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PREFACE.

After the committee of Rural Welfare, in its memorandum "Aspects of Rural Social Guidance" had stressed the need for this type of advisory work, it was felt that a more concrete definition of its aims, background and starting-points was called for. To this end the committee of Rural Welfare appointed from its members a working committee which was given the additional task of studying the forms of cooperation with economic-technical agricultural extension and technical rural home economics extension, as well as the possible co-ordination of the organizations engaged in rural social guidance.

The working committee was composed as follows:

Prof. Dr. E.W. Hofstee, chairman
Mrs D. Elema-Bakker
Mr T. Brouwer
Dr G. Hendriks
H. Kikkert Esq.
Ir J.M.A. Penders
Prof. C.W. Willinge Prins-Visser
Ir P.J. van den Eijnden, secretary,

whereas Miss Ir J.P. Baretta and Mr W.M. Esser attended the meetings on behalf of the secretariate of the Committee of Rural Welfare.

After ample discussion in ten meetings the working committee has laid down its findings in a report, the first chapter of which states the task and scope of rural social guidance in more concrete detail, whereas the second part presents some ideas as to the various forms of cooperation.
ASPECTS OF RURAL-SOCIAL GUIDANCE
Before the economic depression of 1930 it was chiefly to the technical and economic problems of the farming community that attention was given. The depression brought the social problems, not only of the farmers, but also of the other groups of the rural population into prominence, and efforts were made to solve them. The specifically rural cultural problems, too, began to receive conscious attention during the thirties. The rural youth organizations, the countrywomen's associations, the Folk High Schools, and other organizations and institutions undertook this task. In addition, the Government, particularly the Ministry of Agriculture, began to show a greater concern for the social and cultural needs of the farmers and the rural population generally. This led to the establishing of the Service for Smallholdings, the Foundation for Social Work in Rural Districts, and even to the institution of a Section for Social Affairs. Other organizations and Ministries also started activities in this field. Within the scope of the present paper, however, these activities cannot be dealt with in more detail.

After 1945, and during the last few years in particular, it became increasingly obvious that a more integral approach to the problems in rural areas and in the towns would be necessary. The evolution social sciences and social research have undergone, partly as a result of a growing awareness of the social problems, has created many new possibilities in this respect. This is of the utmost importance, since it has become more and more evident that no satisfactory solution of the agrarian problems can be attained unless the technical and economic measures taken are supplemented by social provisions.

In the industrialization of the so-called black areas (i.e. areas with structural unemployment) the need of a more integral approach was felt so strongly that the measures to be taken were based on this principle. In the agrarian section the same need becomes increasingly manifest, as a result of which special attention was given to regional improvement projects and to preparatory measures and after-care in re-allotment projects.

There are many problems in the agrarian community which are in part to be solved by social measures, as the problem of the small farmers and that of the farm labourers. These are existing and well-known problems. If rural welfare is to be furthered, however, also the as yet unknown problems will have to be detected and solved, whereas possible future tensions in the rural community will have to be foreseen and forestalled.

It will therefore be necessary not only to acquire a thorough insight into the present situation with its known and unknown problems, but also to form an idea of future developments.

The data required for this purpose will have to be furnished
by investigations, as these provide a scientific registration and analysis of the present situation with its problems, whereas in addition they may lead to a prognosis as to future developments. On the basis of this knowledge it will be possible to conduct a justifiable policy which aims at solving the present problems and at forestalling, in as far as humanly possible, tensions which may arise in the future.

The measures taken to solve or forestall problems will be of a technical and economic as well as of a social nature. They should be adjusted to each other as far as possible.

The technical and economic provisions will not yield the results aimed at if the people concerned are not mentally prepared to accept them. This requires social measures. On the other hand, social measures will by themselves have little effect; they have to be accompanied by technical and economic provisions. The people concerned will have to be made more fully aware of the problems, since it is often not until this has been done that they become accessible to the technical and economic measures to be taken. This means that they will have to be given social guidance. This type of advisory work, which will have to be carried out in the interest of those employed in agriculture, may be termed rural social guidance.

This rural social guidance will in general have to provide information about all problems, actual as well as potential ones, which concern the conditions of life of the farming population. It will have to point out present and future problems in the agrarian community, it will have to make the rural population realize the existence of these questions, and, if possible, will have to indicate ways and means by which they may themselves contribute towards solving the present, or forestalling the future problems. In this connection it will refer to the organizations and authorities to whom the care of special problems has been entrusted.

As will have appeared from the above, the principal object of this advisory work is to induce the rural population to realize and to consider its problems, and thus to awaken them to their existence. As a result they will become accessible to the remedial measures, so that they will be able to support them by their own initiatives and activities, and thus may enhance their effect. Reference will be made to the existing institutions and organizations, which are already active in these fields, such as the emigration offices, the vocational bureaux, the institutions concerned with education, with social welfare work, etc. It goes without saying that this has from the start been considered a task for the agricultural unions and organizations and for the countrywomen's associations.

Rural social guidance will in many cases fail to evoke among the rural population such spontaneous reactions as are necessary if the end in view is to be reached. In those instances rural social
guidance will have to be supported by other social measures. This constitutes a task for the type of social welfare work (social development work) which directly aims at influencing the mental outlook of the individual and the group, as well as at shaping and developing the local, or regional, community as a whole. This kind of welfare work is already being carried out in various forms, whereas new ones should, if necessary, be devised. As an example of an existing form may be mentioned the work centred in village halls.

