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To the Graduate Council:

I am submitting herewith a thesis written by Ankegowda Kapanigowda entitled "A Review of Selected Principles and Procedures Useful in the Planning of County Agricultural Extension Programs in the United States with Application to Community Development Program Planning in India." I recommend that it be accepted for nine quarter hours of credit in partial fulfillment of the requirements for the degree of Master of Science, with a major in Agricultural Extension.

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A REVIEW OF SELECTED PRINCIPLES AND PROCEDURES USEFUL
IN THE PLANNING OF COUNTY AGRICULTURAL EXTENSION
PROGRAMS IN THE UNITED STATES WITH APPLICATION
TO COMMUNITY DEVELOPMENT PROGRAM
PLANNING IN INDIA

CRANESH@CREST

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Presented to
the Graduate Council of
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In Partial Fulfillment
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Master of Science

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Ankegowda Kapanigowda
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CHAPTER I

INTRODUCTION

Through long experience, extension educators have found that if work is to be done most effectively, there must first be a plan. For example, if one wants to travel to another place, or build a building, he should plan beforehand. This is even more the case with organizations, agencies and institutions. History has shown that institutions or agencies of a given state or nation cannot long stand unless they are based on firm foundations of adequate planning, execution and evaluation of programs periodically. Since progress is a continuous phenomenon, organizations or agencies should also adjust their programs and activities to the changing conditions at regular intervals. In this regard Lorwin has said that planning:

. . . is a synthesis of ideas of dynamics and order of science and imagination which holds out to the twentieth century the promise of great purposive achievement. We can plan our personal development, our cities, our leisure, our cultural progress in such a way as to keep moving forward in step with our capacity for action and for harmonious readjustment.¹

It indicates that program planning is necessary for any type of activity to progress. It should be suited to the capacity of the people and should take into account the need for harmonious readjustment with their culture.

¹M. L. Fledderns (ed.), World Social Economic Planning (Holland: The Hague, or New York: International Industrial Relations Institute, 1931), p. 789.

From the history of the Cooperative Extension Service, it is seen that attempts are being continued to develop programs considering the capacities and needs of the people served. In the beginning of the Cooperative Extension Service, programs were predetermined by the county agent.² Through experience it was realized that programs should be developed with the aid of the people. The Joint Committee Report on Programs, Policies and Goals has pointed out that "to assure maximum programs of a continuing nature, extension should concentrate on the development of a far greater degree of local thinking and planning."³

I. STATEMENT OF THE PROBLEM

Extension started its work prior to and following passage of the Smith-Lever Act in 1914 with a few project-type programs. Originally, the extension service had little formal designing, and its county programs represented meager efforts at long-time planning. It also held a questionable place among the respectable institutions of higher learning.⁴ Since that early time, the extension service has come of age and grown into a large, effective, more mature kind of

²Planning County Agricultural Extension Programs, United States Department of Agriculture, Extension Service Circular No. 260 (1937), p. 3.

³Joint Committee Report on Extension Programs, Policies and Goals, United States Department of Agriculture, and Association of Land-grant Colleges and Universities (Washington, D. C.: U. S. Government Printing Office, 1948), p. 6.

⁴Frank Peck, "Trends Affecting the Agricultural Extension Service," Report of Fifth National Administrative Workshop (Wisconsin: University of Wisconsin, April 16-26, 1956), p. 11.

educational organization. Areas of program emphasis have also been expanded. There has been a shift from the project emphasis approach to the problem approach. Now the true value of extension service has been recognized by the people, and people are looking forward to receiving its educational services. The present need for extension education among farm people is apparently far ahead of the capacity of extension to provide such education. It calls for careful shifting of demands and effective allocations and reallocations of time and effort.

The foregoing statement suggests the problem of program-planning in order to meet the needs of the people. The intensity of the problem may be seen from a few criticisms pointed out by the joint committee report previously cited. They are:

- 1) That in too many instances extension program planning does not take into consideration the interests and needs of various sizeable groups in the county
- 2) The program planning process is one of form rather than substance and received too little time and attention for a constructive job.
- 3) That in many counties the extension program is based largely on the agent's analysis of needs.⁵

The criticisms listed above may be partly due to lack of a recognized body of program planning principles and procedures.

C. M. Ferguson has also supported this view when he said that:

. . . one of the more important and difficult responsibilities of extension administration is that of insuring the kind of program building processes and procedures which will insure that extension resources are brought

⁵Joint Committee Report, op.cit., p.36.

to bear effectively and proportionately with the importance of local problems.⁶

The foregoing statements indicate the need for: 1) wise allocation of time, staff and other extension resources; 2) proper coordination and cooperation between several agencies and local people; and 3) recognition of major problems at the county level.

It is at this point that it is important to realize that the extension service is a cooperative venture, undertaken to solve the problems of people, utilizing their own efforts and working toward their own development.

As M. L. Wilson has rightly said recognition of: "The forms of extension without understanding its essence leads only to confusion."⁷ Therefore, the problem is to recognize principles, guides or expressions which may serve as guides to make the extension educational process one which may be expected to contribute to the development of man to his greatest potentialities.

II. NEED FOR THE STUDY

The most important function of Extension is to plan, conduct and evaluate a desirable educational program for its clientele based on other needs and interests. A sound and balanced long-range extension

⁶C. M. Ferguson, "The Extension Administrator Takes a New Look at his Job," Report of Fifth National Administrative Workshop, University of Wisconsin (April 1956), p. 8.

⁷M. L. Wilson, "The Extension Process," cited by A. T. Mosher, Varieties of Extension Education and Community Development, Comparative Extension publication number 2, (Ithaca, New York: College of Agriculture Cornell University, 1958), p. 11.

program is the foundation for the short-range planning and execution of effective extension work. The scope of extension's responsibility today is necessarily broader than ever before. This must be true if the changing needs of its clientele are to be met adequately.

The 1957 Extension Committee on Organization and Policy outlined the nine major areas of extension program emphasis. These areas delineate the scope of extension responsibility, and include:

1. Efficiency in agricultural production
2. Efficiency in marketing, distribution and utilization
3. Conservation and wise use and development of natural resources
4. Management on the farm and in the home
5. Family living
6. Youth development
7. Leadership development
8. Community improvement and resource development
9. Public affairs.⁸

The shifting needs of extension's clientele have resulted in heavier responsibilities being placed in some of the newer program areas mentioned. A consistent characteristic of extension work through the years has been the willingness of extension workers to recognize the necessity for shifting programs and to adopt methods to meet ever-

⁸P. A. Miller (chairman) The Cooperative Extension Service Today. A Statement of Scope and Responsibility. 1957 Extension Committee on Organization and Policy, Federal Extension Service. Washington, D. C.: Government Printing Office, 1958, p. 8-12.

changing conditions and demands.⁹

The foregoing paragraphs would indicate the necessity of program planning which would provide scope for adjustment and direction to the desired goal of extension education. Discussing the need for program planning, Kelsey and Hearne pointed out ten reasons emphasizing the need for program planning. They are:

1. To ensure careful consideration of what is to be done and why
2. To have available in written form a statement for general public use
3. To furnish a guide or straightedge against which to judge all new approaches
4. To establish objectives toward which progress can be measured and evaluated
5. To have a means of choosing
 - (a) The important from the incidental problems
 - (b) The permanent from the temporary changes
6. To prevent mistaking the means for the end and to justify both felt and unfelt needs
7. To give continuity during changes in personnel
8. To aid in development of leadership
9. To avoid waste of time and money and promote general efficiency
10. To help justify appropriations by public bodies.¹⁰

It is clear from the above that program planning is necessary if wise decisions are to be made concerning extension work. It not only provides direction, but also creates confidence in the people. It also has been found to promote leadership among the people.

An example of the importance of planning in extension program

⁹Witham George and others. The Connecticut Cooperative Extension Services Today and Tomorrow (Storrs, Connecticut: September, 1959), preface.

¹⁰L. D. Kelsey and C. C. Hearne, Cooperative Extension Work (Ithaca, New York: Comstock Publishing Association, 1955), p. 128.

development might be appropriate here. A study done at Cornell University revealed that greater progress was made and people developed more confidence in an extension program when they were involved in the planning. One of the farmers involved in the planning made the following statement concerning his opinion of including people in planning: "It is about time somebody asked me what I think instead of telling me what to think."¹¹

Satisfaction is implied in the above statement, apparently resulting from the involvement of the farmer in the planning of "his" county extension program. Further, the above mentioned study revealed the expressed desire of many farmers for a coordinated information program to keep them informed about services provided to them by agencies.

From the foregoing statement it seems clear that people are apparently more interested in a program if they are involved in the planning. In other words, it may be said that planning is an effective tool to use in trying to achieve greater progress at an accelerated rate.

III. PURPOSES OF THE STUDY

The purposes of the study, then, were fourfold:

- 1) To identify the generally accepted principles of planning that are useful in planning the county agricultural extension program

¹¹New York Farmers' Opinions on Agricultural Programs, Cornell Extension Bulletin No. 864, Ithaca, New York: University of Cornell, (Nov. 1952), p. 10.

2) To specify the responsibilities of extension workers, local volunteer lay people and other appropriate resource people in county extension program planning

3) To develop a suggested procedure for extension program planning stressing the involvement of local people

4) To make recommendations for the application of the findings to a selected situation in India.

IV. IMPORTANCE OF THE STUDY

Program planning is a decision-making process. The decision-making process involves: 1) considering available resources and present situations; 2) determining goals and objectives; 3) developing and comparing the alternatives; 4) choosing and applying the best alternatives, and 5) evaluating and revising the program adopted. So the effective and wise decision is objectively possible only when the scientific approach is adopted. This suggests the need for understanding the basic principles and procedures which contribute to wise decision-making.

Extension education has expanded its scope of work to include many phases of farm, home and community life. To develop a program suited to this varied nature of extension work is not an easy job. Since it involves several complex problems, the purposes and procedure should be well formulated. Concerning this view John Provinse has said that:

Experience has shown that clarification of purpose in the early phases of program planning is probably the single most important item to safeguard against confusion and

controversy at later stages of operation.¹²

It is clear from the foregoing statement that program planning is absolutely essential in order to implement the extension education program without undue confusion. Stressing the importance of program planning, J. L. Matthews has said:

County extension programs are the basis for extension work and are the means by which the extension service seeks to accomplish its purposes. Results in extension are dependent upon the quality of the program and the quality is improved by the methods used in developing the program.¹³

It is apparent from the above that program planning is the basic foundation for extension education work. The quality and success of extension work is dependent on how best the program planning is formulated.

Many problems with which extension education has to deal are interrelated with all groups of society. They involve human relationships, adjustments, and, in many instances, some compromise between the immediate interests of individuals and the longer time interests of specific groups and society as a whole. It is true that some of them are less tangible and more controversial than most of the problems with which extension has traditionally dealt. This then suggests the need for tackling such problems with greater care and vision. The primary

¹²John Provinse, "Community Development, Research and Evaluation," Community Development Review (December 1960), p. 39.

¹³J. L. Matthews, National Inventory of Extension Methods of Program Determination, Extension Service Circular No. 477, January, 1952. United States Department of Agriculture (Washington, D. C.: U. S. Government Printing Office), p. 1.

function of extension is education of people. Learning takes place mainly through self activities of the learner. So it is very essential that learners are to be involved in the program planning in order to permit and bring about effective learning. Involvement of people in program planning is considered as being one of the best ways to motivate them to learn. This view has been supported in the Joint Committee Report on Extension Programs, Policies and Goals. It stated that:

The people who are to benefit from extension should participate democratically and effectively in determining program emphasis in light of what they believe will benefit them the most.¹⁴

The foregoing paragraph suggests the need for involving the people to determine what they need and what they believe will benefit them most. Brunner and Yang have also supported this view when they said: "Sharing in program building makes the program belong to the people."¹⁵ If the people are not involved in program planning such programs will have very little value for the people, and the result will not be effective. This view has been affirmed by Annette Rosentiel in her article on long-term planning. In her eyes, its importance lies in its effectiveness in the administration of social groups. She commented that:

. . . research has disclosed that in certain areas previous

¹⁴Joint Committee Report on Extension Programs, Policies and Goals, op.cit., p. 37.

¹⁵Edmund des Brunner and E. Hasin Pao Yang. Rural America and Extension Service (New York: Columbia University, Bureau of Publications, Teachers College, 1949), p. 181.

attempts on the part of administration to introduce innovations and make changes which could not be integrated into the cultural pattern of the indigenous people proved unsatisfactory to them and costly to the government.¹⁶

It is seen therefore that, while working in educational programs, the needs, interests and cultural background of the people should be ascertained. To understand people's culture and tradition demands closer association of agents of change with the people.

Another important aspect of program planning is that of cooperation and coordination between agencies and organizations so as to expedite and facilitate development of an effective extension education program. As pointed out earlier, problems of extension education are complex in nature and are so interrelated with various agencies, groups and organizations as to be almost inseparable. Such interrelated problems cannot be solved in isolation. They will have to be tackled with a coordinated approach if extension is to truly identify the needs and interests of the people. The need for effective cooperation between local organizations has been pointed out by H. P. Rush in the Joint Committee Report on Extension Programs, Policies and Goals, in the following words: "I believe that extension work cannot be of maximum effectiveness and influence without some type of cooperating organization at the local level."¹⁷

A similar view has been expressed by Irvin T. Sanders in the

¹⁶Annette Rosenstiel, "Long Term Planning," Human Organization, Vol. 13 (Summer 1954), p. 5.

¹⁷Joint Committee Report, op.cit., p. 24.

following words: "problems facing the community [village] are inter-related and it would be completely artificial and unrealistic to try to solve each one separately."¹⁸

The cooperation between various organizations and agencies can be secured only by providing opportunities which will enable them to discuss problems and objectives and make wise decisions.

Annette Rosenstiel, emphasizing the importance of judicious planning, has made the following comment:

A judicious combination of long and short term planning, obviating either a too-rapid period of transition or an over prolonged one should provide an especially valuable approach when applied to areas which have hitherto suffered abuses in the acculturative process, resulting in deterioration of indigenous peoples and cultures.¹⁹

This suggests the need for understanding local culture before attempting to bring about any change. Today, there are very few places in the world that are not involved in doing something to help needy rural people better their lives economically, socially and physically. To achieve real and progressive results, careful and judicious planning should be carried out on an established basis.

It is therefore necessary to study the principles and procedures which would be helpful in building a program that will stimulate people to identify their own problems and to make decisions for their optimum development, utilizing available technical knowledge and

¹⁸Irwin T. Sanders. cited by Kesharchaud D. Gaugrade. Community development program in Action, The Indian Journal of Social Work, Vol. XXI, No. 1, June, 1960, p. 93.

¹⁹Annette Rosenstiel, op. cit., p. 10.

resources. Principles are important for any nation interested in organizing or expanding its own extension service.²⁰

Stressing the importance of establishing a body of recognized principles, C. M. Ferguson suggests that:

. . . there should be a development of extension technology. That is, extension work should be done in accordance with principles and methods derived from basic research in the behavioral sciences. Widespread use of such principles and methods can result when they are made a part of the daily work of extension staff.²¹

The National Extension Service in India is also confronted with the problem of selecting appropriate methods and techniques in the program planning phase of community development.²² Considering the importance of program planning in India, C. C. Hearne, who has visited India, in his article, "What India's Extension program is accomplishing," has suggested that:

. . . while the efforts in the first five years were largely directed at teaching the villagers how to do things, the goal for the immediate future is to help them in the program and planning aspects of village improvements.²³

²⁰Edmund deS Brunner and E. H. Yang, op. cit., p. 171.

²¹C. M. Ferguson, "Introductory Statement," Research in Extension. Summary of an extension research workshop. Washington, D. C.: United States Department of Agriculture, May 6-10, 1957, p. 71.

²²Our Program at Work (New Delhi: Ministry of Community Development and Cooperation, Government of India, October, 1959), pp. 9-10.

²³Cannon C. Hearne, "What India's Extension Program is Accomplishing," Foreign Agriculture, (United States Department of Agriculture, Vol. 20, No. 1, January 1956), p. 819

The foregoing paragraphs suggest the importance of program planning, the fundamental objective of extension being the development of the people of the United States. Development occurs through various experiences they gain in their day-to-day activities. So the task of extension education will be to create such opportunities which will facilitate the exchange of experiences and help people grow new understanding for further progress. The people and the extension workers both have certain experiences and knowledge in the fields in which they are engaged. It is necessary that people should adopt new techniques to better their conditions. But they have their own faith and reason in what they are doing. So the problem then is to cross the new idea with the old experience to bring about hybrid vigor. This can be effectively done only by making a joint decision. Decision making may be seen as the program planning process. This can be effectively done only when principles and procedures are well established. Through this study attempts were made to identify principles which would be most likely to facilitate effective and realistic extension program planning.

V. METHODS OF PROCEDURE AND SOURCE OF DATA

The method employed was the review of all available current literature. The material comes from the writings and studies in Extension, Community Improvement, Sociology and other related fields.

VI. ORGANIZATION OF THE STUDY BY CHAPTERS

Consistent with the purpose of the thesis, Chapters II and III are devoted to a discussion of extension's scope and the various principles applicable to program planning. Chapter IV deals with the people involved in planning and their responsibilities. Chapter V consists of a suggested procedure to follow in planning a county Extension program. Chapter VI is devoted to a discussion of application of findings to a selected situation in India. Chapter VII, Summary and Conclusions.

VII. DEFINITIONS OF TERMS

A number of the terms used in a discussion of agricultural extension activities and processes need clarification. For example, the word "planning" has many and varied meanings when used to refer to certain activities of government and other organizations. So, in order to establish a clearer understanding of a number of terms as they are used in this thesis, the following explanations are given:

Cooperative Extension Work: Broadly defined, this term means the program conducted cooperatively by the United States Department of Agriculture, the land-grant colleges and the people in the counties to assist rural people to utilize more fully their resources in solving their problems. Its fundamental objective is the development of the people.

County Extension Program: The program in the sum total of all the activities and undertakings of a county extension service. It includes the (1) program-planning process, (2) written program statement,

(3) plan of work, (4) program execution, (5) results and (6) evaluation.

Problem: In this thesis the term problem is defined as a statement of an undesirable aspect of a situation which can be changed with available resources.

✓ Objective: The aim or aims of groups and/or individual exertions; the end aimed at; the purpose for which group and/or individual actions are organized and directed; the place to which group and/or individual movement is directed; groups and individuals who work toward them expect and mean to reach them--they have intentions of attaining them--or, otherwise, they are not objectives at all. Objectives are to be worked toward and attained or reached.

The County Extension Program Development Cycle: This term includes the processes of program projection, annual extension planning, extension teaching and extension evaluation.

Program Projection is the process of long range (normally five year) county program planning involving representative county lay people (the county extension program development committee) appropriate resource persons and extension staff members.

Program Statement: It is a written, end product of program projection. The major elements of the program statement include the following:

1. The situation
2. Major problems
3. Program objectives
4. Recommendations.

Annual County Extension Program Planning: Annual county extension program planning includes (1) determination of teaching objectives based on priority program objectives selected from the program statement, (2) delineation of the teaching schedule--who, how, when and where, (3) determination of the internal staff objectives, and (4) completion of calendar of events.

Annual County Extension Plan of Work This term indicates a written statement of activities or undertakings to be carried out by the county extension staff during a given year. It is based on the priority objectives and recommendations in the program statement. It could be considered a statement of the specific steps to be taken to bring the program already agreed upon into reality. It outlines teaching objectives, schedules the actual teaching activities (including methods, when, where, who will be responsible, assistance needed and evaluative techniques), states internal staff objectives and calendarizes work for the year.

Extension Teaching is an intentional process of arranging situations to achieve the predetermined desired objectives. In the county extension program development cycle, it is the third stage of activity.

Extension Evaluation: It is a process of collecting facts, measuring the progress made toward the objectives and considering the roles of alternative means used to work toward objectives determined for and stated in the program statement and annual plan of work.

Annual Report: This document includes review of both qualitative and quantitative evidence of accomplishment in a given year and is

based on teaching objectives stated in the annual plan of work.

Program Planning (organization for and process of planning):

As used here it will refer to program projection and/or annual extension planning as defined above.

✓ County Extension Agents: The official representatives of the state land-grant institution and the United States Department of Agriculture. Extension agents include the county agricultural agent (county agent), the home demonstration agent (home agent), and the 4-H Club agents, assistant county and home agents. They live in the county and carry on informal educational programs with the people to improve their living.

✓ Subject Matter Specialists are well-trained persons in specific subject-matter areas. Not responsible for administrative details, they assist the extension agents in subject-matter, methods of teaching, organizing and presenting of information.

✓ Supervisor refers to those members of the state extension staff variously called home demonstration leaders, assistant county agent leaders, district supervisors and state agents, who have supervisory responsibility for county extension workers.

✓ Volunteer Local Leader means an individual selected or recognized because of his interest, ability, occupation, or location, who works with extension personnel in the county in assisting others in solving their problems.

✓ A Community: The term community means a more or less well-defined group of people with common interests and problems, living

within a geographic area. A community is one of the several units into which a county is divided for conducting organized extension work.

Home Demonstration Organization or Club or Group: A group of rural women who under the advisement of a county advisory council or other committee, take part locally in group activities sponsored by the extension service to improve family living and community life.

Commodity Group means the organized producers of a particular crop or commodity, such as cotton improvement club, or the beef cattle association.

Special Interest Group: A group organized around a particular interest common to the members. Examples of this are commodity associations, home economic organizations, 4-H clubs, young adult organizations, agricultural and home economics committees of civic groups.

County Advisory Council, Agricultural Extension Committee or County Extension Board: A policy forming group, made up of rural people, each of whom may represent an area or a local organization for conducting programs and sometimes policy making. Legally appointed, these bodies also have responsibilities for budget and staffing.

Program Development Committee: It is an elected or appointed body of representative volunteer lay leaders at the county level. They guide and assist in planning, initiating, executing and evaluating the long-range and annual county extension programs. Members of the Agricultural Extension Committee (advisory committee) form the nucleus of this body.

Study Committee: It is a body of representative volunteer lay

leaders, selected from the program development committee, to study each specific or desired area of extension program emphasis, project or enterprise. They identify the problems, state the objectives and make recommendations to the program development committee for final review. They may assist annually in selecting priority program objectives to be pursued during a given year.

CHAPTER II

ORIGIN OF EXTENSION WORK

The Extension Service in the United States grew out of a situation. Though the well-organized extension service came into life in 1914, its roots can be traced to the earliest years of the nation. The first president of the United States, George Washington, in his message to Congress in the year 1789, urged the establishment of a national university in which there should be a chair of agriculture entrusted with the responsibility ". . . of diffusing information to farmers."¹ Washington being the inventor of the disk-plow, exemplified the legacy handed down to our present county agent. The first president was an agriculturist who continually demonstrated to others new methods and techniques. His experiments on crop rotation, soil conservation, and diversified farming became examples for his neighbors and friends and influenced them to adopt his improved practices. As early as 1785, a formal organization known as "The Society for promoting Agriculture" was organized at Philadelphia.² Its main function was dissemination of agricultural information through publications, newspapers, articles and lectures and to bring about local agricultural organization elsewhere.

¹Edmund deS. Brunner, and E. Hasin Pao Yang, Rural America and the Extension Service (New York: Columbia University, Bureau of Publications Teachers College, 1949), p. 2.

²Ibid.

In the following years other agricultural societies developed. The organization of other state societies led to the national founding of the United States Agricultural Society in 1852. Other industries in the new nation were growing rapidly, but agriculture was still the leading enterprise. This, of course, necessitated continuous concern with the improvement of farm practices through experimentation and trial and error, greater efficiency and an improved agricultural practice. A need for providing people with information concerning new techniques to help them keep pace with agricultural expansion was recognized. As an example of how the need was manifest, let us consider the case of the National Grange.³ It was the first farm family organization on a national basis and is still active today. The Grange tied the membership together with their major interest--farming. It also promoted another mutual interest, education in the art and science of agriculture. This organization had a great influence on the development of the courses taught at the agricultural colleges. It even agitated for the extension of education facilities throughout rural sections.

There was a growing demand for and interest in expanding educational opportunities. It was in 1862 that even in the midst of the turmoil of civil war, the Congress passed the Morrill Land Grant College Act setting up in each state an educational institution where the leading object shall be without excluding

³Alfred C. True, A History of Agricultural Extension Work in the United States, 1885-1923 (Washington, D. C.: United States Government Printing Office, 1928), p. 104.

other scientific and classical studies and including military tactics, to teach such branches of learning as are related to agriculture and mechanic arts in such manner as the legislatures of the states may respectively prescribe in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life.⁴

These institutions became the present day land grant colleges. It was in the same year (1862) that Congress also created the United States Department of Agriculture. The purpose and function of this department was to acquire useful information about agricultural subjects and diffuse this information to the people throughout the land.

When the Colleges were started the study of scientific knowledge in agriculture was little more than embryonic. The need for research was recognized. Very soon the colleges began experimental farms and in 1887, in the Hatch Act, Congress provided federal assistance to set up and maintain experiment stations in every land grant college. From that time on, the study of research tested knowledge expanded rapidly in all aspects of agriculture, as new information became available for the college people. Although the colleges were circulating knowledge and information to many, they were of course limited in what they could do for those not attending college. Soon the demands of farm individuals made it necessary for college personnel to work with larger groups.

While these developments were in progress an interesting adult education movement known as Chautauqua movement sprang up. Its program

⁴Edmund deS. Brunner and E. Hasin Pao Yand, op. cit., pp. 4-5.

combined instruction, recreation and entertainment.

Later, farmers' institutes began circulating knowledge and information. These movements became major social activities of the era. Interested leaders began to travel and make speeches and discussions so as to carry more knowledge and information to the farmers. These informal educational activities became effective ways of dispersing new knowledge. It was natural that teachers and professional men from the colleges were included and helped extend knowledge from the formal institution of education. The number of these activities increased rapidly. There were increased demands by various groups of people for educational speakers. Colleges found it necessary to expand their extension activities. Among those first interested in such extension were Cornell University, Pennsylvania State College, and Iowa State College.⁵ This informal type of work continued to grow. Its rapid development created an increasing popular desire for the creating of a more systematic, organized kind of agency. Kenyon L. Butterfield supported this view at the meeting of the Association of American Agricultural Colleges and Experiment Stations when he said:

This work will not only be dignified by a standing in the College Coordinate with research and the teaching of students, but it will rank as a distinct department with a faculty of men whose chief business is to teach the people who cannot come to the college.⁶

⁵Lincoln David Kelsey and Cannon Chiles Hearne, Cooperative Extension Work (New York, Ithaca: Comstock Publishing Associates, 1955), p. 16.

⁶Ibid., p. 17.

Several colleges continued to send the staff members for extension activity. This led to the establishment of extension departments or at least to appointment of individuals with responsibility for supervisory extension activities. Such titles as Extension Department, Superintendent of Agricultural College, began to appear. Day by day more colleges and universities became involved in extension activities. Committees in various organizations began to focus attention on this national trend. A Committee on Extension Work was created in the Association of American Agricultural Colleges and Experiment Stations in 1905. This added impetus to the movement so that, shortly thereafter, most of the agricultural colleges were carrying on some form of extension work. Since this was happening throughout the land, it began to take on the aspects of a national movement. The colleges turned to state legislatures for more funds.⁷ States, in turn, looked to federal sources for support.

It was in 1914 that the Smith-Lever Act was passed, providing federal assistance for extension educational work. It is significant that it provided for the establishment of the United States Extension Service as a separate division of the land grant college in addition to resident teaching and the experiment station. The three divisions then included, and still do, resident teaching, experiment station and extension. Since then this movement known as "Cooperative Extension Service" has been expanding to meet the interests and needs of people.

⁷Edmund deS. Brunner and E. Hasin Pao Yang, op. cit., p.7.

Since these early beginnings there has been not only a rapid growth of the system but considerable evolution both in the rural interests and needs on which it is based and in the methods it employs.

In the beginning it was concerned almost solely with the improvement of agriculture. In its second decade, extension was expanded to include home economics. As the study of rural sociology was strengthened, extension also moved into the field of rural community organization.⁸ The word "extension" was applied to it, apparently following the practice of British universities of having one educational program within the walls of the university and another away from the university buildings. This latter program was described by adding the word extension as a qualifying adjective to the noun education. Therefore, the work extension is used to denote education outside the school. Sometimes it is also called education on the road side.

✓ The Cooperative Extension Service, according to M. L. Wilson, was broadly conceived as an instrument, primarily, but not wholly, of adult education through which, by means of the extension educational process, all rural people would be given the opportunity of learning the results of scientific research and scientific thinking as related to agriculture, home economics and out of this would grow a rural civilization based upon scientific knowledge—a civilization in which rural people would have a way of living which would give opportunity for

⁸A. T. Mosher, Varieties of Extension Education and Community Development, Comparative Extension Publications No. 2 (New York: State College of Agriculture, Cornell University, 1958), p. 8.

individual and group realization of the best values inherent with them.⁹

Concerning the definition of extension, Ensimerger has said:

. . . that extension is education and that its purpose is to change attitudes and practices of the people with whom the work is done.¹⁰

He further elaborates on his definition with the following:

1. Extension is education for all people.
2. Extension is changing attitudes, knowledge and skills of all the people.
3. Extension is working with men and women, young people and boys and girls to answer their needs and their wants.
4. Extension is "helping people to help themselves."
5. Extension is "learning by doing" and "seeing is believing."
6. Extension is teaching people what to want as well as how to work out ways of satisfying these wants and inspiring them to achieve their desires.
7. Extension is the development of individuals in their day-to-day living, development of their leaders, their society and their world as a whole.
8. Extension is working together to expand the welfare and happiness of the people with their own families, their community, their own country, and the world.

⁹M. L. Wilson, Cultural Approach in Extension Work, United States Department of Agriculture, Extension Service Circular No. 332 (May 1940), p. 2.

¹⁰Douglas Ensimerger, A Guide to Community Development, issued by the Ministers of Community Development, Government of India (New Delhi, 1957), p. 6.

9. Extension is working in harmony with the culture of the people.
10. Extension is a living relationship between the extension workers and the community people. Respect and trust for each other, sharing joys and sorrows, result in friendship through which extension work continues.
11. Extension is a two-way channel—it brings scientific information to the people and it also takes the problems of the community people to the scientific institutes for solution.
12. Extension is a continuous educational process in which both learner and teacher contribute and receive.¹¹

The foregoing would indicate that the scope and dimension of extension education is such that it encompasses all aspects of education for life--economic, social and cultural. Education is indicated, then, in the sense it is not mere changing knowledge, attitudes and skill, but that it may be called both the art and science of working with people (men, women, children and youth) on their farms, in their homes, in harmony with their culture and traditions, for their development as effective citizens.

