

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D. C. 20523
BIBLIOGRAPHIC INPUT SHEET

FOR AID USE ONLY

Batch 70

1. SUBJECT CLASSIFICATION	A. PRIMARY Food production and nutrition	AC00-0000-0000
	B. SECONDARY Education, extension, and advisory work	

2. TITLE AND SUBTITLE
Building a strong extension service, a guide for extension administrators

3. AUTHOR(S)
(101) U.S. Agr. Extension Service

4. DOCUMENT DATE 1962	5. NUMBER OF PAGES 15p.	6. ARC NUMBER ARC 630.71501.161
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7. REFERENCE ORGANIZATION NAME AND ADDRESS
AID/TA/AGR

8. SUPPLEMENTARY NOTES (Sponsoring Organization, Publishers, Availability)
(In English and French. French, 28p.: PN-AAE-801)

9. ABSTRACT

10. CONTROL NUMBER PN-AAE-800	11. PRICE OF DOCUMENT
12. DESCRIPTORS Extension Government Organizing	13. PROJECT NUMBER
	14. CONTRACT NUMBER AID/TA/AGR
	15. TYPE OF DOCUMENT

630.71501
I 61

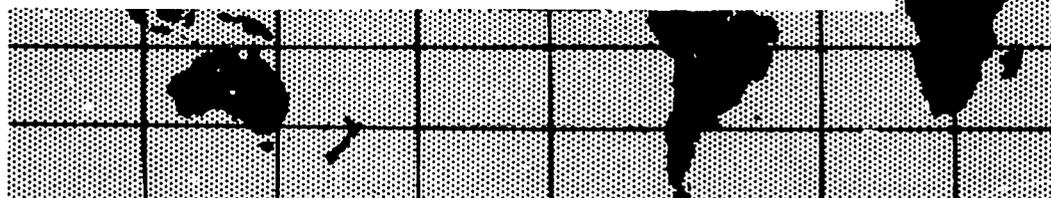
PN- AAE-800

**BUILDING
A STRONG**

Extension Service



**A GUIDE FOR
EXTENSION ADMINISTRATORS**



**INTERNATIONAL
COOPERATION
ADMINISTRATION**
Washington 25, D. C.

PREFACE

Progressive agricultural development in the next 50 years depends largely upon the successful operation of basic agricultural institutions. One of the important institutions is "Agricultural Extension." The name is not vital; the organization and its proper function are. The purpose of Agricultural Extension is to carry the application of science in the fields of agricultural production and family living to people who use the land. It also provides a good channel through which practical problems important to farm people are called to the attention of research institutions.

This brief bulletin discusses some of the fundamental steps essential in establishing an effective Extension Service. It has been prepared by recognized leaders experienced at home and abroad in this field. We commend it to those who share the responsibility for assisting in the exciting and important job of helping to establish and develop Extension Services throughout the entire world.

E. D. White
Director, Office of Food and Agriculture
International Cooperation Administration

FOREWORD

This publication is the result of the combined efforts of the Federal Extension Service and the Extension Committee on Organization and Policy of the American Association of Land-Grant Colleges and Universities.

Many experienced extension workers were consulted in the preparation of this publication. Fred Jans, formerly Extension Specialist, Program Leadership, Federal Extension Service, prepared much of the original material. An ECOP sub-committee consisting of the following extension administrators: Ernest J. Nesius, Kentucky; George E. Lord, Maine; Luther H. Brannon, Oklahoma, developed and organized the contents of this publication.

This booklet was prepared by the International Cooperation Administration for use overseas in programs with cooperating governments. It sets forth some basic considerations in building a strong Extension Service.

**INTERNATIONAL COOPERATION ADMINISTRATION
Washington, D. C.**

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BUILDING A STRONG EXTENSION SERVICE

A Guide for Extension Administrators

I. INTRODUCTION

One of man's greatest hungers is for knowledge. Yet for centuries, opportunities for acquiring knowledge were limited to comparatively few privileged people.

