

DOCUMENT RESUME

ED 073 360

AC 014 233

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TITLE Some Extension Resource Development Principles and Procedures for Use in Tennessee Counties. A Research Summary of a Graduate Study.  
INSTITUTION Tennessee Univ., Knoxville. Agricultural Extension Service.  
PUB DATE Dec 72  
NOTE 26p.; Extension Study No. 36; S.C. 822  
EPRS PRICE MF-\$0.65 HC-\$3.29  
DESCRIPTORS Adult Education; Bibliographies; \*Community Development; Community Programs; Community Resources; County Programs; Developmental Programs; Educational Planning; Extension Education; \*Literature Reviews; Natural Resources; \*Program Planning; \*Rural Development; \*Rural Extension

ABSTRACT

A study was conducted to identify some generally accepted principles and procedures found to be effective and useful in county and area resource development planning. Review of available published and unpublished literature and involvement of a six-member panel of judges permitted identification of nine principles concerning resource development planning: (1) it should be based on local people's interests and needs; (2) it should be based on an adequate number of current, reliable and relevant facts concerning the situation in the area; (3) it should be conceived as including educational work; (4) deciding upon definite area projects is an essential part of the resource development planning process; (5) it should be a continuous process; (6) it should include representative local area participation; (7) it should enlist the aid of all agencies and organizations at the local area level; (8) the approach should be flexible, to permit adaptation to any given county or area; and (9) it should include a definite procedure for evaluation. A bibliography of useful references (books, periodicals, other publications, and unpublished materials) is included. A comparative summary of the inclusion of selected county and area resource development planning principles in the writings of eight resource development authorities is presented in a table. (Author/KM)

RESEARCH SUMMA

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Extension Study No. 36  
S. C. 822

**A Research Summary  
of a  
Graduate Study**

SOME EXTENSION RESOURCE DEVELOPMENT PRINCIPLES  
AND PROCEDURES FOR USE IN TENNESSEE COUNTIES  
H. S. Hanumanthappa, L. H. Dickson  
and  
R. S. Dotson

**AGRICULTURAL EXTENSION EDUCATION  
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December, 1972



HC 6-14 2.33

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**SOME EXTENSION RESOURCE DEVELOPMENT PRINCIPLES  
AND PROCEDURES FOR USE IN TENNESSEE COUNTIES**

by

**H. S. Hanumanthappa, L. H. Dickson,**

**and R. S. Dotson**

**December 3, 1962\***

**ABSTRACT**

This panel of judges and library-type study was made for the purpose of identifying some generally-accepted principles and procedures found to be effective and useful in county and area resource development planning. Review of available published and unpublished literature and involvement of a six member panel permitted identification of nine principles, including the following: 1) resource development planning should be based on local people's interests and needs; 2) resource development planning should be based on an adequate number of current, reliable and relevant facts concerning the situation in the area; 3) resource development planning should be conceived as including educational work; 4) deciding upon definite area projects is an essential part of the resource development planning process; 5) resource development planning should be a continuous process; 6) resource development planning should include representative local area participation; 7) resource development planning should enlist the aid of all agencies and organizations at the local area level; 8) the resource development planning approach should be flexible to permit adaptation to any given county or area;

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\*Date of completion of an M.S. degree thesis by H. S. Hanumanthappa on which this summary is based.

and 9) resource development planning should include and involve a definite procedure for evaluation.

It was noted that no one set planning procedure had been followed by community resource development (Rural Development and Rural Areas Development) workers in the United States at the time of this study. There was agreement that planning procedures must be flexible and adjustable to fit local situations if they are to be based on the interests and needs of people in the rural disadvantaged and other areas. Procedures used should be in harmony with the planning principles found to apply. The importance of agreement among resource development staff and local lay people on the procedures to be followed in conducting resource development planning at county and area levels was recognized as being critical. Suggestions were made for application of the principles and procedures identified.