Future developments may create the need of a person who incites all section of the institutions and organizations existing in the community to undertake a new project. He will have to see that developments in the various sections are well adjusted to each other. This may be looked upon as a new form.

Since it is chiefly the agrarian group of the population which is here concerned, it is obvious that the agricultural societies and rural trade organizations, if they cannot undertake this task themselves, should at any rate take part in it.

In addition to rural social advisory work, which will have to be undertaken within the framework of the agricultural policy, and social development work, which both concern the normal agrarian community, a great deal of social welfare work is being done with respect to problems which are not specific to the rural community, or concern material and spiritual needs. Examples are social work done in the interest of migrants, family welfare work, home help, the care of public health, the control of unsocial activities, the care of the unmarried mother and her child, the care of the blind.

The tasks in these fields will continue to be performed by the organizations engaged in them so far, such as the organizations for social welfare work, the Cross societies, etc. In general these tasks are considered to be beyond the scope of the agricultural and trade organizations, although such organizations (especially the women's associations) may give their aid, as in connection with child protection, discharged prisoners' aid, the founding of clubs for the aged, etc.

As to the carrying into effect of the plans for the furtherance of rural social guidance and social development the following questions arise.
1. What are the present problems, and how can an insight be gained into the future ones?
2. In what way should the present problems be solved or the future ones forestalled, and what policy should be adopted in this respect?
3. In what way are the plans to be carried out?
4. How are they to be financed?

1. The present problems will have to be listed and classified. In as far as they are not known, they will have to be discovered through investigation or observation in practice. An insight into
future problems may be obtained only through scientific investigations.

The scientific investigations can be carried out by the Section for Regional Investigations of the Institute of Agricultural Economics, by the sociological institutes, the Department of Rural Sociology of the Agricultural University and by other similar departments of other Universities.

For the observations made in practice the chief sources will be the farmers themselves, the Government Agricultural Information Service, and other institutions. For a list of the problems the last part of the present paper may be referred to. However, this list does in no way pretend to be complete.

2. The Committee of Rural Welfare will have to consider in what way the present and future problems will have to be solved. With the analysis of the results of the investigations and the prognosis to work upon, the course of action to be adopted may be decided upon in mutual agreement, while at the same time the degree of urgency of the measures to be taken is to be determined.

3.

a. Rural social guidance will have to be organized. Certain forms of cooperation between the agricultural and trade organizations may here be necessary or desirable.

b. For the carrying out of rural social guidance, which naturally also includes part of the home economics advisory work, the agricultural and trade organizations will have to establish or extend certain services. To this end scientific and assistant staffs will have to be appointed, not only for the national, but also for the provincial or diocesan organizations. Care should, however, be taken that this organization is built according to a well-considered plan. In the present stage it would thus appear desirable to start with an experiment. Suggestions for such an experiment will have to be made by the agricultural and trade organizations and by the Committee of Rural Welfare.

c. The training of the rural social extension officers will have to be taken up, in as far as it has not yet been provided for. The various colleges and universities do already provide in the training of the scientific staff. However, no provisions have as yet been made for the training of the assistant staff. The question arises as to where and by whom their training is to be taken care of, and what the curriculum of this training is to be. This subject deserves special attention.

For a better insight into the possibilities in this respect the best plan would seem to be for the Committee or Rural Welfare to set up a working committee to study the training and the curriculum.

4.

a. The Committee of Rural Welfare will have to consider the question of the financing of the training and the appointing of
rural social guidance officers. The Ministry of Agriculture, Fisheries and Food has already declared itself willing to grant a subsidy. The Ministry of Social Affairs is prepared to contribute towards the cost of appointing personnel whose task it is to stimulate the development of the local or regional community, and to help the various sections of the community to adjust themselves to each other in their development. Also to the training of this personnel the Committee of Rural Welfare will have to devote its attention.

b. In as far as other social provisions are necessary, which either cannot be subsidized by the Ministry of Agriculture, Fisheries and Food, because they are outside its field of activity, or fall within the scope of some other Ministry, the co-operation of those Ministries will have to be invoked, in case they have not yet provided for such subsidies.

Although before long a start will have to be made with the listing and classification of the problems, the planning of the organization, and the execution, it will be obvious that the realization is a process taking a long time to develop.

There are, however, problems which cannot wait for the completion of this process, and for which a solution, be it only a provisional one, has to be found.

For the social and social-economic problems caused by far-reaching agricultural measures as re-allotment and regional improvement projects, an immediate solution should be found. This is all the more urgent, because large amounts of money are invested in these projects, so that everything possible has to be done to ensure that these costly works are utilized to best advantage.

In the special re-allotment areas sociographical investigations will have to be carried out, in as far as this has not been done yet. Partly on the basis of the results of these investigations it will be decided what social measures are called for. A similar course of action will have to be adopted in the large re-allotment areas, regional improvement areas, new model villages, in short, in all areas in which far-reaching technical and economic changes are brought about. The social measures to be taken will have to be decided upon in joint consultation. In as far as the matter of subsidies has not been arranged by the Ministries, attempts will have to be made to provide for them.

