical understanding of the development problems in the villages, and at the Council and Thana levels. The relations between the Academy, the cooperative project and the cooperative societies are evolving with experience.

The agricultural extension program discussed above has been closely related to the cooperative project, and in some reports of the Academy is considered as a section of the program of the central.

The Village Primary Cooperatives are playing a major role in transforming the traditional agrarian and subsistence economy, with its multitude of handicaps, into progressive commercial farms. The cooperatives bring the small farmers together. Capital, but not land is pooled. The villagers act jointly in the use of tractors, pumps, other equipment, paddy storage facilities, and the storage and distribution of water. Technical skills and management know-how are acquired through the training program and actual experience.

The original plan of the project in early 1960, was to organize 25 village societies, which was thought to be a minimum number to permit proper evaluation of procedures and results. There was considerable difference in speed and degree of response among the villages. As the project came to be understood and appreciated, village leaders expressed their desire to participate. However, several which were started were discontinued. The 10 points of policy which each village group had to

agree to were:

1. Organize, elect officers, and later become registered.
2. Hold weekly meetings with compulsory attendance, and keep records of these.
3. Make cash and in-kind savings regularly.
4. Select a trusted man for their organizer, who must attend regular meetings at the Academy.
5. Keep good accounts--appoint a person to keep records, agree to have him trained at the Academy, and pay him.
6. Do joint planning and engage in joint efforts.
7. Joint use of supervised credit based on farm or village plan.
8. Adopt improved practices and skills, and use improved machines.
9. Join the central cooperative for credit, purchasing, marketing and educational materials.
10. Engage in member education discussions, and thus participate in policy making of the total cooperative program.

The points seem to have been well selected. After further trial and perhaps adjustments, such points may become known as the principles and practices for the development of cooperatives in villages.

There are four stages in the development of the village societies:

- 1) Promotional work--help the villagers to identify their needs and develop their interest.
- 2) Training--information and discussion of operations and services of cooperatives.
- 3) Probation period--savings started, mutual trust established, leaders selected, and cooperative organized.
- 4) Registration of the society and attainment of membership status in the central association.

The Central Cooperative Association at Comilla provides many essential services in the organization and operations of the primary societies, such as: 1) a center for training and education in understandings and in new skills and attitudes, 2) a center for renting and servicing of tractors, pumps and machines, 3) a bank for assisting in increasing farm capital, through supervised planning of farm credit, and the encouragement of savings and group marketing, 4) agricultural extension to demonstrate and teach improved methods, and 5) the motivation and stimulation of the villagers so that they believe that progress is possible through their own efforts, if adequately assisted.

The managing committee and project director have the policy making and administrative responsibility for the central cooperative. However, the staff of the central and the villagers through the cooperative organizers regularly evaluate plans proposed and activities carried out. The original managing committee was recommended by the Director of the Academy, and appointed by the Registrar of Cooperatives. The evolution is toward a board of directors selected by and from the village primary societies. The central provides its services through five operating sections:

1. Administrative--a service unit which integrates accounting, banking, auditing, purchasing, and all other similar operations.
2. Field Supervision, which is headed by the deputy project director, and serves as a liaison unit between the central and the primary members. The field personnel consists of the inspectors, supervisors, organizers, and accountants. The inspectors are experienced government workers who perform the functions of organization and control, and assist in joint planning and extension of credit. The cooperative organizers are villagers who are selected by and paid by the primary societies. The supervisors are efficient organizers, who are selected and paid by the central cooperative to help the organizers, usually in four villages in addition to their own. Each accountant usually serves five villages, and is paid primarily from a three percent service charge on loans.

This section carries out the central's program in the villages--organizes new societies, supervises village planning and savings, arranges and conducts training, and straightens out many of the local difficulties.

