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EXTENSION SERVICE  
*Review*  
OCTOBER 1960

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U. S. DEPARTMENT OF AGRICULTURE



Meet the New Administrator, page 187  
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Official monthly publication of  
Cooperative Extension Service:  
U. S. Department of Agriculture  
and State Land-Grant Colleges  
and Universities cooperating.

*The Extension Service Review is for Extension educators—in County, State and Federal Extension agencies—who work directly or indirectly to help people learn how to use the newest findings in agriculture and home economics research to bring about a more abundant life for themselves and their community.*

*The Review offers the Extension worker, in his role of educational leader, professional guideposts, new routes, and tools for speedier, more successful endeavor. Through this exchange of methods, tried and found successful by Extension agents, the Review serves as a source of ideas and useful information on how to reach people and thus help them utilize more fully their own resources, to farm more efficiently, and to make the home and community a better place to live.*

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### GUEST EDITORIAL

## *A Warm and Understanding Friend*

**T**HE Cooperative Extension Service is fortunate that a man as eminently qualified as Paul Kepner is the new administrator of the Federal Extension Service.

Kep is a farmer at heart. His background of training gives him a great depth of interest in programs and their impact on all phases of agriculture. As a member of the administrative team during the past 7½ years, he has never lost sight of the fact that administrative decisions must always be directed toward facilitating program development and operation.

His many years of service within USDA have been marked by his broad participation in the work of major policy and program committees. He has a first-name working contact with the personnel of every agency. During these years, he also has been a regular participant in Regional Extension Directors meetings and has served with many subcommittees of the Extension Committee on Organization and Policy.

These experiences have given him as intimate an acquaintance with the land-grant colleges as he has enjoyed within the Department.

His breadth of vision, depth of concern, and excellent ability to put thoughts and ideas into words have found expression in many documents such as "The Scope Report of 1948" and the more recent publication, "The Scope and Responsibility of the Extension Service."

Kep has a genuine interest in the cooperative nature of Extension and the importance of teamwork in building programs. And he has a deep and abiding interest in the people who have chosen extension education as a career.

All extension workers can feel that in their new Federal Administrator they have a warm and understanding friend. No problem is too small for him to pass over lightly and none too large to daunt his fair-minded, vigorous attention.

C. M. FERGUSON  
Assistant Secretary

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# Meet the New Administrator

**H**OOISIER farm boy, teacher, farmer, extension specialist, planner, administrator. That's a quick sketch of Paul V. Kepner, who became Federal Extension Service Administrator on September 29.

"Kep," as he is known to colleagues throughout the country, has served in extension administration since May 1942 when he was named Assistant to the Director, M. L. Wilson. He became Assistant Administrator in 1952 and Deputy Administrator in 1953.

## Architect of Programs

The new administrator is widely recognized as one of the key "architects" of today's extension programs and policies. He served on the Federal-State group which developed the recent report on the Scope of Extension's Responsibilities.

In 1945 and 1946, Mr. Kepner headed a committee which analyzed Extension's post-war responsibilities and defined our educational responsibilities. This forerunner to the Scope Report was commonly called the Kepner Report. He also served as executive secretary of a joint USDA-land-grant college committee which in 1948 issued a report on extension programs, policies, and goals.

In discussing the Scope Report with a group of State 4-H club leaders in June 1959, Mr. Kepner said: "The time had arrived when it was essential for Extension to have a broad but definitive charter to which all States could subscribe in explaining Extension's functions, its areas of



highest priority responsibilities, and the people it should rightfully be serving."

And in commenting on Extension in a changing era at a 1959 State extension conference, Mr. Kepner said: "Our challenges are to be aware of the changes taking place; to translate these changes into emerging needs which Extension is competent to help with; to devise the most effective ways to insure our making maximum effective contribution from available resources; and to adjust our plans and operations accordingly."

As Deputy Administrator, Mr. Kep-

ner played an intimate part in advancing the Rural Development Program. His understanding of this program brought an invitation last spring from the Canadian Senate's Special Committee on Land Use to discuss U. S. experiences in Rural Development.

"Local people are the key to the success of any such effort," Mr. Kepner told the Canadian Senate Committee. "To insure significant and continuing progress, the people must be aided in analyzing and determining for themselves both the nature of their most significant problems and the most practical ways in which such problems can be alleviated or removed. The people to be affected must assume the first responsibility for improving their own welfare within the limits of practical opportunities."

## Strengthened Relations

In his 25 years on the Federal staff, the new administrator has consistently worked to strengthen the Federal-State-county educational partnership. He served on a joint committee in 1954 that prepared the revised Memorandum of Understanding, the legal basis for cooperation

*(Continued on next page)*



Administrator Paul V. Kepner, head of table, conferring with other FES staff members. Left to right, around table, are: Miss Eunice Heywood, director, home economics division; R. C. Scott, director, agricultural economics division; G. H. Huffman, deputy administrator; Mr. Kepner; L. M. Schruben, assistant administrator; Shawnee Brown, program leader—Indian work; L. I. Jones, field representative; J. E. Crosby, Jr., director, agricultural programs division; and J. P. Flannery, director, management operations division.



between USDA and the land-grant colleges.

His many contributions to this partnership were recognized in 1958 when Mr. Kepner received the USDA Distinguished Service Award. His citation read: "For foresight, influential leadership, and adeptness in piloting the effective organizational pattern of Federal-State Extension programs permitting flexible adaptation of Department and Extension aims to changing educational needs of rural people."

Mr. Kepner:

- Was born and raised on a farm in Indiana.

- Taught in public schools for 5 years.

- Operated a farm for 7 years and worked closely with the local county extension agents.

- Majored in agricultural education at Purdue University where he graduated with distinction.

From 1930-34, he did graduate work in agricultural economics at Cornell University and served part-time on the State extension staff in agricultural economics. He received a Social Science Research Fellowship in agricultural economics in 1933.

Mr. Kepner joined the Federal Extension Service staff in 1935 as a senior economist assigned to work with the North Central States. He served in that capacity until May 1942 when he joined the Administrator's staff.

During World War II and the post-war years, Mr. Kepner helped guide emergency programs in which Extension had leadership responsibility. This involved close working relationships not only with the State Extension Services and USDA agencies but also with other Federal agencies.

The impact of Mr. Kepner's leadership is felt in all Extension endeavors. His basic philosophy toward Extension is probably best summed up in his statement at a recent conference:

"Local people, given a reasonable amount of Local leadership and support from those in position to make contributions to problems solutions, can and will assume the major responsibility for improving their own welfare."

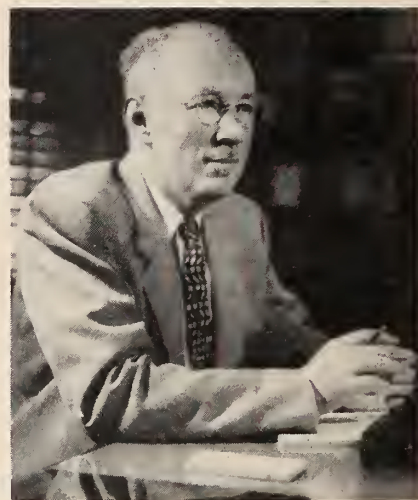
# Ferguson Named Assistant Secretary

C. M. Ferguson, FES Administrator for the past 7½ years, has been appointed Assistant Secretary of Agriculture. He succeeds Ervin L. Peterson, who resigned recently to enter the commercial field.

In his new assignment, Secretary Ferguson gives leadership to USDA agencies responsible for education, research, and conservation programs. These agencies are Federal Extension Service, Agricultural Conservation Program Service, Agricultural Research Service, Farmer Cooperative Service, Forest Service, and Soil Conservation Service.

Born on a farm at Parkhill, Ontario, Mr. Ferguson has spent nearly his entire professional career in extension work since graduating from Ontario Agricultural College in 1921. He served as county agent, poultry specialist, and director of extension in Ohio before becoming FES Administrator in January 1953.

In 1956 Mr. Ferguson received the



USDA Distinguished Service Award "For strengthening cooperative extension relations with land-grant colleges and promoting effective agricultural programs and extension work with farm people."

## *Extension Wishes the Best for C. M. Ferguson in New Role*

by **GEORGE E. LORD**, Director of Extension, Maine, and Chairman, Extension Committee on Organization and Policy

Whether in a group of 50 State Extension Directors, an 11-member Extension Committee on Organization and Policy (ECOP), an informal program committee, or an inter-agency committee of USDA, Administrator Ferguson has adroitly stimulated the best thinking of the group. His timely suggestions and continuous guiding toward productive action have been assets to Extension.

These attributes and many others make the invitation extended to him to assume one of the highest offices of the U. S. Department of Agriculture readily understandable among his colleagues.

