

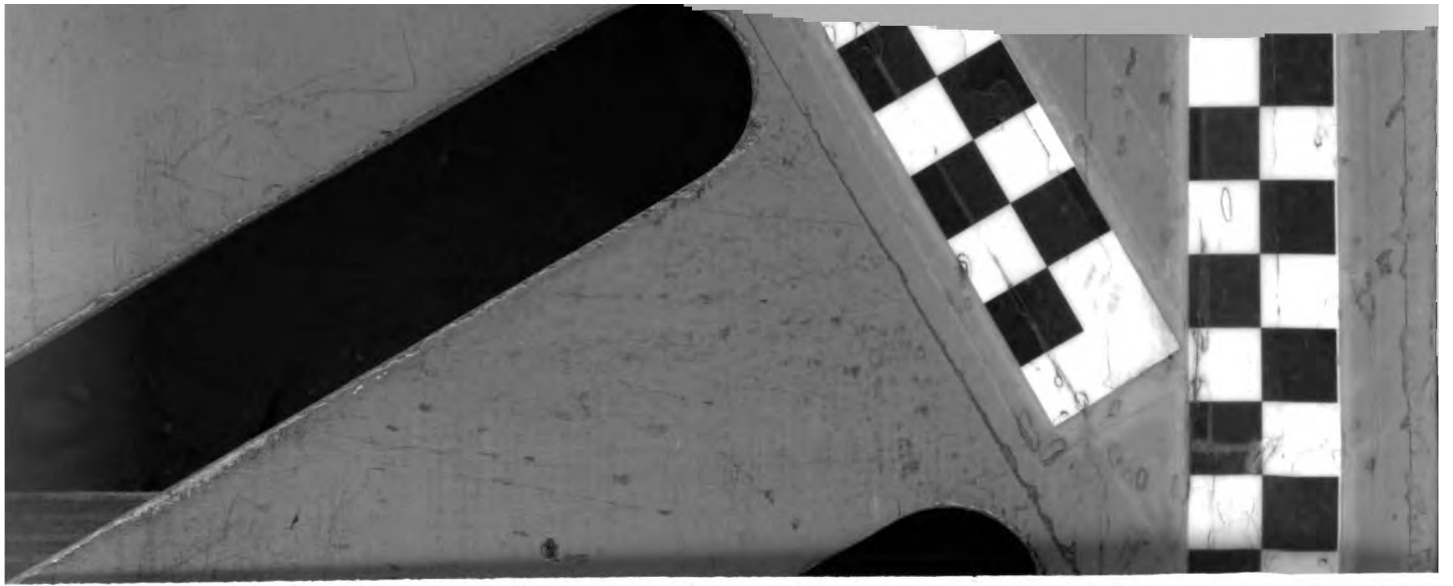
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MATERIALES DE ENSEÑANZA EN EXTENSION

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DIFFERENCES BETWEEN EXTENSION EDUCATION AND COMMUNITY DEVELOPMENT

by

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Published in English and Spanish

DEPARTAMENTO DE ECONOMIA Y EXTENSION
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Turrialba, Costa Rica
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FOREWORD

It is unfortunate that two schools of thought have grown from present-day efforts to assist in rural development. One is centered around extension education, and the other around community development. While the proponents of either of these two methods of rural development should feel pride and definitely have a high esprit de corps for their group, the fact remains that both groups have the same basic purpose - better life, better homes, and better opportunities for mankind.

With these thoughts in mind, Professor Di Franco here analyzes and compares extension education and community development, and presents a careful scrutiny of their similarities and dissimilarities in four major aspects. Employing direct quotations from noted authorities in both camps, he closely examines the entire makeup of the two processes.

After showing what others have said on the matter, Professor Di Franco then draws his own conclusions about the real significance of the whole movement of which both processes are part. His conclusions are based on many years of experience in extension both in the United States and abroad, and his three years of direct relations with groups of Comparative Extension Fellows at Cornell, who have come from different parts of the world. His discussion should prove valuable to those earnest individuals in both extension education and community development who are trying to delineate and work toward common goals.