Consulations will have to be held on the form of co-operation to be adopted in the execution of the work. In short, the joint task will in a concrete form have to be undertaken, and the experience here gained may prove very useful when plans have to be designed for the furtherance of rural welfare in all its aspects.

In the special re-allotment areas, for instance, various social problems may already be observed at this moment. To give an idea of the nature of these problems, a short list of them follows below. It is impossible to say whether or not this list is complete, until the results of the investigations are known.

a. The inhabitants of the area, and the farmers and their wives in
the first place, will have to be prepared for their new task. The higher returns of the new farms will in addition necessitate advice on how to use the income.
b. Advice will have to be given in connection with the migration to the Lake IJssel polders of a number of people, and these people will have to be prepared for the task awaiting them there.
c. More detailed advice will have to be given on the possibilities of emigration.
d. The population should be made aware of the importance of vocational guidance and of advice on the choice of occupation.
e. Advice will have to be given on inheritance, the splitting up of farms, etc.
f. The homes and the household management should be adjusted to be increased prosperity. Advice on the furnishing of the home will be needed, partly in connection with the building of new farm houses.
g. Advice will have to be given on the use of electricity, gas and water in areas where these public utilities have recently been made available.
h. Advice will have to be given to prevent and to abolish the traditional practice of the living together of relatives not belonging to one nuclear family.
i. Advice should be given on the living outside the village.
j. Advice will have to be given on the social position of farm workers and other groups of the agrarian population.
k. Classes, lectures and general discussions should be encouraged and organized, not only for the farmers and farm labourers, but also for their wives. The following subjects might be considered for this purpose:

- the growth of the population
- emigration
- the choice of occupation
- inheritance
- the splitting up of farms
- how to use the income
- how to furnish a house
- bookkeeping
- credit facilities
- supplementary rural home economics education

In the carrying out of all these activities some form of cooperation will have to be established with the organizations which are active in this field, as the Central Committee for Land and Water Use and the Provincial Agricultural Advisory Councils. Which form this co-operation is to assume is a matter to be considered by the Committee of Rural Welfare.

Summarizing it may be stated that many problems will have to be tackled, organizations set up, tasks divided, persons trained for the carrying out of these tasks, etc.
REPORT
of the
Working Party of the Committee of Rural Welfare on the
Concretion of and the ways of cooperation in rural-social guidance
1. AIM, TASK AND STARTING POINT OF RURAL SOCIAL GUIDANCE

1.1. Introduction

Before the object and task of rural social guidance are set out in more concrete detail it appears desirable to define the concept guidance as used in this report, and briefly to review the history of agricultural extension in the Netherlands.

Although advisory work was also done before that, it was chiefly during the past few decades that it underwent its most rapid expansion, thanks partly to the activities of the farmers' unions and rural trade organizations, the farmers' wives' and countrywomen's associations and the Government, and partly to the possibilities created by the modern media, such as the daily paper, the leaflet, the wireless, post and telephone, the film, etc. The great increase in motorized traffic has obviously also furthered this development.

The aim of guidance is to influence the actions of the person advised either directly or indirectly in such a way that, thanks to this advice, he is better capable of taking the right decision in a given situation. This means that guidance may never assume the character of prescribing; if the capacity to form an independent judgment of the person advised is eliminated, advisory work loses its educational value, and clearly does not answer its purpose.

It may be remarked that guidance should preferably be preceded by, and based on, education.

1.2. Development of rural-social guidance.

After agricultural advisory work was started in the last century by the farmers' associations and the Government both appointing a few agricultural teachers, an extensive machinery came into being in the course of this century for the giving of economic and technical agricultural advice to the farmer, the Government Agricultural Information Service. Rural home economics extension has since it was started in the thirties been taken care of by the unions of farmers' wives and other countrywomen's associations, and by the Foundation for Domestic Advisory Work in Rural Districts.

The Government Agricultural Information Service primarily concerns itself with the farmer as a producer, i.e. its advice deals with the technical and economic aspects of farm management.

If it is attempted - as it is being done by agricultural extension - to bring about changes in the actions of the farmer as the head of an enterprise, some understanding of the background of his behaviour is required. Without in it
is impossible to take the course which may lead to a change in this behaviour. The idea originally underlying agricultural advisory work was that man is governed by economic motives. It was supposed that as long as the knowledge diffused was good from a technical and scientific point of view, the farmers would have a personal interest in seeing that they absorbed this knowledge and made it productive.

The primary aim was not to shape a farmer's personality, but to teach him so that it was instruction rather than guidance he was given. It was taken for granted that the mental preparedness not only to learn, but also consciously to apply what had been learned, was present.

The expectations entertained in planning agricultural education and guidance along these lines, have indeed in a large measure proved justified. On the one hand, therefore, it is certain that, also without pressure, many farmers will try to add to their knowledge with a view to strengthening their economic position. On the other hand it has to be admitted that even at present there still are thousands of farmers in the Netherlands who do not make use of either guidance or education. From an inquiry made in 1953 by the Department of Rural Sociology of the Agricultural University in 21 municipalities scattered all over the Netherlands it appeared that of the farmers questioned 38% had in 1953 not had any contact at all with the local representative of the Government Agricultural Information Service, 28% once, twice or three times, and 34% more than four times. In addition there is a large number of farmers who did receive education or guidance in one way or another, but who still do not apply the most elementary principles of agricultural science.

