May 1960

I am submitting herewith a problem in lieu of thesis written by Sunanda Sakharam Rao entitled "Role of Extension Service in Rural Development." I recommend that it be accepted for three quarter hours of credit in partial fulfillment of the requirements for the degree of Master of Science, with a major in Agronomy.

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ROLE OF EXTENSION SERVICE IN RURAL DEVELOPMENT

Agriculture 501a

A Problem

in Lieu of Thesis

Presented

In Partial Fulfillment

of the Requirements for the Degree

Master of Science

---

by

Sunanda Sakharam Rao

May 1960

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Sunanda Sakharam Rao

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CHAPTER I

INTRODUCTION

> In this wealthiest of nations where per capita income is the highest in the world, more than one-fourth of the families who live on American farms have cash incomes of less than $1000 a year. They neither share fully in our economic and social programs nor contribute as much as they would like and can contribute to the nation's production of goods and services. We must open wider the doors of opportunity to our million and a half of our farm families with extremely low incomes, for their own well being and for the good of our country and all our people.[1]

The rural development program has been specially launched as an all out attack on the basic problems of low income rural areas. This new program is just entering into its sixth year. However the basic principles guiding this program are not new. "Helping people to help themselves" has been its fundamental objective just as it has been since the beginning of the Cooperative Extension Service.

Although rural development is not mainly an agricultural program, agricultural agencies and organizations do play prominent parts in such development. It has been rightly termed as "pulling together for greater strength. In a nutshell rural development on a county or regional basis is an expanded community development program."[2]

The Chairman of the South Carolina State Rural Development Committee, in discussing the importance of the rural development program, states

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[1] Dwight Eisenhower, "Development of Agriculture's Human Resources." (Letter of Transmittal. April 1955.)

[2] J. W. Brimm, Community Organizations. Rural Development's Right Arm. (Extension Service Review. Vol. XXIX, No. 3. March 1958). pp. 62-63.

> One of the most valuable elements of the rural development program has been found to be the strength that comes from the combined efforts of farmers, business and civic leaders, and representatives of agencies, and organizations working together as a team on county rural development committees.[3]

A noteworthy feature of the rural development program is thus the absence of any special agency responsible for its execution. Committees have been set up at the federal, state and county levels and these are tied together with numerous agencies and private organizations to carry out this new program of rural development.

Extension workers are supporting the work of the local and state planning groups. They are helping these committees to organize, encouraging local participation, obtaining information, and providing other support. To follow up the committee activities, on-the-farm assistance is being provided to individual farmers, largely through farm and home development. Of all the agencies and organizations cooperating with people in rural development work, the Agricultural Extension Service and its workers have a special and pivotal role. This is because both rural development and Cooperative Extension Service are educational programs involving large numbers of people, and they have the same fundamental objectives. The purpose for which this study was outlined was to discover how these programs differ by comparatively studying their educational nature.

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[3] Rural Development Program - Handbook. Committee for Rural Development Program. (Washington, D. C.: 1959), p. 23.

CHAPTER II

COOPERATIVE EXTENSION WORK

Extension is a term used to indicate the whole complex of activities that enter into an out of school program which is educational in its philosophy, its focus, its objectives and its methods. Extension is primarily a method and a process, though some view it as a system.

The main job of extension personnel is to assist rural families in applying science to the day-to-day routine of farming, home making and other aspects of rural living. The Smith-Lever Act, passed in 1914, entrusts the following charge to extension:

> To aid in diffusing among the people of the United States, useful and practical information in subjects relating to agriculture and home economics and to encourage the application of the same.

So extension is, among other things, a means of obtaining and disseminating much useful knowledge. The practices that have been proven and verified by experimentation and local experience are to be extended through demonstrations, publications and otherwise. The strength of extension work rests mainly on the fact that it has gained the confidence of the clientele by bringing to them useful and practical knowledge, the value of which they are encouraged to test for themselves; and it is based on the needs of its clientele.