Scope and Objectives of Cooperative Extension Work

As stated in the Smith-Lever Act, the purpose of cooperative extension work is to

aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the

¹¹Ibid., pp. 6-7.

application of the same.¹²

This broad charter clearly identifies extension's function as education. When we say education, it is not the formal education that is found within four walls but the education of people wherever they may be found. This is not education in the abstract but education for action. It is education directed to help people recognize their problems which they encounter from day to day in agriculture, home economics and related subjects and make them think to find ways and means to solve their problems.

The words "useful and practical information" embrace all the educational activities for the instruction of people who are not resident at the institution. The information is to be useful, should be of such kind which would provide solution for their problems in farm and home life. The Act further states:

That pending the inauguration and development of cooperative extension work herein authorized, nothing in this act shall be construed to discontinue either the farm management work or the farmers' cooperative demonstration work as now conducted by the Bureau of Plant Industries of the Department of Agriculture.¹³

This statement offers extension's design to furnish a means for cooperation of all the agencies which have been engaged in a similar educational work. It is also a means for the cooperation of men and

¹²Joint Committee Report on Extension Programs, Policies, and Goals, United States Department of Agriculture and Association of Land Grant Colleges and Universities (Washington: U. S. Government Printing Office, 1948), p. 6.

¹³Ibid.

women in solving their own farm, home and community problems in an organized way and with the help of trained resident agents who have direct lines of communication with the state and national government institutions that are charged with the fostering of rural life in America.

Extension objectives for youth and adult members of extension clientele as defined in the so-called scope report are to develop:

1. Greater ability of people in maintaining more efficient farms and better houses.
2. Greater ability of people in acquiring higher incomes levels of living on a continual basis.
3. Increased competency and willingness by both adults and youth, to assume leadership and citizenship responsibilities.
4. Increased ability and willingness to undertake organized group action when such will contribute effectively to improving their welfare.¹⁴

In our effort to attain these objectives, the guiding principle of all extension workers has always been "helping people to help themselves." This is aimed at explaining, in other words, extension's fundamental objective ". . . the development of people themselves to the end that they, through their own initiative may effectively identify and solve the various problems directly affecting their welfare."¹⁵

¹⁴P. A. Miller (Chairman), The Cooperative Extension Service Today: A Statement of Scope and Responsibility. Subcommittee on Scope and Responsibility of the 1957 Extension committee on Organization and Policy. United States Department of Agriculture (Washington, D. C.: U. S. Government Printing Office, 1958), p. 3.

¹⁵Joint Committee Report, op. cit., p.7.

It is not what extension does for people, but what it does to them educationally that counts. The ultimate objective of extension teaching is to promote the physical, mental, spiritual, and social growth of the individual farmer, his wife and children. This can best be done by assisting them to learn to recognize and analyze their own problems, to find solutions for them and to carry out necessary plans so that selected solutions may be put into effect. In summary then, extension's objective may be said to consist of:

1. development of the people of the United States
2. helping people to acquire proper skills, knowledge, understanding and attitudes in subjects related to agriculture and home economics.

Education of the people is the paramount interest. In performing its function, extension operates informally, in line with the most important local needs and opportunities, and with respect to both short- and long-term matters of concern. It joins with people in helping them to:

1. Identify their needs, problems and opportunities
2. Study their resources
3. Become familiar with specific methods of overcoming problems
4. Analyze alternative solutions to their problems where promising alternatives exist
5. Arrive at the most promising course of action in light of their own desires, resources and abilities.¹⁶

70 Ralph Tayler in discussing the objectives of the extension agency, states that:

¹⁶P. A. Miller, op. cit., p. 4.

1. Extension has as its primary purpose educational goals rather than merely the increase of material production of agriculture. Unless human beings are changed as a result of extension work, the major purpose of extension will not have been achieved.
2. Furthermore, a good educational program is one that is aimed at human values rather than at material values. The purpose of extension should be more to improve quality and satisfaction of living than to develop the skills of production, important as production is.
3. From the standpoint of a democratic society one of the most important objectives is to develop the ability to solve new problems as they arise. A democratic citizen must be self-directive rather than simply following the directions laid down by someone else.¹⁷

The Cooperative Extension Service as an educational agency has primary responsibility for directing its activities toward constructive and creative education which develops individuals physically, mentally, socially and culturally.

The aim of all education, formal or informal, pre-school or adult, is to help the individual to achieve the good, effective life. This achievement, in turn, is conditioned by the development of a desirable personality including the individual's entire organized system of responses, his habits, his ideals, his attitudes and purposes, his impulses—in fact, all his traits.¹⁸ The normal personality, according

¹⁷Report of Administrative Workshop, Cooperative Extension Administration, Madison, Wisconsin: University of Wisconsin, 1945.

¹⁸Fowler D. Brooks, Psychology of Adolescence. (Boston: Houghton Mifflin Co., 1929), p. 350.

to Rosanoff, possesses a power of inhibition, a rational balance, emotional control or stability and superior durability.¹⁹ The development of all these personality traits depends upon a well-rounded education because their implications penetrate all aspects of life, physical, instinctive, emotional, aesthetic, moral, social and spiritual. It is because of this inclusiveness of education, penetrating and influencing all aspects of life, that educational statements and/or objectives must be well-defined, but in relatively general terms.

A primary concern of a democratic society is the education of its people. The democratic way of life must be learned not only as words but in practice. The ends pre-exist in the means. Extension as an educational agency must be concerned not only with the ends or change in people and their practices, but also with the means by which those ends are attained. Helping people to identify their problems and to develop ways and means of solving them focuses attention on the importance of planning as a part of the educational process. The local individual must become actively involved and participate in the planning, execution and evaluation of an educational program if any proposed change is to be successful. The objective must be for the local individual to eventually take over planning and other responsibility himself.

In an attempt to formulate desirable socio-economic goals for education, a committee of eminent educational scholars and theorists

¹⁹Ibid.

emphasized the following ten goals to be attained by a citizen of an ideal world:

1. Hereditary strength
2. Physical security
3. Opportunity to participate in an evolving and maturing culture
4. An active, flexible personality
5. Occupational suitability
6. Economic security
7. Mental security
8. Equality of opportunity
9. Freedom
10. Fair play based on a strong judicial branch of government.²⁰

If the good life is to be more than an idle hope and if democracy is to be preserved, every agency concerned with education should aim to achieve the above goals. Thus far, the objectives and goals of extension education have been discussed briefly. Having set forth objectives, there is a need to recognize the educational responsibilities in agricultural cooperative extension work. A more definite statement of Extension's education responsibility may be described as follows:

1. From a functional standpoint, this responsibility includes
 - a) the diffusing of information
 - b) the development of an interest in and recognition of significant problems
 - c) the encouragement of planning the best ways and means of solving the problems recognized, whether by the individual or group action
 - d) stimulation of appropriate action by the people themselves in accordance with the decisions they themselves have reached.

²⁰"What are Desirable Social-Economic Goals for America?"
Journal of the National Educators Association, Vol. 23, No. 1, January, 1934, pp. 6-12.

2. From an operational standpoint, extension's educational responsibilities extend to all "the people of the United States" having an interest in "subjects relating to agriculture and home economics," on an out-of-school basis, irrespective of their place of residence, age, economic status, group affiliations, or other factors that might be used to draw lines of distinction. First responsibility is to the people living on farms but it is not restricted to them.

3. From the content standpoint, it should be re-emphasized that an evolutionary process of program determination is still going on as the people themselves develop appreciation and recognition of new problems affecting their welfare. In view of this fact, it is logical to assume that at any given time it will be impossible to delineate the content of an inclusive program for the Cooperative Extension Service which would be valid for all time to come. Likewise, it is probable that any specific definition of the scope of content of Extension's educational responsibility will not be acceptable to all persons concerned in all detail.²¹

It is felt that if Extension is to attain a well-balanced program of educational service, certain adjustments in the distribution of the total effort will be necessary. The following general direction and approximate proportional shifts in emphasis appear desirable:

1. Maximum increase in emphasis is needed in the fields of

²¹p.v. Kepner (Chairman), Report of the Committee on the Scope of Extension Educational Responsibilities. Washington, D. C.: USDA, FA. 1255, January, 1946, mimeographed, p. 3.

- a) economic problems and public policies
 - b) marketing distribution
 - c) certain segments of the field of social relations, adjustments and cultural values
 - d) farm homes and buildings
 - e) health (particularly with respect to developing a better understanding of the total rural health situation)
 - f) use of effective methods for making improvements through group action;
2. A moderate increase in emphasis is needed in the fields of
- a) conservation of natural resources
 - b) farm and home management
 - c) rural organization and leadership development

3. Problems in the field of production techniques have historically commanded, and should continue to command, a major portion of Extension's total time and effort. However, looking to the need for the development of a well-rounded service, less increase may be justifiable in agricultural production-type fields than may be needed in the other fields listed.²²

The above rather broad outline indicated the most challenging and vital importance of Extension's continuing responsibility to the people of the United States. With their many responsibilities in mind, the process of developing the program must be viewed as one of the important tasks to be accomplished. If Extension is to attain a well-balanced programme providing needed educational services, certain

²²Ibid., p. 12.

adjustments in the distribution of Extension's total resources must be made. The responsibility is not only how alternative adjustments are to be made but also who will have responsibility for developing an appreciation in appropriate people as to why the adjustments are necessary. Furthermore, acceptance of this responsibility inherently includes willingness to encourage people to consider all available pertinent facts and all the promising alternative solutions and to arrive at their own conclusions as to use of which solutions should produce the optimum end result.

Statement and clarification of Extension's proper outlook, planning, is reviewed as a challenging opportunity to extend the influence of the work and to make greater provision for the welfare of both rural and urban people. To ensure maximum progress on programs of this continuing nature the joint committee on programs, policies and goals, outlined Extension's responsibility, in the following lines—to consist of helping people to help themselves—teaching them to solve their own problems. This may be recognized as being basic in Extension work. In addition, extension has a growing obligation to help rural people understand complex social and economic problems, local, national and international, which confront them.²³

Extension should continue to expand its effectiveness by working with organized groups and other agencies of government to provide maximum educational service to rural people in the counties. All agencies

²³Joint Committee Report, op. cit., p. 6.

and groups working in the field of agriculture should join together with farm people to build a strong Country-wide educational program. Extension should take educational leadership in discussing such an approach.²⁴

Without full coordination of the three land-grant college functions--resident teaching, research and extension--extension cannot provide maximum service most effectively.²⁵ The wide differences among farm people and their problems demand the selection and use of a large number and wide variety of teaching methods. There is a need for greater emphasis on the totality of the activities of each farm and home and hence on the development of extension workers as informed "generalists." Too much emphasis on "projects" may also be incompatible with this unified approach (Extension). Scientific evaluation of extension methods and procedures needs expanded emphasis.²⁶

Extension work today demands an education background especially designed to fit workers for the profession. Workers should be well trained on basic fundamentals as well as technically qualified. In-service training should follow throughout the worker's career.²⁷

²⁴Joint Committee Report, Ibid., p. 18.

²⁵Ibid., p. 28.

²⁶Ibid., p. 33.

²⁷Ibid., p. 42.

CHAPTER III

A BRIEF HISTORY AND PRINCIPLES OF PROGRAM PLANNING

In the previous chapter, the scope of agricultural extension and its educational responsibilities were discussed very briefly. Having set forth educational responsibilities, there is a need to understand the principles of program planning which would contribute to an effective extension education. Therefore, this chapter is devoted to a discussion of the history and generally-accepted principles of program planning.

I. BRIEF HISTORY OF PROGRAM PLANNING

In the early days of Extension work, the program of the county agent was largely predetermined. The Smith-Lever Act of 1914 was based on the idea that there existed a great body of results from research which, if applied to farm and home practices, would have a helpful influence on improving the farm business and the home. It was the duty of the county agent to show, by concrete visible demonstrations, the recommended methods of applying the results of scientific discovery to agricultural practices. The county agent, the land-grant college and the United States Department of Agriculture largely determined, and were responsible for, the things that were to be demonstrated. This plan of program development continued from 1904 (prior to passage of the Smith-Lever Act) until about 1916.

In 1916 program development passed into a second phase which lasted until 1922 and might be called "the period of self determined programs." The county agent, through organized committees and group meetings, obtained from the farmers an expression of what work they were doing and what they thought they should be doing in light of current research findings. This method of program development obtained a larger measure of sympathy and support from the rural people. Gradually, county Extension projects tended to become definite and clearcut goals and objectives were set.

As cooperation increased and Extension work progressed, local support and participation increased also. Farm people began to offer their suggestions. By the end of the First World War, much local program planning in which rural people had an important part was being conducted. Morris' account of county planning in those days reveals the following:

This was a significant period in the history of Extension program planning. Thousands of farmers were given an opportunity by the Extension Service to gather around farm dining room and kitchen table, in the schoolhouses and Grange halls, collectively to study and plan action on their programs.

This type of planning served a useful purpose but after a number of years the weakness of the plan became apparent. County programs too often grew to be busy with miscellaneous projects organized to meet the many and wanted requests from each community. Such programs tend to call for more activity than the county agent could carry out effectively. He spread his time and energy over too many fields of work and upon problems that were not of vital importance. Farmer leadership was not sufficiently developed, nor agents experienced in selecting and training them. So today, although a few counties still continue this type of planning, in general most

counties have modified this procedure in many ways.¹

The middle and late twenties found new forces at work in the planning of agricultural work. Trends in production, market demands, soil management, the rural youth program, differences in rural and urban living and many other background situations were being brought to the attention of local people who shared in program planning. Such programs, based on local, state and sometimes national situations, became more and more common in the counties. It was in the 1930's that the national programs which were developed to meet depression conditions changed the program emphasis of county extension agents. The presence of so many farm programs resulting from national legislation brought about field conditions that were often confusing to rural people and public servants alike. In the fall of 1947, the Mount Weather agreement was developed by representatives of the United States Department of Agriculture and 27 land-grant colleges and universities² for the purpose of coordinating the efforts of several agencies in the promotion of land use planning. This agreement contributed much to the effectiveness of later program determination and execution.

¹Fred B. Morris, Planning County Agricultural Extension Programs, Extension Service Circular No. 260, United States Department of Agriculture (Washington: U. S. Government Printing Office, 1937), p. 3.

²Fred C. Jans, Extension Looks at Program Planning, Extension Service Circular No. 478, United States Department of Agriculture (Washington: U. S. Government Printing Office, March, 1952), p.3.

During the period of the Second World War, Extension program emphasis was mainly on production of food, feed and fibre. An encouraging number of county extension staffs continued to employ a program planning organization and procedure during the war period. With practice gained from successfully changing program emphasis and content many times in a decade and a half, Extension proved its flexibility and adaptability to shifting conditions by adapting itself to the all-out war effort. In 1946 a committee of assistant directors and county agent leaders, reporting ideas on agricultural programs, suggested that there were three groups that had joint responsibility for rural program development:

1. Rural people who have shown ability to think independently, objectively and constructively
2. Land-grant college staffs in teaching, research and extension with their scientific information
3. County Extension workers with training and experience and close association with farm and home problems.

The same committee urged state directors to arrange for the participation of qualified people at the land-grant colleges to develop useful planning material and information for the use of agents and others in the counties.

In 1949 J. L. Matthews of the Federal Extension Service made a study of current Extension methods of program determination of 3,011 counties in the then 48 states and Puerto Rico. Matthews' survey pointed out that, in approximately twenty-two per-cent of the counties,

agricultural, home economics and 4-H club work was integrated into the county extension program.³

Since 1950, there has been a common custom of adjusting county extension programs according to the situations and needs of the people. It is important to remember that educational demands and opportunities have greatly broadened in view of changed social, economic and educational trends. Extension, to meet the challenging needs of its clientele, needs to find ways and means of promoting effective program planning from both the short and long-time points of view. A relatively new method of program planning, namely, "program projection," came into being during 1955-1956.⁴ It is new because it not only emphasizes the use of scientific methods in the long-range aspect of program planning but also views the involvement of representative lay people as a necessary adjunct. Program projection is a group method used by extension workers and farm people together to develop a sound, long-term extension program. It required participation of and intelligent decision-making by many people who are actively seeking more efficient and prosperous agriculture and higher living levels for their county. Program projection grew out of the recognized desire for state and county extension program plans that would meet the real needs of the people. Program

³J. L. Matthews, National Inventory of Extension Methods of Program Determination, United States Department of Agriculture, Extension Service Circular No. 447 (Washington, 1951), p. 10.

⁴Report of Cooperative Extension Work in Agriculture and Home Economics, United States Department of Agriculture (Washington, D. C.: United States Government Printing Office, 1956), p. 10.

projection is a prerequisite to annual extension planning, extension teaching and evaluation. The entire process, consisting of the four above named parts, is termed the county program development cycle, or the extension educational process.⁵ This study is concerned primarily with the first-stage of the cycle, that of long-range planning.

II. PLANNING AS A PROCESS

In simple terms, planning may be viewed as a blueprint for action. Planning is a new name for an old activity. Men always have taken some thought of tomorrow wherever individuals or groups have exercised prudence or common sense. The thing that may be new about present day planning is the scope of its application. Modern planning may be said to be quite comprehensive. Peace time, long-range planning is a calm, not sensationally emotional, pursuit. It must proceed through careful study to cautious but definite decision. It should be noted here that the new needs and opportunities for the systematic planning of educational programs more than justify the special and increasing attention being given to it.

Without some express purposes there can be no planning. "Planning aims at the optimum use of resources and the rational integration of community life."⁶ Within the framework of this broad objective,

⁵L. H. Dickson, "Program Projection and the Extension Educational Process," Report of the 1960 Southern Regional Workshop on Program Projection (Fayetteville, Arkansas: Univ. of Ark. Ext. Serv., 1960), p. 28.

⁶Louis Wirth, "Human Ecology," American Journal of Sociology, L (May 1945), 487.

planning may be done for specialized purposes. Defining of goals is a basic part of planning. In democratic, community planning, the planner alone does not set these goals. Rather he discovers them and aids the community or the group in defining them. Planning is not something apart from other community activities. It is related to and inherent in the operation of various agencies and in the actions of voluntary associations. It binds inter-related interests and concerns together. Planning is a progressive step-by-step process, not a visionary master blueprint for a Utopia. Planning is never completed. It can be and, in democratic societies, must be an interactive process where the technician and the layman each has a distinctive and necessary role to play. "Not merely can we have democratic planning but planning in our age is indispensable to the preservation of democracy."⁷

Therefore, it might be said that the prerequisite to democratic planning is the awakening of the people to creative and useful purpose. "Not one goal, but a direction. Not one plan, once and for all, but the conscious selection by the people of successive plans."⁸ It is evident that planning is a continuous process of decision making, for greater and better programs.

⁷Louis Wirth, "Planning Means Freedom," Planning (Chicago: American Society of Planning Officials, 1947), p. 11.

⁸David E. Lilienthal, TVA--Democracy on the March (New York: Harper and brothers, February, 1945) (Pocket book edition), pp. 207-208.

III. LONG-RANGE, COUNTY EXTENSION PROGRAM PLANNING

A. Its Meaning

A county agricultural Extension program is a group of educational activities, organized to accomplish certain objectives which a thorough analysis of the situation indicates to be desirable.

A long-range, county extension program plan is an understanding arrived at cooperatively by local people and the county extension staff of:

1. The situation in which the people are located
2. The real problems that are part of the local situation
3. The objectives of the local people in relation to their problems
4. The recommendations for reaching the objectives.

The above definition indicates that a county extension staff should cooperatively work with local people to analyze the local situation and to think through possible alternative ways of solving the undesirable aspects of the situation. Jesness explains the planning process in the following way:

Agricultural planning needs to be envisioned as a long-time educational process--of people looking at facts and situations, thinking about them, discussing, arguing and developing, individual, community and other lines of action to effect improvements, of needs, patience, open-mindedness and vision if it is to serve its real purpose.⁹

⁹O. B. Jesness, cited in Agricultural Extension Service Circular 180-A (Fort Collins: Colorado Agricultural and Mechanical College, January, 1954), p. 15.

This indicates some of the insights, attitudes and appreciations a county extension staff should have if it is to help people to learn to make wise decisions.

B. Its Function

Extension program planning is one of the most important single functions to be performed in any county extension organization. Without a sound, well-balanced program the contribution of an extension organization is seriously reduced. Extension program planning is a dynamic, continuous process, constantly changing to meet new conditions, but always in line with the needs and interests of the people being served. As an aid in developing an extension program based on the people's needs and interests, Leagans presented the guidelines below.

1. An Extension program is built through an approach to the individual to find his needs and interests.
2. Adults usually have well-defined goals or objectives in mind for participation in the extension program. That is, they must feel there is something in the program useful to them.
3. The most important objective of the people is the desire for personal improvement, either economic, social, avocational or esthetic.
4. The people must feel that the extension program is meeting their expectation, if they continue to participate.
5. Because of the growing complexity of agriculture and our society in general, the job of programming is becoming more difficult. The demand for people's time is getting more competitive.
6. The program must be based on the needs of the people to make it significant to them.¹⁰

¹⁰J. Paul Leagans, Presentation of Material to Class in Rural Education 224 (mimeographed) (Ithaca: Cornell University, 1955).

C. Program Planning

Concerning basic program planning philosophy, M. C. Burritt has said that:

The fundamental purpose of an educational enterprise is to teach persons how to think and not what to think. It is the function of the extension service to teach people to determine accurately their own needs and the solution of their own problems, to help them acquire knowledge and to inspire them to action; but it must be their own action out of their own knowledge and convictions.¹¹

It is only clear, complete and systematic thinking which will help planners to predict the future. Critical thinking enables individuals and groups to make plans that will help them get what they want. Such thinking enables men to determine the reasons for many problems and the answers to many questions, and, thus, motivates them to action.

Concerning the importance of the use of scientific method for planning, John Dewey said:

The future of democracy is allied with the spread of the scientific attitude. It is the sole guarantee against wholesale misleading by propaganda. More important still, it is the only assurance of the possibility of a public opinion intelligent enough to meet present social problems.¹²

The practical and educational values of group discussion are parti-

¹¹M. C. Burritt, cited in Operating Procedures and Methods for Planning and Conducting Extension in Colorado. Extension Circular 180-A (Fort Collins: Colorado Agricultural and Mechanical College, 1954), p. 13.

¹²Kenneth S. Keys, How to Develop your Thinking Ability (New York: McGraw-Hill Book Company, Inc., 1950), p. 224.

cularly valuable when groups need to identify and solve the real problems of the community. In the democratic process itself, group discussions and thinking are essential elements. It is by encouraging people to think creatively and constructively that self-reliance and self-help may be promoted so that people may be led to help themselves. Extension's job, then, might be said to encourage people to develop the effective ability to make wise decisions based on the problems they face, the objectives they hold and the resources available to them. The agricultural extension service agency acts in some ways as a catalytic agent. It exists for the purpose of motivating and inspiring people to take their own action out of their own knowledge and convictions.

Before proceeding to a consideration of the generally accepted principles of program planning, it might be well to discuss their importance to the present study.

D. Importance of Program Planning Principles

There are many variations in methods of program development in the different counties throughout the nation. Such variation may be due to the fact that the Cooperative Extension Service is obliged to try to meet the needs and interests of the people in relation to the local situation. It seems obvious that, if the Cooperative Extension Service is to live up to its responsibility, it must adapt itself to ever more-rapidly changing conditions. If that is so, variations in program development will continue to evolve and be modified. Although certain differences in the planning process should be considered to be

essential to fit local county needs, it is a stated desire that extension programs and policies should be based on a limited number of generalized principles. Such generalized or established principles are necessary if the Cooperative Extension Service is to achieve its fundamental objective—development of people. In earlier years, Extension's activities were few in number; while today the activities and scope of extension work have expanded horizontally and virtically almost beyond belief. In view of increased responsibility delegated to extension education, the nature of extension work today is more complex than at any previous period in its history.

Due to the increasing complexity of Extension work, it becomes increasingly more easy to lost sight of goals and aims where the county extension program is not based on accepted planning, principles and procedures. Experience has shown that, unfortunately, some agents still tend to let the goals of better income through improved production techniques be the end rather than the means of achieving the broader extension objective. This has been pointed out in the Joint Committee Report on Extension Program, Policies and Goals in the following words:

Regardless of the stated objectives of extension work there is a tendency, in many instances, to concentrate on programs relative to more efficient practices in agricultural production and marketing, on a commodity basis, to the exclusion of many other problems and issues of vital concern.¹³

¹³Joint Committee Report on Extension Programs, Policies and Goals, United States Department of Agriculture and Association of Land-grant Colleges (Washington: Government Printing Office, 1948), p. 36.

This is perhaps due to a lack of firm conviction on the parts of extension staff members concerning the principal nature of extension education's fundamental objective and also, perhaps, to the non-availability of well-established Extension planning principles and procedures which could contribute to attainment of general objectives. It is, then, logical to reiterate the objectives of Extension education and, thus, make an effort to provide guiding principles to extension staffs necessarily involved in program development. Stressing the importance of such revision in the development of educational programs, Casewell and Campbell have said:

As the program progresses insight will deepen and inconsistencies will arise not anticipated at the beginning. Consequently, provision should be made for the development initially of a statement which will make operative a consistent point of view based on sound principles and for the continuous development of this statement as experience indicates a need. When this procedure is followed a sense of unity and direction is injected into a program of curriculum making which is lacking when guiding principles are not considered or when they are stated in academic terms. At the same time, growth in concept and interpretation is required by the process of constant revision to which the statement must be subjected if it is to prove effective.¹⁴

Experience has shown the vital importance of the use of planning principles in the development of purposeful educational programs. Burnham's threefold relationship of "a purpose, a plan and freedom" recognizes this fact. He has emphasized that:

He who has no purpose surely has no need for a plan, and his freedom will hang heavy on him. On the other

¹⁴Hollis Q. Casewell and Doak S. Campbell, Curriculum Development (New York: American Book Company, 1935), p. 110.

hand he who has a purpose and lacks the plan or method for carrying it out, or has inadequate or cumbersome methods for doing so, fails to realize his purpose to the fullest extent and fails to get the greatest mental satisfaction and enjoyment from his achievement.¹⁵

This statement, perhaps, more nearly holds true in the case of agricultural extension work which deals with large audiences of a heterogeneous nature faced with varied and complex problems than it might with other less complex situations.

Concerning the Cooperative Extension Service function, as early as 1930, C. B. Smith made the following statement:

Extension work in its deeper significance is designed to develop the man . . . to draw him out through his taking part in worthwhile enterprises, through explaining his work, through counseling with others on matters of common interest, through study with the extension agents of those of his own farm and home problems and those of the county, state and nation, to perfect his technique, to enlarge his vision . . . to see that man grows.¹⁶

Kelsey and Hearne agreed with the above statement when they said: "Since the fundamental objective of extension work is the development of the people, its philosophy stresses the basic importance of the individual progress of a nation."¹⁷

¹⁵L. H. Burnham, The Normal Mind, Chapt. VIII (New York: D. Appleton and Co., 1924), cited by A. D. Mueller, Principles and Methods in Adult Education (New York: Prentice-Hall, Inc., 1940), p. 39.

¹⁶C. M. Smith and M. C. Wilson, The Agricultural Extension System of the United States (New York: John Wiley and Sons, 1930), p. 109.

¹⁷L. D. Kelsey and C. C. Hearne, Cooperative Extension Work (New York: Comstock Publishing Company, 1949), p. 109.

J. W. Fanning told an inter-regional conference of district supervisors in Atlanta, Georgia:

We can never forget that the Agricultural Extension service is engaged in the business of helping people to help themselves to a more satisfying and abundant life. We are reminded constantly that our field is education, and that education is the production of change in human behavior. Fundamentally, we measure progress in terms of change in attitudes, in knowledge and the acquiring of new skills. In other words, in the growth and development of people.¹⁸

IV. PRINCIPLES OF COUNTY EXTENSION

PROGRAM PLANNING

In the early part of this chapter the importance of principles of program planning was discussed. There is almost a general consensus of opinion that a body of generalized principles should provide the guiding light for any program. It seems to have been relatively common practice for those who have been engaged in extension administration and supervision to provide a statement of useful planning principles and procedures to guide county extension personnel in the work. The statement of principles may vary greatly in form, content and in number. Such principles are, for the most part, based on the philosophy of extension education as set forth in pertinent legislation referred to earlier.

The remainder of this chapter will be devoted to a discussion

¹⁸J. W. Fanning, "County, Long-time Farm and Home Program," Paper read at inter-regional Conference of District Supervisors (Atlanta, Georgia: November 28, 1950), p. 1. (Mimeographed)

of the selected principles of extension program planning proposed by different authors. Statements of a number of extension educational philosophers and theorists¹⁹ concerning useful principles of program planning were reviewed and summarized in an effort to identify the generally accepted principles shown in Table I (See page 55). Reference to this table will show that each of the thirteen major principles identified for discussion in this study was acceptable to at least four of the eight sources included in the review. The actual statements of principles made by the theorists included will be found in Appendix A.

¹⁹Karl Knaus, Note Book in Program Development, Extension Summer Session, University of Wisconsin, June 20-July 17, 1948, Federal Extension Service (United States Department of Agriculture, Washington: U. S. Government Printing Office), p. 6;

J. L. Matthews, "Program Planning Views," Extension Service Review (March 25, 1956), pp. 51, 63;

L. H. Dickson and R. S. Dotson, "Principles or Concepts in Program Planning" (Mimeographed), Department of Extension Training and Studies, Knoxville, Tennessee: University of Tennessee, 1960, pp. 1-2;

F. C. Jans, "Extension Looks at Program Planning," Extension Circular No. 478 (United States Department of Agriculture, Washington, D. C.: U. S. Government Printing Office, March 1952), pp. 2-3;

L. D. Kelsey and C. C. Hearne, op. cit., p. 132;

J. Paul Leagans, Mimeographed notes (Ithaca, New York: Cornell University);

J. W. Fanning, "County Long-time Farm and Home Program" (Paper read at Inter-regional Conference of District Supervisors, Atlanta, Georgia: November 1928), p. 4; and

Edmund deS Brunner, Conference Report on the Contribution of Extension Methods and Techniques Toward the Rehabilitation of War-torn Countries, Summary of the Conference (United States Department of Agriculture, Washington, D. C.: U. S. Government Printing Office, 1944), pp. 234-236.