Under Fergie's leadership, Extension has demonstrated that it can cooperate nationwide in many program areas and at the same time leave responsibility for final fulfillment in the hands of States.

Such programming has strengthened Extension as a great educational force in this country and throughout the world.

Because of his fine leadership, the Cooperative Extension Service is a significant example of teamwork among Federal, State, and county folks. In almost a half century of existence, cooperation within Extension ranks has never been greater.

Colleagues in Extension know he will capably meet the demands of the office of Assistant Secretary, and that he will continue to represent the Extension Service in many important decisions. While we regret the loss of close association with Fergie as our administrator, we all wish him the best as he continues to serve American agriculture in an enlarged capacity.

# SPECIAL PROGRAM PLANNING SECTION

DEVELOPING AN  
EXTENSION  
PROGRAM TO  
MEET NEEDS





# Why

## PROGRAM PLANNING

by GERALD H. HUFFMAN, Deputy Administrator,  
Federal Extension Service



THE introductory section of the Scope Report makes the point that: "Extension operates informally, in line with the most important local needs and opportunities of people, and with respect to both short-time and long-time matters of concern. It joins with people in helping them to: (1) identify their needs, problems, and opportunities; (2) study their resources; (3) become familiar with specific methods of overcoming problems; (4) analyze alternative solutions to their problems where alternatives exist; and (5) arrive at the most promising course of action in light of their own desires, resources, and abilities."

### Reinforcing Aims

In this statement, the Cooperative Extension Service again expresses the essence of its philosophical approach to extension work. The statement also describes the steps which Extension encourages people to take in order to make intelligent decisions on future courses of action—individually and collectively.

When extension workers join with representative groups of local people to plan programs to meet collective goals and needs, the term generally applied to this action is "program planning." Other terms often used to describe this action are program projection, program development, and program building.

But why program planning? The answer seems obvious. The concept and modus operandi of program planning are basic principles of extension conduct—the joining with people in systematic assessment of needs and concerns and in intelligent, community-of-interest decisions on courses of action leading to

greater achievements for the individual, the family, and the community.

So much for an answer along philosophical lines. What more practical reasons can be given for the investment of extension time and effort in program planning? Below, eight specific reasons are set forth as a partial answer to this question.

First, the program planning process falls properly within the framework of a democratic nation whose citizens are expected to decide their individual and collective destiny. The program planning approach as conceived by Extension would have ideological barriers in an imperialist State. The idea behind program planning coincides perfectly with the underlying principles of a democracy such as our own.

Second, the program planning process is one means of developing leadership qualities in people. Effective organizing, systematic fact collection, rigorous analysis, and skillful decision making are all a part of successful program planning. Skills in these operations help develop competent leadership for a myriad of social responsibilities.

### Learning Experience

Third, program planning is an educational experience for all who actively engage in the process. The experience gained by local people who take part contributes to their knowledge of their environment and to their adroitness in making wise choices. It stimulates learning. It enhances judgment. It increases intellectual capacity.

Fourth, the program planning

(See *Why Planning*, page 207)

# Programs for and by



by H. J. POORBAUGH, Assistant Director for Program Development, Pennsylvania

**E**XTENSION workers, in principle, proclaim that the interests, needs, and problems of people are the foundation on which extension programs should be built. In practice, however, we seem to lose sight of what we believe.

One stumbling block is the extension worker himself. Too often his own interests and competencies dominate programs. This limits participation to individuals or groups who have interests, needs, and problems which coincide with program offerings.

We are inclined to handicap ourselves even more by calling on only our present clientele to plan future work. People with other interests continue to be excluded. This self-imposed homogeneity tends to cause sameness of program and participation which fails to attract or stimulate growth.

## *Program Growth*

Despite this, extension programs have broadened. Unplanned expansion has resulted partly from repeated demand for particular kinds of information. Persistent requests by the public have forced us to become competent the "hard" way. In the process, State and county extension staffs and programs adjust to provide supporting information and services.

Such growth can be called the "will of the people," but it reflects lack of creative leadership. When extension workers allow themselves to be forced into tackling a problem, they are not leading; they are being led.

Fortunately, only part of Extension's program growth is nurtured

this way. Another part of this broadening process has been gained through planning led by extension.

Extension points up its own problem when it recognizes that it can determine the support which will be given its program if the real needs, interests, and desires of people are determined and competency is developed to come to grips with their educational needs.

Adherence to this principle means that each county staff must give renewed thought to its planning process. For many the first step will be to reappraise the makeup of planning groups. If Extension is to present a program for all people, we must increase attention to discerning their desires and problems. This approach requires representation of more interests in the planning.

A second requirement is reappraisal of what we expect from planning groups. People should be involved in activity selection and specific event planning, but this is not the starting point. Before this, we need to work with people in identifying their problems, learning their interests and needs, and deciding with them on the best course of action. On this base, with the help of leaders, we can work out program objectives and the systems of helping people to desired understanding, attitudes, or skills.

## *Total Consideration*

Bringing our resources to bear on the problem is just as important as the identification of problems, interests, and needs of people. Too often the course of action is aimed at a fragment of the problem. We fail to relate the part to the whole.

People recognize that there is something wrong or lacking. This uneasiness leads to diminishing support by leaders and the public. And the extension staff senses a lack of accomplishment through this diminishing support.

This tendency to work on fragments of problems is caused partly by our use of the traditional subject-matter project concept. Present programs are influenced by the historically familiar pattern: each subject matter group developing its plan of work as a program complete in itself. The extension public is expected to see how each part fits and to coordinate the individual parts into the whole.

## *Working Coordination*

This approach has produced many accomplishments, but even more rapid progress is possible if Extension will provide more initial investigation and coordination. Extension needs to bring together the segments of information which have application to a specific problem.

Such a coordinated approach to problem solving was emphasized through reorganization for programming in the Pennsylvania Cooperative Extension Service. Program development committees, alerted to the urgency of dynamic planning, were appointed by Director H. R. Albrecht. They are bringing all the resources of the Extension Service to bear upon the problems.

One of these committees is composed of six county workers; another is composed of four specialists representing animal, plant, social, and

(See *By People*, page 202)



# Program "Architects"

## Need the Facts

by WILLIAM G. HOWE, *Cattaraugus County Agricultural Agent, New York*

**T**HERE are few, if any, builders who would consider construction of a building without having a plan and blueprint to follow. Further, it is doubtful if an architect would draw up plans without first determining just what the owner or user wanted in terms of layout, details, and end product.

The same applies to planning for both short and long-term Extension Service programs. To be effective, such programs must be based on the needs of local people.

Such thinking preceded a survey of farm families that formed an important part of program planning in Cattaraugus County.

Between 15 and 20 farmers are appointed annually to the program planning committee by the executive committee. Since the majority of farmers in the county are dairymen, most committeemen have dairy as their major farm enterprise. But other types of farming, such as poultry and livestock, are represented.

### *Facing Facts*

The agents realized that our annual program seemed to be a revision of old ones with only minor adjustments from year to year. We also concluded that we needed a more accurate method of determining what the program should be.

After discussing this with the program planning committee, we decided it would be good to survey the county to determine what extension activities were effective. The information could be used in making the agricultural program more effective. This also should form groundwork for long-term program planning.

The questionnaire, areas to be surveyed, and other details were plan-

ned by a local committee, agents, and Frank Alexander, administrative specialist in extension studies at Cornell.

Data was processed by the Extension Studies Office and put into a useful form for local committees.

One hundred twenty-nine farm families were included in the survey. All facets of the farm operation were categorized—from the family and its components to agronomic and feeding practices. Contacts with the Extension Service were also included.

### *Committee Studies*

The real value of the survey was in its use by the county program planning committee. At the first meeting, the survey results were discussed in general and the program committee was made familiar with the entire summary.

At the second meeting, characteristics of a "Mr. Average Cattaraugus County Farmer" were presented to guide the committee's thinking. These characteristics consisted of various averages taken from the survey.

The information on "Mr. Average Farmer" was divided into three areas: extension activities, agronomic practices, and dairy practices. These details were put on the blackboard and discussed briefly.

Three separate groups of the committee discussed the areas of "Mr. Average's" operation. They were asked to indicate what this average operation should look like and what Extension's activities should be in 1963. These ideas were listed on a blackboard.

At the third committee meeting, three major areas were discussed and specific goals set up for the next year's program. The three major areas, as emphasized by survey results and program committee opinion,

were: agronomic practices, management practices, and demonstration plots.

The agent staff was responsible for writing the program of work for the coming year guided by the committee's discussions and suggestions. The program committee reviewed and revised the written program before it was put into final form.

