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AN APPRAISAL OF THE PROGRAM PLANNING
PROCESS IN THE MYMENSINGH DISTRICT
OF EAST PAKISTAN

By

MD. ZAINUL ABIDIN AKHAND

A THESIS

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EXTENSION PLAN - E. PAKISTAN

AKHAND

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AN ABSTRACT OF THE THESIS OF

Md. Zainul Abidin Akhand for Master of Science in Agriculture
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Title: An appraisal of the program planning process in the
Mymensingh District of East Pakistan.

A study of the process of planning the extension program was conducted in the Mymensingh district of East Pakistan during the summer of 1967. The study was based on the theoretical framework of the so-called modern process of program planning. This "ideal" program planning process is thought of as consisting of five different phases and a number of planning conditions in each phase. The study was designed to identify how far the planning procedures followed in the selected district were in conformity with the "ideal" process. The data were collected through interviews with a sample of 108 field level extension workers and 21 Basic Democrats (lay leaders). A structured interview schedule was used for this purpose. The data collected were then processed and analyzed through the AUB Computer Center.

The major findings reveal that local planning was attempted by a local committee called the "Union Council". However, the respondents did not seem to be well aware of and acquainted with the various phases of this "ideal" program planning process. These phases were:

1. Formulation of a broad organizational philosophy, objectives, policies, and procedures for program planning.
2. Identification and clarification of a need for planning.
3. Organization and maintenance of a planning committee.
4. Reaching decisions on problems and actual planning of the program.
5. Preparation of a program document.

No rigid policy and procedures seemed to have been followed in the formation and maintenance of the local planning committee. Programs were not communicated even to the committee members. Co-operation and coordination among different organizations were not satisfactory. There was no significant relationship between the respondents' age and tenure in extension and their perception of the

program planning process. The formal education had some positive bearing upon the respondents' perception of the process as a whole. Further studies are necessary with larger samples for a more valid and acceptable result.

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I. INTRODUCTION

The primary function of the Cooperative Extension Service is education. It is education for the rural people, young and adult, that contributes to their personal development and to the betterment of their standard of living. Effective education is the result of a well-planned educational program. Planning a good program forms the very basis for effective extension work. The best program is one developed by the local people and the extension workers working together and based on people's expressed needs and interests.

Background Information

Pakistan is basically an agricultural country. The agriculture of East Pakistan plays a major role in developing the country's national economy. Nearly one-half of the cultivated area of the country is in East Pakistan. Jute, the most important item of Pakistan's export is a product of East Pakistan. The Province grows 90% of the country's total production of rice - the principal food crop. About 90% of the people of East Pakistan live in rural areas and over 85% of them are directly dependent upon agriculture (Ahmed, 1965, pp 184-266).

East Pakistan with only 15.1% of the land area has 54.2% of the population. According to the Census of 1961 the Province supports an average of 922 people to each square mile (Government of

Pakistan, 1962, pp 1). This is one of the highest among the agricultural areas of the world. In the decade prior to 1961, population increased at an average rate of 2.1% , a rate of increase which greatly exceeded most previous estimates. Unofficial data indicate that in East Pakistan population is now growing at a rate not less than 2.6% (Waterston, 1963, pp 5). In contrast, agricultural production has not shown any significant increase. The rate of adoption of improved production techniques has been very slow. The yield of rice per acre in East Pakistan is still one of the lowest in the world - about 1,267 lbs per acre as against 3,612 lbs in Egypt, 3,596 lbs in Japan, and 4,114 lbs in Italy (Ahmad, 1966, pp 76). Thus food shortage continues to be the number one problem of East Pakistan and therefore, of the country as a whole.

Pakistan's prosperity depends on increased agricultural productivity. The accomplishment of this task requires continuous efforts of the millions of farmers scattered all over the Province.

Statement of the Problem

The Agricultural Extension Service as perceived at present started functioning in Pakistan after the country gained independence in 1947. Extension programs at that time were developed by the top administration without involvement of people in the program planning process. With the introduction of "Basic Democracies" in Pakistan in 1959, emphasis was focused on people's participation and their definite role in planning their programs. Accordingly, a local body called "Union Council" has been established in each Union. The "Union Council"

consists of ten to twelve persons elected by the people. They are known as the "Basic Democrats". They elect a chairman of the Council from amongst themselves. The "Union Council" has been assigned the responsibility of undertaking all rural development works and projects including agriculture. People have been given the opportunity to do their own thinking, plan their own programs, implement them and evaluate the results of their programs. The system of "Basic Democracies" in Pakistan has been an attempt to introduce the "Grass Root" approach of program planning whereby people assume major responsibility in deciding the "whats", "whys", and "hows" their program must be developed with the guidance of the professional staff.

The effectiveness of planning extension programs at people's level depends on the ability of the field level extension workers to give skillful guidance to the people who are to do the planning. The extension staff must have adequate knowledge of the principles and procedures of program planning to effectively assist in planning a sound program. However, there has never been any objective evaluation of the process of program planning done in any part of East Pakistan. The present study, the first of its kind, in East Pakistan, was made in the district of Mymensingh - the biggest in the Province which has most of the characteristics of East Pakistan agriculture. The study deals with the following questions:

(1) how much do the extension staff know about the scientific nature of the program planning process?; (2) to what extent the Basic Democrats who are mostly illiterate are efficiently trained and

involved in this process?; (3) what specific procedures are actually followed in planning the extension program in the Mymensingh district of East Pakistan?; (4) how much the extension people as well as the people's representatives are aware of the philosophy, objectives, procedures and principles of program planning?; (5) what means can be suggested through training programs to enhance the effectiveness of the planning process?.

Purpose of the Study

The main purposes of the study were: (1) to identify and describe the procedures followed in planning the extension program in Mymensingh district of East Pakistan; (2) to investigate whether or not the scientific principles and procedures are observed in the program planning process of the selected district; and (3) to determine the effectiveness of the process currently followed in the same district.

Specific Objectives

The specific objectives of the study were:

1. To investigate whether or not program planning is done at the local level in the district of Mymensingh.
2. To determine the extent to which the extension workers and also the Basic Democrats understand the concept of program planning.
3. To indicate the strengths and weaknesses of the planning process being followed at present in Mymensingh district.
4. To determine possible relationships between age, formal training, and tenure of the field level extension staff and their perception

of selected aspects of the program planning process.

5. To develop some guidelines for possible improvement in the present program planning process.
6. To determine areas where additional formal and informal training are needed for both the professional staff and the lay leaders so that they can plan their program with greater efficiency.

Definition of Terms

1. Behavioral change - refers to changes in knowledge skills and attitudes attained by farmers as a result of the extension teaching efforts.
2. "Basic Democracies" - represent a system whereby the people of Pakistan have been given the opportunity to actively participate and work in close cooperation with governmental agencies for their own social and economic development. The system derives its name from the fact that it starts from the people in rural areas with the formation of a base, the "Union Council" at the local level.
3. Education - is a culturally organized system of social relationships in which certain members of a society (educators) possessing specialized knowledge provide systematized learning experience for other members of that society (Wayland, 1958, pp 222). The central function of education is the production of desirable changes in human behavior.
4. Legitimation - is used in the sense of giving sanction (authority,

justification or "license to act") for action. It consists of consultation with the formal and informal leaders of the social systems which are relevant (Beal, 1964, pp 252), and is especially important for action programs initiated by voluntary informal leaders and groups. It is only through "legitimation" that an action program becomes "the people's program".

5. Organization - involves the methods used to get representatives of lay people organized together as a program planning committee.
6. Perception¹ - the cognition of one's environment which is used in making judgement or discrimination. Perception means awareness one has of objects, qualities or relations of concepts and things both tangible and intangible.
7. Principle - is a fundamental ruling opinion, an accepted or professed rule of action or conduct, if this rule or conduct is followed best results are obtained.
8. Role - refers to what a person does in the position he occupies. It is the functions and relationships of a person with "significant others".
9. Social Action - refers to a concerted and coordinated effort and activity in which all the key influentials and groups of a society engage themselves for a planned social change. Man finds that he is involved with many coordinated decisions in his

1. Abdullah, Fawzi M. 1964. Analysis of the Administrative Role of the County Extension Director in California. Unpublished Ph.D. thesis, University of Wisconsin, U.S.A.

neighborhood, formal groups, institutions, community, county, state, and the nation. It is to this larger decision-making 'arena' that social action has been traditionally applied (Beal, 1964, pp 234). Social action begins when a problem is recognized, articulated, and defined as a need by two or more people and a decision is made to act.

10. Social Change - refers to transition from one social condition to another. Social action attempts to bring about social change that will maximize (it is assumed) satisfactions for a society or sub-system of a society.
11. Social System - is composed of the patterned interaction of members. It is constituted of the interaction of a plurality of individual actors whose relations to each other are mutually oriented through the definition and mediation of a pattern of structured and shared symbols and expectations (Loomis, 1960, pp 4).
12. Theory - is a set of assumptions from which can be derived by logico-mathematical procedures a large set of empirical laws (Griffiths, 1960, pp 35). Theory deals with the consequences of action. It tells what will happen if certain things are done in a certain manner. Theory thus, provides guidance for future action.
13. Province - Province in Pakistan means a State of this country. Pakistan is divided into two Provinces - East Pakistan and West Pakistan.
14. Division - the first administrative unit in the Province. East

Pakistan is divided into four divisions, the size of each being 14,000 square miles with a population of 13 millions on the average.

15. District - The first administrative unit in a Division. There are 17 districts in East Pakistan each having an average area of 3,250 square miles and a population of three millions.
16. Sub-Division - Administrative sub-divisions of a district having an approximate area of 1,000 square miles and a population of 930,000 people.
17. Thana - Administrative section of a Sub-Division comprising approximately 125 square miles and a population of 120,000.
18. Union - Administrative section of a Thana consisting of an average of ten villages or about 1,500 farming families.
19. Village - The local community in a Union having an approximate area of two square miles and a population of 1,500 people or 150 farming families.
20. Thana Agricultural Officer (T.A.O.) - A professional extension staff officer at the Thana level. On the average eight to nine Union assistants work under each Thana Agricultural Officer.
21. Union Assistant (U.A.) - A professional staff member at the Union level having academic qualification of Secondary School Certificate or less plus training in agriculture for one year. About 1,500 farm families are served by each Union Assistant.
22. Thana Agricultural Development Committee - helps Thana council in matters relating to agricultural development works. It has the Circle Officer (Development) as chairman (Ex-officio).

- Members are: (1) **Officials** - all Thana level officers of the nation building departments and autonomous bodies. (2) **Non-Officials** - five other members to be nominated by the Thana Council from its own members or from outside. Nominees shall be farmers interested in agriculture. The Thana agricultural officer is the member - secretary.
23. **Union Agricultural Development Committee** - A committee formed in each Union to assist the Union Council especially in agricultural development works. It consists of a chairman (chairman of the Union Council - Ex-officio), three Basic Democrats as members, and the Union assistant as the member-secretary.
24. **Planning Sub-Committee** - Three-man committees formed in each Union each to work on different problem areas to help the Union Agricultural Development Committee by formulating plans for improving various aspects of agriculture in the area of the Union. There are such sub-committees on crops, horticulture, irrigation and so on.