TABLE I

A COMPARATIVE SUMMARY OF THE ACCEPTANCE OF PROGRAM PLANNING PRINCIPLES BY
SELECTED EXTENSION EDUCATORS AND THEORISTS

PRINCIPLE STATED	a	b	c	d	e	f	g	h	Totals
	Brunner	Dickson and Dotson	Fanning	Jane	Karl Knaus	Kelsey and Hearne	Leagans	Matthews	
1. Program planning should be based on conditions that exist	X	X		X	X	X	X	X	7
2. Program planning should be based on people's interests and needs	X	X		X	X	X	X	X	7
3. Program planning should be an educational process		X		X	X	X	X	X	6
4. Establishing definite objectives is an essential part of the planning process		X			X	X	X		4
5. Program planning is a continuous process		X			X	X	X		4
6. Effective program planning is consistent with that used in a representative democracy	X		X		X		X		4
7. Effective program planning should include local participation	X	X	X	X			X	X	6

TABLE I (continued)

PRINCIPLE STATED	a	b	c	d	e	f	g	h	Totals
8. Program planning should enlist the aid of local participation	Brunner	Dickson and Dotson	Fanning	Jans	Karl Knaus	Kelsey and Heerne	Leagans	Matthews	6
9. The county extension program should be planned by the local people and the county staff working together cooperatively		X	X			X	X	X	5
10. To be most effective, a county extension program must be based on adequate written long- and short-term plans	X	X	X			X	X		5
11. Program planning should be flexible to permit adjustment to changing conditions	X			X		X	X		4
12. Effective program planning develops local county volunteer lay leadership	X	X		X	X		X		5
13. Well-formulated program plan will include and involve definite procedure for evaluation		X			X	X	X	X	5

a. Edmund deS Brunner, Chairman of the Board of Governors Bureau of Applied Social Research Columbia University. (Formerly for nearly 24 years, Professor of Sociology, Teachers College and Graduate Faculty, Columbia University).

TABLE I (continued)

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- b. Lewis H. Dickson and Robert S. Dotson, Professor, Head of the department, and Associate Professor Extension Education, University of Tennessee, respectively.
- c. J. W. Fanning, Director Institute of Community and Area Development, University of Georgia, Formerly Professor and Head of Agricultural Economics, University of Georgia.
- d. F. C. Jans, Field Agent Federal Extension Service, U.S.D.A.
- e. Karl Knaus, former Field Agent Federal Extension Service, U.S.D.A.
- f. L. D. Kelsey and C. C. Hearne, Emeritus Professor, Agricultural Extension, University of Cornell and Director, Foreign Training Division, U.S.D.A., respectively.
- g. J. Paul Leagans, Professor of Extension Education, University of Cornell.
- h. J. L. Matthews, Director, Division of Extension Research and Training, Federal Extension Service, U.S.D.A.

The thirteen program planning principles identified will be discussed under separate headings below.

A. Principle No. 1: Program planning should be based on conditions that exist

This principle in program planning was stated by seven of eight authors referred to above.²⁰ The term "conditions that exist" implies taking into account all the factors that are present and, based on these factors, gradually developing the program necessary to arrive at the stated objectives. Such factors may include the land, crops, economic trends, social structure, economic status of the people, their habits, their traditions and their attitudes; in fact, everything about the area in which the job is to be done and its people. In emphasizing this, Brunner has said: "An extension program must be based on conditions that exist, be they local, regional, national or international."²¹

Howard Hayden²² also stressed another aspect of this idea by pointing to the value of an initial survey. The extension team should

²⁰Karl Knaus, L. H. Dickson and R. S. Dotson, J. L. Matthews, L. D. Kelsey and C. C. Hearne, F. C. Jans, J. Paul Leagans and Edmund deS Brunner, op. cit.

²¹Edmund deS Brunner and E. Hasin Pao Yang, Rural America and the Extension Service (New York: Bureau of Publications, Teachers College, Columbia University, 1949), p. 171-178.

²²Howard Hayden, "A Pilot Project in Community Development," The South Pacific Commission, London (New York: Oxford University Press, 1954). Cited by Joseph Di Franco, A Collection of Principles and Guides (Ithaca, New York: Comparative Extension Publication number 4, New York State College of Agriculture, Cornell University, 1958), p. 41.

become intimately acquainted in the county before attempting to influence people and change their ways of life. The team thus can gain much valuable information not only of the people and their environment but also of each other.

It should be apparent from the above that there is fairly general agreement that any educational program needs to be developed in relation to the conditions of the people and their needs. The first step in extension program planning is, then, to collect the facts about the situation and to identify the relationships that exist among various phases of the socio-economic and cultural aspects of the situation. J. Paul Leagans has verified the importance of these statements in the following words:

Start with what the people are, what they now believe, * and what they now have; then through educational processes help them to enrich and expand, by their own efforts, their human and material resources in the direction of a more abundant life as rapidly as they can be induced to accept change.²³

The foregoing paragraph indicates the need for knowing all there is to know about the people and their culture, in addition to the statistical facts about the socio-economic characteristics of the locality. M. L. Wilson has alluded to this in the following words: "One of the guiding principles of extension is that the extension program to be successful, must be in harmony with the culture of the

²³J. Paul Leagans, "Some Principles or Guideposts for Educational Leaders in Under-developed Communities and Regions" prepared for use of students in Extension Education Course at Cornell University, 1954, p. 2 (mimeographed).

people."²⁴ So, it seems appropriate at this point to consider the meaning of the term "culture" and its relative importance in and meaning for extension education program planning.

Malinowski²⁵ defines culture as a body of artifacts and a system of customs. The artifacts are made from wood, stone, metal, plants and animals, and are turned into tools, weapons, utensils and clothing. The system of customs includes provision for development of the technical knowledge and skills necessary for the creation and manipulation of the artifacts, and provides the rules by which individuals and groups relate themselves to one another and a set of beliefs and practices which relate to the supernatural.

Taylor defined culture as "that complex whole which includes knowledge, belief, art, morale, laws, custom and any other capabilities and habits acquired by man or a member of society."²⁶ Successful extension work requires determination of what is known by the local people, what their habits are and what their attitudes or ways of viewing things might be—their culture. Extension work is not mere introduction of new practices. It should be remembered that extension's objective is to develop in people a greater understanding of each complete problem

²⁴M. L. Wilson and Edmund deS Brunner, "The Role of Extension in World Reconstruction," Farmers of the World, Brunner, Sanders and Ensminger, eds. (New York: Columbia University Press, 1945), p. 196.

²⁵Branislaw Malinowski, "Culture" Encyclopedia of Social Sciences (New York: Macmillan Company), IV, 621-645.

²⁶E. B. Tylor, Primitive Culture (New York: Harper Bros, 1958), p. 1.

under consideration and to help them learn to solve it, by wise use of research and technical information available to them. Everything must be valued in terms of how it helps them to accomplish this end. A culture is the organized pattern of a way of life. It is not merely a hapazard collection of customs and habits. It is learned and not inherited.²⁷ Understanding of the concept that culture is learned helps to establish the realization that all people have an inherent right to their cultural beliefs. Further, to judge one culture by another or, even worse, to judge one aspect of a culture by the knowledge of or experience with another culture is not a valid judgment. It should be remembered that the different people of the world living in different environments and having unique historical backgrounds vary widely from one to another in the character and organization of their societies.

Cultural change comes from the introduction of new techniques, customs, ideas or practices. When life processes are diverse between two cultures, such differences are called cultural differences. Since conflicts are results of unresolved differences, it seems reasonable to assume that cultural differences may evolve into cultural conflicts. Problems and situations involving conflicts between the extension agent and people are the causes of irritations, frustrations, delayed accomplishments, disappointments and lowered expectations. So, in order to

²⁷William A. Householder, Develop your Personal Factor to be a Successful Overseas Technician. Comparative Extension Education Seminar (Ithaca, New York; Cornell University, September, 1960), Mimeo. No. 3, p. 23.

make extension teaching more effective, the approaches and procedures must be suited to the culture of the people who are to be taught. It seems apparent that different cultures require different approaches. Perhaps that is one of the reasons that extension in the United States is conducted somewhat differently in each of the 50 states and Puerto Rico, owing to different ways of living and doing things. Extension work with people in New Mexico is different from that in Pennsylvania, and in each of these states the work is different from that in Tennessee.²⁸ The culture of any people is very precious to it. All the normal behavioral patterns are rationalized in terms of cultural values held. It is bound up with the sense of security of the social group, with the drive for group survival. Programs must be tailored to fit in with the value system of the specific group whose practices are desired to be changed.²⁹

Spicer³⁰ has generalized that "people resist changes that appear to threaten basic securities; they resent proposed changes they do not understand; they resent being forced to change." So to succeed in extension, workers must bring about desired changes by planning and carrying out their efforts with care, patience and sympathy. Arguing

²⁸Fred P. Frutchey, Principles of Extension Teaching, Extension Research and Training 242 (United States Department of Agriculture, Washington: U. S. Government Printing Office, 1956), pp. 1-3.

²⁹Ibid., 178

³⁰Edward H. Spicer (ed.), Human Problems in Technological Change (New York: Russell Sage Foundation, 1952), p. 18.

for the importance of recognition and consideration of cultural values while working in extension, Carl Taylor designated the attitudes and beliefs of the people as the cement of their society.³¹ He noted the consequent great value placed on culture, in its totality, by the people. In any society, it is common to observe, there are some systematic ways that people have of preserving their culture. The influence of culture is so great that even when people are losing everything else, they would like to retain it. H. B. Allen,³² from his vast experience in helping rural people in the various countries of the Near East, has said, "a program of rural reconstruction is not complete unless it serves some of the cultural needs of the people." Brunner and Yang have affirmed:

No program or even technique can get the desired results when not in harmony with the culture of the people. Extension knows that, if need be, the surer way is to effect cultural change by the slow but certain process of education.³³

Further, they argue that: "there is no greater mistake than to assume that technical 'know-how' will solve the problems of the farmers of the world."

So, from a study of various societies and of the experiences of people who are in the field of rural reconstruction, it is seen that they believe that successful extension work can only be done in close harmony with the culture of the people with whom the work is done. So,

³¹Carl C. Taylor, "The Cultural Approach to Extension," The Contribution of Extension Methods and Techniques Toward the Rehabilitation of War-torn Countries, (United States Department of Agriculture, Washington, D. C.: U. S. Government Printing Office, 1945), p. 226.

³²H. B. Allen, Rural Reconstruction in Action (Ithaca, New York: Cornell University Press, 1953), p. 61.

³³Brunner and Yang, op. cit., p. 2.

while planning for extension teaching, it should be necessary to study the history and cultural background of the community, what values, what organization exists and who the leaders of the community are. The extension agent must be alert to the differences in ways of life, attitudes, values, loyalties and customs. Further, it should again be stressed that people in different cultures will generally require different educational approaches.

In human relations it is very nearly impossible to foresee the effects of one change on another. Hence, there is probably no one best way of planning or plotting an extension program by means of a fixed blueprint, such as would be possible and feasible in the construction of a bridge or highway.³⁴

Cultural anthropologists, sociologists and social psychologists are constantly studying personal and group reactions to various stimuli. They are in a relatively strong position: 1) to analyze the groups involved in an extension program; 2) to analyze the relationships of these groups on to the others--that is, the channels of communication between them, and 3) constantly to analyze and appraise the changes that have been accomplished and the progressive adjustments that are needed in the program in light of these changes.

The value system of one society differs in many details from

³⁴Committee reports. "The Social Science in Relation to Extension Work," Extension Experiences Around the World (United States Department of Agriculture, Washington, D. C.: Extension Service and Office of the Foreign Agricultural Relations, 1951), p. 177.

that of another society. Within every community are a number of informal groups that come into existence as people gather to gossip, loaf, or play. Often the same people come together periodically and share their views thus becoming a part of the gossip chain that has so much to do with the formation of public opinion. Any extension program should recognize such groupings and see to it that a correct interpretation is made to enough of the "right" people so that the word-of-mouth version aids instead of hinders the activities in view.³⁵

Formal organizations also loom large in importance on the cultural horizon of many communities and, where the participation is widely representative and embraces those most influential, these groups can be reached simultaneously and are in a position to give the weight of their backing once they become supporters of the extension program.³⁶

The extension worker who is trying to make changes within a culture may expect to find one of the following three fairly-well-generalized attitudes in connection with his program: 1) acceptance and cooperation; 2) hostility and resistance, and/or 3) apathy and indifference. The alert, cooperative and rational type of action is found when people have a reasonable basis for comfortable existence; but people under severe stress—physical, social or psychological—characteristically react by having either a high degree of hostility or bent for aggression which they will discharge on any convenient object that

³⁵Ibid., p. 183.

³⁶Ibid.

will not annihilate them in return.

Any person involved in extension program planning should understand the foregoing implications, and plan to adjust his teaching to be in harmony with the cultural values of the people he serves. Only where this is done can real and effective changes be expected to take place.

B. Principle No. 2: Program planning should be based on people's interests and needs

This principle of program planning was stated by seven of the eight authors referred to earlier (See Appendix).³⁷ It is common knowledge that people join together because of mutual interests and/or needs. Many organizations and associations are formed for the purpose of trying to attain common objectives or solve mutual problems. In fact, since the beginning, Extension education, at least philosophical-ly, has been based on the interests and needs of the people. In fact, as designed, this organization or service can only justify itself when it serves people and is based on helping them satisfy their needs and interests. Brunner has said: "Extension programs must meet the felt needs of the people."³⁸ A similar idea was expressed by J. Paul

³⁷Karl Knaus, L. H. Dickson and R. S. Dotson, J. L. Matthews, L. D. Kelsey and C. C. Hearne, F. C. Jans, J. Paul Leagans and Edmund deS Brunner, op. cit.

³⁸Edmund deS Brunner, "Summary of the Conference," The Contribution of Extension Methods and Techniques Toward the Rehabilitation of War-torn Countries (Washington, D. C.: United States Department of Agriculture, Extension Service and Office of Foreign Agricultural Relations, October, 1945), p. 236.

Leagans when he recommended that Extension workers, "adapt the subject-matter and teaching procedure to the educational level of the people, to their needs and interests, and to their resources."³⁹

Clark has also emphasized the importance of needs and interests. He has said, "We have found out that we cannot help people unless they want to help themselves."

Eugene A. Wilkening in his study of the role of the county agent has indicated that:

. . . the local committee tends to define Extension work in terms of the needs and interest of people in the county rather than in terms of problems requiring action on sectional, state and national levels . . . if the new areas of the program are to become an effective part of the work, statewide or nationwide, they must be justified and interpreted to the local people.⁴⁰

It is apparent from the foregoing statements that, in planning the county extension program, the needs and interests of the people must be considered. But then too, perhaps, there is a need to understand what the terms "interest" and "need" mean. The following short discussion will be conducted in order to clarify the meanings given these terms for purposes of this study.

Needs and interests. Extension workers accept as their controlling objectives, "to develop in people the ability to make a living and to live a gracious, effective and satisfying life as persons, family

³⁹J. Paul Leagans, op. cit.

⁴⁰Eugene A. Wilkening, "Consensus in role definition of County Agents between the agents and local sponsoring committee members," Rural Sociology, Vol. 23 (June 1958), pp. 184-196.

members, and citizens."⁴¹ Before one might be ready to try to accomplish the above cited objectives, many questions would probably arise and demand answer. For example, what is the situation, and what should it be, as far as the lives of people may be concerned? What is normally meant by the term "need"? The meaning of the term may be explained in the following formular:

$$\text{Standard} - \text{Situation} = \text{Need}$$

In other words, the difference or "gap" between "what is" and "what should be" may be said to be equal to a need. Effective extension program planning must start where the people are or with "what is."

By way of further clarifying the meaning of the term "need," consideration of the following points should be helpful:

1. Needs may or may not be recognized by the people. Therefore needs may be "felt" or "unfelt"
2. Needs may be established on information concerning the physical situation, or on the values the people hold
3. Data about a situation may be synthesized and items selected which represent significant "gaps" or needs
4. The width of the "gap" between "what is" and "what should be" is one indication of the significance of the need.

Considering the above discussion, then, for study purposes a need implies a "gap" between what is and what should be. The primary

⁴¹J. Paul Leagens, Lecture notes (Ithaca, New York: Cornell University, R. E. 224) (Mimeographed).

function of extension program planning is to identify and analyze the needs in each field of extension program emphasis. This program does not end in a study of the situation. The next step, that of deciding upon "what should be," involves deciding upon the objectives of the program itself. The extension goals which are set from year to year may be considered as intermediate steps (means and ends) in closing the overall gap.

It should be remembered that it is the responsibility of extension education to help people to help themselves. So, while considering the goals of the county extension program year by year, the participation of the people must needs be secured. To gain the full and willing participation of the people, the need must first be recognized by those people. This again here is related to the factor of "interest," and clarification of this term too might well be in order.

Interest may be defined as a "predisposition or readiness to pay attention."⁴² Extension work is a system of voluntary education. Extension work to be effective must begin with the interest of the individuals and families. People are interested when they see an advantage, good or benefit to them. Attitudes and interests are learned dispositions. They are highly pervasive, and they influence individual personality and personal relationships. Blair, Jones and Simpson have suggested the following points which may be helpful in promoting

⁴²John T. McNelly, "Mass Communication and People's Interest," Search, Volume VI, January, 1961, p. 3.

interest:

1. Provide for group work and discussion in order to make for improved human relations
2. Provide first hand experience concerning issues on which attitudes are already held
3. Involve in emotional activities through dramatics, stories, or episodes to make the learning situation become a real part of the community.⁴³

To facilitate the creation of interest, things to be learned should be presented in a most attractive manner. For one to become interested, the message must first and foremost have some meaning for the receiver. For example, a news article that means little or nothing to a reader will attract little or no attention. On the other hand, if the article provides something new, or different, the interest of the receiver may be attracted. Evidence indicates that as we acquire increased understanding of a concept, interest in it goes up.⁴⁴ It is a truism that both the amount and direction of life's accomplishments are largely determined by the interest factor. The following list of established facts about interest should be helpful for Extension workers involved in developing programs if they are to have the willing assistance of local people.

1. Interests represent the objectives of the people and are the most important means of motivation.

⁴³Glenn Myers Blair, R. Stewart Jones, and Ray H. Simpson, Educational Psychology (New York: The Macmillan Company, 1956), p. 208.

⁴⁴Search, op. cit.

2. People interested in certain problems tend to acquire more information concerning them.
3. Satisfaction comes when interests are met and effective learning results.
4. Interest tends to control the extent to which extension education reaches the people. The more that is involved in a program, the greater the interest must be to bring success.
5. Interests are a matter of degree. The action taken by the people is determined by the extent to which the interest is strong enough to lead them to take such action.

Since interests represent people's objectives, and since use may be made of the interests of the people in planning programs, the extension worker may be guided by the following questions:

1. What is the subject of interest? Is it basically significant? In whose opinion?
2. Who is interested? Men, women, families? Large farm operators? Part-time farmers? Working mothers?
3. How many are interested? Is the number significant?

While planning for Extension teaching, if the points discussed above are taken into consideration, it is hoped that it may result in the planning of county extension programs which will be of greater and more lasting benefit to the people than ever before.

C. Principle No. 3: Program planning should be viewed as an educational process

Six of the eight authors mentioned earlier have expressed the belief that program planning is an educational process (see Table I).⁴⁵ Extension programs have helped people solve many problems, but an equally important outcome has been the development of the people themselves to the end that they can more effectively identify and solve the many other problems which confront them.

Programming in an educational organization such as the Co-operative Extension Service is, of course, itself a major educational undertaking. In this regard, it differs radically from the usually accepted concept of planning and programming used in, for example, a highway department, where the programming has no intrinsic value, except in the training of a few highway planning engineers, but is merely subsidiary to the main objective, that of getting the road built. But a group of people which, with more or less expert guidance and direction, has addressed its attention to a common problem, has analyzed group interest in the matter and has arrived at a notion of what should be done about it, has already gone a long distance not only toward getting the problem solved, but in establishing the machinery for the future solutions of common problems.⁴⁶

⁴⁵Karl Knaus, L. H. Dickson and R. S. Dotson, J. L. Matthews, L. D. Kelsey and C. C. Hearne, F. C. Jans and J. Paul Leagans, op. cit.

⁴⁶Roland Eggers, Report of Administrative Workshop (Baton Rouge: Louisiana State University, 1948), p. 40.

In planning the county extension program, acceptance of the importance of and need to use intrinsic educational values is an important prerequisite to the development of effective program procedures. This concept should encourage extension staff members to devote sufficient time and effort in preparing to develop the county program. People will become interested in the program when they are involved in the planning process. So, efforts are necessary to involve large numbers of people in identifying their needs and significant interests. Effective program planning is a scientific, problem-solving process, skilled thinking, which is necessary to help people meet and overcome the complex problems of today's society.

The people who do the planning may participate in local surveys and neighborhood observations. This provides opportunity for them to learn more about their own community and county, and increase their interest. The Extension worker has the responsibility to provide local leaders with the knowledge, skills and attitudes they must have if they are to help educationally serve the people. Essentially, learning takes place through the experiences the learner has and the responses he makes to the stimuli of his environment. The experience gained in finding facts, analyzing situations, recognizing problems, stating objectives and thinking of possible solutions and alternatives should make for a better and more effective learning environment. From this point of view, program planning is an educational process. The extension personnel should remember this fact and provide opportunity for the effective participation of local county

people in program planning.

D. Principle No. 4: Establishing definite objectives is an essential part of the planning process

It can be seen from Table I, page 55, that four of the eight theorists studied have affirmed that the establishment of definite objectives is an essential part of the planning process.⁴⁷ It is common experience that any activity or program, to be successful, should have a meaningful and valid objective of its own. Objectives are expressions of the ends toward which our efforts are directed. If there is to be progress and not mere "evolution" in the development of man, his objectives must be clearly and periodically determined in view of progress he has made and conditions he has changed.⁴⁸ It is clear from the above that, if man is to be better or to advance from the present, objectives are necessary. Progress is not a static thing, it is ever-changing. So, as changes occur, objectives need to be re-determined, to adjust for making further progress. It is evident from the above that people planning any program need to define their objectives to achieve progress most rapidly.

It is generally agreed that the term objective, simply stated, means "a direction of movement."⁴⁹ It seems true that it is an

⁴⁷Karl Knaus, L. H. Dickson and R. S. Dotson, L. D. Kelsey and C. C. Hearne, and J. Paul Leagans, op. cit.

⁴⁸J. Paul Leagans, cited by L. D. Kelsey and C. C. Hearne, op. cit., p. 112.

⁴⁹L. D. Kelsey and C. C. Hearne, op. cit., p. 112.

objective which directs activities to move ahead. The success of any work or movement is generally judged in terms of whether or not the objectives were reached. It provides a basis to evaluate whether there is progress or not. A great deal of thought and effort are necessary to reach an objective.

As stated earlier L. H. Dickson and R. S. Dotson have defined objectives as:

The aim or aims of group and/or individual exertions; the end aimed at; the purpose for which group and/or individual actions are organized and directed; the place to which group and/or individual movement is directed; objectives are to be worked toward and attained or reached.⁵⁰

It is evident from the above, that any program or effort needs to have its objectives clearly defined. The programs or efforts of people vary. So, objectives or directions need not necessarily be the same; directions have varying degrees of importance to different people; extension must be prepared to offer opportunity for people to move in various directions according to their needs and interests. In order to make these objectives more clear, three levels of objectives have been recognized:

1. Fundamental, all-inclusive objectives of society . . .
2. The general but more definite social objectives . . .
3. Working objectives in a program. The working objectives may be again stated from the teacher's standpoint

⁵⁰L. H. Dickson and R. S. Dotson. Mimeographed class notes for Agricultural Extension Courses No. 521 and 522 (University of Tennessee).

and another from people's standpoint. . . .⁵¹

In program planning, objectives both immediate and long-term, relative to the recognized major needs and interests of the people, should be determined. In order to capture and hold the interest of the people, objectives should be within their reach and should be determined cooperatively.

L. H. Dickson and R. S. Dotson listed some characteristics of desirable, long-range program objectives. Since the listing has value for consideration here, it is reproduced below.

1. Good program objectives should be cooperatively determined by Extension staff members together with representative lay people, other professional workers, and interested groups and individuals.
 - a. They should be stated in terms of real life activities so as to:
 - 1) promote action
 - 2) be socially acceptable and meaningful.
2. Good program objectives should be stated specifically and clearly enough so that they will offer definite guidelines for future plans of work over a period of years:
 - a. They should be stated so as to indicate, though not necessarily list, behavioral changes to be sought
 - b. They should be stated so as to indicate, or make reference to, subject-matter content to be involved
 - c. They should be stated so that they may be expected to be attainable in view of limitations of time and facilities
 - d. They should be simply stated and clearly defined so as to communicate with those who will make use of them
 - e. They should be stated with the understanding that they are intermediate in the vast network of means-ends relationships.

⁵¹This concept of levels of objectives originated with Dr. Merney M. Thompson, cited by L. D. Kelsey and C. C. Hearne, op. cit., p. 113.

3. Good program objectives should be limited in number to those which are of major importance and will likely continue to be during the period covered:
 - a. They should be stated in each of the appropriate areas of Extension program emphasis
 - b. They should be complementary to, not competitive with, other program objectives
 - c. They should be justified by the situational statement and problem presentation in the program statement.
4. Good program objectives should include consideration of evaluation by giving values where possible so that progress can be measured:
 - a. They should be measurable quantitatively where possible
 - b. They should be measurable qualitatively where necessary.

E. Principle No. 5: Program planning is a continuous process

Four of the eight authors have agreed that program planning is a continuous process.⁵² Since program planning should be viewed as an educational process, and since education is seen as a continuous process, therefore it logically holds that program planning too is a continuous process. There is no question of exhausting new knowledge, either in the subject-matter fields with which we deal or in the methods of teaching. The rapid advances in science and technology have made farm and home life more and more enjoyable but more and more complex. In this state of constant flux, extension is faced with an increasingly more difficult job as it tries to serve the needs and

⁵²Karl Knaus, L. H. Dickson and R.S. Dotson, L. D. Kelsey and J. Paul Leagans, op. cit.

interests of the people. This point has been made clear in the so-called "Extension Scope Report" in the following lines:

One consistent characteristic of Extension work has been the necessity to shift programs and methods to meet ever-changing conditions and demands. The tempo of such changes has been accelerated dramatically during the past decade. Every evidence points to an even faster acceleration in the decade ahead.⁵³

Similar comment has been made by Sutton as follows: "Extension in a changing society must adjust and plan for the future to serve the needs of people."⁵⁴

Further, Sutton sets forth five steps which might be useful in making necessary adjustments:

1. Keep close to the people
2. Be flexible and ready to grasp with firmness new problems as they arise
3. Work with people in seeking practical solutions to their problems
4. Keep abreast of technological and social change
5. Close the gap between research discovery and practical application.⁵⁵

It is clear from the above, that in view of recent rapid changes in science and technology, problems of farm and home will also change and become more complex. Tomorrow's problems will most assuredly be quite different from today's in order to meet these changing problems,

⁵³P. A. Miller (Chairman), The Cooperative Extension Service Today, Extension Committee on Organization and Policy, and the United States Department of Agriculture, Federal Extension Service (April 1958), p. 5.

⁵⁴W. H. Sutton, "Extension in a Changing Society," Extension Service Review, Vol. 32, No. 3 (March 1961), p. 54.

⁵⁵Ibid.

periodic adjustments or revisions will have to be made in plans. Concerning the task of Extension in this changing era, Henry L. Ahlgren has said:

While the words of the old song--"whatever will be will be, the future's not ours to see"--and the history of science and technology reminds us sharply of the limitations of our vision, still greater changes appear to be ahead. The difficult task for us in this dynamic ever-changing age is to seek out pertinent events, situations and trends and synthesize them into what may be a reasonable prediction to be used as a guide in formulating our policies and programs.⁵⁶

It is clear from the above that extension must be alert to the change that is going on in science and technology. Analysis of the situation, problems, objectives and solutions should be made. Following carrying out of the plan, evaluation completes the program development process and sets the stage for starting the planning over again, thus keeping the program ever in adjustment and continuous. It is seen, then, that program planning as a method in extension education may be viewed as being a continuous process, though its recurrence is cyclical.

F. Principle No. 6: Effective program planning procedure is consistent with that used in a representative democracy

The evolution that has taken place in program planning from predetermined (autocratic) to more democratic procedures occurred, in

⁵⁶Henry L. Ahlgren. His address on the development of the Scope Report. Extension Marketing Conference (Chicago, Illinois: April 1959), p. 1.

part, through trial-and-error. Based on considerable experience, extension educational philosophers, theorists and rural sociologists have agreed that program planning should be a democratic procedure. In view of this, there is a need to know the meaning of the term, "democratic procedure." Indeed men have never fully-agreed on a definition of democracy. Political scientists think it is a form of government, and idealists not of the profession of politics think of it as a spiritual community bound together in a fellowship or fraternity of ideals and aspirations. Although the intention of this study is not to propose definitions for the terms, a brief look at democracy and the democratic process with respect to their use in extension program planning is necessary. Concerning the meaning of democracy, Robert K. Carr and others have stated that:

First, believers in democracy agree that the most precious thing in the world is the individual human being. A believer in democracy knows that every person has within him some sort of worth, whether it be the ability to lead a nation or the talent to make a happy home. A democrat believes that the seeds of worth in every person should have a chance to grow into full flower. That is what is meant by the statement that all men are created equal and have equal rights. A democracy is also an ideal form of government. A democratic government is designed to give every one an equal opportunity for life, liberty, and pursuit of happiness. In the words of Lincoln, it is a government of the people, by the people, and for the people.⁵⁷

This indicates the different concepts, such as "freedom of the individual," "democratic way of life" and "a form of government." It

⁵⁷Robert K. Carr and others, American Democracy in Theory and Practice (New York: Rinehart and Company, Inc., 1959), p. 25-26.

is true that the primary function of extension is out-of-school education for life. Therefore, it encompasses all aspects of democracy. In dealing with some other characteristics of democracy, R. K. Carr and others have said:

Democracy is more interested in making it possible for the citizen to govern himself than it is in providing "efficient" government. Democracy believes that no man can ever realize his highest potentiality when he is governed by some agency over which he has no control and to which he makes no contribution.⁵⁸

This same idea receives some support from the statement of Eduard Heimann:

In its true humanistic tradition democracy means such a direction of life as maintains for all individuals and groups the right of being themselves and living according to the pattern of their own natures.⁵⁹

It is evident from the above that individual freedom and opportunities, in harmony with their social and cultural norms, need to be recognized in a representative democracy. In order to provide such opportunities, democratic procedure should employ "involvement of the people," "sharing responsibilities" and "including everyone in the program" at least through representation. Conveying a similar idea, Studebaker has said:

One aim of true democracy is to secure the active participation of every individual up to the limit of his capacity in the conduct of all his social, voca-

⁵⁸Ibid., p. 33.

⁵⁹Eduard Heimann, "Socialism and Democracy," Findlay Mackenzie, (ed.), Planned Society (New York: Prentice-Hall, Inc., 1937), p.902.

tional and political affairs.⁶⁰

The foregoing paragraph suggests that participation of every individual (or duly authorized representatives) is a pivotal point in democracy designed to bring about the greatest good to the greatest number. Not only should the people be represented, but a democracy should provide opportunities for a free and complete exchange of ideas. Thus, all people should not only have access to information but also opportunity to discuss ideas, interact and participate in the welfare of the individual, community and nation. It should be remembered that in a real (representative) democracy, there is not majority rule alone, but also, a unity, or cohesion, in thinking, planning and action. Concerning this view, R. K. Carr and others have said:

On the one hand democracy encourages diversity rather than uniformity in the lives of individual citizens. But on the other hand, it requires a measure of unity or cohesion in society as a whole. So, unity, but not uniformity, is the rule of democracy.⁶¹

From the point of view of extension educators, participation has a definite and significant place. Effective learning results when people see the relation of what is taught to their special problems and needs. The primary function of education is the development of a trained and effective citizenry capable of making wise decisions and moving freedom forward. If education is to serve this purpose, the

⁶⁰J. W. Studebaker, The American Way (New York: McGraw-Hill Book Company, Inc., 1935), p. 14.