Extension, however is not a one-way channel. It not only takes the findings of science to the farm but also takes the problems of the farmer to the research laboratories and helps formulate new kinds of research necessary to meet the ever increasing problems facing rural

people. Extension is then a two way channel in which the extension worker interprets both to the people and to the expert at the research center, information and knowledge useful and related to real problems in the field. Smith has poetically defined extension in the following verse:[1]

It's opportunity--
To help lift the burden,
   Point the better way,
Give vision to toil,
And the hope of a better day.

It's opportunity--
To teach the larger life
   Encourage a soul
To still greater tasks
A still higher goal.

It's opportunity to teach man--
To look beyond the field,
   Play a mans' full part
In community and town,
In assembly and mart.

Extension is teaching,
  Of greatest value when
The goal of achievement
  Is the inspiring of men.

Agricultural extension in the United States is, therefore, teaching. This teaching takes place outside the laboratories and classrooms and beyond college and school walls. This country has had over four decades of experience now of doing agricultural extension work in an organized way. What government and people have mutually agreed upon during that time as being needed for the betterment of agriculture, home making and rural life has constituted agricultural extension in the United States.

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[1]C. B. Smith, "What is Extension," The Spirit and Philosophy of Extension Work. (Washington: U.S.D.A., 1952), p. 363.

Agricultural extension then is what agricultural extension does.

> Cooperative Extension work is an out of school system of education in which adults and young people learn by doing. It is a partnership between the government, the land-grant colleges, and the people, which provides service and education designed to meet the needs of the people.[2]

In the United States, extension work grew out of a situation. Today this Cooperative Extension work in agriculture and home economics has grown into the largest organized out-of-school, informal, educational movement on record.[3] The events in connection with the origin and development of these distinctly American institutions form an important part of this country's history. Today Cooperative Extension work in the United States is recognized as one of this country's greatest contributions to democracy.

Early Agricultural Societies date back to 1785, when the first agricultural society was formed. Between 1785 and 1861 a network of such societies was developed throughout the country. The purposes of these societies were to acquaint members with what was being done to improve agriculture, to encourage the formulation of other local organizations, and to disseminate agricultural information. Meetings were held and circular letters were sent out. Fairs and competitive events were held. Addresses were given and published by noted lecturers who were called from outside the farmers' clubs. The National Agricultural Society vigorously

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[2]L. D. Kelsey, and C. C. Hearne, Cooperative Extension Work (New York: Comstock Publishing Associates, 1955). p. 1.

[3]R. K. Bliss, "Introduction to Significant Extension Papers in Agriculture and Home Economics." The Spirit and Philosophy of Extension Work (Washington: U.S.D.A., 1952), p. 1.

requested the support of the federal government for agricultural colleges, and the state societies actively supported this move.

It was in the eventful year of 1862 that President Abraham Lincoln signed the famous Morrill Act establishing the land-grant colleges. The United States Department of Agriculture was also founded in the same year. Farmers' Institutes which were first organized a few years before the establishment of land-grant colleges, flourished till the second decade of the twentieth century.[4] Charles L. Flint, one of the sponsors of these institutes said that he believed these might supply the want for agricultural education. The first administrators of land-grant agricultural colleges recognized the public service character of their institutions and soon began furnishing lecturers for farmers institutes and other farmers' meetings. The absence of experiment stations was a great handicap to this work since scientific information on agriculture was lacking.

In order to overcome this difficulty the Congress passed the Hatch Act of 1887, which provided funds for the establishment of experiment stations. Thus the colleges and experiment stations started working together and information started accumulating to provide a sound basis for agricultural teaching at colleges and on farms.

This information, based on research, came to the assistance of farmers and their wives. The first decade of the twentieth century witnessed a sharp increase in the requests made upon colleges for speeches and demonstrations at institutes and other farm meetings. A number of land-

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[4]A. C. True, A History of the Agricultural Extension Work in the United States. 1785-1923, (Washington: U.S.D.A., Misc. Pub. No. 15. 1928).

grant colleges started some kind of off-campus teaching work among farm people. Along with their role in farmers institutes, these colleges also started various forms of extension work such as field demonstrations, cooperative experiments, extension lectures, travelling libraries, boys' and girls' clubs and surveys.

