

CHAPTER – II : THEORETICAL FRAMEWORK

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II.1 DEVELOPMENT AND ITS CHANGING DIMENSIONS

Development, in its varied dimensions, is a subject of intense and absorbing interest for social scientists in all the countries, whether developed or developing. It is a continuously changing and dynamic concept. Almost all the available writings on development related issues suggest that the concept itself has become an issue of considerable debate and a subject of variety of interpretation. The concept of development in the early nineties differs considerably from that of the fifties and sixties. Brandt Commission Report states that "Development never will be and never can be defined to universal satisfaction." ¹ Similarly Uphoff and Lichman point out that development is probably one of the most depreciated terms in social science literature, having been used more than it has been understood.²

Many have defined 'development' in terms of an increase in national production and economic growth. Some others include social improvement and still others think of it in terms of an increase in the capacity of political system. There are others also who make no distinction between development and modernization. Thus, development is a complex phenomenon comprising many dimensions - social, political, economic, administrative and so on. In the context of public administration, scholars read, talk about 'development administration' and 'administrative development'. Thus, while defining the concept of development, it is necessary to take an integrated approach.

According to Colm and Geiger, development means change plus growth.³ Weidner defines it as 'a process of growth' in the direction of modernity and particularly in the direction of nation building and socio-economic progress.⁴ Fred W. Riggs defines development in terms of rising levels of autonomy for discretion in the sense of ability, to choose among alternatives, not, of course, in the sense of caution or moderation. He introduces the concept of development as an increase in the level of discretion of the social system. Riggs says that development involves the ability to choose whether or not to increase outputs, whether or not to raise levels of Per Capita Income or to direct energies to other goals, to the more equitable distribution of what is available, to aesthetic or spiritual values or to qualitatively different kinds of output.⁵ Hahu-Been-Lee defines development 'as a process of acquiring a sustained growth of a system's capacity to cope with new ; continuous changes towards the achievement of progressive political, economic and social objectives.'⁶ He sees development both as process and purpose.

Rogers defines the concept of development as "a widely participatory process of social change in a society, intended to bring about -both social and material advancement (including greater equality, freedom, and other valued qualities) for the majority of the people through their gaining greater control over their environment.⁷ In fact, the principal aim is to improve not only the economic, but the social, cultural, and environmental welfare of a nation. It is a process of raising the standard of living of the people, improving their education and health and also opening up new and equal opportunities for a richer and more varied life.

After the Second World War (1939-45), with the independence of former colonies from the political dependence, most of the developing countries in Asia, Africa and Latin America were aspired for nation building and rapid socio-economic progress. For many years, almost everyone looked at the development of the third world countries solely in terms of economic goals. During the fifties and early sixties, the western scholars prescribed for rapid economic development through industrialization and urbanization of these countries. They laid emphasis on industrialization, heavy accent on science and technology, ruthless exploitation of natural (environmental) resources and letting loose of market forces. These models argued that once there is robust growth of the GNP/GDP, the whole society will develop in all its segments. The non-western economist and political elite's in the third world countries accepted these models and tried to implement them in the development planning processes. These models of development are also known as dominant paradigm, as during these periods, they dominated the entire field of development.

The dominant paradigm in the west vis-a-vis Third World development was based on an application of the evolutionary concept of Darwin to social change. According to this concept, development of societies followed a unilinear path and the major stages of growth were universal. The highest stage of development or evolution was represented by advanced European nations of the 19th and the early 20th century. As Fred Fjes comments, "it was generally assumed that a nation became truly modern and developed when it arrived at that point where it closely resembled western industrial nations in terms of political and economic behavior and institutions, attitude towards technology and innovation, and social and psychic mobility."⁸ In these theories, the third world nations were usually described as traditional while the industrialized nations of the West were identified as modern. The advanced western nations had a capacity to cope

with a range of social, cultural, technological and economic issues in the process of social change. The Third World nations, on the other hand were limited in their capacity to cope with problems or crises as even master their environment. According to this theory of development, societies are modernized through greater differentiations in their institutions. In sum, the western countries were treated as models of political, economic, social modernization that the third world nations would emulate.

However, all the theories of modernization were not necessarily at the macro level. Weiner believed that attitudinal and value changes were prerequisites to creating a modern, socio-economic policy.⁹ Another area of interest of modernization theories was the role of culture in development. Using Max Weber's thesis in the Protestant Ethic and the Spirit of Capitalism, sociologists sought to identify a set of cultural values in Asian religions that inhibited modernization. The recommendation of these studies was to continuously extend the modern (i.e. western) component and displace all traditional (i.e. Asian) elements in developing nations.¹⁰

In dominant paradigm, economic growth was considered the key to development. Industrialization and accompanying urbanization was considered the main route to impressive economic growth. The development performance could be measured by quantitative indicators which included gross national product (GNP) rates, per capita income etc. In dominant paradigm, the choice of technology was considered to be capital intensive and machine intensive to substitute labor which was abundantly available in the Third World nations. Underdevelopment in Third World countries was usually attributed to internal constraints within countries rather than external forces acting on this nations.¹¹ Perhaps the attractiveness of these alien westernized models of development did not last long. Soon, many eminent economists and social scientists in the developing countries not only challenged the economic bias of these models, but also rejected several strategic formulations that were presented as receipts for the development of the third world countries. The argument raised basically was and still is, that development doesn't mean mere economic development or economic growth. The increased GNP benefited the top-echelons where as the rest of the populations remain largely unaffected. The top-down approach to planning and development under the dominant paradigm did not reflect the new concern for self reliance and popular participation in development activities.¹²

The concept of development changed quite drastically in the seventies. There was a move from the earlier technologically deterministic and GNP centered definitions to alternative conceptions that were more qualitative. The newer concept of development envisages widely participatory process of social change in a society. It intended to bring about both social and material advancement (including greater quality, freedom and other valued qualities) for the majority of the people. The new definitions of development were pluralistic and indicated several new goals for meaningful and real development in the Third World. They stressed equity in distribution of information and other benefits of development; active participation of the people at the grass roots; independence of local communities to tailor development projects to their own objectives; and integration of the traditional and modern system to constitute a unique blend suited to the needs of a particular community.¹³

There were others interesting development in the mid 70s. The opening of china to the rest of the world showed that it was possible for a country to embark on a development by using its own unique models of development. Another consequence of the disenchantment with the trickle down idea of development was the focus on basic needs of the people. The basic needs approach ensured access to minimum levels of consumption of basic goods and services to all to maintain a decent quality of life. The basic needs approach like other poverty oriented approaches, attached fundamental importance to poverty eradication within a short period of time.¹⁴

Research in the 70s also proposed for integrated rural development as a means to achieve a 'balance' development of rural communities. It was not solely concerned with increasing agricultural production. It also included other areas like health and nutrition, education and literacy contributing to the improvement of quality of life of the rural poor. It provided viable income generating assets to the target groups and to enable them through training, extension and other supportive services and infrastructural facilities to maintain assets.¹⁵

However, the development debate in the early 80s shifted to social aspects of development. The central focus was on human-centered and broad based development, effecting equal opportunities for all to participate fully and freely in economics, social, cultural and political activities. It was believed that, economic growth is an essential but not sufficient condition to ensure social development. The aim of social development is to reduce the economic inequalities and bolster the ability of every human being to

satisfy his/her basic needs and achieve a satisfactory quality of life within the environment of equity, social justice and human dignity. It calls for strategic investments in health, education and social services and necessitates access of the underprivileged to means of economic well being. Social development consists of all sorts of changes in social structure brought about with a view to improving social situation relating to social environment, housing, health and nutrition, education and training, work and employment, working conditions, social security and social welfare. There was a view that, every country, big or small, rich or poor had to struggle hard to develop its economy, to ensure the 'well being of the people'. Development means increase in material welfare through increased productivity; increase in social welfare through education, health programs, increased safety, freedom and opportunity and also sense of participation in local, regional and national affairs and an equitable distribution of the fruits of development among different groups of people and among different regions of the country.¹⁶

In connection with social development, two allied concepts, namely, 'human development' and 'sustainable development' find frequent mention in the current development debate. The concept of human development, though not new to social science vocabulary, has now acquired new interpretations. A few decades ago, it was used to refer to more investment in human skills. Human development tended to be equated with human resource development - treating human beings as a resource. It is only in recent years that human development has taken on a deeper meaning by recognizing that development is sustainable only when human beings are increasingly capable of taking charges of their destiny. The essence of human development is to place development at the service of people's well being rather than people at the service of development. In this perspective, human development implies empowering people to make their own choices. It also emphasizes the relevance of local values and knowledge as guidelines and tools for making this choices.¹⁷ The process should be done in such a manner that their proper personality development may take place; opportunities for suitable employment may be available to all the employable; they may be able to make their fullest contribution towards achievement of goals of their society; and that they may be in a position for acquiring equitable benefit from the fruits of their labour.¹⁸ The ultimate objective of development is to improve human well being and the quality of people's lives.