⁶¹R. K. Carr and others, op. cit., p. 36.

extension educational program should be such that it will develop in the people the necessary attitudes, ideals and beliefs, knowledge and skills which will not only preserve but ameliorate society. The educational program should deal with people as well as things, in the words of Winsor. He declared that:

What is done and how it is done becomes the "experience" through which people learn not only the knowledge and skills but also the basic attitudes and beliefs which determine how they will act. Educational leaders no matter what the subject matter must be "agents" of the longtime goals of education by employing methods which are democratic. The general aims of education as generally accepted are to develop moral personalities of dignity and worth and to preserve and improve our democratic society.⁶²

It is apparent that experience gained by local people by participating in planning will render effective learning as well as provide personal opportunity for improvement. This point may be supported by the following basic assumptions in learning theory established by R. F. Beals and D. Broady:

Learning is a process of interaction between the learner and his environment. In general, 1) the richer the environment and the more active the interaction, the greater the learning is likely to be; except in those cases where interaction leads either to inhibition of change or regression; 2) the more intensively the learner is involved in a given situation, the more effort he will expend in overcoming obstacles to change (or learning) provided ego-involvement is positive rather than resistant; 3) each individual has a need to grow--to achieve greater maturity and self direction. Growth is encouraged in an atmosphere of freedom and mutual acceptance of responsibilities; 4) growth toward

⁶²A. L. Winsor, R. E. 219 (Mimeographed) (Ithaca, New York: Cornell University, Spring Semester, 1957), p. 2.

improved ways of behavior is encouraged by experiences that challenge present ways of behaving in such a way that an individual will seek new ways of behaving and will experience success with them.⁶³

Concerning the importance of participation in extension program planning, Wilson and Brunner have said: "Implicit in the principle of democratic operation is the additional principle that extension must work with communities and all people with them."⁶⁴ This is perhaps true since people generally associate in communities for numerous activities. It is through their communities that people can be influenced most effectively. In a study on needs and proposals for extension teaching and research in rural sociology, David E. Lindstrom has recommended that:

The neighborhood leader system, public discussion, and careful planning should make it possible for the Extension service to reach more people and render a greater service to farm families.⁶⁵

In this regard, Schlup has said:

It is cooperation on a two-way road—facts and information and guidance from the Department of Agriculture to the State land-grant college, to the county, to the farm people; and the problems and solutions developed by the people in turn flow back to and have their

⁶³R. F. Beals and D. Broady, The Literature of Adult Education (New York: Association of Adult Education, 1941), pp. x-xii.

⁶⁴M. L. Wilson and Edmund deS Brunner, "The Role of Extension in World Reconstruction," Edmund deS Brunner, Erwin T. Sanders and Douglas Ensminger (ed.), Farmers of the World (New York: Columbia University Press, 1945), p. 196.

⁶⁵David E. Lindstrom "Post War Needs and Proposals for Extension in Rural Sociology," Rural Sociology, Vol. 10, December, 1945, p. 423.

influence upon the county, the State land-grant college, and the Federal Department of Agriculture.⁶⁶

Therefore, it is recognized that extension education is a two-way channel. Both the learner and receiver should contribute and receive: The farmers have their experience and tradition for exchange, extension staff members have research-verified facts available for trade. To the farmer it becomes necessary to graft or blend these together. This can be done effectively by use of the representative democratic approach to planning. In the words of Russell:

There must be mutual understanding and acceptance of the role of the helper and helpee (This is a two-way street. If they both do not understand, the process does not function.).⁶⁷

The democratic procedure in extension education does not require, however, that programs be determined solely by the people. The agent cannot surrender the function and obligation of leadership. He serves in a position of liaison between people, the public agency land-grant college and research stations. In such a give-and-take position, the agent cooperatively works with people in a democratic situation to develop an educational program on which most all of them will agree.

⁶⁶Lester Schlup, "Fourteen Basic Features of Cooperative Extension Work, R. K. Bliss and others (ed.), The Spirit and Philosophy of Extension Work (Washington, D. C.: Graduate School, United States Department of Agriculture and Epsilon Sigma Phi, the National Honorary Extension Fraternity, 1952), p. 344.

⁶⁷William F. Russell (Chairman), "Community Development," Summary Record (Washington, D. C.: International Cooperation Administration, cited by Joseph Di Franco, A Collection of Principles and Guides, Comparative Extension Publican Number 4 (Ithaca, New York: N. Y. State College of Agriculture, University of Cornell, 1948), p. 45.

Use of democratic planning procedure may be slow in the beginning, since it involves interactive cooperation and people may not be familiar with it, but once the work is started, it may be expected to pick up increasing momentum, in view of the confidence it brings to the people.

When group decision and group action are utilized, the changes brought about are normally permanent. Creating a situation where a group of people can freely discuss their common problems frequently results in the necessary improvement with little outside help.⁶⁸

In view of the increased scope in the area of program emphasis, one of the problems of extension is to find ways of reaching ever-larger numbers of people: men, women, and youth. It is difficult for the county agent to approach all of them rapidly enough. Science and technology have been increasing at a fast rate. To keep pace with the added knowledge, the proper communication media should also be developed or adapted. Use of the representative democratic procedure mentioned above should be one way of assuring quicker communication, since leaders assume responsibility for "sharing the word."

Another important factor deserving consideration in discussion of the democratic procedure is that people know their own interests and needs best. Consequently, programs developed with the people have been found to be the most sound. The 1948 Joint Committee on Extension Programs, Policies and Goals suggested that:

⁶⁸International Cooperation Administration, "Methods of introducing ideas and securing actions." Cited by Joseph Di Franco. Ibid., p. 51.

The people who are to benefit from Extension work should participate democratically and effectively in determining program emphasis in light of what they believe will benefit them the most.⁶⁹

It is clear from the above that what they need and what they believe they need are of utmost importance to the people in the county or community. Extension should only help them to analyze their situations and to find solutions to the problems they have identified. Such procedure is effective only by means of democratic process. There is no one best solution. The nature of extension's clientele is such that multiple approaches need to be used to accomplish such ends.

So a major principle of democratic planning is: an awakening in the whole people of a sense of common moral purpose—not one goal, but a direction, not one plan once and for all, but the conscious selection by the people of successive and improving plans.⁷⁰

It is apparent from the above that the function of the Cooperative Extension Service is to develop and lead people to make wise decisions, and it is best done through democratic procedure.

G. Principle No. 7: Effective program planning should include local participation

Six of the eight authors have agreed that program planning should include local participation (see Table I). Growth results

⁶⁹Joint Committee Report, op. cit., p. 35.

⁷⁰David E. Lilienthal, TVA Democracy on the March, Pocket book edition (New York: Harper and Brothers, February, 1945), pp. 207-208.

from participation. The several studies done on learning theory have indicated that learning becomes effective through participation. Walter D. Cocking has said, "Self activity is fundamental to learning."⁷¹ It is clear from the above that effective learning can best be promoted by assisting the rural people to work out their own problems rather than by giving them ready-made answers. People who study their own problems and work out their own solutions may be expected to learn better and become more effective leaders and citizens. Participation injects the feeling of self and group-confidence. Thus, people may become increasingly more self-reliant and self-confident. It should be noted here that it takes patience and time in working with local people who are unaccustomed to group work and cooperation. It takes the same to reach the point where they are ready to assume the initiative and accept responsibility. The involvement of people and their resultant growth through participation in the program has proved the effectiveness of the procedure. Charles R. Hoffer alluded to this in a study of the participation of farmers when he stated that:

. . . participation in groups would be an experience which stimulates persons to make contacts on an individual basis. Thus a county agricultural agent who is successful in having participation on a group basis may expect also an increase in participation on an individual basis.⁷²

⁷¹Walter D. Cocking, "The St. Louis Program of Curriculum Revision," 26th Year Book, National Society for the Study of Education, Part 1, 1927, pp. 242-243.

⁷²Charles R. Hoffer, Selected Social Factors Affecting Participation of Farmers in Agricultural Extension Work, Special Bulletin 331 (East Lansing: Michigan State College, June 1944), p. 37.

It should be apparent from the above that group participation has a large influence in the matter of the changing of attitudes. In addition, through group participation extension can reach more people in a shorter time. Lester Coch and John R. P. French, Jr., have also supported this concept in their study on overcoming resistance to change. They concluded that:

It is possible for management to modify greatly or to remove completely group resistance to change in methods of work. . . . This change can be accomplished by the use of group meetings in which management effectively communicates the need for change and stimulates group participation in planning the changes.⁷³

Thus, involving people in a group to make decisions stimulates them to assume greater responsibilities to implement the decision made by the group. This results not only in the making of greater progress but also in greater harmony within the group itself.

Extension educators need to think of using improved ways of communication so as to convey the results of research in agriculture, home economics and other related fields to the clientele. Recent studies in group discussion conducted by Kurt Lewin have indicated the advantage of group discussion over lecture. Kurt Lewin has said:

Since group discussion involves active participation of the audience and a chance to express motivations corresponding to different alternatives, the audience might be more ready "to make up its mind," that is, to make a decision after a group discussion

⁷³Lester Coch and John R. P. French, Jr., "Overcoming Resistance to Change," Dorwin Cartwright and Alvan Zander (ed.), Group Dynamics (New York: White Plains, Row, Peterson and Company, 1956), pp. 257-279.

than after a lecture.⁷⁴

A similar idea is revealed in another study comparing the effectiveness of lecture with that of group discussion in changing behavior done by Jacob Levine and John Butler. It is as follows: "Group discussion is more effective than the formal lecture in overcoming resistance to change in behavior."⁷⁵

In summarizing, it may be said that effective local participation in program planning may come as a result of:

1. Increasing the responsibility of local people to share in decision-making
2. Assuring that the program is based upon the needs and interests of the people in the local situation
3. Providing for group interest and thinking which has value beyond that of individual thinking
4. Balancing, integrating and correlating different parts of a program
5. Starting the educational process
6. The planning process creating local interest in carrying out the program and learning of progress made toward objectives of the Extension program
7. Providing local leadership to stimulate promotion of the Extension program

⁷⁴Kurt Lewin, "Studies in Group Decision," Group Dynamics, ibid., pp. 287-301.

⁷⁵Jacob Levine and John Butler, "Lecture vs. Group Discussion in Changing Behavior," Group Dynamics, op.cit., pp. 280-286.

8. Providing assistance to local people in evaluating the program.

In view of the contribution likely to be gained, theorists agree that efforts should be made to secure people's participation in program planning.

H. Principle No. 8: Program planning should enlist the aid of local agencies

Six of the eight authors have expressed the view that program planning should enlist the aid of local agencies (see Table I).

Organizations and agencies already existing are considered as desirable sources to foster or sponsor various phases of the extension program. Such local units are generally seen to represent the people--their interests and needs. Concerning this view, Brunner has said:

Wherever and whenever possible, extension activities should be related to existing agencies such as cooperatives, churches, schools, or community organizations.⁷⁶

Since these organizations have great influence in the community, effective cooperation of the community may be secured through these local organizations. Through these organizations it is quicker to reach the people. A report of the Caribbean Extension Development Center explains it in this way:

It should be educational and be directed toward

⁷⁶Edmund deS Brunner, "The Contribution of Extension Methods and Techniques toward the Rehabilitation of War-Torn Countries," op. cit., pp. 234-235.

bringing about improvement in the ability of people to solve their own problems, individually and collectively. This implies the encouragement of organization and the utilization of organization as a means through which they can accomplish collectively that which they cannot carry to completion individually.⁷⁷

It suggest the use of local organization as a means through which collective effort may be secured, to increase efficiency and make for more far-reaching results. Perhaps, through use of the collective approach, problems which were not solved by individual effort can be solved. If existing organizations are properly utilized they may serve as tools to the accomplishment of extension's objectives.

Spicer in his case study of a cotton-picking incident involving a Japanese relocation center and demonstrating group cohesiveness, indicated "that people act as members of groups rather than merely as individuals pursuing purely individual gains."⁷⁸

There can be little doubt but that local organizations and groups do have a major influence on the individuals within the community. Further, Spicer has said:

Problems of social structure arise from failure to work through existing social organizations or from miscalculation as to what the functioning social units are.⁷⁹

⁷⁷Caribbean Agricultural Extension Development Center. Report on conference (Conference held August 1954) (Mona, Jamaica, B.W.I.; January 1955). Cited by Joseph Di Franco, op. cit., pp. 49-50.

⁷⁸Edward H. Spicer, Human Problems in Technological Change (New York: Russell Sage Foundation, 1952), pp. 41-54.

⁷⁹Ibid., p. 281.

Findings of the study done by Charles R. Hoffer on social organizations in relation to the extension service in a Michigan county indicated:

. . . that the effectiveness of the extension service is increased if its programs are associated with the activities of groups and organizations already present.⁸⁰

It is clear from the foregoing paragraphs that existing agencies and social organizations have their greatest influence within the community. This fact needs to be recognized and utilized in program planning at and beyond the county level.

I. Principle No. 9: The county extension program should be planned by the local people and the county staff working together cooperatively

Five of the eight authors referred to earlier have expressed this view (see Table I). In any large organization like the Cooperative Extension Service, securing the proper cooperation of all members of the staff and of those to be served is an essential feature. Therefore, there is need to consider the importance of cooperation.

Cooperation is one of the earliest concepts that was developed in actual practice. One popular use of the term "cooperation" is largely in line with its etymology, that is of "Working with" or "working

⁸⁰Charles R. Hoffer, Social Organization in Relation to Extension Service in Eaton County, Michigan, Special Bulletin 338, op.cit., pp.33

together."⁸¹ According to its common meaning, cooperation occurs when two or more persons work together as peers on a given project. Since extension work is done through joint effort between United States Department of Agriculture, state, county and local groups and organizations, it has derived its name of the Cooperative Extension Service. It may be said that cooperation is the best way to secure happiness. In this regard Emory S. Bogardus once said:

It breathes the very essence of helpfulness, of the democratic spirit, of the value of personality, and thus indirectly as well as directly serves to create social nearness among people.⁸²

It indicates that cooperation, working together, promotes the personal development of people as individuals, which is the fundamental objective of extension. It is the cooperative way of working which brings clearer understanding, greater executive capacity and increased inspiration for work. In support of this idea, James Peter Warbasse has said: "Behind the cooperative movement are people of understanding, executive capacity and enthusiasm."⁸³

In a 1949 Federal Extension Service conference report on extension's experience around the world, the principle of cooperation was emphasized as follows: "The approval or the active cooperation of each

⁸¹Emory S. Bogardus, "Cooperation as a Concept," Sociology and Social Research, Vol. 44 (September, October, 1959), p. 46.

⁸²Emory S. Bogardus, "Cooperatives and Social Nearness," Sociology and Social Research, Vol. 41 (March 1952), p. 289.

⁸³James Peter Warbasse, What is Cooperation (New York: Vanguard Press, 1927), p. 159.

one present in the community is essential to an effective extension program."⁸⁴ It was further stated that "There must be cooperation among governments, private agencies and the people."⁸⁵

It is apparent that cooperation is desired and necessary if there is to be the unified strength prerequisite to a continuing program. It is cooperation that strengthens county extension program planning between: 1) the county staff and the local agency; 2) the county staff and the specialists; 3) the county staff and administrators and supervisors; 4) county staff members themselves, and 5) the county staff and other organizations at the appropriate local, state and national levels. In order to promote effective cooperation, everyone should realize that it is only through such effort and decision that efficient and lasting work can be turned out. The county extension staff should realize that it is through cooperative decision:

. . . that people are more effectively motivated when they are given some degree of freedom in the way in which they do their work than when every action is prescribed in advance. They do better when some degree of decision-making about their job is possible than when all decisions are made for them. They respond more adequately when they are treated as personalities than as cogs in a machine. In short, if the ego motivations of self-determination, of self-expression, of a sense of personal worth are tapped, the individual can be

⁸⁴Conference Report on Extension Experiences Around the World, (Washington, D. C.: United States Department of Agriculture, Extension Service and Office of Foreign Agricultural Relations, 1951), p. 194

⁸⁵Conference Report on the Contribution of Extension Methods and Techniques Toward the Rehabilitation of War-torn Countries, op. cit., p. 135

more effectively energized.⁸⁶

Regarding the need for cooperation and coordination, M. L. Wilson has said:

The Department of Agriculture has found that true coordination begins deep down in the fact finding and planning processes. Coordination is not something that can be successfully imposed after programs are planned and operating. Only by unifying the fact-finding and planning processes can we guarantee that all parts of the program will fit together to form a well-rounded whole.⁸⁷

Based on the above statements, it could be said that to develop an effective extension program extension workers must seek cooperation and coordination at all levels and from all quarters and groups. If such cooperation is secured and such coordination accomplished, program planning should indeed prove to be even more realistic and effective in terms of desired objectives achieved.

Concerning the need for coordination of efforts among agents, specialists and departments, the following statement was made by the National Extension Committee on Organization and Policy (ECOP) formulated to develop a guide to extension programs:

To be successful in all of the nine areas set forth in the scope report, Extension must build its program through a pooling of talents and resources within and outside the land-grant college. It is of first importance to have satisfactory coordination of agents,

⁸⁶Survey Research Center, "Productivity, Supervision and Morale," Human Relations Series I, Report I (Ann Arbor, Michigan: Institute for Social Research, University of Michigan, 1952), p. 22.

⁸⁷M. L. Wilson, "Coordination of Agricultural Programs," R. K. Bliss and others (ed.), The Spirit and Philosophy of Extension, op. cit., p. 200.

specialists and departments.⁸⁸

The 1948 Joint Committee on Extension Program, Policies and Goals much earlier had emphasized this in the following words:

The committee believes that wide variance in situations facing rural people and local extension workers, and the inherent nature of extension work, warrants strong emphasis on the cooperative development of extension programs by the people to be served and the local extension agents in a very thorough manner.⁸⁹

Therefore, effective cooperation and coordination are seen to be desired in order to facilitate greater progress in the accomplishment of extension program objectives. A study done by Morton Deutsch on the effects of cooperation and competition upon group process indicated that:

. . . the communication of ideas, coordination of efforts, friendliness, and pride in one's group which are basic to group harmony and effectiveness appear to be disrupted when members see themselves to be competing for mutually exclusive goals. Further, there is some indication that competitiveness produces greater personal insecurity through expectations of hostility from others than does cooperation.⁹⁰

It is obvious from the above statement that there should be clear statement of mutually inclusive goals as well as careful delineation of the goals and responsibilities of all concerned. The responsibilities

⁸⁸"A Guide to Extension Programs for the Future." Agricultural Extension Service North Carolina State College for the various Agriculture Extension Services and the United States Department of Agriculture (Washington: U. S. Government Printing Office, 1959), p. 47.

⁸⁹Joint Committee Report, op. cit., p. 36.

⁹⁰Morton Deutsch, "The Effects of Cooperation and Competition upon Group Process," Group Dynamics, op. cit., pp. 319-352

of the county extension staff and local organizations with respect to program planning have been outlined separately in Chapter IV. If the responsibilities are clearly stated and well-defined, greater cooperation and coordination should surely result. This view again is verified and supplemented by statements in the joint committee report. In viewing the experience of counties where the cooperation and coordination between local agencies and the extension staff have been ideal, the report states:

1. The agencies and local people jointly analyze the needs and evolve plans for meeting them. These efforts utilize to the fullest the resources of the people themselves in meeting their needs and bring agency resources to the communities in a coordinated manner
2. There is a much higher participation of the local people in agency programs
3. Leadership responsibilities of both agency representatives and local people are more clearly defined
4. The morale of both agency personnel and local leadership is high
5. The people are better served.⁹¹

J. Principle No. 10: To be most effective a county extension program must be based on adequate written long- and short-term plans

Any extension staff, if it is to do its job well, needs to have a definite plan-of-work to follow for guidelines. A definite plan implies

⁹¹Joint Committee Report, op. cit., p. 22.

careful step-by-step action. Brunner, Dickson and Dotson, Kelsey and Hearne, Fanning and Leagans (see Table I) have all emphasized the importance of developing and using such definite plans. Kelsey and Hearne have said that action planned must include:

- a. People to be reached
- b. Goals, dates and places
- c. Teaching procedure to be followed
- d. Duties, training, and recognition of volunteer leaders
- e. Parts to be played by extension personnel
- f. Parts to be played by other agencies.⁹²

Because of the rather specific and detailed nature of this listing, it would appear that they were referring to the "annual County Extension plan-of-work" so familiar to extension workers everywhere. A more long-range version of a plan would necessarily be stated in more general or broader terms and include guidelines to help extension workers develop a number of such annual plans. Further, special consideration will be given to discussion of this principle in the next chapter because of its great importance to the present thesis and the specific topic to be considered.

K. Principle No. 11: Program planning should be flexible to permit adjustment to changing conditions

Kelsey and Hearne, Leagans, Jans and Brunner (see Table I) have all emphasized this view. In a dynamic program such as that of extension education, it is rather difficult to secure all of the facts at the start of the program planning process. It is also not probable

⁹²Kelsey and Hearne, op. cit., p. 136.

that the start of planning will find all the people at the same level or place. Also, in this era of expanding science and technology, their resources and objectives may be expected to change. In order to promote the welfare of the people, flexibility must be built into and become a part of the program. Statements agreeing with this viewpoint were found in four of the eight sources from which principles were used (see Appendix).

This same view has been expressed in the report of the Caribbean Extension Development Center when they stated: "The program should be flexible to meet long-time situations, short-time changes, and special emergencies."⁹³

Frutchey took a similar stand, specifically with regard to the selection and use of teaching methods, when he discussed the:

adaptability principle in the use of teaching methods: no one teaching method is effective under all situations. ⁹⁴The use of teaching methods must have flexibility.

From the foregoing it is clear that an extension program must be kept flexible to meet the changing needs and interests of people. Any really adequate program must be forward-looking and permanent. Without flexibility, the program may not, in fact, meet the needs of the people.

⁹³Caribbean Agr. Extension Development Center. Report on Conference, op. cit., p. 49.

⁹⁴Fred P. Frutchey, "Principles of Extension Teaching," (Washington, D. C.: United States Department of Agriculture, Division of Extension Research and Training, Federal Extension Service, No. 242, 1956). (Mimeographed), p.4.

L. Principle No. 12: Effective program planning develops local county volunteer lay leadership

Brunner, Knaus, Dickson and Dotson, Jans and Leagans (see Table I) have supported this idea. There can be little doubt concerning the opportunities provided representative people to develop their leadership abilities through extension program planning. Proper long-range program planning involves local people in analyzing the county situation, identifying major problems, determining priority objectives and considering promising solutions. It also must necessarily consider evaluation. It provides an opportunity for those involved to develop their leadership ability through committee and individual practice. In support of this idea, Miller has said:

The successful adviser may at the outset deal with individual farmers but more and more as the people come to have faith in him he enlists their active participation in planning their advisory work. In this way he builds local leadership and thereby increases the spread of influence of advisory work.⁹⁵

J. Paul Leagans' statement also fortifies the above when he recommends that county extension workers:

Provide opportunity for local leaders to have a part in the decision-making process about what should be done and how people must be involved in planning and executing changes that affect them.⁹⁶

⁹⁵Paul E. Miller, "Basic Features Essential to an Effective Advisory Service," Development of the Agricultural Advisory Services in Europe since 1950. Cited by Joseph Di Franco, op. cit., p. 43.

⁹⁶J. Paul Leagans, op. cit.

In further elaboration of this point, Leagans suggested that agents:

. . . make provision for training and retraining of local leadership. Choose natural leaders who are acceptable to the community—not necessarily those who first put themselves forward.⁹⁷

Based on the foregoing statements it might be concluded that program planning involving local leaders is generally seen to serve as a good training ground to develop the potential ability of local people. Such leaders may serve more people in their turn.

A number of studies have been made of the problems of local leadership. One finding which stands out and is of notable importance is that the leader must be a member of the group he leads.⁹⁸

It is clear from the above that efforts must be made to involve leaders who represent the group. Planning meetings will provide desirable class room opportunities for the agents to guide the people. So, by the effective involvement of local leaders, they will be trained to become better leaders and, at the same time, good local support for the extension program will be assured.

M. Principle No. 13: Well-formulated program planning will include and involve definite procedure for evaluation

Five of the theorists referred to in Table I have suggested that evaluation should continue through the planning process whether

⁹⁷Ibid.

⁹⁸Edmund deS Brunner and E. Hasin Pao Yang, op. cit., p. 106.

long-term or short.

The general concept of evaluation is defined: "As a process of 1) collecting information, 2) applying standards or criteria, and 3) drawing conclusions, forming judgments, or making decisions."⁹⁹

It is clear from the above that evaluation is a process of examining the present conditions, then comparing them with selected standards to find out how far progress is made toward attainment of the standards. It helps to know the strong points and weak points in a given system before attempting to change it. Bench marks are necessary before trying to achieve selected standards. Based on such situational analysis, decision is made after consideration of promising alternative solutions. Since program planning involves the decision-making process, evaluation is important in order to make intelligent decisions aimed at achieving the stated objectives. J. L. Matthews in his address to delegates of the Southern Regional Workshop on Program Projection said that, "Program projection and evaluation go together."¹⁰⁰ As pointed out earlier, program planning is a process and evaluation also involves collection of facts, identification of problems, stating objectives and making decisions concerning ways of solving stated objectives. Evaluation also involves exactly the same process, beginning

⁹⁹Fred P. Frutchey and others, Evaluation in Extension, Division of Extension Research and Training. Federal Extension Service, United States Department of Agriculture (Topeka, Kansas: H. M. Ives and Sons, Inc., publishers, 1959), p.2.

¹⁰⁰J. L. Matthews, "Suggestions for Building Evaluation Into the Program Projection Process," Report of Southern Regional Workshop on Program Projection (Fayetteville, Arkansas: University of Arkansas, 1960), p.64.

with the purposes or objectives. So in program planning evaluation is an integral part. In essence evaluation is a process by which one "looks to see" by using valid and reliable methods. It is a means of identifying what is actually happening as a result of efforts and points at which methods may be improved.¹⁰¹ In support of this view, Kelsey and Hearne have said: "All other principles of program building are related to evaluation."¹⁰² It is clear from the above that evaluation should follow all the phases of program development (program projection, annual planning and extension teaching), in order to assess the progress made and to consider further alternatives to reach objectives.

Alluding to the evaluation of the program planning process, Mary Louise Collings has said: "The plan for evaluation surely will not be as extensive as the program, but they are part of a whole and undertaken jointly."¹⁰³ It is obvious from the above that evaluation should be an integral part of program development. J. Neil Raudabaugh stressing the importance of the fact has said:

Good extension programs are based on periodic evaluation. Program evaluation can only be done in terms of well thought-out plans of work which are based on recognized

¹⁰¹J. Paul Leagans, "Give Your Fitness a Checkup," Extension Service Review, Vol. 29 (January 1958), p. 6.

¹⁰²L. D. Kelsey and C. C. Hearne, op. cit., p. 137.

¹⁰³Mary Louise Collings, "Factors in Program Planning Which Facilitate Evaluation," Report of Central States Agricultural Extension Program Planning Workshop (Minneapolis: University of Minnesota Center for Continuation Study, 1949), p. 41.

problems and objectives in a program. Evaluation, plan of work and program are inter-related and need to be given an integrated and coordinated approach.¹⁰⁴

It is apparent from the above, that evaluation is an integral and continuous part of the program development cycle.

Contributions of evaluation to program building. It has been recognized that the process of evaluation has a direct bearing on effective program building development. Concerning the contribution of evaluation to program planning, Kelsey and Hearne have listed eight contributions. They are:

1. Evaluation helps to establish a "bench mark"
2. Evaluation shows how far our plans have progressed
3. Evaluation shows whether we are proceeding in the right direction or not
4. Evaluation indicates the effectiveness of a program
5. Evaluation helps locate strong and weak points in any program or plan
6. Evaluation improves our skill in working with people. Helps to understand why we do what we do
7. Evaluation helps to determine priorities for activities with plan of work
8. Evaluation brings confidence and satisfaction in work. As a result rural people can more intelligently participate in future planning of their own programs.¹⁰⁵

¹⁰⁴J. Neil Raudabaugh, "Program-Plan of Work--Program Evaluation," Extension Service Review, Vol. 26 (September 1955), p. 180.

¹⁰⁵L. D. Kelsey and C. C. Hearne, op. cit., pp. 227-228.

Concurring with the views of Kelsey and Hearne, J. L. Matthews has pointed out two ways in which evaluation contributes:

1. By consciously going through the evaluation routine important steps are not missed or slighted
2. It is useful in doing the replanning that is so important to achieving the desired quality of the projection process.¹⁰⁶

Thus far in the discussion, the term "evaluation" and its contributions to program development have been briefly pointed out. The next point to be considered is evaluation's specific application in program planning.

J. Neil Raudabaugh developed an outline explaining one way of building evaluation into program development. An adapted version of Raudabaugh's outline is enclosed in Appendix B. It suggests how evaluating can be made a part of the planning endeavor and at all stages of program development.

Further, based on experiences gained through actual program evaluation, J. L. Matthews has suggested the following elements for specific application in program planning evaluation:

1. Evaluation of organization and process. This contains four main stages:
 - a) Collect facts
 - b) Analyze the facts
 - c) Identify problems
 - d) Decide on objectives
2. Planned program statement
3. The plan of work

¹⁰⁶J. L. Matthews, "Suggestions for Building Evaluation Into the Program Projection Process," op. cit., p. 64.

4. Program action

5. Results that are achieved.¹⁰⁷

The outline suggested above provides guideposts as to how evaluation may be done in order to improve county extension program planning.

In this chapter, thirteen program planning principles have been discussed and their importance and general acceptance by theorists in extension education have been recognized. If these principles are considered in planning, it is hoped that improved program planning will result. Having set forth the above principles, it now might be helpful to outline the responsibilities and procedures to be followed by extension personnel and other agencies in implementing these principles in order to formulate sound county extension program plans.

¹⁰⁷Ibid., pp. 64-65.