The survey gave the program planning committee useful information relative to the extension program and management, agronomic, and dairy practices of farmers.

We believe that the survey generated considerable local interest in program planning procedures. The people included in the survey, especially those planning and conducting it, came to feel that the extension organization was trying to develop a program based on local information to serve local people.

The planning committee seemed to take special interest in planning the program of work after they had an opportunity to take a critical look at some local information. Using the survey information seemed to give the committee confidence.

### *Changes Carried Out*

It is important to point out some of the adjustments resulting from the survey and its use in planning. The county took a critical look at some of the methods of doing extension work as a result of the survey. We plan to include more farm visits and hold more local community meetings aimed at a somewhat lower level of teaching than the countywide meetings. The survey information called attention to needed emphasis in both the short and long-term programs.

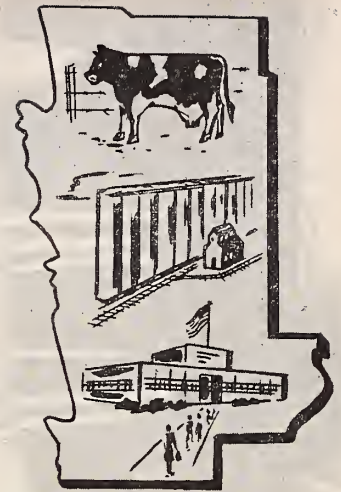
Without this information, it is doubtful that as much attention would have been placed on lime and soil fertility. The survey data also supported continued emphasis on a top quality roughage program.

Finally, the information provided by the survey could and should be useful to extension for evaluating all program activities. Local programs designed to meet local needs must be based on the local situation. The survey of county farms was carried out for this purpose.



# ACTION

## FROM YOUR PLANNING



by M. S. SHAW, Associate Director of Extension, Mississippi

**D**o you wonder: How well am I using my time? Am I helping people with really big needs? Is our team of county extension agents getting the kind of results that the people expect?

If you have doubts, it may be time to make your county program planning do more for you. It's a continuing process.

Mississippi extension agents have used program planning since 1930. In 1946, each of our 82 counties began with about the same pattern as we have since followed.

### Progress Results

Results? Despite problems that affect farm families and rural communities throughout the Nation, most Mississippi farm families enjoy a standard of living many times better than a decade ago.

Our total farm marketings have increased greatly. Income from live-stock is rapidly coming into a good balance with that from row crops, replacing what not many years ago was an economy based largely on cotton. Supplementary farm enterprises have been developed in many counties. Farming is more efficient. There is more opportunity for local off-farm employment.

We are confident that the above progress in Mississippi resulted to a considerable extent from sound, overall county planning, then aggressively "working the plans."

What are the main steps or stages in this planning? In the simplest form they are preplanning, program development, public relations and education, and evaluation and revision.

**Preplanning.** You can't do much with a large group of people without some detailed planning in advance. Discuss this county program planning with all members of the extension staff. Acquaint workers of other agencies with what is underway.

Your main preplanning job is to gather facts. This includes reliable data about the current overall agricultural situation, family living, public services, education, recreation, youth, and potentials in these and other areas. Stress not just agriculture but the total economy. Extension specialists can help with your fact-finding.

Don't feel that you must collect all the data yourself. Subcommittees of lay leaders may decide that they need facts available only through local surveys.

Plan how to best organize your leaders for the job ahead. Make a timetable. Plan the meetings. Prepare study materials.

**Program development.** Involve a lot of people. The membership of the overall committee should include both farm and nonfarm leaders.

Include representatives of all agricultural commodities, farm organizations, rural community clubs, home demonstration clubs, 4-H or older

rural youth, county government, other government agencies that deal with rural people, businessmen, bankers, industry, civic clubs, rural ministers, newspaper editors, and radio station managers. You may think of others.

A total of 100 or more people are involved in the planning in most counties. They are both selected and elected.

Have a countywide meeting at which you carefully explain the objectives and organization. You'll need an overall chairman and possibly other organizational features.

Set up a subcommittee for each problem area. Five to nine members is about right. Both men and women on many subcommittees is suggested.

The task of each subcommittee is to study the situation in its area, identify problems that stand in the way of progress, and set goals. Practical ways to achieve the goals are suggested.

Goals must be practical and attainable, neither too high nor too low. They should be stated specifically enough so that everyone will know when they have been reached.

Each subcommittee submits its recommendations to the overall committee for approval. Priorities may be given to some goals. The combined report should serve as the foundation for the total extension

(See Action, page 204)

# A Committeeman Views Program Projection

by FLOYD W. TRAIL, Chairman, Latah County Advisory Committee, Idaho

**O**FTEN too many people are willing to carry the stool when the piano needs moving.

Such was not the case in Latah County, Idaho, when we started program projection. Every one of the 18-member committee was a piano mover. Our problem was getting someone to carry the stool!

Whatever success we have achieved stems from the willingness of every member to serve as chairman or cochairman of the basic committees. All people should have the pleasure of planning with such folks.

Most everyone has an elephant to which he likes to carry water. It is a matter of getting the right carrier aligned with the right elephant. As soon as our committee had selected the eight most important problems, there were volunteers for chairman and cochairman of each.

## *Exchanging Ideas*

In addition to starting meetings with coffee and doughnuts, our meeting room was comfortable. Although all corners of the county were represented (and this is a must) soon everyone knew everyone present. We also learned something new about every spot in our county.

On every problem considered, each member contributed constructive thoughts. As an example, one member offered a graphic experience about the importance of following the planning circle—stating the problem, establishing a goal, obtaining the facts, doing research, education, and evaluation.

The example used was that of a top man not showing up for work on Monday mornings. The problem was that he was not at work. The goal was to get him there.

The foreman said, "Fire him." The

superintendent agreed. So he was fired. But when they got around to the evaluation it was impossible to accomplish the goal because the man was no longer on the payroll.

When the personnel director got the facts they revealed that this man's wife was ill and required medical attention on Monday of each week. It required a day's trip to a larger city. Not wanting to bother anyone else, the man took the day off. Arrangements were made for someone else to take the wife for treatment which now made it possible to get the man to work.

What a contribution this actual experience was for our committee. It helped us to stay on the beam.

Citizen participation is gratifying. In addition to the 18-member committee, the 8 problem committees, and 39 subcommittees, it is estimated that 5 percent of our county population attended some meeting concerning one or more phases of our projected program.

## *Problems Pointed Out*

The eight areas for programing selected by our committee were: weeds, family living, forestry and mining, crops, livestock, transportation, public relations, and youth. These are not listed in order of importance nor are they all problems that we know exist. To the committee's way of thinking they needed first action.

We decided that weeds were our number one problem. From this projection over 50 percent of our farmers have attended meetings.

The county has been divided into 20 community weed districts with each represented on the county committee. It was thought that each community can best work out its

own weed control program. The weed problem is more than an individual problem, but differences in areas make it difficult to handle county-wide. After starting this constructive move, railroads, highway department, federal and State governments, and owners of other nonagricultural lands have cooperated in a control program for weeds.

Our goal is to eliminate weeds, therefore this is a long range projection. Considerable progress is being made toward reducing our weed population. We have also progressed in many of the other areas.

## *Sharing Benefits*

Service clubs asked for reports on our projections. Their overwhelming approval certainly lifts one's spirit. They have been and are helpful in our being able to make notable progress toward our goals.

Both press and radio covered our work.

We were invited to report our operation and progress to extension workers of a neighboring State. This was a real pleasure. It is good to learn that no one of us has all the problems. To learn more about people and their problems is all bonus.

We are fortunate in having top-notch extension personnel. At one time our county agents may have wondered in what areas they should spend their efforts. Through our planning committee they have that problem solved. They know what the citizens of Latah County want and think are important.

There is no end to satisfactions we get from improvement that has stemmed from our county program projections. What every county needs is full understanding and cooperation. And we have it.





Berkeley County Farm Women Council in action on program planning. President of the county council, home agent, and Farm Women's Club representatives participate.

## Rechart the County's Course

by FRANZ I. TAYLOR, EUGENE J. HARNER, VELMA B. JOHNSON, and ARLEN RAY BRANNON, Berkeley County Extension Staff, West Virginia

**P**OURING out subject matter does little good if people aren't ready for it. People gain in knowledge only when interest is aroused, understanding is developed, and appropriate action is taken.

We believe that the soundest program will result when lay people, county extension workers, and specialists are all included in planning. We use lay persons because we know that we don't have a monopoly on good ideas—that programs, to be effective, must be geared to the roots of rural problems.