Seaman A. Knapp, the father of the present county system of extension work was originator and leader of this movement which began with his great farm demonstration work in 1903. He did not promote his work through the colleges, in spite of his affiliation with them. He said:

> The men who act as field agents must be practical farmers. No use in sending a carpenter to tell a tailor how to make a coat even if he is pretty well read upon coats.[5]

In 1904, not over 20 agents were employed in Texas, Louisiana and Arkansas and 7000 farmers agreed to demonstrate. Knapp believed that farmers would not change their practices from observing what could be done on farms operated at public expense. There must, therefore, be demonstrations carried out by farmers themselves on their own farms and under ordinary farm conditions.

In 1905 a standing committee on extension work was established by the association of land-grant colleges and Dr. Butterfield was elected as chairman which post he held till 1910. In his work as secretary of the Roosevelt Country Life Commission and in the report which he read at the meeting of the standing committee on extension work he strongly urged the need for establishing a separate extension organization.

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[5]W. A. Lloyd, "Development of the Extension Ideal in the Association of Land-Grant Colleges and Universities." Spirit and Philosophy of Extension Work. (Washington: U.S.D.A., 1952), pp. 24-29.

Boys' and girls' clubs were started as early as 1900 by various schools. Dr. Bailey was inspired to organize junior naturalist clubs and other clubs in rural schools. Knapp and Graham also organized the youth club work in 1905 which has led to the development of the 4-H Clubs of today.

Development of home demonstration work was initiated by Martha Van Rensselaer who gave leadership to extension work in home economics at Cornell University in 1900. In the south, 1912 marked the beginning of extension work with adult home makers.

The efforts of the Land-Grant College Association committee on extension materialized with the passage of the Smith-Lever Act in 1914, which specifically provided for educational work in agriculture and home economics and related subjects, with the farm people of America. The Act was further amended in 1953 and provides that:

> In order 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 application of the same, these may be continued or inaugurated in connection with the college or colleges in each state, territory or possession, now receiving or which may hereafter receive, the benefits of the Morrill land-grant college of 1862 and the Morrill college endowment act of 1890, agricultural extension work which shall be carried on in cooperation with the United States Department of Agriculture.
>
> Cooperative Agricultural Extension Work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics and subjects related thereto to persons not attending or resident in said colleges, in the several communities and imparting information on said subjects through demonstrations, publications, and otherwise and for the necessary printing and distribution of information in connection with the foregoing and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State Agri-

cultural College or Colleges receiving the benefits of this Act.[6]

Edmund deS Brunner, in discussing fundamentals of extension philosophy, stated

> There is no extension unless people are changed and there is no constructive change unless the people cooperate. Extension moves forward only as it is charged with the dynamic energy of earnest men and women seeking answers to problems of every day life.[7]

The basic philosophy of extension stresses the importance of the individual in the progress of a nation. Extension workers work with the people and not for the people. It is the function of extension to teach people how to assess their own needs and how to solve their own problems, to help them acquire knowledge and understanding and to inspire them to action. Raudabaugh enumerates the extension teachers' role as threefold:[8]

1. to inspire people as individuals, families and communities, to work together to identify their own problems
2. to help them determine their objectives
3. to counsel and supply technical help to them as needed in working toward these objectives.

Extension's fundamental objective is the development of the people and some of the principles of extension education are enumerated below.

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[6]L. D. Kelsey, and C. C. Hearne, Cooperative Extension Work. (New York: Comstock Publishing Associates, 1955), p. 29.

[7]E. deS Brunner, I. J. Sanders and D. Ensminger, Farmers of the World. (New York: Columbia University Press, 1954), p. 1.

[8]J. N. Raudabaugh, "Goals and Objectives," Evaluation in Extension. (Kansas: H. M. Ives and Sons, Inc., 1956), pp. 18-21.

Extension has a philosophy of culture.

1. it respects the culture of the people
2. it brings about a cultural change through cultural development.

Extension has a philosophy of education for all.

