

AGRICULTURAL EXTENSION EDUCATION

RURAL LEADERSHIP

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Significant Key words: Rural Leadership, Types of Leaders, Qualities of Leader, Identifying potential leaders, Training of Leaders, Public Administration, Coordination, Team, POSDCORB, Reorganized Extension System, Training and Visit System, National Extension Service, Five Year Plans and Agriculture.

Concept and meaning of Leadership

The Greek root of the term leader, is associated with verbs ‘archein’ meaning to begin, lead and rule; and ‘pratein’ meaning to pass through, achieve and finish. This means that leader is one who begins and work is finished by followers. The latin verbs associated with leadership are ‘agere’ (to lead/set in motion) and ‘gerere’ (to bear). Thus, leader is supposedly one who exercises influence over others. This influence helps in directing activities of others.

Leadership is basically a group phenomenon. A group consists of two or more people who interact together for fulfillment of common goals. In any given group there is pattern of all reactions and interaction among members. Relative strength of interpersonal relationship of the members of a group determines leadership.

“According to Tend, (1998) leadership is the activity of influencing people to cooperate towards some goal which they come to find desirable”.

Haiman (1996) described leadership as an effort to direct the behaviour of others towards a particular and thus it can be said that

- Leadership is a matter of influencing people in the group.
- Leader is able to gain cooperation of members in achieving the goal.
- The decision of people to follow the leader is voluntary.

Importance of Rural Leadership

The utilization of rural leaders is essential because of the following reasons:

- Extension has a long tradition of using leader in extension work. Extension worker as an outsider may not have complete knowledge about different aspects of village community nor they are supposed to have similar perceptions and feelings about village problems as local people may have. Thus, there are good reasons to use such people who belong to the community.
- Leaders by virtue of their influences can convey messages of development more convincingly in the people’s language. They can use arguments and styles of presentation most appropriate for the target population. They can also help to get social sanction for development. Besides, they can also serve as mouthpiece of people before extension workers, they can explain elaborately the needs and aspirations of people.
- Number of extension workers is proportionately far less than required. Thus use of leader can help to multiply effects of extension work conveniently and convincingly.
- Leaders can help in enlisting participation of people in programmes of their own development. It is possible to organize people around concrete problems. Leaders can use their influence and skills to bring people together and empower them to take action for their development.
- Villages in India are still haunted by deep rooted beliefs, customs, superstitions and ignorance which influence development negatively. It calls for different types of efforts

to overcome social barriers. Leaders, if positively inclined, can play prominent roles in master minding development in right earnest.

Every social group has certain people who command respect. They have influence and undisputed following.

Their opinions count. They have people flock around them for information, advice or inspiration or otherwise influence members to action. Such people are called as leaders and such activity is called as leadership. They are also known as power holders, men of power, power centers and power elite. If they are somehow linked with development programmes, the task of development would become very easy.

Leadership is an act that causes others to act or respond in a shared direction. A rural leader is the one who can inspire, persuade, influence and motivate useful changes. Bringing about change is a critical goal because most improvements demand a departure from routine ways. A rural leader creates a vision for others and then directs them towards achieving that. A rural leader has followers who have confidence in him and give him support and commitment to a goal. This is what leadership really means.

Leadership in rural areas is a key dynamic force that motivates and capture the cooperation of people. A rural leader must have a magnetic personality. Persuasion is another key aspect of leaders role. A leader must often get people to change their minds or take actions they had not considered. Influence is almost synonymous with leadership. Leadership is often defined as the process of influencing others to achieve objectives. He influences others to accomplish such things as taking on more responsibility, achieving high quality standards and raising ethical standards. Many leaders, unfortunately in rural areas influence group members to engage in negative, unethical acts that hurt the community in the long run.

Leaders have to motivate their followers to work harder. Top rural leaders are generally tough as their jobs are immensely demanding of time, concentration, sheer grinding brain power and physically tiring. He is supposed to make decisions on his own, strong willed, ambitious, energetic and motivated by power. He is full of courage, emotionally and physically strong and has ability to empathies with others. He is sensitive to other people's needs, values, cultures, beliefs and tradition. He takes on responsibility and is credible. He is dependable and loyal to his followers.

A good rural leader has all the relevant knowledge, keen mind, analytical ability. He has good interpersonal skills with sound relationships with rural people. He is full of energy.

Charismatic Rural Leaders

Charisma comes from a combination of emotional expressiveness, self confidence, determination and freedom from inner conflict. They have strong conviction in the essential rightness of their own convictions. They are radical, unconventional, risk taking, visionary, entrepreneurial and exemplary. There is intense emotional attachment to them on the part of their followers which goes beyond such things as trust, respect or admiration to embrace awe, devotion and loyalty. It is most important ingredient of leadership. Rural charismatic leaders make their followers more productive.