3. Marketing, Storage and Merchandising--which handles sales to members, sells products for villagers, and assists in developing storages for farm products.
4. Machinery Rental and Repair--which handles the rental and distribution to villagers of tractors, diesel power pumps and other machinery; operates a workshop and a maintenance crew for repair of the equipment; and also assist in the training of village youths to operate the tractors and pumps. The central had 20 tractors and 16 pumps for use by the primary societies in June 1962.
5. Agricultural Extension--which covers the educational services of agricultural production and marketing, and also the women and youth programs. The cooperative organizers are also indirectly assisted by the agricultural extension organizers, rural youth organizers, and women's organizers--as the total program in the villages is expanded. These organizers are all villagers, chosen from and paid by their village cooperative.

Progress of the Cooperative Project. This paper is not intended to evaluate the progress of the cooperative development in the Comilla Kotwali Thana. However, a possible outline for evaluation is presented in the appendix. There are two factors which clearly show that the project has been very successful: first, the desire of other villages to form cooperatives and become associated with the project, and second, the desire of the Government of Pakistan, and representatives of foundations, foreign governments and international agencies to assist in an expansion of the project--both within the Thana, and in a Thana strategically located within each of the three other divisions of East Pakistan.

The tangible results show up in such items as: formation of new cooperative groups; training of tractor drivers, power pump operators, accountants, and organizers;

accumulation of savings in cash and in kind; use of fertilizers, and insecticides; group efforts in planning, borrowing, cultivating, harvesting, storage and marketing; the volume of loans made and repayment records of the villagers; and the increase in farm production, prices and incomes.

The intangible results, likewise very important, have not been adequately measured, but include such items as: change in attitudes and speed of response; improved skills and management ability; and confidence of the villagers in themselves, and in the Academy and its program.

A significant activity was the development of a Buffer Food Stock Plan to assist villagers who suffered because of floods, droughts and other natural calamities. The plan provided for the Academy to loan grain which originally came from the Academy and C.A.R.E.--to credit-worthy cooperative societies on the signature of joint bonds. A portion of the repayment in kind is used to pay interest, and another portion is used to build up a stock for loans to other villages in difficulty. The cost to the borrowing village cooperative for the loan is less than credit in kind elsewhere.

#### Analysis of the Cooperative Project in the Program of Village Development

This section is intended to present a method of analysis rather than an evaluation of the project. However, some evaluation is included especially in the sub-sections dealing with the principles and practices followed. The analysis also necessarily deals to some extent with other aspects of the total program of the Academy.

I. Objectives. The general and specific objectives of the cooperative project for village development include:

1. To speed up the economic, educational and social development of rural areas in terms of both production and standards of living of the villagers.
2. To awaken the citizens about their needs and potential, and the opportunities of the environment; so that they are motivated to participate and utilize their abilities--individually and through group action.

3. To change the attitudes and habits of villagers towards improved production and living standards, and towards their neighbors, their institutions and their government.
4. To improve human relations, by developing the institutions--and thus provide the environment and social system--which maximize harmony.
5. To find or create the institutions, organizations, techniques, methods and plans which will expedite desired changes.
6. To make the fullest use of the potentially abundant human resource: the villagers--their skills, abilities, imagination and initiative.
7. To maximize the effective use of the limited resources: land and capital.
8. To find, motivate and develop dedicated and competent functional village leaders who will take a lead in carrying out the activities and programs, which in time will serve all villagers.
9. To select, train and provide experiences for government officers who are motivated by the objective of service and by belief in the potential of the villagers.

II. Fundamental Principles and Practices Used for Rural Development. The fundamentals listed below, which are in various stages of realization, include:

A. Personnel policies.

1. Appointment of government officers, for the central cooperative and the Academy, who have specialized and high natural ability, deep concern for the welfare of villagers, belief in the potential resources of the villagers, analytical and adjustable minds, and who understand the democratic growth processes.
2. Selection of village extension workers (organizers and supervisors) by the villagers--representatives whom they know and trust, and believe would be effective in furthering the educational and social objectives.

3. Procedures which find, motivate, train and develop villagers to carry out specific economic functions, such as driving tractors and operating power pumps.

4. Extension and development work carried out in the villages by cooperative organizers, extension organizers, youth organizers and women organizers, who perform specific functions--rather than by outside extension specialists or by multipurpose village workers.

5. Administrative and operational procedures which tend to develop the abilities, imagination, industry and integrity of both the government service workers and the villagers.