1. it disseminates useful and practical knowledge to all people regardless of their sex, age, caste, occupation, social status and economic standings.

Extension has a philosophy of social progress.

1. its work is based on the needs and desires of the people
2. its work starts from where the people are and what they have and know
3. it facilitates change and helps people to adjust to them.

Extension has a philosophy concerning teaching.

1. what we hear we may doubt, what we see we may possibly doubt and what we do, we believe. It teaches by practice
2. it teaches people to help themselves
3. it encourages people to think for themselves
4. it considers that teaching is inadequate until the knowledge is put into practice.

Extension has a philosophy of leadership.

1. it reaches, stimulates and educates people through local leaders
2. it utilizes the assistance of the voluntary leadership in its work
3. it locates, trains, and uses functional leaders
4. one of the values of extension work lies in not what it does but what it can get others to do.

Extension has a philosophy of local responsibility.

1. it encourages people to take increasing share of responsibility in conducting their own affairs
2. it prepares suitable leaders amongst local people to perform different duties
3. it helps to determine what is to be done, when, how and by whom.

Extension has a philosophy of truth.

1. it sells ideas which are proven facts
2. it realizes that going beyond truth, will result in people losing faith in extension
3. it continuously seeks new truths--the whole truth of today may be partial truth of tomorrow.

Extension has a philosophy of democracy.

1. it functions only with the voluntary cooperation of the people concerned
2. it cooperates with the individuals, groups and institutions interested in common welfare
3. it selects and solves the problems through group action, which is based on the felt needs of the people, and which involve their participation
4. it is democratic in its organization.

Extension has a philosophy of dignity of the individual and his profession.

1. it believes that each individual is endowed with certain in-alienable rights
2. it dignifies the farm home and family
3. it holds that more important than the changed practice is the changed man.

Extension work in Tennessee is a function of the land-grant college in cooperation with the Federal Extension Service and the counties. Many families of the rural communities throughout Tennessee are learning to plan and work together to reach their goals. Dickson[9] has made a study of the community development approach in Tennessee and has stated that extension's educational responsibility in community organization and development is to develop intelligent leadership and to assist people in forming good habits of organization and group action. It enables extension workers to reach a larger number of people and the rate of adoption of

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[9]Lewis H. Dickson, "The Community Development Approach Work in Tennessee." (Unpublished Ph. D. Thesis, Cornell University, Ithaca, New York, 1958).

recommended farm and home practices is higher in communities participating in the community improvement programs than in similar communities not engaged in such programs.

In each county, the county agricultural agent, county home demonstration agent and their assistants are representatives of the University and the United States Department of Agriculture. Their primary job is to extend information from the College of Agriculture to the people in each county and to help them make use of the information.

Extension programs are planned by the entire administrative group including the district agent with the assistance of key subject matter specialists and leaders. Specialists serve the county workers on request. In case of special work, the specialist may have an itinerary or schedule of work planned by the district agent. Sometimes the extension specialist initiates the request and the county agent merely cooperates.

Specialists have no administrative authority except in rare cases. The basic duties of the specialist are:

1. To train county extension workers in the technique of his or her special subject matter field.
2. To prepare information, leaflets, special circulars, bulletins, radio talks and newspaper articles as well as demonstrations, which may be carried directly to the people in person or via television. Specialists are selected because of their special fitness for the position to be filled.

The appointment of a new extension worker in a county is conditioned by the acceptance of the worker by the county agricultural committee of the county court.

Financing Extension Work

The finances for extension work are principally derived from three sources, namely, federal, state and county governments. In a similar manner, extension workers are the cooperative employees of the U.S.D.A., land-grant colleges and the people.

The following fields are specifically recognized:

1. agricultural economics and farm management
2. agricultural engineering
3. agronomy
4. animal husbandry
5. clothing
6. community development
7. dairying
8. department of information
9. entomology
10. extension methods
11. food
12. forestry
13. 4-H Club work
14. home management
15. housing and home furnishings
16. health and nutrition
17. horticulture
18. marketing
19. poultry
20. soil conservation
21. test demonstration work.

Some specialists work in more than one of the fields named when need arises.