John M. Fenley
Editor

Cornell University, Ithaca, New York
October, 1958

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Difference between Extension Education and Community
Development

Joseph Di Franco

Throughout the world in recent years, two distinct approaches to rural development have emerged: extension education and community development. People everywhere are taking sides and promoting one over the other. They claim that one is better than the other, depending, of course, on which one they are more familiar with. This argument is disturbing to many of us in rural education, because we see so much effort wasted in struggling for supremacy. Too much energy is drained away from the real job of helping people to help themselves; in other words, from getting on with the job of education.

Perhaps it is time to look at the two approaches to make a realistic comparison. Too often proponents of one argue heatedly that the other is only doing what their own approach has been doing. But are they doing the same? Are they actually one and the same thing? Do they differ? What makes the difference? These are the kinds of questions we should be able to answer. Perhaps it is time to make some comparisons.

As a basis for constructive discussions and as a resource for those who may want to know more about these two approaches, the following facts are presented. Four categories have been selected for comparison:

- A. Objectives
- B. Process
- C. Form (Organization)
- D. Principles

From published materials, the author has selected the quotations that are included. A conscientious effort has been made to draw from these statements comparisons to determine the similarities or dissimilarities between extension education and community development. At the end of the four category comparison, an overall conclusion is drawn.

Before reading the author's comparisons the reader should:

1. Draw his own conclusions as to similarities and differences.
2. Add from his reading (perhaps some favorite author) other quotations in each category.

COMPARISON OF RELEVANT FACTORS

Objectives

Extension Education

1. "Its fundamental objective is the development of the people".¹

2. "The Costa Rican Extension Service was created for the purpose of improving agriculture and helping to elevate the Costa Rican people".²
3. "Its purpose is still the same as these men (Seaman Knapp, A.C. True, W.S. Spillman, C.B. Smith) conceived it - the development of individual initiative among the men and women who have clung to the soil of America!".³
4. "...the first organized system of education designed and operated to teach people where they live and work, how to do a better job of what they are doing".⁴
5. "Your mission is to solve the problems of poverty, to increase the measure of happiness, to add to universal love of country the unusual knowledge of comfort, to harness the forces of all learning, and to be useful and needful in human society."⁵

Community Development

1. "C.D. is a technique for stimulating organized self-help undertaken through the democratic process. Obviously one of the objectives is to stimulate "self-help projects."¹
2. "Community Development is a process designed to create conditions of economic and social progress for the whole community with its active participation and the fullest possible reliance upon the community initiative".²
3. "The C.D. program has as its main objective to develop more than five hundred thousand village communities by methods which will stimulate, encourage, and aid villages themselves to do much of the work necessary".³

4. "Its objectives are to help people find the methods to organize self-help programs, and to furnish the techniques for cooperative action on planes which the local people develop to improve their own culture".⁴
5. "The objective of C.D. is to assist each village in planning and carrying out an integrated multi-phased family and village plan directed toward increasing agricultural production, improving existing village crafts and industries, providing minimum essential health facilities for children and adult education programs, providing recreational facilities and programs, improving housing and family living conditions, and providing programs for village women and youth".⁵
6. "Its objectives are to stimulate the desire and to furnish the knowhow for joint action on plans mutually arrived at".⁶

In looking at the preceding comments, can we see any major differences? To the author it seems that there are some distinct differences. Even with these relatively few statements, taken at random, there seems to be a difference in emphasis.

Dissimilarities:

Extension Education	Community Development
1. Emphasis on the individual	1. Emphasis on cooperation
2. Education aimed at individual development to obtain economic and social improvement.	2. Education aimed at groups of individuals to work collectively to obtain economic and social improvement.
3. Has as its main theme the individual's needs.	3. Has as its main theme the communities' needs.
4. Emphasizes decision making for change by individuals and families.	4. Emphasizes decision making by groups and representatives of groups.