II. REVIEW OF LITERATURE

Introduction

The Cooperative Extension Service by definition and general practice is an educational organization. It is the aim of the Extension Service to develop people to the point where they, through their own initiative and ability, may effectively identify and solve the various problems directly affecting their welfare. This means influencing people to make desirable changes in their behavior. Such behavioral changes refer specifically to change of knowledge, skills, and attitude. These important changes cannot be brought about overnight. Extension's job is then to continue teaching and helping people help themselves by providing real and meaningful educational experiences. Meaningful educational experiences do not happen by chance - they can be provided only through an effectively planned and aided self-help program. Brog and Conch (1965, pp 112) have the same view especially evidenced by what they took from Angiolillo:

" It is generally recognized that the most effective way to incite an intelligent person to tackle with the greatest zeal, a demanding job is to allow him (granting his competency) the opportunity to exercise his own powers of judgement, organizational skills and decision-making".

Needless to mention further that change in human behavior is a pre-requisite for rural development and national progress, while

changes are necessary for progress, all changes may not contribute to progress. Hence, careful planning is required to promote only the desired changes. The big question is, to what extent program planning procedures followed by extension personnel are effective, to what extent the desirable changes due to extension teachings are taking place. A measure of some kind is necessary to determine the effectiveness of the program planning process being followed in East Pakistan. Teaching is incomplete until plans are made for evaluating the progress and results obtained.

The "Concept" of Evaluation

Evaluation in extension is the means to find out how well the extension staff are doing what they want to do. Kelsey and Hearne (1963, pp 251) defined evaluation as a "process by which the values of an enterprise are ascertained" or "an analysis by which one is able to understand and appreciate the relative merits or deficiencies of persons, groups, programs, situations, methods, and processes". Evaluation is a method for determining how far an activity has progressed and how much further it should be carried to accomplish objectives.

Mathews (1965, pp 11) defines evaluation as the method of trying consciously and objectively to find out whether certain activities actually did lead to the results that were anticipated. Krug (1956, pp 264) mentioned that the term "evaluation" dealt specifically with the growth of students (learners) along the lines of desired objectives and that it included philosophical analysis of

the worthwhileness of educational outcomes.

The Extension Service is concerned with the behavior of the people with whom it works and changes that can be brought about. Extension evaluation then is the process of determining the change in behavior of people resulting from educational programs. The real theme of evaluation lies in what Bailey (1964) reproduces from Stoddard.

" We learn to do neither by thinking nor by doing; we learn to do by thinking about what we are doing".

The Concept of "Process" in Extension Planning

The word "Process" may refer to a procedure set up by some wise persons to which other persons are expected to conform. "Process" refers to a progression of events that is planned by the participants to serve goals they progressively choose. The events point to changes in a group and in individuals that can be termed growth in social sensitivity and competence (Biddle & Biddle, 1965, pp 79).

Loomis (1960, pp 60) maintains that "Process" is characterized by a consistent quality of regular and uniform sequences and is distinguishable by virtue of its orderliness. The orderliness is the essence of any social process through which transition from one social condition to another is accomplished. Pesson (1966, pp 94-97) states, the planning process is made up of a series of steps to be followed in arriving at valid and reliable objectives. According to him the steps are: (1) to consider the scope of the program; (2) to determine the situation; (3) to identify problem areas; and (4) to decide on

objectives.

It follows, therefore, that a process is comprised of a series of actions. Viewed in this way the concept "Process" involves method. A process could be viewed as a sequential set of steps or several systematically ordered planning concepts the performance of which leads to the accomplishment of a goal. In program planning the immediate goal would be the development of a program document or a program plan.

Planning as a Social Process

Program planning as a process means finding out ways of meeting and dealing with problems encountered in the interactions among individuals and groups. Man is rarely in a position to act totally as he chooses because he is a social being. Planning is any form of social interaction involving two or more persons or groups working together to accomplish a common end or ends. As individuals and groups come together and strive for goals and manipulate one another to achieve the things the society values, interaction takes place (Bertrand, 1964, pp 18-19). Social interactions occurring most frequently with great regularity and uniformity are designated as social process. Interaction through group process brings up the important issues which should be clearly understood by all. Every participant has a potential contribution to make, a part of the job to do, a part that is important to the whole purpose. Only through such interaction can a planning group get a maximum number of good suggestions of what it might do and how it might go about it. Planning, as such, is a social process.

Planning as a Decision-Making Process

The term "decision" is to be applied to all judgements which affect a course of action. An end result of the program planning process is the decision on objectives, on what is to be done with whom and the like. Thus, decision making is a major factor or part of the process of program planning. In the program planning process decision-making is applied in (1) diagnosing a problem; (2) finding "good" alternative solutions; (3) projecting the likely consequences; and (4) selecting the one that on judgement promises the greatest advantage (Simon, 1960, pp 3).

Decision-making is a complex process supported by established theories. The key concept of decision-making theory is that every decision is one of a series. This means every decision is one of a sequence. Each decision made appears to tie into another decision reached previously and is based upon one or more previous decisions (Griffiths, 1960, pp 48). Decisions are used at every step in the planning process and are therefore, inextricably interrelated to program planning.

The Concept of Extension Program Planning

A program should answer the "whats" and "whys". It is often thought of as a statement of situation, objectives, problems, and solutions (Kelsey & Hearne, 1963, pp 142). Newman (1963, pp 15) says, a plan (as synonymous to program) is a projected and predetermined course of action. What is said in all these statements is practically the same. The program is built through a process that has come to be

known as "program projection". In this process facts concerning the situation are collected and analyzed, unsatisfactory elements are identified, desired objectives or improvements are determined and stated and alternate ways of reaching the objectives are considered. Thus, the questions of "what shall be done" and "why" are automatically answered. A program so built is then broken down into smaller segments of specific activities arranged systematically so as to enable efficient execution of the entire program and this makes a plan of work. The plan of work may also be followed by a calendar of work. Program planning is the entire process of: (1) assessing and analyzing the existing situation, (2) identifying the needs and problems of the people; (3) setting up general and specific objectives; (4) proposing solutions based on people's experience and results of scientific studies and research; and (5) developing a detailed plan of work. Maunder (1956, pp 112) perceived program planning in the same manner in stating that the whole process by which programs and plans of work are developed may be considered program planning.

With a view to giving the reader a better basis for understanding program planning selected definitions are cited.

Program planning is viewed by Boyle (1965, pp 12) as a process through which representatives of the people are intensively involved with extension personnel and other professional people in four activities, namely: (1) studying facts and trends; (2) identifying problems and opportunities based on these facts and trends; (3) making decisions about problems and opportunities that

should be given priority, and (4) establishing objectives or recommendations for future economic and social development of a community through educational programs.

✓ Pesson (1966, pp 95) defines program development process as a continuous and cooperative activity involving lay people and the extension staff in which problems are identified, objectives are set forth and actions are taken to reach the objectives. Pfannstiel, et al. (1962, pp 28) define extension program planning as a continuous process of making decisions about the important needs and problems in a county, setting goals and objectives, by the people assisted by the extension people. ✓

✓ It may be noticed that in all these definitions involvement of lay people in the process of program planning has been given special emphasis. The program planning process may, therefore, be better defined as a continuous and cooperative process in which there is (a) involvement of lay people, (b) problem identification by lay people, (c) development of objectives by lay people, (d) decision-making by lay people, and (e) evaluation by lay people, but assisted by professional leaders. ✓

The planning of an adult educational program must ofcourse be a joint effort of the people and the professional educators. Active participation by people in program development is essential for effective planning of an educational program. The current program planning process is a highly complex one involving behavioral sciences. It has reached this present level of refinement through several revolutionary stages. A few of research studies that led to

the development of the "ideal" program planning process are presented below.

The first attempt to develop an "ideal" approach to program planning was made by the Iowa Cooperative Extension Service in the year 1956 (Powers, 1962, pp 32-38). An "action committee" was assigned this responsibility which had made an exhaustive study of the existing program planning process in Iowa and took from these the elements they judged as most successful and practical. At about the same time Raudabaugh had the initial concepts of elements and criteria for evaluating extension programs from his research of educational institutions. This coupled with the committee's own exploratory work became the embryonic origin of the elements of total county extension program as finally developed by the action committee. Each of the five elements identified by them included a set of criteria to be met but to be established by further research. These five elements were:

1. Organization for process of planning.
2. The planned extension program.
3. The annual plan of work.
4. Program action.
5. Evaluation of accomplishments.

Subsequently, four separate studies were made on different aspects of program development in Iowa based on these five elements. The results obtained showed that there was a need to include some additional specific elements in the planning process.

Research done in Pennsylvania State was based on the program

development process known in the State as consisting of the steps: (1) analyzing situation; (2) determining objectives; (3) developing plan of work to achieve objectives; (4) executing the plan of work; and (5) reviewing results in terms of objectives. Several studies were made in eight Pennsylvania pilot counties during the period from 1955 to 1960 (Brown, 1962, pp 55-60). The objectives were to determine: (1) the nature of the planning process; (2) the characteristics of the committee members; (3) attitude of county staff and committee chairman toward program projection; (4) the role of the county staff in the planning process; and (5) accomplishments. The results indicated that more improved methodology and theory were needed to develop a genuine framework to better understand the ways in which the extension service can be articulated with the local planning commissions.

Many research studies were conducted by the graduate students of the University of Wisconsin under the direct supervision of Professors Edgar J. Boone, Gale L. Vandenberg, and Patrick G. Boyle. These studies have evolved a general framework for both planning and research stated in terms of eight principles of program planning (Vandenberg & Boyle, 1962, pp 61-64). These principles, in the form of general hypotheses are:

1. Coordination and efficiency of program planning efforts are enhanced when all members of the county staff have a common insight into the process and common agreement on objectives, procedures, and responsibilities in the planning process.
2. The efficiency and effectiveness of the program planning process

is enhanced when there is a systematic plan for committee functioning with preplanning by the agents at each step in the process.

3. County program planning efforts are enhanced when the county agricultural committee understands and approves the process and its purposes and is involved in the process from the beginning.
4. The effectiveness of the program planning committee is enhanced when favourable attitudes toward the committee's activities are present among the county representatives of related agencies and their knowledge and suggestions are involved in the planning process.
5. The acceptance and effectiveness of the efforts of the planning committee are enhanced when in the planning process there is intensive involvement of the local people who can represent the people of the county along with the county staff and selected resource people.
6. The quality and quantity of contributions from planning committee members increase when special orientation is provided them and provisions are made for various members to probe, study, and analyze specific program areas.
7. The effectiveness of the planning committee in developing an appropriate program plan is enhanced when needs and interests of the people are identified, applicable, specific, social, and cultural facts are involved, and the available resources are considered.

8. The effectiveness of the efforts of the planning committee is enhanced when the efforts result in a written plan which includes long-time objectives and group problems on a priority basis, and when the plan is made known to the professional and local leaders in the county.

These "eight applied" principles were used as guides to direct changes toward sound and adequate processes. They show the flow of action in the process and imply that the process starts from the place where the county staff is made aware of and agree on the need for long-term program planning and ends when the final program is made known to the people of the county. The researchers have then, drawn from these principles a set of conditions to be brought about, and have grouped them by general stages within the process. These stages include:

- (i) Initiation.
- (ii) Legitimation and diffusion.
- (iii) Identification and training of committee.
- (iv) Problem identification.
- (v) Commitments to future program action.

It is evident that these studies are more advanced than the previous ones and have made specific contributions to the development of the present program planning model. Boyle (1965, pp 17) reviewed Kincaid's model of the "ideal" planning process which was formulated on the basis of the studies completed in Wisconsin, Iowa, and Pennsylvania.

A long-term planning process as indicated in the model is

composed of five independent phases. Each phase contains several logically and systematically interrelated actions thought to be inherent in the phase. These are termed the "conditions" of that phase.