CHAPTER III

SCOPE OF EXTENSION'S JOB AND RESPONSIBILITIES

Extension's responsibilities as stated in the Smith-Lever Act of 1914 have always to be kept in view. This Act has given a sufficiently wide scope of work to extension. It provides that work is to be with persons not attending resident instruction in land-grant colleges. There is no limitation as to age, sex, race or business. The subject matter scope is practically unlimited--the imparting of instruction in agriculture, home economics and subjects relating thereto.

These responsibilities can best be classified under three headings, or from three standpoints, as follows:

From a functional standpoint:

1. diffusing of information
2. development of an interest in and recognition of significant problems
3. encouragement of planning the best ways and means of solving the problems recognized, whether by individual or group action
4. stimulation of appropriate action by the people themselves in accordance with the decisions they themselves have reached.

From an operational standpoint. It extends to all the people of the United States having an interest in subjects relating to agriculture and home economics, 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 the farms, but not restricted to them only.

From the content standpoint. An evolutionary process of program determination is still going on as the people themselves develop appreciation and recognition of new problems. In view of this Brunner and Yang[1] have stated that at one given time it will be impossible to delimit the content of an extension program which will be valid for all time. However the classification of major fields of extension's responsibility has to cover the total field as conceived in any particular period.

If we study the development of extension work, one consistent characteristic observed has been the necessity to shift programs and methods to ever-changing conditions and demands.

Extension's early emphasis was on immediate problems of the farm and home. Then came an attempt to list all the needs of each community and consolidate them as a program. The latest development is a combination of the above, possibly a more mature approach than earlier ones.

The broader function--helping people to learn to help themselves-should always be kept in view.

Changing Scene

The rapidly changing scene is characterized by the following:

1. adjustment in the family farm economy

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[1] E. deS Brunner, and E. H. P. Yang, Rural America and the Extension Service (New York: Columbia University Press, 1949), p. 187.

2. off-farm influences
3. changes in the population
4. rising educational levels
5. changes influencing family living
6. increasing demands on natural resources.

Dynamic Program

Such significant trends as those listed above should guide the extension service to continue to develop a dynamic program--one constantly being revised to keep pace with the ever changing conditions experienced by the extension's clientele. No one program can serve all people equally well all of the time.

Extension workers must be alert to adjust their programs, focus and methods to insure that their resources are used more efficiently and in keeping with the ever changing problems of the people receiving their educational services. Extension is now being requested to educate more and more people and a wider and wider variety of interest groups.

It should always be remembered that extension's resources are not unlimited. Hence there is constant need for continuous focusing on essential - though shifting - areas of need.

Major Areas of Program Emphasis

The subcommittee on scope and responsibility of the 1958 extension committee on organization and policy has suggested the following nine major areas of program emphasis[2] which should be receiving high priority

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[2]"The Cooperative Extension Service Today. A Statement of Scope and Responsibility." (Joint Committee Report on Extension Programs, Policies and Goals. April 1958), pp. 1-14.

attention by extension workers:

1. efficiency in agricultural production
2. efficiency in marketing, distribution and utilization
3. conservation, development and use 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

These constitute the hard core of an adequate program of extension. The degree of emphasis with respect to each of these areas may vary from state to state and also from one county to another. However the total effort of extension work in the United States should fully recognize these areas of program emphasis. The major objectives or responsibilities of the first three major areas are briefly outlined below.

Efficiency in Agricultural Production

Efficient production is the best single tool the individual farmer can use in his efforts to obtain a satisfactory standard of living. He cannot hope to gain a reasonable living standard with poor animals, low yielding crops and high production costs. Extension's program should (1) emphasize efficiency of production, (2) improve and expand methods to deal with the farm as a unit, (3) help farmers in using services of governmental and private agencies in farm planning and operation, (4) assist farmers in their efforts to adjust production to demand, and (5) work with

all the groups concerned with the business of agricultural production.

Marketing, Distribution and Utilization of Farm Products

The objectives of this extension program are threefold as follows:

1. to reduce the cost of marketing farm products
2. to expand the market for farm products
3. to help people to understand the marketing system.