Suggestions were made for further research in the areas related to resource development and sub-committee involvement in planning local county and area overall economic and social development programs.

## RESEARCH SUMMARY\*

### I. RESOURCE DEVELOPMENT IN PERSPECTIVE

As discussed here, resource development planning was viewed as an Extension-assisted effort to study the socio-economic situation in a county or area, identifying problems, state objectives and decide on projects and other means that would help in attainment of the stated objectives. This included all work that was done under either the initial Rural Development (1955-61) or Rural Areas Development (1961-1962) legislation. R. A. D., the latter, represented an expansion and reorganization of the earlier Rural Development pilot county program, and was built on the experiences gained in the preliminary resource development effort. R. A. D. was administered by the U. S. Department of Agriculture, and was an Extension-assisted effort to alleviate the growing problems of underemployment and unemployment in disadvantaged areas of the country through local county or area resource development.

Extension-assisted resource development planning through the years had made use of all local resources, including the skills of local people, to build a more progressive local economy based on local needs and interests. Area purposes for such local effort included: doing a better job of farming; expanding off-farm jobs; putting more resources into education

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and training, and developing more effective local leadership. It had become obvious through Extension experience that problems concerning socio-economic conditions could not be tackled and solved in isolation.

It was conceded that a coordinated approach involving local agencies, organizations, groups and representative resource people must be used. Cooperative preparation of an area overall economic development program statement (O.E.D.P.) was seen as a means of involving people to make joint decisions necessary to the development of sound county or area resources development planning.

## II. PURPOSES

It is generally understood that the formal steps in the decision-making process can best be used when the planning principles and procedures are recognized and well-formulated. So, the purposes of the present study were: 1) to identify accepted resource development planning principles useful in planning Extension-assisted county and area overall economic development programs; 2) to specify the responsibilities of Extension workers, representatives of other agencies and local volunteer lay people in planning Extension-assisted resource development programs; and 3) to develop a suggested procedure for resource development planning -- stressing the involvement of local people.

## III. METHODS OF PROCEDURE AND SOURCES OF DATA

The methods employed were as follows.

First, a panel of six<sup>1</sup> judges, appropriate staff members at The University of Tennessee, was designated to select principles of possible application to resource development planning. Nine principles were agreed upon by panel members, and available literature was received to determine whether the principles might be of general acceptance among certain well-known theorists from various states writing in that field of concern. It was agreed that to be considered generally accepted, a principle must be in agreement with statements made by at least four of the eight national authorities (see Appendix, Table I) whose writings were considered. The nine principles selected were then used as categories under which to discuss related literature reviewed for the study including both that attributed to the authorities referred to above and that done by others.

Second, a review of all available current and pertinent literature was made. The procedures that were found to be used and recommended in the areas where Extension-assisted resource development work had been done were studied and implications considered. Possible promising approaches were then developed.

Data were further studied to identify responsibilities of Extension workers, other professionals and lay people in resource development planning.

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<sup>1</sup> Charles L. Cleland, Associate Professor, Department of Agricultural Economics and Rural Sociology, University of Tennessee, 1962; Marvis D. Cunningham, Asst. Resource Development Specialist, University of Tennessee Extension Service, University of Tennessee, 1962; Lewis H. Dickson, Professor, Head of Department of Extension Education, University of Tennessee, 1962; Robert S. Dotson, Associate Professor, Extension Education, University of Tennessee, 1962; Harold A. Henderson, Agricultural Economist, U.S.D.A., University of Tennessee, 1962; L. J. Strickland, Resource Development Specialist and Leader, University of Tennessee Extension Service, University of Tennessee, 1962.



#### IV. MAJOR FINDINGS

The principal educational and leadership responsibilities provided by the Cooperative Extension Service to Resource Development planning were found to include: 1) developing the people's interest in identification of significant problems; 2) advising with them to assure that they select the best ways and means for solving the major socio-economic problems identified, and 3) encouraging them to take appropriate action in accordance with the decisions they themselves have reached.