Phase I. The Formulation of a Broad Organizational Philosophy, Objectives, Policies, Procedures for Program Planning.

This phase suggests that in any given county or state an initial and essential part of the planning process is the formulation of a broad organizational philosophy, objectives, policies, and procedures for program planning. It is essential that these be communicated to and understood by all personnel in the organization.

Philosophy

There is ample information in literature in support of this phase. Kelsey and Hearne (1963, pp 135) state that sound extension philosophy is always looking ahead. This looking ahead is affected by the extension philosophy, namely that, it intends to aid, assist, supplement, and help to execute the programs jointly worked out by mutual agreement in the counties. Williamson (1952, pp 128) emphasizes that the Extension Service consists of people. Its strength is the combined strength of the individuals. The basic philosophy of extension lies in the importance of the individual. Extension is working with people and helping them reach higher level of living, physically, mentally, and spiritually. Chang (1962, pp 7) quotes the statement made by Professor A. Small in explaining the extension philosophy that, "the best way for men to help men is not to do things for them, but rather do things with them, and better still, to help

remove removable hinderances to their doing themselves".

Objectives

Objectives are expressions of the ends toward which all efforts are directed. They are classified as broad, general, and specific or working as they pertain to different levels. Chang (1962, pp 5) repeats what Paul Leagans said that "the extension objectives should be to develop finer families, living in better homes, on more productive land, in more progressive communities". This is but an overall, and all-inclusive organizational or national objective. Local planning must be done within the context of such national objectives. Specific or working objectives for planning a program for any particular locality or county are those clearly defined steps stated in terms of functions through which the extension people proceed toward the distant overall national objectives.

Raudabaugh (1965, pp 19) states that the objectives of any teaching-learning situation (the process of planning) in extension must originate in the situation, itself. They should be derived from factors present in the situation which are of concern to the people. Rural people working with professional extension staff must work down through the general to specific objectives. Such is a vital part of the program planning process. Before starting with any extension program its objectives must be very clearly defined, because without them program means nothing. Objectives are of crucial importance in extension to measure accomplishments.

Policy

Newman (1956, pp 40) defines policy as a genuine plan of action that guides members of the enterprise in the conduct of its operation. LeBreton and Henning (1961, pp 9) defined policy as standing plans and instruments by which objectives are achieved. Policies are general guides to future decision-making action taken when carrying out the remainder of the planning process. Policies in extension work are defined to guide the extension staff in relation to: (i) the nature and scope of program planning at various levels of the organization, (ii) the duties and responsibilities of various persons who are involved in planning, (iii) relationship between extension and local people, organization, agencies, and the like, (iv) what resources are to be allocated to planning efforts.

Procedures

Krug (1956, pp 21) describes procedures as general illustrations requiring adaptation for use in local situation. They are labeled as "ways of getting started" and of determining the nature of the activities which should follow. LeBreton and Henning (1961, pp 9) say, "methods and procedures are standing plans. They are courses of action which have been predetermined". Usually they are less general than policies. Extension planning procedures are established and agreed upon as methods by which the policies are carried out in a sequential way in the program planning process. Thus, they are characterized by:

- (i) Step by step job descriptions of planning duties and responsibilities of extension staff members.

- (ii) Step by step procedures for organizing to carry out the plan at a given level of the organization.
- (iii) Step by step establishment of objectives for planning.
- (iv) Step by step procedure for organization for planning.

× Phase II. Identifying and Clarifying a
Need for Planning on the
Local Level

Leagans (1964, pp 89) states that the point at which professionals and lay leaders must come to grips most prominently with need identification and appraisal is the programming stage; Need must always be recognized and dealt with in some form and to some degree. Beal (1964, pp 250) in his theory of social action maintains that a social action for any instigated change begins when a problem is recognized, articulated, and defined as a need by the client system and decision is made to act.

Lippitt's (1958, pp 131) theory of planned change establishes that the first step in the process of any planned social change is the initiation and creation of a need for the change (unfreezing). LeBreton and Henning (1961, pp 61-85) emphasize that a basic factor in the preparation of a plan is the recognition that a need exists for at least considering the feasibility of undertaking a study. This initial step recognizing the need for a plan is of prime importance because, unless it is handled properly, an organization is always performing at some level below top efficiency. This phase, therefore, emphasizes the importance of recognizing a need for planning among the people of a community and legitimizing the planning effort

with the key individuals and groups.

Phase III. Organizing and Maintaining
a Planning Committee
or Group

This is the stage or phase in the planning process where a planning group is formed and maintained whose major responsibilities are to implement the decision-making process. Douglass (1968, pp 32-34) referring to one of the "applied principles" states that the development of an overall design for structuring and functioning of planning groups facilitates the process of planning. Scheel (1964, pp 10) states that the extension program depends upon organized effort by people, and that people tend to form organizations around subjects of common concern to them as individuals. Brower (1964, pp 117) maintains the philosophy that the student, particularly the adult student, not only can but has the right to have a voice in formulating the educational experiences he is to be involved in, and that it should be fashioned and geared directly to his needs in direct opposition to the pure academic approach.

Longest (1964, pp 146) identifies four requirements as the basis for effective group formation: (1) persons to be involved should be acquainted with a high proportion of the other potential members; (2) persons eligible to participate should have 'need' for and potential interest in the proposed educational program; (3) making reciprocal choices between potential members; and (4) explaining briefly the program content and activities, including the way groups are to be formed, to each person or family before they are

asked to make choices.

It is known that extension work is cooperative in the best sense of the word. It requires group action, group support, and community-wide awareness of the meaning and purpose of the proposed activities. The formation and maintenance of a planning body and the cooperative development of extension programs are to be considered a "must" in the process of program planning. Selection of members should be made as outlined above and responsibilities assigned to each with due consideration to individual differences. Assigned responsibilities have to be clear and specific.

Phase IV. Reaching Decisions on the Problems,
Concerns, and Identifying Possible
Means of Their Solutions
(Planning the Program)

This phase is that part of the planning process in which decisions are reached. The most basic fact as Leagans (1964, pp 91) states is that effective activity (extension work) results from choice, not from chance, it results from design, not from drift, it results from a plan, not from trial and error. Vandenberg (1965, pp 78) asserts the "planning properly done is an investment that should pay high dividends". Arriving at valid decisions to develop a sound and defensible program is implied in both these remarkable statements. It is, therefore, at this stage or phase that a rational decision-making process is or should be involved in the step by step planning of the contents to be included in a county extension program. In general, the steps involved in this phase have been

identified by Boyle¹ to be around the word "idiom" which signifies involving people, determining needs, identifying objectives, organizing learning, and measuring progress. More specifically, the steps involved in this phase include (Douglass, 1968, pp 29):

1. Collecting and analyzing data
2. Identifying problems
3. Establishing priorities on problems
4. Defining objectives in the light of the problems identified
5. Considering alternative solutions
6. Selecting the most promising solution or solutions.

Vandeberg (1965, pp 84) goes on to say further that because participation in extension program is voluntary, programs must be based on needs and interests which people recognize or can be led to recognize. Effective program grows out of basic information and needs and that people come to recognize, generally, through study, discussions, tours or similar means. Bruce (1964, pp 84) states "we need more solid fact and less assumption, more evidence and less sentiment to make planning effective". Krug (1956, pp 190-191) says "group discussion is an important teaching tool in adult education; it is the lubricant of the planning process. Before deciding on any action, there is need for much give-and-take and group interaction for best possible program decisions".

1. Boyle, Patrick G. 1964. Concepts in the development of home economics programs. Talk given to home economists in the Wisconsin Cooperative Extension Service.

In order to effectively implement this phase of planning process it is desirable that the planning committee members use some kind of framework through which they can logically and objectively arrive at problems and opportunities for improvement of the community. One possible framework is the utilization of the steps in the decision-making process. In making decisions in the process of program planning it is important to harmonize what people feel they need, and what professional staff think they ought to have. In an ideal situation, there would be perfect agreement between these two.

Phase V. Preparation of a Written
Program Document or
the Planned Program

An extension program is in fact the 'core' of the extension work. It is the document in which is stated the ways and means by which Extension personnel and farm people will strive to achieve the agreed objectives. Preparation of a program document, which is a skill in itself, is therefore, a part of the planning process. The efforts extended in the program planning process have relatively little use unless they are available in a program plan or document. According to Kelsey and Hearne (1963, pp 141-142) a written program is needed in order to:

1. Insure careful consideration of what is to be done and why.
2. Have available in written form a statement for general public use.
3. Furnish a guide or straight edge against which to judge all new proposals.
4. Establish objectives toward which progress can be measured and

evaluated.

5. Have a means of choosing: (a) the important from the incidental problem; (b) the permanent from the temporary changes.
6. Prevent mistaking the means for the ends.
7. Give continuity during changes in personnel .
8. Aid in the development of leadership.
9. Avoid waste of time and money and promote general efficiency.
10. Help justify appropriation by public bodies.

The planned program, especially a long-term one has to be broken down into annual plans of work and further into calendar of work to facilitate efficient execution of the entire program. A plan of work is a written statement of detailed actions to guide extension teaching in the different phases of the program. It is a blue-print for the agents to follow in moving forward in their program. A calendar of work is a plan of work arranged chronologically which specifies the works to be done on each day. The plan of work includes:

1. What is to be done.
2. Who is to do it.
3. How it is to be done.
4. When it is to be done.
5. Who is to be involved .
6. How results are to be measured.

Phase VI. Evaluation of Planning Efforts

Evaluation or measuring progress is an essential and integral part of extension work. It is not a separate activity but an indispensable item of every aspect of extension work. The program planning process which is essentially a teaching-learning process must include a plan for its evaluation. It is only through systematic and periodic evaluation that the quality of the program can be improved. Without evaluation there is always the danger of side-tracking from the objectives. Evaluation in program planning must be done in terms of each of the steps involved in the process to accurately determine how well the previous steps have been carried out. It helps detect and locate the defects as well as the good points on the various stages of the planning process. Finally, evaluation is made of what is actually done in the action program from the standpoint of both content and procedure. As indicated by Boyle in his proposed taxonomy ("idiom"), there is a definite need for an added phase of 'evaluation' in the process of program planning. This is essential mainly because:

1. Evaluation shows how far the plans have progressed.
2. It shows whether the planning group is proceeding in the right direction. It helps to focus work directly on the needs, interests and desires of the people.
3. It indicates the effectiveness of a program. After all the end product of extension work is to produce educational and material changes.

4. It helps locate strong and weak points in any program or plan and offers opportunity to make necessary improvements.
5. Evaluation helps to determine priorities for activities in the plan of work.
6. It brings confidence and satisfaction to extension work (programming efforts in this case).

Summary

Cooperative Extension is a continuous educational process designed to make rural people aware of their problems and to indicate the ways and means by which they can solve them. It involves not only education of the people in determining their problems and methods of solving them but inspiring them toward positive action in doing so. In order to be effective, this process must begin from where the people are and with what they have and then help them move to where they want to go. To state otherwise, and in keeping with the basic extension principle, an extension program must be built with the people, not for the people. Involvement of people to assist in planning and carrying out educational programs has been widely accepted as past research studies have indicated that people are more likely to change their behavior when: (1) they have participated in planning the program; (2) they see a suggested change in behavior legitimized and accepted by people "like themselves"; and (3) if they can be encouraged to commit themselves (Porter, 1962, pp 18). Extension's primary concern is to bring about such changes as knowledge, skills and attitudes in people's behavior so that they can see for themselves their own needs and problems, plan courses of action and take actions to solve them

out of their own knowledge and conviction. As such people must always be actively involved in the process of planning from the very beginning and in all its phases.

