

ADAPTATING THE BASIC PRINCIPLES OF PROGRAM DEVELOPMENT
AS STUDIED IN THE UNITED STATES TO THE THAI SITUATION

by

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TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	8
CHAPTER	
I. INTRODUCTION	9
Preface	9
The People and General Background of Thailand	10
Education	13
Rural Leadership	15
Level and Standard of Living	16
Land Used and Tenure	20
Extension Service in Thailand	22
Department of agriculture	25
The research and experiment station division	26
The rubber division	26
The plant industry division	27
The division of agricultural chemistry	27
The agricultural Extension service division	28
Organizational structure of the Extension division.	28
Provincial agricultural officers	30
District agricultural officers	30
Regional Extension centers	31
Coordination	31

	Page
Agricultural program development	32
Statement of the Problem	33
Purpose and Objective of Study	33
Procedure Used	34
Definition of Terms	35
II. EXTENSION SERVICE IN THE UNITED STATES	36
Purpose of Extension Work	36
Nature of Extension Work	37
Objectives of Extension Service	39
Scope of Extension Service	41
Function of the County Extension Workers	42
Concept of Training	44
In-Service Training Program	47
Definition	47
Importance of in-service training	48
Conferences	50
Workshops	50
Short courses	52
III. BASIC PRINCIPLES OF PROGRAM DEVELOPMENT IN EXTENSION SERVICE	54
Concept of Program Planning	54
Process of Program Planning	56
Collection of the facts	58
Analysis and interpretation of data	59
Identification of a problem	59

	Page
Determination of priorities	59
Development of objectives	60
Selection of courses of action	60
Plan of coordination	61
Plan of evaluating	61
Organizing for Planning	62
Methods of organization	62
Representativeness and selection of committee members	64
Size of committee	66
Tenure and replacement	66
Clarify the objectives	67
Role of staff and committee member in organizing for planning	68
Role of supervisors	70
Role of subject matter specialist	70
Role of county Extension staff	71
Role of county planning committee or advisory lay committee	72
Developing the Planned Written Program	72
Composition of process	75
Statement of process	75
Statement of situation	75
Statement of major problems and concerns	76
Statement of objectives	77
Recommendations for solving problems and concerns	77

	Page
Plan for coordination with other groups, agencies and organizations	78
Developing a plan of work	78
Composition of the plan of work	80
Designation of program area	80
The problematic situation	81
Statement of specific problems	81
Teaching objectives	81
People to be reached	82
Learning experiences to be provided	82
Determinating staff and other resource persons needed to implement plan	85
Deciding on where the teaching will be done . . .	85
Determining when the teaching will be done . . .	85
Plan for evaluation	86
Program action	86
Establishing common understanding among people concerned	87
Identification of task and means for accomplishment	88
Equipping staff and leaders	89
Developing a calendar of activities and communication	89
Continual review and follow-up	90
IV. GENERAL RECOMMENDATIONS FOR IMPROVEMENT IN EXTENSION PROGRAM PLANNING IN THAILAND	92

	Page
General Recommendations	93
Involving people in program development	93
Determining an Extension program	94
Collection of facts	95
Analysis of the situation	96
Identification of problems	96
Making a plan of work	97
Statement of the program area	97
Statement of the situation	97
Statement of major problems	98
Statement of program objective	98
Annual goal	98
The planning team	98
Plan	99
Evaluation of the accomplishments	99
Specific Recommendations	100
A proposed training program in the principles of program development for Thai Extension workers . . .	100
National level training	100
Provincial level training	102
Local level training	103
Steps in program planning	104
Supervisors go to the district	105
District planning committees are set up	106

	Page
Annual planning meeting	107
The public should understand planning	107
Administration support	108
Specialist assistance in planning is essential .	108
BIBLIOGRAPHY	109
VITA	113
APPENDICES	114

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CHAPTER I

INTRODUCTION

I. PREFACE

Everyone is ignorant, but not on the same subject, is the statement that is often quoted. This statement not only contains truth but it also implies that in order to make progress it is necessary to learn and continue to learn. It is important to understand this implication. By learning as much as possible, one has the opportunity of acquiring knowledge of ideas and practices which, when applied, will result in raising the standard and level of living and benefiting those engaged in the educational programs.

During the past hundred years, much progress has been made in the sciences including notable advances in agricultural science. As a result, a sizable "storehouse" of knowledge has accumulated. Countries like the United States began developing slowly but surely a system of disseminating such knowledge, especially to farmers and homemakers through the Cooperative Extension Service. With the passing of the Smith-Lever Act creating the Extension Service, this important task has enlarged until now every county has access to university Extension educational materials. Education has always been deterred by barriers of beliefs, languages, and customs of the people. Through new discoveries in the fields of social sciences and education, the situation is now improving. At present, the flow of knowledge goes from the scientist to the Extension Specialist, from the specialist to the local

Extensionist and from him to the people. Today, the Extension worker is trying to help the people identify and solve the problems which are encountered in day to day life situations.

The problem in Thailand is difficult since Thailand has many ethnic groups which have pronounced differences in standards of living, education, beliefs, customs and languages.

II. THE PEOPLE AND GENERAL BACKGROUND OF THAILAND

Thailand has been known for centuries as the ancient Kingdom of Siam. Since 1948 it has been called "Thailand" which means, "Land of the Free." The word "exotic" seems to have been invented to describe this fabled "Land of Smile." To mingle with her smiling hospitable people, to witness her colorful Buddhist ceremonies and festivals, to explore her canals and river life, and to see her unique architecture, including fabulous temples and palaces, offers much in the way of travel adventure.

Thailand is situated between the meridian of 97 and 106 degrees East Longitude. It is divided into Northern, Central, Eastern and Peninsular Thailand. Peninsular Thailand is bounded to the west by the Indian Ocean and in its northern areas, by Burma; to the east are the South China Sea and Gulf of Thailand, and in the extreme south by the Federation of Malaya; North Central and Eastern Thailand are bounded to the west, northwest and north by Burma; Laos and Cambodia are neighbors to the northeast and east. Thailand is about 1,000 miles long at its greatest length and 500 miles wide at its maximum width. It may be

compared in size to France.

Thailand has a moonsoon tropical climate. The average temperature is 82°F. The temperature in Bangkok, the capital of Thailand, ranges from 62°F in December to 97°F in April.

There are three seasons in Thailand: the hot season from February to May, the rainy season from June to October (when the south-west moonsoon blows and brings almost daily showers, usually lasting only an hour with lower temperature); and the cool season from November to January.

The total population of Thailand, at present, is about 30 million. This population is unevenly distributed in an area of about 200,000 square miles. There are 71 provinces. The most populated province, Bangkok, the capital of Thailand, has about three million people.

The Thai population is rapidly increasing at a rate of three per cent per year, compared with the rate in the United States of 1.7 per cent per year. The death rate is decreasing.

If this trend continues, it is possible that at the end of the present century, the Thai population would be about 81 million, compared with 250 million in the United States.

According to Singalvanija, "about 85 per cent of Thai population live in villages and are entirely dependent upon agricultural production."¹ Thailand is an agricultural country even though only about 17 per cent

¹Thumnon Singalvanija, Far East Agricultural Extension and Information Workshop, Taipei, Taiwan, Republic of China, April, 1959, p. 112.

of land is under actual cultivation. Many reasons account for this low percentage of land use for agriculture. The main reasons, however, are that (1) about 65 per cent of the land is in timber, (2) there is lack of technical know-how in the development of irrigation and (3) there is a lack of modern farm equipment. In many areas, cultivation is dependent strictly on hand labor and water buffalo for clearing land and plowing.

Thailand, although handicapped by this situation, still exports agricultural products. The principal agricultural products exported are rice, corn, and tapioca. These provide an excellent source of foreign exchange and because of the food shortage in other parts of Asia, Thailand can readily find a market for surplus agricultural products. Hence, one of the tasks of the extension worker is to educate villagers in improved methods of farming so as to increase production for export.

In addition to agricultural products, Thailand also exports timber and tin. It is a nation rich in natural resources so again the extension worker needs to assist in educating the people to develop their national resources to maximum potential.

The national language is Thai, although there are many ethnic groups that have a separate language. The principal ethnic groups are Chinese 30 per cent of the population, Meo 40 per cent of the population, and other mountainous groups 30 per cent of the population.

The family is the basic social unit in Thailand. The father is the head of the family. Generally women, boys, and girls work inside the home, reserving for men the work outside. One of the most interesting

features of life in Thailand today is the change taking place in women's lives. Previously they were considered inferior to men, were given little education and were not allowed to vote or enter into life outside the home. They were and still are controlled by their husbands and fathers.

The population of Thailand is predominantly Buddhist. Religion plays an important part in the Thais' daily life. Young men, regardless of their social status, are expected to spend a minimum period of three months as monks, usually during Buddhist Lent, the three months of the rainy season. Early morning risers will see saffron-robed monks on the streets, bowls generously filled with food by the people who gain merit through their generosity. Monks cannot ask for or earn money; they may only receive donations.

III. EDUCATION

The quality of education in Thailand is low by Western standards. School curricula at all levels of instruction are characterized by excessive work loads and emphasis on detail. Teaching methods are rigid, with emphasis on memorization rather than on developing a spirit of inquiry and power of observation. Class instruction often bears little relationship to every day experience. Such characteristics have encouraged unqualified acceptance of instruction and have stymied the creativity needed for progress.

Educational levels in rural areas are consistently lower than in urban areas. Higher educational levels are generally associated

with higher per capita incomes, higher productivity, and more rapid growth of per capita agricultural production.

Prestige is sometimes, if not exclusively, associated with highly academic subjects, such as the humanities and the fine arts. These subjects are emphasized as preparation for the professions of law, medicine, and civil service, which are highly esteemed because of their association with the governing class. Moreover, students who study in a technical field such as agriculture often plan to enter civil service in an administrative capacity upon graduation.

Most Thai people are poorly educated, especially those who live in the rural areas. Great progress has been made with respect to educating illiterate people and the government of Thailand is becoming more and more aware of this problem.

Literacy for farmers 25 years and over is calculated on the basis of years of schooling completed. Reports in 1960 indicate 60 per cent completed 4 years of primary schooling but less than 4 years of secondary school, 3 per cent completed 4 years of secondary school but less than 4 years of higher schooling, while none had completed 4 or more years of higher schooling.²

It is obvious that most Thai farmers have a very low educational level. Large numbers of them come from primary schools while a small number are graduated from the secondary and high schools, and none have

² Changes in Agriculture in 26 Developing Nations, 1948 to 1963, Foreign Agricultural Economic Report No. 27, Economic Research Service - U.S.D.A., Table 54, p. 72.

completed college.

Nevertheless, there are some provinces with a high percentage of literacy. Bangkok and Dhonburi have more than 70 per cent literacy.

IV. RURAL LEADERSHIP

On the village level, a person is elected by the people of the village to serve as "head-man" or Poo Yai Ban. His election must be approved by the Provincial Governor but generally this is a mere formality. The person elected is usually elected on the basis of his personal qualities, i.e., good character, success as a farmer, level of education, etc.

The "head-man" is responsible for performing both civil and crime-repression duties for the government. He assists the district officer in keeping the public peace, maintaining records, etc. as well as reporting matters of interest to the government. On matters concerning the village he calls a village meeting to discuss the problem and decisions are made after a consensus is reached. In other words, the village "head-man" does not dictate what villagers must do. Rather the village-meeting is democracy in action and resembles the old New England town meetings in the United States.

At these meetings, the village teacher may exercise considerable influence, particularly if the matter revolves around education. The monks do not participate in these meetings if they concern secular matters such as repairing a bridge or fixing the road. If it is a matter concerning the temple or holding a religious festival the monk

exercises strong leadership in the village.

The extension worker's best approach is to work through the "head-man" and have him call a village meeting in order to present his program.

V. LEVEL AND STANDARD OF LIVING

When compared with the levels of living in the United States and Europe, the level of living of the Thai people, especially among the middle and lower classes, is very low.

The well-being of most of the people depends upon the per capita production and the distribution of the output of goods and services among the people.

The productivity per capita is so low that in most of the provinces it takes nearly 60 per cent of the working population to grow the food and provide the agricultural raw materials for export. Around 15 per cent of the population is engaged in industry and service occupations while 85 per cent live in the rural areas.

To understand Thailand agriculture, at least, within the tropical area, it is important to keep in mind the extreme range of climatic conditions and the fact that in one place the main differences between the seasons is the amount of rainfall. The mountain ranges are responsible for the variations in both temperature and rainfall. They cause agriculture to vary because of the different kinds of soil, climate, and amount of rainfall. Travel over them is difficult and costly. This situation requires the utilization of a high percentage

of the working people in rural areas. The density of the population in each province and the general lack of industrialization does not permit the raising of levels of living. Therefore, to obtain higher levels of living, it is important to increase the productivity in agriculture not only to produce more of the essential agriculture products but also to use a smaller percentage of the total population to produce it, thus, opening the way to divert people into industrialization.

Agricultural and industrial productivity in Thailand is very low due in part to a lack of capital and a narrow margin of profit coming from this low productivity. Temporary foreign capital is necessary to break this vicious circle and to accelerate progress.

Thailand must mobilize its human resources such as trained extension workers to work with the villagers encouraging the adoption of new and improved production methods. She must improve marketing methods. Only through these methods can the index of productivity and the standard of living be raised. Through increasing agricultural production, Thailand can earn more foreign exchange to develop industry. Through the introduction of modern agricultural technology, more man power can be diverted to industry.

The industrialization of Thailand is not incompatible with the efficient development of primary production. Although industrialization is not an end in itself, it is a means of obtaining a share of the benefits of technical progress and of progressively raising standards of living of the masses.

"Thailand, with less than \$200 per capita income in the mid-1950's, had over 80 per cent of its labor force in agriculture; the United States, with a per capita income of \$2000, employed only 16 per cent of its labor force in this activity."³ A general condition of sustained economic growth is that of a declining proportion of the people required to provide the food and fiber for the total population and for export.

In attempting to raise the standard of living of rural Thai people, the Thai government has set up three groups of activities; (1) Land allocation and land settlement, (2) Community development, and (3) A public service activity.

The land allocation and settlement activity is administered by several government agencies, e.g., the Department of Public Welfare, the Cooperative Settlement and the Land Development Department.

"The Department of Public Welfare has now 39 Self-Help Settlements in 32 provinces. The main purpose of Self-Help Settlement is to provide social assistance, land and means of livelihood to the unemployed, ex-tricycle drivers, fire victims and persons discharged from the narcotic asylum. A number of these people have no experience in agriculture."⁴

³ Ibid., p. 112.

⁴ Thailand Official Year Book, (Bangkok, Thailand : Government Printing Office, 1964), p. 362.

In addition to providing members of the Settlements with plots of land (25 rai for each family), the Department of Public Welfare builds roads, clears part of the land to help them get started, supplies water for their farms and occasionally provides some funds in the initial stages. Assistance has to be given in various forms since most members have neither the money nor the necessary knowledge of cultivation.

The Cooperative Settlement project differs from that of the Department of Public Welfare in two important respects. First, members of Cooperative Settlements are those already engaged in agriculture. Secondly, they must be reasonably well-off. For example, some co-operatives require that applicants for membership have an income of not less than 10,000 baht (\$500) per annum. The assistance given by the Cooperative Settlements, in most instances, includes promotion of productivity and marketing facilities.

The Land Development Department conducts land surveys and land classification. On the basis of its findings, decisions are made as to the area of forest land to be planted to food producing crops. This land will subsequently be given to those people engaged in agriculture, most of whom have been evacuated from the reserved forest areas.

The Community Development Activity aims to coordinate activities of various government agencies, particularly in the fields of education, agriculture and public utilities. Each village has a large number of Community Development workers, i.e., about one worker for every five or six villages, who live and work in close contact with villagers. The main duty of Community Development workers is to arouse the interest of

the people in carrying out different projects for the community and to give technical and material assistance where necessary. Assistance will be given, however, only where the villagers have already made efforts to help themselves.