Similarities:

1. To improve social and economic development.
2. Tackles the problem at the people's level.
3. Basically an educational approach.
4. Recognizes that people need help if they are to help themselves.
5. Designed to extend knowledge to rural people.
6. Aimed at bringing about change.

PROCESS

Extension Education

1. "Extension education is perhaps the key process, particularly in an underdeveloped region, for giving farmers confidence in themselves and confidence in public programs for agricultural development".⁶

2. The title itself indicates an accepted fact - Extension Education is an educational process.
3. "An extension program should unfold rather slowly and easily rather than explode".⁷
4. "Democratic method has been successful and should be encouraged".⁸
5. "Extension Education for agricultural development and improving rural welfare is a key process for the most effective means of education for freedom".⁹

Community Development

1. "The process of C.D. has two stages: first, development within the groups themselves as members become more knowledgeable people, more friendly and cooperative and more able to conduct the business of the group. And second, development in the community at large as the characteristics develop within the groups influence the conduct of the members in their homes and in their neighborhood".⁷
 2. "...the people of the community must be involved in the program from the very beginning".⁸
 3. "...the basic problem of increasing village living standards is educational in character".⁹
- "C.D. workers must let villagers tell us what their problems are before prescribing solutions".¹⁰

4. "Community action has necessarily to be cooperative action"
 "...the essence of community action, as that of cooperation, is that it is action taken by each for all and all for each". "...community development is the substance of the functioning of a healthy and free democracy". ¹¹
5. "A process which commits people to plan and work together, often with assistance from outside the group. Inherent in this self-help process is a developing ability to initiate new methods as well as to transmit ideas from one area of activity to another..." ¹²
6. "Group development tends to be slow, and community development even slower..." ¹³

Dissimilarities:

In reading about the process of extension education and community development, no dissimilarity seems to exist.

Similarities:

1. Both are educational processes.
2. Both are democratic processes.
3. Both are involvement processes —involvement of rural people.
4. Perhaps we can add that extension education and community development, being educational, democratic, involvement processes, of necessity are relatively slow processes.

FORM (ORGANIZATION)

Extension Education

1. "The U.S. Extension Service is a cooperative arrangement between the land-grant institutions and the U.S. Department of Agriculture". "The Cooperative Extension Service is a branch of the land-grant college system extended to include cooperatives with people in the respective countries". ¹⁰
2. "The organization of the U.S. Cooperative Extension Service is unique. It establishes a cooperative relationship between agencies of Federal and State governments and these in turn enter into cooperation with County government....there is a large amount of autonomy at State and County levels". ¹¹
3. There are four general types of extension organization recognized by seminar groups (Comparative Extension Education) at Cornell University. These are:
 - a. Extension through educational systems. Power rests with educational institutions, as in the United States.
 - b. Straight line administration from Ministry of Agriculture. Power rests with Ministry.
 - c. Cooperative approach through participation of more than one ministry of government. Power divided between ministries.

- d. Extension through agricultural societies. Power rests with agricultural society.

Community Development

1. "But different communities have different needs and for this reason community development may take many different forms".¹⁴
2. "...what a community development program can do is to provide the organization of village abilities and community effort by which the agriculturist, sanitary engineer and his fellow technicians can accomplish their basic objectives..."¹⁵
3. "The obvious need for help from other ministries and departments as the program has developed is leading to various experiments at cooperative combination of staff."¹⁶

Dissimilarities:

Extension Education	Community Development
<ol style="list-style-type: none"> 1. Extension is an educational arm of Government, usually through educational institutions or other government departments. 2. Emphasizes an organization that either carries out educational services directly or transmits knowledge from other resources to people. 	<ol style="list-style-type: none"> 1. Community development is usually a direct government approach to straight line organization. 2. Emphasizes the coordination of service agencies by a working team made up of representatives of different services.

