

PROCEDURES USED IN THE FARM AND HOME DEVELOPMENT PROGRAM  
BY THE NORTH-CENTRAL STATES' EXTENSION SERVICES

By

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### BIOGRAPHICAL SKETCH

John Kitchener Frizzell was born and reared on a farm near Duval, Saskatchewan, Canada. He had three brothers and two sisters, and was the youngest son of Charles W. Frizzell and Edith A. Newman.

The author went to elementary school and high school at Duval, and completed high school at Strasbourg, Saskatchewan, Canada in 1934. He then attended the Provincial Normal School for teacher training at Moose Jaw, Saskatchewan and took part in several extra-curricular activities, one of which was President of the student government. After this, he taught rural and village school for about three years.

In 1942, he graduated with a Bachelor of Science in Agriculture degree from the University of Saskatchewan, Saskatoon, Saskatchewan, Canada, having taken part in drama, debating, public speaking, and instructing in army officers' training. While in attendance at the university, he was Secretary of the University Students' Council for one year.

Immediately upon graduation, he joined the Canadian Army (Active) for about four years and was an Army Service Corps Officer in Canada, England, and the Continent.

After demobilization on January 23, 1946, he joined the Extension Service of the Saskatchewan Department of Agriculture and was an Agricultural Representative at Wynyard, Saskatchewan.

On October 1, 1947 he joined the staff of the University of Manitoba, College of Agriculture, at Winnipeg, Manitoba, Canada. Here he remained for nearly seven years as Farm Manager, lecturer, and also doing public relations work and some radio broadcasting. The last year at the University, he was also a member of the Department of Adult Education and Extension.

In September 1954, after one year in private business, he came to the University of Wisconsin to prepare for a Master's Degree in Agricultural Extension Education.

The author married Beatrice Irene Griffiths in October, 1942, and they have two children--Wendy Irene, eight years old, and Barry John, six years old.

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## CHAPTER I

### INTRODUCTION

#### Objective of Study

The farm and home aspect of extension is in its "infancy" on an organized scale. It was thought appropriate, therefore, that some time and effort should be spent on surveying the specific procedures used by each state in implementing this phase of extension.

The specific objective of this study is to describe and compare the procedures used in farm and home development by the Extension Services of each of the north-central states.

The information provided will be helpful to all those who are working with extension and particularly to those in farm and home development. Assistance and guidance may be derived from such information at the present time, in addition to the value of such information in formulating future plans and procedures.

A special appropriation by the 83rd Congress for the fiscal year July 1, 1954 to June 30, 1955 was made for farm and home development.<sup>1</sup>

The information gathered in this study should help

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<sup>1</sup>Public Law 83, passed 83rd Congress, 2nd Session. A special grant of \$7,064,721 was made available for more intensive on-the-farm extension along with and in addition to, the regular Federal extension appropriation of \$31,597,279 for 1955.

extension personnel to make the most efficient use of this appropriation.

### Source of Data

The information for this survey was obtained by sending out a questionnaire to each Director of Extension in the land-grant colleges of the twelve north-central states. The land-grant colleges contacted were at: Urbana, Illinois; Lafayette, Indiana; Ames, Iowa; Manhattan, Kansas; East Lansing, Michigan; St. Paul, Minnesota; Lincoln, Nebraska; Fargo, North Dakota; Columbus, Ohio; Brookings, South Dakota; Madison, Wisconsin; and Columbia, Missouri.<sup>1</sup>

It is from the replies to these questionnaires that the data have been compiled and assimilated. Many of the questions were of the "open-end" type so that a "yes" or "no" answer was not always possible. Because of this type of question, the data do not lend themselves to presentation in table form. The questions were formulated this way purposefully so that replies would be as complete and unbiased as possible.

### Method of Study

Since only major objectives and not detailed procedures have been released from time to time by the federal ex-

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<sup>1</sup>Since Missouri has been a pioneer in Balanced Farming (Farm and Home Development) the information on the questionnaire received from them could not always be used on a comparable basis with the other states.

tension office, more exact information was necessary. This information seemed necessary in order that agreements and disagreements in procedure among states could be reconciled in terms of the major objectives of the farm and home development "program."

By use of the questionnaire, a great deal of information, pertinent to this whole "new" farm and home development procedure, has been gathered and is presented in this study. It is, of course, realized that a better method would have been to visit each land-grant college in question and to have personally interviewed each Director for his replies to the questions. This was impossible under the circumstances. Since farm and home development is very much in its infancy, it was felt that some degree of rapidity in obtaining and assimilating the desired information would prove useful to workers in extension.

The questionnaire used in this study consisted of five main sections. There was a section on "Administrative Organization in State Extension Office" consisting of nine questions. The next part was on "County Personnel Organization" with eleven questions. Then there was a section on "Qualifications and Training of County Personnel" consisting of fifteen questions. The fourth section on "County Program" was made up of thirteen questions. The last part was a "Miscellaneous" section consisting of eleven questions. This made a total of fourteen pages and fifty-nine questions

in the questionnaire.

The questionnaire was mailed about December 15, 1954, and in the covering letter, the cooperators were asked to fill it out as of January 1, 1955 and return it by January 15, 1955.

#### Description of Area

As to background, it may help to know something about some of the economic aspects of the north-central states--especially those aspects which affect and concern agriculture. This is especially true in a study of this kind where one is surveying a program which is concerned so much with each individual farm, and especially so with a phase of extension which considers the farm unit approach.

The total land area of the United States is 1,904 million acres. The acres of cropland which is part of this area is 477 million acres, and includes the following types of land: cropland harvested, cropland used only for pasture, cropland not harvested and not pastured, and cultivated summerfallow.<sup>1</sup> Half of the total cropland of the United States is concentrated in the twelve north-central states-- Ohio, Indiana, Illinois, Michigan, Wisconsin, Minnesota, Iowa, Missouri, North Dakota, South Dakota, Nebraska, and Kansas. Considering the fact that these states have only one-fourth of the total land area of the United States but have one-half of the total cropland, the relative importance

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<sup>1</sup>U.S. Bureau of the Census, 1950 Census of Agriculture Special Report, Vol. V, pt. 6 (Washington: Government Printing Office, 1950), pp. 3-4.

of farming in this area is evident. Of the north-central states, South Dakota had the greatest proportion of all cropland from which crops were harvested in 1949, which was 88 per cent. In other words, South Dakota had only 12 per cent of the total cropland in 1949 in cropland not harvested; i.e., cropland in cultivated summerfallow, land in soil improvement crops, land from which no crops were harvested because of crop failure, and cropland lying idle. This seems rather incredible when one considers the fact that generally speaking in the west, land is kept in cultivated fallow for a year in order to conserve moisture for the production of a crop the following year.<sup>1</sup>

The average value of farm, land, and buildings per acre in 1950 was \$64.96. The Corn Belt states of Iowa, Illinois, Indiana, and Ohio contained the largest contiguous area of farms with distinctly high values per acre.<sup>2</sup>

With respect to livestock; cattle constituted the leading kind of livestock on the basis of value in 1950 in the United States. It is worthy of note that the most dense areas for cattle were in Iowa, Illinois, Minnesota, Nebraska, and Wisconsin. The density of hogs, of course, followed the corn producing areas with the most dense areas being in Iowa, Illinois, Ohio, Indiana, and Minnesota. In fact, half of the hogs produced in the United States in 1950 came from the above-mentioned five states.<sup>3</sup>

Corn production is of high economic importance in the

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<sup>1</sup>Ibid., p. 5.

<sup>3</sup>Ibid., p. 18.

<sup>2</sup>Ibid., p. 10

north-central states with the main emphasis on this being in Iowa, Illinois, Wisconsin, and Missouri. In 1949, corn was the leading crop in the United States.<sup>1</sup>

The second most important crop in the United States in 1949 was wheat and this was concentrated partially in North Dakota, South Dakota, Kansas, and Nebraska.<sup>2</sup>

The three leading states in production of oats harvested for grain and for feeding unthreshed, not only in the north-central states, but in the United States in 1949, were Iowa, Minnesota, and Illinois. This was the fourth most important crop.

Although rye accounted for only a relatively small proportion of the total acreage in 1949 (.4 per cent), almost half of this was grown in North Dakota, South Dakota, and Nebraska.<sup>3</sup>

With respect to farm production generally, the Corn Belt states of Iowa, Illinois, and Indiana comprised the most extensive contiguous region of high production in relation to area. This indicates, therefore, their important position in the north-central states with respect to value of farm products sold.

The foregoing has been presented as information taken from 1950 census data. It has, however, been given for the purpose of acquainting the reader with the tremendous

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<sup>1</sup>Ibid., p. 23

<sup>3</sup>Ibid., p. 24.

<sup>2</sup>Ibid., p. 23

economic importance of the north-central states from an agricultural standpoint, in comparison with the remainder of the United States. By indicating some of the more significant agricultural items in relation to the north-central states, it is hoped that a background and greater understanding and appreciation of the role these states play in the agriculture of the United States, will be obtained.

## CHAPTER II

HISTORICAL DEVELOPMENT OF THE COOPERATIVE  
EXTENSION SERVICE IN THE UNITED STATESThe Morrill Act, 1862<sup>1</sup>

Although some thinking had been done and some effort had been made in a few of the states toward Agricultural Extension in general, and also, toward the establishment of Agricultural Colleges, it was the Morrill Act of 1862 that crystallized much thinking into reality.

The Morrill Act, signed by Abraham Lincoln in 1862, really created the basis for the land-grant colleges. Each state, by this act, was given land, the proceeds from the sale of which were to be used to "provide colleges for the benefit of agriculture and mechanic arts."

The implications of this act were, of course, the fact that the federal government participated in and cooperated with, each of the states and territories of the United States in establishing institutions of learning on a nationwide basis for the teaching of Agriculture and Mechanic Arts. Thus the principle of cooperation had been officially

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<sup>1</sup>U.S.D.A., Federal Legislation, Regulations, and Rulings Affecting Cooperative Extension Work in Agriculture and Home Economics, U.S.D.A. Miscellaneous Publication No. 285 (September, 1937).

established between the federal government and the various states of the union.

The Hatch Act, 1887<sup>1</sup>

This act was, and is, the basis for the experiment stations operated as part of the land-grant colleges. By this act, federal assistance was given each land-grant college to set up and maintain an experiment station. Thus the whole Cooperative Extension system had begun to take form. The various states now had teaching facilities for resident students and also research funds for experimental work, supported jointly by federal and state governments.

The Smith-Lever Act, 1914<sup>2</sup>

Since provision had already officially been made for the land-grant colleges<sup>3</sup> and the experiment stations<sup>4</sup> on a cooperative basis, the time seemed appropriate for such an act as the Smith-Lever Act. Since the passing of the two former acts mentioned, there had been much talk and discussion about extending the available agricultural information to the rural areas of the United States. Also, several of the states had, previous to the Smith-Lever Act of 1914, been doing this very thing.

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<sup>1</sup>Edmund de S. Brunner and E. Hysin Pao Yang, Rural America and the Extension Service (New York: Teachers' College Columbia University, 1949), p. 5.

<sup>2</sup>Lincoln David Kelsey and Camon Chiles Hearne, Cooperative Extension Work (Ithaca, New York: Comstock Publishing Associates, 1949), p. 29.

<sup>3</sup>Morrill Act, 1862.

<sup>4</sup>Hatch Act, 1887.

The Smith-Lever Act really made the cooperative extension principle a complete reality. This act provided:

That in order to aid in diffusing among the people of the United States useful and practical information on subjects relating to Agriculture and home economics, and to encourage the application of the same, there may be inaugurated in connection with the college or colleges in each State now receiving, or which hereafter receive the benefits of the land-grant act of 1862 and the Morrill college endowment act of 1890, agricultural extension work which shall be carried on in cooperation with the United States Department of Agriculture. . . .