B. Economic aspects.

1. Establish one central cooperative and numerous primary village cooperatives to carry out many of the essential economic functions and services which are needed by villagers of the area covered.

2. The central cooperative develops the services and departments as the economic needs are recognized by villagers, as related to costs involved and the effects on production. The early services under the project included: training of village organizers, a savings bank, lending agency, workshop, tractor and pump rental, production supplies and credit supervision.

3. Start with activities and projects which are readily recognized by villagers, which bring favorable returns, and which are possible with the capital and technical resources available. These included:

1) Cooperative bank and a savings plan to provide capital and reduce interest rates.

2) Storage facilities and a loan plan to permit orderly marketing, and thus raise prices to villagers--rather than sales at low prices immediately after harvest.

- 3) Production supplies needed to assist in increasing output--of superior quality, at time needed, and at lower cost.
  - 4) Water for irrigation, supplied by improved channels and rental of power pumps to extend winter cultivation. Tube wells developed later.
  - 5) Provide tractors and machinery to villagers on a rental basis, which encourages the joining of contiguous plots for plowing, group spraying and harvesting.
  - 6) Introduce improved methods and skills, by training at the Academy and in the villages, including practical field demonstrations.
4. Cash savings regularly deposited by individuals, through the primary societies, in the central savings bank. Non-cash savings deposited in the godowns of the village cooperatives. The practice of saving encouraged by discussion, group pressure, status emphasis, permission to obtain loans, and the basic agreement by villagers when they accepted the project.
5. Cooperative capital and reserves increased in the central cooperative by 1) initial (Rs. 50) and 2) annual (Rs. 50) purchase of capital stock in the central cooperative by each of the primary societies, 3) paying dividends in the form of capital stock, 4) purchase of capital stock equal to 5 percent of any loan applied for before the loan is given, and 5) a capital stock purchase service charge of 5 percent on the loan principle as collected; and in the primary societies 6) by requiring each primary society to create a reserve fund up to at least 25 percent of the loan being applied for--by subtracting 5 percent of the loan when given, and depositing same in the central cooperative in the name of the member cooperative.
6. Sound security system for loans established by cash and in-kind savings of villagers, by mortgage or lien on property, three co-signers, and by the reserve funds of both the primary and central cooperative.

7. A sound savings and supervised credit system established, which includes:
  - 1) Savings in cash and in-kind by the villagers.
  - 2) No withdrawal of cash savings and no sale from the godown without permission of the central cooperative.
  - 3) No extension of credit without prior saving deposits by the villagers and the primary societies in the central cooperative.
  - 4) Request for loan by a primary society must be accompanied by a detailed production plan, approved by the membership in a general meeting. Consequently, the loans are for production purposes.
  - 5) The approved loan is transferred to the account of the primary cooperative, and withdrawals permitted only for expenditures specified in the production plan.
  - 6) Repayment of loans related to time and amount of income received.
  - 7) Central accounting and supervision of record keeping and business procedures of primary societies.
  - 8) Nominal interest rates and loan charges.
  - 9) Security for loans and procedures which tend to build confidence in the system.
8. The planning by the village group for savings associated with and followed by group planning and action for securing loans, tractor plowing, storage, marketing, and for other economic needs.
9. Plans to obtain the volume and efficiency of operations so that the central cooperative soon will be self-supporting.
10. The variety of economic benefits obtained or sought by cooperative action include:
  - 1) Increase in crop yields and farm output.
  - 2) Higher prices for farm products sold, and lower prices for supply items purchased.

- 3) Lower production costs per unit.
- 4) Facilities for storage and transportation, at reasonable rates.
- 5) Fuller use of land and labor resources, as by irrigation and multi-cropping.
- 6) Lower interest rates on credit borrowed, from 80-100 percent to 12 percent.

11. Wide distribution of economic benefits among villagers, which are related to the degree of participation in the activities of the cooperatives.

C. Education and training.

1. Established a Central Training Institute at the Academy for inservice training of the village service persons, who take the lead in developing the cooperative activities. The kinds of new skills and jobs involved include:

- 1) Planning for and management of primary cooperatives by cooperative organizers--who learn to prepare production plans, to collect deposits, to supervise credit, to hire machines, and to arrange for storage, purchase and marketing.