The remarks made with regard to economic and technical agricultural guidance do not in every respect apply to rural home economics extension. This type of advisory work does indeed also aim at rational action, be it in the household, but the guidance here given has always been adapted to the special nature of rural family life and to the typically rural social conditions.

Partly in view of the experiences referred to above it was gradually realized that a man's actions in economic matters are not to be explained from economic motives only - an insight to which developments in social science largely contributed.

It became increasingly evident that human actions are to a large extent social actions. The individual belongs to certain groups, to which he is bound by certain ties, as the family, the village community, the church, voluntary associations, etc. A person's actions, in as far as they are not carried out to satisfy his innate biological drives, are to a large extent determined by the culture of the groups to which he belongs. The culture living in the individual bears

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the stamp of the life of the group, and this culture again determines his actions.

Culture here denotes all material and non-material goods produced now and in the past by a certain group of the population. The term culture thus comprises widely different elements. Among the elements making up the non-material culture may be mentioned customs, norms, written and unwritten laws, religious beliefs, etc. Material culture includes houses, factories, articles of use, clothes, etc. The relatively strong paternal authority met with among the farm population is to be looked upon as a cultural element, but so is the method used in the planting of potatoes!

Widely varying factors determine the culture of a certain group or nation. A very important one is as a rule its historical development in the widest sense. Of great significance are further its religious beliefs and the way of living linked up with them.

In a culture various layers of different "depths" may be distinguished, i.e., certain cultural elements manifest themselves quite clearly, whereas others only reveal themselves after the group in question has been thoroughly studied. The cultural forms which, apart from the material cultural elements, manifest themselves most clearly are the behaviour patterns. A behaviour pattern may be defined as a behaviour which is repeated regularly, more or less in the same form, and which by the group or individual concerned has been accepted as right and proper. Such behaviour patterns are numerous and constitute a necessary element in human society. Behaviour patterns are also to a large extent founded on a rational adjustment to circumstances. They are, however, always affected by the prevailing system of norms - the complex of views of man on right and wrong, good and evil - and by other non-material elements of culture. These behaviour patterns also include, for instance, the accepted methods and techniques of research, cooking-recipes, methods of manuring, etc.

Training and education largely aim at the acquiring of behaviour designs that are considered correct. Man shows a tendency of keeping up once-established behaviour designs also when circumstances have changed. This traditionalism, this tendency of continuing to accept something because this has always been done in the past, derives support from the fact that, if a certain behaviour design has existed for a long period of time, it is generally felt that it is right to act according to this pattern, and wrong to act in any other way. The behaviour pattern thus assumes a normative character. For this reason it is quite understandable that far-reaching agricultural reconstruction plans often encounter a strong inner resistance among the rural population concerned. Proposals for agricultural improvement programmes, for instance,
are frequently rejected by the population, because their carrying out entails the abolition of traditional usages to which the people are strongly attached.

Furthermore, it was in many cases found that, even if the plans were accepted, the results did not come up to what might be expected in view of the technical improvements, because here too, for the same reasons, only a partial adjustment to the new situation had been reached.

Thus it will always have to be borne in mind that the basis of a person's actions must invariably be sought in the deeper-lying thoughts, feelings and views, i.e., in the deeper-lying pattern of culture. Under identical circumstances a humanist will as a rule react quite differently from, say, a Roman Catholic, because their mental and spiritual backgrounds, the deeper-lying cultural patterns which dictate their actions, are entirely different.

Side by side with economic - technical agricultural and home economics extension a form of guidance is needed, by which the deeper-lying cultural patterns may be influenced, in order that the population can be induced consciously to adjust themselves to the new situation.

1.3. Aim and task of rural social guidance

The type of advisory work described above, which aims at influencing the cultural pattern as a social phenomenon, is considered to be the essence of the so-called rural social guidance. The ultimate aim of this rural social guidance is the same as that of economic - technical agricultural information and of rural home economics extension, viz, that of furthering rural welfare. It will, however, try to reach this aim by giving the agrarian population social guidance, with a view to consciously influencing their mental attitudes, as they manifest themselves in behaviour patterns. The term agrarian population here refers to the entire group, i.e., to farmers, farmers' wives, farm labourers and farm labourers' wives, and last, but not least, rural youth.

If, for a moment, we confine our attention to the farmer, we see that he shows a certain behaviour with respect to his technical actions as the head of an enterprise; he follows a fixed course of action in the management of his farm, in the choice of crops, the applying of fertilizers, the feeding of his cattle, etc. This aspect to his actions lies within the scope of economic and technical agricultural extension. In addition, however, he also shows certain attitudes and corresponding behaviour patterns as well as incidental attitudes towards other subjects which directly concern him, as the choice of occupation of his children, emigration, inheritance, the traditional living together of relatives not belonging to one nuclear family, education, his attitude towards
the farm labourers, etc. Agricultural extension in its present form has not consciously tried to influence his attitudes and behaviour patterns with respect to these last mentioned subjects. It is in part the task of rural social guidance to occupy itself with them, particularly so, because they generally constitute problems which directly concern the attitude of the farmer towards the members of his family, towards his organizations, his fellow workers on the farm, the non-agrarian groups of the population within his community and outside it, etc.