The concept of sustainable development lays emphasis on the development that meets the needs of present and future generation. It stress on the development of social capital in conjunction with the development of physical capital. The argument is that without social capital other forms of capital cannot be maintained or used properly. The social capital emphasizes the empowerment of the disadvantaged people, suggesting their involvement in decisions affecting their life. It is considered the key to sustainable form of development. A UNDP report (1994) puts the concept in its proper perspective. According to this report, sustainable development is development that not only regenerates economic growth but distributes its benefits equitably that regenerates the environment rather than destroying it; that empowers people rather than marginalizing them. It gives priority to the poor, enlarging their choices and opportunities and providing their participation in decisions affecting them. It is development that is pro-poor, pro-nature, pro-jobs and pro-women and pro-children.¹⁹ Thus sustainable development is a process of change in which the extraction of resources, the direction of investment, the orientation of technological development, and institutional change are all in harmony and enhances both current and future potential to meet human needs and aspirations. Barbier (1987) provided a detailed definition of sustainable development. He defined sustainable development as one which is directly concerned with increasing the material standard of living of the poor at the grass roots level which could be quantitatively measured in terms of increased food, real income, educational services, health care, sanitation and water supply etc., and only indirectly concerned with economic growth at the aggregate.²⁰ In this sense, sustainable development merges economics and environment both in theory and decision making. It seeks to restrengthen the human dimension of development by focusing development strategies and policies on people, encouraging their participation in the development process and meeting their needs. It places a marked stress on participatory involvement of people in the design and implementation of human development strategies and programs.

II.II DEVELOPMENT ADMINISTRATION AS AN APPROACH

After the World War II, in 1945, a number of countries of Asia, Africa and Latin America attained independence from political dependency and imperial yoke. During the colonial regime these countries were stricken with poverty, hunger, ignorance, inequality and backwardness. The new status of political freedom gave hope of greater individual

freedom and equality of treatment in the society. All the newly independent nations embarked upon a complex process of nation building and rapid socio economic reconstruction. Independence created hope for higher national and per capita income, a rapid rise in standards of living and freedom and self determination in political systems of representation. New governments and their administrative systems were expected to give reality to these anticipated fruits of independence from imperial power. Certainly the maintenance of law and order remained a prime function of government and was basic to development, but the ultimate was to bring about socio-economic transformation through planned change. Since traditional administration both as a discipline and as a field of applied technologies was concerned more with 'system maintenance' the need was felt to develop a separate branch of public administration for undertaking the task of development. Thus the concept of 'development administration' has almost exclusively been used with reference to the developing nations of Asia, the Middle East, Africa and Latin America.²¹

After the Second World War, western countries, specially the USA, come out with various technical assistance, economic support, theoretical models and frameworks like Marshal plan and comparative administrative group (CAG) for the newly independent countries. The CAG, set up in 1963 as a committee of the American Society for Public Administration was concentrating on comparative studies of the administrative systems in the third world countries with a developmental focus. It developed a three fold program to encourage research, teaching and more effective public policy formulation in the area of development administration. The CAG focused on the administrative problems of developing countries in the context of their social, cultural, political and economic environments. The group supported and sponsored research, seminars and conferences and works for the improvement of teaching materials and approaches. It served as a communication link between the scholars and practitioners concerned with development administration. To CAG, the key role of modernized administration (bureaucratic administration) of developing countries was to provide planning and an institutional infrastructure to convert inputs of objectives, capital and know-how into developmental outputs.²² Fred Riggs, who was the chairman of the group from its inception to the end of 1970, had given special interest in the study of public administration in developing countries. The traditional literature on comparative administration was culture bound, limiting itself to the study of Western nations their

governmental institutions and practices. Riggs first emphasized on cross cultural and cross temporal analysis. For this he mapped out and entered into a comprehensive program of research, seminars, and conferences for the expansion of facilities for field research in the third world countries.

Broadly speaking, there are two schools of thought with regard to the definition and scope of development administration. Montgomery and Fainsod represent the school of thought which defines development administration in a narrow sense. According to Montgomery, development administration connotes "carrying out planned change in the economy (in agriculture or industry, or the capital infrastructure supporting either of these) and to a lesser extent, in the social services of the state (especially education and public health). It is not usually associated with efforts to improve political capabilities."²³ In the world of Fainsod, "It embraces the array of new functions assumed by developing countries embarking on the path of modernization and industrialization. Development administration ordinarily involves the establishment of machinery for planning economic growth and mobilizing and allocating resources to expand national income."²⁴ According to this school of thought, development administration means merely a program oriented approach to administration which is concerned with the resolve to mobilize existing and new resources and cultivate appropriate skills to achieve the developmental goals of administration.

The other school of thought which is represented by Lucian Pye, Fred W. Riggs and Weidner, uses the term 'development administration' in a broader sense. Weidner points out that "development administration in government refers to the process of guiding an organization toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or other."²⁵ In this sense, development administration would include the entire process of nation-building, particularly in the developing states of the world. In short, it may be said that development administration is essentially a concept of administration which is action oriented rather than structure oriented. According to Fred Riggs "...Development administration refers to organized efforts to carry out programs or projects thought by those involved to serve development objectives. The phrase (development administration) originated from simple analogy with such expressions as agricultural administration, educational administration and social welfare administration, each of which involves organized efforts to implement agricultural, educational and social

welfare programs, respectively."²⁶ Riggs observes, "Administration can not normally be improved very much without changes in the environmental constraints (the infrastructure) that hampers its effectiveness and the environment itself cannot be changed unless the administration of development programs is strengthened."²⁷ The development administration focuses on the dynamic interaction between an administrative system and its social environment. Riggs views development administration as goal-oriented administration - which is engaged in the task of achieving progressive political, economic and social goals. In this context Riggs has presented the concept of "administrative development" which refers to the increase in the capabilities of an administrative system to achieve the prescribed goals.²⁸ According to George Gant, the concept of development administration came to denote "the complex of agencies, management systems, and processes a government establishes to achieve its development goals.....Development administration is the administration of policies, programs and projects to serve development purposes." ²⁹

Like the concept of development, the concept of development administration has changed dramatically over the last four decades. During the 1950's and 60's Development Administration was concerned primarily with transferring the techniques of public administration, applied in the western industrially developed countries to the developing nations. The aim was to create a rational, politically neutral and an impartial efficient bureaucracy in the Weberian tradition. Development administration was supposed to be based on professionally oriented, technically competent, politically and ideologically neutral bureaucratic machinery. It was to act as a main instrument and catalyst for mobilizing existing and new resources, and to cultivate appropriate skills to achieve developmental goals, known as modernization.³⁰ However, this approach to development came under increasing criticism during the 1970s for being ethnocentric and for attempting to 'impose' western concepts and values that were often irrelevant in poor countries. It helped little in developing countries to cope with the complex and uncertain problems of change. Modernization had failed to solve the basic problems of underdevelopment. Whilst some significant increases of GNP had indeed taken place, but there was the growing gap between the rich and poor nations. During this period, the focus came to be laid on institution-building and project planning and management, which were necessary for the development of poor countries. Development administration was also seen as being concerned with the need to develop and mobilize

existing and new resources and to cultivate appropriate capabilities to achieve developmental goals. A number of techniques were popularized during this era, such as five year planning, community development and administrative reforms, which reflected the developing countries' preference for external help for modernization and westernization. But in the mid 1970s, it was clear that something had gone wrong. The western style of economic progress was obviously not forthcoming; instead, the quality of life in many third world countries was declining. Thus, by the end of this decade, the focus again shifted to equitable distribution of the benefits of development activities. Greater attention was given to provide for basic human needs, to stimulate productivity and raise the income of the disadvantaged groups to create condition in which the community, private and voluntary organization could play a stronger role in 'bottom-up' process of development planning. The content of GNP becomes more important than its rate of growth and the rural sector of the economy becomes the major focus for development. The aim is to bring about agricultural transformation through a decentralized system of small, locally controlled organization rather than through large scale governmental organizations requiring strengthening of local governments, increased local participation, and other major changes in socio-political condition.