The program planning process described in this paper is an "ideal" one on which the present study is based. The attempt had been to determine to what extent this "ideal" process is followed in East Pakistan. Findings of the study will be used as guidelines to suggest ways and means as to how best the extension staff of Mymensingh district can be exposed to the various stages of this planning model and how effectively they can involve the people in the process in order to plan an effective extension program.

III. METHODOLOGY

Program planning has come to be considered as a highly complex and involved decision-making process. An ideal planning process developed in the United States is thought of as consisting of five phases. Each phase contains several conditions or logically and systematically interrelated steps through which planning proceeds. This "ideal" process of planning served as the basic theoretical framework for the present study. The general plan of this study was to judge the planning process of East Pakistan against the universally accepted planning process just described. The intent of this study was to determine how far the planning procedures followed in East Pakistan are in line with the principles and procedures of scientific program planning. The interview schedule used to collect information included questions relating to all aspects of the planning process following scientific approach.

About 99.0% of the respondents, especially the professionals, completed more than five years of service in the Extension Organization and were involved in the planning process directly or indirectly. Most of them received short course training on program planning under the guidance of both departmental experts and foreign advisors.

The interview schedule was designed to secure information regarding: (1) level of education, age, and tenure in service of the respondents; (2) perception of the planning concepts and procedures;

(3) the extent to which these are observed; and (4) importance of the recognized planning steps as parts of the planning process.

Sampling

The respondents consisted of 108 field level extension workers of seven Thanas selected randomly out of eleven Thanas in the Mymensingh Sub-Division (sub-district). Information was obtained from the respondents by face-to-face interview using a structured interview schedule. Another small sample of 21 Basic Democrats (Lay leaders) was also similarly interviewed to establish a check on how local planning is viewed by them.

Plan for Analysis

The interview schedule included both closed and open end questions. The open end questions allowed the respondents to express their difficulties and to give comments and suggestions on the basis of their experience and understanding of the ongoing planning process. The questions were first coded and the data punched and verified on IBM cards. The frequency of responses to various questions as well as percentages were obtained for the purpose of analysis. The possible associations between the selected independent and dependent variables were determined by using Chi-square (X^2) test.

The theoretical framework for this study has been discussed in Chapter II.

Results and discussions are presented in Chapter IV.

The summary of findings, conclusions, and recommendations that might help the extension staff to improve the planning process in Mymensingh district are presented in Chapter V.

Specific Hypotheses

Based on the review of literature and the present situation in East Pakistan, the following null hypotheses were established to guide the researcher in analyzing the data collected.

Hypothesis 1. There is no consensus between respondent groups on the perceived importance of local planning and the involvement of people in the planning process.

Hypothesis 2. There is no difference in consensus among the respondents in their perception of the different stages or phases of the program planning process.

Hypothesis 3. There is no difference among the respondent groups in the understanding of the philosophy, objectives, procedures and responsibilities in the planning process.

Hypothesis 4. There is no association between:

- (a) the age of the professional respondents and the perception of the principles and procedures of program planning,
- (b) the tenure of the respondents (professionals) and their perception of the principles and procedures of program planning.
- (c) the extent of formal education of the respondents and their perception of the principles and procedures of program planning.

IV. RESULTS AND DISCUSSION

Respondents' Perception of Performance and Importance of the Planning Process

The frame of reference for the present study was the "ideal" program planning process as reviewed in Chapter II. It may be recalled that this "ideal" planning process consists of five different but consistent stages or phases and that each phase contains several logical and interrelated planning steps or conditions each of which must be fulfilled in order to make planning and the planned program really effective. The conditions in the first phase, for example, are that all those responsible for planning are to be fully aware of the organizational philosophy, objectives, policies, and procedures for program planning and that these must be communicated to and clearly understood by each one of them. The respondents were, therefore, asked questions relevant to these conditions. The responses were indicative of the extent to which the respondents knew about these conditions and their importance as essentially constituting the first phase of the program planning process. The results obtained are discussed below.

Formulating General Framework for Planning

When asked what did the respondents know about the philosophy and objectives of program planning, only 44% of the extension agents

and 29% of the Basic Democrats could identify more or less correctly what the philosophy was. The objectives of program planning were known by 63% of the professional staff and only 38% of the Basic Democrats. As to the policy, 64% of the professionals and only 43% of the Basic Democrats said that the program was planned at the Union level jointly by the Union assistants and the people's representatives. When asked about the procedures for program planning, nearly one-third of the professionals said that a local committee planned the program but none of the Basic Democrats could answer this question. Again, a little over one-half of the professional staff said, they had printed guides describing the procedures for extension program planning, whereas all the Basic Democrats said, they had never heard of or seen such guides. Only one-fourth of the extension agents and one out of twenty of the Basic Democrats said the defined philosophy, objectives, policies and procedures were communicated to them and to others concerned. These were well-understood by only 16% of the extension staff and by none of the Basic Democrats (Table 1).

The results show that the majority of even the extension personnel did not know the philosophy of program planning. The objectives of program planning were fairly perceived by the extension people but not by the lay leaders. The most interesting thing was that about two-thirds of the extension people supported the policy that they, together with the people's representatives, planned the program at the Union level but only around one-third of the same group confirmed that a local committee planned the extension program.

Table 1. Respondents indicating perfect awareness, understanding and proper communication of conditions pertaining to philosophy, objectives, policy and procedures - Phase I.

Respondents	Perfect identification of						Conditions satisfactory							
	Philosophy		Objectives		Policy		Procedures		Communi- cated		Under- stood		Guides available	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
	N = 108		N = 108		N = 108		N = 108		N = 108		N = 108		N = 108	
Professional staff	C 47	44	68	63	69	64	38	35	27	25	17	16	56	52
	W 61	56	40	37	39	36	70	65	81	75	91	84	52	48
Basic Democrats	N = 21		N = 21		N = 21		N = 21		N = 21		N = 21		N = 21	
	C 6	29	8	38	9	43								
	W 15	71	13	62	12	57	21	100	21	100	21	100	21	100

C = Correct perception of Phase I.

W = Wrong perception of Phase I.

This was true of the Basic Democrats as well. This clearly indicated the ambiguity of their perceptions. Evidently, the philosophy, objectives, policies and procedures of program planning did not seem to have been clearly defined, communicated, and made clear to those concerned. This was actually evidenced by the "Basic Democrats". One can also generalize that over one-half of the extension personnel were hardly aware of the existence of such a phase in their planning process.

Developing a Need for Planning

The second phase of the program planning process deals with the identification and clarification of a need for planning by the planning group. The necessary conditions in this phase were that all the existing governmental agencies, organizations, formal, informal and special interest groups, and all those who can contribute should be involved in the process of identification and clarification of the current planning need. All of them must then come to a common agreement on the need for planning as a getting-ready-step. Consideration of the nature and achievement of prior planning activities was another condition which helped identify the need as correctly as possible. The following results were obtained when questions were asked.

One-half of the professional staff and three-fourths of the Basic Democrats said that the need for planning was identified prior to planning the extension program. Two-thirds of the extension people but only 14% of the Basic Democrats said that prior planning activities were considered for identifying the current planning need. With

respect to common understanding and joint agreement of other organizations on the current planning need, only 16% of the professional staff and nearly one-fourth of the Basic Democrats said that it prevailed substantially in this phase. When asked, to what extent the representatives of the formal and informal groups and of the people involved in planning understood and agreed on the planning need, only 24% of the professionals and 14% of the Basic Democrats said that they only moderately understood them and agreed on the current planning need. Around one-third of each group, namely the extension staff and the Basic Democrats felt that planning procedures were explained and made clear to all those involved (Table 2).

In the second phase the performance was found to be far from satisfactory. Except for identification of need and consideration of prior planning activities, the perceptions of all other steps by both groups were in general very poor. According to the Basic Democrats, there was reason to believe that prior planning activities were not considered in actual practice or it was done with little importance attached to it. Clearly then, this phase as a whole was not well perceived by any of the respondent groups.

Organizing for Planning

The third phase of the planning process is the phase of organizing for planning or the formation and maintenance of a planning committee. The conditions relevant to this phase are: (1) deciding on the organizational structure of the committee; (2) methods of selecting and replacing members; (3) determining the size of the committee and tenure of membership; (4) clarifying and assigning

Table 2. Respondents indicating satisfactory conditions related to "identification and clarification of a need for planning" - Phase II.

Respondents	Needs identified		Prior planning activities considered		Common understanding with other organizations		Objectives and planning need understood		Planning procedures clarified		Approve objectives and procedures	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
	N = 108		N = 108		N = 108		N = 108		N = 108		N = 108	
Professional staff	C 52	48	71	66	47	16	26	24	41	38	47	44
	W 56	52	37	34	91	84	82	76	67	62	61	56
Basic Democrats	N = 21		N = 21		N = 21		N = 21		N = 21		N = 21	
	C 16	76	3	14	5	24	3	14	7	33	9	43
	W 5	24	18	86	16	76	18	86	14	67	12	57

C = Correct perception of Phase II.

W = Wrong perception of Phase II.

responsibilities; (5) considering training need of the members, and (6) ensuring cooperation and coordination among the members. The performance of these steps are discussed below. Nearly three-fourths of the extension staff and nine-tenths of the Basic Democrats said that there was a planning committee at the Union level. As regards organizational structure of the committee, only about one-third of the extension people and one-tenth of the Basic Democrats referred to that of the Union Agricultural Development Committee. Around 60% of each group said that the members were selected by the Chairman of the Union Council. Replacement of members was done by the majority opinion in the general meeting according to roughly one-thirds of the Basic Democrats. Fortyfour percent of the extension staff and 76% of the Basic Democrats indicated that the total membership of the committee was below ten. Fortyone percent of the professionals and over three-fourths of the Basic Democrats said that the general meeting of the planning committee was held once a month. So far as the training of members was concerned, only 35% of the professional staff and 19% of the Basic Democrats said that the members were trained. Only 30% of the extension people said that responsibilities were clearly explained and assigned to each member, whereas none of the Basic Democrats said this was done. Again, only one-fifth of the extension personnel and around one-fourth of the Basic Democrats said that the work of the members was substantially coordinated (Table 3).

Table 3. Respondents indicating satisfactory conditions related to "Organizing for Planning" - Phase III.

Respondents	Planning committee exists		Organizational structure known		Members selected by chairman		Replacement of members by majority		Size of the committee below 10	
	No.	%	No.	%	No.	%	No.	%	No.	%
	N = 108		N = 108		N = 108		N = 108		N = 108	
Professional staff	C 79	73	C 38	35	C 63	58	C 38	35	C 47	44
	W 29	27	W 70	65	W 45	42	W 70	65	W 61	56
	N = 21		N = 21		N = 21		N = 21		N = 21	
Basic Democrats	C 19	90	C 2	10	C 13	62	C 14	67	C 16	76
	W 2	10	W 19	90	W 8	38	W 7	33	W 5	24

C = Correct perception of Phase III.

W = Wrong perception of Phase III.

Table 3 (Continued).

Respondents	Meetings once a month		Members are trained		Responsibilities clear		Coordination secured	
	No.	%	No.	%	No.	%	No.	%
	N = 108		N = 108		N = 108		N = 108	
Professional staff	C 44	41	38	35	32	30	22	20
	W 64	59	70	65	78	70	86	80
	N = 21		N = 21		N = 21		N = 21	
Basic Democrats	C 17	81	4	19	-	-	5	24
	W 4	19	17	81	-	-	16	76

C = Correct perception of Phase III.