Extension's responsibilities in marketing, distribution and utilization include:

1. providing information to farm families to help them with decisions of what, when, where and how to market their products
2. helping them to increase their efficiency and improve their products through the use of research results
3. providing consumer families with information about quantity, grades, supplies and prices of goods, to help them in selecting and buying agricultural products
4. helping to develop an efficient market system
5. encouraging adequate competition
6. informing people of the various marketing services available.

Conservation, Wise Use and Development of Natural Resources

The extension service should give leadership to and participate in the development and conduct of programs directed to effective resource development and use objectives in this area in assisting people to:

1. identify natural resources
2. understand their distribution and extent

3. appreciate their importance
4. understand the inter-relationship of natural resources
5. recognize problems of resource management
6. become aware of what is being done in resource conservation and the continuing nature of this job
7. understand the individual roles in the conservation job
8. become skilled in the resource management
9. organize for the mutual resource management.

CHAPTER IV

RURAL DEVELOPMENT IN U. S. A. WITH PARTICULAR EMPHASIS ON THE TENNESSEE PROGRAM

In the introduction a general overview of the rural development program was presented. As stated earlier, it is a specially designed program for the low income rural families. It can be defined as

> a cooperative federal - state - county, long range effort aimed at improving all aspects of living, including employment opportunities and incomes, in low-income rural areas.[1]

It was designed to appraise the local conditions that result in low income situations and to work out programs and plans to solve these problems. The program must be based mainly on local initiative and the development of the same with support from the government, both federal and state. It has an integrated approach involving research, education, credit, technical assistance, business, industry, employment services and vocational training. Centered at the county level, rural development is a coordinated effort by civic, business, and industrial leaders, farm organizations, schools, churches, communities and service clubs as well as local, state and federal agencies.[2]

Besides educational work it also involves organized action. Its guiding philosophy is that:

People will make decisions if alternate opportunities are known to

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[1]The Rural Development Program. (Federal Extension Service, U.S.D.A. AO-141 (9-56), Aug. 1958). (Mimeographed.)

[2]Ibid

them and their abilities are developed so as to take advantage of the opportunities available or made available to them.

The fundamental objective of the program is to help rural people with low incomes to achieve their own goals. President Eisenhower's message states this over-all objective in the following words. We must open wider the doors of opportunity to our million and a half farm families with extremely low incomes for their own well-being and for the good of our country and all our people.[3]

The three major general objectives of this program are:

1. expansion of industry in these low income areas and the increase of opportunities for off-time employment
2. to assist the families that have the desire and ability to stay in farming to gain the necessary skills, tools, and land.
3. to help people enjoy better opportunities for education, vocational training and improved health.[4]

In more specific terms the purpose of the rural development program is to:

1. institute coordinated action in an organized manner to meet the low income people's problems in rural areas
2. expand and adapt extension work to meet needs of low income farmers and part time farmers

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[3] Ibid.

[4] Rural Development Program-Handbook. Committee for Rural Development Program. (Washington, D. C. 1959), p. 23.

3. encourage varying types of leadership to shoulder local responsibility and implement the program
4. make arrangements to supply additional credit
5. provide more technical assistance and furnish more effective counselling for employment opportunity and others
6. encourage the vocational guidance opportunities to expand and also of other training facilities for the youth
7. assist in the expansion and improvement of other public facilities and services
8. encourage the development of industry in rural low income areas
9. develop the needed research to find remedies for their special problems and also to coordinate efforts.

Unlike extension work which has a special agency, the rural development program has no special agency responsible for carrying out the program. However some semblance of organization has been set up at national, state and county levels.

At the national level a principal coordinating committee has been set up. It is called National Committee on Rural Development and is composed of different agencies. Parallel with extension work, rural development is also a state and local responsibility. A state-level committee is composed of principal agencies and organizations in the fields of agriculture, industry development, education, health, and social welfare and has a key role in the development of disadvantaged rural areas. However, in many states, agricultural extension services are performing administrative services needed for implementing County Rural Development Committee's

decisions. The State Rural Development Committee selects pilot counties or areas within the state and assists the local community leaders in organizing and developing the program.