Providing knowledge that man can apply in earning an income is a relatively new idea. It is a basic step in generating economic development. Still newer is the idea of providing practical knowledge on the use of all resources to achieve a higher level of living for the individual and his family. These ideas can be put into effective practice through extension education.

Extension education can provide practical knowledge to many people, regardless of their educational level or stage in life. Informal¹ education of this type is usually for persons out of school who want to learn how to apply modern science in their daily lives. Carried out expertly, extension education can lead to a new economic and social era for rural families.

Through their support of extension education, government leaders show their dedication to improving their people's welfare. Thus, they demonstrate their sincere interest in rural people and earn their good will. Fully developed, it can mean more fruitful soil, more productive animals, more food for the family, larger agricultural income for more satisfying levels of living.

This publication is written for these progress-minded leaders. It is for central administrative staffs in all countries which

have or want to start an extension educational service. The authors recognize that countries are at different stages in developing a mature extension service. So, they have set forth some guiding principles to help administrators begin, continue, and expand an extension program.

This booklet provides a logical procedure for setting up and building an Extension Service. An administrator can identify the stage of development of his country's Extension Service within this framework. Then he can apply the guiding principles to his country's situation. In doing so, he will lead his staff to greater heights of service to rural people.

The authors of this publication are extension administrators in the United States. They have many years of experience in developing extension programs in their country and have helped administrators in many other countries organize and expand extension educational services.

The best use of this publication will probably be realized when the principles developed here are thoroughly discussed within the administrative circles of the government. After the administrators have noted the principles outlined, it is essential to determine how these principles apply to their country's situation. Finally, they should undertake the necessary action to apply the principles in building a continuing and expanding extension educational program in their country.

II. DEFINITION OF EXTENSION

Extension is an informal educational system. Unlike formal educational programs, extension does not have classrooms and prescribed courses of study. Its curriculum is based on the needs of the people it serves.

¹As used in this sense, formal education has curriculum, regularly scheduled classes, textbooks, assignments, examinations and grades. Informal education has none of these. It recognizes problems or opportunities that people have and then the needed information, guidance, stimulation, and followings is provided to assist the interested persons to use the information directly for their own benefit.

Extension's students are rural people. Its goal is to help these people attain a more satisfying farm, home and community life.

Through extension, people learn new scientific facts in agriculture and home-making. They learn how to apply these facts to improve their farms and homes. Extension teaches people how to use their time, land, and money for their own greatest good and how to work with other people for the common good--locally and nationally.

Extension is concerned with agricultural production because agriculture is the source

of food, clothing, and family income. It is also concerned with the use of agricultural products and income in providing better nutrition, better health, better housing, greater security, and greater satisfaction to people.

Extension teaches people how to make their own decisions--it does not order them to make changes. It may help people to find credit and teach them how to use it wisely, but it does not provide money for agricultural development. It may teach them why certain controls are necessary, but extension does not regulate the actions of rural

people. It may teach them how to organize and operate a cooperative association, but it does not direct commercial operations for farmers.

Rural people will support and participate in an extension education program when they are convinced that the Extension Service operates for their benefit. As a pioneer director of extension said many years ago, "It is the function of the Extension Service to teach people to determine accurately their own problems, to help them acquire knowledge (useful in solving these problems), and to inspire them into action."

III. CONDITIONS NECESSARY FOR SUCCESSFUL OPERATION OF AN EXTENSION SERVICE

The leadership in agriculture should understand the purpose of an Extension Service and want this service for rural people. If this is not the case, establishment or further development of the service might well be delayed until the situation can be changed. In addition, the following policies and guiding principles are considered essential to the development of an effective Extension Service and should be recognized by Ministry officials as prerequisite policy.

1. Extension education should be understood to mean the teaching of technical knowledge useful in solving recognized problems of rural families. It involves developing the confidence of rural people in cooperative effort.

2. The main purpose of extension should be recognized as assisting rural families through education to realize maximum benefits from the use of their available resources.