The effective leader is the one who sees leadership as responsibility rather than privilege. They have integrity and consistency. They are usually modest, loosing no opportunity to stress that real achievement has come from team work and not from inspiration of just one individual.

Why people like to become leader?

The main advantage of being a leader is that it gives you a feeling of power and prestige. The prestige comes from the fact that so many people admire leaders. Leaders are in a position to help others, thereby finding their jobs satisfying. Rural leaders are very well respected and control resources of the village and those coming from outside.

Rural leadership does make a difference to the performance of individuals, groups and organisations. It helps to build teams and generates pride in collective achievements. It brings about changes in people's attitudes and behaviour as a consequence of interaction between leaders and followers. Leadership is widely distributed. Rural leaders are important because they are involved in maintaining traditional values in the face of challenges from those who wish to bring change in enabling groups of people to endure hardships.

It shall not be wrong to say that it is almost impossible to have effective rural programme without involving rural leaders. They have to be involved in the programme from day one at planning stage. They are the one who will tell you how successful you will be in the programme implementation. They will give suggestions about how, where and what to change in the programme. They will be the ones who will explain in their own way to villagers about the benefits of the programme and also about what role they will play in the project. It is essential that development agencies develop an instant rapport with rural leaders and show the true picture to them. The good leader tends to share decision making and share responsibility. The good rural leader is visionary and is able to develop a shared vision with his followers.

Rural leaders help you to overcome obstacles and setbacks. With his unique communication skills, he talks to villagers and solves problems. This is because he is connected to the group in every possible way and empathise to them in his unique style.

Rural leaders are important since they help their followers to decide an important issue. They give direction for group action. They resort to group decision making, participative decision making and consensus decision making. A consensus decision making means that the leader encourages group discussion about an issue and then makes a decision that reflects general agreement and is supported by group members.

There is also complete agreement about how significant the leadership factor is in determining success and failure in village programmes. A leader helps others to improve their performance by providing suggestions and encouragement.

Types of Leaders

There are two broad categories of leaders in villages viz., 'traditional' and emergent leaders. Traditional leaders command influence on the basis of land, wealth or certain inherited status belonging to tradition like caste leaders, land lord, priest. Emergent leaders are those persons who command influence on the basis of their personal qualities, specialization or office of power, political influence or such other acquired traits such as progressive farmers, head of village council (panchayat), cooperatives or member of a voluntary or political organization.

Traditional Leaders

They are respected because they possess wealth or power to conduct social rituals/ceremonies. Thus, they fulfill social and religious needs of the people. They uphold those values. There are many other terms to indicate various types of traditional leaders as given below:

Caste leaders

If the influence of some leaders extend to particular caste group, such individuals have interest and active role in social and economic development of their own caste. They are more acceptable by members of their own caste.

Sacred Leaders

The term specifically refers to those who officiate in various religions and social ceremonies. They are prominent in sacred or spiritual field such as priests or ojhas (exorcists). Such traditional leaders, however, have influence over a section of society. They are characterized by inherited status due to birth in a family. However, their role in development programme can be limited due to their value orientations and pernicious interests.

Emergent leaders

Emergent leaders have come on the rural scene due to new opportunities available in the villages such as village council (panchayat), cooperatives, voluntary organizations, rural branches of political parties etc. Emergent leaders are known by different terms as given below:

Personal leaders

Those leaders who are valued due to their specialized skills such as progressive farmers.

Professional leaders

They are people who command respect or influence by virtue of their professional status, training etc. such as village extension workers or village school teachers.

Political leaders

They are affiliated with an ideology or political party and command respect by virtue of their initiatives in the party.

Social leaders

Leaders of various social organizations located in the villages command influence because of their involvement in development of people.

There are sharp differences in leadership pattern among progressive and non-progressive villages (Reddy & Sahay, 1973). Leadership in one progressive villages are polymorphic in nature i.e. one person is sought for advice on a variety. In non-progressive villages, leadership is monomorphic or specialized in nature.

Leadership structure in rural India has undergone a sea change during post-independence era. The planned national development efforts, democratically elected governments and policy of involving people in institutions of development have created consciousness at the village level. The strong hold of traditional caste-oriented leadership is on the wane. Many youths from backward caste have emerged prominently, of late, in villages due to opportunities available in panchayat, cooperative, village schools and voluntary organizations.

Qualities of Leadership

Potential leaders can be selected on the basis of their attribute. Leaders for extension work must possess a blend of following qualities.

Volunteer: The incumbent must come out on his/her own to work for the cause of the community. In every society there are people with altruistic tendency.

Secular: People with partisan interest cannot serve for the cause of the whole village.

Democratic: Basic belief in individual supremacy and need for equal involvement of one and all in development programme is a must.