Extension Education

Community Development

- | | |
|--|--|
| <p>3. Usually represents a transfer of responsibility from administering government organization to another "educational" group.</p> | <p>3. Usually a tight control held by a government administering agency to cut across participating governmental departments:</p> <p style="margin-left: 20px;">a. to recognize and include the various departments that must provide service,</p> <p style="margin-left: 20px;">b. to eliminate departmental reluctance to participate.</p> |
| <p>4. Permits cooperation between departments, agencies.</p> | <p>4. Forces departments and agencies to participate.</p> |
| <p>5. Essentially a "branch" of the Department of Agriculture.</p> | <p>5. Essentially a branch of government serving several departments of the government.</p> |
| <p>6. Not directly involved in promotion of local units of government.</p> | <p>6. Tied into promotion of local units of government.</p> |

Similarities:

1. A government sponsored and supported organization.
2. An organization emphasizing cooperation.
3. Permits a great flexibility in types of organization to do the job.

PRINCIPLES

In this category selections have been made from statements found relating to the specific area per se, extension education or community development. It is understood that we are really dealing with rural education, and it is difficult to discriminate too closely. We must, however, follow through if we are to compare the emphasis even if in practice the distinction is not so clear cut.

Extension Education

1. Through the brief history of extension work, general principles of education have been applied and tested. Some of these which have been found to have more or less general application in most sections of the United States are here briefly described.
 - a. Principle of Cultural Differences. Different cultures require different approaches.
 - b. Principle of Cultural Change. With its growth and development extension has changed to meet cultural changes among the people.
 - c. Principle of Cooperation. The basis for its operation is the cooperative agreements made between the U.S. Department of Agriculture, the State Agricultural Colleges, the County Governments, and the rural people themselves.
 - d. Grass-roots Principle of Organization. Groups of rural

people in local communities sponsor extension work.

- e. Principle of Interests and Needs. Extension work is a system of voluntary education. Beginning with them (the rural people), with their experience and their customs, the local extension worker helps them to change their ways in desirable directions.
- f. Participation Principle. Learning by doing.
- g. Adaptability Principle in the Use of Teaching Methods. No one teaching method is effective under all situations. The use of teaching methods must have flexibility.
- h. Leadership Principle. Training of voluntary leaders in the work they do is essential to good extension work and is done by the county agents and the subject matter specialists from the college.
- i. Principle of Trained Specialists. They are the connecting link between research and practice.
- j. Satisfaction Principle. As rural families observe satisfactory results of extension work, they look to it for more help.
- k. Whole-family Principle. Although extension work among (a family) farmers, farm women, and young people appears to be separate at first glance, there is much overlapping and integration in the family approach of extension work.

1. Evaluation Principle. It is necessary to determine the teaching results in an unbiased way. The results are used to improve procedures before they are carried out on a wider scale.
 - m. Principle of Applied Science and Democracy. Freedom of thought and the unbiased objective approach of the scientist establish facts used in the solution of problems.¹²
2. The Report of the Thirty-third Annual Extension Conference in Colorado 1947 gives the following additional characteristics of program planning:
- a. It is based on the needs of the people.
 - b. It is comprehensive in scope.
 - c. It is flexible.
 - d. It is an educational process.
 - e. It starts where people are.
 - f. It requires capable local leadership.
 - g. It makes use of technical and research information.
 - h. It seeks maximum local participation in the effort to help people help themselves.¹³
3. There are four great principles upon which the Extension Service (U.S.) proceeds; namely, 1) the citizen is the sovereign in the democracy, 2) the home is the fundamental unit of civilization, 3) the family is the first training group of the human race, and 4) the average farm is endowed with great resources and facilities.¹⁴

Community Development

1. (A cultural anthropologist suggests that examination of technological development programs of the past 20 years reveals certain empirically derived principles which have stood the test of time and which, if followed in setting the limits of community development programs will greatly increase the chances of success.)
 - a. Know the culture in which work is to be done.
 - b. Select the site of operations with extreme care.
 - c. Pay first attention to the selection of the program staff.
 - d. Regardless of long-range hopes, start with a simple project that shows obvious results in a short time.
 - e. Take advantage of the pragmatic nature of people.
 - f. Don't ask people to do anything they fear may threaten their already narrow margin of material security.
 - g. Think in terms of the economic and social potential of the community — not in terms of an ideal program.
 - h. Aim at integrated, broad programs. ¹⁷