The same holds for the farmer's wife. Rural home economics extension concerns itself with the domestic task of the farmer's wife. It gives advice on cooking, nutrition, sewing, etc., but here again certain aspects to the actions of the farmer's wife require a social approach, as the training and the choice of occupation of the children, etc.

The behaviour patterns manifesting themselves with respect to various aspects of a person's action have all of them in common that they have their origin in the deeper lying cultural pattern, although the situation in which the action takes place partly determines the ultimate behaviour. This means on the one hand that, if this pattern of culture undergoes a general change, the various behaviour patterns will as a rule be changed also, and, the other way round, that if there are certain permanent changes in the concrete behaviour patterns, these will eventually be reflected in the deeper layers of the pattern of culture.

However, as a result of a more or less retarded development of the thoughts, ideas, etc. with regard to various aspects of human life, the respective elements determining the culture may initially get disconnected, the result of which may be an unbalanced behaviour.

From the above it will be clear that economic and technical extension, too, will benefit from rural-social guidance, since changes brought about in the deeper layers of the cultural pattern will make themselves felt in the concrete behaviour pattern, with respect to farm management, re-allotment programmes, the household, etc. This is shown in the following diagram.
Manuring, Labour Mechanization
Choice of efficiency, fragmentation
farm management, non-agricultural
farm organization

Inheritance, Employment of leisure etc.
Finding non-agricultural employment

Cooking, Behaviour patterns

Deeper layers of the pattern of culture
A man's qualities as a farmer are not determined by a single, isolated factor such as non-participation in agricultural education or agricultural co-operatives or farmers' associations, but by his entire cultural pattern.

A farmer, who has progressive ideas concerning farm management is in most cases also found to be open to new activities in other fields, such as concern the choice of occupation, the employing of leisure time, cultural manifestations, etc. in short, he is quite a different cultural type from his conservative, tradition-loving colleague.

On most farms a close correlation was found to exist between the way in which the household is run by the farmer's wife and the farm management of the farmer, which is hardly surprising if it is borne in mind that they take most decisions in consultation with each other.

As far as the farmer's wife is concerned, there are clear indications that the future of the Netherlands agriculture depends almost as much on the right mental attitude and education of the farmer's wife as on those of the farmer himself.

In view of this it will be apparent that rural social guidance will also have to take care of the social aspects of the advisory work done in the interest of the farmer's and farm labourer's wife. It will have to concern itself with such parts of the task of the farmer's wife as do not primarily lie in the technical field, whereas also here, just as in the case of rural social guidance to the farmer, it will be seen that the changes made in the deeper-lying pattern of culture will be reflected in the behaviour patterns in regard to such subjects as fall within the sphere of action of technical rural home economics extension.

In the Netherlands little study has so far been made of farm labourers' families, but it may safely be assumed that not only the general well-being of the farm labourer's family, but also the way in which the farm labourer does his work, and the satisfaction he derives from it, are greatly influenced by the training, the education and the attitude towards life of his wife.

It may finally be remarked that this is, of course, not the first time attention is given to the problems to be dealt with within the framework of rural social guidance. Agricultural organizations, women's associations and other bodies have in the past been engaged on them on a smaller or larger scale. The present aim, however, is to extend, to intensify and to systematize this work.
1.4. Starting point of rural social guidance

Rural social guidance will have to find its chief starting point in influencing the behaviour patterns in the section which is not covered by economic-technical and home economics extension. This will be necessary not only because, as already observed, rural social guidance will have to fill up the gap still existing with regard to the direct influencing of behaviour patterns by economic and technical agricultural advisory work, but also because the direct influencing of the deeper layers of the pattern of culture is, from a socio-pedagogic point of view, difficult to realize.

Like any other type of advisory work rural social guidance needs some approach, and it is apparent that it will find this in the social aspects to the actions of the rural population.

The problems here to be dealt with are those concerning the mental attitude towards the fellow-man in the family, on the farm, in the village and in the agricultural organizations, problems, therefore, which do not lie within the direct sphere of economic and technical guidance. All the same these social problems may be found to be closely linked up with the more technical ones. It may sometimes even be advisable for rural social guidance to seek its approach in technical and economic subjects, provided it always bear in mind that its ultimate aim is the influencing of the deeper-lying pattern of culture.

After what has been stated in the preceding it is evident that technical and economic extension has, be it often unintentionally, exercised a considerable influence on the deeper layers of the patterns of culture. However, it has been observed that attempts at influencing the behaviour patterns without giving sufficient attention to the deeper-lying cultural elements that ultimately determine these patterns, are often little successful. An extreme example of this is the experience gained in the "community development" of underdeveloped countries in various parts of the world. When a team of experts taught the population new methods, it seemed after some time as if the people had indeed appropriated these new behaviour designs. However, it appeared that as soon as the experts had left the area, the population reverted to the methods and usages it had been accustomed to for centuries. This phenomenon is due to the fact that the backgrounds of the behaviour patterns had been left untouched. The population had learned something under a certain amount of pressure, but the deeper-lying pattern of culture from which its actions originate, had remained unchanged.
1.5. Subjects for rural social guidance

As already stated, rural social guidance will try to attain its object by influencing the attitudes and behaviour patterns in those departments which are not directly covered by technical agricultural extension. Examples of problems primarily to be approached from a social angle are the following.