Honesty: Sense of honesty and reliability builds trust for the leader in a group.

Positive Enthusiasm: An abounding sense of joy and natural interest in development work sustains involvement of leader in hours of stress.

Friendliness: Good leader feels deeply for those with whom he works. Friendly attitude inspires others to seek his contact.

Scientific Outlook: Development work demands appreciation for breaking away from shackles of traditional beliefs and systems of living.

A number of other attributes have been mentioned by various experts such as intelligence, tact, patience, poise, sense of humour, health, fairness, dependability, originality, sincerity, loyalty, integrity, vision, ethics, perseverance, impartiality, decisiveness, etc. However, it is for a potential leader to be a experienced farmer himself to be able to command natural influence.

How to identify and select potential leaders?

There are many ways to locate people with desirable qualities and potential to play leadership role, as given below:

Discussion Method

An opportunity for discussion on real issue gets people in action giving expression to their knowledge, group skill and power of conviction. This is said to be a live laboratory to see display of power and influence in natural condition.

The workshop method

Through this method, where the large group breaks up into smaller unit, leadership emerges, in each group over a period of time, the extension worker can spot certain leaders who come to the fore in taking responsibilities. The extension worker or professional leader in workshop has the position of consultant observer, discussion group leader etc.

Participative observation

Even though observation is part of both discussion and workshop methods, leaders can be selected through close observation in the community by observer being a part of the scene for a period of time. This provide him enough data regarding conditions of the community opportunities of leadership and skills.

Sociometric Technique

The term 'sociometry' refers to the pattern of attraction among members of a group. Sociometric technique is meant for determining the extent to which individuals are accepted in a group. This helps in revealing the relationship structure within a group. The technique can be applied if all the members of the group know each other well.

In order to seek preference for leader the specific content is explained to each member and he is asked to give a number of preference (say 1st, 2nd and 3rd.) alongwith rating. Thus people are given a situation narrating whom do you consult from your village if you have problems regarding cultivation, name three persons from community in order of preference.

Sociometric score is calculated by multiplying number of incoming choices for each person and total of scores obtained in terms of preferences. Thus individuals are ranked on the basis of sociometric score.

Key informants method

A community or its members may be asked to indicate opinion leaders in that area. This is cost saving and time saving when compared to sociometric method.

Self-designating Techniques

It consists of asking a respondent a series of questions to determine the degree to which he perceives himself to be an opinion leader.

Training of village leaders

The task of developing villages cannot be achieved without trained democratic leaders with secular and social outlook. While potential leaders should be selected from the village communities concerned, they would require training to play enabling role. Training of potential leaders is essential for strengthening local initiative for development.

This will accelerate implementation of on-going efforts. Training, however should not be thought as one-stroke affair. It would rather be a continuous process although various levels of training may be designed. However, to start with the goal of training would be as below:

- To motivate local leaders to commit themselves for the cause of development
- To create general awareness in them about the problems of villages, current approaches of development, national policy, organization etc.
- To indicate in them basic skills of communication and group work.
- To provide them knowledge and skills in technical subject matter area relevant to the programme.

Content Area of Leader's training

- Theoretical information should always be related at every step to practical situations.
- The subject matter should be in the nature of problems encountered by the local leaders in their respective area. Hence content of the programme should be problem centred.

The following general outline of content has been indicated in one of the United Nations Reports on training of rural leaders:

- Basic principles and aims of rural development and the practical set-up needed for effective rural development work.
- Leadership in rural society.
- Community organization principles, methods & techniques including method of stimulating group thinking, group planning and group action.
- Co-operatives, principles of co-operation and methods of organizing various types of co-operative enterprises and services.
- Local government principles and methods with particular reference to co-ordination of local bodies.
- Central government and other external machinery services. What facilities are available and how local efforts can be coordinated with national programme.

Essential Features of Leaders training

The training to full fill the above mentioned objectives must adopt approach essential for bringing desired impact.

- The leaders must be trained through process of dialogue or group interaction rather than traditional lectures and notes, in order to inculcate right skills for facilitating participative leadership.
- The training should create an open and participative atmosphere. There should be enough opportunity to reach decisions through critical discussion among trainers and trainees with open mind and not take anything for granted.
- The training should help in acquiring and reinforcing values like justice, equality, honesty, solidarity through day-to-day working.
- The discussion and analysis should be based on the realities expressed by the participants in their life and work. They should begin with the known and lead to unknown.
- The training venue and set-up should be realistic, closer to the village life so that they can relate with their own situation.
- Practical involvement in workshop site visit, role playing and cultural programmes should be used more frequently.
- The period of training may vary from a day to a few weeks depending upon the intent. In the beginning intensive training of long duration may be desirable for preparing adequately in the techniques of organizations, group working and practical vocational skills. However, the training for development of leadership would be continuous affair to be imparted from time to time, though in varying forms.

