

Some notes on community Development in Indonesia*

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I. Introduction

1. Objectives of National Development and Village Community Development

When Indonesia proclaimed its independence on August 17, 1945, it faced among other things two critical problems:

- a) Ignorance, with 96% of the population illiterate,
- b) Poverty, reflected in a very low standard of living¹.

The desire to eliminate those two problems through independence was reflected in the Preamble of the 1945 Constitution. Afterwards, both the Preamble and the Constitution became the source for all efforts in giving substance to independence. Thus the "Broad Guidelines of the Basic State Policies" dictate the objectives of the present national development which in turn was a reflection of what was prescribed in the Constitution and its preamble²:

"National Development is aimed at the realization of a just and prosperous society, materially and spiritually, for all, based on the Panca Sila within the Unitarian Republic of Indonesia which is independent, sovereign and united, in a secure, peaceful, orderly and dynamic atmosphere and an environment of independent, friendly, orderly and peaceful world deliberations."

The national development objectives are aimed at through a series of activities at various stages of national development. The first two Five-Year Plans focussed on the agricultural sector and the industries which supported the development of the agricultural sector. The village with a population of 80% of the Indonesian nation are the pillars of the Indonesian State. Therefore, village community development is being given first priority. In this connection, the Ministry of Internal Affairs (c. p. the Directorate General of Village Community Development) has put forward the following objectives:

- a) Short-term:

to promote the people's standard of living particularly of those in the villages. This means to create situations and conditions to strengthen the abilities of the villages and village communities at the higher level needed for further development.

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¹ The Unesco research report showed a per capita income of the Indonesian people of US\$ 30 in 1949; the figure for 1972 is estimated at US\$ 100.

² Decree of the People's Consultative Assembly of the Republic of Indonesia on Broad Guidelines of the Basic State Policies.

b) Long-term:

to realise a just and prosperous society based on the Panca Sila. The Village Community Development Plan is aimed at increasing the potential product of the village or village community, and to develop its welfare in a series of phased economic developments (Five-Year Development Plans).

2. A Short History of Village Community Development Activities

a) In 1947 an office in the Ministry of Internal Affairs was established and given the task of making plans for village development. At that time it was realised that it would be confusing for the village communities if different departments carried out their own plans in the villages, each in their own different ways. In 1948, therefore, the divisions concerned with village development within the ministries dealing with public welfare reached an agreement to coordinate their activities into comprehensive development programs for village community development, from the central government down to the villages.

In 1951, the Ministry of Internal Affairs set up "Experimental villages" in each province, and — where possible — in each district. One of these experimental villages was designed to be the "model village" with the hope that its experience would affect, and be extended to, the surrounding villages in each Province.

b) In 1947, a Literacy Campaign Bureau was established in the Ministry of Education and Culture. This bureau was assigned the task of organizing literacy campaigns through courses. In 1949, this division became the Department of Social Education. One of its successful programs was the adult literacy campaign. Illiteracy had dropped from 96 per cent to 65 per cent, and the census in 1961 showed that this percentage had further dropped to 60.8 per cent, while the last census in 1971 showed an illiteracy rate of approximately 40 per cent.

The follow-up step to these literacy campaign courses was to maintain and improve the ability to read and write of the neo-literates. Village libraries were set up and in 1954 more than 11,000 villages had a library with a national total of one million books. In comparison to the 49 million adults, 13 years and older, this number was very small. By 1968 the number of libraries had dropped to 6748 and the number of books to 300,000. The reason was lack of government funds to purchase books.

In 1964, the Department of Social Education conducted the so-called "Desa Panca Marga" as a follow-up program of the literacy campaign. This program comprised:

- development of basic attitudes and skills for development;
- education for social leadership;
- cultivation of good reading habits, and appreciation of intellectual pursuits;
- education for women;
- education and mobilisation of youth for community welfare. According to the final reports of 1968 the Desa Panca Marga Program has spread throughout the country.

c) In 1950, the Ministry of Agriculture established "Rural Community Education Centers", designed to be the meeting place for members of the community and

officers of divisions at subdistrict level to carry out varied activities in the fields of agriculture, health, education, recreation and other activities closely related to the community's welfare. The RCEC was a building equipped with a conference room, a room for demonstrations, a library, a store-room for seeds and various kinds of equipment, and a piece of land of two acres for seedbeds and technical demonstrations. This building was located in the sub-district and served all villages in that area. Up to 1955 the Ministry of Agriculture had set up 298 centers, a comparatively small number in a country which had at that time 2,800 sub-districts. The influence of the Center on the district where it was set up was reportedly minimal.

d) In 1952, the Ministry of Social Affairs established the Village Social Welfare Institutes designed to achieve, as an ideal state, a situation, where each individual and group developed a sense of social awareness, through social actions for the good of the village communities. The committee members of the institute were elected from among the members of the community and the operations were financed by the community itself. There are at present 38,000 such institutes throughout the country.