CHAPTER IV

PROGRAM PLANNING—ORGANIZATION AND PARTICIPATION

In the previous chapters, some generally accepted principles of program planning have been discussed. With these principles of planning in mind, attention now may be turned to organizing to get the job of program planning done. Since program planning is a cooperative effort involving the county Extension staff, local, volunteer, county lay people, resource persons and representatives of other local agencies, there is a definite need for understanding the role and functions of each. Perhaps all will agree that organization is necessary for the complete enlistment of cooperation and sound execution of any program. Through careful organization, necessary contact may be maintained with the various groups and communities in the county. Wise organization provides for the efficient carrying out of any program. Stressing the importance of organization, Burritt has said: "An organization extending into every rural community in a state is absolutely essential to the efficient carrying out of any state program."¹

The organization of the Cooperative Extension Service at the grassroots (county) level for program planning may be broadly broken into three main headings, including:

¹M. C. Burritt, "What Organization Should Precede Food Emergency Agents in the County?" The Spirit and Philosophy of Extension Work, ed. R. K. Bliss and others (Washington, D. C.: Graduate School, United States Department of Agriculture and Epsilon Sigma Phi, National Honorary Extension Fraternity, 1952), p. 116.

1. Organization needed nationally
2. Organization needed in the states
3. Organization needed in the counties.

It is not the intent of this study to discuss the organization of the above three levels in detail. Nevertheless, a few pertinent points concerning program planning should be dealt with here.

Organization Needed Nationally

At the national level, the chief of the Federal Extension Service in the United States Department of Agriculture and his representatives, can assist state and county staffs to obtain basic program data from the Bureau of Census, Bureau of Agricultural Economics and other agencies of the government.² The facts about industrial conditions which affect the consumption of agricultural products, the prices of things farmers buy, international relations that influence exports and imports, foreign competition and weather conditions are all matters which are best handled on a national basis.

The Federal Extension Service is authorized to impart education and information to the people of the United States on all phases of rural life. Generally, the Federal Extension Service does not wish, nor does it have authority to direct State programs, except to insure the proper expenditure of federal funds assigned to the states.³ A

²L. D. Kelsey and C. C. Hearne, Cooperative Extension Work (Ithaca, New York: Comstock Publishing Associates, 1955), p. 138

³Operating Procedures and Methods for Planning and Conducting Extension Programs in Colorado, Colorado Agricultural Extension Circular 180-A, (Fort Collins: Agricultural and Mechanical College, 1954), p. 7.

field staff in the federal office provides for research in methods of developing extension program and for the transfer of ideas from state to state in an attempt to improve the service.

Organization in the States

In general, state Extension programs are compilations of the work of counties and, also, may deal with regional, type-of-farming or public problems. According to Kelsey and Hearne, the following committees provide the essential state organization necessary for effective, statewide program planning:

1. Committees of farmers, farm women, youth, and others who are chosen as best qualified to think constructively on all matters affecting the farm, home and community.
2. Committee of Extension administrators, specialists, and supervisors chosen and qualified to assemble facts, analyze situations, prepare summaries of these; facilitate coordination of all interested departments and agencies concerned with various broad fields, such as types of farming, family living, youth, and 4-H Club work.⁴

Kelsey and Hearne list the important functions of state committees as including to:

1. Promote understanding of relationships with the president of the land-grant college and the Board of Trustees by conferences and brief reports, by soliciting advice and providing opportunities for observation.
2. Cooperate and consult freely with the experiment station and college departments, to coordinate recommendations with those of research and teaching, to use equipment and facilities fully, to

⁴L. D. Kelsey and C. C. Hearne, op. cit., p. 139.

bring attention to problems arising in the field which need research and to give credit where credit is due.

3. Enlist the interest and cooperation, on a functional basis, of all farm organizations, commodity groups, and other organizations, including commercial, thus further strengthening democratic processes.
4. Follow state rural policy when recommendations are available from state policy-forming bodies.
5. Work with administrators, supervisors, and specialists to set up all the necessary sub-committees for launching statewide educational campaigns or other well organized teaching plans. State Commodity Committees serve to bring together specialists from several departments interested in the same type of farming and they aid in balancing programs.
6. Advise the state director of Extension regarding special needs as they arise, such as additional technical research or data, importance of making field studies of methods, evaluation of results, or improved facilities for the preparation of teaching materials.⁵

Kelsey and Hearne, emphasizing the importance of state committees have stated "Experience has taught that to get proper coordination of work in the states there must be either a state program or a unified plan of work."⁷ As here stated, a unified plan of work is seen to mean "guide to program planning." This interpretation of the unified plan of work was explained by New Jersey Extension Service administrators as follows:

We are thinking of it rather as a "guide to program

⁵Ibid., pp. 140-141

⁶Ibid.

planning* insofar as its use within the state is concerned. While this material has been assembled with the assistance of local leaders and field agents and represents quite truly the most urgent needs for an Extension program, it still serves merely as a guide insofar as development of local plans are concerned. This guide will be placed in the hands of all field agents in the state on November 1, and will be used by them in discussing the program with local commodity and advisory groups. This state guide to program planning gives the local people a fairly concise picture of the situation as our specialist sees it, brings to a focus the most urgent adjustment needs in each field as viewed from state and national standpoint, and at the same time, tells the local people what assistance and service the state office personnel is in a position to offer in support of locally planned programs. Each field agent, after consulting with his or her advisers, is expected to draw up a definite specific plan of work for the county or local situation. These plans will be in the state office by January 15 and will be available for study by supervisors and specialists in order that the whole Extension staff may have a clear picture of the specific aims to be given emphasis in the coming year.⁷

The guides to program planning if developed at the state level with sufficient vision, would be very valuable to the county planning committee and would also facilitate integration of county and specialist work in the furtherance of a more effective extension program.

County Extension Organization

The county usually ranges in size from 1000 to 5000 farms. Organization at the county level obviously varies from county to county. It seems true generally that men with the widest experiences are included in the county Extension program planning. Two types of organization frequently found at county level were identified by Kelsey and

⁷Ibid.

Hearne. They were:

1. The legal county extension organization which is responsible for finance and execution of the program and to which all matters must be submitted for approval.
2. The advisory, planning and operational committees, which build the program and plans, make recommendations and follow these through the year.⁸

In an Extension Service circular, Niederfrank has described the type of county extension organization which have become more or less typical in the United States. He defines the term "Extension organization" as, "the organized manner or machinery that the county workers use to reach and work with rural people."⁹

The county extension office is the unit by means of which the objectives of the Cooperative Extension Service are attained. The County agent inherits responsibility for the extension organization at the county level. It is upon the initiative, leadership and foresight of the county agent and his staff that the success of program planning depends. The legal county extension organizations have many names. They are known as county advisory boards, agricultural councils, agricultural extension committees, extension association boards, or some other similar term having local significance.¹⁰ These are the bodies which assist in the final approval of county extension programs and

⁸ Ibid., p. 142.

⁹ E. J. Niederfrank, County Extension Organization, Extension Service Circular No. 448, United States Department of Agriculture (Washington: U. S. Government Printing Office, April 1948), p. 1.

¹⁰ Ibid. and Hearne, op. cit., p. 142.

plans.

In Tennessee there is an authorized agricultural extension committee composed of seven members. Of the seven members three members are elected from the membership of the legally appointed quarterly county court. Of the remaining four members, two members are farmers and two are farm women residing in different civil districts.

The functions of the committee mentioned above are: 1) to act with duly authorized representatives of the Agricultural Extension Service in the employment and/or removal of personnel receiving funds from county extension appropriations; 2) to act with duly authorized representatives of the Agricultural Extension Service in formulating the county extension budget, and to serve as liaison between the Extension Service and the county court on financial and other matters relative to the work; 3) to act in an advisory capacity on county extension program formulation, and 4) to act in an advisory capacity on activities performed in connection with carrying out the program. It should be noted that the third function above explains the county extension program planning responsibility of the committee.

In performing the foregoing functions, the committee meets with duly authorized representatives of the Agricultural Extension Service on selected dates mutually agreed to by the chairman of the committee and the representatives of the agricultural Extension Service during the months of February, May, August and November, and at such times as may be deemed desirable by a majority of the members of the committee.¹¹

¹¹Bell, House Bill No. 789, Section 2545 of the Code of Tennessee (March 1955).

In addition to these legally appointed bodies, there are other county-wide organizations, in some states referred to as project committees, program development committees or by some other term. Though not legally appointed, and serving only in an advisory capacity, such committees involve an additional number of representative county people in the business of helping plan the county extension program. In Tennessee, the county extension program development committee is designated to assist in the planning, execution and evaluation of county extension program.

Neiderfrank has enumerated nine types of county extension program planning organization. They are listed below.

1. Through the visit everybody or personal service idea. Under this method information or service is offered, and farms or homes are visited, only as individual cases without regard to leadership of the family.

2. Through the informal leader or demonstration farm visit. Working through those who have influence on other people makes possible a greater spread of extension work.

3. Through the project-leader idea. Farmers who represent specialized types of farming may serve as effective teaching assistants to the county agent in their respective farming specialties.

4. Through the county board or advisory council. This provides a means of coordinating extension work, and of assuring helpful assistance.

5. Through the inside Extension club or organization. A local

unit is established through which extension workers can work with people at the community level.

6. Through direct-purpose-sponsor organization. The assistance of various such organizations, such as township farm bureaus and home bureaus, could be secured for extension work in the states. . .

7. Through miscellaneous-regular local organizations. Services of such groups working within the county should be secured to participate in appropriate extension work as part of their yearly programs (e.g., to carry announcements, distribute extension materials and co-operate on community-wide extension events).

8. Through farmers' commodity organizations. The help of such commodity groups can be enlisted and utilized for planning. These organizations represent only a small proportion of all the farmers in a county, and normally include the larger-scale commercial operators.

9. Through a whole-community organization plan. This makes for community unity and provides a framework for more easy handling of problems and activities of community-wide concern. It facilitates the family-community approach to extension.¹²

The organizations referred to above may not be found in all of the counties in the fifty states and Puerto Rico. However, in some form or other a county organization does exist. The number and types of these organizations are influenced by the variety of problems and social conditions to be dealt with and the skill and ability of the

¹²E. J. Niederfrank, op. cit., pp.5-13.

county agent and other extension staff. The purposes of these organizations may be two-fold: 1) from the administrative point-of-view, to get a sound program functioning properly, and 2) from the teaching point-of-view, to provide opportunities for the maximum number of leaders to grow and develop in their ability to analyze situations, clarify problems, define objectives, decide upon solutions, and help formulate county Extension plans of work.

The remainder of this chapter will be devoted to a discussion of the organized groups which form the county extension organization of the county. A community is "one of the several units into which a county is divided for conducting organized extension work."¹³ It seems apparent that there needs to be and is some form of organization, at the community level. Such organization may be 4-H Clubs, home economic units or clubs, and community committees or centers and others. Usually in most counties such local organizations are to be found. It has been found that such local organizations have a vital role to play in extension education. V. W. Darter, in his study on case histories of county extension program development of twelve counties in Tennessee and Georgia, indicated the importance of such local organizations in planning county extension program. He has said: "A good coordinating influence on the activities of all organized groups (such as church, 4-H Club, home demonstration club and community group), the community organizations have proven valuable in helping to harness the energy of

¹³L. D. Kelsey and C. C. Hearne, op. cit., p. 144.

these forces for the over-all program of the community.¹⁴ King and Fanning note that "There is no more powerful force for improvement than working together with their communities to make them better places in which to live."¹⁵ A similar opinion is stated in the Tennessee Long Range Farm and Home Program:

Organized rural communities, identifying and solving through joint effort their problems of agriculture and rural life, are multiplying the effectiveness of research, Extension education, and agencies serving agriculture. Through community action, the information and help of county Extension workers is reaching hundreds of people where, by individual effort alone, it might reach only a few. These organized groups help research and educational workers identify needs and problems.¹⁶

Since such community organizations can be expected to have a great influence on the people of the community, their services are invaluable in the education of Extension clientele. They also provide for the development of better leadership within the communities. The services of these community organizations are properly utilized in many counties, and it has become a common practice for county staff members to involve such committees in planning the Extension program. In many counties, the active committees decide on a program at the beginning of every year. The president of the club appoints a planning committee

¹⁴W. W. Darter, County Extension Program Development--Case Histories of Twelve Counties. Ph.D. Dissertation, Harvard University, 1955, p. 213.

¹⁵L. A. King and J. W. Fanning, Communities' Development in Georgia, Agricultural Extension Service (Athens, Georgia).

¹⁶A Long Range Farm and Home Program, University of Tennessee, College of Agriculture and Home Economics, Agricultural Experiment Station and Agricultural Extension Service, s.p. 78 (Knoxville, Tennessee: 1953), p. 21.

which meets one or more times and then makes recommendations to the entire membership of the organization. In many counties they participate in the development of integrated county programs. They also have an important part in program development either directly by representation in planning meetings or indirectly through extension agents who have an opportunity to become better informed through contact with these organizations.

Home Demonstration Clubs. Home demonstration clubs exist in almost all counties. Membership varies widely from one county to the next. Normally, home demonstration clubs are organized at the community level. Each county usually has a council of home demonstration clubs. Generally, officers of the local clubs make up the council, while in some cases council members are elected. Home demonstration councils, in turn, designate the planning committee for the home demonstration program. Some councils have made it a practice to appoint sub-committees to study problems and make recommendations to the council. The community home demonstration clubs normally closely follow the program outlined by the council. Usually, planning for home demonstration work is completed before any county planning meetings are held. The representatives of the home demonstration council then participate in county planning. In this way home demonstration work has been, at least partially, integrated in the planning of the overall county program.

4-H Clubs. 4-H Clubs also have organized committees at the community and county levels. Participation of members of the 4-H clubs

in making plans for their programs has become an accepted practice.

Community Organizations. It is apparent that even though the county is designated as the unit of planning, efforts are being made to integrate the program from the community level where community committees are determined that will provide the source of leadership needed for an effective county committee. The efficiency with which these committees operate depends on the formation of such committees representing all sections of the community. Sanderson and Polson have said, "The committee should be drawn from all groups interested in the community, as well as from organizations, churches, cooperatives, and community councils."¹⁷

Representation is important because it is necessary for them to secure the cooperation and participation of the rest of the group if the county Extension program is to be representative. Failure to see to it that the different groups which constitute the community are represented means that the full cooperation of the community will probably not be secured. On the other hand, disharmony may creep in. Such group should be composed of those especially interested in membership problems, who have a wide acquaintance in the community.

Hunter and others have said "It is a patent rule in community organizations that, if things are to get done one has to involve top

¹⁷Dwight Sanderson and Robert H. Polson, Rural Community Organization (New York: John Wiley and Sons, Inc., 1939), cited by Kelsey and Hearne, op. cit., p. 144.

flight leaders.¹⁸ The top leaders are those who are recognized as status bearers and who are considered to be the ones who enjoy the confidence of the people. Such leaders should be mature and influential persons who have demonstrated an active interest in the continuing development of the community. Since they should be expected to try to represent the views of their group, the chosen leaders should of necessity know the community and its problems thoroughly. Furthermore he should have the ability to make wise decisions concerning ways of handling community problems once they are identified.

I. ROLES OF EXTENSION PERSONNEL

In an earlier section of this chapter the kind of a county level extension organization considered by many to be essential for program planning is set forth. An organization is not a chart but it is a living entity made up of people. It should serve as a mechanism for proper allocation of jobs and resources. Consequently, there is a need to describe and consider the role of each person to be involved in planning, so that each may do his or her part to increase the effectiveness of this largest out-of-school educational agency. In discussing the role of each person in the organization referred for program planning, it seems appropriate to discuss the function and roles of Extension personnel and the roles of local agencies or

¹⁸F. Hunter, Ruth Connor Schaffer and C. G. Shep, Community Organization: Action and Inaction (Chapel Hill: The University of North Carolina Press, 1956), p. 25.

organizations separately.

First, let us consider the role of the Extension worker, administrators, supervisors, specialists and county workers, all have a few common roles to perform in connection with program building. Kelsey and Hearne have listed the following roles to perform in connection with program building:

1. To assemble, relate, analyze facts
2. To help determine objectives
3. To study wants and needs of people, determine basic problems, affecting communities, other areas, and special interests
4. To decide upon practical solutions to problems or answers to want and needs
5. To help decide which problems need immediate attention
6. To develop complete procedures and train staff
7. To teach and strive for larger participation by the people
8. To coordinate all efforts and resources of other agencies and groups
9. To evaluate results as an aid in future program building
10. To publish and distribute programs.¹⁹

These are the common roles, that each in his own way has to perform in connection with program building. In addition to the above, each category of personnel has a specified role to be performed in program planning.

¹⁹L. D. Kelsey and C. C. Hearne, op. cit., p. 145.

A. The Role of Administrators in Program Planning

An effective extension administrator has mastered, and is a teacher of the philosophy, history, objectives, and methods of co-operative extension work. The main administrative role is that of policy-making. As an administrator, in addition to doing things himself, he has responsibility for coordinating the work at the various levels. He is responsible for providing:

1. A clear statement for all concerned of the situation, institutional and Extension service regulation directives
2. A clear formulation of the policies and programs to be used in executing the general aims and policies of the Extension service
3. A clear formulation of the budget on a plan of work whereby priority is given to the use to which limited resources will be put in satisfying unlimited needs, and in which budget control is insured so that an entire organization reflects the agreed-upon program and policies
4. Job analysis, systematic recruitment procedures, career evaluation, in-service education, examination of working conditions, the circulation of operating personnel on staff assignment, and other personnel methods constitute another major responsibility of management.²⁰

An Administrator is responsible for getting things done by providing sufficient guidance. He should have skill in promoting human relationship in order to secure sufficient cooperation and coordination.

²⁰John M. Gaus, "The Role of the Extension Administrator Today," Cooperative Extension Administration. Report of the Fifth National Administrative Workshop (Madison, Wisconsin: University of Wisconsin, 1956), p.27.

Kelsey and Hearne, concerning the qualifications of administrators, have said that they must: "know the human organism and the manner of its behavior."²¹ In the report of Southern regional workshop on program projection the responsibilities of administrators for long-range program planning were discussed and have been outlined, including:

1. Allocating necessary resources, such as personnel, time and funds
2. Establishing priorities
3. Delegating responsibilities for initiating, orienting and training
4. Arranging for training of state and county staff
5. Coordinating the work
6. Providing aggressive leadership
7. Providing for evaluation
8. Informing and seeking cooperation of other agencies and organizations within the state that have an interest in or contribution to make to program projection
9. Motivating staff members to accept and adjust
10. Involving other university personnel and groups as needed
11. Involving the staff in setting up policy, planning course of action and setting up training opportunities.²²

²¹L. D. Kelsey and C. C. Hearne, op. cit., p. 66.

²²Report of 1960 Southern Regional Workshop on Program Projection (Fayetteville, Arkansas: University of Arkansas, 1960), p. 11.

The administrator, above all others, should also be responsible for providing a "guide to program development" which sets forth the pertinent planning policies and procedure for the state staff members concerned.

B. Role of Supervisors in Program Planning

The functions of supervision become highly important in any large organization such as Extension, with the professional staff running to several hundred persons. Supervision has been defined "as the management of personnel to carry out the purposes of administration."²³ Supervision is a process by which workers are helped to do their job with increasing satisfaction to themselves, to the people with whom they work, and to the agency.²⁴

The supervisor's role in relation to program planning includes helping and guiding in deciding on a county group procedure for program planning and in assuring coordination with other agencies. The supervisor should assist the county agents with reviewing analysis of current county programs in terms of the relative significance of the problems. He should help agents work out a clear and comprehensive set of objectives for their work.

²³Edmund deS Brunner, and E. Hasin Pao Yang, Rural America and the Extension Service (New York: Bureau of Publications, Teachers College, Columbia University, 1949), p. 25.

²⁴Extension Supervision, Extension Service Circular No. 523, United States Department of Agriculture (Washington, D. C.: U. S. Government Printing Office, 1959), p. 1.

The Supervisor should also help the Extension administrators by keeping them informed of situations, problems, needs, and viewpoints within the territory.

Dimock and Trecker have said:

Supervision should provide leadership in formulation of clear and significant objectives. Even those who have helped leaders to formulate admirable objectives for program participants frequently fail to perceive that clear and sharply printed objectives for the supervisory program are just as necessary as they are for the educational program designed for members and participants.²⁵

This suggests that supervision is not an inspection and checking of progress made. Supervision should provide leadership in guiding the program and assisting wherever help is required. Thus, the supervisor should have his role concept clearly in mind. Milon Brown has said:

One of the requirements of a good supervisor is that he understand the technical operations he is to supervise. . . . It is not your job to do the work of employees. Your responsibility is to see that they can do it and do it well. As a supervisor, you guide, demonstrate, show and tell your people how you want the work accomplished. You train them to be efficient workmen.²⁶

This indicates that a supervisor should have clear vision and understanding of sound principles of program development. He should have sufficient knowledge and experience in interpreting the meanings

²⁵Hedley S. Dimock and Harley B. Trecker, Supervision of Group Work and Recreation (New York: Association Press, 1951), p. 280.

²⁶Milon Brown, Effective Supervision (New York: Macmillan Company, 1956), p. 259.

of such principles and adjusting them to local conditions. He should assist a county staff wherever they fail to understand the local situation. He should realize that the substance of the program is more important than the form. He should be firmly grounded in the philosophy of extension, so as to be able to provide necessary leadership for the county staff. He should be able to help the county staff understand how best to use the assistance of specialists and other resource people in program development and teaching. The success of program planning at the county level depends to a certain extent on the cooperative activity and democratic approach supervisors suggest be followed in planning. The supervisor has a part to play as the coordinator of the program. Since the supervisor has an opportunity to visit a number of counties having mutual problems, he can recommend or suggest ideas and experiences found useful in one place or the other. Concerning the way in which such work with county staff should be done, Pfiffner has stated:

There is an area of participation, democratic in essence and spirit, that will actually produce more efficient results ... participation where the individual employee is encouraged to make suggestions about work improvement and is given maximum opportunity to make decisions in the normal course of his own job.²⁷

The supervisor should work with the county staff in clarifying the function of each staff member in overall program development. If

²⁷John MacDonald Pfiffner, The Supervision of Personnel; Human Relations in the Management of Men (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1959), p. 454.

the supervisor makes use of effective planning and teaching methods and procedures, he may lead others also to follow use of such democratic principles as those mentioned earlier. He may help county staffs develop working procedures which may result in better program integration. Having also a role as administrator and teacher, the supervisor should work constantly to promote better understanding between himself and the county staff.

The capable leader knows that in order to secure any lasting agreement between himself and . . . his group, they must be made to share in his experience. The teacher guides the group and at the same time is guided by the group, is always a part of the group. No one can truly lead except from within. The person who influences me most is not he who does great deeds, but he who makes me feel that I can do great deeds.²⁸

This suggests that, if the supervisor is to act as a teacher and a leader, he should feel that he is indeed a part of the county staff. His actions, words and deeds should show that he is one with them. This does not in any way reduce his responsibility to lead, teach and supervise them. He should realize that:

The job of the man higher up is not to make decisions for his subordinates but to teach them how to handle their problems themselves, how to make their own decisions.²⁹

This suggests that supervisors should assist or help the county staff in making decisions or preparing to make decisions. The effective supervisor should routinely make an effort to review the performance of

²⁸Mary Parker Follett, The New State (New York: Longmans Green and Co., 1928)., pp. vii, 373.

²⁹Ibid.

field staff members, and, also, assist them in planning and conducting informal program evaluation. He should provide knowledge of appropriate research findings to field extension staff, so as to lead them to make necessary adjustments in their program.

A survey done by F. C. Mann indicated that, when supervisors and subordinates were involved to a high degree in the research planning and, particularly, in the analysis and interpretation of findings, the results were better understood, emotionally accepted and utilized in making changes than where a high degree of participation was not achieved.³⁰

In order to make the program truly effective, evaluation is necessary. If all staff members are involved in purposeful evaluation, it should be expected to result in greater understanding. A good supervisor assumes responsibility to develop staff competence, and self-evaluation has been proven to be an effective training technique for doing this. He should be expected to promote professional development on the part of the county staff member by:

1. Helping agents to make a plan to involve people in various stages of the process of program development
2. Giving agents specific training on how to work effectively with county extension committees
3. Helping county staffs expand to strengthen the county extension organization and encouraging the participation of lay people

³⁰F. C. Mann, "Changing Supervision - Subordinate Relationships, Through Utilization of Survey Findings," Journal of Social Issues, Vol. III, No. 3, 1951, p. 58.

4. Arranging for less effective agents to observe and participate in well-organized county programs as training.

It is in those ways that he can improve the work of county staffs.

As Fox, et al, put it:

The supervision program is concerned with the total growth of the staff, not only in ability to handle specific immediate assignments but also in general personal growth and the development of potentialities for future promotion.³¹

An effective supervisor studies the county extension worker's job. He uses each opportunity to teach problem solving to the staff members involved. He does studies with agents to help them sharpen their program planning skills and abilities in the areas of:

- a. Collecting and analyzing background data
- b. Formulating objectives and making decisions as to significant problems to be worked on
- c. Involving people in planning
- d. Teaching methods that are appropriate
- e. Developing ways to bring people to take action or choose a course of action.

Effective supervisory leadership employs scientific or problem-solving procedures in its task of studying, evaluating and improving the conditions, processes and products of the program.³²

³¹James Harold Fox, Charles F. Bish, and Ralph W. Ruffner, School Administration: Principles and Procedures (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1947), p. 192

³²Dimock and Trecker, op. cit., p. 280.

Extension supervisors should help agents to become aware of major county problems and devise appropriate methods for solving them, and maintain such extension field organization as will promote desirable relationships with other agencies and organizations.

1. Works closely with specialists. Familiarity with the work of the specialist enables the supervisor to discuss intelligently in the counties the work of each specialist in relation to the program of the people of the county concerned. The efficient supervisor also keeps the specialist informed of supervisory activities and of current situations within the territory in order that each specialist may be better able to adapt his work to the whole extension effort based on expressed needs of people at the county level.

Two objectives of county extension supervision are: 1) a sound and well-balanced rural program for every county; and 2) a coordinated approach to the solution of the problems of rural people, utilizing all the resources of the rural people, the extension service and appropriate cooperating groups.³³ If effective methods are used to attain the first objective they can contribute much toward the reaching of the second.

It should be noted that the responsibility for preparing a sound program rests with all the extension staff. In order to develop a sound program, the supervisor should work with both agents and

³³Extension Supervisors, United States Department of Agriculture, Extension Service Circular No. 409 (Washington: U. S. Government Printing Office, 1943), p. 3.

specialists. Their particular responsibility is to cultivate the procedure for developing programs and to help agents, rural people and specialists in carrying out this procedure. Supervisors have the distinct responsibility of guiding the development and execution of this program planning procedure so that it becomes a valuable teaching process.

2. Supervisors prepare agents for teaching people. One of the most important jobs of the supervisor is to teach agents the most effective methods of program planning--to discover and analyze problems, to see and understand possible alternative solutions, and to insure that the necessary steps be carried out to assure that the most promising solution is selected and used. The supervisor's role in program planning may be summarized as follows:

1. He should be a person who can interpret the necessary methods and techniques of program planning to agents in the field

2. He should provide proper leadership and guidance to county staff

3. He should coordinate the activities of various specialists and field staff

4. He should work with a county staff as a teacher and leader

5. He should help evaluate the program: the involvement of all the staff would be expected to result in greater understanding

6. He should render guidance in planning for effective working relationships between county staff and program development committees.

C. Role of Specialists in Program Planning

The very fact that a larger number of specialists have been appointed in the various states in recent years indicates the importance of specialist work. The term specialist means, literally, a well-trained person in a specific subject-matter area or field. Having considered that he has an important part to play in the extension program, there is need to understand his role in relation to county program planning.

A fundamental principle underlying Extension work is that the agricultural college, experiment station and United States Department of Agriculture have something to extend. If this principle is correct it then makes necessary the employment of subject-matter specialists who shall represent the subject-matter departments of land-grant colleges, experiment stations and the United States Department of Agriculture, and who shall assist the county agents in organizing and promoting their subject-matter programs. An adequate amount and quality of specialist assistance is absolutely necessary to make for the greatest success of county agent work, and to advance all cooperative Extension work.³⁴

The primary role of the subject-matter specialist is to provide educational leadership in a given subject-matter field. He aids county

³⁴T. Roy Reid and M. C. Wilson, "Functions and Activities of State Extension Specialists," United States Department of Agriculture Extension Service Circular 189 (Washington, D. C.: United States Government Printing Office, 1933), p.3.

staff and supervisors. He is an analyst and interpreter of scientific knowledge and factual information in a specific subject. He is the connecting link between research and practice. He is primarily responsible for helping agents solve problems in ways that are scientific as well as practical and economical. He is responsible for preparing written materials and visual aids that will be useful in extension teaching at the county level. His first obligation is to train the field staff and to provide assistance and material for their use.

The specialist's job in program development was outlined in the report on a specialist's workshop held in Pullman, Washington, in October, 1947. The report states that:

The specialist has one job in program development. He can do this by assisting in the collection of background information on the community, county, state and national levels, helping in interpreting this information and acting as a consultant at program planning committee meetings.³⁵

The specialist being well-trained in his specific subject-matter field, will be best-suited to help agents make decisions in that subject-matter area. The county agent, being more or less a generalist, needs specialist help in interpreting background information and in considering the suitability of applying new techniques to encourage people to adopt research verified information. It is the function of the subject-matter specialist to select the kind of information that will be of greatest value to agents as they work to help local people learn to solve the problems.

³⁵Cited in Kelsey and Hearne, op. cit., p. 147.

K. L. Warner, addressing a 1960 New York Extension specialist workshop gave a pertinent illustration of the specialist's job. He stated that:

It is our job to discover, assemble and make available most of the facts and skills all extension workers pass along. The administrative staff provides the mechanisms for extending information. Men buy the truck, as it were, and the gas and keep the roads open. The county workers distribute their loads of facts and skills to the people in the counties. But the load itself, the main cargo that our service delivers, is subject-matter, and that is the responsibility of the specialist staff. We are responsible for what is loaded into extension's truck and for its condition when it is delivered to the county. It is our job to select, sort, grade, and package Extension's cargo, as well as to help in its distribution.³⁶

A similar idea was expressed by Smith and Wilson when they said of the specialist staff that they:

. . . bring up the ammunition as it were, from the State Agriculture College, the federal department of agriculture and like institutions, for the county agents to fire.³⁷

It seems apparent from the foregoing paragraphs that the specialist must necessarily have a vital function in agricultural extension program planning. The functions of a specialist in agricultural extension program planning, as described by T. Roy Reid and M. C. Wilson, include:

³⁶K. L. Warner, Talk given at New York Specialist Workshop, Effective Technique in Extension Teaching, Workshop for Extension Specialist (Ithaca, New York: Cornell University, 1950), pp. 2-3.

³⁷C. B. Smith and M. C. Wilson, The Agricultural Extension System of the United States (New York: John Wiley and Sons, Inc., 1930), p. 88.