W = Wrong perception of Phase III.

The results of the third phase indicated that there was a local planning committee but both groups were confused about its organizational structure. Both groups responded almost similarly with respect to selection of members but a marked difference was observed in their perceptions of the replacement of members, the size of the committee, and the frequency of meetings held. The majority of both groups said that the members were not trained, their responsibilities were not made clear and coordination among them was not secured. It is presumed then that no rigid policy was followed as regards selection and replacement of members and securing cooperation among them. Though this phase did exist, most of its conditions were not fulfilled.

Actual Planning

Phase four is the phase of actual planning consisting of the following essential conditions or steps: (1) collecting and analyzing data; (2) identifying problems; (3) establishing priorities; (4) defining objectives; (5) involving local people intensively for correct analysis and identification of problems; and (6) planning to coordinate the extension program with the programs of other organizations and agencies. The results obtained were as follows.

Over one-half of the professional staff and nearly nine out of ten of the Basic Democrats said that the planning efforts started with a study of the situation by actual survey, while about two-thirds of the professional staff said the problems for each Union were selected by the Union Agricultural Development Committee, only one-fifth of the Basic Democrats said so. The perception of establishing

priorities on problems by both respondent groups was found satisfactory. With respect to the definition of specific objectives or recommendations, however, the Basic Democrats were much below the mark. Concerning involvement of a large number of local people in analyzing and identifying problems, only 37% of the professionals and 5% of the Basic Democrats said that people were involved. As to the plan for coordinating the extension program with the program of other organizations, 56% of the extension agents and only 14% of the Basic Democrats said there was a plan to do this (Table 4).

In general, the perception of performance of this phase was found satisfactory with the exception that people were not intensively involved in the planning process. Another weak point observed in this phase was that extension programs were not very well coordinated with the programs of other organizations.

The Written Program

The fifth phase deals with the preparation of a program document or the planned program. The important steps in this phase are: (1) to have a written program as an available document; (2) to communicate the program to all extension personnel, agencies, organizations and the public in general for their information; (3) to prepare plans of work; and (4) to carefully consider and include the essential elements in the plan of work for efficient execution of the entire program. The performance of this phase as a whole is indicated in the following results.

When asked whether there was any written program, 62% of the

Table 4. Respondents indicating satisfactory conditions related to "Planning Phase" IV.

Respondents	Conditions related to "planning" that are satisfied											
	Study of situation	Selection of problems	Establishing priorities	Defining objectives	Involvement of people	Plan for coordinating the program	No.	%	No.	%	No.	%
	N = 108	N = 108	N = 108	N = 108	N = 108	N = 108	N = 108	N = 108	N = 108	N = 108	N = 108	N = 108
Professional staff	C 58	54	66	61	81	75	76	70	40	37	61	56
	W 50	46	42	39	27	25	32	30	68	63	47	44
Basic Democrats	N = 21	N = 21	N = 21	N = 21	N = 21	N = 21	N = 21	N = 21	N = 21	N = 21	N = 21	N = 21
	C 18	86	4	19	18	86	8	38	1	5	3	14
	W 3	14	17	81	3	14	13	62	20	95	18	86

C = Correct perception of Phase IV.

W = Wrong perception of Phase IV.

extension agents responded in the positive whereas only 10% of the Basic Democrats did so. Only 44% of the extension people indicated that they prepared the programs but none of the Basic Democrats could tell where it was prepared. Again, when asked whether the written program was communicated to all concerned, only 19% of the professionals said such was done, whereas none of the Basic Democrats even received such a document. Likewise, 35% of the extension people said they had annual and seasonal plans of work but none of the Basic Democrats could say there was anything to this effect. As to the contents of the plan of work, only 6% of the extension agents seemed to have a fair idea of the contents but none of the Basic Democrats knew anything about them (Table 5).

Table 5. Respondents indicating satisfactory conditions related to "written program and plan of work" Phase V.

Respondents	The written program available		Program written by extension agents		Programs communicated		Plan of work prepared		Understand contents of the plan of work		
	No.	%	No.	%	No.	%	No.	%	No.	%	
	N =	108	N =	108	N =	108	N =	108	N =	108	
Professional staff	C	67	62	48	44	21	19	38	35	7	6
	W	41	38	60	56	87	81	70	65	101	94
Basic Democrats	C	2	10	-	-	-	-	-	-	-	-
	W	19	90	-	-	-	-	-	-	-	-

C = Correct perception of Phase V. W = Wrong perception of Phase V.

The results of this phase were found to be discouraging. On the whole, it can be generalized that the preparation or writing of the program was not perceived by the respondent groups as an independent phase of the program planning process. It seemed to be the extension agents' individual work. None of the conditions was fulfilled satisfactorily. The public in general were not informed of what the real program was.

Measuring Progress

This refers to evaluation of the programming efforts which must be treated as an independent phase of the program planning process. Effective planning requires evaluation of each of its phases in terms of the various steps involved in each phase. When asked about this aspect only 23% of the professionals said that planning efforts were evaluated but none of the Basic Democrats thought so. In general, the respondents did not perceive evaluation as an important and independent phase of the planning process.

Perception of Importance

The respondents were asked to indicate the importance they would assign to each of the following specific conditions representing the first five phases of the "ideal" program planning process, namely: (1) to develop definite philosophy, objectives, policies, and procedures; (2) to identify and clarify the need for planning; (3) to involve people intensively in the planning process; (4) to study facts about the existing situation; and (5) to have a definite plan of work.

Table 6 shows that three-fourths of the extension people but less than one-half of the Basic Democrats indicated that the first condition was very important. Over three-fourths of both respondent groups perceived the second condition as very important. The third condition was very important according to about two-thirds of the extension people and one-third of the Basic Democrats. Over 80% of both groups considered the fourth condition to be very important. Nearly nine-tenths of the extension staff and around one-half of the Basic Democrats attached much importance to the development of a definite plan of work (fifth condition).

Table 6. Respondents indicating importance of the essential steps related to different phases of the program planning process.

Professional staff	Importance of:									
	Developing general framework for planning		Identification of planning need		Involvement of people		Study of situation		Need for plan of work	
	No.	%	No.	%	No.	%	No.	%	No.	%
	N = 108		N = 108		N = 108		N = 108		N = 108	
Professional staff	C 81	75	83	77	68	63	90	83	93	86
	W 27	25	25	23	40	37	18	17	15	14
	N = 21		N = 21		N = 21		N = 21		N = 21	
Basic Democrats	C 9	43	16	76	7	33	18	86	11	52
	W 12	57	5	24	14	67	3	14	10	48

C = Correct perception of importance. W = Wrong perception of importance.

The findings seemed to justify the conclusion that both respondent groups felt that these steps were very important elements in the planning of an effective extension program. However, this fact was not reflected in the respondents' perception of their actual planning efforts, simply because they were not trained in the various phases of the "ideal" program planning process.

Association Between Independent
and Dependent Variables

The study included an analysis of possible relationships between certain factors pertaining to the respondents and the perceived performance of certain conditions or steps of the program planning process. The independent factors or variables were:

1. Age
2. Education
3. Tenure in the Extension Service

The dependent variables included the following planning conditions or steps:

1. Understanding of the general philosophy, objectives, policies, and procedures for program planning.
2. Common understanding and agreement on the current planning need.
3. Study of the facts in the situation.
4. Existence of the planning committee.
5. Preparation of a definite plan of work.
6. Evaluation of the planning efforts.

The population of this study fell into two categories: (1) the professional staff, and (2) the Basic Democrats or the lay leaders. They were of the following background characteristics:

Age

Table 7 shows the age distribution of the respondents. Both groups were found to be evenly distributed in the five different age groups.

Table 7. Respondents' classification by age distribution.

Age	Respondents			
	Professional staff		Basic Democrats	
	No.	%	No.	%
30 years or less	21	19	3	14
31 - 35 years	21	19	3	14
35 - 40 years	23	21	5	24
41 - 45 years	20	19	4	19
46 years or above	23	21	6	29
Total	108	100	21	100

Educational Level

The professional staff was classified by their level of education and formal training in extension as shown in Table 8. Besides four graduates (equivalent to B.S.), all had high school

certificate. All were trained in agriculture for a period of six months to two years. Approximately, one in seventeen had the agricultural school certificate (two years' training), two-thirds were trained for one year and the rest for six months.

Table 8. Respondents classified by level of formal education and training.

Level of education	No.	%
Agriculture school certificate	18	16
High school certificate plus training for six months	25	23
High school certificate plus training for one year	46	44
Trained in Village-Aid	15	14
Higher general education (B.S.) plus training for one year	4	4
Total	108	100

Six respondents of the Basic Democrats held high school certificate and a similar number had elementary education, eight had no official schooling but could read and write and one was illiterate.

Tenure in the Extension Service

The distribution of professional respondents based on the length of service in extension is shown in Table 9. Over one-third had 11-to -20 years or 20 years or more service in extension. The

Basic Democrats had been in their positions for more than three years.

Table 9. Respondents classified by tenure in extension.

Tenure	No.	%
10 years or less	33	31
11 - 20 years	37	34
21 years or more	38	35
Total	108	100

The relationship between these independent and dependent variables was studied in terms of percentage distribution, chi square χ^2 and the corrected contingency coefficient \bar{C} . The percentage distributions are reported in Appendix A, Tables 1 through 18; the chi squares and corrected contingency coefficient in Table 10.

Chi square χ^2 was used to determine whether the relationship between an independent variable and a dependent variable was significant. Two arbitrary levels of significance were used, namely; .05 and .01. The corrected contingency coefficient \bar{C} was used to determine the amount of relationship. Table 10 shows that the largest relationship exists between the respondents' education and their understanding of the planning philosophy.

Table 10. Relation between independent variables and respondents' perception of selected planning conditions.

Independent variables	Selected planning conditions								
	General philosophy			Study of situation			Understanding of planning needs		
	d.f.	χ^2	\bar{C}	d.f.	χ^2	\bar{C}	d.f.	χ^2	\bar{C}
Age	12	16.48	.421	8	4.69	.252	12	16.17	.418
Education	12	39.25 ^{xx}	.588	8	4.39	.239	12	26.10 ^x	.502
Tenure	6	6.13	.294	4	1.39	.151	6	6.39	.300

Table 10 (Continued).

Independent variables	Selected planning conditions								
	Existence of planning Committee			Importance of plan of work			Evaluation of planning efforts		
	d.f.	χ^2	\bar{C}	d.f.	χ^2	\bar{C}	d.f.	χ^2	\bar{C}
Age	4	5.14	.333	4	5.14	.283	16	24.85	.486
Education	4	13.76 ^x	.439	4	1.34	.144	16	27.99 ^x	.501
Tenure	2	2.64	.263	2	2.58	.223	8	8.30	.329

x. Significant at .05 level.

xx. Significant at .01 level.

Respondents' Age

It was hypothesized that age of the respondents had no relationship with the respondents' perception of the nature of the scientific program planning. Appendix A, Tables 1 through 6 show that there was no such relationship. The null hypothesis was thus accepted. This might imply that the age of the respondents is not an important factor for the extension agent to consider in the selection of the planning process.

Respondents' Level of Education

The hypothesis was that the respondents' level of education was not related to their perception of the scientific program planning process. Appendix A, Tables 8 through 12 reveal that high school certificate holders with agricultural training had better perception of the important planning steps. Over three-fourths who did not understand the program planning procedures had less formal training. The relationship was significant at the .01 level with a \bar{C} value of .5883. The relationships between education and "common understanding and agreement on the planning need" as well as between education and "the existence of the planning committee" were also found significant at .05 level with \bar{C} values .503 and .439, respectively. A significant relationship also existed between the level of education of the respondents and their perception of whether "planning efforts were evaluated". The \bar{C} value was .502.