2. Three principles which seem to be intimately related to community development wherever it is operating efficiently are:
 - a. All aspects of improvement must be dealt with simultaneously.
 - b. The people of the community must be involved in the program from the very beginning.
 - c. The basic problem of increasing village living standards is educational in character. ¹⁸

3. a. Community development must start at the point where people consider their own individual and community needs and methods of solution.
- b. Community development involves the recognition by individuals and communities that they can help themselves in the solution of their problems. (This involves recognition that they can help themselves regardless of the economic or social situation in which they find themselves.)
- c. Community development involves an understanding by individuals and communities of the source and use of technical services within and without its community.
- d. An outside group must demonstrate from the beginning its genuine desire to secure the full participation of the group it seeks to stimulate into self-help and ultimately to transfer its responsibility to the group.
(The Director of the mission in Egypt said that the single greatest problem was that for so long the villagers had been imposed upon that they could not believe people were extending a hand to help.)
- e. There must be mutual understanding and acceptance of the role of the helper and helpee. (This is a two-way street. If they both do not understand, the process does not function.)
- f. The community development process can initiate with any group.
- g. In assessing total needs within an individual area, assistance often is required by the people concerned to give them an informed basis by which to judge priority needs in the light of resources available to them.
- h. In so far as existing institutions will serve the purposes, they should be used rather than creating new ones. (This is particularly important in underdeveloped countries with limited resources.)

- i. Existing social and educational institutions can greatly facilitate the process of community development by utilizing their resources for instruction, service and research in the solution of community development problems.
- j. To insure common understanding of the principles and practice of community development, there must be an adequate training program.
- k. Governments can greatly facilitate the possibilities of community development by erecting an appropriate legal, administrative and financial structure and by providing a continuity of leadership.
(This was so clearly demonstrated in two countries. In one it was done with great care and skill, and in the other no attention was given to it at all.)
- l. Community development is greatly facilitated by the degree of understanding and support it receives on the part of those in positions of responsibility and authority at all levels.
- m. There must be an effective planning and coordinating unit independent of any functional service to insure that all the disciplines involved, i.e., agriculture, education, welfare, health, make a balanced contribution to the program.
- n. The growth and spread of community development is directly affected by the successful use made of all forms of communication with the people who are and should be concerned in the process.
- o. Community development is greatly affected by the quality of the personnel recruited and selected for its operations. Adequate compensation and recognition must be made a part of any effective system of selection.
- p. There is an inherent danger to the processes of community development where the officials involved have both coercive and educational responsibilities. (We could cite a number of instances such as in India where in some states the Collector of Revenue is also the Development Commissioner.)

- q. The effectiveness of community development is dependent in large part upon the degree to which it involves the family in its processes. This is particularly true in cultures where great emphasis is placed on the family as an economic and social unit.
- r. The extension of community development is directly related to the nature and vitality of the participation of all of the people involved in the process.
- s. The test of the effectiveness of community development processes is reflected by the degree of change in the attitude of people as shown by changes in the way of living. This will result in a greater recognition of the dignity of the individual, participation by women and children, and a greater degree of integrity in relationships. 19

Dissimilarities or Similarities of Principles

Analyzing the differences or similarities between the principles or guides relating to extension education and community development is almost an impossible task. The major and obvious reason is that both approaches (extension education and community development) are interdisciplinary in nature. The principles of the various disciplines make up the basic principles of both approaches. Good educational principles, psychological principles and all the behavioral sciences apply. In both approaches the basic effort is educational and concerned with dealing with people, to involve them in activities to bring about desired changes.

We can also add that principles are relative and not necessarily fixed in importance or in sequence. It is true that at any given time or place we may need to adhere to certain principles. Generally, however, it is also true that all of the principles are important.