A county or area committee is formed by citizen leaders within the communities. It may be made up of farmers, businessmen, church representatives, women's club leaders and other interested parties. Agency workers act as advisers to the committee or, sometimes, as full members. The basic responsibilities of the county or area committee are:

1. assessment of community resources using community and agency sources of information and technical aid
2. discussion of the problems of the communities
3. focusing of county-wide attention on the rural development work
4. cooperation with and support of the activities of the regular community development group
5. coordination of the efforts of the various agencies and organizations working in the community.

Rural Development in Tennessee

It was in Memphis, Tennessee, in 1955, that the first meeting of land-grant college and university representatives of the country discussed general plans for the national rural development program.[5] The rural development work in Tennessee was initiated in 1955 in three pilot counties--Macon, Hardin and Grainger. Two more pilot counties, Houston and Marion

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[5]R. B. Wilson, They are Pilots for Progress. Story of Rural Development in Five Tennessee Counties. (U. T. Agricultural Extension Service, March 1960), (Mimeographed.)

joined in 1956. The State Rural Development Committee is represented by the following:

1. Cooperative Extension Service, College of Agriculture, University of Tennessee
2. State Department of Agriculture
3. Soil Conservation Service
4. Vocational Education
5. Employment Security
6. Department of Health
7. Department of Industrial Development
8. Farm Bureau
9. Farmers Home Administration
10. Farm Credit Administration
11. Tennessee Valley Authority
12. Community Improvement Sponsors
13. Chambers of Commerce of some cities.

In Tennessee county rural development committees represent as many of the different interests in each pilot county as practicable--agricultural business, health, education, welfare, industry, family life, civic and business groups and public agencies. Each county committee set up several subcommittees to study different areas of the county's life and economy.

These subcommittees began their work by identifying the problems which were obstructing the county's progress and by considering how people could proceed to go about solving those problems. They were given support in this work by all the different agencies and organizations in these

counties. These studies have revealed some striking facts on the low income of the people and the lack of employment opportunities. The revelations were shocking and therefore these counties determined to conduct labor surveys and attract additional industry. As a result of early efforts new industries were started in some counties. With private donations, vocational training was started in a number of schools. New school buildings and health clinics have been built, and other improvements started.

The Agricultural Extension Service of the College of Agriculture at the University of Tennessee added two extra agents (one man and one woman) and also employed a specialist for rural development work. In short, the five pilot counties in Tennessee have moved forward in many ways in helping to solve the major problems of low income and lack of opportunity with their people. Perhaps the most noteworthy accomplishment to date has been the spirit of cooperation which has surrounded the efforts of pilot county groups since the start. People have discovered the value of working together toward solution of their common problems.

CHAPTER V

RURAL DEVELOPMENT AND EXTENSION SERVICE

The extension program has a wide scope. It was designed to assist all farm families regardless of income. However, since many low income families have not made full use of educational opportunities provided by the extension service, more emphasis has recently been placed on the work done with such families.

Extension has four major charges in connection with rural development under the Smith-Lever Act, as follow:

1. providing intensive educational assistance on the farm and in the home
2. helping and advising local groups in the appraisal of resources capable of improving agriculture or introducing industry designed to supplement farm income
3. cooperating with other agencies and groups in making information available as to employment opportunities, particularly for farm families if they are desirous of seeking new family ventures or need new information.

The families who intend to continue full time farming need technical information directly applicable to their situations. They require more educational assistance on decision making regarding such things as whether or not to expand their farms, to buy or hire more equipment, to add more livestock, and to finance their enterprises.

Low income farm families need more educational help in connection with increasing the efficiency of their farms and in appraising non-farm

and part time farming opportunities if they appear as more promising alternatives. In short, in rural development, extension workers have the responsibility of employing their usual techniques for helping people to help themselves, but especially, of doing intensive work with low income rural families and serving state, county and area committees in a feasible manner in order to get the work under way.