That cooperative agricultural extension work shall consist of giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such a manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges receiving the benefits of this act.<sup>1</sup>

Some of the important implications of this act as it affected the Cooperative Extension Service were:

- (1) The fact that extension education was to be taken to the rural people via an official cooperative arrangement between the United States Department of Agriculture and the land-grant colleges;
- (2) That financial participation was to be partially on an offset basis as between the United States Department of Agriculture, the State, and County governing bodies. This principle further promoted the cooperative idea;
- (3) That most of the funds appropriated had to be used for personnel who would be directly concerned with

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<sup>1</sup>Kelsey and Heame, op. cit., p. 29.

extension education and administered by a department in the land-grant college set up for this specific purpose.

This really was the beginning in the United States of the county agent system as we now know it. The passing of this act also marked a formal and distinct cooperative understanding between the United States Department of Agriculture and the various land-grant colleges in agricultural extension in rural America.

Since the passing of the Smith-Lever Act in 1914, there have been nine other acts that have become laws relative to the Cooperative Extension Service. Each of these acts has further strengthened the original concept in the Smith-Lever Act of cooperation between the United States Department of Agriculture, State, and County. Each of these acts has also given more financial assistance with which to carry on a more elaborate and thorough extension job.

Since the "spirit" of all these acts, including the original Smith-Lever Act was essentially the same, having so many with different operating procedures such as amount to be offset and other minor details, made administration rather a cumbersome task. The accounting and administrative detail necessary because of so many acts when there was no real essential difference seemed rather unnecessary. Thus, in the 83rd Congress, an amended Smith-Lever Act became law on June 26, 1953.<sup>1</sup> This was,

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<sup>1</sup>67 Stat. 83 (1953).

A bill to repeal certain acts relating to cooperative Agricultural Extension work and to amend the Smith-Lever Act of May 8, 1914 to provide for cooperative Agricultural Extension work between the Agricultural Colleges in the several States, Territories, and possessions receiving the benefits of an act of Congress approved July 2, 1862, and of Acts Supplementary thereto, and the United States Department of Agriculture.<sup>1</sup>

One of the main purposes in passing this bill was to simplify accounting and administrative procedures both in each state and in the United States Department of Agriculture.

#### The Cooperative Extension Service as We Now Know It

The Cooperative Extension Service has been growing, from an unofficial status prior to the Smith-Lever Act to an ever-increasing influential extension education organization since May 8, 1914. It has established itself as the greatest cooperative rural out-of-school agricultural educational service in the world. Not only has it multiplied agricultural services extended to rural people, but it has also increased in personnel. As of December 31, 1952, there was a total county extension staff of 9,574--an average of three workers per 5,500 rural people.<sup>2</sup> The extension program, in all its many ramifications, has been increasing year by year without a proportionate increase in county personnel. This has resulted in county personnel being forced more and more to the use of mass media such as meetings, newspaper releases, stories and articles in magazines, radio, and now,

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<sup>1</sup>Ibid., p. 83.

<sup>2</sup>Ibid., p. 10.

television. All this has been excellent and has accomplished a great deal. It does, however, help those people best who are "predisposed to change."<sup>1</sup>

At the same time that Ferguson made the above statement, he said that the approximate distribution of all moneys expended on Extension was: Federal 35.9 per cent, State 37.8 per cent, and County and local 26.3 per cent (most of the latter would be County expenditure).

The author of this thesis would infer, therefore, that it was generally recognized by those who were in a position to know, that the work and success of the Cooperative Extension Service had been unequalled up to this time<sup>2</sup> but that some thinking in the minds of these same men seemed to indicate that somewhere along the extension "road" a new approach must be made to reach the "field" beyond.

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<sup>1</sup>C. M. Ferguson, Administrator, Federal Extension Service U.S.D.A., before the Subcommittee of the Committee on Appropriations, House of Representatives 83rd Congress, 2nd Sess., (February 5, 1954), p. 680.

<sup>2</sup>Ibid.

### CHAPTER III

#### EARLY HISTORY OF FARM AND HOME DEVELOPMENT<sup>1</sup>

The first record of any semblance of organized farm planning seems to have begun in Missouri. Since Missouri is one of the north-central states in this study, it would seem very appropriate to review in detail, some of the early experiences of the state of Missouri in farm planning.

In his thesis, "Problem Solving In a Farm and Home Planning Teaching Program," Brown divides the early history of farm planning into five somewhat distinct eras.

##### The Period Prior to 1909

Although one is not inclined to think of some of the early methods of extension education in terms of farm planning, actually, in one sense they were. One must admit, however, that the farm planning aspect was not too well defined and certainly not as one knows it today.

For several years prior to 1909, in fact, dating back to 1875 in Missouri, the great emphasis was on Farmers' Institutes. These institutes taught farmers, through meetings

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<sup>1</sup>Dorris D. Brown, "Problem Solving in a Farm and Home Planning Teaching Program," (Ph. D. dissertation, Harvard University, Cambridge, Massachusetts, 1952). The author is indebted to this dissertation for much of the material in this chapter.

and often farm demonstrations, the information on adoption of new technological practices. All this, of course, had little to do with the integration of these practices on any one farm. These institutes taught the practices as individual practices mainly. Little was done to try to fit all these together to attain maximum income and satisfaction for the farm family. These institutes had a tendency to perpetuate the individual development of each college department in their own right. Some institutes would sponsor a talk on horticulture, another sponsored a talk on hog production, and so on. In this way, each department attempted to promote to the full, its own subject matter and to advocate the adoption of what was "preached." Thus, the Farmers' Institutes, although helpful in many respects, did not give the solution to the farm and home integration aspect as one knows it today.

#### The Period 1909 to 1915

At this time a figure with a well-known name today in Farm Management circles, came to the fore--D. Howard Doane. In 1909 he and his associates formed a Farm Management Association. At that time they were jointly employed by the University of Missouri College of Agriculture and the office of Farm Management of the United States Department of Agriculture.

Doane felt at that time, as he has indicated so many times since in his own Farm Management Association, that the farm is "one" and not a series of little businesses

operated disjointly without interdependence. He felt that by working closely with some of the farmers and keeping farm records and proper budgeting much could be gained. He attempted to accomplish this by visiting each farm three or four times each year and working out management details with the operator.

Each operator who wanted to join the Farm Management Association could do so by signing a card--no fee was required.

Doane and his associates did experience some difficulties, however, with these Farm Management Associations. At such an early stage in agricultural development in Missouri, the College of Agriculture did not have a "firm foundation of Agricultural research" from which sound practices could be recommended. Also, there was inadequate input-output data on which to base judgments and make decisions. It is well to note at this point that very early in this whole field of farm planning it was recognized and accepted that some system of farm bookkeeping was necessary and that a system of budgeting was also essential. Doane realized that if he and his associates were to suggest and select alternative enterprises, then they had to have some basis for doing so. This was early recognized by Doane--in fact, his own Farm Management Association over the years has used and is using this method. If a complete analysis of the farm operation were to be made, then information not only

on the cost of different items going into the farm must be available, but also the prices received for products sold must be known. Much other information is also necessary such as yields, carrying capacity of pastures, rate of fertilization, and many other factors. Doane found it difficult at this time to obtain all the information necessary.

Not only did he experience difficulty relating to the aforementioned problems, but there was the factor of availability of money and trained personnel to do the job.

Also, because this program was attempted at such an early stage in the agricultural development of Missouri, the recommendations of Doane and his associates could not be put into practice because of lack of certain services and supplies such as seed and improved livestock.

In addition to, and aggravating these very real problems, was the factor of "institutionalism" between the different departments in the College of Agriculture and/or also the United States Department of Agriculture. There were jealousies between the above and a lack of cooperation was all too evident for the promotion of a sound program of farm planning.

Some thought and action had been evidenced relative to the home and family aspect of the farm, when a home economist was added to the teaching staff at this time.

Doane and his associates continued to increase

membership in their association until 1914 and then University support was lessened, until in 1916 the University discontinued their support completely and the Association disbanded. He then resigned and in 1919 began his own farm management service known as the Doane Agricultural Service which to this day is doing a thriving business in many areas of the United States.

The Period of the Farm Survey,  
Farm Record and Cost Account Era (1916-1930)

In 1910 a department of Farm Management had been established at the Missouri College of Agriculture and Howard Doane was its Chairman. This was the first department of its kind established by a land-grant college.<sup>1</sup>

Beginning in 1913, this department began to use the survey method to get information for research and advice to farmers in farm planning problems.

Thus by the beginning of this third era in 1916, the farm record survey method was well under way and many were taken each year.

In his thesis, Brown quotes O.R. Johnson, who came to the Farm Management Department at Missouri in 1910 as saying:

These studies had three weaknesses. . . The farms in the sample were not representative of the area. The

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<sup>1</sup>It should be noted here that C. B. Smith and J. W. Frolely published a bulletin, "Replanning a Farm for Profit," U.S.D.A. Farmers' Bulletin 370 (Washington: 1911).

number of records summarized in most years was too low for statistical significance. The cost was excessive, \$40 to \$50 per farm, in relation to the practical use made of the results. The conclusions reached were unreliable when applied to neighboring farms. The direct comparison approach started in 1913 was delayed in 1916 because of conflict with the problems of World War I.

So Missouri experienced an era of no organized assistance to farm families. The Farmers' Institutes, on a piecemeal basis, continued until about 1920.

At this time an attempt was made by the Agricultural Economics Department to start projects in farm accounts. They continued for a while and then discontinued and the whole approach was considered a failure.

So the farm record project and farm survey program were not successful and did not produce what many were striving for, unification of their farm business.<sup>1</sup>

Then about 1930 in Atchison County, Missouri, the county agent demonstrated the method of budget analysis to about a dozen farmers and so a "new day was born." Both the county agricultural agent and the home demonstration agent worked on these plans with the farmers. The teaching method consisted of making tentative budgets so that the proper alternative enterprises could be selected. After this was accomplished, they worked with the farmers in their planning process. Thus, Missouri's farm and home planning was conceived.

#### Planning from 1931-1940

As indicated previously farm planning had begun

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<sup>1</sup>It should be noted here that the U.S.D.A. Bulletin 1564, "Farm Budgeting," was made available to county agents in Missouri in 1929.

again in Missouri about 1930.

By this time, however, each subject matter department at the College had their specialists well established. These people were talking to farmers individually and in groups about their own special "line" perhaps livestock or grain or horticulture or something else. Thus there was, by the very nature of the program, continued and open conflict between commodity specialists. The piecing together of all this information was left to the individual farm operator.

At this time (1931) the Agricultural Economics Department attempted to teach budgetary approach to farm people. But this was not too successful as an extension teaching method. The staff was limited and many wanted to teach farm planning without budget analysis. Also, certain data such as input and output data were not readily available.

Then the depression years and the various federal agricultural programs, of necessity, interfered with the regular extension work in Missouri.

By 1935 an attempt was made to have demonstration farms in a few counties to show the results of the planning process through budget analysis. This really marked the beginning of a somewhat integrated extension service because for the first time specialists were working toward a unified farm approach and not just "barking up their own tree."

By 1937, thirty-six of the 114 Missouri counties had made some progress in the farm planning program.

Nevertheless, farm and home planning was still not

recognized as a "program" by the college and the university, but rather as a "baby" of the Agricultural Economics Department.

Brown points out at this point that the difficulties were not at the farm level and that the easiest person to "sell" on the program was the farm family. The next easiest person to convince was the county extension worker. The administrators and specialists were the "thorns" in the program--"each in his own little way, promoting his own little subject matter field." These people did not realize that they could and would be much more effective, influential, and beneficial if they worked within the framework of farm and home planning and not from without. This process of unstableness continued to a greater or less degree until 1941.