The activities of the V.S.W.I. are many. Ordinarily, they are social activities like helping the poor, the unemployed, the old, victims of natural disasters, "re-educating" prostitutes, etc. Recent reports of V.S.W.I. activities also include building irrigation trenches, establishing health clinics, rehabilitation of deforested lands, repairing or building roads, bridges and schools, undertaking poultry and agriculture projects. Thus the V.S.W.I. activities did not differ much from those of the Village Community Development Programs of the Ministry of Internal Affairs, and in certain cases the V.S.W.I. carried out activities which fell under jurisdiction of other departments or ministries.

e) On August 17, 1956, the Village Community Development was started as a National Program. It was a national program in the sense that it was part of the First Five-Year National Development Plan and was planned and implemented by all departments concerned with village development. The aim of village community development was to improve the standard of living and of life in general of the communities. The programs were set up in an integral way and were designed to develop and enhance spiritual and material conditions of the village communities.

Attempts were made to carry out the programs based on the initiative and mutual agreement of the village communities. The central, regional and local governments only helped when necessary and provided equipment which was beyond the reach of the village communities. To ensure an effective coordination of program planning and implementation a central coordinating council established. The Prime Minister acted as its chairman, assisted by the Minister of Internal Affairs as vice-chairman. Members of the council were ministers concerned with village community development. At the provincial and local levels, the Governor and local commissioners automatically acted as chairman of the local coordinating council.

In the central government a Bureau for Village Community Development was created. This bureau was responsible for the implementation of the day-to-day programs already finalized by the above-mentioned central coordinating council.

The representative of the Minister of Internal Affairs acted as chairman of the bureau, while a representative of the Minister of Education acted as vice-chairman. Representatives of other ministers were members of the bureau.

The fact that the representative of the Minister of Education acted as vice-chairman reflected the belief of the period that village community development was essentially education. Education here meant stimulation to create changes in attitude and outlook of village communities so as to prepare them to accept new ideas and practices.

The focus of village community development activities was on sub-districts which consisted of 8 to 15 villages. These activities were not based on local initiatives, but were confined to several sub-districts designated as Project Areas. Up to 1959, 69 project areas were spread throughout the country.

The District Chief automatically became chairman of the project area and was responsible to the Regent or Governor. As regent or head of the district and chairman of the project area, he was assisted by officers of other bureau operating in their own territories, and also by local community leaders.

There were no "special" community development workers as in India. Officers from several bureau participated and were therefore supposed to understand and adopt the philosophy and principles of village community development and gradually to master the techniques of "social engineering". For this purpose joint training programs were conducted at central as well as regional levels.

A number of projects concerned with the material, social and spiritual needs of the village people were completed within three years. A large proportion of these projects was at least partly financed by the people themselves.

II. Concept and Practice of Community Development

1. Structures and Institutions for Community Development

As mentioned above, village community development took the form of a national program in 1956. Thus several ministries concerned with village development were coordinated even though only on paper. More concrete attempts at coordination were seen at the beginning of the first five-year development plan in 1969.

Activities of village community development, or **Sector K** as it is known in government planning circles, were carried out under the chairmanship of the Minister of Internal Affairs with the Director General for village community development as his secretary. The members were from the following ministries/institutes concerned with village community development activities:

- Ministry of Finance
- Bank of Indonesia (Central Bank)
- Ministry of Agriculture
- Ministry of Industry
- Ministry of Social Affairs
- Ministry of Public Works
- Ministry of Manpower
- Ministry of Defence and Security

- Ministry of Transmigration and Cooperation
- Ministry of Education and Culture
- Ministry of Religion
- Ministry of Information
- National Development Planning-Office.

At the regional level the Governor acted as chairman of this team, while at the level of a regency, the Regent assumed this role. Its executive body was the Village Community Development Council in each government echelon. In a sub-district the District-Chief was chairman, while in a village the Village Chief acted as executive of the village community development in his village.