Meaning of Administration, Coordination and Team work

Administration: It is mainly concerned with organizational processes, procedures and rules. It focuses on attaining the existing goals and standard of performance and is tied to organizational goals and culture. It emphasizes rationality and control. It is normally reactive to current situation. It believes in manipulation and control. It believes in solving problems generally relying as time tested traditional methods. It has less emotional involvement with organizational members. It avoids conflicts and struggles and is satisfied with status quo. It includes planning, organizing, controlling, budgeting and counseling.

Coordination: It is the process of ensuring that all parts of project undertaken are well linked and balanced. This is ensured by planning in such a way that no part of the project is ignored or left out. There is some way of coordination between different units, so that they progress simultaneously. Coordination can be defined as the process of integrating the activities of separate parts or units of an organization to pursue organizational goals effectively. Without coordination people would loose sight of their goals within the total organization and tempted to pursue their own departmental interests at the expense of organizational goals. Hence coordination means harmonious adjustment or functioning. Coordination is between equals or near equals working together. In this each agency retains its dignity, objectives, functions and responsibility. It, however, willingly surrenders a small part of individuality in return for the advantage of working together with other agencies, thereby ultimately securing better service for all concerned. The coordinator, therefore, is a general purpose man charged with the responsibility of ensuring a total balance effort but is not expected to control or guide the technical details of the programme and the policies of the technical agencies or departments.

Herbert Simon has referred to two kinds of coordination:

1. Procedural coordination is exemplified by the design of the organization itself that establishes the lines of authority, delimits the sphere of activity and specifies. The relationships among the members of the organization.
2. Substantive coordination is related to the content of the organisation's activities. The organizational form for Small Farmers Development Agency (SFDA) symbolizes procedural coordination. An Animal husbandry project (e.g. Sheep Development Programme) that designs different activities in the interrelations involved in the project represents substantive coordination.

A Team is a group of people with a high degree of interdependence focused on the achievement of some common goal. Effective team has unified common and meaningful purpose that provides direction, momentum and commitment for members. It usually results in better products, faster and at lower costs. Teams are flexible and responsive to the changing events. Pfeiffer and Jones (1974) suggest the following hypothesis in relation to successful cooperation in problem solving groups-

- a) Each individual should understand the total problem.
- b) Each individual should understand how he can contribute towards solving the problem
- c) Each individual should be aware of the potential contribution of other individuals.
- d) There is need to recognize the problems of other individuals in order to aid them in making their maximum contribution.

Groups that pay attention to their own problem solving processes are likely to be more effective than the groups which do not.

Team Building

It is data based intervention which assess the strengths and improvement opportunities of a work team and then prepares and implements plans to increase the effectiveness of the Team. It also increases the ability of the team to diagnose and solve its problems.

Team effectiveness training is a programme that increases the ability of people to function as a member or leader of the team. It provides the participants with skills and knowledge to increase their personal effectiveness and ultimately the effectiveness of the team. The training will include topics such as problem solving, decision making, communication, goal setting, meeting management, conflict resolution, research tools, presentation skill and team success factor.

Team is basically a small group of people who meet more or less regularly in face to face interaction, who possess a common identity or exclusiveness of purpose and who share a set of standards governing their activities. One must realize that the team members can make $2+2=5$. Of course they have also capability of making $2+2=3$. Oral interaction involving speech communication via both verbal and non-verbal is the soul of team building. Their interaction is continuous during a discussion so that the members are constantly reaching, adapting and modifying their actions in response to each other. Impromptu speaking rather than prepared speeches is the essence of small group discussion. It entails give and take. A sense of cooperation exist among the members. Despite the differences, members are engaged in search of group outcome. Agreement is taken as means to select best idea.

Group Dynamics or process deals with morale, feeling, tone, atmosphere, influence, participation, style of influence, leadership struggles, conflict and competition. Sensitivity to

group processes enables one to diagnose group problems early and deal with them more effectively. Leaders become more aware of differences of opinions and explore all sides of issues and alternatives. They are more sensitive to group norms, pressures and feelings. A good leader should have the ability to form a team as it typically outperform individuals when the task being done require multiple skills, judgement and experience. Teams are more flexible and responsive to changing events. They have capability to quickly assemble, deploy, refocus and disband.

Teams are an effective means for management to demoralize their organizations and increase employee's motivation. Extensive use of teams creates potential in a village to generate greater outputs with no increase in inputs.

Public Administration and Extension Administration

Administration is ordinarily defined as the one of “getting things done”. Emphasis is placed upon processes and methods for ensuring decisive action. Principles are set forth for securing concrete action from groups of men. The task of deciding pervades the entire administrative organization quite as much as the task of ‘doing’. Indeed it is integrally tied up with the later. A general theory of administration must include principle of organization that will ensure correct decision making, just as it must include principles.