#### Farm Planning In Action 1941-1950

Thus the struggle continued and by 1941, Missouri's Balanced Farming Program received official recognition and was "born" after years of "ups and downs" as a state-wide program.

At this time, formal responsibility was transferred from the farm management specialist to a Balanced Farming Committee. On this committee was one specialist from each subject matter department. The main function of this committee was, and is, to promote Balanced Farming in

Missouri. This was really the beginning of a unified approach in the whole realm of farm and home development.

Some time later county advisory committees were formed on balanced farming, comprised of both men and women. These committees have been very useful and helpful in promoting and assisting the "program" at the county level.

One of the latest developments has been to endeavor to train local leaders in the principles of farm planning. This leader then applies the principles learned to his own farm. After this, he instructs and organizes six or eight families in the neighborhood to carry on Balanced Farming.

Missouri had established (1941) a Balanced Farming Workbook and also has a Work Sheet and a Balanced Farming Home Workbook.

Thus, one can see that there was much "turmoil and strife" and many "trials and tribulations" in the history of Balanced Farming in Missouri. After 1941, the "program" really began to take shape and by 1947 and on to 1950 it became firmly entrenched as the Balanced Farm and Home Program.

#### Balanced Farming In Missouri 1950

There were about five different teaching methods of Balanced Farming in Missouri in 1950. There were 114 counties altogether--thirty-eight counties had a Balanced Farming Association in operation; twenty counties were using the group approach; about forty counties were using the indivi-

dual approach; one county (Polk County) was using the local leader approach, and the remaining fifteen counties had a relatively inactive program.

One of the above methods requires some further explanation; i.e., the Balanced Farming Associations. This was a method started in 1946 and consisted of the organization of about fifty families into an association. Each member paid a fee which varied from \$25 to \$100 per farm per year. There were also donations taken from local business firms. This total amount then paid up to 100 per cent of the salary and expenses of a county balanced farming agent--usually the state paid \$2000 toward the salary of the agent.

Brown points out two main difficulties with the above arrangement:

- (1) the great amount of time required to contact and obtain fifty farmer members in the association;
- (2) the dearth of qualified agents to do the work for the salary received.

Since 1950, Balanced Farming (farm and home development) in Missouri has continued to progress. It can be said that the state of Missouri has been longer acquainted with the farm and home type of extension program than any other north-central state. Not only that, but they have started and developed more farm families in Balanced Farming than any of the other north-central states. Suffice it to say

that they are considered the pioneers in this extension area of farm and home development.

#### Balanced Farming Elsewhere

During the period 1941 to 1950, representatives of the Agricultural Extension Service or land-grant colleges from forty-four of the forty-eight states were in Missouri from two days to two weeks making an intensive study of Missouri's Balanced Farming "program."

It can be said that up to July 1954, most of the north-central states had attempted some kind of a farm planning program at least on a trial basis. Some of these were outright farm management associations and others were farm and home planning programs. However, no organized, large-scale program was attempted in any of the north-central states except Missouri until federal funds were forthcoming as of July 1, 1954.

The first official conference on farm and home planning for the north-central states was held at Chicago in April, 1944. This was attended by one representative from each of the twelve states. After this conference, a few states tried some of the ideas discussed at the conference.

The second conference was held June 14-18, 1948 at Urbana, Illinois, with an attendance of seventy-five from the twelve states.

A third conference was held January 20-22, 1955 at Chicago, Illinois, and was attended by about thirty-five

representatives from the twelve north-central states.

In all cases there were federal extension personnel participating in the conferences.<sup>1</sup>

In addition to the above conferences, the North-Central Farm Management Extension Committee has met on several occasions and discussed and made recommendations respecting farm and home development.<sup>2</sup>

The preceding treatise, therefore, is a rather complete historical resume of the development of the farm and home aspect of the extension service in the north-central states. The author hopes that just as "we learn from past mistakes in life" so a certain degree of knowledge and understanding will be gained by those reading the history of this "program" to date. This takes us up to July 1, 1954-- the time that Congress made the first appropriation for farm and home development. It is from this period that the analysis as given in Chapter V of this thesis begins in relation to the north-central states.

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<sup>1</sup>Report of Central States Farm and Home Development Conference, Chicago, Illinois, January 20-22, 1955 (Washington: Government Printing Office, 1955).

<sup>2</sup>The Unit Approach to Farm Family Problems, Publication No. 2 of the North Central Farm Management Extension Committee (Ames, Iowa, 1955).

## CHAPTER IV

### OBJECTIVES AND PHILOSOPHY OF THE FARM AND HOME DEVELOPMENT "PROGRAM"

#### Introduction

The objectives and philosophy of Extension in general and farm and home development in particular have been expressed by various extension personnel from time to time. These expressions of opinion have come from various levels; from the "top" administrators to the farm family being served by the "program" in question. All these expressions of objectives and philosophy have been within the last ten years. In fact, most of them have come within the past year, not only from extension personnel and farm families, but from people outside this "field" such as news writers of various kinds.

It seems, therefore, that in order to get a thorough appreciation and a thorough understanding of farm and home development one must, of necessity, consider all these various statements of opinion from whomever they may come, and especially the expressions from those who are directly working with the implementation of the "program."

In order, therefore, to get a clear comprehension

of the "program" and its objectives and philosophy, it is necessary to consider such factors as: What is it? Who is it for? Why is it needed? What are the objectives? And what is its basic philosophy? It is with the preceding sub-headings in mind, therefore, that these various aspects of the "program" shall be discussed in relation to its objectives and basic philosophy.

#### What Is It?

Farm and home development, in simple terms, means working with farm families through personal contact by extension personnel so that there may be realized, on the part of the farm family, the maximum in both human satisfactions and income.

It is not just a question of weed control, new varieties, water conservation, or a host of other factors treated individually. It<sup>1</sup> is all that goes into better farm and home living.

Ferguson also indicated at this time that the funds appropriated (\$7,064,721 under Public Law 83) were sufficient to put one new agent in every third county and that agreement had been reached to use 85 per cent of the "new" funds in the counties. He also indicated that the ideas (farm and home development) will be tried out by the most experienced agents. This latter statement by Ferguson is a rather sig-

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<sup>1</sup>C. M. Ferguson, "The Go-Ahead Signal," Extension Service Review, Vol. XXV, No. 8 (Washington, August 1954), p. 155.

nificant one and has important implications when considering the implementation of farm and home development.

In most of the literature relative thereto, there does not seem to be much indication of the number of agents who will ultimately work in the counties on farm and home development. It has been written, however, that, "Farm organization people working on the problem agree that in 20 or 25 years there should be on the average, a county agricultural agent for every 250 farms and in each county an executive extension agent who would be the chairman of this staff and other staff members."<sup>1</sup> (The average number of farmers per agent at the present time is about 1,100.)

There are facts to indicate that, in the past, the Cooperative Extension Service has not reached all the farm families. Extension now reaches about 85 per cent of all farm families in the nation but it is the wish and hope, not only to reach the other 15 per cent, but also to reach all farm families more efficiently and effectively than in the past.<sup>2</sup> It seems generally agreed that methods used in the past have been effective up to a point and with a certain number of farmers.

In further discussion, as to just what this farm

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<sup>1</sup>Frank L. Ballard, "The Challenge of Today," Extension Service Review, Vol. XXV, No. 8 (August 1954), p. 155.

<sup>2</sup>Ezra Taft Benson, "The Role of Extension," Extension Service Review, Vol. XXV, No. 1 (January 1954), p. 3.

and home development "program" is, Ferguson said, "Such a program must consider the land, water, livestock, machinery, capital, labor, markets, and economic trends on the farm side, and the efficiency, good management, health, and comfort of the home and family on the other."<sup>1</sup>

All this can only be achieved by:

. . . counselling with small groups with similar problems as well as, with individual families who have particular problems. . . . Decisions are made by the farm family, not by the Extension workers. But Extension has the responsibility of helping the family make wise choices by acquainting it with research knowledge, economic trends, and market outlets, and assisting the family in appraising its resources of land, labor, capital, credit and skill.<sup>2</sup>

It is apparent from opinions expressed by Ferguson and others that this farm and home development aspect involves strengthening and redirecting the work of the state extension services, especially in the counties, through more intensive on-the-farm assistance.<sup>3</sup>

The evidence is sufficient therefore, to indicate that farm and home development is essentially a method of teaching farm families through face-to-face contact with the extension workers. Thus, when one attempts to answer the question, "What is it?" one can be guided by similar programs in the past though not on such an elaborate and organized basis.

Highly successful work in several states has been attained when all the resources available to

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<sup>1</sup>C. M. Ferguson, "A Vehicle of Evolution," Extension Service Review, Vol. XXV, No. 1 (January 1954), p. 4.

<sup>2</sup>C. M. Ferguson, "Extension Service Plans," The National Grange Monthly, Vol. 51, No. 10 (October 1954), p. 22.

<sup>3</sup>Ibid., p. 22.

Extension are focused upon the complex problems of the farm family as a whole, instead of on an individual problem basis, Extension's contributions are much more effective. This we call the farm unit approach. This we hope to strengthen with our 'new' funds.<sup>1</sup>

One can see, therefore, that this is a unit approach to farm family problems; that the Cooperative Extension Service is endeavoring to provide guidance and counsel which will enable the family to recognize and analyze their major problems, plan a system of farming that produces best economic returns and family satisfaction, put such plans into action as rapidly as possible, and adjust these plans as circumstances warrant.<sup>2</sup>

The farm and home development idea then, as pointed out by officials indicated in the preceding, is applying all the "drive" and "power" that the Extension Service possesses to the individual farm family through personal contact. It means not only the farmer, but the whole farm family, must be integrated to this unit approach. It means too, that extension personnel must look at the farm and the farm family in a unified way, giving all the guidance they possibly can so that the farm family can set their goals and make wise decisions. It is a way of helping farm families determine how they should combine their various farm enterprises and/or how and when to use alternative enterprises; also, how best they can make use of new technological changes in their

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<sup>1</sup>Ibid., p. 23.

<sup>2</sup>Ibid., p. 23.

farm business so that they may enjoy a maximum satisfaction and income from farm life. It is really an extenuated use of a more highly refined extension teaching device to bring about the fulfillment of the objectives of the Cooperative Extension Service with all the farm families.

#### Who Is It For?

Congress appropriated "new" funds for farm and home development--but for whom specifically? One can readily understand that available funds do not permit the participation of all farm families in the "program."

When considering the group or groups of farmers who would be eligible to participate, one could list young farm families, middle-aged farm families, older farm families, tenants in each of these age groups, or, all farm families. When appearing before the Congress committee on February 5, 1954, in support of the increased appropriation for farm and home development, Ferguson said:

It means special emphasis on work with the young farm couples who are faced today with a gigantic task of capitalizing, equipping, and putting into operation a modern farm and home unit.<sup>1</sup>

The preceding statement does not say whether it applies to tenants or owners, but it does say that this farm and home development "program" means special emphasis should be put on young couples beginning to farm. It may be assumed, therefore, that these young couples may be owners,

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<sup>1</sup>C. M. Ferguson, Hearings of the Subcommittee of the Committee on Appropriations, U.S. House of Reps., 83rd Cong., 2nd Sess., February 5, 1954, p. 659.

part-owners, tenants, or some variation of these forms of tenure. From a study in Ohio, of 150 young farm couples under thirty years of age, it was found that 48 per cent were classified as tenant-operators; 33 per cent had a father-son arrangement; 2 per cent were employed as operators or managers of land, and only 17 per cent owned and operated their own farms.<sup>1</sup>

A strong inference can be drawn from the statements of fact in the preceding paragraph that young farm couples are the main group on which emphasis should be put and that a majority, by far, of these young couples will not be owner-operators. The general policy of Extension has been to work with anyone who has shown an interest or a desire for Extension education. But saying that "special emphasis" should be put on young farm couples does not preclude working with any and all others interested; i.e., so long as time and available personnel permits. Since the above statement with respect to young farm families was made before a group of elected representatives (members of Congress) who ultimately voted in favour of the increased appropriation, it would only be natural that some consideration and weight must have been given to Ferguson's statement on who should receive special emphasis as far as the participants were concerned.