### County Representation

The sponsoring committee for extension work in Berkeley County is the Agricultural Extension Service Committee. It is made up of seven persons representing the County Court, County Board of Education, Farm Bureau, County Home Demonstration Council, 4-H Leaders' Association, and two members appointed by the Board of Governors of West Virginia University. This committee meets two or more times annually to

evaluate the program and recommend improvements.

In 1955, under the guidance of this committee, program projection was undertaken to establish sound objectives. County agents, with statistics and background information, held meetings throughout the county to discuss needs, interests, and objectives of a long-time program.

Specific suggestions were compiled from these meetings. Many were incorporated into the extension program and they are referred to in developing the plan of work. More and more we realize that the family, the farm, and the home should be integrated into any planning.

In the agricultural phase of planning, separate commodity committees help determine the problems and their solutions. Different members are selected each year in order to involve more people. Commodities represented are fruit, dairy, agronomy, and poultry.

Program building is a continuous process. Committee members recognize that the collection and consideration of new facts and ideas are necessary. They must evaluate the prog-

ress and consider factors that may change.

We try to guide the committee so that solutions will be based on unbiased data and research findings.

Each June the home demonstration club women begin to plan a program for the ensuing year. The county council of 30 women discuss what they think the problems are and methods for getting expressions from as many other women as possible.

To make it easy for women to participate, check sheets are given to individuals. For those willing to spend a little more time and thought there are problem sheets on which to write personal, family, and community problems.

This year, attention was focused primarily on problems of health and aging. Community problems most often concerned planned recreation for young people, traffic safety, and roadside litter. At the same time, small groups were also gathering facts from county leaders and public agencies on recognized county problems.

Representative county leaders attend a State planning meeting. Problems are discussed and background information and trends are given by extension specialists and other State authorities. From these sources come the basis for guidance in arriving at solutions to local problems.

When all the facts are gathered, the original group of leaders discusses the information they have and makes plans for a program.

### Women's Leadership

Home demonstration club women lead the program planning for the whole county.

When the home agent goes before other groups, does a radio program, or writes a news article, she uses all this information to guide her selection of subject matter and determine where to place emphasis.

In planning our 4-H club program, we consider three main factors: analysis of the present situation, needs of the boys and girls, and potentials or objectives of the program.

Other factors vital in our program planning are available leadership, interest of parents, community inter-

(See *Recharting*, page 198)



# PEOPLE

## Are the Common Denominator

by JACK LEWIS, Kaufman County Agricultural Agent, Texas

**P**ERHAPS the stage was set in 1903, when Dr. Seaman A. Knapp assisted Terrell, Tex., businessmen with plans that led to a successful farm demonstration.

Dr. Knapp offered these Kaufman County people a plan and the plan he offered was of their own choosing. In cooperation with Walter Porter, who conducted the demonstration, the plan was executed and Mr. Porter declared the demonstration produced a profit of \$700.

This demonstration is credited by many people as being important in establishing the Cooperative Extension Service. The point is that program planning was the basis for original extension work.

Program planning, program building, program development, program projection—all relate to the planning process so necessary to effective and successful work. Regardless of the name, the process requires active involvement of county people in both the planning and execution of a county program. Program building is the term used in Texas.

The organizational framework in Kaufman County consists of a central program building committee supported by a number of special interest or problem area working committees. The chairmen of these supporting committees are members of the county program building committee, along with other designated key leaders from significant groups and geographical areas. This group, plus the combined membership of the various supporting committees, provides reasonable representation without getting any one committee or working group so large as to be unwieldy.

Concerned about the heavy organizational requirements of program building, I once doubted that program building could be accomplished without endangering the existing subject matter educational program.

O. B. Clifton, county program consultant, said, "If you do a good job with program building, you have done a complete job of extension work." Program building and a com-

prehensive extension program are synonymous.

Certain points of emphasis are currently regarded as principles for effective program building in Kaufman County.

### *Agents' Adjustments*

The first requirement is that agents be convinced that people have the ability to plan and carry out their own program. Agents must also feel that such an approach can be rewarding both to the county people and to themselves.

The most logical place to start with program building is with county extension agents. Some changes in the way they do their jobs may be necessary. Sincere agents will transfer this attitude to county leaders.

In turn the machinery can be developed that will provide for a continuing program building operation. But this will require time and patience.

### *Shared Participation*

It should be emphasized that program building is a continuous process of involving people in planning and carrying out these plans. Since it is continuous, the process provides an opportunity for improvement at any stage.

Membership on committees is important. The quality of committee work will be in direct proportion to the attitude and capabilities of committee members. Strong, competent, and respected community leaders, who are also representative of significant groups and geographical areas, are a requirement for progress.

Continuous and complete orientation of committee chairmen is a basic requirement for them to direct their committees. The agent must be a resource person and one who motivates people to be equal to the task before them.

One objection to program building is the interference of people in the existing county program. Committees in Kaufman County plan activities supporting the total county extension program and at the same time develop ways to carry out their plans.

(See *Denominator*, page 202)



Kaufman County program building committee membership represents subject and activity area subcommittees along with leaders from significant groups and geographical areas of the county.



# PLAN BEFORE YOU PLUNGE!

by RALEIGH BROOKS, Assistant Pueblo County Agricultural Agent, Colorado



**D**URING planning sessions, schemes are laid to use or burn time and energy. So plan before you plunge. Time is perishable and when combined with other resources results in valuable gain or disappointing loss.

The extension worker, dedicated to helping others, finds his plans involve many people and sometimes whole communities or counties. Thus it is possible for an extension plan of work to either upgrade or downgrade the resources of many persons.

Our clientele can no more afford losses than we can. If extension programs are not challenging, satisfying, and profitable, people will look elsewhere.

Every successful businessman gives his customers what they want and need. To find the needs and desires of a group, involve them in planning programs that affect them. This gains support for the program as well.

## Scope of Influence

Now let's consider key factors in the planning process of a 4-H program for Pueblo County. The ideas here have been considered and evaluated by many county groups including the junior leaders organization, the 4-H youth council, the leaders advisory council, the county 4-H foundation, home demonstration clubs, civic and service clubs, and the extension staff.

A major idea is considered by most of the above groups. If rejected, the idea dies without harm to the county program. If accepted, it is not only incorporated but widely understood and supported.

This list also suggests that a 4-H program can involve every facet of the community. The product of 4-H club work is skilled, competent citizens.

## Plan for Planning

The 4-H leaders advisory council in Pueblo County projected a 3-year program. It scheduled time for planning as well as activity. Ample time was given so planning and promotion could assure adequate involvement and success of each activity. Time scores as a most important

factor in promotion, participation, and progress.

Responsibility for the different functions on the 3-year program is accepted by the county groups named before. This decreases the burden of operation on any one and enlarges support for the general 4-H program.

The 3-year program with accompanying calendar and budget helps those concerned with the program to know what's happening, when it's happening, and what finances are available. Incidentally, program funds are raised prior to spending, so each committee knows its budget is assured.

The structure of the 4-H council provides officer terms longer than 1 year. Some officers are elected on alternate years. This provides experience and continuity for the major planning groups.

With a basic 3-year plan, the 4-H council, leaders, youth, and extension staff are more familiar with the program each year. They have more time and confidence in its development. And this allows more time for reports, recruitment, and reenrollment.

## Signs of Achievement

One significant move on the part of the 4-H council was to approve Thursday evening as the major county 4-H meeting night. Now individual club members and leaders save this evening for council or committee meetings. This reduces conflicts and increases attendance at 4-H functions.

Another stabilizing influence is the Pueblo County 4-H Foundation, developed over a 3-year period. These civic and agricultural leaders are interested in promoting 4-H.

They assume the major financial responsibilities of the county 4-H activities. Their 1960 budget of \$2,500 will help with an interstate exchange, State conference, State camp, county achievement, leadership training, and other programs.

The crux of an expanding 4-H program lies in its leadership. We have found that 4-H members participate and re-enroll in direct re-

(See *Plan Before*, page 204)



# Is Planning Worthwhile?

by D. W. BENNETT, *Agricultural Agent*, and MRS. KATHLEEN HODGES, *Home Economics Agent, Henderson County, North Carolina*

**I**s program planning worthwhile? Ask the farm and home leaders of Henderson County, N. C.

Fifty leaders, representing farm and home organizations, were invited to explore the possibilities of setting up a long range program. This was in 1956.

Since then gross farm income in Henderson County has risen steadily under the impact of a long-range extension program. Income rose from \$7.6 million in 1956 to \$9.1 million in 1959. The goal for 1961 is \$11.9 million.

## County Representation

The people attending that first meeting represented all segments of the county farm population. Most of them were officers of the different enterprises and organizations, such as the Blue Ridge Apple Growers Association, Beef Cattle Club, Poultry Club, and Home Demonstration Council.