Meaning of Administration

The term administration is derived from the latin words ‘administrative’ meaning ‘to serve’, ‘to care for’ or ‘to look after people’. To administer is to manage or to direct affairs. The term administration, therefore, refers to the direction and management of affairs and to the activities of group cooperating to accomplish common goals.

It is a process of management which is practiced by all kinds of organizations from the household to the most complex system of government. Even in primitive societies, simple activities like hunting, food gathering etc., could not be carried out without some form of organisation. Somebody had to determine as to who will do what. Certain norms of behaviour had to be laid down to decide the distribution of work among the members of the primitive groups. Of course, the administration at that time was rather simple because the tasks to be carried out were also simple. With the growing complexity of modern life and administration of private as well as public affairs has become more and more complex.

However administration is a collective activity directed towards the attainment of a specific goals. This means that it is a rational action, an endeavour to maximize one's goal or achievement by rationally relating means to ends.

The term ‘administration’ has been variously defined by different writers. Some definitions of the word ‘administration’ are as follows:

“Administration can be defined as the activities of groups cooperating to accomplish common goals” – Herbert Simon.

“Administration has to do with getting things done, with the accomplishment of defined objectives” – Luther Gulick.

“Administration is determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making things happen which one wants to happen and foretelling everything to the contrary.” - F.M. Marx. (1998)

Thus, it is clear from above definitions that “administration” is only that type of collective activity which involves a rational organisation and management of men and material. In simplest terms, administration is determined action taken in pursuit of a conscious purpose.

It is the specialized vocation of managers who have skills of organizing and directing men and materials just as definitely as an engineer has the skill of building structures. E.N. Gladden (1992) has rightly observed that administration “is a long and slightly pompous word, but it has an humble meaning, for it means to care for or to look after people, to manage affairs.

Public Administration

Public administration as an aspect of governmental activity is very old. It is as old as human history in European languages the term Public Administration began to creep in during the 17th century to separate the absolute monarch’s administration of public affairs from his management of his private household. It was a period when the church was separated from the State and the government was super imposed on all other societal institutions within a definite territory.

In every society there are some activities like maintenance of Law and order, revenue collection, social welfare, agriculture and rural development etc. which have to be undertaken in public interest. Public Administration as an instrument of government is mainly concerned with the performance of these activities.

The origin and evolution of Public administration as distinctive subject can be traced from 1887 onwards. In India, there are evidences to suggest that there existed a good literature on the aspects of administration even before 1887. Written in the fourth century, Kautilya’s Arthashastra is the oldest text on Public Administration. Akbar’s time is another note worthy treatise on Public Administration.

At present stage of man’s evolution, Public Administration has expanded with the rise of the modern administrative stage. Its growing importance in the conduct of human affairs is evident in the birth of numerous public laws, growth of public profession, increasing coverage of taxes and public expenditure.

Public Administration is a part of the wider field of ‘administration’. The term ‘administration’ is a collective activity directed towards the attainment of a specific goal. When the term refers to the activities of a club, an association etc. it is called ‘Private Administration’, and when it refers to those of the activities of local, State and Central government, it is called Public Administration.

Public Administration is a specialized academic field. It essentially deals with the machinery and procedure of governmental activities. Administration has been defined as a cooperative human effort towards achieving some common goals. Thus defined, administration can be found in various institutional settings such as business firm, a hospital, a university, a government department such as Department of Agriculture, Department of Horticulture and so on. As an aspect of this more generic concept, public administration is that branch of administration which operates within a specific political setting. It is a means by which the policy decisions made by the political policy makers are carried out. It is the action part of the government, means by which the purposes and goals of government are realized.

Government activities are undertaken for public good, so administration of the governmental affairs is known as Public Administration. The collection of tax, maintenance of Law & order, construction of public roads, highways, river bridges, canals and even provision of

Extension services to the farmers are some of the activities of Public administration. Public administration is distinguished that its ultimate purpose is general interest and public good.

Extension Administration

The principles of Public administration when applied to Extension are called Extension Administration. This is linked with development issues and can be done by Govt. or non-Govt. agencies. The set up is generally participatory and democratic. Everything from planning to implementation is done through active participation of farmers.

POSDCORB

This concept of Management was profounded by Luther Gullick. He was of the view that administration is to be identified with managerial techniques, he sums up those techniques in the word or acronym 'POSDCORB', each letter of which describes one techniques namely – planning, organizing, staffing, directing, co-ordinating, reporting and budgeting.