3. Extension education shall be available to all people, irrespective of race, creed, class, or tribe and without expected favor or cost to the individual.

4. The Extension Service is to be adapted to the social order and organization in the community.

5. The educational method will be adjusted to the arts, skills, attitudes, knowledge, and resources of the people.

6. Representative local leaders will help plan and carry out an extension program.

7. The Extension Service as a public service organization will strive continually to develop sound and formally stated policies, gain in professional status and to acquire technical competence that leaders recognize and accept.

The recommendations in the following sections of this statement are presented to administrators as a logical sequence for developing an Extension Service. These recommendations may not conform exactly to the pattern to be followed in any one country, but they are the outgrowth of more than 50 years of experience. In the final analysis, the administrator's judgment should prevail.

Administrators, after studying these recommended steps in developing an Extension Service, should, with the aid of their colleagues, develop a specific and clear plan to be followed in their country.

IV. EARLY DEVELOPMENT

1. Know the Country Situation and the Needs Reflected by the Situation

No two countries are alike in agricultural resources and problems, levels of living, cultural values, social organization, educational levels, or government organization and services. Before any action can

be taken, the extension staff must know the agricultural situation and the real needs of rural people. Obtaining this information will be a special challenge to administrators. They must find out the living conditions of the people, their resources, their knowledge about agriculture, their attitude toward adopting new ideas, knowledge about

unrealized opportunities, and the kind of volunteer leadership available at the local level.

The true situation can be best determined by visiting the villages and consulting the people. Government statistics often are helpful, but there is no substitute for first-hand information. Direct expressions from the people will bring out and clarify the real needs.

The administrator must know the sources of technical information in agriculture and home economics. He may have to arrange for local testing of domestic and foreign research data. In some cases, he may have to arrange for research to find the answers to people's needs.

The Extension Service must rely on other services and agencies to supply many related elements of agricultural development and improved living. These include such things as credit, marketing, transportation, medical and veterinary services, and regulatory activities. The availability of such services must be considered in selecting extension projects.

The extension administrator also must consider the availability of personnel and their training needs. And finally, he must consider the total economic resources of the country in determining the ultimate size of the Extension Service.

The administrator who understands the local situation well has made a significant step forward in developing a solid base for an extension education program.

2. Know, Inform, and Ask the Help of Leaders

In every situation involving people, where action is necessary to accomplish an objective, a few key individuals are most important in providing needed leadership and direction. Identifying these key leaders is a primary responsibility of the extension administrator. This is true irrespective of whether such a leader is an administrative superior, coworker, or one who follows out instructions.

He should involve the influential leadership in the beginning of the extension program, soliciting its counsel and advice. Support at the crucial moments of growth will then be more likely.

In most countries, there are people who are not in government, but who are influential in other ways. Recognizing such leadership within agriculture and involving it in

the first stages of development is basic to a developing program.

3. Develop Projects to Fit the Needs

The needs of the country, as seen by the expert eye, are usually vast. The resources for solving the problems growing out of these needs may appear small, leaving a great gap of almost unsurmountable proportions. The country administrator usually faces the alternatives of taking a few problems and concentrating on their solutions in depth on a national basis, or of attacking many problems and developing programs that only lightly touch the solutions.

There is no easy answer as to which alternative or combination is best. In most country situations, selection of a few problems on which results can be realized fairly quickly is probably the best choice of alternatives. As experience is gained and more resources become available, more solutions to pressing problems can be sought.

Support by appropriating, legislative, and administrative bodies is very important in the first stages of development. Early results will help to obtain this support.

After the value of extension has been demonstrated, and its acceptance by the key leadership assured, then the extension administrative staff can give more consideration to long-time problems.

The projects selected will have greater meaning and can be better explained and understood when they are developed according to some formalized outline.² Most countries have an outline form or can obtain one for the development of a project statement. As a general rule, a project statement includes a statement of the situation, reflecting the needs and explaining what is proposed to be accomplished, including goals and the methods to be followed. Also included should be the resource needs including funds, personnel, facilities and equipment.