- 2) Keeping records of business and activities of primary cooperative by accountants.

- 3) Scientific methods of farming by the model farmers and extension organizers, who demonstrate and teach others in their villages.

- 4) Operation of tractors, power pumps and machinery in the villages by village youth trained in courses in the workshop of the Academy.

2. Duration and frequency of training of service persons related to the job and activity, such as:

- 1) Weekly one-day training meetings at the Academy for cooperative organizers, accountants and model farmers--month after month.

- 2) Weekly meetings of the supervisors in addition to their attendance at the training meetings of organizers.

- 3) Weekly meetings of cooperative inspectors; and also of staffs of the central cooperative and training institute to exchange ideas and to plan activities.
  - 4) Weekly evening meetings of members of the village cooperatives to discuss plans and activities, and to consider ideas and information provided by their selected leaders: the cooperative organizer and the extension organizer.
  - 5) An annual general meeting at the Academy for villagers.
  - 6) Regular and continuous training by all associated with the cooperative project--villagers, service workers, and staff of the central cooperative and Academy.
3. The methods of training include:
- 1) Extensive use of group discussion, analysis, demonstration, and exchange of experience. These are among the most effect techniques for changing attitudes and habits, and for motivation for action--for both villagers and officers.
  - 2) Demonstration on improved agricultural methods at the Academy, and supervised demonstrations in the villages.
  - 3) Regular use of visual aids and publications.
4. Regular use of ideas, by the staffs of the central and the Academy, from both service workers and villagers in programming of the objectives, activities and procedures. The suggested programs are considered by villagers, and modified to fit their concept of the conditions.
5. Channels of communication kept open and used frequently between the administration, Academy staff, village organizers and villagers for the flow of information and ideas--both ways.

D. Administration, Operations and Strategy.

1. Start economic development with activities related to basic needs which are readily recognized and also which do not conflict with the more inflexible beliefs of the villagers. The initial efforts to bring change included the pooling of ideas through the village meetings, pooling of savings in the central bank, joint use of tractors and power pumps, and the use of improved seed, fertilizer and cultural practices. Possible reform areas which were not initially emphasized included: land tenure and ownership, fragmentation of land holdings, place of women, family and group relations, and religious attitudes. After the primary cooperative groups developed mutual confidence and respect among the members and confidence in the staff and projects of the central cooperative and the Academy, they discussed and started activities which involve change in the more inflexible beliefs.

2. The total system of economic and social development as initiated, developed motivation and selected procedures which tend to reduce failures, cheating, friction, tensions and inertia; and also tend to increase harmony, concern, responsibility, industry and integrity--of those in positions of leadership, at all levels from the village committeemen to the Director.

Some of the procedures and techniques include:

- 1) Democratic educational and planning procedures which tend to establish mutual concern and responsibility, through participation at all levels, from the villagers to the Academy staff.
- 2) Wide understanding of plans, operations and results through open communications and publicity, and the flow of ideas and information--to and from the Academy staff and the villagers.
- 3) Use of administrators, officers and others with ideas, plans and concern to awaken the interest, confidence and understanding of the villagers.

4) Develop the belief among the villagers that they can create a progressive society with expanding income and opportunities, in which they can share. This reduces the tendency for individual members to attempt to increase their income by irregular and antisocial practices.

5) Cooperative and team efforts, along with individual action, at all levels.

6) Significant records kept and analyzed regularly--financial, individual performance, cooperative, Academy--which are used for planning, education and operations.

3. Total planning, administration and operations under the Director, the staff and the villagers--which centralizes responsibility within the Thana, and permits experiments and rapid adjustments.

#### E. Political System and Philosophy.

1. The economic activities of the cooperatives partly depend upon a political structure and procedures which rest upon a belief in the creative efforts and potential of the villagers--a belief that the objectives of production, security and satisfactions will be maximized under a democratic social system which is based upon the voluntary compromises of the individuals and the group.

2. The expansion of voluntary cooperatives tends to distribute responsibility, influence and control within the villages and the Thana, and thus to undergird the unfolding political democracy.