The implications of these findings to the extension administration would be: (1) to precede any planning efforts with proper identification of the various educational groups among the

field staff and (2) to adjust the training activities and methods to the different levels for effective results.

Tenure in the Extension Service

The hypothesis was that no relationship existed between tenure and perception of policy and procedures for the scientific program planning. Appendix A, Tables 13 through 18 show that the relationships were not statistically significant. The hypothesis was accepted. The length of service of the respondents, had no bearing upon their perception of the selected planning steps. This leads one to conclude that whatever may be the tenure in extension of an extension agent, he does not gain much knowledge and experience unless proper training is provided.

Hypotheses 1, 2, and 3, as stated below, were not tested simply because the number of the second group of respondents, namely, the Basic Democrats, was too small compared to the number of the professional staff.

Hypothesis 1. There is no concensus between respondent groups on the perceived importance of local planning and the involvement of people in the planning process.

Hypothesis 2. There is no difference in concensus among the respondents in their perception of the different stages or phases of the program planning process.

Hypothesis 3. There is no difference among the respondent groups in the understanding of the philosophy, objectives, procedures and responsibilities in the planning process.

In general, the responses of the Basic Democrats gave an idea

of how they perceived local planning and the program planning process as a whole. This leads to the conclusion that further research with a larger number of respondents is necessary for more valid and acceptable results.

V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

The program planning process currently known and widely accepted as the most "ideal" one is a highly complex decision-making process consisting of five distinct but interrelated phases. The present study was patterned after this "model" of program planning. An attempt was made to identify how far the procedures followed in planning the extension program in East Pakistan conform to this planning "model".

The respondents consisted of 108 field level extension workers and 21 Basic Democrats. They were drawn from seven Thanas selected at random out of eleven in the Mymensingh Sub-district (Sadar) of East Pakistan. The data were collected by face-to-face interviews. A structured interview schedule was used for this purpose.

All the professional respondents were trained in agriculture but for different periods. Nearly two-thirds were trained for one year. Those who had two years' training (agriculture school certificate) numbered only 18. The rest had six months' training. All had high school certificates and four had B.S. degrees in general education. According to age, the respondents were categorized into five different age groups (Table 7). The respondents were more or less uniformly distributed in all the different age groups. The tenure of

the respondents in extension is shown in Table 9. Over one-third had 21 years or more service in extension and another one-third were within the range of 11- to 20-years. Nearly one-third of the Basic Democrats held high school certificate and a like number had elementary education. Over one-third had no official schooling but could read and write. One was illiterate.

The results of the study indicated that the extension staff have limited knowledge and understanding of the scientific program planning process. They were not well acquainted with the various phases of the "ideal" program planning process. Their planning efforts were mainly centered around the two phases pertaining to "organizing for planning" and "actual planning". Even in these phases the major conditions were rarely fulfilled.

Neither age nor tenure of the professional staff was found to have any significant relationship with their perception of the program planning principles and procedures. The level of education had some positive bearing upon the perception of the selected steps and procedures. The planning efforts of the extension staff in the selected district were not as effective as they should be. This may be due to the inadequate training the staff received in the so-called modern program planning process.

Conclusions

The following conclusions are drawn from the tabulation and analysis of the data collected:

1. The policy that an extension program should start from the people's

- level existed and was followed but most ineffectively because of the insufficient support from the top administration.
2. The "Union Council" did not perceive that local planning and execution of programs was a part of its main responsibility.
 3. The so-called planning committee (the Union Agricultural Development Committee) existed only in name. This committee had little chance to act effectively. There were no such policy and procedures for the formation of the planning committee, replacement of members, and other steps related to its maintenance.
 4. Local people were not involved intensively in the program planning process. Common people were not acquainted with the nature of extension work.
 5. The preparation of a written program was not perceived as an important part of the planning process. The task of writing the program was left to the Union assistant who developed it according to his own way. Programs were not communicated to the public. Even the planning committee members did not receive them. Plans of work were rarely developed.
 6. The planning efforts and the results of programs were seldom evaluated, and if and when done, no systematic principles and procedures were followed.
 7. Cooperation and coordination among different organizations and autonomous bodies were not satisfactory.

Recommendations

1. There should be a strong planning committee at each level formed

of personnel representing the different organizations and autonomous bodies to assume equal responsibility in planning a joint extension program. The Union Council should be guided by the committee at the local level.

2. Definite policies and procedures should be formulated for the formation and maintenance of this committee. The man of the Directorate of Agriculture should not necessarily be the chairman or the member-secretary of the committee. The criteria for such selection should be efficiency, ability, and willingness to work.
3. All the Directorates should jointly form common planning committees at the various levels of the organizational hierarchy so that the superimposed programs can be minimized.
4. A strong coordination committee should be formed of officers preferably of the Divisional levels of all the Directorates and all the Deputy Commissioners of the Division to effect proper coordination, both, horizontally and vertically. The same committee should be responsible for checking on the progress and results of programs at all the levels downwards. A general principle may be that the programs at a certain level should be evaluated by the next higher planning committee.
5. Training of the extension personnel and the Basic Democrats should continue on a regular basis with special emphasis on program planning and other aspects of extension.
6. Comparable positions in the various Directorates need to be placed at the same rank and cadre with similar scales of pay and service conditions.

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A P P E N D I C E S

Appendix A

Table 11. Relation between age of the extension agents and perception of philosophy, objectives, policies, and procedures for program planning.

Age	Extent of perception of philosophy, objectives, policies and procedures									
	Understood fully		Needed some more clarification		Needed detailed explanation		Did not understand		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
30 years or less	-	-	3	10	12	36	-	-	21	19
31 - 35 years	3	18	7	23	6	19	-	-	21	19
36 - 40 years	6	34	6	20	5	15	1	50	23	21
41 - 45 years	4	24	6	20	5	15	-	-	20	19
46 years or more	4	24	8	27	5	15	1	50	23	22
Total	17	100	30	100	33	100	2	100	108	100

Table 12. Relation between age of the extension agents and perceived importance of the study of existing situation for planning a long-term extension program.

Age	Extent of importance of the study of situation							
	Most important		Substantially important		Little important		Total	
	No.	%	No.	%	No.	%	No.	%
30 years or less	17	19	3	19	1	50	21	19
31 - 35 years	18	20	3	19	-	-	21	19
36 - 40 years	21	23	2	12	-	-	23	21
41 - 45 years	15	17	4	25	-	-	20	19
46 years or more	19	21	4	25	1	50	23	22
Total	90	100	16	100	2	100	108	100

Table 13. Relation between age of the extension agents and perception of common understanding and agreement among various organizations on the current planning need.

Age	Extent of common understanding and agreement									
	Very strong agreement		Substantial agreement		Little agreement		No agreement		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
30 years or less	2	25	2	12	17	25	-	-	21	19
31 - 35 years	-	-	2	12	13	19	6	38	21	19
36 - 40 years	2	25	3	18	16	24	2	13	23	21
41 - 45 years	3	38	5	29	9	14	3	19	20	19
46 years or more	1	12	5	29	12	18	5	30	23	22
Total	8	100	17	100	67	100	16	100	108	100

Table 14. Relation between age of the extension agents and perception of the existence of a planning committee.

Age	Extent of perception of the planning committee					
	Planning Committee exists		Planning committee does not exist		Total	
	No.	%	No.	%	No.	%
30 years or less	13	16	8	29	21	19
31 - 35 years	17	22	4	14	21	19
36 - 40 years	18	23	5	18	23	22
41 - 45 years	15	19	4	14	19	18
46 years or more	16	20	7	25	23	22
Total	79	100	28	100	107	100

Table 15. Relationship between age of the extension agents and perceived importance of a definite plan of work.

Age	Extent of importance of plan of work					
	Very important		Substantially important		Total	
	No.	%	No.	%	No.	%
30 years or less	20	22	1	7	21	19
31 - 35 years	19	20	2	13	21	19
36 - 40 years	17	18	6	40	23	21
41 - 45 years	18	19	2	13	20	19
46 years or more	19	21	4	27	23	22
Total	93	100	15	100	108	100

Table 6. Relationship between age of the extension agents and perception of the evaluation of planning efforts.

Age	Extent of perception of evaluating the planning efforts											
	Evaluated by superiors		Evaluated by agents		Evaluated both by superiors and agents		Evaluated by planning committee		Not evaluated		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%		No.
30 years or less	7	54	1	20	1	4	1	14	11	19	21	19
31 - 35 years	1	8	1	20	7	28	1	14	11	19	21	19
36 - 40 years	2	15	2	40	3	12	4	57	12	21	23	21
41 - 45 years	2	15	1	20	6	24	-	-	11	19	20	19
46 years or more	1	8	-	-	8	32	1	15	13	22	23	22
Total	13	100	5	100	25	100	7	100	58	100	108	100

Table 7. Relation between formal education of extension agents and perception of philosophy, objectives, policies, and procedures for program planning.

Level of education	Extent of perception of philosophy, objectives, policies, and procedures									
	Understood fully		Needed some clarification		Needed elaborate explanation		Did not understand			
	No.	%	No.	%	No.	%	No.	%		
Agriculture school certificate	2	12	3	10	6	18	-	11	17	
Trained in agriculture, no certificate	4	24	11	37	3	9	1	50	19	23
High school certificate plus training in agriculture	6	35	13	43	21	64	-	40	43	
Village - Aid	5	29	2	7	3	9	-	10	14	
General education plus training in agriculture	-	-	1	3	-	-	1	50	2	13
Total	17	100	30	100	33	100	2	100	82	100

Table 18. Relation between formal education of the extension agents and perception of common understanding and agreement on the planning need among different organizations.

Level of education	Extent of perception of common understanding and agreement									
	Very strong agreement		Substantial agreement		Little agreement		No agreement		Total	
	No.	%	No.	%	No.	%	No.	%		
Agriculture school certificate	1	13	2	12	14	21	1	6	18	17
Trained in agriculture, no certificate	1	13	1	6	16	24	7	44	25	23
High school certificate, plus training in agriculture	5	62	11	65	24	36	6	38	46	43
Village - Aid	1	12	2	11	10	15	2	12	15	13
General education plus training in agriculture	-	-	1	6	3	4	-	-	4	4
Total	8	100	17	100	67	100	16	100	108	100

Table 9. Relation between formal education of the extension agents and perception of the existence of a planning committee.

Level of education	Extent of perception of having a planning committee					
	Planning committee exists		Planning committee does not exist		Total	
	No.	%	No.	%	No.	%
Agriculture school certificate	11	14	6	21	17	16
Trained in agriculture, no certificate	14	18	11	39	25	23
High school certificate plus training in agriculture	37	47	9	32	46	42
Village - Aid	12	15	2	8	14	13
General education plus training in agriculture	5	6	-	-	5	6
Total	79	100	28	100	107	100

Table 10. Relation between formal education of the extension agents and perception of the importance of the study of situation for planning a long-term program.

Level of education	Extent of perception of the study of situation							
	Very important		Substantially important		Little important		Total	
	No.	%	No.	%	No.	%	No.	%
Agriculture school certificate	14	16	3	19	1	50	18	17
Trained in agriculture, no school certificate	20	22	5	31	-	-	25	23
High school certificate plus training in agriculture	38	42	7	44	1	50	46	43
Village - Aid	14	16	1	6	-	-	15	14
General education plus training in agriculture	4	4	-	-	-	-	4	3
Total	90	100	16	100	2	100	108	100

Table 11. Relation between formal education of the extension staff and perception of importance of the plan of work.