In this connection we might add the experience of the author in trying to develop a set of universal principles for Comparative Extension Education. After an extensive search, seventeed principles were formulated from the "experts of rural education". It became a useless task to keep the lists from experts in extension separate from those in community development. Some listed relatively few, others, many. The emphasis varied from individual to individual, but in the final tabulation, the 27 experts' lists ended up in seventeen separate principles. These composite principles would apply equally in either extension education program or community development programs.

We can conclude that in comparing principles there is no difference of any consequence in the overall approach when both are basically concerned with helping people help themselves.

We must be conscious, however, that in minor details and at different stages of development of programs, there are differences.

One is in the approach to the organizational development of the group that is responsible for carrying out the rural education program.

Another is in the degree of training the personnel involved in the program had or will give prior to carrying out their responsibilities.

Perhaps all we are saying is, there are no differences in the principles that apply, only in their relative importance at any given time or place. An understanding of them and their significance is more important than their strict application across the board.

CONCLUSIONS

As we look at the overall comparison of community development and extension education we immediately see that there are more similarities than dissimilarities. This is not surprising if we realize that we are talking about working with people through education in both instances. The differences come from the philosophy and organization. Perhaps we can compare this to the various factors of religion where people and their faith are basic. The differences appear in what people believe and how the church should conduct itself. Actually, on closer examination there is a great deal of similarity.

The specific differences in community development and extension education are in their respective objectives and in the form in which the job is to be done. But these differences too are only of emphasis as to what comes first. Extension education places the emphasis on the individual for improving rural conditions for all people. Community development places emphasis on the cooperative or group action for improving the rural conditions for the benefit of its individuals.

When we look at the form, it shows that extension education is a more indirect government approach to helping people help themselves. Community development, on the other hand, is a more direct government approach to involve people in helping themselves.

We can add that perhaps extension education aims at bringing about change by emphasizing decision making for change by individuals. Community development emphasizes decision making by groups or representatives of groups.

The Two Approaches

Both want to bring about change in individual behavior. Community Development is directly tied into promotion of local units of government. It is directly concerned with developing social organizations. Extension Education is concerned with and hopes to improve social organizations, but does not attack the problem at this level.

We may also look at extension education as being more highly specialized in that it concentrates on agricultural production and home economics. It concerns itself with, but is not entirely responsible for, other areas of family welfare such as health, fundamental education, public utilities, and so forth. In these things they cooperate with other individuals and agencies who are directly responsible for the promotion and improvement of these services.

Community development, on the other hand, is directly responsible for attacking all elements of human welfare, be they agricultural production, housing, public utilities, fundamental education or credit, to name a few. In this respect we might assume that in underdeveloped areas of the world, community development may well be the first stage in helping people develop. When they begin to demand and understand how to use social organizations to promote their own welfare, specialized and more concentrated service organizations will be needed. In this second stage, one would find extension education services, health units, public utilities, credit agencies, formalized education, political groups and even additional ministries and departments.

Knowing whether there is an actual sequence of stages does not help those responsible for developing underdeveloped areas if they are already involved in extension education or community development. To be realistic, to understand the merits of and promote both approaches, is more important.

Certainly underdeveloped countries looking for "tools" to create a better atmosphere for their people cannot afford the time necessary to debate which tool is better, but must learn how to use them more effectively, and perhaps, as in India, begin to adapt the tools to different situations.

In both community development and extension education the inter-disciplinary factor is important. The social science as well as the more specific subject-matter fields have a place in the scheme of things. In fact, they are an integral part of these activities and have a direct bearing upon their success.

They are both important enough that underdeveloped countries should invite and sponsor both approaches. Care should be exercised more in preventing clashes of personalities than programs. The right atmosphere and the right individuals involved in either community development or extension education, or both, is of great importance.

Of less importance are the worry and conflict over who should be doing the job of rural development and, we might also add, who should get the credit. There will be enough credit for all — actually, the success of one will help promote the other.

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Community Development

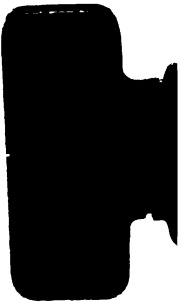
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