4. Allocate Your Resources (Simultaneous with project development)

In the early development of the extension program the manpower and fund resources

²Formalized Outline - A standard form with headings that assure inclusion of all necessary information.

determine the scope of the beginning program. To allocate the available resources effectively may mean a careful study of the expected results from working on different problems. A wise administrative decision allocates the manpower and funds to the uses where the expected results will be the greatest.

The extension staff must see that recommended materials and equipment are available when needed. The Extension Service may arrange for supplying these through local private shops or the government may supply such materials directly. Extension, as an educational service, should not become directly involved in any such commercial activities.

5. Obtain and Train Staff Members

Generally speaking, relatively few people are well trained in agriculture or home economics subject matter and also have ability to use good extension teaching methods. Success with the extension program over a continuing period will usually be best when persons selected to do extension work are well trained in their subject matter and are dedicated to public service. Such persons can usually and should be taught methods of working with rural people.

Extension administrators often must arrange for staff training in subject matter as well as in teaching methods. If the number of technically trained personnel is limited, they may best be used to form the nucleus of the extension staff. Later, they can serve as supervisors, technical specialists, and trainers of local extension workers.

Extension workers without a high degree of education also can make a contribution to the program. Their knowledge of local customs and willingness to live and work in the villages is a definite advantage.

In countries with agricultural schools or colleges, the extension administrator should work closely with the school's administrators. These schools can provide the basic training required for effective extension work. In addition, the schools can give intensive short courses for extension workers. Subject matter and extension methods training often can be combined in these courses.

The less training an extension worker has, the more technical supervision³ must

³ Technical supervision - Advice and guidance regarding the more technical aspects of a problem or project.

be provided. This technical supervision is a function of the extension specialist.⁴

In many countries, the technically trained staff members may come from city homes and have little practical farm experience. Since they do not have the common skills of the farm people, they may be reluctant to demonstrate practices requiring these skills. Rural people have little confidence in a teacher who is awkward in using their simple tools and equipment. Special training in common farm practices and skills will give confidence to the local extension worker.

When persons trained in agriculture or home economics are available, they will need additional training in extension methods, techniques, and skills. Extension teaching techniques differ somewhat from classroom teaching. However, the underlying principles are similar. Extension workers concentrate on specific problems and their solutions, rather than teaching general subject matter. In some instances, the extension worker may help form groups for cooperative action.⁵

A well balanced extension approach requires more than technical information. Frequently persons are not aware of their real problems and must be helped to understand them.

The extension worker always includes among his techniques those designed to stimulate and encourage people to adapt information to their own economic and social situation.

The extension worker is usually a stranger to the villages and the people are not familiar with the assistance he can provide. So he must carry out several important actions in establishing and developing the village extension program. These include:

1. Getting acquainted.
2. Winning people's confidence--establishing a demonstration which will succeed and making sure that key people see it.
3. Tactfully obtaining facts about the community.
4. Finding out who the informal leaders are, and getting acquainted with them and involving them in the program from the beginning.

⁴ Extension specialist - An extension staff member with special competence in a technical field such as soils, nutrition or animal husbandry.

⁵ Cooperative action - e.g., where a group of people undertake a task for their mutual benefit, such as digging a drainage canal to drain the land of several farms.

5. Determining the local problems and deciding which problems are most important.

6. Seeking agreement on solutions to problems.

The type of training given the new extension worker will have a strong influence on the program's success. He needs to be continually furnished information relating to the most important problems. As the confidence of local people develops, the need for accurate and well supported information also grows. Therefore, training the professional staff means: (1) continual training; and (2) training in both subject matter and teaching methods.

6. Establish Local Extension Office

Local offices are required to carry out an effective extension program. As funds

or resources are available, the following standards should be adopted.