1.5.1. Reduction of the number of farm workers and choice of occupation in relation to the problem of the young farmers.

This is one of the most difficult problems in the agrarian section. The farmers still show a tendency of keeping their sons on the farm without considering whether later on there will be farms available for these boys. As a rule these farmers hardly realize that, by so doing, they may seriously interfere with their sons' careers. It appears probable that the way of thinking of these farmers, their views, ideas and norms have not changed at the same rate as did the economic and technical circumstances in which they live (cultural lag). Their attitude towards this subject is based on conditions that prevailed in former times but have since undergone a complete change. The farm population in the sandy soil regions has not sufficiently realized that a lack of employment possibilities has developed in agriculture and horticulture, so that they continue to maintain the traditional behaviour pattern as regards the future of their children. Advice on this matter is badly needed, in connection with which the rural social adviser may draw attention to the activities of the vocational bureaux, emigration offices, etc.

1.5.2. The traditional living together of relatives not belonging to one nuclear family and its consequences.

In the sandy soil regions it is fairly common for three generations to live together as one family. This system is based partly on economic considerations and partly on a certain attitude towards relatives in general, and on a great reverence for the older generation in particular. Usually the old farmer and his wife retain full control, not only with regard to the management of the farm, but also where the running of the household is concerned.

This has certain definite consequences for both the young farmer and his wife. With regard to the farm management it means that the grandfather - to whom motor-cars and agricultural journals are things he became acquainted with at a later age - remains at the head of the farm and decides what shall and what shall not be done. It will be clear that this is rarely conducive to a modernization and
rationalization of the farm management. Apart from this, such a situation acts as a check on the development of the young farmer into an independent personality.

As far as the young farmer's wife is concerned, the consequence often is that the grandmother takes care of the upbringing of the children, partly with a view to making it possible for the young woman - on small farms often an indispensable worker - to work on the farm. In addition it is often also the grandmother who runs the household, so that here too the chances of modernization are very small.

This traditional living together of more than one nuclear family on the farms thus has several important consequences which the advisory service should take into account. Advice given to the factual manager will often fail to have the effect aimed at, because his father still has a decisive voice and often, just to maintain his authority perhaps, prefers to take a course which differs from the one the son, under the influence of the advisory service, suggests.

With reference to the above it may be remarked that no judgment is here expressed on the value of such a tradition; mention is only made of the problems existing in this respect.

1.5.3. Resistance against agricultural reconstruction plans

a. Certain highly desirable changes in the type of farming, for instance a change from arable farming to cattle farming in the province of Groningen, encounter great inner resistance among the population concerned because in these areas arable farming is held in higher social esteem than is cattle farming. The cause is once more to be traced back to the deeper-lying pattern of culture, which is still based on conditions as they existed in the past.

b. Re-allotment programmes, which may entail drastic changes in the structure or the function of the population, meet with resistance which is rooted in the traditional behaviour pattern.

Many examples of this phenomenon might be cited.

1.5.4. The relation farmer - farm labourer.

Rural social guidance will have to be given to both the farmer and the farm labourer if an adjustment is to be effected to the changes their relationships have undergone since the last century, and if the mutual relations are to be led into the proper channels.

1.5.5. The attitude of the farm labourer towards vocational training.

It is generally agreed that the situation in the Netherlands
with regard to the vocational training of the farm labourers leaves a great deal to be desired. This is not in the first place due to a lack of practical possibilities for this training, but rather to the views prevailing among the farm labourers themselves as well as among the farmers. A task of rural social guidance will, no doubt, be the creation of such social and psychological conditions that a better vocational training and education of the farm labourer may be attained.

1.5.6. The attitude of the rural population towards industrialization.

In view of the fact that many sons of farmers and farm labourers will in the future be unable to find work on a farm, which in many cases means that they will have to choose an industrial job, it is of the utmost importance, that they are given detailed information about industrialization, industrial relations, etc.

Rural social guidance will also have a task here.

1.5.7. Other subjects

Additional subjects to be considered are inheritance, the splitting up of holdings, measures by which to put the farm on a sound basis, the attitude towards education, the social prestige of farm labourers, the relation town-country, exchange of farmers' sons, etc.

In the foregoing only a few concrete subjects have been mentioned to illustrate the character of rural social guidance in general. What the concrete contents of this type of advisory work will ultimately be, will depend on the views of the authorities which it will be entrusted, and on circumstances as they vary with time and place.

1.6. Rural social guidance for the entire agrarian group of the population

Rural social guidance will be needed by the agrarian population as a whole, because of the close contacts the various groups maintain with each other, and in view of the close interwovenness of their mental backgrounds.

Both the farmer and the farmer's wife will have to be approached, and so will the labourer and his wife, since many important decisions are taken by the family as a whole, whereas, in addition, attention should be given to the younger generation.

1.7. Basic material for rural social guidance

The rural social guidance officer will have to acquire a thorough knowledge of the conditions prevailing among the group of the population concerned, and he will
have to find out what possibilities there are to change the existing situation. It will have to be known what features of the pattern of culture act as a check on the preparedness to accept improvements, and what course will have to be adopted to make a successful start with social pedagogic work.