They examined summaries of information about the county at the first meeting. Later each major farm and home enterprise was explored and problems discussed. At the final meeting, the committee set up goals and discussed ways and means of reaching them.

Later the leaders of each farm and home enterprise group further explored goals and worked out definite ways to reach them. The county-wide program planning committee was then called back into session so countywide goals could be summarized and adopted.

It was generally agreed that farm income, marketing conditions, nutrition, and rural housing were the greatest problems. Special efforts were made to improve these problems although others were not ignored. There were plans to expand some enterprises, such as poultry, fruit, and tomatoes. In others, em-

phasis was focused on increasing efficiency.

Each year, a check was made on each enterprise. If progress wasn't satisfactory, methods of reaching the goals were changed.

Four new marketing co-ops have been formed—in dairy, eggs, apples, and tomatoes. Annual savings to farmers are estimated at \$153,000. The co-ops are expected to do a total business of about \$1.3 million in 1960.

An educational program, keyed to wise use of the food dollar and to better home gardens, is improving nutrition in rural family diets. A program was carried out on wise use of the food dollar along with growing part of the family food.

Extensive work has been done with low-income families on basic management, especially in handling money and in farm and home planning. It has resulted in marked improvement in housing and better living.

Gross farm income has increased \$1.5 million in 3 years.

## Success Factors

A key factor in this long-range program has been coordination of leadership. Many of the members of the county planning committee were also officers in the various enterprise groups and farm organizations—not hand picked by extension personnel. Until this time the extension office had worked with each group separately to carry out the extension program.

The original county planning committee has now been changed to a county advisory board which advises the extension staff.

A large share of progress in the program is credited to farmers, homemakers, and young people. Agricultural agencies which helped include Farmer's Home Administration, Agricultural Stabilization, Soil Con-

servation, Production Credit, vocational agricultural leaders plus district and State extension specialists.

"Program planning with lay people has resulted in a better and more useful extension program, which is helping more farmers and homemakers in Henderson County," say extension leaders. "This has resulted in greater understanding on the part of leaders about the importance of research and education."

The secret of success in planning and carrying out a long-range extension program depends on how much responsibility is given to the rural farm and home leaders. In order for any program to succeed it must originate with the people. They will then think it is their program and make a determined effort to carry it out.

## RECHARTING

(From page 195)

ests, and social and economic problems.

Each year 4-H program planning is undertaken jointly by the 4-H leaders and adult counselors (many are parents and community leaders), 4-H Pinwearers (a group of older 4-H'ers), and the county extension staff.

These groups analyze and review the past year's program to ascertain the objectives and goals reached and the weak and strong points of the program and activities. With this background, they formulate the new years' program and activities, keeping in mind the long-range objectives of 4-H club work.

Our program is simple yet effective. It is flexible enough for change without altering its primary objectives.

Some say that it takes too much time to plan and develop extension programs that really meet the needs and interest of people. Which is more important, to develop people or just to serve everyday needs as they arise?

Are you too busy piloting the boat to take time to rechart your course? Our extension staff works together and develops a combined program of work. We think it is important.



# LET THE PEOPLE Speak!



by WALLACE CUMMINGS, *Monroe County Agent, Arkansas*

**W**HAT kind of program should be planned and developed for the farm people of Monroe County?

No one is in a better position to answer this than the farm people themselves. They know what their problems are and can help solve them. And after they have a part in planning and developing programs, they are more determined to make them succeed.

Have you ever heard an extension worker say that he initiated a certain program in his county because he felt it was what the people really needed? We might be surprised at the number of failures of programs that were planned and conducted entirely by extension agents.

## *Open Participation*

Farm people must be involved in developing and planning extension programs. If a program is presented to them, the people will consider it the agents' program and not theirs. If the program doesn't fail entirely, it will have a hard time succeeding. If the people are not involved in formulating the program, the extension workers' job becomes more difficult and probably only limited benefits will come of their efforts.

The key to a well-planned and successful extension program is participation by the people that will be involved in a particular program. Once the people have shown interest in discussing and planning a program, they will help take the necessary steps to insure its success.

An overall agricultural committee assists Monroe County extension agents by planning the various programs that are to be carried out. A chairman, vice-chairman, and secretary are elected annually.

There are 32 farmers and farm women on the committee. In addition, nine exofficio members are the county judge, home demonstration club council president, a banker, the county editor, a farm organization president, 4-H leaders, and extension agents.

This committee is representative of the county's population and interests. Their main function is to review the reports of various subcommittees and help combine this information into a county program.

Subcommittees of the county agricultural committee are broken down into two categories—community committees and commodity or special interest committees.

Community committees, designated

by community boundaries, are composed entirely of people within the communities. They are represented on the overall agricultural committee by at least one farmer and one farm woman.

Commodity or special interest committees do most of the planning and program development concerning specialized subjects. Presently active committees include: foods and nutrition, housing, clothing, organization, community development, Farm and Home Development, 4-H club, rice, cotton, and livestock.

These committees meet several times each year to discuss the problems of their particular subjects. The chairmen are members of the county agricultural committee. They represent their committee and present their reports at the overall committee meetings.

## *Mission Accomplished*

Sometimes urgent problems cause need for a new committee. For example, a few years ago, several large communities did not have telephone service. A group of leaders consulted extension agents and decided that a rural telephone committee should be formed.

(See *People Speak*, page 207)

# Take Aim at Specific Problems

by P. K. CONNELLY, *Extension Supervisor, Indiana*

**T**AKE dead aim at problems that need to be solved. This is the job of a program planner.

Part of this task is to find out the needs and the important problems associated with them. The job also includes organization of staff, people concerned, and educational activities to carry out the program. These are the inescapable responsibilities of program planners.

There is one thing you can bet on. If your program doesn't take dead aim at important needs, you don't have much of a program. Furthermore, if the citizens concerned don't recognize the needs and the problems associated with those needs, you still don't have much of a program.

## Program Measurements

You have a program when four well-defined conditions have been met.

- When the county staff has a set of clearly understood program objectives, based on problems associated with real needs.

- When the people concerned recognize their needs and problems and have the same objectives as the county staff.

- When there is an organization plan that intensively involves representative people in each phase of the planning process.

- When there is a coordinated series of educational activities designed to help solve the problems.

This is neither easy nor simple. But certain principles will help keep a staff working on the right things in the right direction.

The first principle concerns thorough understanding within the staff. It means the county staff has what Assistant Director Gale VandeBerg of Wisconsin calls "common insights into the process, and common agreement on objectives, procedures, and

responsibilities in the planning process."

This kind of understanding is achieved over a period of time. It is an outgrowth of staff participation in decisions concerning problems, objectives, procedures, and staff responsibilities. It is the outgrowth of regular staff conferences, intensive discussion of problems, and questioning and analyzing within the staff. It is a result of intensive communication, until there is real understanding and agreement on what is to be accomplished, why, and how.

This kind of understanding is one of the basics for program accomplishment. If you don't have it, your first step should be to get it. If you don't get it, you don't have a chance!

## People's Insight

The second principle has to do with the same sort of understanding by the people involved. This includes both the actual planning committee and the county extension committee. These people need the same insights, feeling of purpose, and understanding of objectives and procedures as the staff itself.

Experience and research show that extension committees are usually willing to spend more time than they are expected to spend on the job of planning. "In fact, many leaders were critical of trying to do the job of planning too fast, and with lack of depth caused by lack of involvement and lack of information," says Dr. VandeBerg.

People are not willing to spend their time, brains, and energy on unnecessary, trivial, or superficial activities. If they can do important planning, they want to see results. They want to feel they are contributing to an important cause.

Getting competent lay people personally committed to successful,

worthwhile programs is the way Extension can find, train, and develop more leaders. It will make the Extension Service a stronger and more effective agency of society. If Extension is to meet the challenge of today, one of our first concerns will be to get competent people committed to important programs.

## Reporting Goals

Let's look at a case from Rush County, Ind. Start with the annual plan of work because that reveals more than objectives and a calendar of activities. It also shows a progress report of long-range planning, statements of program objectives, and names and addresses of the people involved in the whole planning process.

When you read the Rush County plan of work you get the feeling that it represents a complete program planning system. It is the work of both staff and lay people. No program could stand up to the scrutiny of this many people unless it was important and met some real needs.

The 1960 Rush County plan of work lists nine major program objectives. Let's examine one of those in detail.

## Supporting Objectives

"To help Rush County people engaged in agricultural enterprises adjust businesswise to insure adequate family income." This objective has been a part of the program for years.

It was not decided on at any particular meeting. It grew over a period of years. It grew and evolved in meetings of the executive committee, the farm management committee, and the annual meeting of the county extension committee.