Offices should be located so they can be easily reached by the people to be served. Office equipment and facilities should be selected to improve the efficiency of the worker. The following are suggested: desk, chair, and side chairs for extension workers and secretary; secretarial equipment; postage and office supplies; communication facility (telephone, telegraph, or radio as available); duplicating equipment⁶ and supplies; demonstration materials, visual equipment and aids; meeting room and chairs if other meeting space is not available; and transportation for extension workers. Funds should be provided for travel on official business and for incidental office expenses.

The office will mean more to the local people if they provide the space and as much as possible of the equipment from their own resources.

V. GROWTH AND EXPANSION

Countries can identify their extension programs as entering the stage of growth and expansion when the initial projects have already been launched, workers are on the job, and people are just beginning to learn about a service that provides useful and practical information. These services provide help without expected favor and without the eye of the law looking over their shoulders to see that prescribed ideas are carried out. Except for the key agricultural leadership, people are not aware that a new Extension Service has been established. Perhaps this stage of growth and expansion may be identified as the one in which both expectation and scepticism prevail. It is the one in which the administrative leadership may often have to rely on faith in the idea, as the propelling force.

1. Develop an Organization Plan

Many countries have an established organization in the Ministry of Agriculture and in institutions teaching agriculture and home economics. The Extension Service can be attached either to the ministry or to agricultural institutions depending on local conditions. In either case, an organization plan is essential to establish the proper relationship between the Extension

Service and the other administrative units in the ministry or institution.

An organization plan for extension also will provide for lines of communication and assignment of responsibility at all levels between the administrative leaders and the local extension workers.

In the relationship of the Extension Service to various departments of the ministry, the following principles are important:

- a. The Extension Service aids other departments in the ministry by issuing information from these departments. Where feasible, it may be desirable that the Extension Service be attached directly to the office of the minister or deputy minister of agriculture. The Extension Service then would appear in the organizational plan as a means to support the work of the other departments, rather than as a competitor for funds or personnel.
- b. The Extension Service should be established as the educational arm of the ministry. Its educational role is to transmit technical unbiased information to the people. It should

⁶Duplicating Equipment: A simple type of machine or instrument, either hand operated or by electricity, such as a hectograph or mimeograph machine for reproducing letters, leaflets, notices, office forms, etc.

be so identified in the organization plan.

- c. When the Extension Service is attached to the university system, a written understanding between the university and ministry of agriculture is essential.

Within the Extension Service, the organization plan should reflect the following principles:

- a. The extension administrator and local extension workers should have as direct communication as possible. A simple and efficient organization plan would involve the administrator, supervisors, and local extension workers.
- b. A staff of subject matter specialists should be located in the departments of the ministry, the colleges of agriculture, or be responsible directly to the extension administrator. The extension staff should include program leaders in agriculture, home economics, and youth development. As the Extension Service grows, experts in financial management, personnel training, and information will be needed.
- c. The plan of organization should be balanced to provide adequate services to meet farm family needs. For example, these services should meet income needs through agricultural production, family living needs through home economics, and youth development needs through youth programs.

At the start, major emphasis will probably be placed on income and production. Since extension work is concerned primarily with the welfare of the family, youth and home economics work should start as early as possible. In some countries, youth work is the first aspect of extension to gain acceptance. And home economics can be a vital factor in improving agriculture as well as the health and living conditions of rural people. The interdependence of agriculture, home economics and youth work calls for a balanced and integrated program.

In the final analysis, the organization plan should reflect a positive and wholesome relationship within the ministry. And it should provide a simple and efficient means of getting useful information to the village people.

2. Establish a Legal Basis

A basic charter is necessary before any new government agency can develop properly, otherwise it will always be in an insecure position. The best time to establish the legal basis is in the early stages.

A legal charter will provide for the organization's development and assure that it can continue to obtain funds and maintain its status. Postponement of the legal charter has complicated the task of establishing its proper relationships with other agencies and programs in some countries.

3. Provide for Financing

An Extension Service can succeed in meeting its objectives only when dependable funds are available for carrying on its operation month after month, year after year. It is therefore essential that the extension administrator in cooperation with ministry authorities establish a basis for continuing support. The Extension Service should always be organized on a scale that can be maintained within the growing economy of the country.