The first phase of community development work is to send the workers to the most undeveloped areas beginning with provinces in the North-east. This was started in 1962 and is expected to include half of the North-east and the whole of the border provinces to the South by 1967.

The Public Service Activity includes supplying water for drinking and other purposes, construction and maintenance of rural roads and small irrigation projects.

VI. LAND USED AND TENURE⁵

Thailand has a total land area of 321,000,000 rai. It is classified into farm holdings; swamp land; forest and unclassified areas which includes urban, river, canal, highway, railroad, etc. About 64,000,000 or 20.00 per cent of the total land area is in farm holdings. Approximately 83.00 per cent or four-fifths of the total land in farm holdings is under cultivation, 9.00 per cent is in wood land and 8.00 per cent is in other uses. Forest areas comprise 51.50 per cent of the total country's land area or 165,000,000 rai and is

⁵ Land Utilization of Thailand, Division of Agricultural Economics, Office of the Under-Secretary of State, Ministry of Agriculture, Bangkok, Thailand, 1961, pp. 7-8.

the biggest portion under government control. Swamp and lakes take up about 0.04 per cent. The balance of 28.07 per cent is unclassified.

As mentioned earlier, Thailand is divided geographically into 4 main regions. The Northern region is composed of 7 provinces with a land area about 55,900,000 rai or 17.00 per cent of the whole country. Much of the region is mountainous. The evergreen forests and grazing land in this region is one of the most important economic resources of the country because it is endowed with teaks and other valuable trees. Farm holdings take up about 6.00 per cent of the total area. The good irrigation, fertile soil and excellent climate of this region allow crops to be grown and harvested all through the year.

The North-eastern region is composed of 15 provinces with an area of about 106,000,000 rai or 33.00 per cent of the country's total land area. Much of the land is unsuitable for cultivation because of the scarcity of water and poor soil fertility. With emphasis on solving problems in this area in a hurry the Committee of Economic Development for this region is under the chairmanship of the Prime-Minister. It is expected that this region will produce and prosper in the near future. The area in farms in 1961 was about 25,000,000 rai or 24.00 per cent of the region. The forest and grazing land occupies about 42,000,000 rai or 40.00 per cent, swamp 1.00 per cent and the unclassified land has taken up 37,000,000 rai or 35.00 per cent of the total land area in this region.

The Central Plain is composed of 35 provinces. It is the largest region of the country with approximately 115,000,000 rai or

36.00 per cent of the country. Farm land holdings in 1961 included about 25,000,060 rai or 22.00 per cent of the regional area. This region is regarded as the rice bowl of the country since it produces more than 50 per cent of the country's rice population. It has forest and grazing land of 57,000,000 rai or about 50.00 per cent, and swamp 1.00 per cent of the regional's total. The balance of 27.00 per cent is unclassified.

The Southern region is composed of 14 provinces. It is the smallest region with 43,000,000 rai or 14.00 per cent of the country's land area. The sandy soil and frequency of rains make it ideal for rubber, coconuts and fruit crop farming. Land in farms takes up 9,000,000 rai or 21.00 per cent of the region's total land area. Forest and grazing land take up 23,000,000 rai or 53.00 per cent, swamp land 624,000 rai or 2.00 per cent. The unclassified balance of the region's total includes 24.00 per cent or 10,000,000 rai.

The rice production in this region is not sufficient to support the whole region. Most of the people are either rubber planters, miners, laborers, or fishermen. It is from this region that rubber for export is produced. Rubber is the second leading export product of the country with rice being the leading export product.

VII. EXTENSION SERVICE IN THAILAND

Thailand is predominantly an agricultural country. It provides the major portion of the government's income either through export revenues or taxes on agricultural products. Any program

increasing agricultural production will give the rural people a higher income and will improve the standard of living for the whole country. It will also be a prerequisite for industrial development and improvement of cultural and economic conditions.

The Extension Service in Thailand started early in the 20th century but was not formally organized until December of 1933 when a division of Extension was created in the Department of Agriculture. Two years later, it was reorganized and incorporated into the Experiment Station and Extension Service.

In order to increase the agricultural production, the Ministry of Agriculture started an out-of-school educational program when the silk industry was promoted in Thailand. The Silk School was the first original establishment of Extension work and aimed to promote more silk production through the introduction of new techniques to the farm people. In 1951, the present Division of Extension Service was organized in the Department of Agriculture, Ministry of Agriculture, with the support of technical assistance and cooperation from USOM. The major objectives of the agricultural program at that time was the distribution of improved seeds, the introduction and proper use of modern farm equipment and the collection of crop production. Emphasis was put on research rather than Extension.

"In 1955, eight regional agricultural extension centers were established and located in different parts of the country."⁶

⁶ Thai-American Economic and Technical Cooperation, United States Mission to Thailand, Communications Media Division, USOM, Bangkok, Thailand, November 1962, p. PD-10.

Today, there are 14 regional extension centers throughout the country. The Agricultural Extension Service was started to provide a link between research workers and the farmers. The agricultural experiment stations carried out tests and experiments. The results were transmitted to the farmers through Extension fieldmen.

Extension work in Thailand is centralized in the government under five separate departments in the Ministry of Agriculture; namely, Agriculture, Rice, Fisheries, Livestock, and Forestry. Each department performs its Extension function independently. All Extension workers are civil service officials employed by the central government and assigned to work either in the province, regional Extension service or other government subdivisions.

The system of administrative organization divides the country into several provinces (Changwads) and each province into a number of districts (Amphurs). The district is the basic unit of government administration in rural Thailand. Officers at the district levels are responsible to their superior officers at the provincial level. Both are responsible to central government, i.e., Division, Department, or Ministry concerned.

The objectives of the Ministry of Agriculture includes: (1) the development of rural people, (2) the improvement of the standard of living, (3) the increase of efficiency in agricultural marketing, (4) the conservation and development of natural resources, (5) the development of a more satisfying family life, and (6) the development of farm boys and girls.

Each department in the Ministry of Agriculture conducts its own Extension program independently. Through the cooperation of provincial officers and district officers, the Extension programs are carried to the local area. The provincial officers assigned to work in each province are administratively responsible to the governor of the province but they look to their own departments for technical information and guidance. These officers have separate offices in the provincial administrative buildings, the exceptions to this are the provincial veterinary officers and the provincial forestry officers who have their own separate offices away from the administrative building.

Department of Agriculture. The Department of Agriculture was first established in 1903. Since its establishment, this organization has been under various names and has undergone a series of changes and development. In 1946, it acquired its present name and has since attained greater significance in the development of agriculture. This organization is now one of the departments of the Ministry of Agriculture. Its function is to supervise and assist in the production of all crops except rice which comes under a separate department. The department is headed by the Director General in accordance with ministerial policies. The Director General in turn is assisted by two Deputy Director Generals who are responsible for the technical and administrative affairs of the Department.⁷ This department is divided into the following five

⁷ Ministry of Agriculture, Department of Agriculture, Its Function and Organization (Bangkok : Department of Agriculture, December, 1962), p. 1.

divisions:

The research and experiment station division. It is concerned with varietal improvement and the improvement of cultural practices of all crops except rice. The division is also responsible for the production and multiplication of agronomic and foundation seeds. Sericultural improvement and investigations are also within the duty of this division. Research regarding suitable soil and climate, plant breeding, seed preservation, etc. for particular kinds of crops and plants are done in 16 research and experiment stations located throughout the country. Findings of the research conducted at these stations are disseminated to the farmers through the division of Extension. Sometimes the findings are given directly to the near by farmers who personally call at the stations. The head of the experiment station acts as extension worker in this case.⁸

The rubber division. It was established in the Department of Agriculture in 1938 because Pararubber grown in the South has been one of the main exports of the country for many years. The major objective of this division is to promote high yielding strains, to develop improved methods of growing, tapping, and rubber sheet processing, to supply technical information and to demonstrate modern cultivation practices to the planters.⁹ This program has been carried on at 10

⁸Ibid, p. 3.

⁹Ibid., p. 6.

rubber stations in cooperation with the Extension Division.

The plant industry division. It conducts fundamental and applied research in Phytopathology, Entomology, Industrial Microbiology, and Botany. The research programs are designed to serve the interests of the farmers, the general public and other government agencies.

This division is also responsible for doing regulatory work in accordance with the Plant Quarantine and Pesticide Acts, and plant disease and pest control programs. Another main concern of this division is exploration for useful plants, their introduction and agricultural potentials, and the preservation of breeding stock of value to Thailand agriculture.¹⁰ The division is concerned with eradication and control of plant diseases and insects throughout the country. The officers of the Regional Plant Pest Control Centers, located in 14 regions, work in cooperation with the Extension Division. There are 16 Plant Quarantine stations responsible for checking export and import plants at every port of entry.

The division of agricultural chemistry. It was established in 1942. Its function is to conduct the work and research in all aspects of soils, analysis of soil, water, agricultural chemicals, including fertilizers, fungicides, insecticides, herbicides, plant and animal products. The division also plans and conducts fertilizer experiments on various crops on different soil types throughout the country. The

¹⁰ Ibid., p. 10.

results and information obtained from these experiments are used, along with the data from the soil testing laboratory, for recommended improvement of soil fertility and practices.¹¹ This division works on soil surveys, classification and soil and water conservation.

Soil specialists of the division cooperate with the Extension Division in teaching farm people how to use and improve their land.

The agricultural extension service division. It acts as a liaison between the technical divisions and the villagers. Results of research are disseminated to the people through interpreting results or practices in such a way that they can be used effectively by the regional extension workers, provincial officers and district officers in teaching the local people.

Organizational Structure of the Extension Division. The chief of the Extension Division is responsible to the Director General of the Department of Agriculture. Two assistant chiefs are responsible to the chief. One for administration and one for subject-matter. In line positions, there are 8 heads of subject-matter sections, 14 regional agricultural extension centers, 71 provincial agricultural officers, 189 district officers and 1 sub-district agricultural officer.

The aims and objectives of the agricultural Extension Service Division are to increase farm produce yields and quality and to improve the management of the farms. The division promotes better living and educating for rural youth through the organization of 4-H clubs.

¹¹ Ibid., p. 10.

The division is divided into the following 7 sections: (1) The Field Crop Section provides better seeds for the farmers and encourages the farmers to improve farm practices. It demonstrates and conducts meetings of farmers and assists in controlling pests and diseases; (2) The Fiber Crop Section advises and encourages the farmers to increase yields of fiber crops and improve their quality. It conducts demonstrations and trains the farmers; (3) The Fruit Tree Section works toward increasing fruit tree gardening and provides trees of good varieties for the people. This section calls meetings of farmers and teaches them how to improve the methods of fruit production. It helps to establish fruit tree centers in suitable areas and conducts demonstrations; (4) The Vegetable Gardening Section advises and encourages farmers to grow vegetables adoptable to local conditions. It works toward increasing farm practices, conducts farm demonstrations and seed improvement programs; (5) The Farm Machinery Section helps and encourages farmers to adapt, improve, and promote the use of practical farm machinery; (6) The Farm Youth Training Section stimulates farm youth programs by means of 4-H club activities; (7) The Agricultural Extension Information encourages the farmers to improve agricultural practices and provides them with materials belonging to all aspects of agricultural information.¹²

Results of the research done by the Department of Agriculture is passed on to the particular subject matter section of the Extension

¹²Ibid., P. 18.

Service Division. Here it is received by specialists who interpret the findings and pass on useful information to the Information Section for publication. After publication, the Information Section sends the printed material back to the particular subject matter section for distribution. They distribute to the regional extension workers, provincial officers, district officers, and some volunteer local leaders.

In addition to the specialists in the various subject-matter sections under the Extension Service Division, specialists may be requested from other divisions in the Department of Agriculture or other departments under the Ministry of Agriculture. Sometimes these specialists are drawn from Kasetsart University.

Provincial Agricultural Officers. There are 71 provincial agricultural officers which act as field agents for the Extension Service Division and the Rubber Division of the Department of Agriculture. These provincial officers give agricultural advice and information to farmers; help distribute plants; combat crop pests and diseases; and keep statistics on hand as to cultivation; crop yields and the economic status of farm families. Each provincial officer is considered a part of the provincial administration and communicates with the Department of Agriculture through his provincial governor. In some cases he may be contacted by the division in Bangkok office directly.

District Agricultural Officers. There are 489 districts and 31 sub-districts in the country, but only 189 districts and one sub-district have agricultural officers.¹³ Their duties are to help

¹³Ibid., p. 20.

provincial agricultural officers in all aspects of agricultural Extension work both in the fields and in their offices.

Regional Extension Centers. There are 14 Regional Agricultural Extension Centers located in the following provinces: Bangkok, Ayuthya, Chachoengsao, Lopburi, Nakornphathom, Nakornsawan, Pitsanuloke, Chiangmai, Nakornrajsima, Udonthani, Choomporn, Nakornsripathamaraj, Songkla and Khonkeon. Each regional office covers from 4 to 6 neighboring provinces. The major functions of these regional offices are: (1) to foster improved agriculture, to conduct demonstrations which disseminate information concerning improved farming methods, (2) to help provincial and district officers both in technical and field work. These regional offices help extension officers organize youth clubs, arrange exhibits at fairs and solve agricultural problems. Training for extension officers and lay leaders is done at these centers, (3) to coordinate the different organizations and the Department of Agriculture so as to disseminate and impart practical agricultural educational materials to the farmers.

Coordination. The Ministry of Agriculture supports the activities of the agricultural Extension Service by increasing the field staff assigned to work in the provinces and reorganizing patterns of administration. It set up the Agricultural Relation Division and Office of Agricultural Extension Administration to provide close coordination of the extension activities of all departments in the Ministry of Agriculture. The overall program is implemented by the direct support from each Extension division of the five departments in the Ministry and indirect support from other agencies as the Ministry of Education, Ministry of

Interior, Ministry of National Development, and Kasetsart University.¹⁴

Agricultural Program Development. Past Extension programs were planned by the Ministry of Agriculture. These planned programs were then sent to the provincial and district officers to be carried out. The criteria used in making past Extension programs were based upon the most economical crop for the country such as rice, teak, corn, cotton, or kenaf. Because these Extension programs were not based on the interests or needs of people, the people did not understand and cooperate.

At present, Extension programs are planned by the district officers in the local areas. They are then sent to the provincial officers and the chief of the Extension Service in the Department of Agriculture for approval. Programs are not approved if there is not enough financial resources to support them.

Extension development in Thailand, today, is following five guiding principles:

1. Develop a unified service for the district to avoid unnecessary duplication of effort and to increase the efficiency of the farmers.
2. Develop service to teach farmers to help themselves. This kind of educational program requires assistance of leaders who have been trained, as well as the organizations of farmers.

¹⁴Thummong Singalvanijsa, Far East Agricultural Extension Workshop (Thailand Country Report), Seouls, Republic of Korea, June 11-23, 1962, p. 102.

3. Develop service for each province and district as the need develops and when funds and trained personnel are available.
4. Develop service based on proven practices. This requires close cooperation between research and Extension, as well as practical training of the extension workers.
5. Develop service to consider the farm and the home as a unit. This means that part of the increased production should be used to improve the home for more comfortable healthy living, which will, in turn, increase efficiency of production. ¹⁵

VIII. STATEMENT OF THE PROBLEM

There are several Extension problems in Thailand, but only one problem will be dealt with in this thesis. That problem is a lack of complete understanding of the Extension program development process among the extension workers in Thailand. This limits their working effectiveness in carrying out their responsibilities as the extension educators.

IX. PURPOSE AND OBJECTIVES OF STUDY

The purpose of this thesis is to relate elements of the Extension program development process as done in the United States to

¹⁵ Singalvanija, op. cit., p. 114.