It should also be noted that Secretary Benson said, "We must reach the other 15 per cent of farm families. . ." <sup>2</sup>

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<sup>1</sup>Christine H. Hillman, Factors Influencing the Lives of a Group of Young Farm Families, Ohio Agr. Exp. Station Bull. No. 750 (September 1954), p. 60.

<sup>2</sup>Ezra Taft Benson, op. cit., p. 3.

The author believes that a good deal of importance should be attached to the statements of the two men previously mentioned. Such being the case, then the answer to the question "Who is it for?" can be stated thus--mainly for young farm couples and all those not now being reached by extension.

#### Why Is It Needed?

The present generation has lived through a period of great change in agricultural history. During the early years of the present generation, farming was considered much more a "way of life"--a life that was not too complicated and involved--a life that was not too dependent on the outside world--a life, where farm families, if they really had to, could very largely live "unto themselves."

But now, farming and farm living has become much more complicated. Dependence on outside influence is ever increasing. The interdependence of the farm family with factors off the farm is greater than it has ever been in the past. And so, farming has changed from a time when little or moderate amounts of capital, management, and investment in land was required to a business which requires large amounts of capital, much technical and business management, and large investments in land. In fact, there has been an increase in average capital requirement of from less than \$5000 per farm worker in 1940 to more than \$20,000 per farm worker in 1953.<sup>1</sup> The average capital investment per indus-

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<sup>1</sup>C. M. Ferguson, "Extension Service Plans," op. cit., p. 22.

trial worker is less than half of what it is on the average farm.<sup>1</sup>

Higher levels of farm living have also increased cash farm expenditures. In 1907 it would have taken the average farm family, with no receipts at all, nearly ten years to exhaust all their capital holdings through normal expenses. Today it would take only two and one-half years.<sup>2</sup>

There has also been a large increase in machinery investment, especially in trucks, tractors, combines, and mechanical corn pickers.<sup>3</sup>

Farming today is different from what it used to be, in other ways also. Twenty-five years ago, 30 per cent of the cost of a bushel of corn was a cash cost. In 1952, 70 per cent of the cost of producing that corn was a cash cost.<sup>4</sup>

Then there is the problem of those who have either voluntarily discontinued or graduated from 4-H Clubs, as well as those who never join these Clubs. The present enrollment in 4-H Clubs is only 19 per cent of the potential membership. It must be said, however, that at some time between the ages of ten and twenty-one, we do reach 65 per cent of the potential members; but irrespective of this fact, there are still 35 per cent of our youth who are not reached by

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<sup>1</sup>C. M. Ferguson, "A Vehicle of Evolution," op. cit., p. 4.

<sup>2</sup>C. M. Ferguson, "Extension Service Plans," op. cit., p. 23.

<sup>3</sup>Ibid., p. 23.

<sup>4</sup>C. M. Ferguson, "A Vehicle of Evolution," op. cit., p. 4.

these Clubs.<sup>1</sup>

So, particularly with youth and young farm families, there are many good reasons why this "program" is needed.

Modern farming and homemaking are becoming increasingly complicated. Each farm and each family presents an individual set of problems. Even experienced adults often find their 'know-how' lacking as they try to work out satisfactory solutions of day-to-day problems. Imagine the confusion that can well exist in the minds of young people as they think of establishing themselves in farming and raising a family. . . . Farm and home planning, one phase of the program of the Agricultural Extension Service, is designed to offer special assistance to the young farmer and his family. The type of farming for which he is best suited, the investment required for buying land, equipment, and livestock, the kind of home and furnishings desired, and the community in which the family can find certain satisfactions are decisions of vital importance.<sup>2</sup>

There seems to be a real need for a "program" of the kind referred to above, especially in an ever-increasingly complicated agriculture such as ours, and for what is becoming an ever-increasingly bewildered young farm family.

These ever-increasing complexities are well voiced by these words:

Great progress has been made through extension education. However, with the increasing complexities of farm production and marketing and with our frontiers now being in science rather than new lands, we feel Extension must be strengthened and expanded to enable it to provide effectively the type of service the complex nature of modern farming demands, . . . Extension workers have been forced to abandon much of the former intimate face-to-face, on-the-farm, and in-the-home effort that proved so successful in early Extension work.

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<sup>1</sup>Ibid., p. 5.

<sup>2</sup>Robert C. Clark, "Farm and Home Planning With Young People," Extension Service Review, Vol. XXV, No. 6 (June 1954), p. 120.

Under pressure of constantly increasing demands they Extension workers have had to resort more and more to meetings, newsletters, bulletins, news stories, radio and television, and other mass media. While these are very effective as supporting devices and have provided a partial solution to the growing dilemma, they cannot be considered as a satisfactory substitute for direct on-the-farm counselling regarding farmers' particular problems.<sup>1</sup>

Coke, in his submission to the Congress committee further emphasized that there is an unnecessary lag of ten to twenty years between the findings of research and their general acceptance by farm families. Thus there is a need for farm and home development to help correct this problem. Also, because of the complexities, great risk, high capital investment, he said, "Today a farm family without sound management can go broke more quickly than at any time in history."<sup>2</sup>

There also seems to be a need for the "program" to co-ordinate the Extension Service with other agricultural agencies. Experience has shown in the past that this co-ordination has not always existed. There has been much information and much manpower wasted on the part of the various services and many farm families not assisted who could otherwise have reaped great benefits by complete integration and co-ordination of all agricultural agencies. It is hoped that, "The intensified approach would of course, envision the closest kind of cooperation between the educational program of the Extension Service and the programs of

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<sup>1</sup>J. Earl Coke, Assistant Secretary of Agriculture, Hearings before the Subcommittee of the Committee on Appropriations, U.S. House of Reps., 83rd Cong., 2nd Sess., (February 5, 1954), p. 649.

<sup>2</sup>Ibid., p. 649.

other agencies such as the Agricultural Research Service and State Experiment Stations, the Soil Conservation Service, the Forest Service, the Agricultural Marketing Service, the Agricultural Conservation Program Service, the credit agencies, and others."<sup>1</sup>

This program of farm and home development is needed, then, because not all farmers are able to combine their enterprises and to integrate the new technologies and programs economically into their farm business so that they and their families may live with few frustrations and obtain the maximum in income and satisfaction from their occupation. Also, there is need for greater co-ordination between youth programs and various other extension programs--this can be helped by the farm and home phase of extension.

#### What Are the Objectives?

1) Overall or longtime objectives: It may be said that the longtime objectives are somewhat the same as those of the Cooperative Extension Service. The farm and home development objective is more highly developed and more refined than the general Extension objective--to reach those who have not been reached and carry Extension Education to a state nearer perfection for each family.

Its function is to take research results, farm situation, and program facts of the Department of Agriculture and the state agricultural colleges and experiment stations to rural people as these

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<sup>1</sup>Ibid., p. 651.

apply to their individual situation and in a manner that effectively meets the farm and family needs.<sup>1</sup>

The author believes, therefore, that a broad general statement of the overall and longtime objective of farm and home development is essentially the same as the general objective of the Cooperative Extension Service but with increased emphasis; i.e., better farm and family living, a "richer and fuller" farm family life.

2) Short-time and immediate objectives: It is necessary, therefore, to note some of the more important and often quoted short-time or immediate goals of this "program." These, of course, are not inconsistent with the overall objective, but are merely "road signs" along the road to the overall objective as stated in the preceding paragraph. These immediate objectives have been stated in several different ways by many different people. However, a concise yet quite complete statement would be:

1. To help farm families reach their long-time goals in farm and family life, such as convenient and attractive homes, improved working conditions, education, security, health, recreation and spiritual well-being.
2. To facilitate the conservation and improvement of the soil.
3. To encourage the wise use of human resources.
4. To bring about a wider adoption of approved farm and home practices.

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<sup>1</sup>C. M. Ferguson, "Hearings of Subcommittee of the Committee on Appropriations," op. cit., p. 654.

5. To maintain and increase farm income.

This will be accomplished by helping farm families to:

1. Recognize their needs, appraise their resources, and determine their goals.
2. Make sound, practical farm and home plans.
3. Put these plans into operation by:
  - (a) Providing families with necessary technical assistance;
  - (b) Locating or making available needed facilities, or both.
4. Measure their progress and make necessary changes in their plans.<sup>1</sup>

It is the immediate objective, then, of farm and home development to put emphasis on the unit approach. By this process, Extension's teaching must be applied to the individual farm. The preceding objectives are the challenge to the Cooperative Extension Service "today,"--the farm and home development program is the teaching method now devised to meet these challenges.

#### What Is the Basic Philosophy?

The Cooperative Extension Service is considered one of the greatest, if not the greatest, agricultural educational service in the world. It has not only earned this reputation with the farmers of the United States, but with those outside of the United States. The tradition of the United States has been education for all, and agricultural

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<sup>1</sup>Farm and Home Planning Workshop, North-Central States, Urbana, Illinois, June 14-18, 1948, pp. 36-67.

education for all those rural families who desire it. This philosophy and tradition has been developed with the idea that governments cannot bring about an enlightened populace by "regimentation and legislation," but that people in a free society must participate in activities which affect them and make their own decisions with all the guidance and information available. By so doing, they will be a part, and feel responsible for those decisions. In order to accomplish this; maintenance, growth, and strength of the farm families must be based on agricultural education and not on directives. We see, then, that farm and home development is merely a furtherance of this basic Extension philosophy. In a democratic system, all the people must be given all the information and the necessary motivation for an "all-informed" farm family--it is at this point that they, the farm family, make their own decisions. So, in farm and home development rests the task to maintain and further this basic philosophy of Agricultural Extension Education so that all farm families may enjoy a life of "health, wealth, and happiness."

## CHAPTER V

ANALYSIS AND INTERPRETATION OF DATA ON  
PROCEDURES IN FARM AND HOME DEVELOPMENTIntroduction

The sample in this study included all twelve of the north-central states; i.e., Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Nebraska, North Dakota, Ohio, South Dakota, Wisconsin, and Missouri. However, since Missouri has had, in effect, a Balanced Farming Program (farm and home development) for a number of years, it has not always been possible to make direct comparisons in procedures.<sup>1</sup> Missouri, therefore, as the analysis is made, will very often be considered as a "bench mark" and a sort of "home base" when comparing various procedures in farm and home development with the remainder of the north-central states.

Since the data were gathered from questionnaires mailed to the various states, there are certain limitations which must be taken into consideration. Some questions were

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<sup>1</sup>Since 1946 both the farm and home aspect have been recognized and have been operationally functioning in Missouri.

not answered at all, and some questions were not answered fully. This was due to the fact that the particular question was not applicable to a particular state because of the procedure they were using. It is evident, therefore, that when using a one hundred per cent sample such as this, certain questionnaires cannot be discarded, but must be analyzed irrespective of a certain degree of incompleteness. Because of this, it has not always been possible to state certain percentages or numbers of states carrying on one specific procedure. However, it is felt that a reasonably factual picture can be "painted" of the procedures of the north-central states in farm and home development.