Where local people provide part of the financial support either through government or private funds, their interest in the extension program will be stronger. Here too, support should be based on ability to pay. Local support may only mean providing an office, funds for transportation, secretarial assistance, or other useful items.

In some countries, there is no local authority to levy taxes. In such cases, any local contribution must be on a voluntary basis. For example, it may consist of an office constructed with local materials. Even this small contribution will stimulate local interest in the extension program.

4. Develop an Educational Program

An extension program properly developed should include the following:

- a. A list of educational projects reflecting people's needs and a plan for allocating manpower and all other resources necessary to meet these needs.
- b. A plan for coordinating the various activities called for in the project statements to assure cooperation of the various departments of the ministry and to assure a smooth flow of

information within the extension organization.

- c. A statement of the results expected from the planned extension efforts.
- d. Plans showing an estimated time for carrying out certain actions and showing the inter-relationship between the different project activities.

Summarizing:

A good extension program will reflect the following characteristics:

- a. It will be based on the wants and needs of rural people.
- b. It will be flexible and subject to change as new information becomes available and as new needs arise.
- c. It will be altogether educational in purpose and employ good educational methods.
- d. It will recognize abilities of the people served and will operate accordingly.
- e. It will provide for the use of local volunteers to carry the program to many families.
- f. It will be based on the maximum use of reliable technical information.
- g. It will seek to obtain as much local participation as possible.
- h. It will be broad in scope and provide for a continuing educational growth of the people.

In many countries, extension workers tend to deal with minor problems first. This may be due to their inability to recognize the larger problems. But often it is a question of selecting problems which can be solved quickly--to show accomplishment and win confidence of local people.

After the worker has demonstrated results and won people's confidence, he should begin to make longer range plans. He should plan his work for a year or other period of time and submit a written plan to the extension administrators. This plan should report the local situation, problems, proposed solutions, methods to be used, and expected results. At the end of the period covered in the plan, the worker should report results of his efforts.

As people make educational and economic progress, their wants and needs change. So the extension program should continually broaden in line with progress by the people.

5. Arrange for Evaluating Programs

The administrator and his staff needs to evaluate progress of the extension program from the beginning. This is a continuous process. Evaluation is based upon accurate information including: (a) a description of the situation at the beginning of the period; (b) a statement of proposed changes or objectives; (c) a record of action taken; and (d) a report of accomplishment or changes that have taken place in terms of the stated objectives.

The wise administrator will develop with his staff an effective system of collecting and analyzing information useful in the evaluation process.

6. Develop Extension as a Profession

When extension is recognized as a profession, it will begin to attract outstanding men and women employees. These employees will see the career opportunities and will improve through self-study and analysis as well as through formal advanced training. This will help to provide a basis for training institutions to introduce suitable subject matter in their curricula.

Every extension worker should have a clear understanding of his duties. After the organization plan is developed, a job description should be written for each position. These should describe in detail the workers' duties and responsibilities.

Extension workers should feel secure in their positions. They should feel confident that they will not be changed from one position to another without advance notice or released from government service without opportunity to express their own viewpoint to the administration. Extension work is more attractive as a profession when employees are assured a retirement income after long and faithful service.

Extension workers may be paid according to salary scales established on a government-wide basis. These salaries may have been established for workers who work short days and have other part time jobs while extension workers must devote full time to extension work. Government-wide salary grades may not reflect the special training required of extension workers. In such situations, the extension administrator must work closely with the government authorities responsible for job classifications and salary scales to assure fair treatment of his extension staff. It is

important also that extension positions carry titles in accordance with responsibilities and which may provide the needed status.

Other characteristics of a profession include:

- a. A body of knowledge recognized as a professional field.
- b. Specified requirements of training and competence to enter the field.
- c. Technical and ethical standards.
- d. Responsibility for service to the public.
- e. Individual responsibility for self direction and self discipline.