Thailand. This will include ideas and practices helpful towards proposing an in-service training program for the Thai extension workers. At present, there is no inservice training offered to the Thai extension workers in program development.

The specific objectives of this study are as follows:

1. To briefly describe the purpose and nature of Extension work in the United States.
2. To describe and analyze the Extension program development process in the United States.
3. To propose an in-service training program in the principles of program development for Thai Extension workers.
4. To suggest ways and means of implementing this in-service training in program development in Thailand.

X. PROCEDURE USED

This study is a library type of research. Materials concerned with program development in Extension work in the United States available in the library will be reviewed for principles and methods. Special consideration will be given to application in Thailand. Thai materials relating to this study will also be reviewed. Such have been obtained from the Royal Thai Embassy in Washington, D.C. and from the Ministry of Agriculture in Bangkok, Thailand.

This study will be based on a review of literature, on the

experience the author obtained as an Extension worker and as a Provincial supervisor in Thailand and from personal contacts in which agricultural and educational problems were discussed during his visit in the United States.

XI. DEFINITIONS OF TERMS USED

Extension Officers. Employees of the Extension Service of Thai government in the Ministry of Agriculture, are employed in the Province and District.

In-Service Training. This term refers to that training received by agents after their appointment to the Extension Service in the Ministry of Agriculture. Such would be arranged by members of the administrative, supervisory or specialist staff of the organization. In-service training may include training in subject-matter, methods of teaching, program planning and related Extension activities.

Extension Program Planning Committee. This term will refer to that group of people responsible for planning an Extension program, carrying out, and evaluating the total Extension program.

Behavioral Change. This term will refer to the result of education affecting people's knowledge, skills, attitudes, appreciations, understanding and values.

Involvement in Extension Program. "Involvement" will mean participation in Extension programs, making contacts with Extension personnel, and/or seeing, listening to, or receiving information released by the Cooperative Extension Service.

CHAPTER II

THE EXTENSION SERVICE IN THE UNITED STATES

It is necessary to know the purpose and the nature of the Cooperative Extension Service before a study of the program development process as practiced by this service is possible. Comparing the organization of Extension in the United States with the way that it is organized in Thailand makes it possible to suggest modification or a reorganization of the Thai structure beginning with the curriculum as it is now practiced in agricultural vocational schools and continuing through colleges of agriculture.

I. PURPOSE OF EXTENSION WORK

The Extension Service in the United States was created by the Smith-Lever Act in 1914. The major purpose of the Cooperative Extension Service as stated in the Smith-Lever Act 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 application of the same.---Cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications and otherwise.¹

¹U. S. Department of Agriculture, Federal Legislation, Regulations, and Rulings Affecting Cooperative Extension Work in Agriculture and Home Economics (Miscellaneous Publication No. 285. Washington 25, D.C. : U. S. Government Printing Office, 1946 - 673602).

The author views the primary purpose of the Cooperative Extension Service as that of providing information concerning Agriculture and Home Economics to the people and that this information be carried out in such a way as to encourage people to make maximum use of this information. Extension accomplishes this purpose through teaching. Such teaching is not confined to imparting knowledge concerning improvement of farm and home practices but also uses all kinds of available methods in showing people how to do things.

An important side of Extension teaching is the development of local leadership.

II. THE NATURE OF EXTENSION WORK

Basically the Cooperative Extension Service is educational in nature.

According to Miller:

"It is the informal educational arm of both the department of Agriculture and the respective state land-grant colleges and universities. It takes to farm people the results of research and practical experience from all pertinent sources available, as well as information with respect to government programs directly affecting farm people, whether administered by the U. S. Department of Agriculture or by state and county governments.²

History indicates that the Cooperative Extension Service in the United States grew rapidly as American farm production changed from a subsistence type to a more commercial type demanding more technical

²Paul A. Miller (Chairman), The Cooperative Extension Service--- Today, A Statement of Scope and Responsibilities. April 1958, p. 4.

information to meet the needs of its clientele. As progress was made in the development of rural areas new problems arose and new findings were discovered. Extension grew more or less parallel with events in the agricultural science.

Extension is a process of diffusing knowledge from a local point to large numbers of people who can benefit from it. It operates as a two way process. It takes the latest findings of research to the people and in turn takes the problems identified by the people at the local level to the researcher.

The Cooperative Extension Service recognizes the values, needs, and wants of people. It is on the basis of identification of educational needs with these values, needs and wants of people that forms the basis for their educational program. People are invited to participate actively in bringing ideas, presenting problems, and working out solutions to these problems or ways to attack the problems.

Extension is an organized educational system dedicated to helping people to help themselves. Knowledge tends to accumulate in research centers, at the laboratory level and at various educational institutions. It is the job of Extension to take this information in practical and understandable form to the people who can put into practice this information in real life situations. The methods of Extension work must be sufficiently simple to be well understood, written at levels which will accurately explain scientific and technical information in such a way as to be understood and accepted by local people. People need to feel the program is their program

because it meets their needs and is built by using democratic principles in accordance with cultural values, beliefs, customs, and present knowledge of people.

The Cooperative Extension Service operates on the basic philosophical concept that educational materials must lead to the intellectual and material growth of the individual and the family.

III. OBJECTIVES OF EXTENSION

The early emphasis in the Cooperative Extension Service was placed on the immediate problems of the farm and the home. Placing major emphasis in these two areas has provided a background for some of the more advanced stages and broader aspects of Extension as identified by Dr. C. B. Smith who was the first director of Extension at the Federal level. He identified the objectives of the service as:

1. To bring the farmer the knowledge and help that will enable him to farm still more efficiently and to increase his income.
2. To encourage the farmer to grow his own food, set a good table, and live well.
3. To help the members of the farm family to a larger appreciation of the opportunities, the beauties, and the privileges of country life, and to know something about the world in which they live.
4. To promote the social, the cultural, the recreational, the intellectual, and the spiritual life of rural people.

5. To place opportunity before rural people whereby they may develop all their native talents through work, recreation, social life, leadership.
6. To build a rural citizenry, proud of its occupation, independent in its thinking, constructive in its outlook, capable, efficient, self-reliant, with a love of home and country in its heart.³

Extension through its educational objectives tries to produce progress in the development of individual personality. Progress in the direction of reaching objectives is measured in terms of changes in human behavior. These changes are classified as changes in knowledge, skills and attitudes.

Change in a knowledge is measured in terms of amount of understanding and practice of new and different programs relating to progress. Changes in skills are thought of in terms of abilities to think and solve problems as well as specific manipulative skills such as canning, pruning, applying fertilizer, etc. Changes in attitudes are important because they influence the way people react to change. The Extension Service is an educational agency and limits its activities to the educative field. It does no work in financing or regulatory practices. The product of the extension worker is that of ideas and information which he can apply as the teacher outside the formal classroom.

³Lincoln D. Kelsey and Cannon C. Hearne, 3rd Ed. Cooperative Extension Work (Ithaca, New York : Comstock Publishing Co., Inc., 1963), p. 124.

IV. SCOPE OF EXTENSION SERVICE

In its early beginning the Extension Service focused primarily on related factual information such as crop production. At that time (1) there was little knowledge available in the areas of Home Economics and social sciences which could be applied directly to the rural communities and (2) the Extension Service was created during a war period which necessitated that major effort of the country and particularly that of agriculture be focused on food production for the war effort.

Over the years Extension has grown both vertically and horizontally. Its vertical growth has been in terms of increased numbers of people served. Today it is estimated that over ten million families annually in over 3,000 counties are participating in varying degrees of intensity. At present the fact that only two-fifths of extension's clientele are farm families indicates the changing audience, both in terms of the fact that America has shifted relatively from a rural to an urban society and also the fact that Extension now has educational materials needed in meeting the problems of the family in the urban situation as well as the rural.

Although the immediate problems of the farm, home and rural youth continue to constitute a most important basic core of clientele for Extension, more and more it appears that the nature and scope of people's problems are community orientated or involve group action at the community, state, national, or even international level. Likewise

there is a strong need for rural residents and urban residents to work together in solving their individual and mutual problems. The role of Extension therefore is to present the latest and best documented information to groups and individuals so that they in turn may make decisions and solve problems in the light of interests of all.

V. FUNCTION OF THE COUNTY EXTENSION WORKERS

The basic knowledge and skills of the Extension workers must come from formal training at college and from experience in the field. They need the ability to communicate with people as teachers and as individuals constantly alert to identifying changing economic and social trends affecting people. Initiative is a great asset and must be maintained.

Extension workers are the representatives of the Federal, State, and County governments and their main objectives are to conduct an active and effective educational program to improve rural life, helping people to increase their knowledge, skills, and abilities.

According to Cruz Riascos, the general functions of the Extension workers are as follows:

1. Extension agents must study the general situation of their counties, their people, problems, resources and possibilities of agriculture in order to contribute decidedly in planning the county program to be developed. So, they must look for an active participation of people, starting where people are and planning for long periods with annual revision of the objectives and the over-all program.
2. Develop rural leadership in such a manner that the program in its basic points spreads widely to the

farms, homes and families.

3. Conduct demonstrations in agriculture and home economics teaching the application of new and improved practices.
4. Spread through formal organization an aggressive and constructive educational program.
5. Help organized groups of men, women, boys and girls to develop an agricultural program for the county.
6. Organized groups within unorganized communities in order to expand the Extension Service teachings in agriculture and home economics.
7. Disseminate information to farm people on production, marketing, economic and social findings as well as kinds of facts of Federal, State or foreign character affecting their agricultural business.
8. Maintain an active and progressive Board of Agriculture and a well-trained neighborhood leader organization.
9. Keep people informed of activities and accomplishments of Extension Service, using group meetings, radio and television programs, circulars, daily contacts, etc.
10. Maintain coordination between Extension Service and other agencies interested in improvements of the family, home, farms, and communities.
11. Assist individual requests for help in solving farm and home problems of various kinds.
12. Keep records concerning programs of the community related with the Extension Service or in connection with it.
13. Maintain a public office as the best center where people involved in the county program may write, telephone and consult quickly.
14. Arrange for the specialists when they arrive in the county to help people or help the Extension agent.
15. Assist people in the communities organizing 4-H clubs, in selecting local leaders, and in developing club programs.
16. Help in evaluation of the work done by obtaining and

analyzing statistical records, narrative reports, etc.

17. Arranging field trips with defined purposes oriented to help people, supervise work done by⁴ local leaders and others connected with the program.

VI. CONCEPT OF TRAINING

The term "training" has been defined in different ways by educators. Matthews in his study of County Agent Training Needs used the term training to mean agent training activities which are aimed at improving the ability of the county agriculture agent to do his job. This includes acquiring information, developing abilities and fostering the attitudes which will result in greater professional competence in the Extension worker.⁵

Hearne indicates that training is more than conferences and other activities which deal with immediate operational plans and procedures. He feels that it must be concerned with the more fundamental and basic teachings necessary for an Extension Worker to become well fitted, qualified and proficient in doing his Extension job.⁶

⁴Luis Carlos-Cruz Riascos, "A Suggested Plan for Training Extension Workers in Latin America" (Unpublished Master's thesis, Cornell University, N. Y., 1954), pp. 36-37.

⁵Joseph L. Matthews, "A Method for Determining the Training Needs of County Extension Agents as a Basis for Planning Training Program" (Unpublished Ph.D. thesis, University of Chicago, Chicago, Illinois, 1950), p. 3.

⁶James A. Duncan, Training Cooperative Extension Workers---The Coordinated Approach. Cooperative Extension Service, College of Agriculture, University of Wisconsin (Madison : April 1957), p.4.

Duncan reports that training is defined as:

"an educational situation or process by which the skill and ability of employees to perform specific jobs is increased. It also offers an opportunity for further development of the individual. Training is a continuous process in Extension work and requires a carefully planned program whether done in groups, conferences or by personal interviews. Training, either formal or informal, must be given to all people who work. The newly hired agent must be trained in the tasks he is to perform as part of his job. The care with which this training is planned and carried out will be reflected in the quality of the work the agent does in the county."⁷

Planty, an industrial authority defined training as "building continuously and systematically to the maximum degree and in the proper proportion that knowledge and those skills and attitudes which contribute to the welfare of the company and the employee."⁸

According to McCormick:

"Training is dynamic. It is a continuous process, activating, reinforcing, and building the human elements of an organization. The well planned training program has both short term objectives to meet specific, immediate problems and long range goals. Need determination, therefore, is not a process involving intensive effort for a short period of time, followed by a long period of inactivity and then another intensive effort. Good training programs are built upon a systematic and continuous appraisal of needs and evaluation of the achievement of objectives based upon the needs."⁹

⁷ Ibid.

⁸ Earl G. Planty, and other. Training Employees and Managers (N. Y. : The Ronald Press Co., 1948), p. 25.

⁹ Robert W. McCormick, "An Analysis of Training Needs of County Extension Agents in Ohio" (Unpublished Ph.D. thesis, University of Wisconsin, Madison, 1959), p. 31.

This study suggests, then, that there needs to be some continuing procedure whereby the training needs of the members of an organization can be readily and accurately determined.

Several studies suggest that one of the much needed devices in Extension training is an "advisory committee on training" while several organizational structures have been suggested, there is general agreement that this committee should be composed on extension workers from all levels of the Extension Service and members of the resident teaching and research staff. One of the high priority tasks of such a committee would be to identify the training needs as a basis for establishing a training program. Several writers suggest that survey, questionnaires and individual and group interviews can be very effective in assisting in determining needs.¹⁰

Someone may doubt why a training program is so important for agricultural Extension workers. "Experience and research in changing food habits, in altering racial prejudices, in retraining alcoholics, as well as in leadership training, indicate that it is often easier to change individuals as members of a group than to change any one of them separately."¹¹

From this point, it is clear that teaching something new to

¹⁰ Duncan, op. cit., p. 32.

¹¹ Training Group Leaders (Studies in Leadership Pamphlet No. 8, Chicago, Illinois : Adult Education Association of the U.S.A., 1956), p. 9.

an individual while he is in the group is better than doing it separately.

According to the Adult Education Association of the U.S.A., the advantages of training programs for the personnel in the Cooperative Extension Service are that:

"They provide opportunities for face-to-face communication probably offers the best chance for building motivation to communicate across the barriers of differential status, power and interest and for working through these differences to mutual understanding and agreement. For trainers to find better ways to present expert knowledge meets only part of the communication problem. For trainees and trainers alike to find ways of sharing information and experience answers the problem more fundamentally.¹²

VII. IN-SERVICE TRAINING

Definition. In-service training is defined by many educators in different ways. According to the National Task Force on Cooperative Extension In-service Training, it is defined as:

"---phase of organized learning experience which is provided employees by the agency throughout the employment period. It is training directed towards developing understanding of job operations and standards, agency philosophy, policies and procedures, as well as current technical research findings. It includes induction training for new workers and on-the-job-training in both subject-matter and in educational methods for experienced personnel at all levels of the organization. It does not include courses taken as part of a planned graduate study program leading to an advanced degree.¹³

¹²Ibid., p. 11.

¹³The National Task Force on Cooperative Extension In-service Training, An In-service Training Program in Cooperative Extension Personnel, p. 1.

From this definition, it is obvious that in-service training refers to training new Extension personnel before sending them to work with the rural people in the village and it also refers to training Extension personnel during on-the-job to develop their understanding of Extension work, its philosophy and its policies or procedures.

Importance of In-service Training. Since the purpose of Cooperative Extension Service is trying to help the people to help themselves, Extension workers try to help the people by teaching them how to solve their problems by their own effort. They do this work by using all kinds of available teaching methods such as objective methods, demonstrations, result demonstrations, etc., oral methods as farm and home visits, etc., written methods as news stories, bulletins, circulars, correspondence, etc., and leader training.

They teach large numbers of adult people who have different levels of education, social systems and customs. Because of these differences, their needs and interests are so varied that many different methodologies must be used.