3. A segment of the national system of Basic Democracies or guided social democracy in Pakistan which assumes that the leaders, politicians and educators have a belief and faith in the potential abilities and judgment of the villagers in solving their problems and consequently will make greater contributions in the total society.

4. The operation of a training program for officers, and an administrative system in the government area covered by the project, which moves in the direction of integrity, efficiency and superior service.
5. The development of local governmental agencies and the selection of local representatives by villagers to perform the essential civic functions, and to cooperate with the larger units of government.
6. The integration and coordination of the activities of the cooperatives and Union Councils at the village level, through overlapping of membership and mutual assistance in activities.
7. The creation of economic and political institutions and an environment which tends to bring decentralized group discipline in place of the former antisocial attitudes, extreme individualism, and authoritarian controls.

F. Social Organizations.

1. Develop specialized community groups based on age, sex, and functions in the villages, which have their training programs and service responsibilities.

G. Outside Assistance.

1. In creating and developing the Academy and the experimental projects.

The assistance include:

- 1) Planning the Academy and its projects.
  - 2) Financing--buildings, facilities, equipment, training of personnel, advisers, initial operations, and probably a large proportion of the educational expenses during the years ahead.
  - 3) Advisers for research, training and extension programs.
  - 4) Encouragement, and evaluation of experiments.
2. Assistance by both internal and foreign agencies which include:
    - 1) The governments of Pakistan and East Pakistan.

2) The Colombo Plan and Japanese technicians, U. S. Peace Corps, U. S. P. L. 480 funds, the Cooperatives for American Relief Everywhere, and Wheat Associates Incorporated.

3) Advisers from Michigan State University, under a foundation grant.

4) The Ford Foundation.

3. Although the outside assistance for the Academy and its experimental projects have been extensive, the Academy has had adequate authority to make the necessary adjustments and changes to further efficiency in administration and operations.

#### Concluding Observations on the Projects of the Academy

A host of problems will continue to confront the cooperative project, as well as others of the Academy--problems such as finance, personnel, response of villagers, educational methods, and available supplies and services. However, the problems of the future should not be more difficult than those of the past and much progress has been made in 3 1/2 years. The staff of the Academy, which has done excellent work on the experimental projects, expects to have a few model villages in the near future--villages where yields will have increased 100 percent, where almost all are members of the cooperative, where all-year cropping is practiced, and where livestock enterprises have been decidedly expanded.

In the past, and especially since the industrial revolution received increased emphasis about two centuries ago, many social and economic projects involving joint action and group living have been attempted. Out of these experiments came the various forms of cooperative and mutual associations operating today. In recent decades, the educational-scientific-social revolution has increased its tempo. The findings in the biological sciences, especially, have provided one of the foundations for a rise in the hopes and expectations of many. Since World War II, many new nations have been established. The leaders are considering or developing plans and

projects to speed up economic and educational progress. The more fully developed nations are expanding their programs to assist in such objectives through the United Nations, the Colombo Plan, private nonprofit foundations, and the budgets and operations of individual governments.

The government and citizens of the United States, and other countries of the West, are concerned about social development in the underdeveloped areas which emphasize both individual and group rights; which favor institutions, organizations and processes in which citizens have a significant and direct voice; which extend harmony and improve human relations; and which keep costs low by maximizing self-help and group activities.

The peoples of the new nations with expanding expectations wish to accelerate their economic growth. In these nations the exploding population is pressing upon the resources. The number and proportion of youth in secondary schools and colleges are increasing. The educated youth, especially, are impatient with the slow speed of economic development. Their behavior, as shown by the rise in their indiscipline, may indicate their willingness to change governments and programs to achieve more speed ahead. This situation represents a significant challenge to the leaders of the new nations who prefer democratic forms and procedures.

These leaders place considerable emphasis upon cooperation and group effort, and upon various types of a mixed economy as the system which they believe best for their societies. Many of the new nations have ministries of cooperation and programs which are responsible for organizing various types of business cooperatives. In general, the programs are developing slowly, for many reasons which include: the beliefs and habits of the villagers, the lack of experience or unsuccessful experience with cooperatives, and especially, the shortage of projects which build people along with the building of cooperatives.