A review of the history of resource development planning (the Rural Development Program initially) revealed that in the beginning, the planning was aimed at bringing together the concerted efforts and activities of governmental agencies and private organizations to help improve the economic and social conditions of disadvantaged rural areas. By 1958, some 100 rural counties in 30 states had been selected as pilot areas in the Rural Development Program. As a result of this early work, a new approach was developed and launched in 1961 under the revised name of Rural Areas Development (R. A. D.). This too was a resource development-type effort, but one making greater use of scientific method in planning for the overall economic development of a county or area. The written end-product of resource development planning was a document known as the Overall Economic Development Program statement, or OEDP. A well-formulated OEDP statement included the following elements, namely: 1) an inventory and analysis of the county's or area's resources and socio-economic situation; 2) a statement identifying any major social and economic problems; 3) a statement of long-term program objectives, and 4) a presentation of recommendations for specific projects

and other ways of working toward the stated program objectives. Resource development planning, then, was seen to be a process that involved community representatives in identifying their resources, analyzing their problems and deficiencies, formulating possible promising alternative courses of action and making recommendations for action. If this were accomplished, the principles and procedures used might be said to have been reasonably effective. An OEDP statement derived as an end product of such a process could then serve to guide county or area Extension staffs and others who were involved in the planning, execution and evaluation of resource development work.

The resource development planning process was seen to be "tailor-made" to help staff members of the Cooperative Extension Service do a more effective job of Extension resource development. Resource development planning was conceived as being broad in nature and structured to actively involve all groups interested in the development of the social and economic resources of an area or county.

With a view to identifying the generally-accepted principles of resource development planning, the panel of six Tennessee judges selected nine principles they felt applied to such planning. Resource development planning statements made by eight Extension and other rural educational theorists were then reviewed. Principles which were in the writings of at least four of eight national authorities were then considered to be "accepted" as valid principles. Following is the list of nine resource development planning principles considered:

1. Resource development planning should be based on local people's interests and needs.

2. Resource development planning should be based on an adequate number of current, reliable and relevant facts concerning the situation in the area.

3. Resource development planning should be conceived as including educational work.

4. Deciding upon definite area projects is an essential part of the resource development planning process.

5. Resource development planning should be a continuous process.

6. Resource development planning should include representative local area participation.

7. Resource development planning should enlist the aid of all appropriate agencies and organizations at the local area level.

8. The resource development planning approach should be flexible to permit adaptation to any given county or area.

9. Resource development planning should include and involve a definite procedure for evaluation.

Four or more of the eight national authorities whose written statements were reviewed made mention of the first eight of these nine principles, so they were accepted. Only three of the eight authorities mentioned the ninth principle, so it was not considered to be generally-accepted. Nevertheless, the crucial importance of evaluation would suggest that it be duly considered by Extension agents.

Theorists and Extension educators were in agreement that wise consideration and use of these principles should assure the development of sound and effective county or area resource development planning statements and programs.

The establishment of an adequate organizational structure was found to be viewed as an important key to effective resource development planning (R. A. D.) at county, area, district, state and national levels. County and area organizations were considered by many to provide the best opportunity for adequate representation of the area people in order to help them identify and cope with their own needs and best interests. Also, certain federal and other recognized agencies and groups were noted to have had great influence on the people of local areas. In view of this, county and area organizations had attempted to enlist their services by involving them in overall economic development committees at the county and area levels. Three of the important Extension-related organizations found to exist at the county level were: 1) county councils of home demonstration clubs; 2) county councils of 4-H clubs; and 3) county councils of community clubs and similar groups. Actual organization at the county level was found to vary from county to county throughout the United States.

One type of legal body was found to be frequently included in resource development (R. A. D.) work at the county or area level, namely the Area Redevelopment Committee, which was responsible for the financing and execution of the projects and to which all the project applications had to be submitted. In addition to legally appointed bodies, there were other county and area-wide advisory project committees, sub-committees for resource development and over-all economic development program committees.