The Extension workers must encourage farmers in developing their ability to manage farms, in conserving soil, forests, waters and other natural resources, and in developing favorable attitudes toward farming as a way of living.

The increasing higher level of education of the people and the new technological advances of agriculture are the factors that encourage Extension personnel to continue training so as to move along with the change. It is generally understood that they need continued training to effectively carry out the Extension educational programs and

continue to be an effective Extension worker. Successful in-service training should be based on the needs and problems of the trainees. According to the National Task Force on Cooperative Extension In-service Training, Extension personnel need to be trained in the area of program development concerning:

1. Program determinations; how to determine, analyze and evaluate situations; how to identify, clarify, and give priority to problems; how to determine and state objectives clearly.
2. Program execution; how to organize and carry out plan of action (plan of work, teaching methods, management of time and energy).
3. Program evaluation; how to measure results of teaching efforts in terms of stated objectives.¹⁴

Once training needs have been determined, the trainers should consider the following questions:

1. Who should be trained?
2. What should be the content of the training given?
3. Who should do the training program?
4. Where should the training be done?
5. When should the training program be done?
6. How long should the training be?

Adequate answers to the foregoing questions depend on the methods and the techniques to be used.

Summer sessions, conferences, workshops, readings and travel are means of serving the purposes of an in-service training.

¹⁴Ibid., p. 13

Conferences. The national and area conferences have been used as one of the most effective methods for in-service training. National, regional, state, county and local conferences are used by the Extension Service in order to improve the efficiency of the Extension workers.

The conference method tends to discover the needs of the Extension agents, to bring together the Extension workers, to establish a network of communication among them at federal, state and county levels, to stimulate better programs, to develop more capable extension agents and to have them learn by themselves how to construct these kinds of conferences.

Conferences with the purposes of in-service training may serve several states, one state, or an area within a state. They should be distributed geographically over the country to reach more agents, satisfying in this way the needs of the states and the Extension Service as a whole. By this means they can develop and discuss new ideas, can strengthen the weak points, and they can develop a broad understanding and comprehension of the philosophy and purposes of Extension work.

Workshops. According to Kelley:

"Along in the thirties it occurred to someone to ask the learners what their concerns were, and to hold meetings based on these concerns. This seems simple and obvious now, but it took the human race a long time to think of it. People must have been pretty sick of the meetings where they were treated as empty containers to be filled with the stuff others chose for them. The workshop type of meeting became popular very quickly, and now we see almost any

meeting advertised as a workshop. There seems to be a notion abroad that just to change the name of a gathering from 'meeting' to 'workshop' will increase attendance."¹⁵

Workshops are characterized by active participation on the part of the trainees and trainers and based on the needs and problems of the farmers, the workshops are gaining in popularity. The same Kelley analyzing the human values through this technique said that the workshop is a place where people "learn by doing." It is a place where people work together to do things for themselves instead of having things done for them.

The main purpose of the workshop method is to facilitate resources of different types that can be used by Extension workers to effectively attack the problems they have in their jobs.

As was stated in a foregoing paragraph, a workshop differs from a meeting, a college course and a conference. The college course is systematic and organized around the logic of the subject with which it deals. The conference is organized in order to disseminate ideas, to explain new developments, etc. In the workshop, the trainees are helped to work out ideas and plans that they can actually use in their own situations.

One of the most important results of the workshop is the change produced in people who attended the sessions. Generally people become more friendly, more adequate in their relations with others;

¹⁵Earl C. Kelley, "Human Values in the Workshop Techniques", Adult Leadership, Vol. III, No. 2, June 1954, p. 5.

better human relations are built up because of the increased democratic spirit.

Short Course. This type of in-service training is planned on general needs of the Extension workers in order to provide better understanding of what Extension is and how it serves rural people. The length varies, dependent upon the resources available for the use of the trainees. These short courses are, in a certain way, a kind of refresher and supplementary information course to be given new agents without or with limited experience.

Short courses with a content covering briefly the background or history, philosophy, objectives and present scope of the Agricultural Extension Service, how the Extension Service is organized at the federal, state and county levels, how to work and live with people, information useful about land-grant colleges, related organizations, personal behavior before other people, etc.; local information about economic facts, land tenure, land utilization, population, social structure, how to build a county program, etc., tend to give the new Extension worker a thorough understanding of the important work they are accomplishing.

Another section of short course should cover explanations concerning the county 4-H club work, home demonstration program, organization and training of local or volunteer leaders, recreational programs in Extension work, as organization topics.

Among methods and techniques to be used, information should be presented by experienced Extension workers in relation to Extension

methods, planning and conducting result demonstrations, method demonstrations, personal contact methods such as visits to farm and home, meetings, office visits, telephone calls, etc.; how to work in radio and television programs, how to use the press, circulars, and other written material, as well as visual aids in Extension education.

The trainees should be training in subjects related to administrative matters such as how the county Extension office functions, how to prepare and present records and reports, what are the policies, regulations and privileges of the Extension workers.

CHAPTER III

BASIC PRINCIPLES OF PROGRAM DEVELOPMENT IN EXTENSION SERVICE

I. CONCEPT OF PROGRAM PLANNING

Educators have defined the term "program planning" in different ways. According to Leagans, "good program planning is primarily an intellectual activity, usually involving a study of and use of facts and principles."¹ According to this definition, therefore, program planning is a learning experience in which those individuals involved follow a problem solving and/or decision-making process.

Tyler states that:

"Learning experiences should develop skill in thinking. Namely, there are three kinds of thinking, inductive -- drawing generalizations from several items of specific data; deductive -- applying one or more generalizations to specific cases; and logical thinking -- arrangement of assumptions, premises, and conclusions in a way to develop a logical argument."²

Thus, it is necessary that the learner must have experiences in acquiring information, developing social attitudes, developing interests, making decisions and taking action.

¹Paul J. Leagans, "Some Principles and Concepts of Extension Program Development" National Extension Training Conference, Purdue University, April, 1961, p. 4.

²Ralph W. Tyler, Basic Principles of Curriculum and Instruction (Illinois, Chicago : The University of Chicago Press, 1962), p. 44.

Beavers concludes from her review of literature that program planning is a means for achieving four objectives:

1. Developing an Extension program based on the problems identified cooperatively by the people and Extension members,
2. Providing a favorable climate for action in regard to problems identified,
3. Developing leadership abilities among those involved in program planning, and
4. Providing a basis for the evaluation of accomplishments.³

According to Sanders, program planning includes: (1) Collection of facts, (2) Analysis of the situation, (3) Identification of problems, (4) Decisions on objectives, (5) Execution of the plan of work, (6) Determination of progress, and (7) Reconstruction."⁴

The author concludes that program planning is an educational process in itself. It is vital in involving people and in giving them an opportunity to express their felt and unfelt needs. Good program planning is primarily an intellectual activity involving imagination and reasoning on the part of the planners.

Before leaving the discussion of the concept of program planning, it is necessary to state some characteristics of program planning as established by Davidoff and Reider:

³Irene Beavers, "Iowa County Extension Committee Members' and Agents' Perception of Program Planning" (Unpublished Ph.D. thesis, National Agricultural Extension Center for Advanced Study, Madison, Wisconsin, 1962), p. 28.

⁴H. C. Sanders, The Cooperative Extension Service (Englewood Cliffs, N.J. : Prentice-Hall, Inc., 1966), p. 95.

1. The achievement of ends -- may be directions or rates of change as well as terminal states.
2. Exercise of choice -- planning in behavior which sees at many levels -- values formulated, means established and alternatives selected.
3. Orientation of the future -- planning is an end directed process -- and future oriented.
4. Action -- is employed to bring about results.
5. Comprehensiveness -- serve to relate the components of a system. Must allow decision makers to choose among alternative programs. The planners must give full ramifications of proposals in a world of imperfect knowledge.⁵

II. THE PROCESS OF PROGRAM PLANNING

Program planning should be long-range planning. It should be implemented through the agreement of persons concerned. It involves state, county staff, lay leaders and resource people working with the county staff to identify needs and problems, establish priorities and objectives to which educational projects will be directed.

According to VandeBerg, efficiency and effectiveness of program planning are enhanced when:

1. The county staff agrees on objectives, procedures and responsibilities.
2. There is a systematic plan for committee functioning.
3. The agricultural committee is involved in, understands, and approves the process and purposes.

⁵Paul Davidoff and Thomas Reider, "A Choice Theory of Planning" Journal of the American Institute of Planners, Vol. 28, May, 1962, p. 106.

4. The county staff and others concerned have favorable attitudes toward committee activities and their ideas.
5. Lay people, resource people, and county staff are intensively involved in planning.
6. Planning committees are provided adequate orientation and provision is made for adequate study and analysis of specific areas.
7. Needs and interests of the people are identified, and scientific facts are involved, and available resources are considered.
8. A written long-time plan is developed and problems and objectives on a priority basis, and the plan is made known to professional and lay leaders.⁶

It is obvious that the first four of VandeBerg's principles are concerned with educating the county staff in regard to program planning before any committee action is started. The state staff assumes primary responsibility for educating the county staff. The county staff then assumes responsibility for giving instruction on program planning to the planning committee and subcommittees. The process is one of starting with a few people and gradually bringing in more people to assist in the planning as understandings develop.

In regard to the collection of facts, they must be gathered in terms of problems and presented to the planning committee for analysis. Objectives gradually emerge from the main committee and subcommittees. Extension workers have a major responsibility in assisting the planning committee in choosing objectives. Major objectives are selected from this list of objectives on a priority basis. Program planning requires

⁶Mohamad D. and others, "Organizing for Planning," University of Wisconsin: Agricultural and Extension Education 210, 1963, pp. 3-4 (Mimeographed.)

that the committee be acquainted with the process of program planning so that it can do a better job of problem-solving or decision-making.

Program development is a process of making decisions about important needs or problems and objectives in a county. Decision-making is the rational problem-solving approach carried out by the planning committee and subcommittees as it goes through the following process: (1) collection of facts, (2) analysis and interpretation of facts, (3) identification of problem, (4) determination of priorities, (5) development of objectives, (6) study and selection of courses of action, (7) plan for coordination, and (8) plans for evaluation steps.

Collection of the Facts. It should include the information about the social and economic situation. It should involve the collection of facts about people such as educational, social and economic levels, cultural values and attitudes, nationality, age groups, and size of families; physical equipment and facilities available such as housing, community service, employment and educational opportunities; present practice for the utilization of resources such as money, time, and other physical resources; level of management and working skills such as farming, home making, health and safety.

The collection of facts depends upon the nature of the committee and the size and nature of the problems. It is paramount that the committee members be actively involved in the collection of data. One must always be cognizant of the importance of the needs of training committee members in relation to: (1) what kind of information is needed, (2) where to get information -- when and how, (3) what kind

of questions to ask, (4) how to ask questions, and (5) what and how to observe.

Analysis and Interpretation of Data. This is the process of putting meaning into the collected data. It is the joint responsibility of state and county staffs as well as the involvement of lay people at their respective levels. The county staff provides the leadership for the analysis of facts, however, the involvement of lay people results in a more dynamic, better informed and trained planning committee. One must bear in mind that these lay people can often point out implications resulting from the data which the professional staff may not recognize.

Identification of a Problem. This might be considered as the core element of the decision-making process. It can be identified as a condition that the people after study, with or without help, have decided needs changing. It must be remembered that problems should be clearly defined and should relate to the situation as analyzed by the committee.

Determination of Priorities. This plays an important part in the development of objectives because since a county does not have the resources such as time, money, equipment, people, etc. to work on all problems at the same time. Thus, priorities are determined, selecting those areas in which immediate action seems most necessary to the planning committee, problems which are of the greatest magnitude and most relevant to the people. However, one must remember that the data alone do not set the selected priorities. Beliefs and values held

in the cultural system have an impact on the priorities established by the planning group.

Development of Objectives. In development of educational objectives, one must bear in mind that an objective identifies people, kinds of behavioral change, and content areas in which the people's behavior is expected to change. Some of the common kinds of behavioral changes are: attitudes, knowledge, skills and practices. The professional personnel should play a major role in helping lay people properly state objectives. Also the professional personnel may help clarify the objectives by assisting the committee members in restatement and redefinition of the formulated objectives.

Selection of Courses of Action. This involves planning for the implementation of the selected priority problems. It is the development of a plan for final implementation of the action program which will be finalized in the plan of work phase. Means and methods are outlined which may lead toward the achievement of the objectives.

By this time the planning committee members have developed a common understanding and insight of the planning process and of the problem areas. They hold insights related to the people in the county who are affected by the problems. Therefore, the planning committee should be an essential contributor in planning courses of action to be taken.

Events, activities, and methods are proposed which will provide learning opportunities for the clientele to be reached. Proposed responsibilities and functions are assigned to relevant subgroups

and individuals. Suggested procedures and time sequence of actions are designated and taken.

Plan of Coordination. This is one of the most important parts of the planning process. Other education agencies with whom one would need to coordinate programs would include public schools, private and parochial schools, vocational and adult schools, home and farm, churches, rural and urban organizations, libraries, mass media, fairs and shows, and other public agencies.

The planning committee members serve vital roles in leading, directing and integrating planned change. Members provide valuable leadership to mobilizing the various subgroups through which action will take place.

The planning committee serves as a "core group" of trained leadership which not only aids in implementation, but also continues to furnish relevant data and information for both the planning committee and subgroups. This leadership serves a vital role in diffusing and legitimizing by various subgroups.

Plan of Evaluating. The planning group makes evaluative judgments at each stage of the planning process, i.e., collection of data, problem identification, decision-making, and suggested courses of action. Further, evaluation will be made on the (a) planning procedure as a whole, (b) teaching and learning of committee members, and (c) the effectiveness of professional and lay leader participation. However, problem objectives are fundamental guides and criteria for evaluating the whole decision-making process. Judgment based on both values and

factual information are made in evaluating the achievement and success of the proposed plan prepared by the committee.

III. ORGANIZING FOR PLANNING

Organizing for planning is not unique to the county. It is an ongoing continuous process that is carried out at all levels including administrators, supervisors, specialists, county agents and lay people.

Methods of Organization. Raudabaugh defines organization for planning to include "(1) all the human and material resources employed for the purposes of Extension in a county, (2) the manner in which these resources are organized, and (3) the procedures followed in utilizing them for the purpose of planning, conducting and evaluating an educational program."⁷

Kincaid states that "organization is the step of bringing together in an organized manner the available human and material resources as delineated in the written plan."⁸

The methods of organizing resources to develop Extension programs differ from place to place depending upon the local situation,

⁷ Neil J. Raudabaugh, Guidelines for County Extension Program Planning and Projection, Mimeo, Washington, D.C.: Federal Extension Service, USDA, Extension Research and Training Division, April, 1959, p. 1.

⁸ James M. Kincaid, "A Suggested Model for Evaluating the Co-operative Extension Program Planning Process," (Unpublished M.S. thesis, University of Wisconsin, 1962), p. 13.

the people to be reached, and the abilities of the Extension workers.

Six methods will be discussed:⁹

A representative county committee plans a county program after problems and needs have been discussed at the community meetings.

Integrated programs are developed by this method more than by any other method. The county Extension workers need special abilities or experiences to use it successfully.

Discussion of problems and drafting of a program on the county level by selected representatives from townships or communities and representatives from organizations and agencies, serving as county program building committee.

Discussion of problems and drafting of a program by a county committee which is not representative geographically by major interest.

Some states indicated that this method is undesirable for starting program development. When members are selected from among people who are interested it is easy to organize and obtain participation in program development.

Program largely planned by the agents through personal consultation with leaders and well informed people of the county not organized into a program planning committee.

Generally, this is considered ineffective and undesirable. Some state Extension staff members considered this method to be a logical approach in the absence of proper organization.

⁹J. L. Matthews, National Inventory of Extension Methods of Program Determination, U.S.D.A., Extension Service Circular (Washington, D.C. : U. S. Government Printing Office, 1952), p. 4-7.