1. Program determination
2. Project planning
3. Maintaining cooperative relations with other organizations
4. Determining progress and accomplishment.³⁸

1. Extension program determination. Extension program determination is not one individual's job. Effective program determination is done by involving local people, county extension staff members, supervisors, administrators, and specialists as needed. Here we are concerned with the specialist's role. Firstly, the specialist, being highly trained in his particular subject-matter, is in a unique position to help interpret the major problems and their solutions in his field. In view of the large area he serves he plays his role more indirectly than directly. That is, he does his job by contacting the county staff, reviewing the methods of survey and analysis of data, helping the county staff properly diagnose problems and helping them formulate and state objectives. This also provides an opportunity for the specialist himself to develop a clearer understanding of field problems, which he can transmit in turn, to the research station for solution. Secondly, by attending county program planning conferences, he can guide the group in analyzing the situation and help them to work out clear objectives.

Thirdly, through circular letters he can help the county staff,

³⁸T. Roy Reid and M. C. Wilson, op. cit., p. 3.

on occasion, and, also, attend important county planning committee and subcommittee meetings when necessary and help them in analyzing and determining the program. Fourthly, specialists can keep administration informed of the intensity of the problems in their area of specialty and aid in securing financial help.

2. Project planning. The term project in this context means a definitely formulated piece of work undertaken to be solved. For example, it might be a soil reclamation project, a dairy herd improvement project, and so on. Usually such activities are programmed on the project basis. This specialized piece of work generally cannot be planned by a county extension staff without the assistance of the subject-matter specialists concerned. The county staff and the program planning committee can collect the necessary facts. But the program designing (or decision making) of special project should be done only in consultation with the appropriate specialists.

3. Maintaining cooperative relations. Agricultural extension work generally involves the cooperation of several agencies. The nature of agriculture and home economics problems are inter-related with many other day to day activities. For example, the soil conservation area of extension program emphasis may be programmed by the soil conservation specialist in collaboration with the county staff and county planning committee. But for effective implementation it may, perhaps, require the help of the farm credit agency, the agronomy specialist and others. So, in order to make for development of an effective program, proper cooperation between the several related

agencies is required. Extension specialists should maintain reasonably close working relations with specialists representing other organizations and agencies in order to ensure their cooperation and coordination when they are needed. The work of the specialist must be closely related to that of the supervisor. Familiarity with the work of supervisor enables the specialist to be able to more intelligently counsel with county workers on the total extension program operating in a given county area. By seeking to develop and maintain such coordinated relationships the specialist can help a county staff develop an integrated, more nearly unified county Extension program.

Brunner and Yang have said that the, "specialist must be an analyst, interpreter and popularizer."³⁹ By helping the county staff to objectively diagnose a particular aspect of the situation, he can play the role of analyst and counsellor. By helping the county staff to formulate plans for appropriate program activities and special projects based on the needs of the county people, he can play the role of counsellor and interpreter. By developing and maintaining proper working relationships with Extension supervisors, administrators, other subject-matter specialists and representatives of other agencies, he can play the role of enabler and popularizer.

The function of the specialist, according to Baker: "was conceived to be that of keeping the county agent up to date and supplement-

³⁹Edmund deS Brunner and E. H. Yang, op. cit., p. 50.

ing his knowledge along specialized lines of technical agriculture."⁴⁰

Based on the above, it would seem obvious that the specialist should act primarily as a teacher-trainer. Being in close contact with research station personnel, he should assist them in translating and interpreting up-to-date research-verified knowledge to the field staff. Furthermore, he should arrange for refresher courses with selected county staff. Through organized meetings and conferences, he can serve as an agent-trainer by providing them with additional knowledge, skill and understanding in his subject-matter field. Just as planning is a proven prerequisite to the effective conduct of Extension work, so is evaluation essential if progress toward program objective is to be measured. Tyler explained it in the following way:

Every major activity should be evaluated in order to discover at what point the desired results are being achieved and at what point difficulties are encountered ... or actual failures.⁴¹

It is evident from the above statement that in order to know how far we have achieved our objectives and what difficulties are felt, evaluation is necessary. The specialist, therefore, should guide the county staff in helping them to realize the major significance of evaluation if the county Extension program is to be improved. He can help the county staff both in the development of questionnaires to obtain

⁴⁰Gladys Baker, The County Agent (Chicago, Illinois: The University of Chicago Press, 1939), p. 53.

⁴¹Ralph W. Tyler, "Supervision Objectives and Principles," Report of the Western Regional Workshop for Extension Supervisors (Pullman, Washington: State College of Washington, 1947), p. 132.

needed data in his area of specialty and in analysis and interpretation of the data. In addition, he can assist the county staff as they evaluate their own program.

F. W. Peck analyzed the role of subject matter specialists in relation to county and state level extension program planning in the following way:

1. As teacher of subject matter and as source of information pertinent to the subject under consideration in any program.
2. As experts in analyzing and organizing material pertinent to the needs of the program
3. As methodology technicians, qualified to adapt successful methods to the tasks at hand
4. As counsellors and advisors to the group concerned with program building
5. As cooperators in Extension staff sessions
6. As stimulators to action regarding positive approaches to integrated activities, at both county and state level.⁴²

In summarizing the role of the specialist in program planning, a number of responsibilities were spelled out by participants in the 1960 Southern Regional Workshop on Program Projection. They felt that the specialist should:

1. Understand and accept the concept of program planning or program projection as a process
2. Accept responsibility for planning in specific subject-matter fields

⁴²F. W. Peck, The Specialist's Function in Extension Program Building, Report of Workshop for Extension Specialists (Ithaca, New York: Cornell University, 1950), p. 8.

3. Provide information on situation and trends in subject-matter areas and help interpret it
4. Cooperate with other staff members in training agents and key program leaders
5. Interpret research results to staff associates and county personnel
6. Know major problems about the county program before working with agents
7. Help identify basic county problems
8. Inform research people of problems found needing study
9. Coordinate work with that of specialists in related subject-matter areas
10. Develop subject-matter guides and other teaching materials
11. Serve as liaison between program planning groups and others in the subject-matter field, such as commodity, industry and other agency groups
12. Create awareness of gaps and opportunities in the subject-matter field as it applies to the total program.⁴³

D. Role of County Staff Members in Program Planning

The county agent is primarily responsible for all the Extension activities of the county. From the start, the county agent is in the Extension program picture. It may not be appropriate to call the county agent an architect in county program building. He may be an architect, however, in the sense that he solves many problems and works to bring about desired changes in people in order to develop them into

⁴³ 1960 Southern Regional Workshop, op. cit., p. 12.

effective citizens of the nation. The county agent's role in program planning is that of organizer and teacher.⁴⁴ He is an organizer because he has to coordinate the several agencies in the county in promoting the agricultural extension program. He assumes leadership in initiating the county program. He is teacher and adviser since he himself has to carry the knowledge of research in the field of agriculture and home economics to the farmers and homemakers of the grassroots level. He is a consultant since many farmers, homemakers and youth come to him for guidance on all sorts of matters. Brunner and Yang summed it up when they said:

From the point of view of the Extension program the act (Smith-Lever) provided for the development of Extension through an itinerant agricultural adviser in each county, called in most states a county agent. His responsibility was to give leadership and direction along all lines of rural activity, technical, social and economic.⁴⁵

Since the Extension worker does out of school informal teaching, going from farm to farm, he surely must be an itinerant adviser. The very efficiency of the county Extension program itself must depend on the competency of county agent and other county staff members in coordinating the several agencies to bring about socio-economic and cultural improvements in people by means of applied science and technology. Further, the above authors have noted that "The county agent is unique among educators in that he has both administrative and educational

⁴⁵Edmund deS Brunner and E. Hasin Pao Yang, op. cit., p. 15.

responsibilities.⁴⁶

Here the authors have used the word unique, perhaps due to the fact that the extension agent has to play a multiple role--as administrator, organizer, leader, teacher, counsellor, coordinator and interpreter. Usually the educator will have very little responsibility for administration and an educational administrator will seldom have time for much teaching. But the responsibility of the county agent involves these and other roles delineated above. In Extension education, the county agent teaches heterogeneous audiences in out-of-school situations. In this way the county agent's role is, indeed, unique among educators, adult or otherwise. The agent is a planner, in a relatively limited sense, to meet the problems of adjustment and social change faced in a given county. To make the extension program a success, he must assume responsibility in the county for carrying out the program which was planned with the needs and resources of the people in mind. In order to develop a program based on the needs and resources of the people, a county agent should be able to interpret cause and effect in a situation. In other words, his role is promotion of decision making by the people.

If the program is to be based on needs of the people, the county agent must study the situation thoroughly. This, then, raises the question of whether or not it is possible for a few county staff members to study everything of Extension program interest in the county.

⁴⁶Ibid., p. 40.

Perhaps this internal staff problem can best be solved by involving people in the program and by training them to assume due responsibility for their own and their community's welfare. All this then implies that county staff members need to know:

1. What types of local organizations already exist
2. What committees are needed
3. How these should be selected
4. What aids they will need
5. What the local people can contribute
6. What resources are available for use
7. What working relationships must be established with other agencies
8. What phases of the program are of current interest and are important as against those which remain unchanged for the time being and require no immediate attention.⁴⁷

This seems to have justified the analysis of a county worker's performance in a program planning situation as described by Eaker:

As the work progressed, however, the county agricultural agent was less a dispenser of scientific information, less a promotor of his favorite projects—or those advocated at a particular time by the state college—and more a community adviser and counselor. He began to attempt to diagram the needs of a community in addition to the needs of particular farmers and to set up definite projects and programs of work.⁴⁸

From the above discussion, there can be little doubt that the

* ⁴⁷Kelsey and Hearne, op. cit., p. 147.

⁴⁸Gladys Eaker, The County Agent (Chicago, Illinois: The University of Chicago Press, 1939), p. 54.

role of the county agent, and other county staff members, is vital in the planning of the county extension program. In order to perform this highly responsible job effectively, the county agent must develop a proper understanding and clear concept of the program development cycle.

Further, the county staff should realize that, in order to perform this primary job of program planning by means of scientific methods, local lay leaders need first to be trained so that they may play their roles effectively so as to develop an altogether creative and useful program. The county worker must work with his leaders and help them analyze the facts and identify the trends and changes. He should stimulate the people to recognize and accept their responsibilities. To make the planning process a success, Burleson has said that:

... each segment of the extension staff . . . must understand the program building process, must believe in it, and must accept the responsibility to help the people in every county to develop an educational program based on the needs and problems that have been identified by a broadly representative group of local people.⁴⁹

Participants at the 1960 Southern Regional Workshop on Program Projection, held at Gatlinburg, Tennessee, developed a rather exhaustive summary of the part a county staff should play in long-range county Extension program planning. It appears that the list covers

⁴⁹Larry L. Burleson, "What are the Responsibilities of the Extension Staff in Program Projection," (Gatlinburg, Tennessee: Southern Regional Program Projection Workshop, November, 1960), p. 11.

nearly all aspects of county program planning in content. While developing the list of such planning responsibilities, participants grouped the responsibilities under headings of necessary attitudes, knowledge and action. Some of the more important attitudinal items listed indicated that county staff members should have:

1. An acceptance of the concept, objectives, and process of program projection
2. A belief that program projection is the best tool for building and carrying out a county program
3. Willingness to work as a team, and to establish a pattern for county teamwork
4. Acceptance of responsibility by all members of the county staff
5. Willingness to acquire knowledge and techniques, methods and skills. ⁵⁰

Most knowledge items listed attested to the fact that county staff members should have:

1. An understanding of the concept, objectives and process of program projection
2. Knowledge of the social structure of the county
3. Understanding of principles of group dynamics
4. Realization that when people help agents get facts, they believe, understand and use them more
5. Knowledge of how to assemble, organize, and use facts in an educational way in informing people. ⁵¹

As far as action was concerned, the groups felt that the members of the county staff should be responsible for:

1. Conceiving the framework for doing the job
2. Providing major leadership for program development in the county
3. Developing a procedure adapted from or based on recommended procedures discussed by specialists

⁵⁰ 1960 Southern Regional Workshop on Program Projection, op. cit., p. 12.

⁵¹ Ibid.

and district agents, including timetables for action, procedures for selecting committees, plans for followup, plans for publicity and evaluation

4. Adopting policies and courses of action in accordance with county situation
5. Taking the lead in developing the philosophy of program projection with leaders, other people, agencies, and other groups
6. Making plans to organize and do the job
7. Studying present program planning committee organization with the aim of committee improvement
8. Securing the necessary resources
9. Seeking the cooperation and assistance of other county, state, and federal agencies
10. Informing and soliciting the support and interest of local agencies and groups
11. Collecting, analyzing, and interpreting data for local committees
12. Developing situational material for use with planning committees
13. Developing leadership
14. Involving key lay people in selecting leadership
15. Involving local people in collecting and obtaining facts
16. Recruiting the proper person for each job and orienting people selected
17. Planning and preparing for program projection meetings
18. Training chairmen to assume leadership
19. Holding a series of program projection meetings
20. Furnishing committees with appropriate information so they can determine problems and needs
22. Seeing that priority objectives are established
23. Involving all the county staff in the course of action
24. Preparing reports and interpreting Extension plans to the public
25. Maintaining active public relations
26. Evaluating, interpreting, redirecting the program
27. Publicizing use of all mass media
28. Making provisions for follow-up work and progress reports.⁵²

⁵²Ibid., p. 13.

II. ROLE OF LOCAL PEOPLE IN PROGRAM PLANNING

A large amount of the early work of the county agricultural agents was conducted by means of demonstrations on individual farms. As extension proved itself to the general run of farmers, it became more difficult to reach the average farmer by such demonstration program. In these days of expanding program emphasis in Extension Education, the need for strengthened local program development organization has been recognized. Emphasizing the importance of local organization, Brunner and Yang have said: "extension work may be most successful if major emphasis is put on cooperating with and working through the local agencies with a minimum of its own organization."⁵³ This indicates that local leaders and local organizations have played an important role in extension program development throughout the history of the Cooperative Extension Service.

Widely-known sociologists, Sanders, Ensminger, Taylor and others, in an article concerning experience with human factors in planning agricultural programs in various under-developed areas of the world, have said:

If government is to be an effective instrument in programs of change among the masses, it must work through local officials who are truly leaders in local areas. Progress comes faster and is surer when these officials are made intelligent about programs and

⁵³Brunner and Yang, op. cit., p. 36.

given heavy responsibilities for them.⁵⁴

It is clear from the above statement that the authors recommended close collaboration between Extension workers and the local people.

It results not only in more effective work, but also in the attainment of quicker results. The same authors have maintained that:

If the social sciences have anything at all to teach they certainly have proved that popular acceptance of a program is in direct ratio to the degree that local representatives have participated in the conception and formulation of the program, and that progress comes faster when those who are supposed to be helped have something to say about the program in the beginning.⁵⁵

It is evident from the above that if extension educational programs are planned involving local people, the results may be expected to be faster and greater in proportion to the degree of their participation.

At the Southern Regional Workshop on Program Projection, participants also discussed why people should be involved in such planning.

They arrived at the following listing of reasons:

1. To get people more interested in and willing to assume more responsibility for solving their own problems
2. To give them the benefits of taking part in valuable educational processes to increase understanding and cooperation among groups and individuals

⁵⁴Irwin T. Sanders and others, Experiences with Human Factors in Agricultural Areas of the World, Extension Service and Office of the Foreign Agricultural Relations, United States Department of Agriculture (Washington, D. C.: United States Government Printing Office, 1949), p. 9.

⁵⁵Ibid., p. 10.

3. To develop leadership among lay people
4. To help get public and financial support for Extension
5. To provide opportunity for Extension and other groups to tackle and achieve broader goals.⁵⁶

It should be remembered here that by involving people they will be encouraged to make wise decisions based on their experience and adequate knowledge to be provided by the Extension staff. The importance of local leader participation has been realized throughout the history of cooperative extension service. Local leader involvement and participation in program building and execution has long been an extension objective. But the development of clear-cut procedures for getting the job done effectively has seldom been attempted.

Having set forth the need for local leaders' participation in program development, it is necessary to consider who should be involved and how. The question who should be involved is an important factor to secure people's cooperation. If this is made without considering the cause and effect, instead of bringing harmony and promotion, it may perhaps hinder progress.

The work groups at the Southern Regional Workshop discussed the question of "who should be involved in program projection." The groups agreed that people should be chosen to represent all kinds of organized groups, including: people from the ranks of existing leaders of political and factional groups; representatives of public and

⁵⁶Report of the Southern Regional Workshop on Program Projection, op. cit., p. 3.

private agencies; members of county governing boards; community leaders; representatives of various population groups; rural and urban folk; people representing different appropriate employment categories; those from county political and geographic subdivision; members of different age and interest groups; representatives of church and school; business, professional and civic club leaders, and representatives of important social and economic status divisions.⁵⁷

Further, they suggested that county Extension staff members should "select resource people on the basis of their abilities to supply needed information, make necessary interpretations and clarify facts."⁵⁸

Another factor to be remembered here is that within every community there are a number of informal groups that come into existence as people gather to gossip, loaf, or spend their leisure time. Often, the same people come together periodically and share their views with each other, thus becoming a part of the communication (perhaps gossip) chain which has so much to do with the formation of public opinion. Any extension program should recognize such groupings and see to it that a correct interpretation is made by enough of the "right" people so that the word-of-mouth version aids instead of hinders the activities in view.⁵⁹

⁵⁷Ibid., p. 8.

⁵⁸Ibid., pp. 8, 9.

⁵⁹Sanders and others, op. cit., pp. 12-13.

In selecting persons for committees, we should consider their willingness to serve in the committees, their specialized knowledge, their status in the community, their interest in community progress, their ability to make decisions, their openmindedness and their cooperative attitude.

Following discussion of the characteristics of people who should be involved in county Extension program planning, it is necessary to consider how they may be fully and effectively involved in the process. But, first, it would seem desirable to consider some of the social factors affecting extension organization and program. This background should make for greater understanding the mechanics of involving people in the program.

III. SOME SOCIAL FACTORS AFFECTING EXTENSION'S ORGANIZATION AND PROGRAM

The type of organization is only half the story, procedures in using it are equally important. It is an obvious fact that Extension's organization and its operation are affected by certain human or social factors. An extension rural sociologist, E. J. Niederfrank,⁶⁰ has analyzed some of the social factors affecting extension's organization. Some of them will be discussed briefly below.

⁶⁰E. J. Neiderfrank, "County Extension Organization and Related Social Factors," United States Department of Agriculture Circular No. 448 (Washington: United States Government Printing Office, March, 1948), pp. 21-27.

A. Rural people are not all alike

They differ in nationality or cultural background, in age, schooling, occupation, size of family, religion, organization, membership, patterns of neighboring and attachment to local community as well as in the types and sizes of farms they operate. As these factors often greatly affect the attitudes, habits and actions or responses of people, these differences in them need to be considered, both in the setting up of organizational plans and in the implementation of such plans.

B. People do not live alone: they associate with one another and, mostly, with their own kind

The tendency of people to mix with their own kind, as expressed in the old proverb "birds of a feather flock together" is significant for extension workers. Usually people mix with others according to certain common customs, traditions and ideals, which in turn, explains the cohesiveness of certain groups and institutions that may be found in counties or communities. So, it is necessary to recognize and consider all these factors, when selecting leaders. It may be necessary to work out a separate leadership structure in the organizational plan for each group so as to ensure that each element in the county is properly represented.

C. People necessarily go to various villages, towns or cities for commercial and social services, but this does not mean that they are equally attached to all of them

Usually closer attachments of rural people are to nearby places, perhaps where they go to church, markets and other social contact places. People live in families and communities. Only the specialized or interested will be attracted to extension activities set up on a county basis. Therefore, appropriate extension activities should be set up on a local community basis to complement the plans and operation of extension work done on the county basis.

D. Human nature desires security: not simply economic well-being, but security socially and psychologically as well

Usually farm and home practices and living habits are, to a certain extent, influenced by friends and neighbors. So, people feel secure if their beliefs, customs or superstitions are not disregarded, and any appeals must be presented or interpreted in a way that recognizes their need for security.

E. The guiding objectives, desires, and standards of people are also purely personal; they are culturally determined and family-centered

Usually people may differ in their ideas in relation to their age, occupation, nationality and religious background. The Extension service should understand these differences. The objectives and standards of people generally are strongly influenced by the family. Consequently, programs must be made on the basis of family circumstances of large groups. This indicates use of the family approach in more than just the balanced farming, or "farm and home planning,"

aspect of Extension work.

F. People like to do things for themselves

People respond if an approach is made on a self-analysis basis. Self-analysis implies looking at the facts themselves, analyzing them and making their own comparisons and decisions. They should be made to feel that they are a part of extension work—that the program is theirs, not some outsider's. Therefore, the Extension worker's relationship to the people is properly that of professional leader, teacher, stimulator, adviser, evaluator and helper.

G. People follow or learn from other people to a considerable extent, but not from just anybody

Rural people have been found to follow best some person of their own kind, or one who is acceptable to them and to whose place they are willing to go to attend a meeting or demonstration. The extension worker can reach the people much more quickly through a person who is influential than through one who does not have the confidence of the group.

It would be appropriate here to consider certain social factors relating to ways of securing the assistance and participation of key community leaders. It is through committee action that the people may be effectively involved in planning. Committee organization has several outstanding advantages. First, it permits members of the organization to take an active part on a coordinated basis in a wide range of organizational activities. Men working on different

activities have a chance to see the organizational needs in context. They have a chance to discuss their needs and problems with their neighbors and friends. The committee is an excellent source of collective advice, ideas and opinions for the administration of the program.⁶¹

Another way of involving people is through specific jobs which they like. They may be assigned specific responsibilities in their areas of interest, and given guidance in how to best carry out their assignments. To make the members' participation more effective and interesting, planning for their work and follow-up are essentials.

H. B. Trecker and A. R. Trecker have said:

Anyone who has worked with groups for a period of time soon learns that much of the work with the group is not done in the group. It is done before the group meets or after the meeting has been held.⁶²

It is apparent that to secure good participation of people, the extension staff should prepare an outline of what they expect from them. Any organization to function efficiently has to be divided into workable units and their assignments to committees should be made on the basis of interest and ability to contribute.

In the foregoing paragraphs, the importance of local participation, and how the most helpful people can be involved in the program

⁶¹"Advantages and Disadvantages of Committee Organization." Extension Research and Training Circular No. 105 (Washington: United States Department of Agriculture, April, 1956), p.1.

⁶²H. B. Trecker and A. R. Trecker, How to Work with Groups (New York: Association Press, 1958), p. 45.

planning have been discussed. If any organization is to run efficiently and effectively, the roles of those to be involved need to be defined clearly and understood. Therefore, it would be desirable to review the various program planning responsibilities as they relate to getting the job done at the county level. The degree to which extension work will be successful depends very largely upon the working relationships within the organization and other agencies. This relationship can be built up very well if each realizes his proper and expected responsibilities.

A well defined statement of responsibilities would serve as a guide in developing a sound program plan. Concerning similar responsibilities of various functions discussed in this chapter, the participants of a 1948 home demonstration leaders workshop held at Purdue University developed a table. Since it is rather comprehensive and pertinent, it has been adapted and reproduced here by way of summary. Table II shows the responsibilities of various functionaries involved in extension program planning.



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TABLE II
RESPONSIBILITIES OF STAFF MEMBERS IN PROGRAM PLANNING *

Responsibility Stated	I ^a	II ^b	III ^c	IV ^d	V ^e
1. Define and interpret Extension policies and legal limitations	XX ^f	X ^g			
2. Take necessary steps required for expanding the programs	XX	X			
3. Develop program planning philosophy	XX	XX	X	X	
4. Help initiate program planning procedures	XX	XX			
5. Assist in developing and establishing organization techniques that provide opportunities for people to take part at neighborhood county and state level		XX	X	X	
6. Assist staff in determining type of background information needed for program planning		XX	X		
7. Direct and assist with agent training program procedures		XX	X		
8. Participate in and/or observe program planning meetings		X	X	XX	X
9. Study and analyze programs		XX	X	XX	X
10. Assist in correlating county programs with state and federal programs		X	XX		
11. Help staff members to assume their roles in program planning and to organize work to facilitate program planning	XX	XX	X		
12. Help evaluate effectiveness of county and state program planning procedures		XX	X	X	

TABLE II (Continued)

Responsibility Stated	I	II	III	IV	V
13. Help make program planning a continuous educational process		XX	X	X	
14. Give leadership by providing background information and trends on current, state, national, and international development in subject-matter field		X	XX	X	
15. Help staff members see relation of each subject-matter field, to family living and improved agriculture	X	X			
16. Awaken interest and widen vision of people to opportunities for better family living and improved agriculture		XX	XX	X	
17. Assist in preparation of devices and techniques to discover interests, needs and problems		X	XX	X	
18. Discover basic problems of people		X	X	XX	X
19. Develop county plans of work			X	XX	X
20. Analyze country program to arrive at state plan of work		X	XX	XX	
21. Evaluate program planning procedures		XX	X	X	X
22. Provide opportunity for all socio-economic groups and geographic areas for representation in program planning		X	X	XX	X
23. Determine extent and intensity of interest in problems before including in program				XX	X

from

TABLE II (Continued)

Responsibility Stated	I	II	III	IV	V
24. Help interpret program to local groups				XX	X
25. Participate in planning and carrying out program				XX	X

*Adapted from Report of Home Demonstration Leaders' Workshop.
Lafayette, Indiana: Purdue University, 1948, p. 176.

- a. I - Director
- b. II - Supervisors and state leaders
- c. III - Specialists
- d. IV - County Extension Agents
- e. V - Local people
- f. X - Major responsibility
- g. XX - Minor responsibility



CHAPTER V

PROCEDURES AND TECHNIQUES IN PLANNING

It is common knowledge that any type of work may be performed more efficiently and effectively through use of proven methods and procedures. The lawyer uses special methods in presenting his case before the bar; the salesman has methods for selling his wares; the preacher has methods he follows in his preaching, and so on. Some methods are better than others for accomplishing a given purpose. One salesman may leave many prospective customers cold and unwilling to buy, while another accomplishes many sales because of his superior methods of salesmanship. It is generally agreed that the Extension worker also is primarily engaged in the "selling" of ideas. Meredith C. Wilson and Gladys Gallup affirmed this when they said that:

. . . many of the techniques employed by good salesmen in selling physical goods and services have direct application in Extension. But the one is a commercial transaction conducted for private profit, and the other is an educational process conducted by a public agency to bring about changes in attitude, skill or knowledge of the individual.¹

In the case of extension education, the procedure and methods refer to techniques to be used by the extension staff in teaching new knowledge and skills to individuals. In this case, learners' learning is the central point, whereas, in commercial selling, profit of the

¹Meredith C. Wilson and Gladys Gallup, Extension Teaching Methods, Extension Service Circular 495, United States Department of Agriculture (Washington, D. C., 1925), p.2.

seller is the main concern. Learners' participation in extension education is voluntary. So the effectiveness of the extension worker as a salesman will depend on his ability to stimulate the learner to take an active part in the learning. So, the extension "salesman" has to search for methods that motivate learners to as to facilitate and bring about most effective learning. Dewey has said:

Method has its province, a consideration of the ways in which subject matter may be best presented to and impressed upon the mind; or a consideration of the ways in which the mind may be externally brought to bear upon the matter so as to facilitate its acquisition and possession.²

This indicates that the methods employed in teaching should be those that influence the learner to search or aspire to acquire new knowledge, skill and attitudes and to put them into practice in improving his way of life and work. Further, Dewey expressed the concept of method as follows:

Method means the arrangement of subject matter which makes it most effective in use; or again it is the effective direction of subject matter to desired results.³

Dewey, illustrating this point, with an example of ^{the} piano playing, pointed out that ^{the} piano playing is not merely a matter of random hitting of the keys, but rather it is an orderly way of using them. This orderly way of using the piano does not exist ready made. This

²John Dewey, Democracy and Education (New York: Macmillan Company, 1916), p. 193

³Ibid., p. 194

orderly way of using the keys develops because of the methods employed by the player in directing his hands and brain to use the piano and its individual keys for the desired end.

It is clear from the foregoing that procedures or methods may be viewed as keys which are used to achieve success in any activity. If this is true, then, the primary task of extension is to develop those procedures that will provide opportunities for maximum development of people making use of available resources. It should be remembered here that procedures that are to be developed should motivate people for action. Concerning this view, L. Thomas Hopkins has said:

If the method of teaching is to be effective, it must be of the type which develops the greatest amount of inner drive or purposing, inasmuch as this produces a real interest in playing the game, which in turn causes the learner to put forth stronger efforts to manipulate the materials so as to win.⁴

It is apparent from the above that the procedures employed as extrinsic means (Motivation) should stimulate interest and desire for action to achieve the objectives. Therefore, there is a need to consider the procedures which would help to achieve the objectives of extension education. As pointed out earlier, the fundamental objective of extension is development of people to the end that they may be better able to solve their problems. It is to promote self-reliant and self-confident citizens. So the primary aim of the extension education planning process in other words may be stated as teaching people to

⁴L. Thomas Hopkins, Curriculum Principles and Practice (New York: Benjamin H. Sanborn and Co., 1929), p. 181.

make wise decisions. Decision-making is a mental process. With a view to teaching decision-making periodic analysis of factors and conditions which affect the welfare of county people needs to be included in program planning. Most problems of farm and home are inter-related with identifiable economic, social and political factors. Such problems can be tackled on both long-time and short-term bases. Review of the history of educational planning has shown the importance of this fact to the development of a successful extension education program.

Stressing the importance of long-time aspect of planning, M. C. Murrith has said:

Any plans formulated with the specific object of stimulating interest in the improvement of conditions on the farms and in homes where such improvement is needed must of necessity be made to extend over a period of years. Minor phases only are completed from year to year.⁵

It is clear from the above statement that educational programs which have bearing on socio-economic aspects demand long-time planning. They are so interrelated that they must be approached by means of a well-planned scientific approach. This involves detailed situational survey, problem recognition, statement of objectives and consideration of alternative ways of progressing toward objectives. It would obviously be not feasible to do such detailed analysis every year. Therefore, long-time (usually 5-10 years) program planning is considered necessary. When once long-range program planning is done, progress

⁵M. C. Murrith, Cornell University Extension Bulletin (Ithaca, New York: University of Cornell, April, 1923), p. 41.

achieved year by year may be evaluated and necessary changes can be effected in the year by year program planning during the period covered by the long-range plan. There is no one best way in which program planning may be effectively accomplished. There are, however, certain basic principles which must govern the procedure. The successful program must bring together the thinking of the people for whom the program is intended and that of those educators responsible for the progress. This principle calls for the participation of a large number of people in program planning through use of the democratic process.

County extension program planning procedures may be classified into the following two main categories:

1. Long-range planning (program projection)
2. Annual planning (annual extension planning).

In this study, emphasis will be placed on the planning procedures for long-range county program aspects of planning.