For the last 5 years more than 100 leaders have attended the annual meeting—local extension leaders; leaders of interested federal, State, and local agencies; and leaders of county and community organizations.

It would be next to impossible to get this group to work on and support this objective if it did not meet an important need in Rush County.

The objective is supported by no less than 20 extension activities every  
(See *Take Aim*, page 205)



# Programs Wear Like Clothes

by WILLIAM G. McINTYRE, Hunterdon County Agricultural Agent,  
New Jersey

**E**XTENSION programs are like clothes. Some we wear out in a short time. Others last for years.

A dress overcoat gets stored away carefully each summer. It is cleaned, pressed, and brought out for wear the following winter. But real working clothes wear out and have to be replaced. We replace them with the same design, or if we are lucky, with new designs and styles that fit better and are more comfortable. So it is with extension programs.

Unfortunately, we can't step into a store, order up an extension program, and walk out with it. We have to make our own.

In planning programs we try to have the Hunterdon County folks try them on for fit. Since ideas are the materials from which these programs must be developed, we try to have our people furnish some of the raw material. Since the success of the program depends on the people of the county, we try to have a representative group help with its construction.

## Specialized Interests

Hunterdon's main agricultural enterprises are dairy and poultry. Before attempting to write up our program for the year we sit down with people who can reflect the needs of the county in these two major fields.

In the past we've had two committees, one for dairy and farm crops and one for poultry. These committees are made up of several different kinds of people in an effort to cover the various angles that should be considered. We like to have one or two folks from the executive committee of the Hunterdon County Board of Agriculture, official guiding body for extension.

In the case of our dairy committee,

we try to have dairymen represent the board. In addition, we try to include several other farmers, older ones as well as young ones, progressive ones and some who are not. In addition to the farmers, we have DHIA supervisors, artificial breeding co-op representatives, a feed dealer, a seedsman, and a banker. Added to these are the agents and specialists from Rutgers University.

## Meeting Agenda

When all are assembled, last year's program is reviewed and criticisms are noted. The specialist sets the stage for agriculture in the future as he sees it. Then the group is asked for ideas and suggestions. The agent's job is to catch as many of the ideas on the blackboard as possible, and state them in terms of objectives for the future program.

Once the raw material is gathered, ideas are passed along from one member of the committee to another and suggestions for accomplishing the objectives are put down. As the objectives and refinements for accomplishing them are brought out, the committee is asked to place priorities on them.

Once this is accomplished, the agent's program of work is half done.

All that remains is for agents to fill in details, such as the statement of situation and trends and an account of the specialist's talk localized with the ideas and suggestions of the committee. He states the objectives, aims, and purposes. Next, the program is detailed on a calendar and responsibility basis.

Like any other assembly line, this one is not perfect. Sometimes there's a shortage of raw materials. In such cases last year's models are refurbished and continued.

Frequently, last year's models are completely rebuilt with clearer and more obtainable objectives. Occasionally something absolutely new and different is brought into the picture.

## Resulting Changes

At just such a program planning session in Hunterdon County the idea of cooperative artificial breeding of dairy cattle was suggested. E. J. Perry, then extension dairy specialist, discussed a visit to Denmark where the practice was underway. This sparked our artificial breeding program.

Our all-day Dairy Institutes came about in a similar manner when a previous year's program was evaluated. The system of holding a series of evening meetings was felt an inefficient way of reaching a large group of people. Someone suggested an all-day affair combining all the meetings complete with exhibits and lunch. This technique has saved specialists', agents', and farmers' time and it has resulted in better attendance.

Questions and ideas from farmers, specialists, dealers, and many others all come together in these program planning sessions. Out of it comes a program that better fits the needs of Hunterdon County.

## Projecting Ideas

Program projection was tried in a similar fashion with a series of meetings. The first few filled in the details, statistics about the county, its growth, and future development. Subcommittees discussed specific parts of the long-range program and presented their recommendations to the overall committee at another meeting.

Finally this program was formulated and written up. The thoughts of a representative group of people as to the future needs, aims, and purposes for extension and other groups had been presented.

Since our extension programs are for people and since programs must be carried out by them, it is important that the people of Hunterdon County assume some responsibility for planning the programs to meet their needs.



## DENOMINATOR

(From page 196)

Certainly committees are not to plan activities to be executed solely by extension agents. This defies the whole philosophy of developing a strong and effective county extension program through the program building process.

### *Receptive Atmosphere*

When committees have a serious purpose, are adequately staffed, and have well-oriented chairmen, the whole process is regarded with respect and dignity. The county program will be enhanced and require less attention by the agent.

County people and the influences that add up to their wants and needs do not conform to calendar dates imposed from outside the county unit. This means that the complete program building process can work only where maximum programing responsibility rests with county personnel instead of supervisory personnel elsewhere.

County people will not give their best support to programs where someone else holds veto power. Neither will they spend much time and effort carrying out plans made outside their group. We must be satisfied with the county extension program designed by local people.

Since extension programs are people oriented rather than subject matter centered, a program can move only as rapidly as the people want it to move. If an agent attempts to speed up this process by assuming responsibilities that belong to the committee, or to otherwise subsidize the committee leadership, he will undermine and tear down program building work.

It requires a great deal of patience by agents. Agents must apply their talents toward influencing people to act rather than acting as a servant for the people.

Certainly this is not a blueprint of how to do program building in our 50 States. In Texas alone, there are a variety of conditions which must be met by local agents, familiar with their own situations. Surely the same is true for the other 49 States.

Every State and county has one thing in common—people. People are much the same everywhere. They have about the same wants and attitudes toward achieving their desires.

While every county has its peculiar problems, Extension still has its basic and common objective—providing an educational program for the people of the county. Local agents know best how their people can be involved in program building.

Rewards include personal satisfaction for extension agents who see their county programs grow in scope and influence. New clientele mean more workers in the total program. And extension work itself is interpreted to a larger public.

## BOOK REVIEW

RAISING CANE ON HUCKLEBERRY by Alice Cobb. Friendship Press, New York.

This story of opportunities for youth to serve the community is told simply and effectively. The charm of the story is that the author doesn't strain to make a point. The characters are ordinary people with normal reactions—not super individuals.

The theme is that the church is the center of our community and of our whole life. The approach is that the big opportunity is doing things together for something bigger than ourselves. The events in the story are handled so skillfully that it is easy for a person to see himself in it.

Some might criticize the story as placing too much reliance on the rural community automatically providing an environment for "goodness"—that it is easier for youth in this setting to undertake a constructive approach.

The author has highlighted the positive. There are also obstacles to overcome—some greater than in an urban location. The problems of cooperation of a number of small churches and separateness had to be overcome. Even though the author's background and experience might permit some prejudice in favor of the rural community, I'm sure that her broad outlook would entitle her to write as equally effective story in another setting—*P. F. Aylesworth, Federal Extension Service.*

## BY PEOPLE

(From page 191)

physical sciences. These two committees work with an assistant director for program development.

The county program development committee is concerned chiefly with matters pertaining to program development conduct in the counties and in defining problems. This committee also consults with the specialist committee regarding development of resources needed by county personnel.

Members of the specialist program development committee are trying to bring together the resources of the various disciplines. When the elements are analyzed and fitted together, projects have a larger impact on the problems in question. Satisfactory progress has been made in this new program development procedure during its first year and a half.

### *Advances Recorded*

Specialists, by working together, find they have been able to develop harder hitting programs and the increased significance of their work is being recognized. These jointly developed approaches to problem solving are readily accepted by agents and the people.

A constant effort has been maintained to key the work to problems recognized by the people and to secure support of local leadership before using this team approach method in local situations.

Several programs are on a pilot basis to assure that the available personnel will have time to develop and conduct them. Some agents already are beyond the pilot stage on the strength of competency and new confidence gained by working on these well-organized projects.

This developmental program is having a stimulating effect throughout the organization. Specialists are more willing to work together as they see opportunities to tackle previously baffling problems. County workers are more conscious of analyzing their local situations to focus on important needs and interests. Most important, lay leadership approves and supports this effort to better serve them.



# Prepared for Change

by ELIZABETH SUESS, Henry County  
Home Demonstration Agent,  
Missouri

As long as the Earth keeps turning, the world around us will change. And we must continue to adapt to it.

Henry County completed a long-time plan in 1958, thinking that it might be projected to 1965. But the time will come when another major change must be made.

Preparation for this projected plan began at the January 1957 meeting of the agricultural extension council. The council decided that the time had come for Henry County to take a look at itself. A steering committee of six members was appointed to make tentative plans for procedures.

This committee suggested first that information be compiled on situations and trends in the county. Part of this information was gathered by interviewing people in various occupations and professions.