Agents plan the program from their own knowledge after a mail survey, or by selection from a list of projects prepared at the college. This method is not considered a desirable way to determine a program.

Programs determined by commodity or special interest committees not organized as a county program planning group.

Some states use this method for determining the agricultural phase of the program.

Representativeness and Selection of Committee Members. The philosophy of the Cooperative Extension Service today is based on the fundamental belief that the planning of county Extension programs should be a joint effort of the people and the county Extension staff.

The Joint Committee Report of Extension Programs, Policies and Goals makes the following statement:

"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."¹⁰

The question is not whether lay people should or should not be involved in planning Extension programs, but rather how effectively should they be utilized in the planning process in order to reap the maximum benefit from their involvement. Here is where knowledge of the concepts and principles of group dynamics and group formation and maintenance in particular, on the part of Extension workers, becomes imperative.

¹⁰ Joint Committee Report on Extension Program Policies and Goals, (U. S. Department of Agriculture, Federal Extension Service, American Association of Land-Grant Colleges and State Universities, 1948), p. 37.

If we accept such an assumption then the most logical question that comes to our mind is that of who should be involved in this process. It is obvious that we cannot involve everybody. Therefore, a committee must be selected to perform this task.

There have been many criteria developed for the purpose of determining committee representation. They are similar in some ways and different in others.

Raudabaugh suggests that representatives should be selected from:

"Extension organized groups, commodity and other appropriate special interest groups, farm organization, geographical areas void of organized groups, relevant service clubs, community service groups, schools, churches, etc., and relevant government agencies and organizations."¹¹

Powers, in his research, establishes the following standard for representative membership: "(1) rural, (2) urban, (3) civic, (4) all adult age groups, and (5) all socio-economic levels."¹²

Other important factors in membership selection deal with the personal characteristics of the individuals. Richert suggest that those selected for membership should exhibit leadership traits, have interest in program planning and possess a perspective beyond the boundary of their special group interest.

In regard to methods of selecting committee members, Raudabaugh suggests that the selection of members should be performed by the

¹¹Raudabaugh, op. cit., p. 3.

¹²Ronald C. Powers, "Degree to which an Iowa County's Extension Program Planning Process Met Selected Criteria" (Unpublished M.S. thesis, Rural Sociology Dept., Iowa State University, 1961), p.

groups, agencies or areas each represent. Richert also suggests that the agents are in the best position to select the planning committee members, but that each such selection should be approved by the group represented.¹³

From the different points of view previously discussed, it can be concluded that the idea of representativeness and the method of selecting committee members will vary from place to place depending on existing situations in the county. However, it should always be kept in mind that the organizational objectives and the identification of relevant social systems should serve as guidelines for membership selection.

Size of Committee. This factor cannot be specified in regard to all situations. It varies with existing local conditions. Much depends on such things as whether the overall committee will be divided into sub-committees, number of relevant social systems identified and degree of representation desired. However, it should be kept in mind that, on one hand as committee size increases, the committee becomes more difficult to work with in terms of maximum effectiveness. On the other hand, if the size of committee is too small, it is difficult to obtain adequate representation.

Tenure and Replacement. All available literature suggests

¹³Marlys R. Richert, "A Study of Factors for Consideration in Membership Selection of County Extension Program Planning Committee", (Unpublished M. S. thesis, National Agricultural Extension Center for Advanced Study, University of Wisconsin, 1957), p. 94.

that membership on a planning committee should be for a designated period of time. Raudabaugh suggests that: "(1) each member have a designated period of time to serve on the committee, (2) there is a specified date for replacement for each member, and (3) the replacement dates for the members are staggered to provide for continuity of committee membership."¹⁴

Clarifying the Objectives. In general, committee members are likely to come with many different kinds of expectations as to what the group will do for them. They have different purposes, abilities, backgrounds, etc. The molding of such a heterogeneous group into a smoothly functioning problem solving group at any one time is a difficult process. If committee members are to enjoy the group and identify with it, each member must have a part in forming the stated purposes and common goals. It will be best if each member feels that the group goals are his goals, the group is his group and the decisions are his decision.

Beal points out that a group is more productive when efforts are directed toward well defined goals and objectives. He suggests that a little time spent on defining objective can do much to give a group direction and purpose and to increase their quality and efficiency of achievement.¹⁵

¹⁴Raudabaugh, op. cit., p. 4.

¹⁵George M. Beal and others. Leadership and Dynamic Group Action. Ames, Iowa : The Iowa State University Press, 1962, pp. 130-145.

Beavers concludes that clearly defining desired objectives is one of the first steps in developing any educational activity or endeavor. These objectives should provide ideal criteria for devising organizational procedures, outlining educational content, selecting materials, advancing learning experiences, and evaluating accomplishments. She further contends that in program planning one of the factors contributing to success is the extent to which objectives are clearly defined and understood by those professional and lay leaders who are expected to provide leadership for this important endeavor.¹⁶

The author concludes that effective program planning incurs that people:

1. Develop a program based on problems identified cooperatively by the people and Extension staff members.
2. Provide a situation for people to take action in regard to problems identified.
3. Develop leadership abilities among those involved in program planning committee.
4. Provide basis against which the accomplishments might be evaluated or measured.

Role of Staff and Committee Members in Organizing for Planning.

In order to have a systematic means of organizing resources for planning, the role of staff and committee members must be clearly identified and understood by all, Roles of the staff and committee members in

¹⁶ Irene Beavers, op. cit., p. 161-162.

organizing for planning are many. As pointed out by Hartley:

"Sociologically a role is the behavior that is required for a particular social position and a statement of role usually describes the requirements of a position in terms of rights, authorities and duties."¹⁷

As stated by VandeBerg:

"Coordination and efficiency of staff members' and leaders' efforts are enhanced when those concerned have common insight into the planned educational job to be undertaken and common agreement on objectives, procedures and responsibilities concerning the job."¹⁸

Therefore, the importance of teamwork for all involved cannot be overemphasized in organizing for planning. By teamwork, it means teamwork within the professional staff, and teamwork between the professional staff and voluntary leadership of the county. Teamwork means that all persons concerned work together toward one common goal and make their maximum individual contributions to the total team effort.

Role of Administrative Staff. Administrators have the overall responsibility for the development and implementation of a Cooperative Extension Program which effectively meets the needs of the people in the state. They are responsible for insuring the kind of program process and procedures which will assure that all sources available will be effectively brought to bear on the problems of the local people.

¹⁷ Eugene L. Hartley and Ruth E. Hartley, Fundamentals of Social Psychology. (New York: Alfred A. Knopf, Inc., 1952, p. 497.

¹⁸ Douglass, op. cit. p. 8.

As administrators they are responsible for:

1. Development of a plan for organization and assignment of duties, along with the establishment of clear cut lines of authority and responsibility.
2. Development of effective lines of communications.
3. Providing the type of leadership that is an integral part of an effective forward looking Extension program.
4. Determining state wide policies and interpreting policies to the rest of the staff.
5. Providing and training for the staff.
6. Consultation with staff on all phases of program development necessary to reach objectives.

Role of Supervisors. The role of the supervisor in relation to organizing for planning is primarily a leadership role. The supervisor should provide the leadership, counsel, assistance and direction agents need in organizing for planning. This includes counseling with agents as they work with lay committees in developing plans for organizing resources for planning.

The following are identified as responsibilities of supervisors:

1. Inform administrative staff, specialist, county extension staff and resource people of current problems and program needs by areas or counties.
2. Assist agents in defining the division of responsibilities in relation to organizing for planning.
3. Provide training for county staff on how to organize for planning.

Role of Subject-Matter Specialists. The specialists play an important part in giving leadership to county staff in organizing

resources for planning.

The specialists' roles may be thought of as fourfold:

1. To support fully the idea that Extension programs must be developed cooperatively with local people to achieve the greatest possible benefits.
2. To consult with and advise county staffs, at their request, on matters relating to county Extension program development and committee composition.
3. To channel pertinent subject-matter information continually to county staffs in order to create awareness of situational needs.
4. To allot and schedule time and resources, upon request, to consult with and assist the county staffs by supplying, analyzing and interpreting subject-matter facts needed for the development of a sound county program.

Role of County Extension Staff. The county Extension staff have the major role in organizing resources for planning in relation to the objectives, policies and procedures which have been set in the first two phases of the program process.

The county staff needs:

1. To establish complete understanding on what is to be accomplished.
2. To analyze county situation by reviewing planning procedures and program accomplishments and determine with the committee correct procedures to be used.
3. To assume leadership in developing a program development committee representative of people in the county.
4. To provide necessary training for committee members.
5. To guide and assist in the development of organizational procedures.
6. To develop an operational plan with the committee,

establishing priorities, scope, procedures, and schedules.

Role of County Planning Committee or Advisory Lay Committee.

The basic idea of involving people in Extension program development fits in with the concepts of social action, and learning theories that true involvement of people from the beginning stage will result in: (1) greater awareness and interest, (2) better understanding of conditions in their areas of program, (3) stronger feeling that the program is theirs, (4) greater unity of spirit — cooperativeness, (5) stronger commitment to go ahead, and (6) greater sense of responsibility and leadership development.

Therefore, the major roles of the planning committee include: (1) to assist with developing policies for program planning, (2) to determine general scope of organizing for planning, (3) to serve as a sounding board for ideas and organizing for planning, (4) channel information on immediate problems to the staff, (5) help to gather background facts and information concerning the county, and (6) Co-ordinate and give direction, recognition and advice to individuals, organizations and groups carrying out the Extension program.

IV. DEVELOPING THE PLANNED WRITTEN PROGRAM

The written program statement is a prospectus which depicts the cultural, social and economic situation for a designated area, identifies major concerns of the people, and outlines general plans for coping with these concerns. It states significant changes needed to be made

by the people currently as well as over a period of years. The primary source of its origin is in decisions taken by both professional Extension staff members and lay leaders in their planning deliberations. Written program statements may be developed at several levels in the organization, including county, district and state.

At the county level the written program statement encompasses the program decisions made by professional staff members and lay leaders through the planning process. Such decisions are supported by objective, factual evidence and the tested experiences of those concerned. County Extension staff members have the primary responsibility for developing the planned county program statement.

The State Extension Program Statement reflects primarily the State Extension staff's interpretation of situational factors confronting the county as well as the total state. It takes into consideration area and state concerns as well as those peculiar to individual counties or groups of counties. The planned state program statement is in agreement with the major project agreements existent at the state level.

There are numerous reasons why state and county Extension Services need to have written statements of their planned programs. The written statement is a public record of the planned program of the Cooperative Extension Service at both the state and county levels. Several major reasons for having such a statement include:

1. The written program statement provides the public an overview of the total economic, social and cultural setting in which they live, and the role of Extension

in helping them cope with situational factors contained therein.

2. The written program statement helps professional Extension workers acquire and maintain a broad perspective of major problems and concerns confronting society and their roles in helping the public cope with those problems and concerns.
3. The written program statement gives consideration to what other agencies, organizations and groups are doing, and makes provision for coordinating Extension program efforts with such groups.
4. The written program statement helps related agencies, organizations, and groups develop an understanding of societal needs and concerns, the roles of Extension in coping with these concerns, and how they (organizations, groups, etc.) may effectively contribute to the solution of these needs and concerns.
5. The written program statement provides a basis for distinguishing between major and minor problems and concerns.
6. The written program statement serves as a guide for judging everyday proposals which come to Extension workers.
7. The written program statement serves as a guide in developing the annual plan of work.
8. The written program statement aids in identifying leadership opportunities for lay people.
9. The written program statement provides a framework within which Extension workers' daily, weekly, and annual program efforts and accomplishments may be related to the major needs and concerns of the people.
10. The written program statement serves as a starting point for evaluation each year.
11. The written program statement facilitates continuity of program efforts during changes in personnel.
12. The written program statement helps justify appropriations by legislative groups.¹⁸

¹⁸ Edgar J. Boone. Developing the Planned Written Program and Plan of work, pp. 3-4. (Mimeographed).

Composition of the Written Program Statement. Generally, the program statement contains six component parts, namely: (1) statement of process through which decisions were reached; (2) statement describing the economic, cultural, and social situation for the specific area; (3) statements of problems and concerns encompassed in the situation and warranting attending; (4) statements of immediate and long-term objectives for each of the major problems or concerns identified; (5) recommendations for solving immediate and long-term problems and concerns; (6) statement of plans for coordinating Extension program efforts with those of related agencies, organizations and groups.

A brief discussion of each dimension follows:¹⁹

Statement of process. Extension staff members, local leaders and the general public are interested in knowing the basis upon which program decisions were made. The steps through which program decisions were reached need to be set forth in the program statement. Also, the names of the planners and their reference groups, including communities and organizations, must be identified. Such information helps Extension staff members and the public identify (themselves) with the planned program and also provides a basis for appraising plans outlined.

Statement of situation. The planned program affords the Extension Service an excellent opportunity to set forth for its staff and the public a concise, factual, objective statement of the current

¹⁹ Edgar J. Boone and Jame Kincaid, The Cooperative Extension Programming Function, Reproduced by the North Carolina, Department of Extension Training and Studies, pp. 54-57.

situation in the county and/or state giving attention to major cultural, social and economic factors. It should represent a factual evidence derived from reliable resources. The statement of situation should answer the following questions: (a) What is the current situation? (b) What are some of the major social, cultural and economic factors inherent in the situation? (c) What are the major problems, needs or concerns of people as defined in the situation?

A statement of situation in the planned program can serve several purposes. First, it helps to make professional Extension staff members and the public cognizant of the existing situation and of major concerns contained therein. Second, it helps the staff and public develop a better perspective of interrelatedness of problem concerns and the importance of cooperation between Extension, related organizations and the public in attacking some of these problems. Third, it provides staff members and the public a basis against which to appraise the program efforts and activities of Extension and other agencies and organizations with respect to the situation.

Statement of major problems and concerns. An important component of the planned program is the statement of major problems and concerns as inferred in the situation. Such problems and concerns should be defined as problematic situations calling for an adjustment --- a question for which an answer must be sought. They should be people centered, subject-matter oriented, clear and definite, and action provoking. While such problems and concerns are inferred in the statement of situation, their restatement as a separate component

helps to make Extension workers and the public more cognizant of their presence and importance. Too, clearly defined statements of problems and concerns serve to motivate and provide direction for Extension staff members and lay leaders.

Statement of objectives. All educational programs require the formulation of objectives in order to direct the efforts of the learners and the change agents toward the achievement of desired ends. As an essential part of the planned program objectives are pointed toward the major problems and concerns. They must indicate the character of change of behavior desired if they are to serve as effective guides to the people and professional Extension workers in planning, conducting and evaluating the program. Specifically, they indicate where people need to go in relation to the major problems and concerns outlined in the planned program statement.

Objectives contained in the planned program and both broad and long-time in nature, and encompasses the total with respect to problematic situations. They constitute long-ranged targets toward which the efforts of Extension, related organizations and people are directed over a period of time.

Program objectives constitute the criteria by which: (1) organizations and procedures are determined, (2) educational content is outlined, (3) materials are selected, (4) teaching procedures and learning experiences are developed, and (5) accomplishments are evaluated.

Recommendations for solving problems and concerns. In order to

provide Extension staff members and the people with an overview of, and insight into, various alternatives for dealing with the problems and concerns, general recommendations for dealing with them should be included in the planned program. Such recommendations should be of a general nature, and should indicate the various alternatives for treating the problems concerns. Such an analysis concisely set forth helps the staff and people develop an understanding of the complexities involving in developing plans for an involving problematic concerns. These recommendations provide direction for the staff and may also help to make the people more conscious of roles that they might assume in helping to solve the problems.

Plan for coordination with other groups, agencies, and organizations. A well thought out program statement will consider what other agencies, organizations and groups are doing and will make provisions for coordinating Extension program efforts and activities with these groups. Various publicly supported private and special interest groups are also concerned about many of the same problems as Extension. Thus, appropriate measures need to be taken to insure coordination of Extensions' plan for attacking problems and concerns with these groups.