During the 1980's and the early 1990s in nearly every developing countries of the world, short-term stabilization measures, liberalization efforts and economic reforms have been attempted or adopted. It was felt that the 'development industry' has become a 'big business', which should be dominated by professional financiers and technocrats. The development industry seeks to maintain an apolitical and value free stance in dealing with the problems of power and values. To deal with the development crisis people should be driven by a strong social commitment rather than by the budgetary imperatives of huge global bureaucracies.³¹ Hence the stress was on the potential role of voluntary non-governmental organizations (NGO's). All of these have basically aimed at a reduced role of the state in the economy, particularly in the area of expenditures and ownership of productive enterprises through privatization, deregulation and decentralization. They have focussed their attention on market mechanisms, especially in the areas of exchange rate adjustment, trade, liberalization and the use of subsidies. Such a strategy under the rubric of Structural Adjustment Program (SAP) has made use of trade, fiscal and monetary policies to restore balance of payments, equilibrium and stimulate growth in developing societies.³² Programs were based on the belief that once macroeconomic

stabilization was achieved, complementary measures would help to alter the structural characteristics of the domestic economy (for instance, through deregulation and more market oriented). Stagflation would thus be avoided and proper conditions established for sustainable economic growth. The World Bank, IMF, the US agency for international development (USAID), the British Overseas Development Agency (BODA) and other similar international aid agencies - appears to provide an alternate model to development administration through 'de-administered' development. The granting of aid is made conditional upon policy changes involving a downsizing of the bureaucracy as well as elimination of subsidies, acceptance of devaluation, and other changes in monetary and fiscal policy.³³ Ideally, public servants at all levels and in all areas of the world should be better trained, more professional, more aware of the world at large, more ethical, more production, more humble and more responsive to citizens. In that eventuality, administered development would co-exist alongside private sector entrepreneurship and Private Voluntary Organizations (PVOs) and Non-Governmental Organizations (NGOs). They are the principal actors in the reconstruction of political, culturally and territorially diverse organizations and individuals to advance a common agenda on one or another issue of global import. NGOs can facilitate cross national policy transfer and modify policy processes: trans-national networks of NGOs are vehicles to empower domestic NGOs on a range of issue at the global level. Their aim is to secure human rights and environmental protection. Emphasis is on leadership and teamwork at the local level, with reliance on help from knowledgeable outsiders. The stress is given on pluralistic strategy of development that encourages the exploration of alternative channels for providing services through the use of 'multi-organizational service networks' including private enterprise and reliance on non-governmental organizations (NGOs).

Different countries in the various regions of the world have responded to these policies in different and even constructing ways. Most of the Asian and African countries changed their former policies which created economic crisis and the pressures exerted by creditor countries, commercial banks, international financial agencies and transnational corporations. India responded to the Structural Adjustment Program only in the 1990s.³⁴ India turned a new page in its administrative history with the adoption of New Economic Policy in 1991, thereby committing herself to liberalization, privatization and globalization. Under the impact of the New Economic Policy (NEP) and Structural Adjustment Program, India is opening itself to the world and even integrating itself with

the world economy. The concept of “New Economic Policy” has cut short government activities through privatization, deregulation and decentralization. It is essentially the policy of the removal of restriction, trade barriers, and protectionist measures to enable the free flow of control, technology and services. Even the government subsidies in agricultural sector have been reduced and the spending on education, health and other social services was put under strain. This calls for a redefining of the role of the state.

The analysis of the changing role of the Government in the wake of liberalization indicates a new role of public administration in the national economy. The governments are now not merely passive actors. The role has become promotional. The role of the bureaucracy has been reduced to provide the conducive environment - both for the public and private sector activities which will operate in a competitive spirit. In the period of crisis, unemployment, falling of real wages and because of high rate of inflation, state intervention is necessary. The state is supposed to work for the development of social infrastructure and promotion of universal social services. Deregulation and Privatization also need to be supplemented by the establishment of suitable regulatory frameworks for ensuring fair competition among different operators and protecting consumer interests, public safety and environmental protection. This regulatory authority can only be the government and its machinery, i.e. bureaucracy.³⁵

Along with the change in the role and responsibilities of the Government in the national economy, there is also a need for a greater concern on human development. The state and its public administration will continue to play an important role in agricultural development, employment generation, population control, literacy, health, nutrition and basic infrastructure. Now the common concern of development administration is to deal with the transformation of policy reforms and programs to produce benefits and better lives for citizens in countries of the developing world. The main trend is to achieve a 'balanced' development of rural community through self - determination, empowerment, equity in the distribution of development benefits and active participation of people in community services. The development administration is based on the realization that the community participation in the task of national development is a sine qua non. In this respect, planning for integrated rural development is a synergic approach which aims at total development of the area and the people by bringing about the necessary institutional and attitudinal changes and by delivering a package of services through extension methods.

II.III CONCEPT OF RURAL DEVELOPMENT

In most of the third world countries, in recent years, rural development has emerged as a distinct field of policy, practice and research. Development encompasses sustained increases in per capita output and incomes, expansion of productive employment and greater equity in the distribution of the benefits of growth. Rural development over the years has emerged as 'a strategy designed to improve the economic, social and cultural life of a specific group of people living in rural areas.'³⁶ The objectives of rural development are multidimensional as well as multi-directional. It aims at increasing employment, higher productivity, higher income as well as making provisions for minimum acceptable levels of food, clothing, shelter, education, health, and inculcating such ethical and moral which are in keeping with the high cultural heritage of the country. Thus, rural development encompasses all aspects for the overall development of rural life.

The World Bank, in its rural development sector policy paper of 1975, had defined rural development as a "strategy designed to improve the economic and social life of a specific group of a people, the rural poor. It involves extending the benefits of development to the poorest among those who seek a livelihood in the rural areas. The group includes small farmers, tenants and the landless."³⁷ The World Bank strategy emphasized on improving the living standards of the masses of the low income population residing in rural areas while making the process of rural development self-sustaining. On the contrary, the I.I.O. approach aims at satisfying also non-material needs such as human rights, participation and autonomy. It stresses on the redistribution of assets, income and power, and changes in income distribution and in the structure of production.³⁸ Rural development has also been defined as a process which leads to a continuous rise in the capacity of the rural people to control their environment accompanied by the wider distribution of benefits resulting from such control.³⁹ Michael Todaro views that "Rural Development encompasses improvement in levels of living, including employment, education, health and nutrition, housing and a variety of social services; decreasing inequality in the distribution of rural incomes and in rural urban balances in incomes and economic opportunities; and the capacity of the rural sector to sustain and accelerate the pace of these improvement."⁴⁰ Mishra and Sunderam define "rural development as not merely development of rural areas but also the development of quality of life of the rural masses into self-reliant and self-sustaining modern little

communities. Rural development is, therefore, development of rural areas in such a way that each component of rural life changes in a desired direction."⁴¹ According to a UN Report, "Rural development has come into international usage to connote the process by which the efforts of people themselves are united to those of governmental authorities to improve the economic, social and cultural conditions in the life of the nation and to relate them to contribute fully to national programs."⁴²

Rural development has been identified variously with economic growth, with modernisation, with increased agricultural production, with socialist forms of organization, and with services for basic needs such as health, education, transport and water supply. A complementary and more inclusive definition has been offered by Robert Chambers defined it is as a strategy to enable a specific group of people, poor rural men and women, to gain for themselves and their children more of what they want and need. It involves helping the poorest among those who seek a livelihood in the rural areas to demand and control more of the benefits of development.⁴³

Thus, Rural development, in the ultimate analysis, means making provisions for the optimum utilization of human and material resources in rural areas for the optimum development of both physical and mental potential of the rural people. It includes the development of socio-economic conditions of the people living in the rural areas, and ensures their participation in the process of attaining development.