The program of the Academy at Comilla, seems to the authors to be one of the best patterns of such experiments in any underdeveloped country. The pattern and the programs of the Academy seem superior to the former Village AID Program in Pakistan and the Community Development Program in India in a variety of ways: the speed of economic, educational and social development; the use of villagers in extension work and consequently the amount of self-help and group-help; favorable effects upon the industry and integrity of the service workers and the villagers; decentralized responsibility for planning and policy making, and for administration and operations within the Thana under the direction and stimulation of the Academy; concern of officers about the welfare of the villagers; minimizing of the operational and administrative mistakes and personnel problems, which normally tend to occur; and also in the lower outside costs required for development, as measured by results. These tentative conclusions need further analysis.

After more than three decades of experience in studying cooperatives, and in examining projects and programs of value to limited-opportunity people, the authors are convinced that the Academy's pattern, programs, projects and procedures are basically sound for people with democratic objectives. The plans and procedures used in East Pakistan seem to be adaptable to many of the underdeveloped areas of Asia and Africa. Consequently, analytical studies and reports which emphasize the fundamentals of the project should be of significant value to teachers and trainees, to policy makers and administrators, and to legislative bodies concerned with speeding up economic and educational development in the new countries.

The above analysis and suggestions are far from complete. Events are happening rapidly at the Academy. Perhaps some statements in this paper are incorrect and others not clear. The authors recognize the importance of the Director and the carefully selected staff in the progress which has been made. They believe, however, that the system of organization, administration, operations and democratic relationships can be readily transferred to other Thanas in East Pakistan and to other

countries; that the cooperative project system will develop the hopes, industry and integrity of both staff and village leaders; and that there are thousands of young men and women in Pakistan, India and elsewhere who could relatively quickly be developed into qualified persons if provided basic training, motivation, incentives, responsibility and adequate freedom in planning and in operations.

The authors trust that the paper will encourage those most closely associated with the Academy and others to even more carefully analyze and report the various aspects of the cooperative and other projects. The cooperative leaders in many countries will be able to make effective use of such studies. There are many plans and projects for cooperatives underway, or being considered, to expedite their development in the new nations. Progress reports and analytical studies of the cooperative project at Cmilla may serve to give direction to cooperative development in other countries.

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## APPENDIX A

Suggestions for Future Reports and Studies

The cooperative project and the entire experience of the Academy are so significant that complete reporting, evaluation, and analysis seem desirable for all who may be concerned about village development, such as: students and teachers, and officials of government and private agencies.

A few suggestions on reports and studies, which should be of use are outlined below. The suggestions may have been partly covered in previous reports and studies, and also may apply to other projects of the Academy.

I. For Annual and Special Reports on the Cooperative Project.

1. Maps of area showing physical features and political boundaries.
2. Organization chart of government of Thana.
3. Brief description of the other major projects of the Academy and their relations to the cooperative project.
4. List of other reports and studies of the Academy.
5. Significant features of cooperative laws.
6. Set up and services of the office of Registrar of Cooperatives.
7. Organization structure of the cooperatives, perhaps by charts.
8. Flow of operations and administrative decisions within the cooperatives.
9. Description of evaluation methods and procedures used both for motivation of officers and villagers and for measurement of results.
10. Explanation of communication channels and procedures.
11. Analysis of appeals made in educational materials and procedures--types, incentives, motivation.
12. Problems which the staff of the Academy believe to be most difficult to overcome, for the future growth of the cooperatives.

13. Traditional relations existing among the villagers--group efforts, tensions and conflicts--and the affects of the action programs on the former conditions.
14. Procedures for handling the conflicts between individual and group interests, and of developing social or group objectives and behavior.
15. Place of women and of youth in the cooperative project.
16. Reasons for organizing local independent primary cooperatives which are to be registered, rather than larger area societies with village branches-- economic factors, control, interest, and motivation , liability.
17. Pictures which show villagers, trainees and Academy staff engaging in specific training and economic activities.
18. Information and studies needed for improvement of administratrion and operations of the cooperatives.