## Committee Recommendations

In September the steering committee presented the method and procedure it thought would facilitate developing the program. Four major assignments were made.

The council and leaders from various occupations and professions should meet jointly. These leaders would discuss their ideas, problems, and changes needed to meet needs in their areas.

Council members at the township elections could discuss further and get ideas as to problems and things that should be included in the extension program.

At the annual meeting council members would condense and consolidate these problems and add suggestions that were obtained at elections.

At the January 1958 quarterly meeting the long-time plan would be developed further.

## Improvements Wanted

One area marked for emphasis was agriculture production and marketing. This included soil improvement, livestock breeding program, and farm products quality improvement.

Better roads, better communication facilities, and coal dumps were included in the rural and civic problems.

Soil conservation, improved farmstead appearance, employment off the farm, and maintaining farm income came within the scope of agriculture problems.

Under social and community problems, lack of community leadership and the need for more emphasis on extension, 4-H, and FFA were pointed up.

Henry County is within the area to be affected by the proposed Kay-singer Dam. That was also included as being a problem within the scope of extension activity.

More news and information from the Extension Service was agreed on as a need.

Tentative plans were made for the steering committee to get under way. They were invited to meet and then report to the council executive board in October. The steering committee, the council, and some 23 leaders would meet in late October to hear resumes of the work.

Men and women from various occupations and professions met with the steering committee. Among the 50-60 people at this meeting were church leaders, doctors, lawyers, city and county officials, the county court, representatives from the home economics club council, businessmen, bankers, and related agencies. A cross section of people who might be related to rural people and their problems were included.

When reports came in from the township meetings, the steering committee studied the information gathered.

The summary of all this material reads like an outline of the Scope Report.

Further validity was given the findings at the annual meeting of the agricultural council. The old, newly elected, and hold-over members of the council, a group of about 50, were counted off into three discussion groups.

Each group appointed a leader and a secretary. Extension personnel did not sit in with any group. Each leader presented the findings from his group to the whole council. Reports were collected and kept for reference.

The discussions bore out the steering committee's recommendations.

In January 1958 the council reviewed the work of the previous year. They decided then that committees were needed to study possible solutions to the problems confronting the county.

So during the spring of 1958, a series of committee meetings was held. A committee for each area of emphasis was appointed.

The areas were named as follows: efficiency in marketing, distribution, and utilization of farm products; conservation, development, and use of natural resources; family living; youth development; leadership development; community improvement and resource development.

Specific problems and possible solutions were set forth in each area. Finally, after months of planning, thinking, studying, and discussion, a long-time plan for Henry County was evolved.

People involved were not hand-picked. Agricultural councils in Missouri are elected. This gives people who might not serve ordinarily an opportunity to be part of a policy making group.

## Areas of Progress

This long-time plan has been used for 2 years now. In checking it against accomplishments we find that progress has been made in each area.

For example performance testing of beef cattle has been started. The number of dairymen producing grade A milk has increased.

Interest in home grounds improvement as well as better farmstead arrangements have resulted.

(See Ready for Change, page 206)



## Winter School Courses Announced

The second Winter Session for Extension Workers at the University of Georgia is scheduled February 13 to March 3, 1961. All classes will be held in the Georgia Center for Continuing Education. The following courses will be offered:

Public Relations in Extension Work, S. G. Chandler, Georgia

Principles and Procedures in the Development of 4-H Club Work, Miss Emmie Nelson, National 4-H Service Committee

Operations and Administration in Extension, Mary Louise Collings, Federal Extension Service

Family Problems in Financial Management, J. W. Fanning, Georgia

Effective Use of Information Media in Extension Work (Psychology for Extension Workers), Dr. Paul L. Ward, Georgia

Communication in Extension Work, J. D. Tonkin, Federal Extension Service

Announcement bulletins giving further details are available from S. G. Chandler, Chairman, Extension Training, Agricultural Extension Service, University of Georgia, Athens, Ga.

### PLAN BEFORE

(From page 197)

lation to the ability of their local leaders to understand and motivate them. Hence, we have developed a regular leader training program to help new leaders feel secure in their jobs and understand the philosophy of 4-H. Training helps experienced leaders understand and challenge different age levels.

Additional parent interest and leadership has been developed by requiring at least two leaders to train for each club. This provides continuous leadership in the event a leader must resign.

### Useful Experiences

Each 4-H member, regardless of age and maturity, must be challenged. Through training sessions,

leaders are acquainted with the programs and activities available to inspire their members. Ownership is stressed. Skills are taught. Practical recordkeeping is made a valuable part of every project.

A junior leader organization helps older youth learn about management—how to budget, obtain credit, and build net worth in their own name. In this activity, we find a great inspiration for older youth.

The junior leader organization does much of its own planning. The program includes many adult-like activities. Best of all, its training provides significant help to clubs and communities.

### Meanings for Extension

A planning catalyst is the role of the extension worker. He can do a lot to spark and accelerate 4-H programs conceived and promoted by those who need them.

His assistance with records aids continuity. He can provide for systematic evaluation of activities. This continual, objective evaluation of the county 4-H program by the extension staff and planning groups provides flexibility for an expanding program in a rapidly changing scene.

Tradition is only a guidepost, not a hitching post. We have learned much from our first long-range program that will guide us this fall in developing another.

## ACTION

(From page 193)

program. From it, prepare your annual plan of work.

Public relations and education. The program building process gains valuable understanding and support for extension. For the planning to mean the most, our aim should be to as nearly as possible acquaint every person in the county with it. This is done through community meetings, local newspapers, radio, and publications.

The educational value of the planning is great. Participants learn more about their county and its potentials, along with how to use research and education to make improvements. Special roadside demonstrations, field events, and other teaching aids often result from the planning.

Evaluation and revision. The entire program planning committee should meet at least once each year to review the total program and make changes as needed.

For example, many 5-year goals were reached in 2 or 3 years by Mississippi counties. New situations and problems arise. Despite excellent original work by the subcommittees, further revision and study may be needed later in some areas.

The program planning process must be continuous if the desired action is to take place.



Special teaching events like this Mississippi tour increase the value of county program planning.



# Weigh Anchor for Progress

by JOHN R. EWART, MRS. PATRICIA DEARTH, and JOHN E. MOORE,  
Madison County Extension Staff, Ohio

**A**GENTS, as well as their county people, must have the courage to meet the facts straight ahead. Success doesn't allow for dropping the anchor of tradition.

To start program planning on the right track, extension workers must be able to and want to analyze or evaluate past program results objectively. Appreciation of the rapid changes is essential. And behind it all, both agents and county people must have faith in the future of farming and the community.

A coordinated county extension program starts with a county staff that appreciates each other's responsibilities and is willing to give and receive help for the benefit of the total program. In other words, there is no substitute for unity among county workers in developing a strong county program with lay people.

## Group Representation

The Madison County extension program is planned and carried out with the assistance of special interest committees. Included in our special interest committees are: 4-H council and junior leaders, home demonstration council and alumni, and commodity committees.

Representatives from each of these, plus organizations, schools, churches, service clubs, and businessmen when possible, make up a county extension advisory committee. This group helps coordinate and direct the overall county program.

Concentrated effort has been made on long-time program development. Each committee, assisted by an agent and other resource persons, concentrated on drawing a picture of past trends in each special interest area.

Charts and graphs were made for use with special interest committees, county council, and county groups. Each committee tried to predict fu-

ture trends in its area and to recommend program emphasis.

A representative of each committee presented the study reports to a countywide all-day meeting. All committees, school officials, and representatives of business and farm organizations attended this meeting.

After illustrated reports were given, the large group divided. The small groups discussed areas of emphasis to stress in the future and areas that could be deemphasized. Reports of these small groups were summarized and presented to the county extension advisory committee.

## Emphasis Recommended

Following these recommendations, the advisory committee listed objectives to work toward and recommended ways to attain these objectives. They include resources needed and a suggested order of emphasis. No areas were recommended for de-emphasis.

Priority was given to youth work with emphasis on more practical projects and methods of project evaluation. Making the 4-H experience as educational as possible with more recognition was highly recommended.

Adult programs are no less important, but as one group mentioned, a good, practical educational program for youth is our best adult program. There is no better demonstration for adults than an effective 4-H project.

More emphasis was recommended for farm and home management. Consumer preferences were to be emphasized with production groups.

A summary of the year's work in each special interest area is given annually to our county extension advisory committee. This committee coordinates and helps develop more unity and strength in the total program.

Each special interest committee devotes at least one meeting each year to planning its annual program in light of changes in its area and overall program emphasis.

The key to the effectiveness of extension program planning rests on how representative of the people the committees are. In other words, are the members of a committee representing the upper 5 percent, or a specialty, or the whole county.