Rural development as a strategy for development received special attention of the Indian national leaders. Mahatma Gandhi designed a comprehensive program of rural development which included use of khadi, promotion of village industries, eradication of untouchability, provision of basic and adult education, provision for women's uplift and propagation of the national language. Sevagram at Wardha, where Gandhi was trying to give his ideas a practical and real exhibition soon came to represent the vision of India. Gandhiji raised a nation wide army of voluntary workers engaged in rural reconstruction programs all over the country. Thus he conceived the village units as self-sufficient and "as strong as the strongest?"⁴⁴ He wished to revive the panchayats with democratic bases and invest them with adequate powers so that the villagers could have a real taste of 'Swaraj' or self rule. His idea of village swaraj was that the village would be a complete republic independent of its neighbors in some important areas of activity and yet inter dependent in some important areas of activity. The government of the village, i.e., Panchayat would have the full authority over the village. There would be a prefect

democracy based upon individual freedom. The individual would be the architect of his own government.⁴⁵

The concept of rural development has undergone reinterpretation in the same way as the holistic concept of development. In the decades of the 50s and the 60s, rural development strategy laid the main emphasis on rural economic development, implying largely agricultural growth in a broad sense. But as this was resulted in social and economic polarization with rising agrarian discontent and even some local conflicts, reformulation of development strategies and restructuring of programs began to take place so as to induct the social equity concept as complementary to rural economic growth. Employment expansion, income transfers and extension of social services and social welfare facilities have begun to be given an increased emphasis in strategies and policies of rural development. The existing strategies are also being modified in order to reduce regional, social and gender disparities. There is also a growing awareness among decision maker that development plan should also take into account population and ecology as important factors influencing the implementation and impact of the development policies.⁴⁶

It is now widely recognized that rural development is by no means an agricultural or productivity problem alone, nor is it mainly a technical problem. Poverty is spreading, while constraints seem to multiply and continue to halt progress. It is the removal of these constraints and the identification of gaps in rural development policy, process and research, which need to get prime attention in any effort at rural development. Rural development must be looked upon as a process of change in societies, whereby poverty will be reduced, if not totally eliminated and the creativity and existing knowledge of the poor will be fully utilized. The poor must have access to the resources of the society and control over their environment.

Now, planning for integrated rural development has assumed great significance as a means to achieve a 'balanced' development of rural communities. The concept of integrated Rural Development (IRDP) came in 1970s as a 'basic need oriented approach' which emphasized on greater equity in the distribution of fruits of development in the economic growth process.⁴⁷ This approach emphasis's on integration of multifaceted efforts of rural development. According to FAO, IRD is a concept and an approach to planned progress in rural areas. It is based on the assumption that economic and social progress are mutually reinforcing, that all natural, technical, economic, social and

institutional interrelationships and their changes are taken into account and that they are combined in such a way as to serve the well being of men with social integration as the ultimate goal.⁴⁸ Robert Chambers suggests to include in this approach poorest group of rural women and children who not only seek a livelihood in the rural areas but would also seek to demand and control more benefits of development.⁴⁹ Conceptually, while rural development can be explained in terms of the economic growth, issues such as increase in agricultural production, expansion in employment opportunities, availability of resources to fulfill the basic needs, like health, education, water supply etc. and their distributional aspects are equally important. Rural development being so diverse in content requires simultaneous attention on a number of issues. For example, intensification of agriculture and attempts to bring in a shift in the occupational structure by increasing employment opportunities in secondary and tertiary sectors (fishery, forestry, husbandry and horticulture) would require different strategies, even though both may be significant contributors to the process of development.

In the Indian context, several efforts have been made in the field of rural development. The attempt began with the multipurpose approach. Under this approach, the Community Development Programme, started in 1952, aimed at developing to the fullest extent the material and human resources of an area through the cooperative efforts of the people and the active help of the state. The rationale of the approach was that all the aspects of rural life are inextricably interlinked with each other. Agricultural development is not possible without the spread of education and improved standards of health of the rural people. Other crucial factors for rural development include road, irrigation, electricity, communication and rural industry. The aim was to raise the standard of living by promoting social welfare, social justice, a cooperative way of life, and community cohesion and also building up the democratic organizations and institutions of the people. The problems as a whole were to converge on the totality of human development.⁵⁰

However the C.D. Programme failed to produce desired results due to financial constraints and a multi pronged attack was not possible. So, a certain priorities had to be drawn to solve the problem of food shortage. A more specific limited-purpose or minimum package approach was considered to be way out. This approach was used for higher agricultural production and marketable surplus. A Package Programme was launched as the Intensive Agricultural District Programme (IADP) in the year 1960-61 to

advocate a selective area approach to agricultural development and the achievements of intensity of cropping. However, this approach helped only the richer farmers in the rural areas.⁵¹

The widespread regional disparities resulted from growth oriented strategy ultimately compelled the government to launch special target group oriented programmes. Therefore, separate programmes like the SFDA (Small Farmers Development Agency) were started for the development of specific groups. For example, the Antyodaya scheme i.e. betterment of the last in the line is a target group approach. This approach produces a client oriented design and the ultimate goal is to transfer all the responsibilities of planning and development to the clientele themselves.⁵²

Another approach was undertaken to develop the underdeveloped regions. Under the Area Development Approach, a pinpointed area is taken for development. A backward area is identified for concentrated efforts, such as Drought Prone Area Programme (DPAP) Tribal Area Development Programme (TDP), Command Area Development (CAD), Hill Area Development, etc., which comes under this approach. It requires detailed action, cooperation and support from credit and service organizations in several fields like irrigation, soil conservation and agriculture extension.⁵³

The last but not least important in the series of programmes launched in India for poverty alleviation and rural development is the Integrated Rural Development Programme. The approach under which the programme was launched might be defined as integrated development of the area and the people through optimum development and utilisation of local resources -physical, biological and human and by bringing about necessary institutional, structural and attitudinal changes and by delivering a package of services to encompass not only the economic field, i.e.: agriculture and rural industries, but also the establishment of the required social infrastructure and services in the area of health and nutrition, sanitation, housing, drinking water and literacy. The IRD approach aims at raising per capita income and standard of living of the rural masses, providing fuller employment, elimination of waste, achieving national self sufficiency in agriculture, prevention of distress in rural area and migration to urban areas, increasing farm productivity and generation of maximum employment.

No scheme of rural development especially the sustainable rural development can be achieved without people's participation. The people's participation can best be ensured

through a process of democratic decentralization. It is based on the recognition of the right of the people to initiate and execute the policy decision in an autonomous way. The UN document on decentralization for national and local development says, "The people will have a better understanding of what the government proposes."⁵⁴ Through this understanding they would be more likely to adopt new ideas and practices, use the services offered, contribute their own effort and resources to the programme, give vitality to new institutions and make constructive adjustment in their lives.

Decentralisation is a process whereby the government divests itself completely of certain duties and responsibilities and devolves them on to some other authority. Decentralization soon began to be seen as an alternative system of governance where a 'people-centered' approach to resolve local problems is followed to ensure economic and social justice. It was realized that people should be empowered politically, economically and socially by ensuring them various rights so that they can participate in decentralized governance more effectively. In this respect, the term 'democracy' is used to impart a special meaning to the term of 'decentralization'. Democratic decentralization possesses two virtues: it is consistent with the democratic trend and it is also technically the most efficient method of formulation and execution of local projects. It is democratic in the sense that the source from which power is decentralized has its democratic base and the body to which power flows is also democratically organized.⁵⁵ Some, therefore, conclude that "democratic decentralization is a political ideal and local self government is its institutional form."⁵⁶ As Ensminger points out, "with democratic decentralisation the administrative orientation must shift quite completely from making decisions and issuing orders to helping the people make decisions through their Panchayats, cooperatives and samitis."⁵⁷ Thus the scheme of decentralization facilitates the combination of, and cooperation between, the official machinery of administration and the non-official leadership and control through the mechanism of local self governments.

In India, after independence, there was a need for an agency which represents the government and, at the same time, is nearer to the people to fulfil the role of welfare state. In 1952, the Community Development Programme (CDP) was started to meet the demands of the people for local development works, but decisions were taken at the official level. People were not associated with the decision making process.