Level of education	Extent of importance of the plan of work					
	Very important		Substantially important		Total	
	No.	%	No.	%	No.	%
Agriculture school certificate	15	16	3	20	18	17
Trained in agriculture, no certificate	21	23	4	27	25	23
High school certificate plus training in agriculture	40	43	6	39	46	43
Village - Aid	14	15	1	7	15	14
General education plus training in agriculture	3	3	1	7	4	3
Total	93	100	15	100	108	100

Table 12. Relation between formal education of the extension agents and perception of evaluation of planning efforts.

Level of education	Extent of perception of evaluation of the planning efforts											
	Evaluated by superiors		Evaluated by agents		Evaluated both by superiors and agents		Evaluated by the planning committee		Not evaluated		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture school certificate	2	15	2	40	-	-	3	43	11	19	18	17
Trained in agriculture, no certificate	1	8	-	-	8	32	-	-	16	28	25	23
High school certificate, plus training in agriculture	5	38	2	40	12	48	3	43	24	41	46	43
Village - Aid	4	31	1	20	5	20	1	14	4	7	15	14
General education plus training in agriculture	1	8	-	-	-	-	-	-	3	5	4	3
Total	13	100	5	100	25	100	7	100	58	100	108	100

Table 13. Relation between tenure in extension of the extension agents and perception of philosophy, objectives, policies and procedures for program planning.

Tenure in extension	Extent of perception of philosophy, objectives, policies and procedures									
	Understood fully		Needed some more clarification		Needed detailed explanation		Did not understand		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
10 years or less	6	35	7	23	12	36	-	-	25	31
11 - 20 years	3	18	10	33	12	36	1	50	26	34
21 years or more	8	47	13	44	9	28	1	50	31	35
Total	17	100	30	100	33	100	2	100	82	100

Table 14. Relation between tenure in extension of the extension agents and perception of common understanding and agreement among various organizations on the planning need.

Tenure in extension	Extent of perception of common understanding and agreement on the current planning need.									
	Very strong agreement		Substantial agreement		Little agreement		No agreement		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
10 years or less	1	12	4	24	24	36	4	25	33	31
11 - 20 years	3	38	4	24	25	37	5	31	37	34
21 years or more	4	50	9	52	18	27	7	44	38	35
Total	8	100	17	100	67	100	16	100	108	100

Table 15. Relation between tenure in extension of the extension agents and perception of the existence of a planning committee.

Tenure in extension	Extent of perception of having a planning committee					
	Planning committee exists		Planning committee does not exist		Total	
	No.	%	No.	%	No.	%
10 years or less	22	28	11	39	33	31
11 - 20 years	29	37	7	25	36	34
21 years or more	28	35	10	36	38	35
Total	79	100	28	100	107	100

Table 16. Relation between tenure in extension of the extension agents and perception of importance of the study of existing situation for planning a long-term extension program.

Tenure in extension	Extent of perception of the study situation							
	Very important		Substantially important		Little important		Total	
	No.	%	No.	%	No.	%	No.	%
10 years or less	28	31	4	24	1	50	33	31
11 - 20 years	30	33	6	38	1	50	37	34
21 years or more	32	36	6	38	-	-	38	35
Total	90	100	16	100	2	100	108	100

Table 17. Relation between tenure in extension of the extension agents and perception of importance of the plan of work.

Tenure in extension	Extent of perception of the importance of plan of work					
	Very important		Substantially important		Total	
	No.	%	No.	%	No.	%
10 years or less	31	33	2	13	33	31
11 - 20 years	30	32	7	47	37	34
21 years or more	32	35	6	40	38	35
Total	93	100	15	100	108	100

Table 18. Relation between tenure in extension of the extension agents and perception of the evaluation of the planning efforts.

Tenure in extension	Extent of perception of evaluation of planning efforts											
	Evaluated by superiors		Evaluated by agents		Evaluated both by superiors and agents		Evaluated by planning committee		Not evaluated		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
10 years or less	6	46	2	40	5	20	4	57	16	28	33	31
11 - 20 years	4	31	2	40	7	28	2	29	22	38	37	34
21 years or more	3	23	1	20	13	52	1	14	20	34	38	35
Total	13	100	5	100	25	100	7	100	58	100	108	100

Appendix BInterview Schedule forAn Appraisal of the Program Planning Process in the
Mymensingh District of East Pakistan

- | <u>Col. No.</u> | <u>Code</u> | |
|-----------------|-------------|--|
| 1,2,3 | () | 1. Respondent's number
_____ |
| 4. | () | 2. What is your age now?
_____ |
| 5. | () | 3. (Professionals): What is your level of education?
1 _____ Agriculture school certificate
2 _____ Trained in agriculture but no diploma
3 _____ High school certificate and trained in agriculture
4 _____ V-Aid staff (defunct)
5 _____ Others specify |
| 6. | () | 4. (Basic democrats): What is your level of education?
1 _____ Illiterate
2 _____ Read and write but no official schooling
3 _____ Elementary education
4 _____ High school certificate and above |
| 7. | () | 5. Position of respondents
1 _____ Professionals (T.A.O.S. and W.H.)
2 _____ Basic Democrats |

8. () 6. Place of work (mention the name of the Thana and/or union).
- 1 Iswarganj
 - 2 Haluaghat
 - 3 Gafargaon
 - 4 Phulpur
 - 5 Trisal
 - 6 Muktagacha
 - 7 Mymensingh
9. () 7. How long have you been in service?
_____ years
10. () 8. The philosophy for extension program planning expresses the ideal or basis of achieving what is ultimately desired. What is then, the philosophy for planning in your organization?
- 1 _____ Helping people help themselves (to develop in their behaviour, become self dependent and able).
 - 2 _____ Extend services to people (taking active part in productive subsidies etc.).
 - 3 _____ Partly providing services and partly encouraging self-help.
 - 4 _____ I don't know
11. () 9. Objectives for planning are the desirable ends or goals in program planning. What are the objectives for planning in your organization?
- 1 _____ Development of an extension program for Thana and/or Union.
 - 2 _____ Identifying ways and means to improve the economic condition of rural people.

- 3 _____ Helping people to increase their knowledge, skills and attitudes about their problems and their solution.
- 4 _____ All the above
- 5 _____ Others, specify _____
-

12. () 10. Policy means standing plans or guides through which the objectives are achieved. What is the Policy for planning in your organization?

- 1 _____ Program prepared at the Directorate level.
- 2 _____ Program prepared at the district level by the district Agricultural officer and the sub-Divisional Agricultural Officers.
- 3 _____ Program prepared at the Thana level by the Thana extension staff (F.A.O. & W.A.S.) with the guidance of the District Agricultural Officer (Subject matter specialist).
- 4 _____ Program prepared at the Union level jointly by Union assistant and the Basic Democrats (People's representatives).
- 5 _____ No definite policy exists.

13. () 11. How the policy for planning is formulated?

- 1 _____ Policy formulated by the top administrators (Director and Deputies).
- 2 _____ Policy formulated by the Director, Dy. Directors and the District Agricultural officers.
- 3 _____ Policy formulated jointly by all of them and the Thana and

Union level workers but
finalized by the top
administration.

4 _____ Policy formulated by the
professional personnel up to
Thana level and the
representatives of people
but finalized by the top
administration.

5 _____ I don't know.

14. () 12. Procedures refer to methods of doing things. They provide for direct guidance or specific planning activities or actions. Do you have any printed guide describing the procedures for extension program planning.

1 _____ Yes

2 _____ No

15. () 13 If answer is yes what are these procedures?

1 _____ Extension Supervisors (Thana
agricultural officers) advise
and union assistants are
responsible for planning.

2 _____ Extension supervisors take
active part with field workers
(union assistants).

3 _____ Union assistants do all the
planning needed alone.

4 _____ Union assistants consult with
Basic Democrats in planning.

5 _____ A local committee plan under
the guidance of the Basic
Democrats and Union assistants.

6 _____ Others, specify.

- 16 () 14 Are the philosophy, objectives, policy and procedures for program planning communicated to you?

1 _____ By supplying printed circulars
or directives.

- 2 _____ By oral discussion by any superior.
- 3 _____ By explaining in meetings and conferences.
- 4 _____ By all means mentioned above.
- 5 _____ Not communicated.
17. () 15. If the answer is 1, 2, 3, or 4 then, how far could you understand these?
- 1 _____ Understood fully.
- 2 _____ Needs some more clarification.
- 3 _____ Needs elaborate explanation.
- 4 _____ I don't understand them at all.
18. () 16. If the answer is 1. Then do you approve of these philosophy, objectives, policies and procedures.
- 1 _____ Yes
- 2 _____ No
19. () 17. How important is it to develop definite philosophy, objectives, policies and procedures for planning an extension program?
- 1 _____ Very important.
- 2 _____ Substantially important.
- 3 _____ Little important.
- 4 _____ Not important.
20. () 18. How important is it for you as an extension worker to be aware of and/or involved in the formulation of the philosophy, objectives, policies and procedures?
- 1 _____ Very important.
- 2 _____ Substantially important.
- 3 _____ Little important.
- 4 _____ Not important. ✓

21. () 19. For a long-term planning the first step is to identify and clarify the need for such planning by all extension personnel. Do you think this is actually done?
- 1 _____ Yes
- 2 _____ No
22. () 20. If yes, would you please indicate how this need has been identified?
- 1 _____ Recommended by the top Government leaders (Ministry of Agriculture).
- 2 _____ Identified by the top administrators (Director and extension personnel in the top level).
- 3 _____ Identified by the district agricultural officers and other extension staff upto Thana level.
- 4 _____ Identified by the Thana agricultural officers and the Union assistants.
- 5 _____ Identified by the Union assistants and the people's representatives.
- 6 _____ Others, specify.
23. () 21. Is the nature and achievements of prior planning activities considered when identifying the current planning need?
- 1 _____ Yes
- 2 _____ No
24. () 22. Like Agricultural Extension organization there are other organizations in each Thana, e.g. Livestock, Fishery, Co-operatives, etc. Do all these organizations have common understanding and agree on the current planning need jointly and to what extent?

- 1 _____ Very strong agreement and common understanding.
- 2 _____ Substantial agreement and understanding.
- 3 _____ Little agreement and understanding.
- 4 _____ No agreement and understanding at all.

25. () 23. What other persons or groups you consider important who may contribute to identifying and clarifying the current planning need?

- 1 _____ Circle officer, Development.
- 2 _____ Chairman, Union Council.
- 3 _____ Local club members.
- 4 _____ Village leaders.
- 5 _____ All of them.
- 6 _____ None of them.

26. () 24. If answer is 1, 2, 3, or 5, are these persons and/or groups actually involved in the planning of Thana extension program?

- 1 _____ Yes
- 2 _____ No

27. () 25. If yes, are the objectives of planning communicated and explained to them?

- 1 _____ Yes
- 2 _____ No

28. () 26. Do all the formal and informal organizations and people's representatives involved understand the objectives clearly and agree upon the current planning need and to what extent?

- 1 _____ Strongly understand and agree.
- 2 _____ Moderately understand and agree.