Planning

Planning is decision making and involves selecting and integrating the courses of action that an organisation will follow to attain its objectives. Planning is deciding in advance what to do, how to do, when to do, who is to do and with what result. Although the future can seldom be predicted with accuracy and unforeseen events may interfere with the best prepared plans, unless there is planning, actions of people tend to be aimless and left to chance.

Elements in Planning

Planning in an extension organisation is not done for its own sake, but for the purpose of improving conditions of rural life. There are some basic elements through the interaction contribution by which a good plan may be developed. Planning results from the interaction of the two systems – 'the change agent system' and 'the client agent system' in the context of their objectives, resources, facilities and constraints is time.

Organisation

After planning the activities of administration (i.e. extension organisation) one should think of the structure of administration, namely, organisation through which the activities are operationalised and objectives achieved. In all the writing of management thinkers there is an excessive importance attached to the structural aspects of organisation. The problems of formal organisation are related to matters like levels of organisation, delegation of authority, hierarchy, span of control and work division.

Staffing

Staffing is concerned with all aspects of 'personnel administration'. Thus recruitment, appointment, promotion, discipline, retirement etc. are functions which must receive due attention of the managers. As the efficiency of organisation largely depends upon personnel, most of the time of the executive usually is devoted to this function. However, the motivational factors behind employees behaviour have not received the attention of the classical theorists.

Directing

Directing relates to the orders issued by the managers or superiors to the subordinates, directing the activities of administration or an organisation.

Coordination

Coordination means establishing harmonious relationship between the efforts of individuals and groups for the accomplishment of enterprise objectives. For smooth running of an organisation coordination is necessary within the organisation as well as with outside organizations. For instance, Extension organisation need coordination of organizations such as Department of Animal Husbandry, Department of Agriculture, Horticulture, Forest Department etc., in order to be effective in transfer of technologies to the farmers. Some sort of basic coordination is essential within an organisation throughout its lifetime for its survival and for unified action.

The need for coordination generally increases with increase in the size of organisation and the complexity of its functioning. Voluntary coordination may be encouraged amongst employees by clarifying the objectives of the organisation and by motivating them. Coordination may also be achieved externally by the use of committees and supervision etc. Coordination aims at combining individuals, groups and organisations as 'Team' to attain the organizational objectives.

Reporting

It is the responsibility of the executive to keep himself posted with the progress of activities in the organisation. It is through reporting that the executive becomes aware of the problems in the organisation for which he may initiate corrective measures by issuing necessary directions.

A 'report' is a formal record of activities or performance. It generally reflects the achievement or otherwise of a performance. Preparation of too many reports may hinder the day-to-day work, particularly field extension work. Reporting should be standardized as far as possible, so that comparable data are obtained from all the units and summarized for the organisation. However, there should be provision for reporting both i.e. something significant and the usual.

An annual report provides for some amount of functional control in an organisation and also as a documentation for its work. The annual report furnishes the needed feedback information to the funding agency, other organizations and the general public. The annual reports also serves as an integrating factor by providing information about the total organisation to its different units, which may be located at various places.

Budgeting

Budgeting means stating the objectives in numerical and financial terms. It indicates the allocation of funds for different sectors of the programme and is essentially a part of the planning process. Budgeting aims at arriving at least cost and most effective model for implementation of a project. Budgeting provides for pre-expenditure control of funds. For the Extension Programme Director, budgeting means that the persons in position shall spend the resources and money properly as per directive of the functioning agency, shall not divert or misuse funds and shall be responsible for the audit for their proper utilization.

Thus, the concept of POSDCORB propounded by Luther (1999) is an comprehensive one which gives insight into the various activities of the management in any organisation.

These POSDCORB activities are common to all large scale organisations. They are the common problems of management which are found in the different agencies regardless of the peculiar nature of the work they do. These common activities are performed by Public Administration irrespective of the fact whether it is involved in military or in civil or state government or in the administration of local bodies.

Reorganised Extension System

By the middle of 1970s it was felt that Extension Services in the developing countries were suffering from a number of weaknesses (Benor, 1984) including the dissipation of extension workers' energies on low priority tasks, lack of a single clear line of command and a low level of agricultural knowledge in expertise among field level functionaries.

Apart from these, many factors were responsible for impeding efforts for measuring agricultural production through the spread of new technology. One such factor was inadequacy of extension machinery in the states. Steps required for strengthening agricultural extension administration in the states have been examined by various high powered committees by National Commission on Agriculture. They have stressed the need for gearing up agricultural administration all along the line.

In this context, a centrally sponsored scheme for "strengthening and re-organisation of Agricultural Extension administration in the States", had been approved by the Government of India for implementation in all the States during the sixth Plan period (i.e. 1978-79). This scheme is based on the new agricultural extension methodology known as the "Training and visit system".