To overcome this deficiency, the Balwant Rai Mehta Study Team recommended a 3- tier Panchayati Raj system to associate people in decision making at the village.

block and district levels. It was expected that the Panchayati Rai Institutions (PRIs) would properly utilize the development funds as per the local needs and aspirations of the local people, create opportunities for employment in rural areas, develop infrastructure and assist the government in removal of poverty. Since 1959, almost all the rural development department executed their programmes through the PRIs. Agricultural extension, animal husbandry, handicraft and handlooms, woman and child development, primary education, health services and family planning were all supervised by the PRIs.

But the institutions of panchayats did not strike roots. The lack of political attention coupled with bureaucratic neglect crippled the institutions. Staff and budget of different departments were withdrawn. All the development programmes during this period were implemented by bureaucrats. Funds were directly given to the bureaucratic agencies bypassing the panchayats.⁵⁸ In 1978, the central government created an agency for rural development in every district, known as the District Rural Development Agency (DRDA). All the funds for rural employment and poverty alleviation were diverted to it, which had the authority to fund and monitor progress. The PRIs remained only as agencies for executing development programmes.

The question of revitalization of participative institutions for rural development began to merit serious attention of policy makers since the mid 1980s. The panchayats got a constitutional status in 1993. A clear cut role of the PRIs in rural development has been envisaged. Major employment generation programmes, for example, the Food for Work Programme of the late 70s, or the National Rural Employment Programme (N.R.E.P.) and Rural Landless Employment Guarantee Programme (R.L.E.G.P.) of the 80s were implemented by the panchayats. The programmes of the Jawahar Rozgar Yojana (J.R.Y.) and recently Sampoorna Gramin Rozgar Yojana (S.G.R.Y.) are also being implemented through them. The Panchayats had the responsibility to implement rural water supply programme, minor irrigation, agriculture and animal husbandry. They had the responsibility to undertake promotional measures in agriculture as also to identify the beneficiaries for the supply of minikits (seeds and fertilizers) to farmers. The Panchayat samitis supervised the functioning of the Integrated Child Development Scheme (I.C.D.S.) and various social security measures. In the field of education, the panchayats utilized the funds for construction and renovation of school buildings. They also had the responsibility of ensuring supply of text books to the school. In addition,

they are also involved in rural electrification and rural housing programmes and the public distribution system.⁵⁹

The District Planning Committee and Block Planning Committee constituted for preparing the plans for economic development and social justice at the block and district level. They prepare plans and projects in the light of the resources available keeping in mind the felt needs of the people. The government of India and different states are now increasingly seeking the assistance of the PRIs for infrastructural development in rural areas to implement various schemes. Efforts are being made by various states to empower the Gram Sabha to get all people involved in decentralized planning. True democracy really means that the power to plan and execute the village development plans should rest with the people at the grass roots level.

II.IV COMMUNICATION IN RURAL DEVELOPMENT

In keeping with the current trend towards a more holistic development paradigm, there is a growing recognition of another crucial dimension that is so integrally connected with development: the communication and information dimension. The new emerging concept of development emphasizes on rural development, and in this aspect, communication and information represent a key factor. Development from below, based on participation in decision-making, has its own communication requirements. Uma Lele's analysis has shown that almost every activity that is considered vital to rural development is information – related or information dependent in some way.⁶⁰ Communication establishes a favorable climate in which development can take place. It is an essential pre-requisite for good leadership in rural areas. Communication has multiplier effect in disseminating information to different sections of the society. Rural development calls for intensive efforts to tackle problem of mass illiteracy, population malnutrition, poor health, hunger, pollution etc. It is through the process of communication that the aims and objectives of the various rural development programmes can be realized and useful information about new technologies to solve the problem of rural people can be passed on to them.

The word communication originates from the word 'communis' which means common or "to establish commonness" between two or more people. The dictionary describes communication as "intercourse by words, letters or messages,

interchange of thoughts or opinion". The purpose of communications is to share the knowledge and ideas among the people in such a way that each gains a common understanding of the meaning and use of the message. Leagans defines communication as "a process by which two or more people exchange ideas, facts, feelings or impressions in ways that each gains a common understanding of the message. In essence it is the act of getting a sender and a receiver tuned together for a particular message or series of message."⁶¹ According to Hartman "communication is the control of behavior through descriptive and reinforcing stimuli"⁶² Hovland describes communication as "the force by which an individual communicator transmits stimuli to modify the behavior of other individuals."⁶³ Loomis and Beegle define communication as "the process by which information, decision and directions pass through a social system and the ways in which knowledge, opinions and attitudes are formed or modified"⁶⁴

Thus, communication is a process by which an individual, the communicator, transmits stimuli, usually verbal symbols, to modify the behavior of other individuals who are the communicatees. There are three basic elements in communication: (i) the communicator, i.e., the person who initiates the process; (ii) the communicatee, i.e., the recipient; (iii) the content of the communication – communiqué. The act of communicating involves the relaying or transmitting of a sign or symbol – verbal, written or pictorial – from a specific source to a specific audience or receiver by means of any one or all of several media that act as channels for the transmission of the symbols – news papers, magazines, books, radio, television, motion pictures or direct speech – for influencing the opinion and actions of the receiving individual or group i.e., the public.⁶⁵ Communication is successful when the effect produced by the communiqué is that intended by the communicator. If communication is faulty, all attempts to inform, persuade and integrate are likely to be wasted. To be effective, communication should be designed for the situation, time, place and audience. It means careful selection of media and technique as well as words and symbols.

Communication has acquired special relevance in the context of national development where the mass media are supposed to act as agents of social change. Development broadly connotes a process which seeks to rebuild and restructure traditional societies with reference to the goals of nation – building and social, economic and technological progress. It involves transformation of old values, modification of behavioral patterns, change in traditional loyalties, establishment of effective institution,

and the emergence and distribution of new functions required to effectuate new social purposes. In this process of transformation, mass media can play a useful role in bringing about sustainable changes in the attitudes, values, beliefs and social norms.⁶⁶

The role of the mass media in development activities was very clearly implied in the dominant paradigm of development during 40s and 50s. Wilbur Schramm, a champion of the dominant paradigm, reiterated that the modernization of industry or agricultural sectors in developing nations required the mobilization of human resources. Schramm said that “without effective communication, economic and social development will be inevitably retarded, and may even be counter productive.”⁶⁷ Some scholars went further to state that the major problem in developing countries was not a shortage of natural resources but underdevelopment of human resources. Thus, the mass media had the enormous task of building the human capital. Mass media were also expected to prepare individuals for change by ‘establishing a climate for modernization’.⁶⁸

For many years, communication flows were hierarchical, top-down and one-way. People were regarded passive receivers of development information. But the new approach to social development based on participation and grassroots development, envisaged new roles for communication to encourage and facilitate more and more participation by the beneficiaries on a co-equal basis of knowledge sharing with technical experts. Communication should be two-way, interactive and participatory at all levels. It thus upholds the importance and advantages of traditional folk media as they were intimate with the people at the grass root level and highly participatory. Now there is a shift from the concept of development communication to development support communication to mediate between the technical experts and their beneficiaries. The development support communicator is expected to translate technical language and ideas into messages that would be comprehensible to users.⁶⁹ Under DSC, development defines as ‘a process of empowerment’ which ‘builds on the capacities of Third World peoples and governments to make self-reliant decisions’. Support means understanding and helping all who take part in a development project: ‘.....the DSC person will do whatever it takes to help the project succeed’. The term ‘communication’ calls for professionally trained communicators ‘well-versed in all aspects of communication, but especially in the social science aspects of human communication for human behavioral change.’ DSC experts need to realized that cultures, needs and problems are different in the society.⁷⁰

Thus, development support communication has a dichotomous goal structure. As far as the beneficiaries of development are concerned, it is used to mobilize, train and organize them so that they may participate effectively with the experts and governmental authorities. For the sources of development or benefactors, it can be used to execute better management strategies, hire and train development support communicators with effective communication skills, co-ordinate the various user agencies, and generally ensure that the development programmes do not suffer from handicap.