County program development should be a continuous process involving as many people as possible. The more representative people you can involve in the planning, the more people you have willing to help carry the action program.

Extension workers must appreciate the contribution advisory committees can make to a program. The challenge is to see that all members of a committee know the objectives of the program and that all facts are considered. Agents must have confidence in the decisions made by the committee and see that the program is carried out as decided.

Finally, the extension worker must develop a wholesome attitude toward continuous evaluation of the ongoing program, both with special interest committees and with the county advisory committee.

## TAKE AIM

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month. Typical activities are: farm management tour, swine and dairy tours, district fertility and lime school, crops demonstrations, soil testing project, conservation field day, 4-H club projects, Better Farming and Better Living work, and farm management school.

These activities involve some 300 families, many of them several times. This involvement of interested people brings a high degree of coordination to a program.

Planning programs to meet needs depends on coordination of effort within the staff and within the committee and in taking dead aim at specific problems. This is done by establishing an objective and then organizing educational activities that will help the people solve the problems they face in reaching for the objective.



# Developing Family Interest

by MARTIN G. BAILEY, *District Agent, Maryland*

FAMILIES will participate in the extension program if it is based on meaningful needs. People should be given an opportunity to identify their needs and to suggest extension activities that should be included in the program. Then the program will be most effective in satisfying the felt needs of the people.

Unless we respect the people's expressions of their needs, we run the risk of drafting a county extension program which will be little more than a so-called "agent's program."

## *Important Factors*

When the extension worker helps families develop programs to meet needs, he should not permit the families' ideas to become sole factors in determining objectives. The people's expressed needs should be analyzed with respect to what research has to say about the problem and what extension specialists can contribute to improving the situation.

The extension agent can be most helpful by directing the building of the program so that it will be as highly scientific and educational as possible. At the same time, it should recognize the basic needs expressed by the people.

A recent look at county programs of work in Maryland revealed that more families should contribute systematically to county program building.

So several training meetings were held to: help agents develop an appreciation for well developed extension programs, realize that extension programs must be developed around sound sociological and educational principles, know and understand the components of an extension program, and learn the step-by-step procedures involved in program development.

A significant part of the agent training was the designation of duties of the people who were to play a part in building the county programs.

The State office was responsible for administering extension policies, suggesting procedures to follow, and supplying background information.

The county staff decided on the basic program building procedures to be followed, organized a group of county people who served as an advisory group, and worked as leaders in carrying out the program. The county staff also wrote and publicized the program.

The communities, through simple surveys and group meetings, expressed what they felt their needs were and what they wanted done to improve the way of life.

The county advisory committee worked with the county extension staff in giving priority to needs which commanded immediate attention. And they helped decide on procedures for carrying out the program.

## *Obstacles Overcome*

The existing cultural situation in each county was a primary factor in determining how rapidly the people could organize to take an active part in program development. In some instances, people did not understand the function of the Extension Service and could not see how extension could be of any help.

In one county, the people felt such strong community loyalty that it was difficult for them to see the benefits of a countywide organization such as a county extension advisory committee. The extension staff worked with the people in each community at their cultural level. Then program development became a true extension teaching activity.

Some months later the families "bought" extension and its philosophy. They began to accept responsibility and play an active role in extension program development and execution.

## *Involving People*

The people learned about the organizational pattern of program development at community meetings throughout each county. These same people selected their representative to the county advisory committee. This gave families the feeling that they were a part of the county program and that the program belonged to them.

To keep people involved, each advisory committee member called community meetings with his neighbors to identify local needs and problems. Then the advisory committeeman reported to the county committee and the extension staff.

These reports served as a basis for determining the objectives of the county extension program. After the program had been written, the individual advisory committeemen assisted in taking it back to the community and helped the people put it into action.

We know that people's interest and participation in the county extension program is directly proportionate to the extent of their involvement. Learning cultural situations and developing families' understanding is one way to involve people in program planning.

## **READY FOR CHANGE**

*(From page 203)*

Enrollment in 4-H has increased. This of course reflects the increased interest of the council members as they become more familiar with the problems and opportunities.

Farmer-businessmen relations have grown closer and better in the past few years.

We realize that this plan is only a start. But we feel it has given us good background for future plans while starting us on county improvements now.



## WHY PLANNING

(From page 190)

process, when done with painstaking care, assures an end product in the form of an action program that is more nearly sound and right than a program devised by professional specialists or technicians alone. The correctness of a program generated by program planning, of course, is dependent upon the knowledge that the people have and the facts which they receive from extension personnel and other experts. With adequate facts, people can apply sound judgments and make right decisions.

Fifth, the participation of people in program planning gives them a proprietary interest in seeing that the program is carried out. Then they are interested in contributing to the efforts required to bring about the beneficial end results of the planned program. The value of such cooperation in program execution is obvious.

Sixth, county extension agents who desire to concentrate their time upon the execution of a well-planned program find support for this worthy objective in the people who were involved in the program planning process. Having a direct interest in seeing that the extension teaching phase of the total program is carried out, the people who helped develop the extension program are likely to stand behind the county staff when hard choices must be made between important educational activities and less important service jobs.

### *Helps Coordination*

Seventh, the program planning process can be an excellent means of bringing about a more integrated extension program. This in turn can contribute to a high level of staff coordination. The results in this direction depend on how the organizing aspects of program planning are handled. But if the planning is approached in coordinated fashion, a byproduct of the effort can be highly unified extension staff operation.

Finally, program planning is an important vehicle through which extension workers can maintain a

high degree of local understanding and support for extension work. There is no better way to achieve a hard core of understanding about, and appreciation of, the extension program's purpose and worth than to have a widely representative group of people involved in the planning. Such involvement and understanding contribute immeasurably to sound public relations.

You can probably think of other reasons for program planning. The important point to keep in mind is that while extension program planning takes much staff time and effort, it also has many positive features. And all of these contribute to excellence in the conduct of extension work.

## PEOPLE SPEAK

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The committee was selected and started immediately to acquire the rural telephone service. The telephone company pointed out the steps required before service could be provided.

Maps were drawn up, prospective customers listed, mileage estimated, deposits collected, and many other preparations made by the committee. The committee disbanded after the goals were reached. However, its accomplishments will not soon be forgotten.

People become involved in program planning for various reasons. Many are directly affected by special problems or needs. Others want to assist with anything that might benefit the community. Still others may be promotion groups, working to make a certain practice or enterprise succeed.

### *Various Roles*

The agents' role in program planning will vary with the specific committee they work with. In most cases their role should be in an advisory capacity. They should provide the information that the committee needs to plan a successful program. Agents are also responsible for helping people to recognize

their problems and develop the proper solutions.

In Monroe County, the extension agents serve in an advisory capacity on committees other than those that plan the extension program. We cooperate with agricultural committees of the chambers of commerce and civic clubs.

Farm people have sound judgment and, if given the opportunity, come up with programs that will solve most of their own problems. County extension agents should make every effort to give these people the opportunity to plan and develop their own programs.

## Monthly Revisions in Publications Inventory

The following new titles should be added to the Annual Inventory List of USDA Popular Publications. Bulletins that have been replaced should be discarded. Bulk supplies of publications may be obtained under the procedure set up by your publication distribution officer.

- F 2150 *Safeguard Your Farm Against Fire—New (Replaces F 1643)*
- F 2152 *Slaughtering, Cutting, and Processing Lamb and Mutton on the Farm—New (Replaces F 1807)*
- L 372 *The Onion Thrips—How to Control It—Revised July 1960*
- L 431 *The Sweetpotato Weevil—How to Control It—Revised July 1960*
- L 475 *The Cotton Fleahopper—How to Control It—New*
- G 69 *Home Care of Purchased Frozen Foods—New*
- G 70 *Home Freezing of Poultry—New (Replaces L 279)*
- MB 9 *Preparing Peaches for Market—New (Replaces F 1702)*
- MB 10 *Preparing Wool for Market—How to Increase Profits—New (Replaces L 92)*

The following publications have been discontinued and should be removed from the Inventory:

- L 169 *Preventing Gin Damage to Cotton*
- L 356 *Expansive Farmhouse (Frame)*
- M 720 *American Farming—An Introduction for Young People*

The following publication is obsolete and all copies should be immediately discarded:

- L 269 *Pickle and Relish Recipes*

# STEPS TO PROGRAM PLANNING...



**LIST PROBLEMS  
AND RESOURCES**



**ANALYZE  
ALTERNATIVES**



**AGREE ON  
SOLUTIONS**



**ESTABLISH  
PRIORITIES**



**TAKE ON  
RESPONSIBILITIES**



**INFORM PUBLIC  
AT EACH STEP**