The Training and Visit System

The training & Visit (T & V) System has been one of the most significant Extension organizational developments in the last decades. Billions of dollars have been invested in this system by the World bank since 1975. The system has been diffused very rapidly, first in South & South East Asia including India where it has been shown to increase the effectiveness of Agricultural Extension in irrigated areas in a number of countries. Thus contributing to rapid increases in Food production, and later in Africa where it was not always so successful.

The system tries to achieve changes in production technologies used by the majority of farmers through assistance from well trained Extension agents who have closelinks with agricultural research system.

Organisation

The T & V system has on hierarchial organisation with one Extension agent (VEW) for about 800 farmers. In turn, eight Extension agents are supervised by an Agricultural Extension Officer (AEO) and eight AEOs are supervised by a provincial Extension Officer who is assisted by three to five Subject Matter Specialists (SMS). In a large country there may also be several higher level supervisors, each in charge of about eight subordinates and assisted by SMSs.

It is physically impossible for Extension agents to meet all their farmers regularly. Hence, about 80 contact farmers are selected and visited every 2 weeks on a fixed day, preferably in their fields where other farmers can attend and join the discussion or demonstration of improved practices. Each supervisor, even those responsible for an area with several million farmers, is supposed to spend atleast half his or her time in the field to check on work progress and to identify problems to be solved by management. Paper work does not increase agricultural production, hence should be kept to a minimum.

Key features

Staff are professionals with a sound knowledge of Agricultural research, farmer's experience & factors limiting the productivity in agriculture.

There is no Extension service for all aspects of agriculture.

The service is responsible only for Extension. All other tasks required for agricultural & rural development (inputs, marketing) are performed by other organisation or by private business. The Extension service should cooperate closely with these organizations.

National Extension Service

The Grow More Food Inquiry Committee, after examining the results of the Campaign for increased food production, had identified issues in relation to extension work and extension workers. It had indicated that "no plan can have any chance of success unless the millions of small farmers in the country accept its objective, share in its making, regard it as their own, and are prepared to make the sacrifices necessary for implementing it". The integrated production programme of the Campaign failed to arouse such enthusiasm.

This analysis and the ideal led the Grow More Food Enquiry Committee to propose the establishment of a National Extension Organisation for intensive rural work which would reach every farmer and assist him in coordinated development of rural life as a whole. The First Plan made necessary provisions to support the ideal and the proposals associated with that ideal. The idea was that the Central Government would assist the State Governments in establishing the extension organizations so as to bring the entire area under extensive development within a period of about ten years. The Central and the State Governments were expected to frame detailed programmes for reorganizing the existing extension services, recruiting further needed extension staff, and arranging for their training.

Training of Extension Staff

The task of establishing a network of Gram Sevak Training Centres, and that for the training of farmers and their leaders, was actively supported. The main defect of the extension work in the pre-Plan period had been its reliance on propaganda rather than actual demonstrations to the cultivators under their field conditions. For training of senior officials involved in the functions of community development and agricultural improvement, the National Institute of Community Development (NICD), was proposed to be set up at Hyderabad. This institute later adopted various modes of imparting training including sophisticated and research based seminars, workshops, and conferences as tools of extension education.

Logic of Extension

The First Plan articulated that the training of extension workers required the closest attention, and must be related to the services that they were required to perform.

The Second Plan: Expansion of Community Development

The Second Plan acknowledged that community development and the national extension programme had made good progress in terms of extended coverage ;of development blocks and number of villages, and had achieved promising results on the movement.

Taking Benefits of Freedom to People

The Second Plan continued with the earlier spirit of taking benefits of freedom to rural people without delay, and decided to serve the entire country during the plan period by national extension service. Not less than 40 per cent of the blocks were to be converted into

community development blocks, which are more intensive in development inputs needed to improve the quality of rural life.

Harnessing People's Initiatives

Unfortunately, the Second Plan gave differential treatment to the agricultural investment in favour of the industrial development.

Third Plan: Resurgence Continued

Combating poverty and building a technologically mature society by the application of science and scientific temper set tone for the Third Plan (1961-66). Diversified and efficient system of agriculture including animal husbandry, dairy, and production of meat, fish, and poultry was highlighted.

It was hoped that besides achieving self-sufficiency in foodgrains, the Third Plan should increase the production of commercial crops like cotton, oilseeds, and jute. People's participation in soil conservation works, supply of fertilizers, benefits of irrigation infrastructure, and field level extension efforts were still problematic.

Agricultural Research Support

ICAR was further reorganized to strengthen All India Coordinated Research Projects to deal with problems visualized for the country as a whole taking into account the distinct agro-climatic zones. The ICAR's expenditure on agricultural research jumped from a mere Rs. 6 crore in 1947 to Rs. 237 crores in 1966, and thereafter to Rs. 2589 crore in 1972.