II.V OBJECTIVES AND IMPORTANCE OF CONCEPT OF EXTENSION

Over a period of time, extension has become highly specialized and well developed as a profession. It has long been regarded as the most logical, scientific and systematic method for disseminating productive and useful knowledge and skills to user receivers. There is a lack of consensus regarding the definition of extension. Scholars have defined the concept in different ways by using their own psycho-physical methods. J.P. Leagans defines extension as an applied science consisting of contents derived from researches, accumulated field experiences and relevant principles drawn from the behavioral sciences, synthesized with useful technology, in a body of philosophy, principles, contents and methods focused on the problems of out of school education for adults and youths.⁷¹ Extension is the act of presenting to the people, in an understandable manner, new ideas and improved technology of practical utility. It enables people to put them into practice so as to improve their own realization and efforts. Extension is to teach a person to think, not what to think. It also teaches people to identify accurately their own problems and develop confidence to solve these problems through their acquired knowledge. According to O.P. Dahama, Extension is defined as an educational process to provide knowledge to the rural people about the improved practices in a convincing manner and to help them to take decisions within their specific local conditions.⁷² Extension is education outside the school, in which adults and young people learn by doing. Extension is also the education of rural adults in matters of their choice and interest. It is education for freedom, which seeks to help person to use the liberty of action with which democratic society is constructed.⁷³ Bradfield, whose publication has been used extensively by the Food and Agricultural Organization of the United Nation, summarizes the philosophy of the extension approach. Extension paves the way

for further progress of standard of living by relating national, economic and technical objectives and create interest among the farming community about the benefits of attaining them.⁷⁴

Extension has three broad components and classifications. Each one has its own merits and yields different results depending on the abilities, capabilities and potentialities of the individuals, organizations, and users who practice them in the field situation.⁷⁵

1. Extension Education:- This is basically a need-oriented, local-resource based, problem-situation oriented system and concerned with tripod for modernization viz., Teaching, Research and Extension Education. It aims at effecting the behavioral changes of people in a desirable direction through conviction, communication and diffusion. The role of extension education is generally performed by higher learning institution like Research Institute, Universities and apex level Training and Extension Organisations.

2. Extension Service:- Extension Service is location-specific, input-intensive, service-oriented and field level professional activities, concerned with advising the target beneficiaries on the various facets of technologies on the one hand and communicating field and users' problems to the research scientists on the other. Thus it bridges the gap between research results and their application in the field through continuous persuasion, communication, motivation and translation of research results (technology) in practice. Extension services also work hand-in-glove with other development departments, inputs and credit institutions and try to multiply their efforts through mass and local media of communication. It is the mission and mandate of various development departments like agriculture, health, irrigation, industry, information and communication etc.

3. Extension Work:- This concept is at the lowest in hierarchy but extremely broad based in usages as it is highly popular. Extension work is actually performing task(s) in helping the people to help themselves in making them self-reliant, self-respectful, self-acting through self-help project and activities and inculcating self-will. This is generally the role and responsibility of individuals and agencies having mission and mandate to uplift the people.

With all the academic definitions put together, the Layman's definition of extension is to bring the desirable changes in the behavior (knowledge, skills, attitude, understanding, goals and confidence) of the people through mutual learning. It bridges the gap between the mission-and-mandates of the organization (individuals) and the

needs of the ultimate target beneficiaries (clientele) as per their aims and objectives by using well tested and proven extension methodology

Acknowledging the importance of extension education, the Second Five Year Plan opined that “the extension programme aims at the rapid increase of food and agricultural production, the promotion of education, improvement in health, introduction of new skills and occupations, so that the programme, as a whole, can raise the rural community to a higher level of economic organization and arouse enthusiasm for new knowledge and improved ways of living. By this, the three important levels of the country’s economy, i.e., hunger, disease and ignorance would be tackled through coordinated, planned effort on intensive lines. Its general objective is to secure the fullest development of natural and human resources of the area selected, called as blocks.”⁷⁶ The aim of the Community Development Blocks is not merely to strive for ample food, clothing, shelter, health and recreation facilities but more important than these material improvements, is a change in the mental outlook of the people, installing in them an ambition for a higher standard of life, and the will and determination to work for such standards. In the words of C.C. Heame, the objective behind the extension programme in India is “to raise standard of living of the village population, and the right use of land, water and livestock.”⁷⁷

The extension education changes the outlook of the villagers. Unless the people develop aspirations for a higher level of living, all efforts to motivate them will fail. Extension education helps village people to become self-reliant, responsible, capable and willing to participate effectively, and with knowledge and understanding, in the programme of development. In sum, the extension education assist each villager in planning and carrying out an integrated, multi-phased family and village plan, directed towards increasing the agricultural production; improving existing village crafts and industries and organizing new one; providing minimum health services, arranging educational facilities for children as well as for adults; and improving housing and family-living conditions for village women and youth.

It is usually believed that the knowledge of the principles is of no value to an extension worker. These principles are considered to be of academic interest for the students taking advance courses in extension. However, Leagans has given stress on the need for a sound knowledge of the principles for the extension workers. He points out that without this knowledge extension workers either keep on laboring under some

handicaps, or make great mistakes, particularly in the initial stages. Further, if an extension worker aspires to become an administrator or a supervisor, it will be all the more necessary for him to possess a sound knowledge of the principles of extension. The principles of extension are relative and not necessarily fixed in importance or sequence. They are fundamental in nature and widely accepted in literature or subject.

To make effective, extension work must begin with the interests and needs of the people. Many times the interests of the rural people are not the interests of the extension worker. Even though he sees the needs of the people better than they do themselves, he must begin with the interests and needs as the people see them. In this way only the extension agency can mould the needs and interests of the people into realistic needs.

For extension programmes to be effective and real, the approach and procedure must be suited to the culture of the people. Different culture requires different approaches. Earl Moncur remarks that "As each culture is unique and each particular situation within which a change is occurring, or is to be made, is unique, it is not possible to lay down prescription for what to identify and to describe the process which occurs so that each particular individual or team charged with responsibility for planning, execution or adjusting to some type of change, can act in terms of the process."⁷⁸

It is very difficult for a multipurpose extension worker to keep himself abreast with all the latest findings of research in all the branches of science. Trained specialists have to be provided, who keep themselves in touch with their respective research institutes. No single extension teaching method is effective under all situations. Reading material is for those who can read, radio-programmes for those who have radios, meeting for those who can attend demonstration. The use of teaching methods must have flexibility considering the variations in age, education, economic status, sex etc. among the members of the community.

The involvement of leaders in extension programmes is the one single factor that determines the success or failure of those programmes. Local leaders are the guardians of local thought and can be trained and developed to best serve as interpreters of new ideas to the villagers. Satisfaction of the people is very essential in extension work. Unless the people are satisfied with the end product of any programme, it will ultimately fail to make any lasting impact. In democratic societies people can not be made to move like machines. They must continue to act out of their own conviction. This is possible only

when they derive full satisfaction through adoption of innovations, which are well suited to their needs and sources.

ROLE OF EXTENSION WORKER

Extension is not the work of a single person or agency. It includes all those who are working with the villagers with specific programme of development. The Village Level Workers, the Extension Officers, the Block Development Officer and the Extension Specialist together constitute a team for executing and carrying out successfully a programme of extension. Extension work is mostly determined by the efforts of these people. Extension work is not limited to the rural areas alone, but extends to urban side as well. To a large extent, the success of an extension worker is determined by his ability to communicate with others. In order to work effectively in the field of extension education for community development, it should be made clear that the central challenge is to help village people to put useful knowledge to work for them.

The extension worker is bound to touch upon all aspects of rural life. He should have a comprehensive understanding of the village people and their problems, needs and capabilities. For this, he must survey the entire village, its people and their resources. The extension worker should use as many methods of extension as are necessary. Experience has shown that extension workers who use more methods of extension are more successful. Thus, the use of all practical methods of teaching requires serious and careful planning.

He should give the villagers every chance to work in co-operative group action. The villagers should be encouraged to have discussions. Because as a village discussion group grows and gains confidence it will naturally seek to become a village extension group. The extension must, in the beginning, give leadership to the group. The extension worker has to improve the village life and surroundings and create the conditions for farmers to become active members of our republic, socially, economically and politically.⁷⁹ He is also responsible for making the villagers feel that he is a real partner in village affairs.