2. Policy Making Processes in Community Development

In line with the principle of "auto-activities" (which means that any activity of the village community development was to be carried out on the basis of the initiative and capacities of the village people themselves to meet basic needs), the government only assisted in developing and strengthening self-help. Assistance usually consisted of provision of equipment that was beyond the capacity of the villagers to obtain. In this way the government applied the principle "to help people to help themselves".

Adult male members of the village community convened meetings chaired by the Village Chief. These meetings would suggest village development plans and routine expenditures for the coming year as well as the budget and sources of financing the plans. The recommendations or plans were recorded in a book (called Book F) to be finalized by the sub-district government.

For projects which would require large budgets or material that was beyond the reach of the villagers, assistance could be requested from the central government, using the following procedure: after approval of or recommendation by the District-Chief, the project would be submitted to the chairman of the Village Community Development Council of the sub-district. If no funds were available at that level, the chairman of the Village Community Development Council would process the request through the Project Proposal List and submit this to the Governor who would take further steps. At the beginning of the fiscal year the assistance requested would be given (or not) and the villagers concerned would then start the project. Apart from assistance for certain projects as mentioned above, the government also gave a subsidy of Rp. 100,000 per village. This aid was meant to motivate development activities of the villagers.

In the last few years the government has also given aid to each regency in accordance with the population density of the region. Each regency received Rp. 75 per capita per year. This amount was also used for village community development projects the scope of which would cover several villages. This kind of funding was, among others, to fill the gaps left by national policies and macro-programs on the whole, which could not entirely meet the people's needs at the local level. It would encourage the people to take an active part in development projects of their own communities along with the macro-national development projects.

3. Programs and Activities for Community Development

The village community development programs set up by the villagers themselves were of great variety. But in general these programs were concerned with the fulfilment of material, spiritual, health, education, communication, agricultural, religious and other needs. As mentioned above, the government (c.g. the Directorate General of the Village Community Development) was "to give guidance, direct the line of action and exercise control". In the case of a lack of funds, it is obligatory for the government, central and local, to raise the necessary funds. To give this guidance, five main programs were set up and started in the first year of the Five-Year Development Plan, namely:

a) Survey and assessment of rural areas, covering: area, living, activities, resources. These data and information are necessary for regional development planning. For isolated villages a transfer towards the network of communication would be considered necessary, to open up new perspectives and to enable them to feel the heart-beat of economic currents, to the benefit of the social-economic values of the region.

b) In the first place, efforts, were to be directed towards increasing productivity. This in turn would provide a higher standard of living. Introduction of innovations, new ideas, up-grading in skill and technical know-how were organized so as to induce mental and physical readiness for change and development.

Tradition and custom, the condition of the region, the existing true "gotong-royong" (mutual assistance) spirit, the behaviour and out-look of the society should not be neglected, neither should they be overlooked in the effort of bringing about change.

c) Lacking in capital and trapped within the cycle of poverty, rural people needed credit to help them to find their way out of the maze. Rural credit institutions should be fostered to face production and marketing problems, especially to prevent excessive capital flow to urban areas.

d) Material aid for the village should be organized to stimulate the existing traditional gotong-royong in realizing local developments (at present this programme is kept running through the Rp. 100,000 subsidy per village). The aid is not for consumptive purposes, rather it is to obtain the necessary material not found locally.

e) It was necessary to increase the effectiveness, and the efficiency, of the existing local governmental structure and other local/rural institutions. Regarding the subsidy of Rp. 100,000 per village, this should be used as follows:

- Those activities promoting production;
- those activities promoting marketing (including marketing places and staple accommodations);
- those activities promoting communication (rural bridges, rural roads, river guays, etc.).

4. Results of Community Development Programs

The five main programs of the village community development were implemented as follows:

a) Research in rural areas in relation to town and rural development planning.

In October 1971, the Director General of Village Community Development organized a panel discussion in which several universities, LIPI (Indonesian Science Institute), BPS (Central Statistics Bureau) and BAPPENAS (National Development Planning Office) took part. The main topics were rural development feasibilities; classification of rural areas in relation to rural development planning; the role of the village community development regional working units; and other such issues such as the role of gotong-royong in development activities.

The Macro Research: a survey and research for the classification of rural areas for all registered villages, numbering: 55,970.

The Micro Research: a survey and research for locations of future regional working units. About one hundred surveyors were recruited. A questionnaire was prepared by the Central Statistics Bureau with 100 sample villages from 100 sub-districts in 100 districts. It was implemented at the end of January 1972.

b) Adaptability for progress and up-grading of technical skills.