Administrative Organization In  
States' Extension Offices

1) Indicated objectives of the "program": Replies to this part of the questionnaire indicated two broad general objectives of the "program," for the Extension Service and for farm families. There was evidence that by promoting and carrying out such a "program" as farm and home development, the whole Extension Service would be strengthened, including a better trained and informed county staff. This objective could be summarized by the statement from North Dakota: "To enlarge and make more effective the work of our Extension Service by placing greater emphasis on the individual farm and home unit approach." Support for this viewpoint was indicated by Wisconsin: "Strengthen the whole Extension program

by bringing in more of the whole farm family unit approach to replace much of the piecemeal work we do." Also, an objective in furtherance of strengthening the Extension Service was indicated by North Dakota: "Divert the specialist staff to preparation of materials more in line with needs of farm families as discussed by the agents working with specific individuals." There was also the comment by Indiana: "To give us new ideas of how to do Extension work." Wisconsin said, respecting personnel, an objective would be: "Better informed, better trained Extension personnel, turning more and wider 'furrows' of influence." Ohio thought an objective concerning the Extension Service in general would be: "Get subject matter departments to focus teaching toward over all needs of the family."

The objectives concerning the farm families were many and varied but can be stated briefly in summary. The answers to the question indicate that the program is to help farm families better manage their resources, determine their needs, and make wise decisions, and develop long-time plans so that their goals may be reached. Michigan said: "Obviously, our chief objective is that of helping farm families to enjoy a more satisfying, useful life." This idea was similarly expressed by Minnesota: "To help farm families make the best use of their resources on the farm for a better and more satisfying farm living." Indiana felt that program

planning would be helped too: "To give a greater insight into the real needs of the people which should result in a better job of program planning." Managerial skills are also considered as an objective by Nebraska: "Improve managerial abilities of families, along lines of planning, making and accepting decisions," and also, "improve farm family living and the appreciation of this by the family."

The preceding, therefore, are the main aims and objectives which the various states hope to accomplish in carrying out this "program." It is interesting to note that their ideas are basically the same in that their main and ultimate objective is to help farm families help themselves to a more satisfying farm life.

2) State personnel administratively responsible:

There is no indicated "cut and dried" procedure universally followed respecting the various personnel involved, either directly or indirectly, at the state level. Only two states, Indiana and Nebraska, have a particular person in charge of the program with no other responsibilities. The remaining states, except Illinois, Missouri, and Kansas, have a person in charge of the program along with other duties. Illinois, Missouri, and Kansas have been integrating the farm and home development "program" right into their existing organization the same as the regular Extension program.

Irrespective of whether there is a person with full responsibility, partial responsibility, or whether the "program" is worked into the existing state structure, the various district leaders are the next "line of operation" in each state. There are, however, certain differences as to degree and extent of their district organization with respect to supervising and assisting the counties. The number of district personnel varies from state to state. Missouri, however, has a Home Management (Balanced Farming) specialist and a Farm Management (Balanced Farming) specialist in each of five administrative districts to "spark-plug" the program. In all the other states, the district leaders of various kinds, with the district supervisor, are the state personnel who "link" the program between the state office and the counties.

3) Other state personnel involved: Every state has at least one Extension Committee at the state level to assist with the "program," consisting of state personnel. Ohio also has an advisory committee of lay personnel. Some states have two committees or a sub-committee such as South Dakota; one committee is a "Farm and Home Program Committee" and the other is a "Farm and Home Handbook and Workbook Committee." Michigan also has included on the committee, advisory members representing the Soil Conservation Service, Farmers' Home Administration, and vocational agriculture.

The questionnaire replies indicate that each state has attempted to get a really representative committee, from not only all areas of the state Extension staff, but also from specialists and subject matter departments. Ohio and Nebraska have also included some county and home demonstration agents. It appears that a truly representative committee, as indicated from the questionnaire, has been formed in each state.

All the states have made attempts to inform their specialists and involve them in the "program." This has been done in several different ways such as having conferences of all subject matter departments and specialists, putting them on the Farm and Home State Extension Committee, and participating in workshops. Both Kansas and Missouri, however, have had their specialists involved in the actual planning of farms. This, of course, was in the beginning stages of the "program." Thus it was a matter of analysing and planning a farm with the farm family. To get actual involvement and participation, other states have had each subject matter specialist assist in program planning and also in preparation of various materials and workbooks for the county personnel and the farm family.

The general indication was that specialists will be used in training agents in both formal courses and in the field on the job; in preparation of teaching materials for agents and farm families; and also, on occasion, in farm visiting. Their role then, is to "fit themselves" into the

new "program" and become an integral part of the overall extension program.

4) Prepared study material: All the states except Michigan, Minnesota, Nebraska, North Dakota, and Ohio had prepared study material at the time of answering the questionnaire (as of January 1, 1955). Of the states who prepared study material, some has been prepared for the use of farm families only, some for agents only, and some states have, or are in the process of developing study material for both the farm family and the agent. In most cases, a "work-book" has been prepared for farm family use and a "handbook" for the agents' use. From the samples submitted with the completed questionnaires, these study materials have taken various forms, and are of various degrees of completeness and detail relative to farm and home development.

Of the states that indicated they had not prepared study material; i.e., Michigan, Minnesota, Nebraska, North Dakota, and Ohio, only Ohio signified they had not yet determined whether or not they were going to prepare any study materials. The other four states agreed that they were going to prepare some kind of study material in farm and home development sometime in the near future.

#### County Organization

1) Integration of various agents: All states do not call their regular agricultural representatives in the

counties by the same name. Most of the states indicated their woman agent as "Home Agent" or "Home Demonstration Agent" and their man agent as "County Agent" or "County Agricultural Agent." However, Illinois call their agents "Home Adviser" and "Farm Adviser" respectively for the woman and man agent. Iowa uses the description "County Extension Home Economist" for the woman agent and "County Extension Director" for the man agent.

Minnesota, North Dakota, Ohio, and South Dakota indicated they have hired no "new special agents" for farm and home development. Any extra county personnel they have employed have been placed in the counties to assist the regular agent. These four above-named states intend having their regular county agents promote and carry on the farm and home development phase of extension.

The remaining states, except Nebraska and Missouri, have employed "special" men agents for this work and call them "Assistant Agent" or "Assistant Extension Director" or "Assistant Farm Adviser," depending on the state; i.e., they are termed "Assistants" in each instance and not "Farm and Home Development Agents." In Nebraska and Missouri, the personnel specifically assigned to farm and home development are called "Associate Agents."

In those states that have "special agents" as indicated above to carry on farm and home development work in certain counties, the regular agricultural agents in all the other counties carry on some farm and home development work

and it is expected that this will increase as time goes on.

As indicated above, not all states have taken on extra personnel as "special agents" for farm and home development. However, in those states that have, on the average, about one in every four counties have such an agent. This means that about 25 per cent of the counties in such states, on the average, had an agent specifically working on farm and home development at the time of answering the questionnaire (January 1, 1955).

The exception was Missouri who had about seventy Associate County Agents specifically employed for farm and home development--this included half their counties.

In all the states that have employed "special agents" for this "program" they have been assigned to work in one county with the exception of Wisconsin who had one agent working in two counties.

With respect to women agents, the general pattern is that where there is a home agent, she will carry on with farm and home development work in cooperation with other county extension personnel. This means that in the counties there are no specifically assigned Home Demonstration Agents on farm and home development as there are in the case of men agents. The regular Home Demonstration Agent, then, is expected to carry on with this "program" without extra assistance. There are one or two minor exceptions to this

home demonstration pattern in respect to promotion of farm and home development. Illinois has hired one, and Michigan two, Home Demonstration Agents, who have been specifically assigned to counties and Wisconsin has one covering four counties. Each of the above are specifically working on farm and home development.

In all cases where new personnel have been added to work specifically with farm and home development, their first line of responsibility is to the regular county agents, the same as any other member of the county extension staff.

The general pattern, therefore, with respect to county organization, is that four states; i.e., Minnesota, North Dakota, Ohio, and South Dakota have no agents specifically assigned or recently employed for farm and home development. They are having the regular county agents (both home and agricultural) carry on with this "program." In these states, however, the extra funds have been used to hire assistant agents who will relieve the regular county agent of some of his regular duties so that he can devote more time to farm and home development. The remaining states, in approximately one-quarter of the counties, have added a man agent to specifically work on this "program" along with the regular home agent; in the remaining counties, the regular county agent, along with the home agent, is expected to carry on with at least some farm and home development work. In practically all counties in all the states herein

referred, the regular Home Demonstration Agent has been expected to work this "program" into her regular extension program.

2) Experience and qualifications of new personnel:

Of the states that employed farm and home development agents, all of the new employees had a Bachelor's degree of recognized standing. Missouri also insisted that the employee had farm experience. All of the states have hired some personnel with post-graduate training, and some of these employees had a Master's degree. Michigan hired the highest percentage of new personnel with a Master's degree, being one-third (five out of fifteen). Nebraska is the only state that indicated they had not hired anyone with a Master's degree. They had, however, in their increased staff, four out of fourteen who had some post-graduate training. All the other states varied between these two extremes in respect to the educational qualifications of their new personnel "taken on" for farm and home development work.

Of the states who hired personnel specifically for farm and home development, none of them stipulated that the new personnel should have a major in any specific field; for example, agronomy, soils, farm management, or any other area. Most of them, except Kansas and Wisconsin, also felt that there would be no stipulation in the hiring of future employees either. Kansas and Wisconsin felt that there may

be some requirement in the future, and if so, then it would likely be a farm management major stipulation.

The experience of the farm and home personnel was varied, with only Michigan and Nebraska indicating they had hired two and four persons respectively without experience. The many areas of experience of the others from various states were vocational agriculture teacher, veteran trainer, extension agent, farmers, men from commercial companies, Soil Conservation Service, Forest Service, private business, experiment station, college teaching, and others. The average number of years of experience of these personnel in the above-mentioned areas varied from a high of nine years in Wisconsin to a low of two years in Nebraska.

The preceding indicates, therefore, that the new agents employed by those states who have specific farm and home agents, have, on the whole, a good deal of experience and many of them have at least some post-graduate training. The replies indicated that little attention was being given by the various states to the major fields of specialty of the new employees.

3) Training programs: At the time of answering the questionnaire (January 1, 1955) all the states that had specific agents for farm and home development had held special training courses for only these new personnel, except Illinois. But Illinois did indicate they had plans

for such a conference on management.

Of the states who held these special training courses there was a variation in number and length from the minimum of one course for one day in Iowa to the maximum of one course for four weeks in Michigan; the rest of the states varied between these two. These courses were conducted by different people in each state, but many people in most cases, were involved, such as subject matter specialists of all kinds and administrative personnel. Wisconsin has a Home Management Specialist and Farm Management Specialist on the state staff who have carried on much of this training program right in the counties.

These training courses and meetings were held in some instances at the state college, or, in each of the administrative districts and sometimes in county offices. The content of the courses varied somewhat, but in all cases, all the states gave a good deal of time to farm and home development procedures such as how to work with farm families and use the available materials to best advantage. Michigan also spent considerable time on subject matter refresher material.

All the states except Nebraska and Minnesota have held at least one conference including all their extension personnel. As previously indicated, Nebraska held a training course for new personnel only. Included in these conferences, which were either held at one place or in administrative

districts, were such things as philosophy, procedures, management, and budgeting. In many instances an attempt was made to include most of the state extension staff in at least one of the conferences. Indiana also had the state personnel from the Soil Conservation staff in attendance for part time. In most courses, part of the training in each state consisted of actually going out and diagnosing the farm and home on the farm. In this way, they indicated, both the male and female personnel from all county staffs actually experienced the procedure at least once. They indicated, too, that this procedure assisted in getting greater integration of county and state staff and a fuller and more appreciative understanding by all concerned.

Practically all the states (both those with and without "special" farm and home development agents) intend to hold training courses in the future as the need arises and for variable lengths of time. Iowa reported that they were undecided on this point and Ohio said that they did not intend to hold special training courses on farm and home development.