Actually, the field of the extension worker is very wide. He carries the teachings, recent research findings and discoveries from the institutions, experimental and research stations in the country or elsewhere, to the villagers. He is the man to raise the levels of living of the villagers and provide a more stable base for economic and mental security. The worker brings to the rural masses the basic knowledge of improved methods of

agriculture, health, animal husbandary, home management etc. He enables the villagers to increase their agricultural production and improve their standard of living by promoting social, cultural and intellectual activities in the villages. Finally, the worker brings psychological change in the attitudes, beliefs and values of the village people so as to prepare them to adopt new ways of life.

So, the extension worker has to choose his own way of living in such a manner as to adjust himself to the surroundings existing around him. He should respect the villagers' customs, tradition. He must be a friend to the villagers and help them in all situations and even in awkward circumstances.

Throughout the development decade the extension approach represented the main thrust of development strategies. It was at the heart of the trickle-down and bullet theories of communications. Experts would go on radio and television, while the extension agents would journey to the villages instructing people on how to be healthier, have smaller families, farm more effectively etc. This role of extension as a disseminator of new ideas and practices was clearly implied in the Dominant Paradigm of Development. Extension communication was seen as the vehicle for (i) transferring innovations from the development agencies to their clients, and (ii) preparing individual recipients for change by establishing a climate for modernization.⁸⁰

Thus, extension is an educational, cooperative, collaborative, democratic, persuasive and never ending process that generates harmony, leadership, effective communication, participation and involvement of the people in organizing self-help activities and projects. It is a system of 'learning-by-doing' at an individual level and 'mutual-learning' at group level amongst professionals and target beneficiaries, resulting in a high degree of rapport and empathy.

II.VI MASS MEDIA AND EXTENSION EDUCATION

Communication constitutes the nervous system of any society and is vital for its sustenance, change and continuity. In the context of development particularly in the rural sector, the media of mass communication has assumed great importance in transmitting information regarding new technologies and innovations to the rural people. The task of dissemination of information among the people in remote villages is extremely difficult, because of low level of literacy, different socio economy and varied agro-climatic conditions. Extension agencies take help of mass media for transmission of information,

dissemination of facts and the development of positive attitude among the people. For the purpose of meaningful and effective communication government uses different types of media - mass media, traditional media and interpersonal media in association with extension workers at various levels.

Among the mass media, the most important are the electronic media like radio and television, printing media, posters and films.

Electronic media:

The most successful electronic media are Radio and Television. Radio is by far the most important medium of mass communication in India if assessed in terms of its scope and coverage. It is the only medium which can claim its presence in the remotest area of the country. Radio performs three types of function: entertainment, information, education and extension. Most of Akashvani's total hours of programming are spent on entertainment programmes. However, there are powerful uses of radio in educational and extension programmes. Radio plays an important role in disseminating information among the people about new innovations in creating awareness about the desirability of adopting new practices about the possibility of change towards betterment and in motivating people to adopt new methods and improved technologies.

Since the fifties, with the launching of five year plans in India, programmes were designed to carry the developmental messages on agriculture, health, hygiene, family planning, tribal welfare and other related matters to the doorsteps of the people throughout the country. A major impetus to rural broadcasting came with the initiation of the Radio Rural Forums (RRFs) in 1956. There were more than 22,500 RRFs all over India. It provided an organized listening group in a village with useful information on agriculture, health and other related matters. The members of the listening group discussed the new innovations, broadcast in the radio, its relevance to their needs and problems, and then decided to seek more information, if necessary. It was in 1966 that AIR, in consultation with the Ministry of Agriculture and Irrigation, set up Farm and Home units in selected AIR stations to provide information and instructions regarding agricultural practices, scientific methods of cultivation, soil and water management, fertilizer application, plant protection measures, storage and marketing etc. Besides, 36 stations have special cells for Family Welfare Programmes. Special programmes were broadcast in support of the programmes sponsored by Small Farmers' Development

Agency (SFDA), marginal farmers and agricultural labourers, dry farming and drought prone areas schemes, etc. A Farmers Training and Functional Literacy Programme was also launched every evening to provide hard core farm information, together with a short weather report and timely agricultural hints for about five minutes in the morning. The functional literacy classes are held for rural youth between 15 and 25 years of age by way of establishing centres with about 30 students in each centre. Like the RRF, the FTFL programme was conceived under an organized pattern of group listening, 10 to 20 farmers constituting a charcha mandal under a group leader. Besides, Akashvani's Audience Research Unit (ARU) provides qualitative feedback on audience size and composition, reaction of listeners of rural areas to the programmes and assesses impacts of the programmes on the target audiences. Radio Rural Forums can play vital role under the Training and Visit System and extension service in India. This system heavily relies upon contact farmers to disseminate relevant farm information among their fellow farmers. If contact farmers organise and take active part in the deliberations of radio forums, effective dissemination of farm information will occur.⁸¹

Radio as a mass media is very much exclusive. There is the opportunity for instant feedback in many programmes. To make it more relevant, certain steps should be taken. The information on agricultural practices disseminated through radio should be seasonal basis – otherwise the objective of the programme will not be fulfilled. The programmes will be broadcast on a time when the farmers are at home. The language of the information should be easy so that the rural people can easily comprehend its content. There should not be too heavy an information load in any one programme and impact points need to be repeated.

Television has emerged with an extensive network to serve the broad objectives of disseminating information, imparting education and providing entertainment to the people. Apart from its national programme, news and current affairs programmes, it offers a substantial number of programmes on agriculture, animal husbandry, rural health, family welfare, rural industries, arts and crafts and domestic services. Doordarshan is telecasting a number of educational, farm, health and other extension programmes. This was initiated with the Delhi School Television Programme in 1961 and then followed up by the experimental Pre- SITE Krishi Darshan Programme in Delhi. The launching of SITE (1975) marked a major expansion not merely in the television system but in the instructional content of programmes. These are need based,

area specific programmes and programmes for specific audiences. Like AIR, 18 Audience Research Units under the control of the Director, Audience Research have been functioning at various centres to collect feedback on Doordarshan programmes. The stress is on reaction from the rural audiences. Audience profile and need assessment studies are undertaken to identify area specific programmes. Pre-testing evaluation is also done to find the relevance and impact of different programmes.⁸²

Television is more powerful a medium than radio and convey more informations because of the visual content, often made interesting through demonstration and dramatization with the aid of animation, masks, puppetry etc. However, the problem with the television is that its expansion in rural areas is still limited because of its high costs. Besides, there are difficulties of time - sharing among different programmes and disparities between the local dialect and the language used in the television programmes, as well as inadequate programme identification with the local environment and culture on account of generalized and centralized programming and limited feedback.

In order to make the extension broadcasting relevant, particular messages are to be delivered to defined target audiences at a given time and in a given sequence. One has to consider the climate, environment and socio economic diversities within the country and even within the states and extension messages must be designed for specific audiences in relation to crop, health problems, local circumstances, language, age-groups, stages of development and similar factors.

PRINTING MEDIA

News agencies are a major source of supply and circulation of information among the people. The press plays an important role in creating public opinion on various political, social and economic issues and problems facing the country. It touches almost every aspect of our public life. The Press Information Bureau (PIB) is the principal agency of Government of India, whose main function is to supply information on the policies, programmes and achievements of the government to the press. It is primarily responsible for presentation and interpretation of the policies and activities of the government and for keeping the people informed of developmental activities in the social and economic spheres through the medium of press.

Newspaper can play a vital role in extension education through publishing articles that can present information in detail about various developmental efforts in the

field of agriculture & health. To use new techniques and methods in agriculture, the farmers should have clear conception about the method, otherwise it may be counter productive. Newspapers fill up the information gap left by other media about various community development programmes. However, it is found that, the circulation of newspapers falls sharply beyond the urban area because of the concentration of literacy and purchasing power in cities and towns. But the basic problem is that very few of the village people can read newspaper. The Indian Press does not take much interest in giving adequate coverage of rural news. It seldom deals with rural problems and inadequacies. It hardly devotes any space to the happenings in the rural areas except providing coverage of natural calamities, sensational crimes etc. The press has failed to create the necessary climate for motivating people in taking interest in rural development. It does not give periodical appraisal of the performance of developmental agencies working for the rural community.