## II. Special Studies and Reports by the Academy.

1. Criteria, tests, procedures, job descriptions and skills for selection and training of cooperative staff and personnel for specific functions and various levels, within the area of the project.
2. Methods, procedures and contents for training of committeemen and members of village primary societies.
3. Procedures and fundamentals for recruitment, training and providing experience for personnel needed for expansion of program into additional areas.
4. Outlines of both basic and action types of research projects which seem to be needed to assist in development of such projects.
5. Analysis of the problems of expansion: 1) within the area of the project, and 2) into new areas--administration, organization, operations, communication.

6. Procedures and appeals to speed up change in attitudes, habits and relations of villagers.
7. Analysis of the participating villages--reasons some respond more quickly and effectively than others.
8. Use of radio programs to assist in the economic and educational work of the Academy in the villages.

III. Special Studies by Persons Outside the Academy, in cooperation with the staff of the Academy.

1. Applicability and problems of adapting such projects to village conditions in other underdeveloped countries, especially with conservative and traditional religious and cultural patterns such as India, Burma, Ceylon, Thailand, Philippines, Nigeria, etc.
2. Comparisons with the former Village AID Program in Pakistan, and Community Development in India--methods, philosophy, organization, local responsibility, institutions, training programs, motivation, response.
3. Application of the principles, procedures and organization of the project to cities--to urban environments--especially under a different system of institutions and social controls.
4. How to obtain and utilize the maximum assistance from governments as the program is extended to other areas and countries--training and education of officers, training and participation of lay leaders, sources of finance.
5. Analysis of potential role of college and secondary school youth and teachers, in such projects--training, services, organization, financing, agencies to utilize youth--the mutual value to the youth and the projects.
6. Study of methods of measuring attitudes towards the project, changes in attitudes and the reason for such changes.

7. Analysis of Islamic, Hindu, Christian and Buddhist theory and ethics, and forms and practices in relation to development of cooperative and group activities, and to such projects as developed by the Academy.
8. Identification and analysis of the basic principles, procedures and practices for village development, using cooperatives and democratic methods.

## APPENDIX B

Evaluation of the Cooperative Project in the Rural Development Program

Selected criteria are needed to measure changes and progress of programs, projects and activities in rural development. A method of analysis of motivation as a procedure and factor for stimulating villagers and service workers is also needed. Suggestions are outlined below:

I. Criteria to Measure Change and Progress.1. Economic

Production per family and village, by products.

Income--total, cash, non-cash, and distribution among villagers.

Investments--by individuals, cooperatives, governments.

Number acquiring technical skills, management competence.

Volume of business--sales, purchases, credit extended.

Costs--cash, non-cash, operating, fixed, local, outside.

The cost-income ratio--local, total.

Use of resources--scarce and abundant.

Multiplier effects of savings and investments, and especially of outside aid.

Organizations--by village groups, cooperatives, governments.

2. Political

Number and quality of trained officers--technical, administration, human relations.

Performance of officers--services, relations with citizens, efficiency.

Number and competence of trained lay leaders and citizens.

Participation of citizens--in elections, in organization, in social services, in responsibilities.

3. Education for adults

Literacy and understanding--levels, ability to use.

Organizations, methods and participation.

Functional leaders--number, variety.

Appeals--types and results.

4. Health and sanitation

Doctors, nurses, health centers and services.

Sanitation--programs, levels.

Diet and nutrition.

5. Social institutions and human relations

Social values--relative importance of beliefs.

Tensions and harmony in villages, in programs.

Group programs and participation.

Relations of adults and youth.

School system--number and proportion of children and youth, program as related to needs of villages.

Youth programs--participants, leaders, practical nature.

Women programs--participants, leaders, practical nature.

Recreational activities--as related to group relations and village programs.

Individual and group attitudes--as related to participation and programs.

II. Method of Analysis of Motivation.

1. Methods, techniques and appeals to develop interest, concern, desire and action of staffs of Academy and central cooperatives, and village leaders.
2. Use and effects of motivation techniques at the various educational and action levels--planning, operations, administration.

## APPENDIX C

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