4) Farm family participants: The number of farm family participants or enrollees per county in those counties with farm and home development agents as of January 1, 1955 varied from ten to fifty, not considering Missouri, which had 150 to 200 participants. In counties without farm and home

development agents, the average number of participants was indicated as about five, excluding Missouri, of course, which reported between twenty-five and fifty. Figures reported indicate that most of the states expect to have fifty to seventy-five farm family participants per farm and home development agent as of July 1, 1955. In the counties where there is no farm and home development agent they expect to have a minimum of three to a maximum of three hundred. Thus their estimates vary greatly. Wisconsin has estimated an average of three farm family participants in each county that has no farm and home development agent.

In respect to the criteria used in selecting farm family participants, most states indicate they have not set up any rigid set of criteria but are generally enrolling younger farm families under thirty-five years of age and anyone else who wants to enroll. These families are not enrolled, generally speaking, by any particular person or group of persons. In some instances the local county extension committee makes the selection; sometimes the county agent makes the selection; and at other times the farm family just request on their own behalf, to be enrolled in the farm and home development "program." Very often too, as indicated, these methods vary from county to county in the same state.

Replying to the policy on enrolling only owners and not tenants, there was fairly unanimous agreement. All states replied they were not differentiating between tenants

and owners. However, Wisconsin said they would take "renters only with active consent of owner." Indiana also inferred that, "Both landlords and tenants will be strongly urged to attend in case of tenant farmers."

Regarding the number of years that the farm families will be enrolled as active participants, there seemed to be great variation. The replies varied from one to five years, but in most instances the various states felt it depended on the individual family. Missouri families participated three years, on the average, in an intensified manner. Not all the states are sure how they plan to discontinue this form of personal on-the-farm teaching with each farm family participant. Of those who express a definite opinion, the reply is to just absorb them into the regular Extension program. This is the answer Missouri gave in reply to the question: "Regular agents take over." All the states indicated that they will give regular Extension assistance to the farm families after the one to five years of intensive teaching has been completed, just as long as they ask for it and personnel and time permit. The farm families will thus become participants in the regular Extension program.

5) County procedure: Most of the states, even though they have developed much source material, are not insisting on a "cut and dried" procedure for their county personnel to follow in farm and home development. Wisconsin's reply to this question was: "Wisconsin extension philosophy has always

been to allow freedom of initiative in the county." Each state involved in this study intends to let their county personnel, by and large, and within the framework of certain general principles and policies, carry on and work out their own county program and procedure. However, Iowa has indicated a somewhat more specific county procedure than the other states.

Nebraska thus far, is working with farm families on an individual basis; Wisconsin is working with farm families almost entirely on an individual basis. All the other states are working on an individual and also a group basis. The various states are using one or the other, or both, depending on the situation and the personality of both the family and the agent.

In the first instance, Indiana, Iowa, and Kansas indicated their meetings were of a general nature on a county basis and then on a small group basis. The remaining states, including Missouri, indicated their meetings were on a small group basis. Most of the states were not sure how often they would hold these small group meetings on farm and home development. However, Missouri's reply was "monthly or quarterly." There is no information to indicate how often Missouri held these group meetings when Balanced Farming (farm and home development) first began in that state. However, Kansas, Michigan, and South Dakota gave variable replies

of from one to four weeks that such meetings were (will be) held on a small group basis. The replies in the questionnaire did not, however, set any particular pattern with respect to the number of meetings or the frequency with which they would be held.

6) 4-H Clubs and farm and home development: There has been a certain amount of speculation and prophecy as to if and how 4-H Clubs will be affected or influenced by the farm and home development "program." Although the replies to this question were not expressed in a very definite manner, indications were that the two extension activities would supplement and complement each other. As expressed by Indiana, "It should aid in stimulating interest in 4-H work among previously uninterested families." They think this will result from the face-to-face visit of the farm and home development agent. Kansas had this to say, "We feel that this program will help strengthen the 4-H Club work in the State, as projects will be considered according to their suitability to the families' needs and resources." Then, too, Nebraska said, "The Farm and Home Development program should keep older members interested longer in 4-H Club participation." South Dakota made this remark: ". . .it may be that 4-H Clubs can be instrumental in instilling interest on the part of some parents in Farm and Home Development."

From the preceding, therefore, those states who

expressed an opinion felt that each would strengthen the other and that both the 4-H Club program and farm and home development would benefit and by so doing, bestow beneficial results on the farm family as a whole.

#### General Organization Procedures

1) Financing and naming the "program": In Missouri, the Balanced Farming (Farm and Home Development) Program is being financed jointly from federal, state, county, farm family, and private funds. There are indications, however, that Missouri is leaning toward support from public funds completely. This fact is substantiated in a report at the Central States Conference in January, by the following statement:

There is probably a trend in Missouri toward working with larger numbers of farm families and a smaller enrollment fee, or none at all, with all costs paid out of public funds. The associations have been <sup>1</sup> very successful, however, and some will continue.

In Kansas the financing is carried on completely by federal funds, whereas in Nebraska most of the financing is from federal funds and a charge per farm family is made in some counties. This charge varies from ten to fifty dollars per farm family participant. In the remaining states of the north-central region, the money required for both salary and expenses of the farm and home development agent

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<sup>1</sup> Frank Graham, Balanced Farming In Missouri, Report to Central States Farm and Home Development Conference, Chicago, Illinois, January 20-22, 1955 (Washington, 1955), p. 15.

comes jointly from federal, state, and county funds, except Indiana where only federal and county funds are being used, and Wisconsin where only state and federal funds are involved. In several states there is some variation in the source of funds used in the payment of farm and home development agents' salaries and expenses in comparison with their regular county extension staff. As indicated herein, some states are going so far as to collect fees from the farm families participating while others are not receiving any financial assistance from either the farm family participants or the county government. Wisconsin is in this latter category; however, their reply in the questionnaire states, "We hope counties will participate in some future time."

The name generally used and by which this phase of extension is known in most of the states of the region is "Farm and Home Development." There are, however, a few exceptions to this. Indiana calls it "Better Farming and Better Living," and Kansas terms it the "Balanced Farming and Family Living Program." Missouri has kept pretty well to the original name "Balanced Farming."

2) Relationship with members of the professional farm management society: Members of the American Society of Farm Managers and Rural Appraisers are actively engaged in the management of farms in many parts of the central states. The members of this society are professional people who carry on the private business of managing farms for a fee, when requested.

When the various states were asked whether or not any of their enrollees were already being serviced by members of the above-mentioned association, the answer in most cases indicated that they did not know. Missouri, Nebraska, North Dakota, and Indiana replied: "No." Also, when asked whether or not they intended to enroll any farm families who were being serviced by the professional society, there was quite a degree of indefiniteness. Most of the states said "that perhaps they would if the farm family were interested." Missouri, on the other hand, replied, "No, our work should supplement; they take on the big ones and non-resident, we take the small ones." Since many of these professional farm management people work on a percentage of income basis, then it would follow that Missouri's suggestion should be very acceptable to the professional farm management workers.

3) Problems and difficulties encountered: In reply to the question on difficulties and problems encountered in implementing the program, Missouri was mainly concerned about personnel-getting and keeping qualified men. All of the states of course had problems of varying degrees of seriousness. There is, however, a similarity of problems to a certain extent so that a few general summary statements can be made.

There has been some difficulty in obtaining qualified personnel. Also, it has been difficult to get new

personnel, as well as the present personnel, on both state and county levels, to really understand and appreciate the farm and home aspect of extension work. Some of the local organizations, who in the past have worked closely with the county extension staff are experiencing difficulty in grasping the significance of this system of extension teaching. Some skepticism was reported on the part of older extension workers. This difficulty in understanding is also being experienced by farm families.

The cooperation of farm families, on the whole has been very good. Replies would also indicate that there is increasing cooperation as between the Extension Service and federal agencies such as the Soil Conservation Service.

There have been some problems in work load rearrangement on the part of agents in order to "fit" farm and home development into an already overloaded county extension program. This difficulty of lack of time is most evident with home demonstration agents and county agents in whose county there has not yet been appointed another "special" agent to carry on with this "program".

Some agents are finding difficulty in working with families on a large scale because of the great variation between each with respect to income, goals, size of farm, and many other things such as ability to learn and manage the farm. Also, the rapidity with which they learn about the decision-making process varies from farm family to farm family.

Some states indicate the problem of lack of finances to promote and carry out the "program" the way they think it should be carried out.

There seems to be some difficulty also in locating the farm families who really need this type of service. It is not a problem here of not having a sufficient number of farm families who really need the service, but of locating those in need.

There is concern too, in some states, about "departmentalization" in the subject matter fields of the colleges and how this conflicts with the farm unit approach.

There has been difficulty also in rapidly getting the program in operation because of various training programs that were carried out which took considerable time of regular and new staff members. In Missouri, for example, a new agent puts in a ninety-day apprenticeship with an experienced agent in Balanced Farming (farm and home development) before he starts in a county of his "own."

Because this is a different approach and a new and more intensified method of extension teaching, some difficulty is being experienced in learning this method and also in obtaining the proper tools and materials with which to teach properly.

Then there is the difficulty in many counties of getting more office space and secretarial assistance. Some states are experiencing the problem of integrating the farm and home development agent into the county extension organi-

zation.

A few of the states, at the time of answering the questionnaire (January 1, 1955), had not gone far enough into the program with the farm family participants to determine if and what difficulties may be encountered in this phase of the work.

As indicated above, however, there seems to be one area of difficulty which was very real and which was encountered during the first steps of the "program" and that was the difficulty in readily obtaining experienced and qualified personnel who understood the teaching process involved in farm and home development. Also, as indicated by Missouri, even after several years of operation, their main concern still was "getting and keeping qualified personnel."

4) Plans for an annual state meeting of participants: None of the states except Wisconsin were contemplating an annual state-wide meeting of farm family participants. Wisconsin expects to achieve something worthwhile from holding such a meeting. They will likely hold it in connection with their annual Farm and Home Week program. They believe such a meeting will develop and build state-wide solidarity in the project and promote more support for it (farm and home development). The author is of the opinion that much could be gained from such an annual "get-together." Many speakers and discussions could be heard on farm and family topics

from a unified point of view. Topics could be discussed such as "Factors Influencing Family Farm Success," "Farm and Family Relationships," "Mother, Father, and Children," "Problems of the Rural Family" and many other worthwhile subjects.

5) Ways in which farm families will be helped by the program: A question was asked on the different ways that the extension personnel think the farm families can be helped by the implementation of such a "program" as farm and home development. The answers were many and varied; however, the main points may be covered in summary by the following statements.

It was indicated that the farm family will learn how to analyse their various farm enterprises and how to combine them to the best advantage. They, as a family, will have a more thorough understanding of each other's problems. The author is of the opinion that this aspect alone will be of great assistance to the farm family and make for more satisfying living on the part of all concerned. It was thought also that the farm family will be more able to readily adopt and apply new technological developments to their farm and home, thus reducing the "time lag" between research finding and applications. Also, they will be better able to make use of all available resources and by their example be a demonstration and inspiration to other families. By developing this "program" it is hoped that the families will be helped

financially and will obtain greater satisfaction out of farm operation. Family morale, too, will be strengthened and more self-confidence will be developed on the part of the farm family. The "program" will also help the farm family to become better members of the community. This then, will make a better community, a better state, and a better nation. The reply from Kansas summed it all up very well in these words: "In short, it is a program to help develop decision-making whereby farm families will learn how to help themselves by using what they have to get what they want."

There is ample evidence, therefore, in the replies to this question that there are many different ways in which the farm family can be helped by the farm and home development "program."

## CHAPTER VI

## SUMMARY

Introduction

This study consists of a survey of procedures in farm and home development carried on by the extension services of the north-central states.