V. DEVELOPING THE PLAN OF WORK

According to Boone, the plan of work is:

"a written procedure of action to guide Extension teaching in different phases of the program within a designated period. It provides a systematic educational plan for attacking short and long-term problems. The plan of work indicates; --- what is to be done, --- who is to be

served or reached, --- how it is to be done, --- who is to do it, --- when and where it is to be done, --- how results will be measured."²⁰

It is obvious that the plan of work is an educational guide to Extension workers' efforts and those of others in attacking problems or phases of problems outlined in the planned program.

Each Extension worker has the responsibility of preparing a plan of work to serve as a guide in the development of specific, detailed teaching plans.

Extension administrators, supervisors, specialists and county agents are all concerned with effecting desirable behavioral changes in people's knowledge, understanding, skills and attitudes. Administrators', supervisors' and specialists' plans of work are primarily focused on the development of the county staff to their maximum capacity. While county agents' plans of work are focused on the development of the people. Extension workers' success in accomplishing these ends are greatly enhanced through the development and utilization of carefully designed plans of work.

The plan of work serves several purposes, namely: -- it helps Extension workers to implement the planned program in a logical and effective sequence, -- it indicates that part of the planned Extension program to be undertaken within a designed period of time, -- it becomes a guide for Extension workers in developing a calendar, conserving time and energy, preparing reports on progress and results of

²⁰Ibid., p. 57.

Extension teaching, and evaluation, -- it helps coordinate the effects of the entire staff, -- it helps Extension workers organize and effectively use their resources.

Composition of the Plan of Work. The plan of work in its completed form includes several abbreviated teaching plans, each of which are designed to deal with specific problematic situations. An abbreviated teaching plan is made up of ten elements, namely: statements of (1) program area within which work is to be undertaken; (2) problematic situation; (3) specific problems inferred in the problematic situation; (4) teaching objectives; (5) people to be reached; (6) learning experiences to be provided; (7) names of staff or other resource persons responsible for planning and providing specified learning experiences; (8) place and where learning experiences are to be provided; (9) when learning experiences are to be provided; and (10) plans for evaluation of teaching plan and result obtained.

Designation of program area. The purpose of this aspect of the teaching plan is to provide Extension staff members the opportunity to classify the work to be undertaken within one of the major program areas designated by the Cooperative Extension Service. Several program areas which are common to many state Extension workers include: Organization and Planning; Efficiency in Agricultural Production; Conservation and Utilization of Resources, Marketing and Consumer Education; Family Living; Youth Development; Community Development; Public Affairs; Educator, Leadership Development, and Management on the Farm and in the Home.

The problematic situation. The problem of a problematic situation is to provide Extension workers with an understanding of and a synthesis of factors which constitute the basis for and associated with the major problem under consideration. By outlining the circumstances surrounding the problem and defining its many segments, the statement helps Extension workers recognize smaller problems which provide approaches to the success solution of the total problem. To be of maximum assistance, the problematic situation statement must be: "(a) people-centered; (b) subject-matter oriented; (c) based upon the level of interest of people concerned; (d) based upon their level of understanding; (e) their backgrounds and experiences; (f) clear and definite; and (g) action provoking."²¹

Statement of specific problems. The problematic situation may include several specific problems. The identification of specific problems is essential to the development of the effective teaching plans. The identification of statement of the problems helps Extension workers to specify desired changes. It helps Extension workers to determine the sequence in which specific problems associated with the major problem ought to be arranged in order to plan and launch an effective educational program that will yield maximum results in changes effected.

Teaching objectives. The statement of teaching objectives involves a definition of what is to be accomplished in relation to

²¹Ibid., p. 59.

the specific problems. Teaching objectives indicate the specific problems. Teaching objectives indicate the specific kinds of changes in behavior in people to be brought about. Thus, they constitute the basis for deciding upon, planning and providing learning experiences aimed at effecting the desired changes in behavior. The most useful form for stating objectives is to express them in terms which identify:

- the people concerned or to be concerned.
- the changes in behavior people desire to make,
- the content or subject matter areas involved.²²

When objectives are stated in these terms, it is relatively simple to determine what kind of learning experiences should be planned and what the content of these experiences should be. This degree of explicitness in stating objectives is also useful in appraising and evaluating results.

People to be reached. Extension workers should carefully delineate or define the people or audience to be reached. Delineation of audience helps to keep Extension workers' efforts focused on the relevant people and also provides them with some indication of the number of people to be reached.

Learning experiences to be provided. This step must operate after the teaching objectives have been clarified and the audience defined. According to Byrn:

"learning takes place through the experiences the learner has and the reactions he makes to his environment.

²²Ibid., p. 60.

It does not take place through what an individual does as a teacher, but through what the student goes through as a learner."²³

The teacher or Extension worker-leader can provide an educational experience through setting up an environment and structuring the situation so as to stimulate the desired type of reaction. This means that the teacher must have some understanding of kinds of interests and background his students (people) have so that he can make some prediction as to the likelihood that a given situation will bring about in them a reaction of the kind essential to the learning desired.

Ralph Tyler has described several principles which are useful in determining what learning experiences to include in a teaching plan or plan of work. They are:

1. The learner must gain experience in practicing the type of behavior outlined in the objectives. If the objective is to develop skill in critical thinking, the learner must have an opportunity to practice this skill in the learning situation.
2. The particular experience must provide some kind of satisfaction to the learners as they carry out the behavior implied in the objectives. If the learning experience is designed to provide skill in solving community problems, it is crucial that the learner not only secures experience in solving community problems but also obtains satisfaction through the experience.
3. The learning experience must start where the participants are in terms of their backgrounds, levels of experiences, perspectives, interests, etc. The program must be based on the needs and interests which the learners feel or can be led to accept.

²³ Darcie Byrn and others, Evaluation in Extension, (Topeka, Kansas : H. M. Ives and Sons, Inc., 1965), p. 22.

4. There are a great variety of learning experiences which can be utilized in a plan of work or teaching plan to achieve the same objectives. Since there are many alternatives in selecting learning experiences, it is more profitable to select those most closely related to the needs and interests of all persons concerned.
5. Any learning experience will produce a number of outcomes which can be utilized to achieve more than one objective of the plan of work or teaching plan. While the learner may be learning how to solve some of the problems facing his community, he is also acquiring knowledge about a variety of areas and may also be developing skill in critical thinking.²⁴

Any learning experience must produce a cumulative effect in order to produce change in behavior. This means that learning experiences must be organized effectively to achieve desired teaching objectives. The following criteria for effective organization of learning experiences have been suggested by Tyler:

1. The development of continuity refers to the need to provide recurring educational experiences which reinforce the development of particular attitudes, knowledge and skills resulting in changed behavior.
2. Sequence of learning experiences is related to continuity but goes beyond by the building of series of successive experiences at increasing levels of difficulty so as to provide broader and deeper treatment.
3. The integration of educational experiences requires that the participants secure an over-all perspective of the total experience rather than a segmented one. Integration refers to the need of developing the educational experiences that utilize and become part of the total capacities of the individual in life, as well as to the need of providing experiences that give unity to the acquisition of knowledge, attitudes, and skills achieved through the educational objectives of the problem.²⁵

²⁴Tyler, op. cit., p. 42-44.

²⁵Ibid., p. 55.

After thought has been given to the types of learning experiences to be provided, the Extension worker must then select methods that will most effectively provide the desired learning experiences. Extension methods are used by agents to influence people in making desirable change in their behavior. There are many Extension methods, and they vary in their effectiveness. An understanding of these methods and their relative effective use by Extension workers is a prime factor in designing effective teaching plans for inclusion in the plan of work.

Determining staff and other resource persons needed to implement plan. There are several alternatives to consider in deciding on who will do the teaching. The experience of the agent and nature of subject-matter to be taught will influence this decision. The teaching may be done by specialists, agents, committee or lay leaders. Specialists may actually teach or train others. They must also interpret, translate, and disseminate research information. Similarly, agents may secure and train leaders or teach directly, themselves. They may also guide, aid and assist others in the actual teaching.

Deciding on where the teaching will be done. Effective learning requires a favorable physical climate, and every attempt should be made to secure a site which will contribute to this end. Facilities needed for certain aspects of teaching should be available. Choosing a central location may be instrumental in getting the people concerned to attend and participate. A well thought out plan of work will help Extension administrators and others to determine travel

Budgets and allocate staff resources.

Determining when the teaching will be done. Seasonal factors, the timeliness of the material, the schedules of Extension staff members and leaders and other factors must be considered in deciding upon establishing the course of calendar. The schedules of resource persons not associated with Extension must also be considered.

Plan for evaluation. No teaching is complete until plans are made for evaluating progress and results. Plans need to be built into each teaching plan that will determine whether certain results were attained. Such plans should indicate the methods and procedures to be employed in making this appraisal, and also the uses that will be made of the results.

VI. PROGRAM ACTION

Program action consists of carrying out the planned educational jobs outlined in the work plan. Successful implementation of the educational jobs needs to identify the various of staff and leader assistance. It is crucial to delegate appropriate responsibilities to the staff members and leaders concerning the methods employed and their accomplishments.

There are certain steps which are very important in developing the program action. They are:

1. Establishing common understanding among Extension staff members and lay leaders concerning the educational jobs.
2. Identifying tasks to be undertaken, means for accomplishing them, and persons to perform the various tasks.

3. Equipping staff and leaders with knowledge and materials to perform the tasks. (including techniques and methods.)
4. Developing a calendar of activities and providing for communication between agents and leaders concerning progress and responsibilities.
5. Providing for continual review and appraisal of efforts in program implementation.²⁶

Establishing Common Understanding Among People Concerned. As mentioned earlier, successful implementation of educational jobs outlined in the plan of work will depend upon the common understanding of those people who are involved necessary for responsible persons in Extension in helping staff members, leaders and other resource people on what is to be done.

This common understanding of educational jobs can be accomplished by using a number of methods. The use of educational process in determining Extension programs is the first step in helping relevant people become familiar with the total program. Through democratic procedures, opportunities are afforded staff members and others to participate in the program decision-making process at the level appropriate to their competence.

Another method which provides an opportunity for sharing ideas on pending commitments, and getting feedback from educational jobs is the regular staff conference. Distribution of the program statement

²⁶ Wesley T. Maughan and others, "Program Action --- Implementing the Planned Program and Plan of Work," (University of Wisconsin : Agricultural and Extension Education 210, Spring, 1963), pp. 1-2. (Mimeographed)

and discussion of the plan of work with relevant individuals and groups is often highly beneficial in shaping the public's expectations of Extension.

Identification of Task and Means for Accomplishment. There will be one or more tasks to be performed in every educational job. The tasks must be identified. The problematic situation, specific problems and teaching objectives outlined in the plan of work indicate what tasks will be associated with a particular educational job. Therefore, these items must be studied clearly in order that all tasks will be identified. Such studies should be made cooperatively by staff members, committee members and others who are concerned with the implementation of the plan of work.

Following identification of tasks is the exploration of various means for accomplishing the tasks. This means will involve teaching as well as organization. The teaching will include:

1. Training of Extension agents by specialists or other resource persons,
2. Training of lay leaders by Extension agents, specialists or other resource persons, and
3. Training of "target" audiences by lay leaders and, if necessary by staff members.²⁷

Identifying person who will be responsible for performing the various tasks is an important step. Extension staff members should be familiar with potential resource persons both within and outside the

²⁷ Ibid., p. 3.

Extension Service. Resource persons within the service would be primarily the various subject-matter specialists and agents, and outside the service would include professional persons associated with private and commercial concerns, other publicly supported organizations, and other individuals possessing the required competencies.

Assigning responsibilities to the persons who are involved in the program is very important. To prevent misunderstandings of the job, this can be accomplished through meetings or conferences between persons involved and members of the Extension staff.

Equipping Staff and Leaders. The individuals who are expected to accept responsibility for a task must be trained in order to increase their skills, knowledge and understanding of the job. Training of Extension workers needs to cover three kinds of materials: subject-matter, communication or Extension methods and problem-solving. Training of lay leaders is just as important as the training of professional people. Each agent must be responsible for leader training in his county. He needs to know the leaders and their educational status to be able to discuss training needs with them.

According to the Adult Education Association of the U.S.A.:

What leaders usually want to learn, and what they need most, is more insight in human relations, democratic procedures and the problem-solving process.²⁸

Developing a Calendar of Activities and Communication. A calendar must be developed to identify and list specific tasks inferred

²⁸ Adult Education Association of the U.S.A., op. cit., p. 4.

in those educational jobs. The calendar should list tasks to be pursued, names of persons responsible for each task to be performed. The value of a calendar is threefold; it serves as a time table for staff members and others to follow in performing various tasks; it helps staff members and others to plan and arrange their schedules to allow sufficient time for the performance of pending tasks; finally, it helps to determine the timing for discussion of various tasks in staff meetings.

Two-way channels of communication must be open between the professional staff, lay leaders, and the general public in the action process in order that the program may be implemented and evaluated effectively. One of the most effective methods for maintaining communications among staff members and other persons concerned with Extension progress is the holding periodic conferences and staff meetings. News letters can be of great assistance in maintaining communication between state and county staff members. Creating an awareness of the problem may be accomplished through television, radio, newspaper, magazines, or news letters. Individual contacts are methods of keeping the relevant groups informed about pending and on-going Extension programs.

Continual Review and Follow-Up. Although staff members and leaders may have been equipped to carry out their responsibilities, they frequently need additional help in interpreting and overcoming difficulties encountered in a task, if maximum results are to be attained. A continual review of objectives is necessary to keep the efforts of responsible persons aimed in the right direction. A study of the

effectiveness of various methods in use might indicate changes to be made in order to attain predetermined ends.

CHAPTER IV

GENERAL RECOMMENDATIONS FOR IMPROVEMENT
IN EXTENSION PROGRAM PLANNING IN THAILAND

This chapter will be divided into two parts. The first part concerns the general recommendations for improvement in Extension program planning in Thailand. The second part will concern the specific recommendations concerning training Extension program for personnel in the area of program development and steps in the planning process.

Both the general and specific recommendations are the opinion of the author which he thinks are adaptable to the Thai situation. Such may take a long time since Extension Service in Thailand is rather complex and organization is needed.

If these recommendations are adopted by the Thai officers and adapted to the Thai situation, the author thinks they will help to improve the Extension Service, especially in the area of program development.

These recommendations will not be useful if not encouraged and supported by the Chief of Extension Service and the Chiefs of Extension Service in each Department of the Ministry. These people have authority to give suggestions to the Extension officers and they can provide budgets, resource persons, etc. to support changes in the Extension program.

It is the hope of this author that the Chief of the Extension

Service and his staff members will read and consider these recommendations for application to the Thai situation.

I. GENERAL RECOMMENDATIONS

Program planning is essential to effective Extension work.

Although Thailand has adopted the Extension methods of program development of countries successful in this endeavor and applied such in Thailand for many years. There are many problems in program planning in Thailand which retard Extension progress.

Involving People in Program Development. First, it is the duty of the District and Provincial officer to decide who are the people to be involved. Since there are thousands of people living in the villages, it is possible for only a small number of Extension officers to work directly with all of these people. The best way to solve this problem seems to be by working through local leaders. It is necessary for officers to develop a plan for selecting local leaders to help them work in the villages.

To help the local leaders understand Extension work, they must be trained to understand the program planning process before working with the people in the villages. A training program for local leaders should include a consideration of:

1. What are the objectives of the Cooperative Extension Service?
2. What are the objectives and philosophy of program planning?
3. What are the procedures for planning program?
4. What are some basic fundamentals of leadership and what

implications do they have for members as planners?

5. How are programs carried out?
6. What are some methods of determining the effectiveness of planning procedures?
7. How can the effectiveness of programs be determined?