The methods of county program determination vary considerably from county to county throughout the United States. Even though methods vary in form and content, the basic principles and guideposts are approximately the same. V. W. Darter, who made a study of program planning in five southeastern states (Alabama, Georgia, South Carolina, Tennessee and Virginia), found that:

There is no definite or set pattern to be followed in the development of a good extension program. The methods, procedures and devices used by states or counties will vary, however, the outcomes or the end results may be the same. In other words, there is

more than one way to achieve a successfully planned program.⁶

One of the most important features of extension program planning in the United States has been in its effort to develop county programs based on the needs of people. Most states have made efforts to involve as many state and county staff members as possible in study and work related to keeping planning and reporting procedure and results up-to-date.⁷

The Extension Committee on Organization and Policy (ECOP) has a continuing sub-committee which is developing further steps in this regard. In 1955, an advanced concept of program planning, known as program projection, was launched.⁸ Program projection was devised in an effort to keep programs modern, adjusted and redirected as necessary to meet the current needs of a rapidly changing agricultural industry and rural society. Program projection as an approach to long-range program planning is an integral part of the overall extension education process. In many states, particularly in the South, various other terms are used synonymously with "the extension educational

⁶V. W. Darter, "Program Planning Procedures Used in Alabama, Georgia, South Carolina, and Virginia" (Mimeographed notes), 1958, p. 1.

⁷C. B. Ratchford, "Relation of Program Projection to Rural Development and the Scope Report," Report of the 1960 Southern Regional Workshop on Program Projection (Gatlinburg, Tennessee), pp. 29-30.

⁸Gerald H. Huffman, "Retrospect and Prospect," Report of the 1960 Southern Regional Workshop on Program Projection (Gatlinburg, Tennessee), p. 73.

process," such as 1) "program building," 2) "program development," 3) "program planning, execution and evaluation," and 4) "county program development cycle." In Tennessee, the last term, "county program development cycle," is used.⁹ It seems appropriate to reproduce here the figure explaining the concept of the county extension program development cycle.

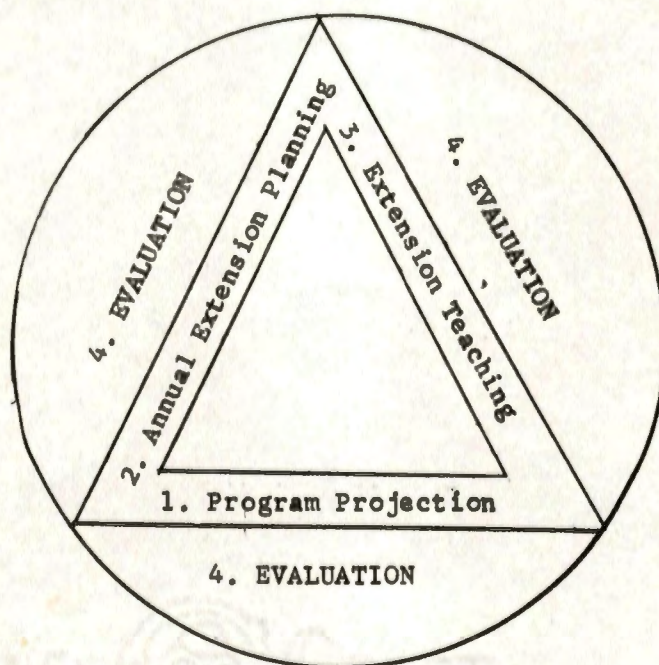


Figure 1. The county extension program development cycle.¹⁰

It is clear from Figure 1 above that the county extension program development cycle consists of the following four interrelated parts:

⁹L. H. Dickson, "Program Projection and the Extension Educational Process." Report of the 1960 Southern Regional Workshop on Program Projection (Gatlinburg, Tennessee), p. 28.

¹⁰Ibid.

1) program projection; 2) annual extension planning; 3) extension teaching, and 4) extension evaluation. In this study, only program projection, or the long-range program planning stage of the cycle, will be discussed.

I. THE CONCEPT OF PROGRAM PROJECTION

This advanced concept of long-range program planning differs from the traditional long-range extension planning of former years, not only in its involvement of a larger, more representative group of county people, but it takes advantage of the scientific approach to planning, including the steps of collecting facts, analyzing them, identifying problems, stating objectives and considering alternatives. Dickson defined program projection as "the process of long-range (5 year) county program planning involving representative county people and extension staff members."¹¹

The two major objectives of program projection are:

- a) Helping rural people better to appraise and understand adjustments which they should make or strive for, in light of rapid evolution taking place in agriculture, in order to improve their standards of farming and living
- b) Helping extension, working with rural people, to reorient and redirect its educational programs and services and make efforts which are as realistic and productive as possible in the light of what farm people want.¹²

¹¹Ibid., p. 28.

¹²Editor, Extension Service Review, United States Department of Agriculture (Washington, D. C.: January, 1956), p.6.

From the foregoing it is clear that program projection is an effort to intensify and improve long-range planning process as used by extension workers in former years. It involves broader participation of people in the planning, and the analyses conducted are of broader scope than in most previous extension approaches to planning. Program projection may be viewed as a method of blending scientific knowledge (from research stations) and experiences (of local people) in order to make greater progress possible in the fields of agriculture and home economic and related areas.

Program projection has been recognized as an effective extension planning method since its first uses in 1955. It has also been recognized as a difficult method to use compared to many earlier methods employed for planning the dissemination of research-verified information on improved agricultural and family living practices. Program projection helps extension workers overcome some inadequacies of former program planning efforts, as indicated by the characteristics set forth below.

1. It encompasses consideration of the major problems, needs and potentials as viewed by a widely representative group.
2. It is based on the belief that intelligent decisions to meet the needs and interests of people are made if the decisions are made by the people based on their analysis of the situation.
3. It recognizes that participation in problem analysis provides much of the motivating force to carry out recommended programs.
4. It is a continuous educational process.

5. It involves a thorough study and understanding of many facts.

6. It provides an opportunity for the people to discover other agencies and organizations whose services can help them to solve their problems.

7. It provides a more definite and scientific basis for determining program adjustment and resources needed to carry out program recommendations.

8. It provides a basis for determining priorities and set objectives against which program and change can be measured.¹³

Having set forth the principles and the general method of program projection, there is a need to develop a step-by-step procedure to be followed in order to develop a sound program.

II. PROGRAM PROJECTION PROCEDURES

A. Step No. 1: Prior to first staff meeting

Extension workers at the state and county levels must agree upon certain procedures. They should agree on:

1. A general philosophy regarding the extension program building process
2. A general policy reflecting such items as the significance to be attached to program planning, time to be devoted to planning and assistance to be provided
3. A general procedure to be used which is arrived

¹³L. H. Dickson and R. S. Dotson, "Program Projection," Mimeographed class notes for Agricultural Extension Course in 521 and 522.

at democratically.¹⁴

So, the first step in program planning (projection) is to integrate the thinking of the professional staff. This step may be accomplished effectively by staff conferences. Concerning this, participants at the Central States Agricultural Extension Program Planning Workshop suggested that a district conference be held each year to discuss the philosophy and procedure of program planning.¹⁵ They should develop a clear understanding of principles of program planning outlined in Chapter Three of this study.

L. H. Dickson and R. S. Dotson have suggested that individual county staff members should:

. . . review progress made toward previously stated program and teaching objectives in the area of county extension program emphasis in which each has primary responsibility using previous program statements, plans of work, annual reports, and other appropriate materials.¹⁶

If individual county staff members review such progress made, it would assist them to objectively reallocate their time to the most pressing individual worker and staff objectives.

¹⁴Adopted from procedure suggested by J. Paul Leagans, Cornell University in mimeographed materials for Rural Education 224, 1957, p. 1.

¹⁵Report of Central States Agricultural Extension Program Planning Workshop (Minneapolis, Minn.: University of Minnesota, April, 1949), p. 73

¹⁶L. H. Dickson and R. S. Dotson, "Suggested procedure to be followed in developing a program statement" (Knoxville: University of Tennessee, Extension Training and Studies, June 1961), PD-106, pp. 1-3.

B. Step No. 2: First staff meeting

The county personnel should reach clear understanding of the purpose of program planning. They should agree on their responsibility with respect to program projection. The nature of responsibilities has already been discussed in Chapter Four. It is also necessary to clearly outline what is to be done by each staff member. Review should be made of material prepared or to be prepared by each staff member in preparation for meeting with the county Agricultural Extension (advisory) Committee.

C. Step No. 3: Identify local lay-leaders and obtain their support

The importance of local people in program planning has been seen in the previous chapters. Gaining the real participation of local people is recognized as being one of the most essential and difficult jobs in long-range program planning. It is important as an educational process, in and of itself, as a means of stimulating interest, and as a method for obtaining needed information and identifying problems. It is impossible for the county staff to meet all the people of the county and to obtain each of their opinions. However, samples of the people's opinions can be obtained through selected representatives of the people. In selecting people for the planning committee (County Extension Program Development Committee in Tennessee), consideration should be given to the following:

1. Geographic areas - communities and neighborhoods
2. Special interest groups - organizations, etc.

3. Commodity groups
4. Economic and social status groups
5. Men, women, boys and girls
6. Farm and non-farm
7. Sources of income and their relative importance in the county.

Concerning formation of committees G. L. Vandenberg has suggested that:

Planning council members need to have imagination, vision, and perspectives beyond community and county boundaries; agents need to play a prominent role in establishing and maintaining effective council membership.¹⁷

It is clear from the above that, in order to form a more effective planning committee, it is necessary to see that members who can represent the views of the people are chosen. Such members should have initiative, foresight, awareness of problems of their communities and be capable of making decisions on behalf of their communities.

It is to be remembered here that the method agricultural extension should use is essentially a problem-solving approach. The county level planning committee alone may not be enough; community level committees in which community leaders are to be brought together in small informal groups to discuss county-wide community problems and devise methods for their solution may be necessary. The goals and recommendations adopted by the community improvement club should be considered

¹⁷Gale L. Vandenberg, "Getting the Most from Planning Councils," Extension Service Review, Vol. 32 (February 1961), p. 29.

in the formulation of a county-wide program.

The members of the county extension staff should make informal visits with key leaders and business men closely connected with and interested in rural problems, ascertain what people want and need, and what they think is important in terms of their values, problems as they see them and possible solutions. Effort should be made to try to find out how they look upon their situation. Agreement should be sought concerning needs they feel are most important. They should be made to feel that coming together to study their problems and to build a community and county rural program are important responsibilities. A questionnaire may be used to ascertain certain needs and interests of the county people. It is the county staff's responsibility to collect necessary, basic, statistical information, of course, with the help of appropriate local agencies and interest groups.

D. Step No. 4: Meeting with the County Agricultural Extension Committee

The purpose of program planning should be explained to the committee members. During this time, it is necessary to give them an overview of the county situation and trends based on statistical analysis and trends. It is at this point that guides to program planning provided by the state level extension workers should be utilized. It is important that efforts should be made to increase and hold the interest of the committee members throughout the meeting. R. J. Ramsey has said that, "like any other well-executed venture, they require

careful preparation and skillful conducting."¹⁸ Each meeting should have a definite purpose and a planned program. L. M. Busche in a study of some factors which influence attendance at agricultural extension meetings has concluded that "attendance at meetings was directly in proportion to the effort put forth in planning for them."¹⁹ The more each person contributes, the more important the meeting becomes to him. It is necessary not only to plan the details for the first meeting, but also to offer opportunity for committee members to work out the detailed plans for later meetings.

Even though meetings are held at regular times, it is helpful to notify members before each meeting. Giving a copy of the nature and order of the proceedings of the meeting builds up their confidence.

C. C. Hearne in his study of factors which affect the influence of the meeting as a means of extension teaching has pointed out the following:

1. A letter as compared to news announcements was more effective in announcing a meeting
2. An increase in the number of issues of letters used to advertise a meeting increased the number of interested people present
3. Over half of the people present at any of the

¹⁸R. J. Ramsey, Successful Meetings for Farm People, Extension Division Circular 457 (Lexington: University of Kentucky, 1949), p. 3.

¹⁹L. H. Busche, "Some Factors Which Influence Attendance at Agricultural Extension Meetings." Cited in Findings from Research on Meetings, United States Department of Agriculture, Extension Service Circular No. 507 (April 1956), p. 20.

meetings stated that their only reason for attending was interest in the subject

4. In announcing meetings the subject to be given prominence should be clearly set forth.²⁰

Preparing the agenda is also important for a successful meeting.

H. B. Trecker and A. R. Trecker have said that "the more thought that goes into the making up of the agenda the better the meeting will be."²¹ An agenda will facilitate logical sequence of items to be discussed in the meeting. Further, if the people have the agenda before them, it helps them to know ahead of time what is to be discussed.

In selecting the place of meeting, consideration should be given to the floor space, chairs, tables and other equipment required for the activity of that particular meeting.

The success of a discussion has been found to be largely dependent upon the skill of the discussion leader and the preparations made by the members. In order to make the meeting successful the following points should be considered:

1. Selection of subject
2. Preparation of the group
3. Arrangements for the meeting

²⁰C. C. Hearne, "Factors which affect the influence of the meeting as a means of Extension" (Master's thesis, University of Wisconsin, Madison, 1932), cited in Findings from Research on Meetings, United States Department of Agriculture, Extension Service Circular No. 507, 1956, p. 8.

²¹H. B. Trecker and A. R. Trecker, How to Work with Groups (New York: Association Press, 1952), p. 48.

4. Effective conduct of the meeting

5. Follow up procedure.²²

Further suggestions from this source are enclosed in Appendix C.

To keep the members' active interest before, during and after the meeting, it is convenient to follow the following procedure: 1) a welcome for those who arrive early; 2) an activity to keep the group together up to the time of starting the meeting; 3) a "seventh inning stretch" or intermission during the meeting; 4) refreshments, and 5) an after-meeting session for socialization desired by members.

The following conditions should be met by the committee before the actual planning work is begun:

1. The committee must work out for themselves the need for the program, and the scope it should include
2. The committee must work out with the county staff the procedures to be followed in the county
3. The committee must understand the responsibilities of the extension service
4. The members must understand their own responsibilities
5. The committee must recognize limitations under which the county staff is operating.²³

The important thing here, naturally, is to inform the Agricultural

²²The United States Armed Forces Institute prepared a "Guide for Discussion Leaders," EMI, following a roundtable which was very helpful in stimulating discussion during World War II, cited in Successful Meetings for Farm People, by Ralph J. Ramsey. Agriculture Extension Circular 457 (Lexington: University of Kentucky, 1949), p. 10.

²³Report of Central States Agricultural Extension Program Planning Workshop, op. cit., p. 75.

Extension Committee and enlist its aid.

E. Step No. 5: County planning meeting or program development committee meeting

The county extension planning meeting is a means by which representative leaders from all communities, organizations, groups and agencies interested in farm and home improvement are brought together to consider problems and needs for county-wide interest and to formulate an extension educational program based on them. Factors which are considered essential to the efficient conduct of a meeting under Step No. 4 should also be taken into account in conducting the program development committee meeting.

Concerning the step-by-step procedure to be followed in conducting program development committee meeting, L. H. Dickson and R. S. Dotson have suggested the following to be done at the first program development committee meeting.

1. Have agricultural extension committee chairman, or representative, serve as temporary chairman
2. Extension staff presents the program projection concept, its purpose, advantages and the role of the county extension program development committee
3. Extension staff presents an over-view of the county situation pointing out trends and problems
4. Select (elect or appoint) chairman for the program development committee and the various program area study committees
5. Break up into study committees and organize to do the work
6. Get Study committees to appoint (volunteer) recorders

7. Provide study committees with materials they can use in long-range planning of their program area (a packet to each member)
8. Have study committees plan for regular weekly or bi-weekly meetings until job is done
9. County staff members serve as coordinators, resource people and recorders as needed
10. Adjourn until a definite time as far as the general committee is concerned.²⁴

After formation of program area study committees, these committees should be assisted to do the following:

1. Analyze and evaluate current situations and conditions
2. Identify problems faced in next five years in the program
3. Set goals and objectives
4. Consider all possible alternative ways of working toward objectives and make recommendations.²⁵

The county staff should contact the committee members individually, as well as in committee meetings. They should present to the committee background facts and interpretations including an inventory of county resources, physical, social and economic. They should involve the group in simple problem-solving experience as an orientation exercise. They should encourage and carry on continuous communication between meetings with the group members. They should lead the group to locate and tackle their major problems.

²⁴L. H. Dickson and R. S. Dotson, "The County Extension Program Statement," (Knoxville, University of Tennessee, Tennessee Extension Training and Studies, June 1961), PD 101, p.2.

²⁵Ibid.

The recorder should supply a copy of meeting proceedings to the extension staff. The extension staff should take responsibility for polishing up and duplicating reports supplied by each study committee. They also should be responsible for providing additional information and assistance needed.

After circulating the reports of each study committee to all members of the study committee and overall county program planning committee, a meeting of the latter committee should be called. It is the responsibility of the county staff to arrange for this meeting in consultation with the chairman. It would be advantageous if the meeting dates were tentatively fixed at the first meeting. However, meeting date, time, place, along with the agenda, should be given to all the members well in advance.

F. Step No. 6: Final preparation of a program statement
written (long-range county extension program plan)

The program development committee, or its executive committee, should receive, discuss and adopt, modify or reject study committee reports. The extension personnel should provide a suggested form for writing the educational program.

Regarding outline of program statement, L. H. Dickson and R. S. Dotson have developed a model form. As suggested by them, the program statement should include the following items:

1. The purpose of the program statement
2. Names of the program development committee members (by Study Committee)

3. Procedure used for formulation of the program statement: (include, either in brief outline or narrative form, the steps followed beginning with the selection of the committee all the way through to final revision, duplication and distribution of the completed product)
4. Situation and Trends:
 - a) Major sources of county income in rank order
 - b) Major sources of agricultural income in rank order
 - c) Major sources of income related to agriculture
 - d) Resources, services and facilities available in the county
 - e) Characteristics of people of the county (educational levels, occupations and other information)
5. Areas of County Extension program emphasis:
 - a) Brief situational statement concerning the program area (include only specific, relevant facts and trends)
 - b) Major problems in rank order of importance (be selective)
 - (1) Program objectives (for each major problem, write one or more relatively specific program objectives)
6. Program objectives in rank order of importance and recommendations for working toward each one.²⁶

Plan for annual meeting of study committees, or the executive committee, for study and revision of the program statement, should be worked out in the program statement. When once the program development committee agrees on the problems and priority objectives, it is for the county staff, to duplicate and distribute program statements to all committee members, specialists, supervisors and administrators,

²⁶L. H. Dickson and R. S. Dotson, The Tennessee County Extension Program Development Handbook (Knoxville: University of Tennessee, 1961), PD 112, pp. 1-10.

and to publicize it widely in its entirety or in appropriate parts. This program statement should serve as the basis for the annual plan of work.

The participants of the 1960 Southern regional workshop of program specialists suggested that the program statement should be publicized through press, radio, meetings and television, so that all the people might know what the county extension program is and why, and what is really attempted. Further, workshop participants suggested "systematic review and revision at definite intervals by extension personnel and the lay committee and . . . periodic evaluation and re-direction keeping ideas in action."²⁷

The procedure outlined in this chapter for formulating the program statement may be succinctly summarized as follows:

1. Extension personnel and county leaders should agree on philosophy and procedure of program planning
2. Extension staff should take the responsibility of assembling information regarding essential statistical information and economic trends relative to agriculture and home economics
3. In collecting and analyzing the information, leaders and people should be involved to the maximum extent possible, commencing from the community level upward. Several methods seem to be necessary in doing this work

²⁷ Report of 1960 Southern Regional Workshop on Program Projection, op. cit., p. 18.

4. Involvement of people through democratic procedure throughout the planning process should be considered essential

5. Extension staff members should assume leadership for getting the program statement written, revised, approved, duplicated and properly distributed with the assistance of appropriate members of the county extension program development committee.

It is hoped that use of these suggested steps will help extension workers conduct more effective program planning at the county level.

CHAPTER VI

APPLICATION OF PRINCIPLES AND PROCEDURES OF EXTENSION PROGRAM PLANNING TO COMMUNITY DEVELOPMENT PROGRAM PLANNING IN INDIA

In the previous chapters, principles and procedures of program planning applicable to the county level in the United States of America have been discussed. The community development program which has been in operation in India since 1952 has also encompassed certain extension planning principles in its community approach. The approaches have many common features with only a few major dissimilarities.

The fundamental objectives for the two approaches seem to be almost identical. This chapter will be devoted to a study of the procedure for program planning at village and block levels, keeping in view the principles and procedures discussed in earlier chapters.

Before outlining a suggested program planning procedure to be followed for community development, it seems appropriate to give a brief account of the organization of community development work, together with the planning principles commonly accepted in India.

I. THE COMMUNITY DEVELOPMENT APPROACH TO EXTENSION WORK IN INDIA

The so-called Rural Community Development Programme is one of the important approaches used by extension workers, under the first

three successive five-year plans of India. In an effort to improve socio-economic conditions of rural India, the basic concept of community development, as enunciated by the Planning commission, has been stated as follows:

Community development is the method and rural extension the agency through which the five-year plan seeks to initiate a process of transformation of the social and economic life of the villages.¹

In order to formulate a program to give effect to this concept, three distinguishable aspects should be recognized:

1. Introduction of the National Extension Service as the permanent agency in the rural areas, with the block as the unit for planning and development.

2. Promotion of community development as the method for:

a) Achieving unity of thinking and action between all development agencies of government, and between the official agency, the people's agency and the people:

b) Transformation in the social and economic outlook of the people, chiefly through village organizations, e.g., panchayats, cooperatives, youth clubs, and Mahila Mandalis; and

c) Intensive area development based on multi-purpose approach

3. Development of a program that consolidates and reinforces the

¹v. T. Krishnamachari, Community Development in India (New Delhi: The Publication Division Ministry of Information and Broadcasting, Government of India, 1958), Appendix, pp. 152-153.

"agency" and the "method," and seeks to promote all aspects of rural life such as will become the normal pattern of the welfare state in action.²

It is clear from the above that community development in India is designed to change the attitudes, knowledge and practices that are obstacles to social and economic improvement. Primarily, it is an educational approach designed cooperatively with groups and organizations. Its value is based on the fact that people acting together are better able to pursue the interests which they have in common.

It is organizational not only because people acting together are better able to pursue the interests which they have in common, but also because it requires the reorientation of existing institutions or the creation of new types of institutions to make self-help fully effective and to provide the necessary channels for governmental services.³

Since community development is both an educational and organizational process, it appears to be quite unique. The specific objective of community development, as defined by Ensminger, is stated below:

The objective of the community development and National Extension Service programmes is to assist each village in planning and carrying out an integrated, multiphased family and village plan directed toward increasing agriculture production; improving existing village crafts and industries and organizing new ones; providing minimum essential health services

²Ibid., p. 152

³Report of the team for the study of Community projects and National Extension Service (New Delhi: Committee on Plan Projects, November, 1957), p. 2.

and improving health practices; providing required educational facilities for children and an adult education programme; providing recreational facilities and programmes; improving housing and family living conditions, and providing programmes for village women and youth.⁴

It is obvious from the foregoing that the primary function of community development agency is to educationally assist the people in planning for their own improvement through their own effort. The task of the extension agency is to awaken and motivate people for action so as to make them self-supporting and self-confident people. To continue the ongoing process of their education, there should be an effective local organization which is considered to be the best agency for effectively carrying out extension work at the local level. Carl C. Taylor, who described the Indian Community Development Programme as the most gigantically planned program of its kind in the world, has said:

. . . it will not move rapidly toward or as surely gain its objectives unless many persons from Village Level Workers to top national and state leaders learn more about local group formation, the utilization and development of local leaders, and the development of initiative and responsibility on the part of the local communities and local leaders.⁵

This emphasizes the importance of local organization to promote community action and improvement.

⁴Douglas Ensimerger, A Guide to Community Development (New Delhi: Ministry of Community Development, Government of India, 1954), p. 2.

⁵Carl C. Taylor, A Critical Analysis of India's Community Development Programme (New Delhi: Community Project Administration, 1956), p. 55.

II. A COMPARISON OF EXTENSION EDUCATION IN THE UNITED STATES WITH THAT IN INDIA

Having set forth the objectives and principles of community development, it seems necessary to mention some of the similarities and dissimilarities between extension education in the United States and that conducted in India through the community development. For convenience, discussion will be categorized under these four headings:

1. Objectives
2. Process
3. Form (organization)
4. Principles.⁶

A. Objectives

1. Dissimilarities:

Extension Education in the
United States

a) Education aimed at individual, family and group development to improve socio-economic conditions

b) Main concern is toward individual and group needs

Extension Education in India
through Community development

a) Education aimed at individual and family through community group to work collectively for socio-economic improvement

b) Main concern is toward community (village) needs

⁶Based on Joseph Di France, "Difference between Extension Education and Community Development, Comparative Extension Publication No. 5 (Ithaca, New York: New York State College of Agriculture, University of Cornell, 1958), p. 5.

c) Encourages decision-making by individuals, families, communities and county planning groups.

c) Encourages decision making by villages, groups and representatives of village groups.

2. Similarities:

Very generally stated, both the programs are designed to extend knowledge to rural people to help them learn to improve their social, cultural and economic development. Both are educational in approach and are designed to tackle problems and needs of people at the local level.

B. Process

Both are educational in processes used and encourage application of democratic principles. Both make efforts to involve people in the development of the program. The community development approach places somewhat greater emphasis on utilization of the group process.

C. Form (organization)

1. Dissimilarities:

Extension Education in the United States

a) Emphasizes an organization then plans, carries out and evaluates educational services

b) Encourages cooperation between departments and agencies for most

Extension Education in India through Community Development

a) Emphasizes a coordinated approach between all development agencies of government, people's agency and people

b) Stresses coordinated participation of departments and

areas of program emphasis and coordination for rural areas development

c) Is a branch of the United States Department of Agriculture and an extension of each land-grant college in every county

d) Is not directly involved in promotion of local units of government.

agencies in all areas of program emphasis, the gramasevak being a multipurpose worker

c) Is a branch of Indian government coordinating several departments at the national level working cooperatively with state, block and village level agencies

d) Promotes local units of government.

2. Similarities:

- a) Both emphasize cooperation
- b) Both permit great flexibility
- c) Both are governmentally sponsored and supported agencies.

D. Principles

Both extension education in the United States and India are interdisciplinary in nature. The basic concepts and principles are found to be similar. Both apply accepted educational, psychological and human relations principles in their educational approaches. In alluding to this view, J. Di Franco, who compiled a set of program development principles for comparative extension, concluded that "there is no difference of any consequence in the overall approach when both

are democratic and are basically concerned with helping people help themselves."⁷

It is generally seen, then, that differences between extension education in the United States and India are not wide. However, some minor differences, as pointed out above, are noticeable at the different stages of program development. As far as scope is concerned, extension is primarily concerned with agriculture and home economics and subjects related thereto, though it concerns itself with other areas (such as welfare, conservation of natural resources, health and resource development), for which it has not been given complete responsibility. In these program areas, the extension agency cooperates with other agencies who may be more directly responsible. On the other hand, through community development, Indian extension is responsible for teaching all elements of human welfare. In underdeveloped countries like India, where certain common welfare amenities are to be provided, extension education, through the community development approach is becoming more effective and more dynamic than it has ever been before.

III. BACKGROUND OF THE INDIAN NATIONAL

EXTENSION SERVICE

The basic idea for organizing an Indian National Extension Service as a permanent agency, with community development as its basic

⁷Ibid., p. 15.

operational approach, was to improve rural India. It was based on knowledge derived from the experiences gained from the successes and failures of several rural reconstruction efforts undertaken at the beginning of the twentieth century.⁸ It was in 1952 that the Grow More Food Enquiry Committee in India, after careful review of several rural reconstruction efforts, made the following recommendations to the National Indian Planning Commission:

1. There should be organized a national extension movement covering the entire country within a period of seven or eight years
2. A prescribed pattern of official and non official organization should be followed at all levels--state, district, sub-division and village
3. Central aid should be provided for the establishment of the service in the states.⁹

Following these recommendations Community Development was launched in 1952. Since then the extension program has been expanded gradually and has been programmed so as to cover the entirety of rural India, including 558,000 villages, before 1963.

A. The Community Development Block as a unit of extension program planning and execution

The Community Development Block is the primary unit of planning

⁸V. T. Krishnamachari, op. cit., Ch. I.

⁹Ibid., pp. 9-10.

and execution of the extension program. Generally, a block consists of an area of 150 square miles, including about 100 villages, with an average total population of about 66,000 people. In the case of the taluk where the area and population are more than the unit defined above, additional personnel and funds are provided. Each Block is headed by a block development officer who serves as captain of a team of six to eight subject-matter specialists at the block level and ten gramasevaks (comparable to county extension agents). In recent years two gramasevikas (comparable to county home agents) have been included in the block staff. The block unit of 100 villages normally has been divided into ten circles of five or six villages. Each circle is assigned to one gramasevak, the gramasevikas in the block devoting equal time in circles throughout that block. At the village level, the gramasevak is a multipurpose worker, acting as a liaison between the government agency and the people. He is considered by villagers to be a friend, philosopher and guide.

Starting in 1953, for each block there was a block development committee, normally composed of representatives of panchayats and other local organizations, members of the legislature and parliament also being members of this advisory committee. District officials of development departments also were included on the committee. The block development committee, as an advisory body, was responsible to initiate and assist in execution of the block programs. By experience the need was soon recognized for increasing the involvement and thereby getting fuller support of the local people.

B. The Indian village as a unit of extension program
planning and execution

In 1957 the team for the study of community projects and National Extension Service suggested democratic decentralization so as to make the program more effective in improving the socio-economic condition of rural India. The report stated that:

Community development can be real only when the community understands its problems, realizes its responsibilities, exercises the necessary powers through its chosen representatives and maintains a constant and intelligent vigilance on local administration. With this objective, we recommend an early establishment of statutory elective local bodies and devolution to them of the necessary resources, power and authority.¹⁰

As a consequence of the recommendation stated above, many states in India have made earnest efforts to develop local organizations to assume the proper role of advising and helping carry out plans for the amelioration of socio-economic conditions in rural India. The expression "Democratic Decentralization" has been replaced by another expression "Panchayati raj" (emphasizing the new concern for the involvement of local duly appointed committees). It is intended that panchayat raj should act as pulsating centres of construction and create activity. Not only should they act as local self-governing bodies, but also should play a vital role as people's organization for the coordinated development of all aspects of rural life within

¹⁰ Report of the Team for the Study of Community Projects and National Extension Service (New Delhi, India: Committee on plan projects, Vol. I, November 1957), p. 23.

the larger framework of national community development plans.

C. Relations of Indian planning bodies at different levels

The three-tier panchayat raj was introduced in State in 1960. The first tier is at the village level. Under this set up there will be a panchayat in all villages with a population of 1500 or more.¹¹ In case of village population less than 1500, groups of villages form a panchayat. The members for the panchayat are elected by the entire adult population of the village. At the village level this body is responsible for socio-economic development.