National Demonstration

Introduced in 1965, the National Demonstration Programme further aimed at achieving a specific minimum yield target at the block level by increased productivity per unit area and per unit of time, and giving a reasonable opportunity to research workers to demonstrate in farmer's field what science can do to transform the Indian agriculture.

Multiple Methods of Extension Communication

Besides, the non-formal education and Krishi Vigyan Kendras (KVKs), introduction of agricultural education in schools, and education through non-degree institutional programmes to impart vocational skills were also experimented as a part of the larger extension strategy.

Fourth Plan Priorities

In view of the shortfalls, the Fourth Five Year Plan continued to give priority to agricultural sector and expected to achieve a target of 120 million tons of foodgrains production at the end of the Plan period. Yield per acre were expected to go up significantly for selected foodgrains, oilseeds, sugarcane, cotton, and jute crops. To achieve this, the Plan proposed fourfold increase in the use of fertilizers, twofold increase in the use of improved seeds, threefold increase in green manuring, and doubling of soil conservation works. The programme of community development and *Panchayati Raj* was to be more closely linked with the economic development.

The Intensive Agricultural District Programme (IADP) which was initiated in the Third Plan to induce cultivators to adopt a package of improved agricultural practices and to bring about significant increase in yields had not matched the expectations. Similarly Intensive Agricultural Area Programme (IAAP) was introduced in the middle of the Third Plan for selected crops like paddy, millets, and wheat. This programme in the Fourth Plan was to deal with total crop economy of the entire area of IADP and IAAP districts rather than only the dominant crops.

Dwindling impact

In spite of continuous and unintegrated flow of resourceful schemes and programmes like Grow More Food Campaign, Community Development and National Extension Service, Intensive Agricultural District Programme, High Yielding Varieties Programme, Multiple Cropping Programme, Small Farmers' Development Agency, Marginal Farmers' and Agricultural Labourers' Development Agency, and Dryland Farming, Integrated Rural Development Programme, the impact of strategies developed for diffusion of agricultural information in the pre-Training and Visit (T & V) period was slowly dwindling because of organizational and administrative arrangements.

Entry of Pilot Training and Visit Approach

A new approach was introduced in Rajasthan Canal and Chambal Irrigation projects in 1974-75, in Rajasthan on a pilot basis in the form of Training and Visit (T & V) system. (Details already given earlier under Reorganised Extension System)

Institutional Restructuring

It is clear that no one uniform extension system will serve as a panacea for all States. A menu of various models will be available to the States to select and adapt to their own requirements. States have before them several models namely, (i) the ATMA model (7 States), (ii) Single Window – Broad Based extension model (Maharashtra), (iii) Panchayati Raj Institutions (Kerala, West Bengal and Madhya Pradesh) and (iv) the SAU-Farmer Direct Contact (Punjab). With Technology, the public extension service would be made leaner and professional.

District Level Agriculture Technology Management Agency (ATMA) model: A key concept is to decentralize decision-making to the district level through the creation of the ATMA as a registered society. A second goal is to increase farmer input into programme planning and resource allocation, especially at the block level and to increase accountability to stakeholders. A third major goal is to increase programme coordination and integration between departments so that the following programme thrusts can be implemented more effectively and efficiently.

Group Approach to Extension : The contact farmer approach to extension popularized by the T & V is to be replaced by the group approach. Formation and mobilization of Farmer Interest Groups (FIG), Farmers Co-operatives and Self-Help Groups will be encouraged with the support of NGOs. Group extension will help to replace the top down approach with bottom-up approach in technology transfer, as FIGs. This would lead to a farmer-extension worker participatory process with emphasis on problem solving rather than disseminating routine messages. The group approach in extension would also be in line with the Self-Help Groups of rural credit delivery, water user associations and co-operatives. Links with KVKs will be strengthened at the district level through institutions such as ATMA.

Management Reforms in Agricultural Extension

Central Government Support to State Governments for Extension Services on their Undertaking Policy and Institutional Reforms: After the close of the World Bank supported NAEP, Central support to the State extension services dried-up, leaving them with the operation and maintenance of personnel and infrastructure created under T & V. It is proposed to support the State extension services provided, policy reforms and institutional restructuring is undertaken with demonstrated ability to develop a demand-driven, farmer-accountable, sustainable & farming systems with broad-based integrated delivery.

Funds from the Central Government together with State share for all technology transfer and extension activities would be pooled at these district level agencies and released for various activities according to the Strategic Research and Extension Plan prepared for the district. At present, about Rs.200 crore worth of funds are released annually to the States under 100 Centrally sponsored schemes (crops, horticulture, inputs, soil & water management) for the purpose of transfer of technology. Wherever ATMAs have been established, they should be conduit of these funds.

Suggested Readings

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