The training of the local leaders can be done by either of the following methods. The first method is on-the-job training. This method could be done by supervisors or subject-matter specialists during their field visits. Training could be done at public demonstrations, district or county fairs, etc. Still another method is that of off-the-job-training. This could be done through conferences, workshops and short courses. However, the Thai government officers must keep in mind that this kind of training should be held as frequently as possible, depending upon the needs and interests of local leaders. The training program should be held during the slack season and in suitable places. Workshops or short courses, at the agricultural schools or the Regional Extension Service Centers, are methods which can develop and assist local leaders to become more effective presiding officers, speakers, discussion leaders, teachers or program chairmen.

Successful local leaders should be rewarded for good work from the Extension officers or from high government officials. This could be done in the form of a home visit by the Extension officer, a success story in a local newspaper, a certificate from a higher government official, or a travel scholarship.

Determining an Extension Program. Since an Extension program

is a statement of educational objectives derived from a careful analysis of the situation and the problems, it must begin where people are and with what they have, and help them move to where they want to be. Therefore, before an Extension program would be formulated to carry out the objectives, the Provincial and District Extension officers should study the general situation in the villages, to learn the needs, interests or problems of the people and then to help solve the problems.

Some suggested steps in this procedure for the Extension officers might include the following.

Collection of facts. The Provincial and District Extension officers should do this job with the help of local leaders. A suggested method to be used for collection of facts would be interviewing the clientele by the Extension officers and local leaders. This could be done during their visits with the farm people at their farm or at their home. The Extension officers and local leaders should ask them the questions and then record the answers on the form which they prepared. This method will help the Extension officers get factual information as much as possible from people who are not well-educated.

Facts needed should relate to the kind of clientele to be reached. For each individual farm family, the kinds of information that should be collected are: age, education, health, special skills, social connections, human and physical resources such as acreage of land under cultivation, amount of land owned or rented, crops grown, acre yield, livestock raised, sales, cash income from sales, working

animals, farm equipment, storage, living conditions such as farm building, sanitation, light, drinking water, and felt needs which may be expressed by the farm people or operators. Besides, the general conditions of the villages should be studied such as marketing and credit facilities, transportation means, schools, temple, police station, village administration, irrigation, drainage and civic organizations.

To accomplish the collection of the factual information, it is recommended that the Thai government set up both formal and informal program planning committees. These committees should be composed of a subject-matter specialist from the Regional Extension Service Center, Provincial and District Extension officers and representative lay people. The major responsibility of the program planning committees should be concerned with planning the Extension program, carrying out and evaluating the results.

Analysis of the situation. After the collection of factual information, the next step in planning an Extension program is that of having the program planning committees interpret the factual into usable form to show trends, and their causes and effects on the people in the community. The analysis of the situation will help the program planning committees recognize the problems or needs of the people concerned in the program.

Identification of problems. The program planning committees should analyze the factual information to learn the present status and the resultant problems. They must determine the needs or interests of people as the basis for forecasting desired change. It is possible

for the program planning committees to spend about a half day to identify the major problems that needed to be solved at once and the minor problems that needed to be solved later.

Making a plan of work. After factual information is collected and the problems are identified by the program planning committees, the next task of the committees is to formulate a plan of work for overcoming the problems. This plan of work will serve as a guide in carrying on the Extension program in line with the educational objectives or goals.

It is the responsibility of the Provincial and District Extension officers to formulate a plan of work with the help of subject-matter specialists and local leaders. In making a plan of work, the Thai government, first of all, should set up the Extension program areas. Suggested Extension program areas would include: efficiency in agricultural production; marketing distribution and utilization of farm products; family living; management on the farm and in the home; youth development; leadership development; community development and resource development and public affairs. After the Extension program areas are set up, the Extension officers might formulate such statements in the plan of work as follows:

A statement of the program area. This is the statement of program area within which work is to be undertaken. Some examples of the program areas are youth development, leadership development, etc.

Statement of the situation. This should be made in general terms to provide the Extension officers with the factors which affect

and are associated with the major problem. If possible, the statements of the situation should include information about the kind of people to be concerned, the needs and interests of the people, background and experience of the people, level and standard of living and subject-matter orientation. The information received will help the Extension officers in analyzing the problem of the communities.

Statement of major problems. The statement of the major problem should be made before determining the desired change to be made in the people. A study of the interests and needs of the people in the villages, where they are and where they want to be, will help the Extension officers in making a statement of major problems.

Statement of program objective. After the problems in the villages are known to the Extension officers, the next task of the Extension officers is to set up the program objectives to be used in solving the problems of the community. The statement of the program objectives should be clearly defined and understandable to the Extension workers or other people involved in the program.

Annual goal. This should outline the desired behavioral change to be made in people or the direction we would like to help the people move. An example of an annual goal is to increase the crop yield from one level to another higher level.

The planning team. The planning teams should be set up to help formulate the Extension program, a suggested team would include a subject-matter specialist from the Regional Extension Service Center, a Provincial, a District officer and representatives of lay people.

Plan. This should indicate the educational objective, the learning experiences or methods, who is to do it, who is to be served or reached, when it is to be done and how results will be measured.

Evaluation of the accomplishments. Evaluation of the accomplishments of the Extension program is considered important for Thai Extension officers because there is no evaluating of the accomplishments of the Extension program at present. Therefore, to improve the Extension program Thai Extension officers should evaluate the Extension program accomplishments to know the degree of success with the job. This should be done in the following steps:

1. Appraising the involvement of people
2. Reviewing the processes of determining the program
3. Deciding on the evidence needed to verify the changes
4. Obtaining the evidence
5. Recording the data
6. Interpreting and appraising the data collected to show:
 - (1) How have people and things changed?
 - (2) What problems have been solved?
 - (3) Were the objectives and goals clearly stated?
 - (4) To what degree were they obtained?
 - (5) Which teaching methods proved to be most effective?
 - (6) What remains to be done?
 - (7) What new situations and problems have been discovered?
 - (8) Where the people are now as a result of the Extension teaching effort?
7. Reporting the results to the government and to the public.

The success of an Extension officer is generally measured by the number of local people he helps and the extent to which local leaders accept responsibility. The success of leaders will depend upon the Extension worker's philosophy, his selection procedures, the training opportunities provided and the recognition given. Continuous evaluation

is essential to effective development.

II. SPECIFIC RECOMMENDATIONS

A Proposed Training Program in the Principles of Program Development for Thai Extension Workers. At present Thailand is a developing country both in agriculture and industry. Extension work plays a vital role in developing agriculture and industry in the country. It helps the farmers and other people involved in the program learn modern techniques and practices for improving and increasing their agricultural production. In helping these people learn new practices and techniques, Extension workers must have the ability to prepare a good Extension program and to carry it out, i.e., it has to meet the needs of people and have more people involved in the program. Therefore, Extension workers must be trained in the ability to prepare and effectively carry out improved Extension programs.

One of the basic problems of in-service training in the Thai Extension Service today is a lack of well-trained personnel in the area of program development, at the Regional, Provincial and District levels. As a result the training of local village leaders, which is the key to the successful development of Extension programs, is not being adequately carried out. To improve this situation, the following recommendations are proposed:

National level training. Currently, the Provincial and Regional Extension officers receive training once a year for a week's duration, either at the Ministry of Agriculture or Regional Extension

Service Center. This training consists primarily of general subject-matter. Little emphasis is placed on principles and methods of program development. This training is carried out by the Chief of the Extension Service and members of his staff in Bangkok. However, because of their many other duties, they do not have enough time to follow-up and evaluate the effectiveness of this training program.

To solve this problem, it is recommended that the Chief of the Extension Service set up a division solely responsible for training of Provincial and Regional Extension officers. This division would be composed of a training team whose members would be specialists in the fields of subject-matter areas, administration and one who has a lot of past experiences concerning Extension work, especially in the area of program planning process. They would hold a one week training program once a year for all Provincial and Regional Extension officers at the Ministry of Agriculture in Bangkok.

The subject-matter to be provided to the Provincial and Regional Extension officers in this training program should include the process of program planning, organizing for planning, program action, developing a plan written program, developing a plan of work and evaluating the accomplishments.

Following the training program, the training team would go out into the field to work with the Provincial and Regional Extension officers about a half day or one day if it is needed. This training team would help implement the ideas taught in the training program, and also help in special adaptation to the various Provincial situations.

Provincial level training. There is also a need to provide training for the District Extension officers at the Provincial level. However, because of the many duties and responsibilities of Provincial and Regional Extension officers, they do not have much time to carry out effective training of District Extension officers. As a result, only a few District Extension officers receive training and this is generally done at the Regional Extension Service Center. As is the case for Provincial and Regional Extension officers, training is given in certain special subject-matter fields with little emphasis on program development. Also, since the training is carried out by various specialists from the Department of Agriculture or Ministry of Agriculture, Provincial and Regional Extension officers who have other duties during the rest of the year, there is no follow-up of the training received.

It is recommended, therefore, that a training team be established at the Provincial level similar in position to the training team at the national level. The setting up of these teams would be the responsibility of the national level training team, the Provincial and the Regional Extension officers.

The team should conduct a training session of two weeks' duration in early April of each year with strong emphasis in program development. The reason for recommending this time is that this is just before the time the District Extension officers are scheduled to begin developing the Extension programs and budgets for the coming fiscal year.

The subject matter to be taught to the District Extension officers during this training program should concern the process of program planning, organizing for planning, program action, developing the planned written program, developing the plan of work and evaluating the accomplishments. It is suggested that this training program be in the form of a workshop, i.e., the District Extension officers will have the opportunity to learn by doing. The place to be used for this training should be at the Regional Extension Service Center.

After this two weeks' training, it would be the responsibility of the training team to go out into the field with the District Extension officers to assist them in drawing up the Extension program for the coming year. The author would expect this to take about one or two days. It is only through this type of activity, where trained specialists work with the District Extension officers in conjunction with the Provincial and Regional Extension officers, that effective training can be received by the District Extension officers.

Local level training. It would be the responsibility of the Provincial training team to work with the Provincial, Regional and District Extension officers in training local leaders to assist in preparing and carrying out the Extension programs that have been formulated. The training of local leaders to accept their responsibilities in the Extension program is considered very important since most of the local leaders are not Extension officers, i.e., some might be a teacher or headman of the village, a successful farmer or a wealthy person. It is very important to train these local leaders

before sending them to work with the people in the village.

The training program can be expected to succeed if the training team and Extension officers included make clear answers to questions in the training program for local leaders as follows:

1. What are the objectives of the Cooperative Extension Service?
2. What are the objectives and philosophy of program planning?
3. What are the procedures for planning program?
4. What are some basic fundamentals of leadership and what implications do they have for members as planners?
5. How are programs carried out?
6. What are some methods of determining the effectiveness of planning procedures?
7. How can the effectiveness of programs be determined?

The training should be held at least once a year in the slack season at the agricultural schools, at another suitable place in the village or at the Regional Extension Service Center. The total number of local leaders to be trained in each training program should not include more than 50 individuals.

Only in this way in the author's opinion can the Extension Service in Thailand hope to achieve the goal of well-trained personnel at all levels in the area of program development and at the same time develop trained local village leadership.

Steps in Program Planning. As mentioned earlier, there are many problems which retard the progress of Extension program development in Thailand. These problems may include: Extension supervisors do

not provide enough time in their calendar to become skilled in program planning, to stimulate planning operations, to train district Extension officers in methods and procedures, to review programming operations, to develop new devices and techniques in program development, and to evaluate the effectiveness of the district programs.

From the experiences of the author received through observing the Extension program development process in many states in the United States and from his study of books about the program development process as practiced in many other successful countries, the following steps in program planning, which are applicable in Thailand, are suggested:

Supervisors go to the district. The Regional and the Provincial Extension officers should go to visit the District Extension officers at the district and introduce the planning idea, especially to less experienced District Extension officers. The supervisors should review the general situations in the village with the District Extension officers. They should discuss only situations that lead to the major problem of the people in the village and this major problem will be an Extension program for carrying out later. However, to accomplish this task, the supervisors and the District Extension officers should ask themselves these questions: What information do we have? What is needed? Who can get it? At this point, the supervisors and the District Extension officers need local leaders to develop adequate background information. Therefore, it is the duty of these Extension officers to make a selection of local leaders to

help them formulating an Extension program. A suggestion for selection of local leaders in any community in Thailand might be including: teachers, headmen of the villages, successful farmers, wealthy persons and anyone who has a strong desire to work for the community.

In the discussion of planning of the supervisors with the district officers, the supervisors should indicate all the steps in the planning activity. Individual responsibilities about program planning also are discussed. A timetable of events may be developed for the immediate future showing what action is to be taken and when certain jobs should be completed.

District planning committees are set up. The local District Extension officers should make a selection of representative lay people in the village to help him collect background information and to help in formulating an Extension program for carrying out. In so doing, individuals are approached to explain the planning activity and to enlist their help. Organizations are asked to designate representatives. However, it will be best to have a representative of the local district government from other Ministries participate. It is also wise to consider having other major interests in the district represented, such as banks, schools, etc.

After the District planning committees are set up, it is the responsibility of the District Extension officers with the help of the Provincial training team and the Provincial and Regional Extension officers to develop among members an overall understanding of the Extension Service, the objectives of program planning, the procedures

to be used in planning, the amount of authority delegated to them, and the importance of their roles in relation to the total program planning. This could be done through either meetings or training.

It is wise if a supervisor or specialist, or both, can participate actively at the first meeting because it might help the local District Extension officers in organizing the meeting. However, the most important thing for local District Extension officers to keep in mind is that there is a need for training planning committee members before actually involving them in the program process.

Annual planning meeting. The annual program planning meeting or conference should be held in a suitable place and at a suitable time. This meeting is considered a very important one since it is to develop a guide for agriculture and rural living, and because generally Extension is to make its program as a result of overall planning.

Recommendations of sub-committees should be studied by the entire program planning committee in light of the entire district's needs and interests. Careful preparation of the committee report will help the whole activity. It is wise to bring all sub-committees together to hear reports and to permit general discussion. Annual program planning provides local District Extension officers an opportunity to report on the past year's work, either personally or through activity leader's reports.

The public should understand planning. The result of inadequate information about program planning will mislead some local groups and organizations who do not understand the planning process. This will

cause them to have negative attitudes toward Extension programs. Therefore it is very important for the local District Extension officers to get rid of this feeling. This could be done through personal visits with farm organization officials and other leaders, or by including them in planning meetings to bring their feeling about planning to the surface. The interest of many groups and organizations could be assured if they were shown how activities they consider important would be included through the planning process.

Administration support. Any Extension program will succeed if it has enough money and visual aids to support it and enough resource persons to carry it out. It is very important therefore that Agricultural Extension administration representatives support this Extension program. They must encourage the Extension officers to formulate an Extension program for carrying it out. Also, they must provide enough budget material, etc. to support the Extension program when it is needed.

Specialist assistance in planning is essential. It is wise to have the specialists participating in program planning process. The specialists should have a responsibility to train Extension officers in their respective subject-matter fields. The information which the Extension officers received will help them in planning the Extension program more effectively.