A village community development worker must place himself as an efficient assistant and a skillful partner who understands the various problems of rural development. For this purpose the Directorate General of Village Community Development conducted training for its officers from various levels. During the years 1969 up to the end of 1971, 4,437 people benefited from this training. Trainees were officers of the village community development, village heads and village informal leaders.

With the cooperation of the Ministry of Education and Culture, out-of-school programs were planned and carried out and with the cooperation of the Ministry of Manpower a vocational training program was implemented. In cooperation with the Ministry of Agriculture, a rural broadcast program to promote rice production through extensification of BIMAS (Mass Guidance for Rice Production) was launched, together with the Ministry of Information.

c) Increasing the effectiveness of rural institutions for credits.

In general, rural institutions for credits did not function well both because of lack of capital and services to the communities. Cooperatives, village storage-rooms, rural credit banks and others had to be upgraded to function properly and hence help rather than become a burden to the farmers.

d) Material aid to promote gotong-royong.

Below is the result of the Rp. 100,000 subsidy per village, provided by presidential decree:

First Year, Five-Year Development Plan I, 1969-70

Amount of subsidy: Rp. 4,379,258,588,-

Report of subsidy projects (1969-1970):

for production increase	37,678 projects
for rural communication	31,541 projects
for marketing	9,599 projects
for other urgent or essential projects to induce local self-help (swadaya)	4,515 projects
Total	83,333 projects

Sources of the subsidy financial statistics:

subsidy 1969-1970	Rp. 4,379,258,258
local government aid	Rp. 241,406,760
people's contribution (if valued in rupiah)	Rp. 10,500,246,697
Total	Rp. 15,120,912,045 (US-\$ 1: Rp. 380,-)

Source: Government Report, October 1970.

Second Year, Five-Year Development Plan I, 1970-1971

Amount of subsidy: Rp. 4,456,900,000,-

Report of subsidy projects (1970-1971):

for production increase	40,657 projects
for rural communication	33,714 projects
for marketing	8,249 projects
for other urgent or essential projects to induce local self-help (swadaya)	4,515 projects
Total	87,128 projects

Sources of the subsidy financial statistics:

subsidy 1970-71 (allocated subsidy budget plus amount subtracted from aid to over-populated areas)	Rp. 4,559,315,823,-
local government aid	Rp. 330,179,675,-
people's contribution (if valued in rupiah)	Rp. 5,844,254,890,-
Total	Rp. 10,733,750,388,- (US-\$ 1: Rp. 414,-)

Source: Government Report, June 1971.

Third Year, Five-Year Development Plan I, 1971-1972, in implementation

1a. Subsidy allocated for 1971-1972	Rp. 4,463,000,000
b. Aid for over-populated areas	Rp. 787,000,000
2. Survey and research for the classification of rural areas	Rp. 100,000,000
3. Maintenance and evaluation of subsidy projects	Rp. 40,000,000

(No final reports have yet come in from the provinces.)

e) Increasing the effectiveness of the existing local government structure and other rural institutions.

Community development called for promotion of village administration systems, the village government structure and village leadership. For this purpose the Directorate General for Village Community Development conducted upgrading courses for village chiefs and other members of the village council so that they were able to manage development activities in their villages. There were extensive development problems, like underdeveloped village economy, literacy, health, welfare of children and families, education, over-population (especially in Java), etc. All these problems deserved constant attention and could only be overcome with effective coordination in planning and implementation. Based on presidential decree No. 81, November 1971, therefore, programs of Village Welfare Institutes were transferred from the Ministry of Social Affairs to the Ministry of Internal Affairs.

Other results were:

f) The Resettlement Program

Since 1970 this program has become the responsibility of the Directorate General for Village Community Development. This program was meant to upgrade isolated tribes who were living like nomads to become settled and to raise their culture to the level of more developed communities. At present this program is being carried out in West and East Kalimantan, Central and Southeast Sulawesi.

g) Village Competitions

Since 1970 competitions have been held for the best village on the occasion of Independence Day celebrations. Each regent organised a competition in his regency and appointed the three best villages to take part in competitions at the provincial level. Each province appointed three of the best villages to take part in competitions at the national level. The three winning villages would receive a certificate and incentive rewards from the Ministry of Internal Affairs and from the Governor.

h) Village Community Development Regional Working Units

Up to 1971, 41 Village Community Development Regional Working Units were established and during the years 1973–1974 this number will increase to 52. The working unit comprises an area of one sub-district to carry out the activities of village community development. It has the following functions:

- to develop tested working methods for village development based on integrated local and regional approaches.
- as a Research Project a unit operated with due regard to scientific procedures. (It is hoped that experiences gathered here could be applied in other areas for the villagers' maximal benefits).
- as a Training Center and Pilot Project.
- as a controlling instrument for the village community development implementation system. (Many public as well as private institutions were undertaking the same activities in the village community using different systems that were not tested. They had their own organizational structures and this could delay the effective implementation of village community development. The working unit, therefore, is to coordinate, control and direct all activities. Through coordination, a working unit is to upgrade self-help villages. At present, existing villages may be classified as follows:

"Self-help villages"	40,301
"Self-motivating villages"	12,804
"Self-sustaining villages"	2,865.)