Extension's Counselling with Low Income Families

General considerations for extension workers include:

1. They should recognize the characteristics of low income group
   a. educational level
   b. participation
   c. dependence on others
   d. value and goals
2. They should recommend application of new practices in a manner suitable to such low income family
3. They should assist families to achieve an activity meeting their needs and which is simple so as to encourage their organized effort
4. They should give recognition to families' achievements
5. They should recommend such projects which promote
   a. new employment
   b. improved local public services
   c. local community improvement
   d. better local marketing facilities

The families interested in employment off the farm should be assisted

with counsel and advice on employment procedures and services.

Extension teaching methods adapted to low income families might include:

1. locate any leaders who command respect from the people
2. visit individual families informally
3. establish rapport with the families before doing any work with them
4. assist families to identify their resources and work on their problems
5. work with small groups
6. use organized community groups, clubs or committees
7. arrange for the training of youth and adult lay leaders
8. organize youth programs by giving educational leadership
9. consider family wants or interests before making recommendations to them.

Extension's Specific Responsibilities in Rural Development

Extension workers are providing administrative services to rural development program committees in pilot counties and areas. Though extension's primary job is education, in meeting complex problems of economic improvement in rural areas, this responsibility is often a broad one. Extension's specific responsibilities in the rural development program are:

1. helping in surveys
2. getting support of local leaders for the program
3. developing and expanding farm markets
4. encouraging stepped up programs of youth counselling and

job guidance

5. evaluating progress of the program
6. coordinating the program with lay leadership and agency workers
7. preparing reports and publicity.

Rural Development and Farm and Home Unit Approach

Rural development is an integrated all out effort where many government, business, religious, civic and other groups coordinate their activities.

The Farm and Home Unit Approach is an extension approach to effectively assist the farm family to achieve their objectives.

Rural development is aimed specifically at assisting low income rural families. It includes the use of the farm and home unit approach. It is not restricted to one community. It involves a number of communities in a county. It is known as the expanded community development program. The community is the unit for community development program. It caters to the needs of all the families. Rural development work involves much more than community development work. In a pilot county community development may be only a part of the total rural development program. The community development work is only one educational channel for conducting rural development work. It is often called "rural development's right arm."

CHAPTER VI

SUMMARY

The rural development program is a common topic for discussion in educational circles in recent years. It is not the same as the Cooperative Extension Service.

The Cooperative Extension Service is a cooperative educational agency in which there is participation by the federal and state governments and the local people. Though the Smith-Lever Act of 1914 was responsible for this special agency, extension's history could be traced as early as 1785.

Extension's primary responsibility is to aid in the diffusion of useful and practical information to the people of the United States, who are non-residents of the land-grant colleges on subjects related to agriculture and home economics and to encourage the application of the same. The fundamental objective of extension work is the development of people by helping them to help themselves. The philosophy of extension work is based on the importance of the individual, in the promotion of progress for rural people and for the nation.

Extension work in Tennessee is a function of the land-grant college in cooperation with the Federal Extension Service and the counties. There are approximately 460 extension workers in the state of Tennessee at present. The Extension Service is made up of three kinds of personnel: (1) administrative and supervisory, (2) specialists, (3) county agents. Twenty-one different subject matter areas are recognized in Tennessee

Extension work.

Extension's responsibility is wide in scope. Extension's program must be a dynamic one--to keep pace with the ever-changing situations experienced by its clientele. Extension's first responsibility is to rural people. There are nine major areas of program emphasis suggested by the scope report. It is recognized that extension's resources are limited and hence there is a constant need for continuous focussing on essential--though shifting--areas of need.

The rural development program was inaugurated in 1955 as an integrated program for low income rural areas. Its guiding philosophy is the same as that of extension--the development of the people.

The Cooperative Extension Service has a special role to play in the rural development program. In Tennessee it is currently carrying this work out in five pilot counties. The main contributions that the Cooperative Extension Service makes in rural development are in providing leadership for and advising with county, state, and regional groups concerned with the program. Extension also assigns staff members to participate in the planning, execution, and evaluation of rural development.

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