POSTERS

The majority of the rural people in India are illiterate, which explains the importance of extension education in development oriented activities in the rural sector. The aim of extension education is to give information and motivate the people to participate in rural development programmes. Since rural development starts with community development, poster can effectively be used to give information and motivate rural people about new and improved techniques and methods of farming and health care system. As in posters, information are generally delivered in symbols, the symbols must be used in a simple way so that the villagers can comprehend the messages easily. However, a poster can not give detailed information. So it is necessary to put in words also.

In India, posters are produced by Directorate of Advertising and Visual Publicity (DAVP) in English, Hindi and thirteen languages. However, DAVP is not directly involved in campaign planning. A Distribution section in DAVP prepared a list of about 40,000 institutions, officials, and associations to whom publicity materials are directly sent. The mailing list covers village panchayats, state information centers, community development blocks, social service agencies, educational institutions and extension officials. These agencies and officials in their turn are expected to distribute the bulk of the materials so received to others lower down in the hierarchy.⁸³ However, there is no

authority to undertake study to ascertain whether the materials are distributed regularly by the concerned agencies. Their publicity materials are directed to an undifferentiated audience.

Advertisement again is an important medium of communication. The purpose of an advertisement is either simply disseminate information or to motivate or persuade or influence people. Display advertisement in newspapers or through other media of communication is very much powerful to motivate the farmers of using new techniques, improved seeds and fertilizers to increase productivity or a rural people to take precaution against communicable diseases. Advertisements are launched through various media like press, printed materials like posters, folders, booklets, wall hangers and wall painting and transmit advertisement on buses and tramcars, audio visual media like radio, television, films and video programmes. In India DAVP is responsible for the classified as well as the display advertisement of the Government of India.⁸⁴ In many societies, advertising contributes efficiently to the generation of consumer demand and of a mass market, but its influence on the consumer and on the mass media may also be decisive and negative. Just as it can contribute to raising aspirations and can be a motivating force for an improved quality of life, likewise it can also contribute mightily to rising frustration among consumers.

Another medium which attracts rural people is exhibition. Exhibition may be organized by the government to give information about new agricultural innovations and health facilities. A well organized exhibition will attract a large number of people to participate where they can interact with each other and will be motivated to use various techniques. Exhibition shows the success of various innovations by displaying the total process of using the new techniques and the results. The exhibition Division of DAVP uses railway coaches to cover small towns and mobile vans to reach the rural areas. Organization of National Agricultural Fair on a regular basis as one organized by the Trade Fair Authority of India with the co-operation of ministry of Agriculture, in April 1989, can serve as the most important occasion in which the DAVP can take a leading part.⁸⁵

FILM:

Like radio and TV, film is also a very effective medium for entertainment, information and instruction. It is highly artistic and creative medium and can influence

the captive audience. As it is a visual medium and has the advantage of presenting the message content in a story form, it can play an important role in informing and educating the people, in motivating them to participate in development programmes and bringing about changes in their attitudes. Thus, film as a medium has a clear and distinct role to play in extension education. If the theme in the film is presented in a story form, it creates a lasting influence among the rural people and the result will be very much fruitful. However, in making films, it is necessary to see that the content is relevant to the audience for whom the film is made. The responsibility of dealing with developmental issues is often handed to documentary film makers. This is, perhaps, because in India, most documentaries deal with subjects like agriculture, health and family welfare, etc.

In India, Film Division is the centralized unit for the production and distribution of all films including documentaries and news reels. It also produces short films under the integrated plan publicity scheme. The films Division supplies documentaries and news reels to all the cinema houses in the country. Short films for exhibition are supplied to Ministries and Departments of the Government of India, to Indian Missions abroad for external publicity, to schools and other private bodies, and to the field publicity units to be shown free in the rural areas. The films made under the Integrated Film Publicity Scheme are supplied to the Director of Field Publicity who is responsible for organizing the screening of films in rural communities through its 46 field units and mobile vans.⁸⁶ It seeks to project the policies and programmes of the government by bringing its men and materials face to face with the people. The Directorate of Field Publicity endeavors to inform rural people of the decisions taken and the plans formulated for their benefit by the government. Its basic objectives are: to secure involvement of people in development programmes, to foster national cohesion and communal harmony, and to facilitate smooth transformation especially in backward, remote and tribal areas. It is a two way channel of communication, relying on its 'public reaction reports', 'special situation report' and 'success stories'. It seeks to achieve the basic objectives of development and transformation through skillful synthesis between the traditional and modern forms of communication and judicious use of various media techniques.

All these media are used by the government in extension programme. But the use of these media alone is not sufficient in executing an extension programme particularly among rural poor because of specific limitations in their use. Besides, in most cases they

function as a one way communication channel and instant feedback is not possible. Nevertheless, at the initial stages of creating awareness and developing interest, these media can successfully be used. At the later stages they are to be used along with other media particularly the traditional media and interpersonal media of communication.

The newer concept of development in the seventies with its thrust on social development and later on 'sustainable human development' focused on people initiated change and participation of villagers in the planning and decision making process. In this respect, traditional media have come to play a vital role. Almost in all the developing countries, song - dance and drama groups, puppet shows and similar 'folk media' are playing a supplementary role along with the modern mass-media of communication. Folk media are rich in variety, readily available at low cost and have a greater potentiality for persuasive communication, face-to-face communication and instant feedback. It is believed that traditional media employ the idioms and symbols of the rural farmers and peasants that are readily comprehensible to them. They can easily reach to the part of the rural population who are impervious to the influence of the mass media. The traditional media are characterized by their acceptability, cultural relevance, entertainment value, localized language, flexibility and instant two way communication. The government of India in 1954 established a Song and Drama Division in the Ministry of Information and Broadcasting to perform arts in development communication functions. The Division utilizes life entertainment media to create awareness among the people about various national programmes of socio-economic significance. It uses a wide range of traditional stage forms such as drama, dance - drama, puppets, folk recitals and traditional plays as well as sound and light programmes. The Division presents its programmes through its 35 departmental troupes, two sound and light units, one tribal unit and almost 575 private parties, mostly Social Action Groups owing allegiance to various political, social and religious bodies, registered with the Division, and in close collaboration with other Central and State agencies like the Directorate of Field Publicity, the Directorate of Audio Visual Publicity (DAVP) and the departments of Health, Family Welfare, Education and Information.

Rural people take keen interest in traditional stage forms and actively participate in those programmes. Thus the traditional media can play an important role in extension work. The aim of extension programmes is to provide information about and innovations and motivate the people to participate in developmental activities. The traditional media

can very well be fed with developmental information regarding new innovations, techniques and methods in farming.

These media have can be served as a significant channel of communication in passing the developmental message to the rural people in India and have created a tremendous impact in influencing the attitude of the people in the past. But recently the developmental authorities have shifted their attention to the fast emerging electronic media. These modern media have certain important features such as quick communication, wide coverage, world wide connectivity etc. However, a critical look at the important features of the modern media reveals that almost all the new media require a lot of infrastructure facilities like electricity, computer facility, Internet connection, telephone connection etc and ours is a country where in, till today, there are thousands of villages that do not have accessibility to electricity, or telephone connection, what to talk then of computer, Internet or e-mail services. The literacy level is also very low in our country, which again is a basic necessity for most of the electronic media. According to Kothari and Takeda, Literacy is a critical aspect of the 'soft' infrastructure that will determine the extent and nature of the information revolution. Only half of the adults of the country are literate and only half of the literate may be literate enough to be able to take the advantage of the text-based matter in books or internet.⁸⁷

In fact there has been a communication gap or vacuum of information in the villages, because the new media have not been able to reach the rural masses. For changing the attitude of the rural audience traditional media is very much dependable, because the rural folk identify themselves with these media and think them to be their own. These media can carry modern messages very effectively by employing the folk songs, local idioms and proverbs, through folk dances and ballads, which can be easily understood by the people. Government also sponsored a number of Tamasha troupes to educate the masses in family planning. AIR and Doordarshan have used Keertana for disseminating the development messages. These media have more persuasive power and are able to create genuine interest among their audience. Certain important features of the folk media such as their local appeal, indigenous nature and cultural compatibility make them so important, unique and popular among the rural masses.

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