It is obvious that during the initial stage rural social guidance will have to find its way tentatively, but in most cases it will need sociological and sociographical investigations to provide the basis from which it may start. Economic investigations, too, will often prove of great value, since they will reveal where rural social guidance may help to solve economic problems. As an example may serve the problem of the reduction in the number of young farm workers. The results of economic investigations will show where and in what measure this reduction is necessary or desirable, while sociological research will have to trace the deeper causes of this problem.

It will then often be found that social and economic problems originate in the deeper layers of the pattern of culture of the population.

2. FORMS OF CO-OPERATION

The forms of co-operation which in practice may be expected to establish themselves with respect to rural social guidance are the following:

2.1. co-operation between the organizations entrusted with rural social guidance;

2.2. co-operation between the above-mentioned organizations, the Government Agricultural Information Service and the organizations undertaking technical rural home economics extension;

2.3. co-operation with other organizations, services and institutions not specifically concerned with the agrarian community.

2.1. Co-operation between the organizations entrusted with rural social guidance

In the foregoing it has already been stated that rural social guidance will be needed by all groups of the agrarian population, in view of the close contact the various groups maintain, and the interwovenness of their mental backgrounds.

A point to be considered in this connection is in how far certain forms of co-operation are feasible and desirable in the approach to the farmer and the farmer's wife, the farm labourer and the farm labourer's wife. It should be established at the outset that the way in which this co-operation might be realized is primarily a concern of the organizations
themselves, and that it is their task to find out in what measure and what form this co-operation can be materialized. As regards this point, therefore, the working committee can do little more than suggest possible forms of co-operation, on the assumption that the organizations will consider them.

As regards the approach to the farmer and the farmer's wife, it has already been said in the first chapter that because many decisions will have to be made by the family as a whole, it appears desirable that rural social advisory work be carried out by the organizations of the farmers and farmers' wives jointly, or, at any rate, in mutual consultation. Mention may here be made of the co-operation between the Roman Catholic Netherlands Farmers' and Growers' Union and the Netherlands Roman Catholic Union of Farmers' Wives, while also the Netherlands Royal Agricultural Committee and the Netherlands Union of Countrywomen are making plans in this direction.

With regard to rural social guidance to farm labourers it may be remarked that here, too, a certain amount of co-operation with the farmers' organizations might be desirable. The relation farmer-farm labourer may be called to mind. As a rule the two organizations will indeed approach their members separately, but yet it is from combined advisory work for both - if practicable - that the best results may be expected.

For the approach to the younger generation contacts should be established with the rural youth organizations.

It should be kept in mind, however, that practice will have to show how all these things are to be realized, and on what points joint action or co-operation between organizations or on an informal basis will be feasible or desirable; particularly during the initial stage it is of the greatest importance that regular contact is maintained between all organizations engaged on rural social guidance.

2.2. Co-operation between the above-mentioned organizations, the Government Agricultural Information Service and the organizations entrusted with technical rural home economics extension

Many of the activities in the field of rural social guidance will be based on technical and economic measures and provisions. As there is a close correlation between technical and economic measures and provisions on the one hand, and rural social guidance on the other, it is necessary that these measures and provisions and the advisory work based on them should be co-ordinated as far as possible.
This view has grown in practice and has led to various forms of co-operation, which may be classified as follows:
2.2.1. co-operation on a national level;
2.2.2. co-operation on a provincial level;
2.2.3. co-operation on a regional and local level.

2.2.1. Co-operation on a national level.

On a national level there are at present three committees, which are of great importance with a view to a thorough integration of the activities referred to above, viz.

a. the Committee of Rural Welfare - advisory committee for all problems relating to the conditions of life of the rural population, with its sub-committee for rural home economics;
b. the National Agricultural Advisory Council - consultative committee on agricultural advisory work in the widest sense;
c. the Central Committee on Land and Water Use - advisory committee on problems relating to land and water use.

The question which immediately arises is how the co-operation between these three committees should be arranged, in order that the technical and economic measures and provisions may be properly integrated. To reach this end two ways are open, viz.

2.2.1.1. they might be united into one or, perhaps, two committees;
2.2.1.2. they might continue to exist side by side, in which case, however, "the necessary guarantees for their co-operation should be created.

2.2.1.1. Since the task of the Central Committee on Land and Water Use differs fundamentally from that of the two other committees - it does not occupy itself with advisory work - it would not seem advisable to unite the three committees into one. The National Agricultural Advisory Council, on the other hand, mainly concerns itself with problems relating to advisory work, whereas the Committee of Rural Welfare is engaged in advisory work through its close contact with rural social guidance.

It is conceivable that, for the sake of the closest possible co-operation, it is considered the best plan to have the various types of advisory work furthered by one committee, for instance, by making the National Advisory Council take care of the technical and economic as well as the rural social extension.

Although theoretically this might be done, the wor-
king committee is on practical grounds for the time being not in favour of such a solution. However, at some future date such a solution might prove workable, in which case a number of experts will have to be added to the Council in order to enable it to cover the wider field.

At present, however, this solution has some disadvantages, the most important of them being that rural social guidance is still in its infancy, and that as yet only a very limited number of people has formed a more or less concrete idea of the aim, starting-points etc. of this type of advisory work. Besides, as regards status and task the advisory councils themselves still are in a developmental stage. It is, therefore, highly desirable that this type of advisory work be further developed in the sphere created for it in the Committee of Rural Welfare, and that the ideas that have grown in this committee be further elaborated.