7. Give Proper Attention to Public Relations

The administrator will identify and serve accordingly the different publics he has to recognize in the conduct of an extension program. There are many publics: Firstly, there are his superiors in the ministry to whom he looks for guidance and support. Secondly, are the department heads in the ministry who head long-established departments, and who have felt they had the task of educating the public in their respective areas. Thirdly, there are the public officials in government responsible for the allocation of funds for the carrying out of extension work. Fourthly, allied industrial and other related groups who serve agriculture. Fifth, there are the local leaders who through their implicit or explicit approval determine in advance the success of an effort at their level, and lastly there are the people who represent the clientele of extension. All these publics must know and understand what extension is attempting to do and what it can do.

8. Organize and Develop a Specialist Staff

Experts in specialized areas of knowledge form the core of a continuing and

expanding Extension Service. By employing specialists who are experts in certain subjects, an administrator establishes the areas in which the Extension Service is capable of solving technical problems.

The local extension worker may be well trained in general agriculture or home economics but he cannot be an expert in all technical subjects which might arise. A specialist can help him with these technical problems and keep him up to date on subject matter. If the local worker has limited technical education, the aid of a specialist is especially important. Without a specialist staff to train the village extension worker and to work on important national, regional, village, and individual problems, an Extension Service would eventually become sterile in its application and service to people.

In some countries, it may be many years before there are enough highly trained specialists for extension, university teaching, research, and regulatory activities. Until there are enough, many specialists will have to perform two or more of these duties. Good relationships between the Extension Service and the other agencies are especially important in such instances.

9. Develop a Balanced Program

Extension Services will develop differently in various countries. Similarly the emphasis will also vary among agricultural production, family living, and youth programs. Many countries have found that early emphasis on development of family living and youth programs is desirable. In such cases, extension serves all technical agriculture and home economics needs of the farm family. When this is done, the entire family reaps the benefits of applying scientific practices.

To be in good balance, an extension educational program must be pointed to using the increased income resulting from improved production for better family living.

VI. THE LONG LOOK AHEAD

Countries will identify themselves as having reached this stage after most of the steps discussed under Growth and Expansion have been accomplished. At this point, the extension administrator should analyze the program and review progress. He will need to be thinking about what the Extension

Service should be doing 5, 10, and 25 years in the future.

The administrator will be interested in improving the quality of extension work in all of its aspects. He will be developing long-time plans. He will be interested in developing more precise standards of

accomplishment by which to measure success and failure. And he will begin to feel confident that efforts to establish an Extension Service are yielding results.

The administrator will know that the idea of an Extension Service is generally accepted by the people and by other officials both within and outside of the ministry of agriculture. He will feel that the extension program is growing and that now is the time to provide for its long-term success.

An administrator in this position will want to consider the following steps:

1. Develop a Long-Range Plan for Training Local Volunteers

Often the most able persons in a community are unaware of their abilities. Finding, training, and using these people as volunteer leaders is one of the major tasks in developing an Extension Service. Volunteer leaders are important to extension; in fact, extension work cannot be conducted without them.

Local extension workers should be encouraged to develop volunteer leaders. Through corps of volunteers, the extension program can be carried to thousands of families. Most villages and districts have capable persons who enjoy the status of leadership and take pride in group accomplishments.

2. Develop System for Reporting Plans and Accomplishments

Advance planning is necessary if each worker is to use his time most effectively. This can be accomplished by requiring a written plan covering a specified period of time.

In a plan of work the local extension worker: (a) recognizes, with the help of local people, the important problems to be attacked; (b) proposes specific actions to be carried out; (c) lists those resources needed to carry out the proposed plan; (d) draws up a time schedule; (e) lists names of all persons who will cooperate; (f) shows what results he expects from the action to be taken and how these results are to be measured.

Such a plan, although it may be stated in general terms during the early development period, will serve as a basic guide to the extension worker and will tell his superiors what is planned. A plan of work

assures the worker that his time will be used in the best interests of the people he serves as contrasted to scattered application of his efforts in disjointed and uncoordinated activities.