The second tier panchayat is at the block (taluk) level. The block level body has been termed the Taluk Board. The election for this body is through indirect election (i.e., the members of the local panchayats will elect the board members). The president of the Taluk Board will be elected from among the board members by democratic process.

The third tier, at the district level, is known as the District Development Council. The council consists of the presidents of Taluk Boards, members of parliament, and members of the state legislature. The district level officials are also included in the council. The Collector (deputy development commissioner of the district) will preside over the council. This council is essentially an advisory and coordinating authority.

¹¹"Panchayati Raj in Action," Kurukshetra, Vol. 9 (January 1961), p. 17.

IV. COMPARISON OF EXTENSION PROGRAM PLANNING BODIES IN THE UNITED STATES AND INDIA

In the previous paragraphs block organizational structure and the three-tier system of panchayat raj has been outlined in brief and discussed. It is necessary to remember here that the block as a unit is almost comparable to the county unit used for extension work in the United States. As already discussed in Chapter IV, long-range county program planning to some degree must be based on community level organization such as 4-H clubs, home demonstration clubs and organized community clubs. These community level organizations may be viewed as being comparable to the village level panchayats. However, the former organizations have no statutory authority delegated to them, while the latter organizations have legal status. At the county level in some states, legally recognized extension advisory committees are working. For example, in Tennessee there is a legally elected "Agricultural Extension Committee." It is true that there are many dissimilarities between village level organizations of India and community level organizations of the United States. But the principles of long-range program planning applicable to one are applicable to the other

V. LONG-RANGE PROGRAM PLANNING ROUTINE IN INDIA

Since long-range program planning (program projection) involves use of scientific method, or problem solving techniques, the method is applicable wherever its advantages may be sought.

Long-range program planning at the village or block level cannot be done independently, each from the other. Since all the subject-matter specialists and other science agencies are located at the block level, block guidance and help is very essential to the development of village-level long-range plans. Also village program planning, to be successful, should be consistent with state and national policies. So, functioning of the block as a coordinating unit will place it in a better position to provide guidance to the village level organization. On the other hand, the block personnel alone cannot be expected to develop a realistic long-range program plan without knowledge of the people's needs and interests at the grass-roots level (i.e., village-level). Therefore, to accomplish this, a new kind of planning and techniques should be developed permitting the merger of village and block plans. What is generally discussed as "planning from below" or "planning from above" needs to be reconciled. This suggests again the need for joint efforts at the so-called "lower level" and "upper level" of organizations and agencies. The involvement of larger numbers of people, representing all segments of the population, has been seen as a key to the success of this joint effort to develop a long-range plan which can avoid the criticism of planning from "below" or from "above." Evidence of the effectiveness of basing the county program on problems and needs discussed at county meetings has been presented in Chapter V. The aid of existing organizations may be enlisted by forming study committees or sub-committees. A 1959 Report on India's Food Crisis also supported the idea of organizing agricultural planning and food

production committees in each village.¹² Further, they also have suggested the need for such study or sub-committee at the block and district levels. These Committees should be sub-committees of panchayats, Taluk Boards and District Development Councils at village, block and district levels respectively.

Sub-committee members for the Taluk Board should be representatives from gramasevaks' circles. Formation of sub-committees at the gramasevaks' circle level may also be considered, in order to consolidate the circle-wide long-range program planning. This facilitates wise allocation of gramasevaks' time to carry out his responsibilities. The representatives of the Taluk board could also serve on district study committees.

In the earlier section of this chapter the organization at the block and village levels has been discussed. Organization and administration are not ends in themselves; they are means for identifying and accomplishing program objectives. Sound program planning involves effective step-by-step procedure.

The need for formulation of an effective procedure may be supported by the statement of the agricultural production team in their 1959 report on India's food crisis mentioned earlier. In this regard, they said: "It would appear that extension programmes in India have

¹²Report on India's Food Crisis and Steps to Meet It (New Delhi: Ministry of Food and Agriculture and Ministry of Community Development and Cooperation, Government of India, 1959), p. 111.

not given sufficient concern to the factors of human motivation."¹³

In any organization of joint concern, it is the wise use of clearly-defined, effective procedures and methods which promotes factors of human motivation. Though certain procedures are being practiced, there is a need to review and improve the program planning procedure. With this in view a suggested procedure to be followed will be presented below.

A. Step No. 1

It is necessary that all the staff should be familiar with the principles and procedures of program planning. The first step in planning is to have a staff seminar or conference to discuss the principles, philosophy and objectives of long-range program planning. It is the primary responsibility of the block development officer to arrange for effective staff conferences for this purpose. District officers and block extension officers are responsible to provide necessary information concerning their subject matter areas. The principles discussed in Chapter III should be considered, and members should develop adequate understanding of each principle. The approach taken to conducting the conference should be educational and democratic. It should be remembered that what is actually practiced during the meeting will have lasting results on the staff members and the methods they will use. Hints suggested for successful meeting in Chapter V may be

¹³Ibid., p. 109.

helpful in making the conference more interesting and useful.

It is not enough for the staff members to agree on principles and procedures. The representative lay leaders also should develop adequate understandings of the tried and true principles and successful procedures. So, it will be necessary to organize short training courses for committee members concerning principles, and procedures of program planning.

B. Step No. 2

The extension workers should continue individual contact, informal group meeting with all sections of people in the village and ascertain necessary information pertaining to the local situation and the needs and interests of the people. The block extension and block development officers should make periodical visits during this time and provide guidance and help to the gramasevak. This also would facilitate the understanding of village problems by extension officers and the block development officer. Meanwhile, other essential data needed from the state and national levels may be secured through district specialists.

C. Step No. 3

During the second staff meeting, information collected by the gramasevak may be reviewed, and problems and objectives listed. The extension officer (specialist) should guide gramasevaks in specifying alternatives. It should be a joint endeavor of all the staff to develop tentative outlines for village-level program planning.

D. Step No. 4

At the meetings of the study committee or sub-committee, the gramasevak should present an overview of the county situation. Whenever possible, the extension officer, block development officer, should participate in study committee meetings. Principles outlined for successful meetings and principles of planning should be made use of at this point. Members should be encouraged to identify major problems. The outline prepared earlier might be helpful for them. Further, problems and objectives suggested by the members should be added to the list prepared earlier.

It is necessary to remember at this point that trying to meet all needs at any one time may be beyond the planners. It may be confusing to the villagers and, certainly, unnecessary.¹⁴

While considering alternative solutions to achieve the objectives, experiences of the farmers and suggestions of the specialists should be examined carefully and joint decision arrived at cooperatively. Each study or sub-committee may have to meet several times in order to develop their section of the program statement for the village.

Step No. 5

After preparing the program statement at the village level, it should be reviewed by the panchayat. After their suggestion and

¹⁴Albert Mayer and associates, Pilot Project, India (Los Angeles, California: University of California Press, 1958), p. 150.

approval, this long-range program statement is ready for duplication. The secretary of the panchayat and gramasevak should be responsible for duplicating and distributing it. Copies should be given to all the members and adequate publicity given. Two copies should be given to the Taluk Board.

After finalizing the long-range program statement the short-range (annual) plan-of-work including the fixing of annual targets will have to be worked out. A statement showing the responsibilities for preparing long-range program planning is given here to facilitate understanding of the role of extension personnel at different levels.

It is hoped that the principles and procedures suggested, if followed, may result in development of sound agricultural extension programs at village and block levels. Systematic program planning, using program projection-type procedures, seems to be the best method of focusing the program on local conditions and village potentialities.

Suggestions for assignment of various program planning responsibilities to Indian extension workers at the various levels have been assembled in tabular form for convenience. Reference to Table III will explain the assignments suggested.

TABLE III
SUGGESTED RESPONSIBILITIES OF INDIAN EXTENSION
STAFF MEMBERS IN PROGRAM PLANNING

Responsibility	I ^a	II ^b	III ^c	IV ^d	V ^e	VI ^f
1. Define and interpret community development and extension policies and legal limitations	XX ^g	X ^h	X			
2. Develop program planning philosophy	XX	XX	XX	X		
3. Help formulate and initiate program planning procedure	XX	XX				
4. Assist panchayat and Taluk boards to form study committees representing all socio-economic groups and geographic areas	XX		X	X	XX	XX
5. Direct and assist in organizing training program for (a) Gramasevaks (b) Committees	XX	XX	X			
6. Collect facts about people	X		X	XX	X	
7. Collect facts about physical facilities—land, crops - other	X		X	XX	X	
8. Assemble background information - state district and nation	XX	XX	XX	X		
9. Study and analyze the situation		X	XX	XX	XX	XX
10. List all important problems			XX	XX	XX	XX

TABLE III (Continued)

Responsibility	I	II	III	IV	V	VI
11. Review problems and outline possible solutions	X	X	XX	XX	XX	XX
12. Summarize the needs expressed by the leaders	X	X	XX	X		
13. Review needs expressed based on the situational problems and take the following steps						
a) List problems and solutions on a basis of priority	X		XX	XX	XX	X
b) State objectives			X	XX	XX	X
c) Classify problems as						
1) capable of solution by individual within their own resources		X	X	XX	XX	X
2) requiring cooperative action			X	XX	XX	X
3) requiring legislation, research or other action of outside agencies	XX			XX	XX	X
14. Write up the program statement, including				XX	XX	
a) description of the situation and definition of problems and needs of the people						
b) a statement of program objectives				XX	XX	
15. Publicize the program				XX	X	

- a - Block development officer
b - District specialists or officers

TABLE III (Continued)

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- c - Block extension officer
 - d - Gramasevak
 - e - Local panchayat committee
 - f - Taluk Board
 - g - Major Responsibility
 - h - Minor Responsibility

CHAPTER VII

SUMMARY AND CONCLUSIONS

Program planning by educators is considered as being one of the essential steps prerequisite to performance of any educational work. The Agricultural Extension Service is an educational agency serving large audiences in many and varied areas of interest. In the earlier years, county extension problems were relatively simple. As extension educational activities increased to meet the needs and interests of the people, it became more and more difficult for a county extension staff to visit all of the farmers and home makers individually. Very soon extension workers realized the need for involving representative, local volunteer lay people in county extension program planning, so that the message of extension could reach larger numbers of people in a short time.

In the beginning, extension work was solely concerned with the improvement of agriculture; whereas today a county extension program includes many other related aspects of socio-economic significance to rural people. Problems concerning socio-economic conditions cannot be tackled in isolation. They need to be tackled by means of a coordinated approach involving all of the agencies and organizations properly concerned. Long-range county extension program planning (program projection) is a means of involving people to make joint decisions necessary to the development of sound county extension programs.

The decision-making process can best be used when the planning

principles and procedures are well-formulated so, the purposes of the present study were: 1) to identify the generally accepted principles of planning that are useful in planning the county agricultural extension program; 2) to specify the responsibilities of different categories of people concerned in long-range county extension program planning; 3) to develop suggested procedure for program planning, and 4) to apply findings to a selected extension situation in India

Extension's educational responsibilities in county extension program planning were found to include 1) developing the people's interest in recognition of significant problems; 2) advising with them to assure that they select the best ways and means for solving the major problems identified; and 3) stimulating themselves to take appropriate action in accordance with the decisions they themselves have reached.

Review of the history of long-range county extension program planning revealed that, in the beginning of extension work, the program of the county agent was largely predetermined. During later years, attempts were made to involve people's representatives in program planning. It was during 1955-1956 that improved, scientific method of program planning, namely program projection, came into being. Program projection is concerned as a process for county program decision-making. Generally accepted steps involved in such long-range program planning were found to include the following: 1) consider available resources; 2) analyze the present situation; 3) identify major problems; 4) determine priorities, goals and objectives; 5) consider and compare promising

alternative ways of reaching objectives; 6) choose and apply the optimum alternatives, and 7) evaluate and periodically revise the program statement as needed so it will serve as a guide to educational work directed toward stated program objectives. Program planning is a process that should be done periodically. Effective extension program planning should encourage creative and critical thinking and decision-making. In other words the method is commonly referred to as the problem solving approach. To be effective the extension educational planning process should place adequate emphasis on people's abilities to think and make wise decisions rather than on their ability to achieve progress on a specific project which may or may not be a high priority one. Program planning's fundamental purpose, then, is to teach persons how to think and not what to think.

If this purpose is achieved, the principles and procedures used may be said to have been reasonably effective. A program statement so derived should guide the county extension staff and others who are concerned in the planning, execution and evaluation of the extension educational program.

With a view to identifying the generally accepted principles, statements concerning useful principles of program planning made by eight prominent educational philosophers and theorists were reviewed. Principles which were cited in the writings of the eight sources were classified and selected. The following list of thirteen extension program principles was developed:

1. Program planning should be based on conditions that exist

2. Program planning should be based on people's interests and needs
3. Program planning should be viewed as an educational process
4. Establishing definite objectives is an essential part of the planning process
5. Program planning is a continuous process
6. Effective program planning procedure is consistent with that used in a representative democracy
7. Effective program planning should include local participation
8. Program planning should enlist the aid of local agencies
9. The county extension program should be planned by the local people and the county staff
10. To be most effective, a county extension program must be based on adequate written long- and short-term plans
11. Program planning should be flexible to permit adjustment to changing conditions
12. Effective program planning develops local volunteer lay leadership
13. Well-formulated program planning will include and involve definite procedure for evaluation.

Theorists were in agreement that due recognition and proper use of these principles should assure the development of superior county extension program statements and programs.

Organizational structure was found to be viewed as an important

key to effective program planning at county, district and state levels. County level organization for planning is not the only one that contributes to effective county program planning.

Organizations at the community level and state level are also considered helpful and necessary. Community level organizations are considered by many to provide the best opportunity for adequate representation of the people so as to identify and cope with their needs and interests. Community organizations have been found to have great influence on the people of each local community. In view of this many counties have attempted to utilize their services by involving them in program planning at the county level. The three most important organizations found to exist at the community level were: 1) home demonstration clubs; 2) 4-H clubs, and 3) community organizations. Organization at the county level was found to vary widely from county to county throughout the United States. Two types of legal bodies were found to be frequently included in program work at the county level, namely:

1. The legal county extension organization which is responsible for finance and execution of the program and to which all matters must be submitted

2. The advisory, planning and operational committees, which develop programs (including planning, executing and evaluating), make recommendations and follow them throughout each year.

In addition to legally appointed bodies such as those mentioned above, there are other county-wide advisory groups commonly referred to as project committees, program development committees or by other

names.

At the state level, two types of organizational structure seem to be most common: 1) a committee of farmers representing different types of farming people; 2) a committee of extension administrators.

State organizations are concerned mainly with coordination of different agencies at their various levels, and provisions for writing a guide to program planning to be used by extension workers at the county level.

An organization is a living entity made up of people.

It has been found that, if local volunteer lay leaders have proper understanding of their role, better county working relationships and more effective extension planning will result.

The director of each extension service at the state level, or an administrator, helps in formulating policies and programs to be used in fulfilling the general aims and policies of the cooperative extension service.

Supervisors help: 1) in guiding county groups, concerning procedures to be used in program projection and in assuring proper coordination with other agencies; 2) in analyzing county programs in terms of the relative significance of problems identified, and 3) in assisting in the working out of clear and comprehensive sets of objectives.

Specialists provide educational leadership in given subject matter fields. They aid each county staff and the district supervisors in: 1) analyzing and interpreting the factual information in their fields; 2) identifying problems, and 3) arriving at specific recommenda-

tions for reaching objectives. The first obligation is to train the field staff and to provide assistance and material for them as required.

The county extension worker is primarily responsible for all of the activities of the county. His role in program planning is that of organizer and teacher. He has to coordinate the several agencies in the county in promoting an agricultural extension program based on the needs of the county people. He assumes leadership for initiating county program projection. He is a teacher and adviser since he himself should educate the program planning groups in the philosophy of program planning principles and procedures of program development. He is the central person responsible for program planning at the county extension level.

The leaders to be involved in the long-range county extension program planning (and development) process should represent all kinds of organized groups, including people from the ranks of existing leaders of political and factional groups, representatives of public and private agencies, members of county governing boards, community leaders and representatives of various population groups. The leaders to be selected should have abilities to supply needed information, make necessary interpretations and clarify facts. They should be informed that they have contributions to make and that their planning efforts will be meaningful, worthwhile and rewarding. The role of local volunteer lay people in program projection should be made clear to them ahead of time. They may be assigned specific responsibilities in their

specific areas of interest.

The degree to which extension planning will be successful will depend very largely upon the working relationships within the organizations discussed above at the various levels of extension work.

Long-range extension program planning has proven to be successful wherever its principles have been properly recognized and applied.

The procedures to be used for successful program planning are seen to be as important as the planning principles themselves. Procedures used should be properly oriented so as to take into account the recognized planning principles, if effective program planning is to be expected to result. It was found that there was no one set pattern followed in extension program planning in the United States. Though different methods were developed or adopted for use to meet local conditions, certain well-established steps have been found to be the most effective in long-range extension program planning at the county level.

The following step-by-step procedures were developed to include steps generally recommended by extension educational philosophers and theorists.

1. Step No. 1: Extension workers at the state and county levels must agree upon:
 - a) a general philosophy regarding extension program development, including planning, execution and evaluation
 - b) a general policy and procedure to be followed.
2. Step No. 2: They should agree on their proper responsibilities with respect to program projection..

3. Step No. 3: They should enlist the aid of the Agricultural Extension Committee (Advisory Committee) and use members where practicable as the nucleus for formation of a program development committee.
4. Step No. 4: Extension workers should be acquainted with the people individually and in groups, and collect facts about the people, the local situation and important trends. Pertinent state and national information should also be assembled.
5. Step No. 5: They should identify local leaders, explain program projection to them and obtain their support.
6. Step No. 6: They should plan, call and conduct the first meeting of the program development committee to consider the following items:
 - a) purposes, roles and responsibilities of local leaders should be made clear to them at this time
 - b) based on the information collected, they should analyze the overall situation and trends and discuss problems. They should make use of the advice of specialists in analyzing the situation
 - c) study committees should be formed depending upon people's areas of interest, and taking into account the nine areas of extension program emphasis set

forth in the so-called "Extension Scope Report."¹

d) future meeting of the study committee should be planned for definite assignments, times and places.

7. Step No. 7: See that study committee meetings are held and provide them with necessary materials and help so that major problems will be identified and priority objectives stated.
8. Step No. 8: Study committee should report the program development committee, or its executive committee (chairmen of study committees). Report should be reviewed, discussed and adopted, modified or rejected by the general committee.
9. Step No. 9: Extension workers should take the leadership in assembling and revising study committee reports into a county extension program statement.
10. Step No. 10: Program statement should be approved by the Program Development Committee (or its representatives).
11. Step No. 11: Extension staff take responsibility to revise, duplicate and distribute final copies of the program statement.
12. Step No. 12: Meetings of study committees and Extension

¹P. A. Miller (Chairman), The Cooperative Extension Service To-day: A Statement of Scope and Responsibilities. The Extension Committee on Organization and Policies, Federal Extension Service (Washington: U. S. Government Printing Office, 1958), pp. 8-12.

staff should be held periodically and annually as needed to revise separate section of the program statement and to select priority program objectives to be pursued for each given year. The program statement thus becomes the strong basis on which annual planning, carrying out of the plan and program evaluation will rest as the period for which the program statement was designed and written unfolds.

Long-range principles and procedures identified and discussed in the study were found to have application to long-range extension program planning in India at village and block levels. In fact, the generally accepted principles were found to be applicable to extension situations throughout the world. However, the review did indicate that certain procedures must be altered to suit existing organizational structure. Suggestions for procedure that might be suited to the extension organizational structure found in Mysore State India were made and found to be quite similar to those appropriate to the United States.

It is hoped that extension workers everywhere may find the long-range county extension program planning principles and procedures identified and discussed in this study helpful as they work together toward the common extension goal of developing people to the end that they may learn to solve their own problems in the areas of program emphasis for which agricultural and home economics extension has been given educational responsibility.

Recommendations for further research in the area of long-range county extension program planning

It has been seen from this study that local committees and organizations necessarily play important parts in making long-range county extension program planning successful. Too little research has been conducted thus far concerning the roles and responsibilities and other related aspects of the program development committee and its various study committees. Therefore, based on the findings of this review, further study is recommended in the following specific areas:

1. To determine the proper roles and responsibilities of program development and study committees
2. To learn which factors should be considered in selecting program development and study committee members
3. To determine whether it might be more desirable for members of such committees to be elected or appointed, and by whom
4. To determine the length of time program development and study committee members should serve
5. To consider factors related to the training of committee members
6. To discover which interest groups would be of greatest help and should be properly represented in program development and study committees
7. To identify factors to be considered in determining the size of program development and study committees
8. To learn which factors should be considered in replacing program development and study committee members.

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APPENDIX

1947-1948

APPENDIX A

PRINCIPLES OR CONCEPTS OF EXTENSION PROGRAM PLANNING

A. According to Edmund deS Brunner:

1. Democratic method has been successful and should be encouraged
By participation the program becomes theirs (the people's)
2. Democratic education is helped by use of local, unpaid volunteer leaders
3. Wherever and whenever possible, extension activities should be related to existing agencies such as cooperatives, churches, school, etc.--community approach
4. Extension is for all classes, although groups and classes within communities, do exist in many societies
5. A community approach in many parts of the world may involve a wider extension program than we have in the United States
6. Extension programs must meet the felt needs of the people
7. Extension personnel must recognize that one of their chief functions, as leaders, is to help people to become aware of these needs both immediate and long time
8. Extension process facilitates change and help people adjust to changes forced from outside by new inventions, markets and political developments
9. Extension education aims at actions, but on a community level extension can well assist in organizing for desirable action, though it does not of itself take that action

10. Extension programs must be based on conditions that exist
be they local, regional, national and inter-national
11. All-round programs must be developed gradually. People
must be led not pushed--allowed to understand and gain
confidence
12. A well-balanced program can and should be as broad as the
recognized needs of rural life
13. Program must be flexible, changing as needs and conditions
change
14. Extension should not deal simply with men, but also women,
boys, girls, and older youth. The farm family is a unit
and shares in its essential and primary task of production,
as well as understands this task.
15. Extension programs must be correlated and harmonized with
national policy.

B. According to L. H. Dickson and R. S. Dotson:

1. The essential purpose of extension work is to develop in-
dividuals through socially significant learning
2. Effective education is a result of design--not drift; it
results from a plan not from trial and error
3. An Extension program is a statement of the situation; the
problem or problems inherent therein; the general solution
or objective and specific objective to be reached through
Extension teaching activity
 - a) Does not imply that we are starting from scratch

9. The program building process is a teaching technique
10. People participate in extension activity primarily to acquire knowledge or skills or understandings
11. The program planning process is a means effectively carried out, of assuming an extension program which starts where the people are
12. While an extension program should represent the needs and interests of the people, the extension worker has certain responsibilities that should not be overlooked:
 - a) Accumulation of data on situation
 - b) Motivation of people to identify needs
 - c) Guide the program building process
 - d) Help select most important needs
13. Proper program planning procedure insures:
 - a) Arriving at basic underlying needs rather than present felt needs
 - b) That the program is aimed toward all the people; not just a few
 - c) A program that is sound socially and economically
 - d) Practicable of accomplishment
14. Good program planning develops leadership
15. Sound extension program building is based on the analysis of the facts of the situation
16. Agricultural program development is the basis for the county extension plan of work

17. A well formulated program will:

- a) Show us what the real needs of the people are--not what we think they are
- b) Will indicate the intensity of needs--the relative importance as compared to other needs
- c) Will help us to decide on what information to disseminate and with what intensity
- d) Will help us decide on the priority of information

18. Program development is not an end in itself, but a means to an end

19. Objectives selected should be few and highly important since education is a slow process (though the only enduring process of change) requiring a long time to meet educational objectives.

C. According to F. W. Fanning:

- 1. Agricultural program development is a way of doing extension work
- 2. Agricultural program development is the coordinate responsibility of the county agent and the home demonstration agent
- 3. Agricultural program development is the basis for the extension plan of work
- 4. Representative farm leaders are the primary participants in agricultural program development

5. Agricultural program development is cooperative with all agencies and groups, public, civic and otherwise concerned with the welfare of the farm people
6. Agricultural program development is thoroughly democratic in all its procedures
7. We as agricultural extension workers believe in its fundamental importance and soundness in bringing about better living among and for rural people.

D. According to F. C. Jans:

1. It is based on the needs of the people
2. It is comprehensive in scope
3. It is flexible
4. It is an educational process
5. It starts where people are
6. It requires capable local leadership and makes use of technical and research information
7. It seeks maximum local participation in the efforts to help people help themselves.

E. According to Karl Knaus:

1. Program planning is a continuous process
2. Program planning is a teaching process
3. Establishing definite objectives is an essential part of the planning process
4. Good programs will be based on and grow out of basic information, recognized problems, and felt needs of local people

5. Proper program planning procedures lead people to see beyond present felt needs to basic underlying problems
6. Good program planning develops leadership
7. A well-planned program will contain procedures for evaluation
8. The function of the extension staff in program planning is to provide democratic leadership.

F. According to Kelsey and Hearne:

1. Is based on analysis of the facts of the situation
2. Selects problems based on needs
3. Determines objectives and solutions which offer satisfaction
4. Has permanence with flexibility
5. Has a definite plan of work
6. Is a continuous process
7. Is a teaching process
8. Is a coordinating process
9. Provides for evaluation of results.

G. According to J. Paul Leagans:

1. Opportunities for scientific and social advancement by people means but little to a person unless he takes advantage of them
2. The essential purpose of extension work is to promote socially significant learning

3. Effective education is a result of design--not drift;
it results from a plan--not from trial and error
4. An extension program is a set of clearly defined consciously conceived educational objectives or ends, derived from an adequate analysis of the situation, which are to be achieved through extension teaching activity
5. The process of extension program building is one of making choices, or of deciding on the kinds of objectives or ends toward which extension teaching efforts in a given situation should be aimed
6. The function of an extension program is to provide a clear guide--a blueprint or a plan--useful to extension workers in conducting an on-going educational program.
A well-developed program is to the extension worker what a compass is to the seaman
7. An adequate extension program can be developed only through consideration of all the important elements in the situation through an orderly procedure by which extension workers can bring these elements into suitable relationship
8. Extension program building is a continuous process involving the collection and consideration of new facts and relevant to the situation in the light of progress and other factors which may periodically change the most significant educational ends to be sought

9. In the process of extension program building there are a number of key steps, and these must be taken in proper order
10. In extension program building one does not start with organization--but with problems (organization should be looked upon as a means--not as an end)
11. People representing major economic and social levels must be deeply involved in analyzing and arriving at decisions about the problems, needs and interests in an area
12. Felt needs and paramount interests of the people must be identified and selections made for inclusion in the program--a system of priorities
13. The program planning process is the best known means for assuring an extension program which starts "where people are"
14. To define a rural problem, one must bring to bear both scientific and folk knowledge
15. County extension program building must jointly involve the participation and ideas of men, women, youth and professional workers
16. A well-developed extension program is a prerequisite to effective teaching
17. The program building process is a teaching technique
18. Effective program building requires time--such time is as well spent as that on other extension activities

19. People participate in extension activity primarily to acquire knowledge or skills or understandings that are useful to them in solving their personal and community problems
20. Extension is expected to reach large numbers of people for whom its program is appropriate
21. Extension should take the lead in developing a plan which says: "These are the directions in which agricultural and home making efforts should move in this country."

H. According to J. L. Matthews:

1. The aim of extension work is to help people reach their highest capabilities
2. Programs should be planned by the local people and the county staff working together
3. Program planning is an effective way for groups of people to learn to work together
4. Planning programs is a good way for people to learn to solve their own problems
5. Helping plan a program stimulates people to take part in other extension activities
6. Planning programs with people is an important part of the extension teaching job
7. The people should decide what is to be included in programs that affect them

8. The best place to obtain information about needs and interests is from the people themselves
9. An integrated program based on needs and interests of the people is the best kind
10. The best way to work with people is through existing groups.

APPENDIX B

TABLE IV

PROGRAM - PLAN OF WORK - PROGRAM EVALUATION*

Program Statement	Annual Plan of Work	Program Evaluation and Annual Reports
A statement of the problems to be undertaken, and the general objectives to be achieved	A definite outline of specific changes to be developed in people and the procedure for accomplishment	Scientific process of determination if objectives are reached
1) Problems - state of situations which require change, have significance to people and can be resolved through planned educational effort	1) Problems - problems identified in the program	1) Problems - Decide which problem(s) are to be evaluated
2) General objectives - statements of what is to be accomplished in regard to the problems in terms of people concerned	2) General objectives - Based on the problems with program	2) General objectives to be achieved - select which objects are to be evaluated
3) The kind of change to be developed with the people and content or subject-matter areas in which to cause it to operate	3) Who is to be reached - Identification of the groups or particular people concerned with each of the various problems	3) Who has been reached - Identify the groups or particular people reached and could be expected to make changes
	4) Specific objectives or changes to be achieved - Definition of all the specific educational changes necessary to the	4) Specific objectives or changes achieved - Select and defining the specific objectives, or changes studied

TABLE IV (Continued)

Program Statement	Annual Plan of Work	Program Evaluation and Annual Reports
	accomplishment of the general objectives for each of the problems in the program	
	5) Information or subject matter needed - <u>Selection of the vital and important subject matter that is essential for each problem in order to help the people accomplish their objectives</u>	5) Information or subject matter taught - <u>Identify the specific information or subject matter taught</u>
	6) Teaching methods, techniques and materials to be used - <u>Choice of methods, techniques and materials appropriate for the people concerned and the objectives to be accomplished for each problem in the program</u>	6) Teaching methods, techniques and devices used - <u>Describe the particular methods, techniques and materials actually used</u>
	7) Calendar of work - <u>Determination of when each activity or job is to be done</u>	7) Calendar of work - Review when each activity or job was done

*Adapted from J. Neil Baudabaugh, "Program-Plan of Work-Program Evaluation," Extension Service Review, Vol. 26 (September 1955), pp. 180-181.

APPENDIX C

SUGGESTIONS FOR THE DISCUSSION LEADER

1. Choose a subject:
 - a) for which facts are easily available
 - b) of timely interest to the group
 - c) phrased as a stimulating question or questions.
2. Prepare the group by:
 - a) using questionnaires, a question box, letters
 - b) using inspirational lectures, movies, exhibits, books, pamphlets
 - c) having personal contacts with members
 - d) assigning specific material to individuals.
3. Arrange the group:
 - a) with 6 to 25 members (some general meetings might exceed 100)
 - b) seated comfortably in an informal circle facing each other
 - c) with materials or experts readily available.
4. Follow the procedure of:
 - a) making a brief statement of the question, related facts and procedure to be followed with discussion
 - b) beginning the discussion with a pointed question
 - c) guiding the course of the discussion with questions, interim summaries. Ask why? What? When? What do you think? Do you agree? Who can answer the question?