Not until this advisory work has taken shape can a joining together with other organizations be considered.

2.2.1.2. The necessary co-operation with economic and technical agricultural advisory work can be effectuated in this stage by appointing from the Committee of Rural Welfare and the National Agricultural Council observers, who attend the meetings of this committees on an exchange basis. In this way the one committee keeps informed of the other's activities, so that these activities may be co-ordinated and adjusted to each other. This co-operation with the department of rural home economics had in this stage perhaps best be realized through the sub-committee for Rural Home Economics of the Committee of Rural Welfare.

To achieve the necessary co-ordination in this stage it might be advisable to have the Committee of Rural Welfare take care of such items of the regional improvement programmes as concern the social aspects and matters related to rural home economics. This might be effectuated by setting up a working party whose members are appointed from the Committee of Rural Welfare, and having this working party make general recommendations with respect to these items. During the initial stage directives will have to be drawn up for this work for each concrete case separately. The procedure will have to be kept as simple as possible so as to avoid delay.

2.2.2. Co-operation on a provincial level

Of the three national advisory and consultative committees mentioned in the preceding, only the National Agricultural Council has a provincial counterpart, there being in each province a provincial agricultural advisory council which may be defined as an advisory and consultative committee dealing with problems concerning technical and economic
agricultural advisory work.

In contradistinction to what was remarked with respect to the co-ordination on a national level of rural social and economic and technical advisory work, there would not seem to be any objection against effecting the necessary co-ordination in the Provincial Agricultural Advisory Councils, since the provincial bodies are more directly concerned in the carrying out of different types of advisory work, and have to see to it that these are adjusted to each other.

If this co-ordination is to take place in the Provincial Agricultural Advisory Councils, it will, of course, be necessary to extend the councils by a number of experts on social problems, in order that sufficient attention may be given to rural-social questions. In this case it might be advisable for the councils to set up committees on rural social and domestic advisory work, which will be especially entrusted with these matters and which should most decidedly include representatives of the rural women's organizations to further such interests as relate to rural home economics, and, in general, to all such aspects as concern women.

In this connection it should be remarked that during the first stage of development of rural social guidance the need for adjustment and co-ordination will sooner be felt in one province than in another. This process cannot and should not be forced; the councils should not be extended before the need for it is expressed in the province and a request to this effect is made to the councils.

2.2.3. Co-operation on a regional and local level

Apart from the advisory work which will be carried out on a national level by the rural social organizations, the attention will initially be mainly focused on areas whose development is accelerated, such as regional improvement and re-allocation areas.

In carrying out regional improvement programmes a co-ordination between rural social guidance and technical and economic advisory work may, as it is also done at present, be effected in a regional committee, composed of representatives of the Government and the various organizations. One of the tasks of such a regional committee is that of drawing up a general improvement scheme and preparing the extension programme. The extension programme may comprise technical and economic as well as rural social and rural home economics extension. The committee will have to see that a proper co-operation is established between the two types of advisory work. Here too the committee will have to include a number of representatives who are experts on local social affairs.

With respect to the re-allocation projects things are more difficult. The local committees do not occupy themselves
with advisory work, nor is it the intention that they should do so in the future. At some future date a co-ordination of economic-technical and rural social guidance might here be established - if considered necessary by the Provincial Agricultural Advisory Council - by setting up local consultative organs, which are composed in the same way as is done with the regional committees. A close cooperation with the local committees is, of course, necessary, and can be realized by exchanging observers.

2.3. Co-operation with other organizations, services and institutions not specifically concerned with the agrarian population

If rural social guidance is to answer its purpose, a close contact will have to be maintained with denominational or non-denominational organizations and institutions, which are engaged in social, socio-pedagogic, social and cultural or socio-hygienic work. Under these headings may fall general social work, family welfare work, organizations for the provision of home help, village halls, vocational bureaux, medical and pedagogical bureaux, marriage guidance councils, cross associations, folk high schools, emigration offices, etc.

Rural social guidance will not actively concern itself with work which is already done by these institutions; when the occasion calls for it, however, it will direct the rural population to these organizations, whereas, on the other hand, it will, if necessary, try to stimulate the authorities and institutions concerned to increased activity.

The co-operation with these organizations and institutions will first of all depend on the activities planned, which, of course, will differ regionally.

For this reason it would in the present stage not appear desirable to advise on certain forms of co-operation on a national or provincial level. On a regional level the necessary contact will have to be established incidentally. On a provincial level this might be done through the subcommittee referred to in 2.2.2.

The rural social guidance officers should in addition maintain a regular contact with the committees of the above-mentioned local institutions so as to ensure a firm cooperation.

To achieve the necessary co-ordination with the social and socio-cultural work, and to promote the activities in these fields, the provincial development organizations and the regional welfare institutions are, provisionally, the obvious organs.

For a satisfactory development of this work it will be necessary for the rural social guidance officers to be thoroughly familiar with such institutions and organizations.
as are engaged on social activities, and with the grant regulations applying to various activities in this field. In collaboration with the Ministry of Social Affairs, the Ministry of Agriculture, Fisheries and Food will make lists of both, which, it is hoped, will be completed within the next few months.