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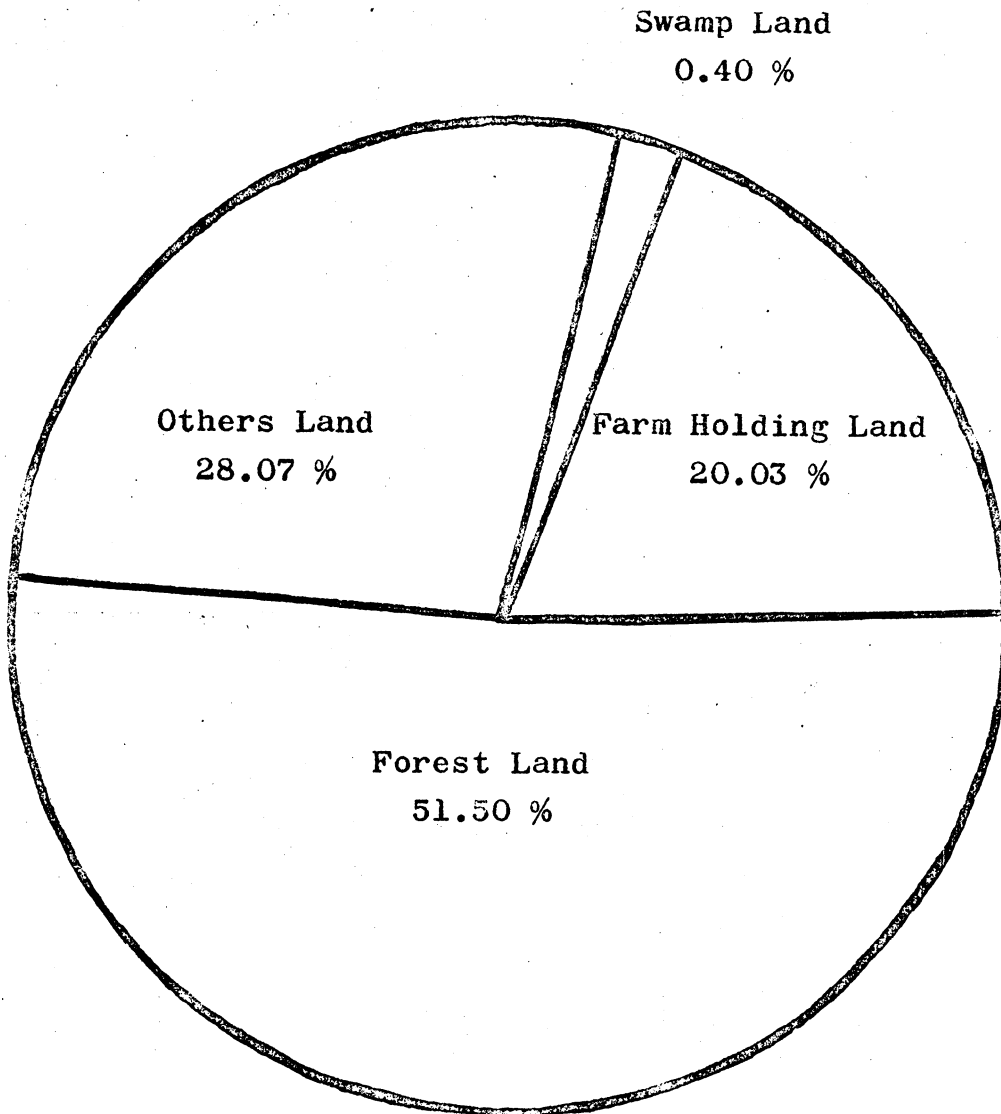
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the scanned document**

APPENDIX

APPENDIX I

ILLUSTRATION

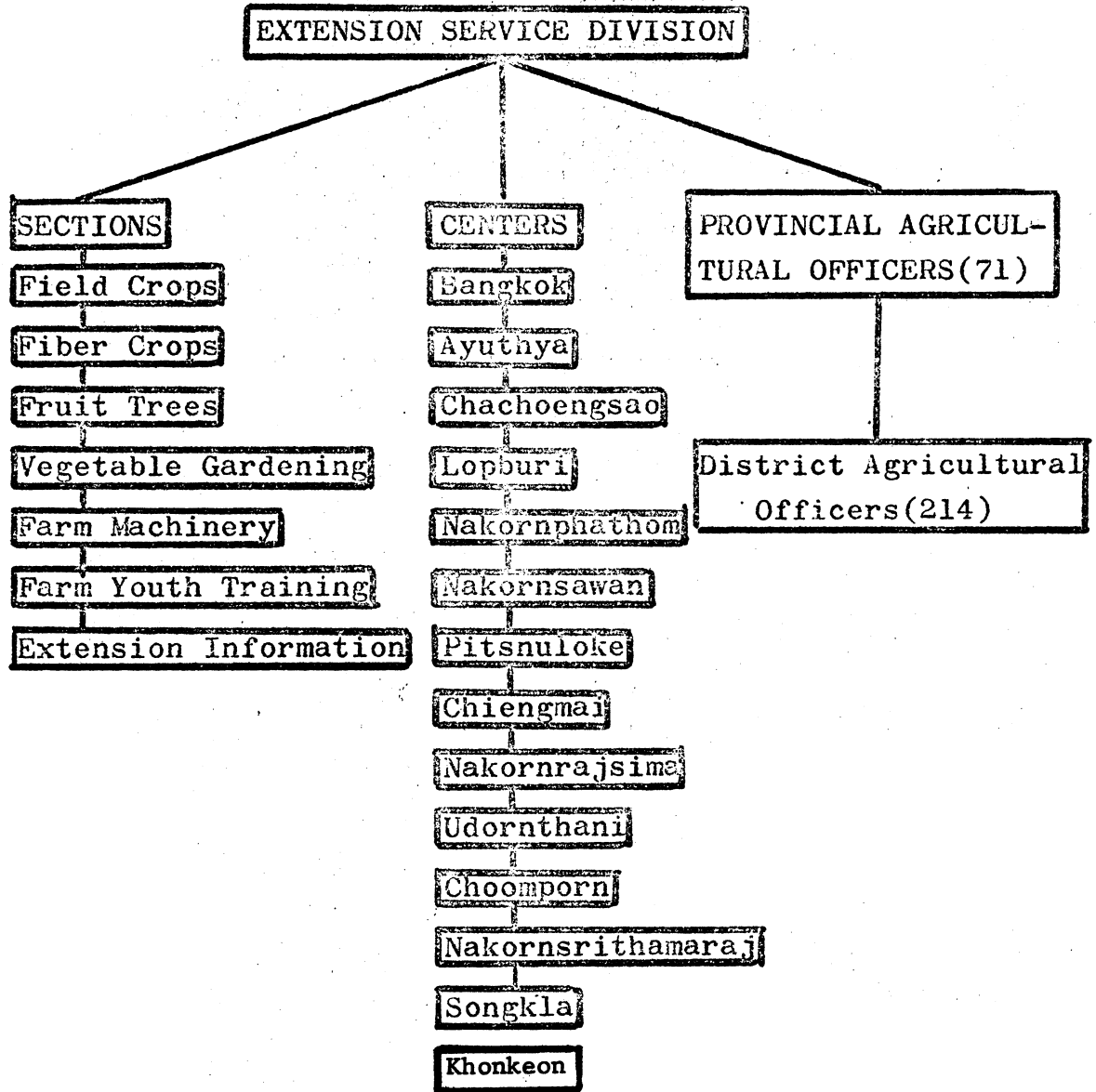
LAND UTILIZATION OF THAILAND, 1961



Source: Land Utilization of Thailand, 1961. Division of Agricultural Economics, Office of the Under-Secretary of State, Ministry of Agriculture, Bangkok, Thailand.

APPENDIX II

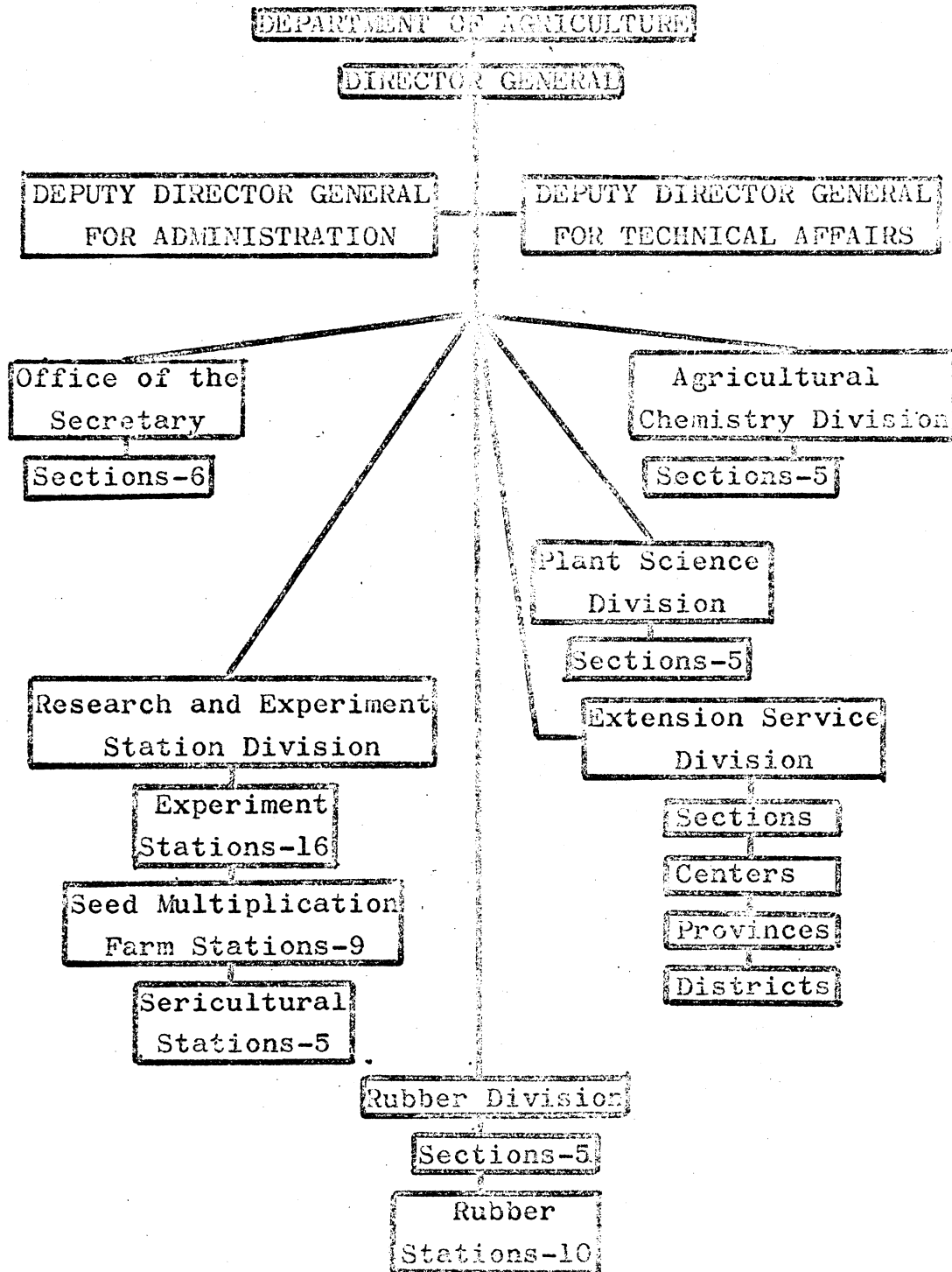
ILLUSTRATION

ORGANIZATIONAL CHART OF THE EXTENSION SERVICE DIVISION
OF THE DEPARTMENT OF AGRICULTURE

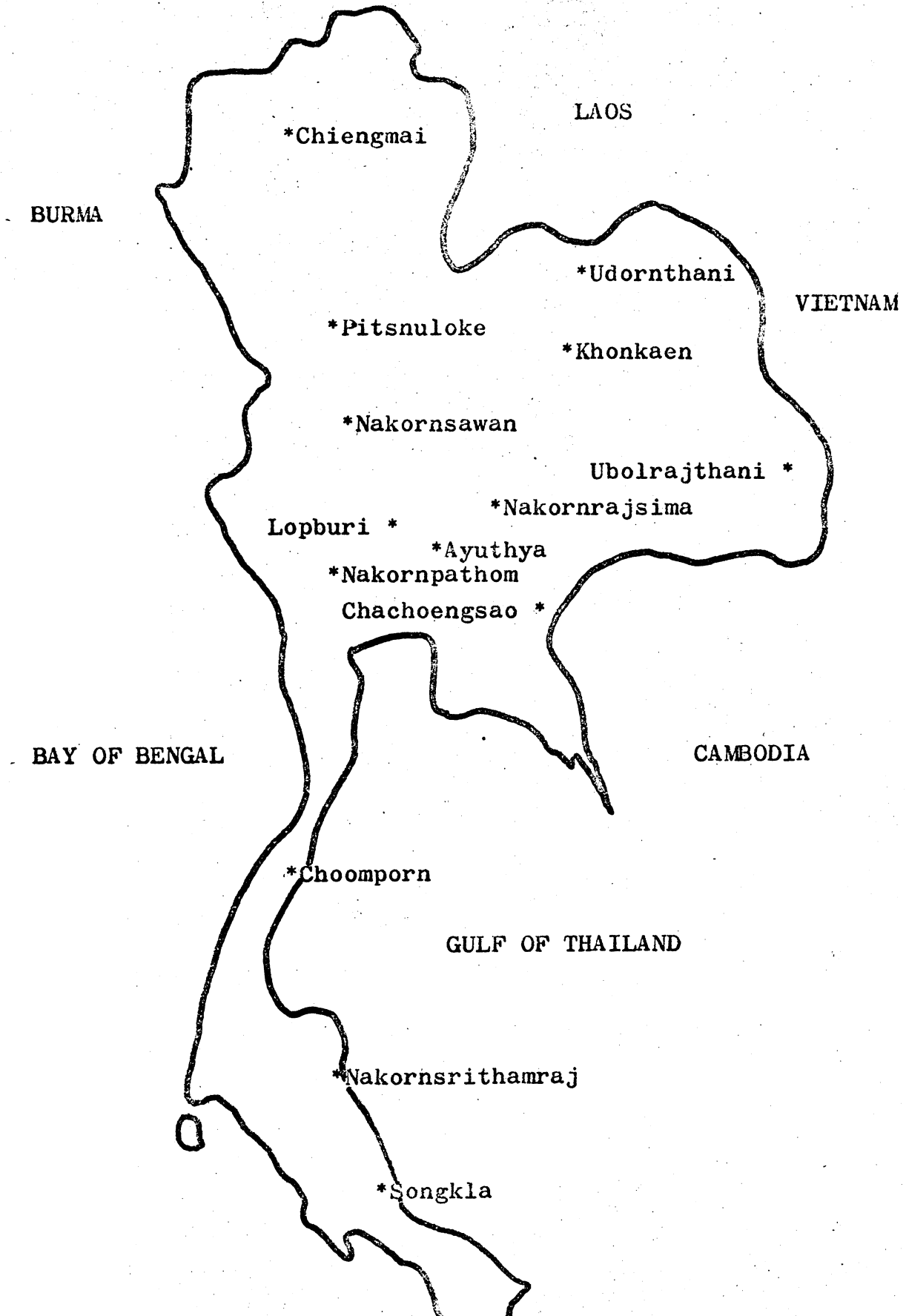
APPENDIX III

ILLUSTRATION

ORGANIZATIONAL CHART OF THE DEPARTMENT OF AGRICULTURE



MAP OF THAILAND SHOWING REGIONAL EXTENSION CENTERS



ADAPTATING THE BASIC PRINCIPLES OF PROGRAM DEVELOPMENT
AS STUDIED IN THE UNITED STATES TO THE THAI SITUATION

by

Thawisak Narakol

ABSTRACT

This is a descriptive study of the basic principles of program development as practiced in the United States. It singles out some ideas and practices helpful, in the author's opinion, towards proposing an in-service training program for Thai Extension workers.

The study is a library type of research. All materials relating to Extension program development in the United States available in the Virginia Polytechnic Institute library were reviewed as were Thai materials relating to this study.

The findings or recommendations suggest that Thailand should propose training teams to develop responsible in-service training programs for Extension workers at the National, Provincial and local level. The program content for training Extension personnel concerns the processes of program planning, organizing for planning, program action, developing the planned written program, developing the plan of work and evaluating the accomplishments.

Finally, the author recommends that Thailand should try to get more people involved in Extension programming and then formulate the Extension program on the basis of the problems, interests or needs of the people.