At the end of the period covered by the plan, a report should be made to show: (a) relation between the plan and what was actually done; (b) results of the efforts; and (c) a review of the expected changes for effective plans for the next period.

3. Develop a Plan for Professional Improvement

As extension work matures into a profession, it will be important that colleges provide special curricula to prepare their students for employment in extension. A plan for professional improvement should include graduate training programs especially designed for extension workers. If extension workers in agriculture and home economics are to gain full recognition, in-service training programs need to be established for providing on-the-job up-to-date information. A publication devoted to the professional aspects of extension will contribute to professional competence and morale. When these plans have been accomplished, extension will be assured a definite place in the agricultural structure of the country.

4. Develop the Science and Art of Supervision

Supervision principles should be studied and adapted to the country's situation because supervision of local extension workers is one of the most important functions of administration. The extension supervisor has to supervise widely dispersed people, often in isolated areas. He advises and encourages them in preparing plans of work, in maintaining good relations with local people while carrying out these plans of work, and by following through on administrative procedures.

5. Maintain Ability to Change

An Extension Service, while working on the important problems of today, must be anticipating the problems of tomorrow. Thus, it must be able to change plans and methods to meet new problems as they arise.

As people's needs change, the means should exist for the program to be adjusted. This will require measuring the effect of the extension program which is a continuous responsibility of every worker. The extension worker should try new educational approaches to learn whether other methods will work better than existing ones.

To have an up-to-date Extension Service, the administrator should provide cer-

tain resources which can be shifted from one area of emphasis to another on relatively short notice.

In the final analysis, an extension administrator must constantly strive to strengthen each element of his extension organization. All of the foregoing principles are important in assuring that the service meets the ever-changing needs of the people it serves.

SUMMARY

An Extension Service matures and grows gradually. It goes through several stages of development before it reaches full stature as a vital part of a country's agriculture.

Administrative actions in the early years determine the future success of the Extension Service. They provide the base on which to build an educational program to help rural people attain a more satisfying farm and home life.

One of the most challenging tasks facing an administrator in the early years is to understand his country's agricultural situation and the real needs of rural people. The administrator must know the availability of technical information, services, and personnel. And he must know the economic resources of his country.

Another important early step is to know, inform, and ask the help of leaders, in and out of agriculture. These leaders, and other groups with an interest in the Extension Service, should be kept informed of plans, programs, and policies. Then they will support Extension's growth and expansion.

After the agricultural situation and people's needs are known, the administrator must develop educational projects to fit the situation and needs. In the early years, he will probably want to select a few important problems on which results can be achieved fairly quickly. These will demonstrate Extension's value to the key leaders.

The next step is to select and train an extension staff. Workers should be well-trained in agriculture or home economics. They can usually be taught methods and techniques of working with people.

As the Extension Service grows and expands, the administrator should develop an organization plan and provide for continued financing. An organization plan establishes Extension's relationship to other administrative units in the ministry of

agriculture or university. It also provides a means of communication between administrator and local extension workers.

The methods of financial support must be adapted to the customs of the country. If local people contribute part of this support, their interest in the program will be strengthened.

During this growth and expansion period, a balanced extension educational program should be developed. Such a program will reflect people's real wants and needs. Early emphasis will probably be given to agricultural production. As soon as possible, however, family living and youth work should start. Then entire families will benefit from application of scientific practices.

As the Extension Service matures, the administrator should look to the future. He should analyze progress and begin thinking about changes to be made in the years ahead. He should start developing long-range plans to improve the quality of extension work.

One thing the administrator will want to consider is a plan for teaching volunteer local leaders. Volunteer leaders help carry the extension program to thousands of families. So they are vital to extension's long-term success.

The administrator will also want to provide in-service training opportunities for the extension staff. They must keep up to date in subject matter as well as teaching methods if they are to continue to serve the people.

All extension workers, while working on the important problems of today, must be anticipating the problems of tomorrow. As people make educational and economic progress, their wants and needs also change. So the Extension Service must be able to adjust programs and methods to keep pace with progress by the people.

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