The information was obtained from mailed questionnaires sent to the respective directors of the extension services of these states, who are located at Urbana, Illinois; Lafayette, Indiana; Ames, Iowa; Manhattan, Kansas; East Lansing, Michigan; St. Paul, Minnesota; Columbia, Missouri; Lincoln, Nebraska; Fargo, North Dakota; Columbus, Ohio; Brookings, South Dakota, and Madison, Wisconsin. These questionnaires were answered as of January 1, 1955, only six months after the initial appropriation for farm and home development was allocated by the 83rd Congress. Since all of the states, except Missouri, were in a state of "flux" due to the relatively few months of experience with this phase of extension on an official overall scale, there were, as a result of this, some questions not answered and some partially answered. Also, since the plan of action in respect to the implementation of this phase of extension was somewhat

different in almost every state, not all questions were applicable to all states.

It becomes impossible, therefore, in summarizing the procedures of all the north-central states, to put down specific numbers and/or percentages respecting the way certain procedures were carried on by particular states. This study, and particularly this summary, therefore, is a descriptive narrative of the various devices and methods used in implementing farm and home development in the states previously indicated.

#### History Prior to July 1, 1954

Missouri can well be referred to as the "pioneer" state in farm and home development (Balanced Farming). D. Howard Doane could well be referred to as the "father" of farm and home development.

In 1904 when D. Howard Doane was in his sophomore year at the University of Missouri he made a farm management survey in part of Missouri for the office of Farm Management, United States Department of Agriculture. "This office took shape in 1904 which marks, as far as I know, the beginning of farm management as a unit of study, research and demonstrations in the United States."<sup>1</sup> The above marks the first step toward farm and home development as we know it today.

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<sup>1</sup>D. Howard Doane, "Twenty-Five Years of Progress," Journal of the American Society of Farm Managers and Rural Appraisers, XIX No. 1 (Chicago, April 1955), p. 10.

In 1910 a separate department of farm management was established in the College of Agriculture, University of Missouri, and D. Howard Doane was head of this, the first formally organized department of farm management in any agricultural college of the United States.<sup>1</sup>

In 1909 and 1910, Missouri began organizing Farm Management Demonstration Farms--today called Balanced Farming. This practice continued until 1916 and for various reasons enumerated in Chapter III of this thesis, was abandoned. Doane at this time left the University to work for a St. Louis bank, doing a similar type of work. In 1919 he began his own "Doane Agricultural Service."

During the period 1916 to 1930, some farm management survey work was done by the University of Missouri.

In 1930 the more direct method of on-the-farm teaching was begun by a county agent and home demonstration agent in Atchison County, Missouri. This was a major step in the realization of farm and home planning. However, during the period 1930 to 1940, many difficulties were experienced and it was not until 1941 that the University and Extension Service really recognized farm and home planning and provided for it administratively. Balanced Farming (farm and home development) really began in 1941 to make appreciable progress. In 1947 it took on the home aspect officially as an integral part of the "program."

There have been three major conferences held on

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<sup>1</sup>Ibid.

farm and home development in which personnel from the extension services of the north-central states participated. These were at Chicago in 1944, Missouri in 1948, and in Chicago in 1955. After the first conference, most of the states tried some form of farm and home development to a greater or less degree.

#### Farm and Home Development 1954

Effective July 1, 1954, the 83rd Congress passed the first appropriation for farm and home development.<sup>1</sup>

The progress of Balanced Farming (farm and home development) in Missouri as of December 31, 1954, can best be summarized by the following:

County Agent reports show that 1,213 Missouri farm families started Balanced Farming plans.

Every county in Missouri has some kind of a Balanced Farming program in operation. Any farm family who so desires can start developing a Balanced Farming system.

In 1954, 38 Balanced Farming associations were in operation in forty counties with an average of about fifty families per county. About 2,000 farm families were in these groups. These families paid an enrolment fee of from ten to fifty dollars. Each of these counties had a full-time agent on the Balanced Farming phase of Extension work in the county.

The expanded program of Balanced Farming (Farm and Home planning) called for the addition of 33 associate county agents working on Balanced Farming-- 28 of these have been hired and started work to date; the other five will possibly be hired in January. The conditions under which a full-time agent is placed in a county in Missouri are that the county raises \$1200 toward the agent's salary, plus cost of mileage and other expenses.

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<sup>1</sup>Supra, p. 1.

There is probably a trend in Missouri toward working with larger numbers of farm families and a smaller enrollment fee, or none at all, with all costs paid out of public funds. The associations have been very successful, however, and some will continue.

Here are ten steps that Missouri farm families take in planning and putting a Balanced Farm system into operation:

1. Analyze the present system of farming and homemaking and check for any weaknesses and needs.
2. Appraise the present system in the light of the analysis and consider changes and alternatives to arrive at best use of resources.
3. Work out a cropping system plan that will be safe, considering average weather, and that will make the highest returns above cost.
4. Adjust cropping system to provide a well-balanced pasture system.
5. Develop livestock enterprises that are best adapted to the production from the cropping system, and that balance out the use of labor and capital.
6. Make any adjustments needed to assure an adequate volume and sufficient size of business.
7. Control erosion and develop a water-management system with emphasis on an access lane, field arrangements, and convenience of farming.
8. Make efficient use of labour and machinery. Have the machinery needed for the system of farming, and use labor-saving methods.
9. Keep adequate records. Study the farm and home business. Consider and apply outlook information, consumer trends, possible markets, then produce for these markets.
10. Use a good system of farming and homemaking to improve family living. An increased income will provide a modern convenient home, good food, good health, and recreation, and a plan for financial security.<sup>1</sup>

Thus it is evident that Missouri was the first state

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<sup>1</sup>Central States Farm and Home Development Conference, op. cit., pp. 15-16.

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to promote this Balanced Farming (farm and home development) aspect of the extension program and is the furthest advanced at the present time.

Administrative Organization In  
State Extension Office

The indicated objectives are generally the same in all states and briefly stated are: to strengthen the whole present extension organization by having better trained and better qualified personnel; to put more emphasis on the farm and home by personal on-the-farm unit approach; to make better and more use of specialist staff by utilizing them in the farm family unit technique, and to get subject matter departments to focus their teaching on the overall farm approach.

The main objectives with particular reference to farm families were: to help farm families better manage their resources; to assist them to determine their needs and make wise decisions; to develop short time and long time plans so that they may reach their desired goals in order to obtain the maximum in income and satisfactions during their lifetime; to give greater insight into the real needs of farm families so that more programs of the kind to meet their needs can be planned by extension and participated in by rural people; to improve the appreciation by farm families of life on the farm; to help farm families to help themselves by on-the-farm teaching, to better manage their farm and home so that they may live a more satisfying life.

The objectives and philosophy of Missouri can best be stated by the following:

The Agricultural Extension Service in this State is putting practically its entire resources behind two major programs; the 4-H Club Program and the Balanced Farming Program. We are doing this because that is what the farm people of the state tell us they want us to do; and furthermore, in our judgment these are the two most important programs that could be established for any state. For many years we taught individual practices through single demonstrations on farms. On one farm we demonstrated the growing of red clover, on another thrifty pigs, on still another how to improve the farm kitchen. The Balanced Farming Program is an attempt to tie all these sound, helpful recommendations of the College of Agriculture together into an integrated program for a particular farm. We now have some 16,000 farms following a Balanced Farming Plan. And there are many thousands more who have developed modified Balanced Farming Plans of their own from the example of their neighbors who have formal plans set down on paper.

It is a part of the philosophy of Balanced Farming that the major objective must be a better farm family living. It is not enough to say that given good farm management you will get higher income and that automatically will provide a better living. We believe that at the outset the plan should be figured through with the family to show about how much income they can expect using prewar prices. This procedure will in most cases necessitate intensive farming for the families with relatively small holdings. A comparison of the expected income with the desired expenditures has convinced many an owner of a small farm that he must change over from general farming and handling of beef cows to dairying and poultry production. But in addition to the absolute necessity of establishing the highest net income possible, planning the farm home for utility, comfort and beauty is of utmost importance. We have often said that woman power is the most expensive power on the farm. The thousands of farm women who grow old before their time caring for a good sized family and doing their part of the hand work on a farm, without such conveniences as water, lights, storage room, etc., constitute a great economic and social loss.<sup>1</sup>

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<sup>1</sup>J. W. Burch, "The Philosophy of Balanced Farming," Journal of the American Society of Farm Managers and Rural Appraisers, October 1948.

The general principle respecting the use of the funds was 85 per cent was to be used in the counties. This meant, therefore, that a relatively small amount could be used for other purposes such as employment of extra personnel at the state level to assist with farm and home development. Such being the case, most of the states had no particular person completely assigned to the promotion of this aspect of the extension program at the state level. The person most concerned with this work in most of the states was also doing other work in the extension office.

One fact, however, was universally true and that was that all states have at least one committee on farm and home development. This committee in most cases is made up of members representing the whole staff of the land-grant college. Its main function has been in the developing of general procedures and preparing study material.

Study material both for the farm family (both farm and home aspect) and for the county personnel has been prepared in most states. This material has consisted of suggested outlines for farm families to follow in setting up their farm plan. There has also been a good deal of material prepared on subject matter information to assist the county agents involved.

#### County Organization

All the states, whether or not they have employed specific agents for farm and home development, are co-

ordinating and integrating all the county programs and work through the County Agricultural Agent. Minnesota, North Dakota, Ohio, and South Dakota have not regularly designated farm and home development agents in the counties. In these states, the farm and home development phase of the extension program in the county will be carried out in most cases by the regular county agricultural agents. Where finances make it possible to do so, one additional county agent (either as assistant or associate) has been added to relieve the regular agricultural agent of some of his duties so that he might devote more time to farm and home development.

In the remaining states (at the time of answering the questionnaire, January 1, 1955), an additional man agent has been added in about one-quarter of the counties to work in farm and home development specifically. In the other counties in each of these states, the regular agents are expected to carry on at least some of the work. In only one or two instances has an additional Home Demonstration Agent been employed. Thus, in practically all counties in all states, whether there is a specific farm and home development agent or not, the regular Home Demonstration Agent will be expected to work on farm and home development along with her regular duties.

In states where additional agents have been employed, an attempt has been made to get experienced personnel. In many instances this has been possible and personnel have been

drawn from many of the most widely recognized agricultural fields such as extension, vocational agriculture, commercial areas, Soil Conservation Service, and others. Many of these personnel had post-graduate training and some had their Master's degree.

In all states, training programs have or are to be carried on with "new" personnel and/or "new" and "old" personnel, at both the state and county level. In most cases one part of this training has been the actual analyzing of a farm and home, and offering solutions to the problems.

The number of farm families participating in farm and home development varies from state to state. By July 1, 1955, most states expect to have about fifty to seventy-five farm family participants in those counties with specific farm and home agents. In all other counties they expect to have a minimum of three and a maximum of three hundred, depending on the state in question. In Missouri, there are between twenty-five and fifty farm family participants in counties that have no specific farm and home agents. In the counties with specific farm and home development agents in Missouri, there are between 150 and 200 participants.

The general criteria for the selection of the farm families have not been rigidly established. By and large, the enrollees are younger farm families under thirty-five or forty years of age and also, any other farm families who wish to enroll.

The replies respecting the relationship of 4-H Clubs and farm and home development were not very definite. It was thought by some states that 4-H Club enrollment would increase because of the personal contact that the farm and home agent would have with the farm family. Also, present 4-H Club members would help interest their parents in becoming participants in farm and home development. It was felt, too, that 4-H Club members could select projects that would "fit into" the overall farm plan and so be more a part of farm and home development.

#### General Organization Procedures

Farm and home development is being financed several different ways; all federal funds; federal and state funds; federal, state, and county funds; federal, state, county, farm family, and private contributions. Most of the states are tending toward a cooperative financing arrangement between federal, state, and county, the same as their present extension program.