5. Results of Activities by other Ministries close to Community Development

a) Ministry of Agriculture

Closest to the activities of village community development are the activities organised by the Directorate for Agricultural Information (Penyuluhan). This directorate organised mass guidance (Bimbingan Masyarakat – BIMAS) to promote rice

production. In practice this program is related to organising non-formal education for farmers. The BIMAS functions as an institution in that it:

- organises education through information techniques to the farmers;
- brings together means of agricultural production like fertilizers, drugs, seeds, and agricultural equipment;
- provides incentives to farmers through policies and price control of agricultural products in the market.

The BIMAS was implemented in 10 provinces which were potentially and really rice-producing. Those 10 provinces were: North Sumatera, West Sumatera, Lampung, West Java, Central Java, Yogya, East Java, Bali, South Sulawesi and South Kalimantan. There are at present 2059 Bureaux for Village Unit Programs and Village Unit Cooperatives in the 10 provinces.

New technological approaches in agriculture were made through farmers courses, farmers groups, and demonstrations of methods as well as demonstrations of products by officers of the Ministry of Agriculture as well as by advanced farmers. To support BIMAS activities village broadcasts were organised in the local dialect. Groups of farmers got together and listened to village broadcasts and afterwards discussions were held. Things that were not clearly understood were explained by the local agricultural head who acted as informant and guide until its implementation. These farmers groups could send in written questions or suggestions to the village broadcast studios.

Nowadays the entire 47 studios of the Indonesian Radio Broadcasting System have organised village broadcasts covering local conditions of agricultural areas. There are in total 120–125 hours per week of village broadcasts throughout the country. Every 24th of the month "centralized programs" are given so that the villages get to know each other. There are in all about 12,000 listening groups at the moment. Research is being carried out to evaluate the effectiveness of these village broadcasts in promoting agricultural production.

b) Ministry of Health

The National Health Workshop III in August 1970, developed programs that were carried out in the following order of priority:

- campaigns to prevent and overcome diseases;
- family planning program;
- upgrading of health officers;
- development of means of health;
- research and survey.

From these five programs, the campaigns to prevent and overcome diseases and the family planning program were most closely related to village community development.

In 1970, from a target of 25 million inhabitants, 20 million were vaccinated against small pox. 80 per cent of the inhabitants live in small pox-free areas. Up to September 1970, 80.0 per cent of all the subdistricts in Indonesia, a total of 3,219, were free from frambesia. In the fight against malaria, 60 per cent of a target of 2,3 million houses were sprayed. In 1969, there were 97,814 cases of malaria in Java and Bali. Up to October 1970 this number had dropped to 5197.

Up to 1970, the second year of the Five-Year Development Plan I, within the family planning program 882 clinics were established with 54,065 acceptors of a target of 125,000. The Central Health Community as a health institution with a multiplicity of functions like providing health service to the communities, organizing mother and child welfare programs, upgrading midwives, etc., has a long-term target and a medium-term target. The long-term target includes the erection of Community Health Centers for every 5000 inhabitants (one community health center per village). The medium-term target includes the functional and physical establishment of Community Health Centers in sub-districts throughout Indonesia. (Of a target of 1227 in 1969, 1058 centers were established and of a target of 1825 in 1970, 1637 Centers were established by August 1970).

In implementing its function of mother and child welfare the community health centers officers, apart from giving service at the local centers also visited homes and gave information on food, baby and child-care, family planning, up-grading midwives etc.

c) Directorate for Community Education

The main task of the Directorate for Community Education is:

- to provide the community with basic mental ability and essential skills;
- to train community leaders to obtain knowledge and skill in order to educate the people;
- to educate women as a most important role-player in the home;
- to provide information and education to the young development worker;
- to awaken and guide the interest of the community to continuously increase knowledge, ability and skills by way of reading.

For this purpose the directorate carried out educational programs, basic community education, vocational community education, community library education, and community education for women.