At the state level, two types of organizational structures seemed

to be the most common: 1) a committee of wide representation from various economic and population segments and 2) a committee of Extension Service staff members. State organizations were concerned mainly with providing state-wide counsel and to the county or area overall economic development committees. They also were concerned with the successful implementation of the resource development effort.

An organization may be viewed as a living entity made up of people. It was noted that cooperative efforts of federal, state, county and area Extension and other agency staffs, representative local lay people and resource people had contributed to the cases on record of more effective resource development planning.

At the time of the study, the Cooperative Extension Service, as an agency, had been delegated the educational and organizational responsibility for resource development (R. A. D.) planning. State Extension Directors, Deans, or administrators were seen to be responsible for organizing and maintaining state committees. They also helped in formulating policies and projects to be used in fulfilling the objectives stated in resource development planning.

Supervisors in resource development planning were expected to help and guide; 1) county and area staffs concerning procedures to be used in the overall economic development program and in assuring proper coordination with other local agencies; 2) county and area agents with reviewing county and area overall economic development program statements and specific project plans; and 3) agents in getting whatever specialist or resource help might have been required.

Specialists were to provide educational leadership to county and area staffs in given subject-matter fields. They aided each county or area staff and their district supervisors by: 1) analyzing and interpreting the factual information in their fields; 2) cooperating in all phases of the county or area Extension program, and 3) helping stimulate action with specific approaches at county, area, district and/or state levels for attaining the objectives. The specialist was obligated to train and retrain the field staff and to provide necessary assistance and material for the staff as needed.

The state resource development specialists were to help: 1) county and area staffs study resources and consider necessary adjustments; 2) the area specialists in subject-matter, and 3) coordinate the activities of area staffs with the administrative staff.

The county and area Extension staff members were seen as being primarily responsible for resource development activities in the county or area. The role of the agents was described to include: 1) establishing a county or area OEDP committee; 2) providing educational leadership to the county or area OEDP committee; 3) coordinating efforts of the several agencies and Extension staff in the area or county so as to promote resource development planning based on the needs of the local people, and 4) initiating an overall economic development program for the county and/or area.

It was felt that the leaders to be involved in the overall economic development committee in the planning process should represent all appropriate organized groups, including people from the ranks of leaders of

political and factional groups. Further, it was agreed that community leaders and representatives of various resource groups should be involved. The leaders were to be fully oriented towards the objectives of resource development, and their potential role and contribution were to be pointed to as being meaningful and worthwhile. The role of local volunteer lay people in resource development was to be well defined and made clear to them well in advance. They were to be assigned with specific responsibilities in specific areas of subject matter.

The roles of other selected agricultural agencies in resource development planning were seen to be important in the overall economic development program. Some of the agencies identified were: 1) the Office of Rural Areas Development; 2) Farmers Home Administration; 3) Soil Conservation Service, and 4) Agricultural Stabilization and Conservation Service.

Selection of the proper procedures and techniques to be used for effective and successful resource development planning was seen to be as important as application of the planning principles themselves. Procedures used were to be properly oriented so as to take into account the recognized planning principles, so that effective resource development planning might result. It was found that there was no one set pattern followed in resource development planning at the county or area level.

The step-by-step procedures that had been developed included steps generally recommended at the time by the Federal Extension Service, U.S.D.A., as well as by those Extension educational philosophers and theorists whose statements were reviewed. They included:

1. Reviewing progress made toward previously stated resource development objectives

2. Considering the county or area situation and trends in each of the areas of resource development emphasis appropriate to the county and/or area
3. Helping designate appropriate sub-committee areas and help select sub-committee members
4. Having the county or area staff take responsibility for writing a brief, overview statement of the situation in the county or area as it relates to resource development work and a brief situational statement relative to each sub-committee area.
5. Having the county or area staff take the responsibility for preparing a guide for collecting and using data for use by each sub-committee
6. Having county or area staff provide county Extension 5-year plan and other facts for use by the overall economic development committee, possibly including appropriate parts in the OEDP statement.
7. Having sub-committees prepare situational statements for their areas of interest.
8. Having sub-committees take responsibility for identifying and presenting major problems of significance to people in the country and area
9. Having sub-committees take responsibility for making relatively specific suggestions and/or recommendations for ways of progressing toward stated objectives (i.e. worthy projects to undertake).