- 3 _____ Slightly understand and agree.
- 4 _____ Don't have common understanding and agreement.
29. () 27. Are the procedures for planning made clear to all those involved?
- 1 _____ By distributing printed materials.
- 2 _____ By presenting them in meetings and conferences.
- 3 _____ By discussion by the superiors.
- 4 _____ By all these means.
- 5 _____ Not clarified.
30. () 28. Are the objectives and procedures approved by all those involved in identifying the current planning need?
- 1 _____ Yes
- 2 _____ No
- 3 _____ Don't know
31. () 29. How important is it to identify and clarify the need for planning as a getting-ready step?
- 1 _____ Very important.
- 2 _____ Substantially important.
- 3 _____ Little important.
- 4 _____ Not important.
32. () 30. To what extent according to you the involvement of local people in the planning process is important?
- 1 _____ Very important.
- 2 _____ Substantially important.
- 3 _____ Little important.
- 4 _____ Not important

33. () 31. Sound planning is possible when it is prepared by an organized group or committee. Do you have any such committee for your Thana?
- 1 _____ Yes
- 2 _____ No
34. () 32. If yes, are you a member of the Committee?
- 1 _____ Yes
- 2 _____ No
35. () 33. What is the organizational Structure of the Committee?
- 1 _____ Chairman: C.O. (Dev).
Members: Thana level officers
of all departments.
Member-Secretary + T.A.O.
- 2 _____ Chairman: U.C. Chairman.
Members: Three Basic Democrats.
Member-Secretary: Union
assistant.
- 3 _____ Chairman: A.B.D. member or
any other influential
man.
Members: Two interested farmers.
36. () 34. How many members are there in the committee?
- _____ Persons.
37. () 35. What are the qualifications for membership?
- 1 _____ Farming as occupation.
- 2 _____ Residence in the Thana/union.
- 3 _____ Education up to primary stage.
- 4 _____ All the above three.
- 5 _____ Others, specify.
38. () 36. What is the procedure for selection of members from local people?

- 1 _____ Selection by the Union Council Chairman.
- 2 _____ Nomination by the Secretary of the planning Committee.
- 3 _____ Nomination by the Thana Agricultural officer in consultation with the Union assistants.
- 4 _____ Other(s), specify.
39. () 37. What is the procedure for replacing the membership when vacancy occurs?
- 1 _____ Selected in the general meeting according to majority opinion.
- 2 _____ Selected by U.C. Chairman.
- 3 _____ Selected as per nomination of the sub-committees.
40. () 38. How often the general meeting of the planning committee is usually held?
- 1 _____ Twice a month.
- 2 _____ Once a month.
- 3 _____ Quarterly.
41. () 39. On the average, what proportion of members attend meetings?
- 1 _____ 20% - 35%
- 2 _____ 36% - 50%
- 3 _____ 51% - 65%
- 4 _____ 66% - 80%
- 5 _____ 81% and above
42. () 40. Are the chairman, secretary and members of the planning committee trained in planning procedures and if so by whom?
- 1 _____ By the extension personnel in the Directorate Head quarter.

- 2 _____ By the District and sub-
divisional Agricultural
officers.
- 3 _____ By the Thana Agricultural
officers and the unions
assistants.
- 4 _____ By others.
- 5 _____ No training, whatsoever.
43. () 41. If not, do you think such training is needed by
the local committee members?
- 1 _____ Yes
- 2 _____ No
44. () 42. Are all the available human and physical resources
considered by the committee during preparing an
extension program?
- 1 _____ Very carefully considered.
- 2 _____ Carefully considered.
- 3 _____ Considered to some extent.
- 4 _____ Not at all considered.
45. () 43. Are the responsibilities of the different members
in planning a program clearly explained and
assigned to each of them?
- 1 _____ Explained clearly.
- 2 _____ Fairly explained .
- 3 _____ Vaguely explained.
- 4 _____ Not explained.
46. () 44. Is proper co-ordination and cooperation among
different members of the planning group ensured?
- 1 _____ Very well co-ordinated.
- 2 _____ Substantially co-ordinated.
- 3 _____ Little co-ordination.

- 4 _____ No co-ordination.
47. () 45. If there is no planning committee, do you think that establishment of such a local committee in your Thana would contribute to the effectiveness of the extension program?
- 1 _____ Would contribute very much.
- 2 _____ Contribute moderately.
- 3 _____ Little contribution.
- 4 _____ Not at all.
48. () 46. If such a committee is desirable but not established, could you tell us what are the barriers to establishing such committee.
- 1 _____ Political difference.
- 2 _____ Feeling of individualism.
- 3 _____ Lack of confidence in each other.
- 4 _____ Antagonistic sub-social systems (cliques).
- 5 _____ No barrier.
49. () 47. In what way at present are people or their representatives involved in the program planning process?
- 1 _____ Informally.
- 2 _____ Formally.
- 3 _____ Both formally and informally.
50. () 48. Program planning is based on identifying facts in the situation. How do you do that?
- 1 _____ By actual local survey.
- 2 _____ By getting them from office records and documents.
- 3 _____ By asking the actual farmers.

4 _____ By consulting the chairman
union council and the basic
democrats.

5 _____ By all these means or most
of them.

6 _____ Others, specify.

51. () 49. By whom this work is usually done?

1 _____ By the members of the planning
committee.

2 _____ By the union assistants.

3 _____ By the sub-committee formed
for each problem area.

4 _____ By the union assistants and
the members of the planning
committee, basic democrats,
and/or local farm people.

5 _____ Jointly by the Thana
agricultural officer, Union
assistants and the basic
democrats.

6 _____ Others, specify _____

52. () 50. How the informations so collected are then
analyzed and interpreted?

1 _____ Thana planning committee hold
general meeting for discussion
and identification of problems.

2 _____ Sub-committees of respective
problem areas identifying the
problems of the area concerned.

3 _____ The union development committee
selects problems for each union.

4 _____ The union assistants together
with the basic democrats select
problems of the respective
unions.

5 _____ Others, specify _____

53. () 51. Our rural people have too many problems. How do you usually proceed to tackle them?
- 1 _____ On priority basis.
- 2 _____ Taking help from other allied directorates.
54. () 52. Are definite objectives or recommendations for each problem properly defined?
- 1 _____ Yes
- 2 _____ No
55. () 53. Who decides which problems are to be given priority?
- 1 _____ Decided by Thana Development Committee in the general meeting.
- 2 _____ By the union agriculture committee.
- 3 _____ By the sub-committees of the respective problem areas.
- 4 _____ By the village leaders and the union assistants.
- 5 _____ By the Thana agricultural officers and the union council chairman and members.
- 6 _____ Others, specify.
56. () 54. How an actual program is finally planned?
- 1 _____ The Thana development committee takes decisions on the major problems to be solved for the whole Thana.
- 2 _____ The union Agricultural Committee finalizes the program for each union on the basis of priorities

established by different
sub-committees.

3 _____ The Thana Agricultural officer
and union assistants agree on
the major problems and plan
a program for the Thana.

4 _____ Others, specify.

57. () 55. How do you proceed to solve the problems included
in the program?

1 _____ Union council executes the
program with the help of the
departmental staff.

2 _____ By mutual help of all nation
building departments and
applying all extension methods.

58. () 56. What other organizations, agencies, or groups
you think, can help you in executing the planned
program?

1 _____ All nation building departments
and autonomous bodies.

2 _____ Union and Thana agricultural
committees, Union Council,
village clubs.

59. () 57. Do you consult them and consider their suggestions
for solving the problems included in the planned
program?

1 _____ Yes

2 _____ No

60. () 58. Is there any plan to co-ordinate the extension
program with the programs of other organizations
or agencies?

1 _____ Yes

2 _____ No

3 _____ Don't know.

61. () 59. Did you involve a fairly large cross section of

local people with you when analyzing the background information and identifying the problems.

1 _____ Yes

2 _____ No

62. () 60. How important is it to study the actual situation for planning a long term extension program?

1 _____ Very important.

2 _____ Substantially important.

3 _____ Little important.

4 _____ Not important.

63. () 61. What in your opinion are the major problems you are faced with in planning the extension program?

1 _____ Reluctance of people to cooperate.

2 _____ Non-cooperation of other nation building departments.

3 _____ Illiteracy and lack of interested person to shoulder responsibility.

4 _____ Difference in status and pay scales among different nation building departments.

64. () 62. What suggestions can you offer in an effort to improve the actual planning of the program in your Thana?

1 _____ A strong planning committee is needed:

2 _____ Planning of joint program to assume equal responsibility by each Directorate.

3 _____ U.C. needs guidance by an advisory committee.

4 _____ Cooperation and coordination need to be ensured.

- 5 _____ All Directorates must be of similar status and position.
65. () 63. Do you have any written program with you?
- 1 _____ Yes
- 2 _____ No
66. () 64. If yes, where from do you get it?
- 1 _____ Supplied by the Director of Agriculture.
- 2 _____ Supplied by the District Agril. officer.
- 3 _____ Prepared by Union assistant.
- 4 _____ Supplied by the Thana Development committee.
- 5 _____ Supplied by the Union Agril. committee.
- 6 _____ Others, specify.
67. () 65. What are the contents of the program?
- 1 _____ Problems to be taken up for solution.
- 2 _____ Opportunities for improvement of the situation.
- 3 _____ Objectives or recommendations for each problem.
- 4 _____ Suggestions for involvement of and co-ordination of various organizations and agencies in the action program.
- 5 _____ All of these.
68. () 66. Are the people aware of the program that you are going to undertake?
- 1 _____ Yes
- 2 _____ No

69. () 67. Are the written program communicated to all extension personnel, agencies, and organizations and to the public in general for their information?
- 1 _____ Yes
- 2 _____ No
70. () 68. Do you have any annual, seasonal, monthly or weekly plan of your work?
- 1 _____ Yes
- 2 _____ No
71. () 69. If yes, how do you make such plan?
- 1 _____ Prepared by the Thana development committee.
- 2 _____ Prepared by the Union agricultural committee.
- 3 _____ Prepared jointly by the Thana Agricultural Officer and the Union assistants.
- 4 _____ Prepared by the Union assistants and the Basic Democrats.
- 5 _____ By others, specify.
72. () 70. What are the things usually included in the plan of work?
- 1 _____ Works to be done, time and place of work.
- 2 _____ Problems and their possible solutions.
73. () 71. How important is it to have a definite plan of work?
- 1 _____ Very important.
- 2 _____ Substantially important.
- 3 _____ Little important.
- 4 _____ Not important.

74. () 72. Are the planning efforts evaluated?
- 1 _____ By the supervisors.
 - 2 _____ By yourself.
 - 3 _____ Both 1 and 2.
 - 4 _____ By the planning committee.
 - 5 _____ Not evaluated.
75. () 73. Do you evaluate the results of your program?
- 1 _____ Yes
 - 2 _____ No
76. () 74. Tell us briefly how do you evaluate your program.
- 1 _____ Assessing to and comparing the results.
 - 2 _____ Observing and asking people of the derived benefit.
77. () 75. Tell us, according to your opinion, how effective your last program was.
- 1 _____ Very effective in achieving the established objectives.
 - 2 _____ Moderately effective.
 - 3 _____ Slightly effective.
 - 4 _____ Not effective.

Appendix C

AUB	-	American University of Beirut .
B.D.	-	Basic Democrats.
B.S.	-	Bachelor of Science .
C.O.	-	Circle Officer.
Col.	-	column.
Dev.	-	development.
e.g.	-	for example.
<u>et al.</u>	-	and others.
IBM	-	International Business Machine .
lbs.	-	Pounds.
N	-	total number.
No.	-	Number.
pp	-	pages.
U.C.	-	Union Council.
&	-	and.
%	-	percent.