III. Some Problems of Community Development in Indonesia

We can consider the problems of community development from the point of view of the government, the people and the assistance they need:

1. From the point of view of the government

a) Because of the great number of ministries involved in village community development activities, including the representatives down to the subdistricts which are the lowest echelons, the main problem was coordination and synchronisation of planning and implementing the programs. Although coordination was done by the central government, this did not mean that lower echelons would materialize automatically.

b) Not all the officers of the bureaux, particularly of the lower echelons, understood and adopted the philosophy and working system of the village community development. In many cases the officers gave the impression that the villagers should simply obey instructions of the government instead of asserting their own initiative.

2. From the point of view of the people (communities)

a) People's participation was only in terms of manpower for mutual assistance (gotong-royong), or in terms of materials they owned or which were available in their own village. This kind of participation seemed to be in existence through age-old tradition except that its frequency and volume had to be accelerated and organized so as to make sure that the final outcome would benefit all people who were in need.

Village community development actually asked for more participation. The creativity of the villagers should be used to dig up "natural resources" and "wasted materials" and process them to become something useful to raise production and improve welfare.

Perhaps, because the standard of living is still low, the economic outlook of the villagers to create something from existing materials has not fully developed yet. This could also be the reason why villagers did not give their full cooperation so as to break the chain of merchants who controlled the production market.

b) Leadership of the village chief in particular or the informal leaders in general still showed traces of feudalism. Some cases indicated that the village chief acted as a little king in his village. An informal leader who, with his initiative was able to develop and raise the standard of living of his "followers", would be considered as a rival who tried to dethrone him. Such an attitude of the village chief and government officers certainly influenced the development process.

For instance, a dam project that enjoyed government's subsidy may be established in the very area where the village chief or government officers own the nearest ricefields and get direct irrigation from that dam. (It is a fact that, although limited, such practices may also be found in other countries). Many organizations in the villages exist only in name. But because in the past those organizations were set up by political parties for their own interest, these organizations lacked the insight and the skill to implement village community development. In general, the village community still lacked the needed ability to develop a high degree of "community organization" that could operate continuously for the sustained progress of the village.

c) Material help from the government not always came right on time. A delay will lessen the spirit of the villagers to develop and they would lose confidence in the Government. Assistance was needed for technical guidance in the preparation and procedures to submit proposals and obtain assistance for projects. Experience showed that such technical guidance should be incorporated in the follow-up programs of the up-grading of village chiefs.

3. Leadership Training

Leadership training was inadequate, and yet it was necessary for formal as well as informal leaders. To get the support of the villagers through their informal leaders, the latter key persons should also undergo training. They should be given thorough insight into problems and methods of development in general and village communities in particular, including the kind of participation they could provide. An important question arises as to how these problems could be communicated

and understood clearly by people whose level of education and knowledge were generally low.

IV. Some Suggestions on Regional and International Cooperation

In fact, a lot has still to be done in organizing and promoting activities of village community development in terms of cooperation at regional as well as international level. At the regional and international levels the following studies are suggested:

1. A survey on "natural resources" that could still be dug up and processed through increasing the skills of the village community, and the possible uses of "waste" materials. Such a survey is important to ensure that village development programs are based on existing resources. Also, the land carrying capacities of a village should be known in order to find out how long a program should run and what outputs could be expected.
2. In most villages many high school graduates are "forced" to stay in their villages. What is their function and role in village community development? Are they adjusted to life in the village? Do they need "reeducation" so that they can work and play a role in village community development programs? If so, what would be the right kind of re-education? What function can they have and what role can they play?
3. What is the role of the teacher, apart from his task in formal school? How can he be given a function and a role to involve him in village community development programs? Can he become an "extension teacher", and beside teaching children in formal educational institutions also teach adults in a non-formal setting? What would be the requirements? Such questions need research and experiments to elicit answers for wider application.
4. Have efforts been made to form cadres in the villages? For instance in the villages that came out as winners in the national competition held on the occasion of Independence Day celebrations. Have these villages come out as winners because of personality factors in leadership of the village chiefs, or were there other factors?
5. A study on training systems is needed to develop capability in marketing, organization, management and administration of resources including "waste" materials.

Other suggestions that should be considered:

1. Direct exchange of experience between village community development officials of developing countries through informal seminars and workshops capitalizing on innovations in community development in the Asian region.
2. Education and training in community development leadership covering relevant fields like planning and programming research and assessment, management and administration.
3. Continuous exchange of data and information through an Asian Data Bank that is viable and useful in the service of the whole region.