10. Having sub-committees prepare reports and present them before a general meeting of the OEDP committee, or to its representative for approval.
11. Having the county or area staff take the leadership in getting the reports and in getting the county and/or area OEDP statement written.
12. Presenting the completed OEDP statement to the OEDP committee or its representatives for final initial approval.
13. Helping decide how many copies were to be needed, how they would be duplicated and distributed.
14. Taking leadership in seeing that the OEDP statement was used properly annually to guide selection of projects to receive attention in a given year.
15. Revising and/or adjusting the various parts of the OEDP statement annually or periodically as needed.

It is hoped that Extension workers and other related personnel may find the resource development planning principles and procedures identified and discussed in this study practicable and useful as they work cooperatively toward helping people to help themselves in alleviating common problems of underemployment and unemployment in the disadvantaged rural areas.

#### V. FURTHER SUGGESTIONS

As a result of this study it is clear that local committees, organizations, agencies and resource groups have played significant parts in preparing useful OEDP statements through cooperative county or area resource

development planning. It was noted that relatively little research had been conducted concerning: 1) Extension-assisted resource development planning; 2) the roles and responsibilities of overall economic development committees and their sub-committees, and 3) the techniques and procedures employed in the preparation of OKBP statements. Based on the findings of this review, the following suggestions are made:

1. Adequate historical descriptive studies of the resource development efforts in each of the five original pilot counties in Tennessee might be conducted.
2. Studies showing application of economic budget techniques to individual resource development counties or areas might be planned.
3. Promising resource development approaches including steps listed in this study need to be studied, and set patterns identified through case study efforts.
4. More successful and less successful resource development approaches need to be intensively studied and compared.
5. The comparative effectiveness of various phases of Extension's resource development effort could be studied at the different levels over time with reliable benchmarks at the outset and periodic progress checks.
6. Promising ways by which county, area, district, specialist and other state personnel with resource development responsibilities may best receive need training, assistance and materials should be studied.
7. A Resource Development Handbook or Guide might be prepared for use by agents.

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Table 1. A COMPARATIVE SUMMARY OF THE INCLUSION OF SELECTED COUNTY AND AREA RESOURCE DEVELOPMENT PLANNING PRINCIPLES IN THE WRITINGS OF EIGHT RESOURCE DEVELOPMENT AUTHORITIES

Principle Stated	a	q	o	p	e	f	g	h	Total
	Clark	Doherty	Foster	Frutchey	Leagans	Russell	Weltzell	York	
1. Resource development planning should be based on local area people's interests and needs	x			x	x	x	x	x	5
2. Resource development planning should be based on an adequate number of current reliable, and relevant facts concerning the situation in the area		x	x	x	x	x	x	x	7
3. Resource development planning should be conceived as including educational work	x	x			x	x	x	x	6
4. Deciding upon definite area projects is an essential part of the resource development planning process		x		x	x	x	x	x	5
5. Resource development planning should be a continuous process	x	x			x		x	x	5
6. Resource development planning should include representative local area participation.	x	x			x		x	x	5

Table 1. Continued.

Principle Stated	a	b	c	d	e	f	g	h	Total
7. Resource development planning should enlist the aid of all agencies and organizations willing and able to participate at the local area level		x	x	x	x		x	x	6
8. Resource development planning approach should be flexible to adaptation to any given area	x	x	x	x	x		x	x	7
9. Resource development planning should include and involve a definite procedure for evaluation	x	x		x					3

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