There seems to be no set policy ideas on how the farm and home development phase of the extension program will "fit in with" the work of the members of the American Society of Farm Managers and Rural appraisers, who are private individuals doing a somewhat similar type of work. There appears to be no conflict, however, and Missouri says that each will supplement and complement the other: ". . . our work should

supplement, they take the big ones and non-resident, we take the small ones."

The main problems and difficulties encountered at this early stage in the "program" have been: obtaining qualified personnel; insufficient time to train personnel; difficulty of state, county, and farm people understanding the "program"; lack of time and difficulty in rearranging present work load of Home Demonstration Agents and also regular County Agricultural Agents where there is no specific farm and home development agent; difficulty of county personnel really grasping the technique of this method of teaching extension; lack of finances; "departmentalization" of subject matter departments at state level; very often lack of office space and equipment; and lastly, difficulty of county staff integration and proper functioning with a farm and home development agent, resulting from a lack of appreciation and understanding of what farm and home development really is.

Wisconsin is the only state who is contemplating an annual state meeting of farm family participants.

The various states indicate that they think the farm families can be helped in many ways by this "program." Some of the more often mentioned ways are: they will be better able to analyze their farm business and combine various enterprises to the greatest advantage; members of the farm family will have a more thorough understanding and appreciation

of each other; new farm practices and ideas will be more quickly and readily adopted and accepted by farm families; better use will be made of both human and natural resources; farms of these families will serve as demonstration farms in the neighborhood; families will get greater income and satisfaction from farm living; members of the farm family will derive more self-confidence and become better members of the community, state, and nation; and lastly, in brief, farm families will develop the decision-making technique so that they will be able to help themselves, by using what they have or are able to obtain, to fulfill their real family needs.

## CHAPTER VII

## CONCLUSIONS AND IMPLICATIONS

Conclusions

From information available it can be said that the extension services of the north-central states were met with an exacting challenge in an official way as of July 1, 1954; the time of the official recognition by Congress, and the real beginning of farm and home development in these states.<sup>1</sup> This was a challenge because the past method of "piecemeal" extension was to be partially replaced at least by the unit approach. It meant, therefore, that teaching methods, to some extent at least, must be changed. It meant too, that certain re-arrangements of work loads must be brought about, especially by the home demonstration agents and also the other county personnel. It was a real challenge, too, because one state, Missouri, had already made a success of this kind of teaching.<sup>2</sup>

To the extent that farm and home development was a challenge to these states, to that same extent they have met that challenge. Replies in the questionnaire indicated

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<sup>1</sup>Supra, pp. 1-2.

<sup>2</sup>J. W. Burch, op. cit.

that they have taken several steps to meet the challenge. Some of the more important ones have been: to train and place more personnel in counties to do this specific job of farm and home development; to train and encourage all their extension personnel, both county and state, to at least do some of their extension teaching with this system in mind (farm and home development); to prepare much study and reference material for both farm families and workers connected with farm and home development; to organize committees representing all personnel at the land-grant colleges to assist with and understand this phase of extension.

From the information submitted in the questionnaires, one can conclude that this challenge of farm and home development will continue to be met and problems solved as they arise. All of the states have expressed their interest and enthusiasm for the "program." They have indicated in many instances what they intend to do in the future to make it more successful.

In final conclusion, therefore, it can be said, and replies submitted in the questionnaires indicate that, the north-central states have accepted farm and home development as an integral part of the overall extension program carried on in their state and are ardently supporting it in "words and actions."

#### Implications

The author believes that farm and home development is an important phase of the overall extension program. As

such, it is a method of teaching to be used by extension workers with individual farm families. Farm and home development implies face-to-face, on-the-farm and in-the-home contact so that farm families may be better able to make maximum use of all human and natural resources. This is accomplished by obtaining training in correct decision-making and results in a more satisfying life for the members of that family.

There need be no conflict, therefore, between farm and home development and any other phase of the overall extension program. Because of farm and home development, participants will be adopting practices and accepting ideas that "fit into" their overall farm and home plan. Thus the whole extension program will be more effective and will be meeting the needs of the rural farm families as they see them. It will also be serving those whose need is greatest for farm and home planning.

It is the young farm families beginning to farm and others who are in the low-income bracket who need training in correct decision-making most urgently in order to raise their level of income and increase their satisfactions. However, all farm families could make profitable use of farm and home development. As indicated by the Director of the Cooperative Extension Service from Missouri,<sup>1</sup> perhaps our thinking and action is "heading" that way.

Much emphasis on the farm and home development "program" is in evidence in the reports from the various

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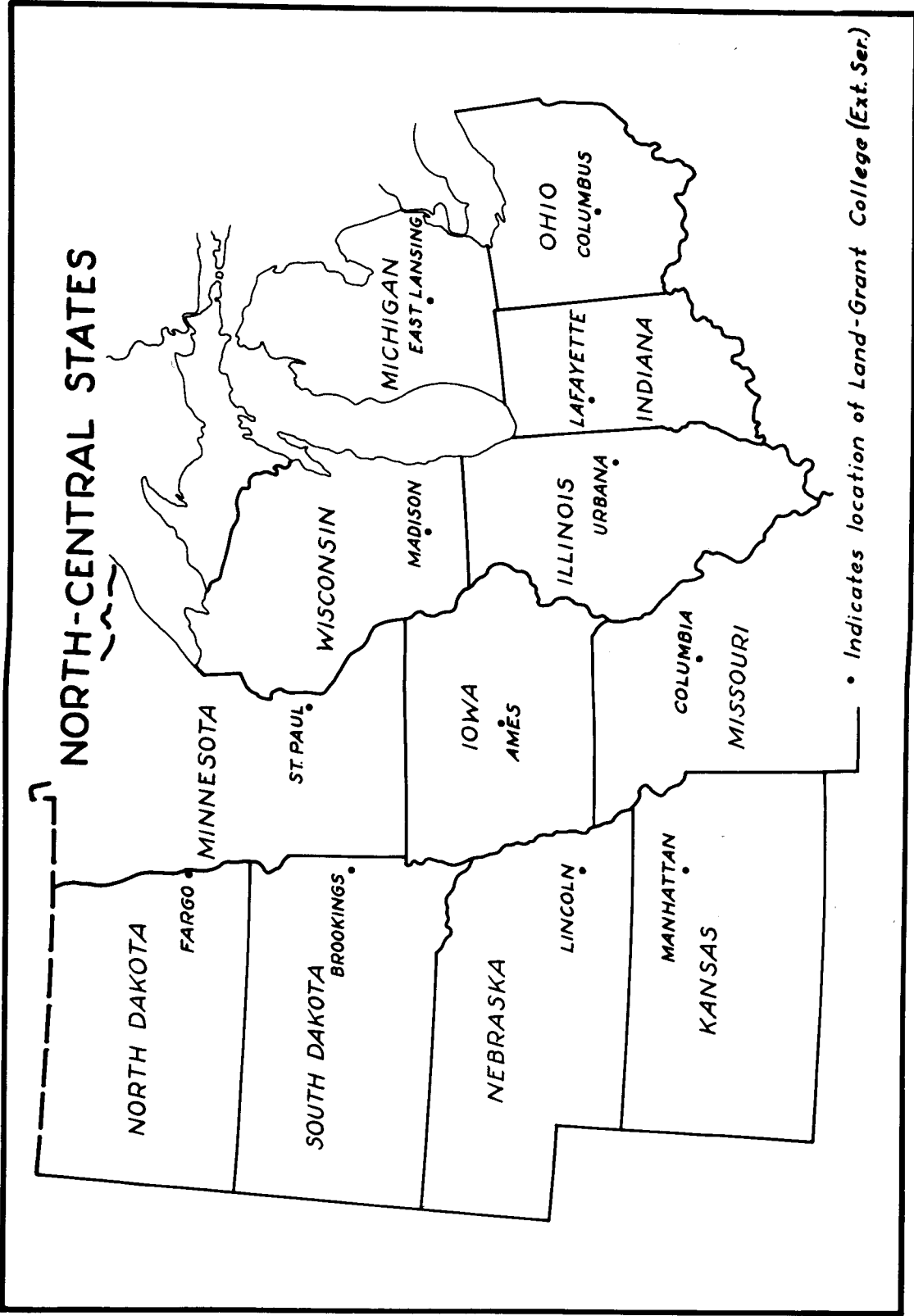
<sup>1</sup>J. W. Burch, op. cit.

states, as well as from the emphasis in Congress, the United States Department of Agriculture, and in the extra money appropriated for this work.<sup>1</sup> This recent emphasis on farm and home development, or family approach, in Extension teaching is a forward step and may well be the beginning of a new era in the history of the Cooperative Extension Service in the United States.

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<sup>1</sup>Supra, p. 1.

APPENDIX



QUESTIONNAIRE RESPECTING SURVEY ON  
FARM AND HOME DEVELOPMENT PROGRAM

Note: Please read over questionnaire completely before answering questions. Mark answers to be kept confidential with an asterisk (\*).

I. Administrative Organization in State Extension Office

1. Is there a particular person in charge of the program with no other responsibilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

2. Is there a particular person in charge of the program along with other responsibilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

3. If so, what other position or responsibilities does he (she) have?

4. What other persons in the State extension office have specific administrative responsibilities in connection with the program?

5. What are their particular areas of responsibilities in the implementation of the program?

## Questionnaire:

6. Have you a committee at the State level to plan, advise, or otherwise assist in this program?

Yes \_\_\_\_\_ No \_\_\_\_\_

7. Is this committee composed of:

(1) extension personnel? \_\_\_\_\_

(2) lay personnel? \_\_\_\_\_

(3) both the above? \_\_\_\_\_

Discuss.

8. Have there been any attempts to inform specialists (State office) of their role in the program?

Yes \_\_\_\_\_ No \_\_\_\_\_

9. If your answer to question 8 above is "yes", how was this accomplished? (Please elaborate here and include how they will play their role in implementing the program.)

## Questionnaire:

## II. County Personnel Organization

1. What title do you assign to your county personnel who are in charge of the Farm and Home Development Program?
  - (a) the woman agent \_\_\_\_\_
  - (b) the man agent \_\_\_\_\_
2. How many regular county agricultural agents are there in your state?
3. How many men agents have you specifically assigned to county Farm and Home Development work?
4. How many of the Farm and Home Development agents are assigned to more than one county?
5. How many counties will have the regular county agents doing this work along with their other duties?
6. How many women agents have you specifically assigned to county Farm and Home Development work?
7. How many counties will have the regular home agents doing this work along with their other duties?

## Questionnaire:

8. To whom will the Farm and Home Development Agents (man and woman) be responsible in the first instance? Check one.
- a. the regular county agricultural agent;
  - b. local sponsoring group (agricultural committee, board, etc.);
  - c. district leader (supervisor);
  - d. state extension office;
  - e. other (specify).
9. Concerning counties with specific Farm and Home Development Agents: How will the other county extension personnel "fit into" the implementation of the program with the farm family participants? (Discuss fully.)
10. In counties in which there is not a specific Farm and Home Development Agent, is the county staff encouraged to carry on at least some of this work?
- Yes \_\_\_\_\_ No \_\_\_\_\_
11. What name are you giving to your new program? (Balanced Farming, Farm and Home Development, etc.)

## Questionnaire:

## III. Qualifications and Training of County Personnel

1. Of the new personnel selected for this work, how many have:
  - (a) Bachelor's degree only? \_\_\_\_\_
  - (b) Bachelor's degree and some post-graduate training? \_\_\_\_\_
  - (c) Master's degree? \_\_\_\_\_
  - (d) Further formal education beyond a master's degree? \_\_\_\_\_
  
2. Of the new personnel selected for this program, was one of your requirements on hiring that they have a major in some "field"? (Agronomy, Dairying, etc.)
 

Yes \_\_\_\_\_ No \_\_\_\_\_
  
3. If your answer is "yes" to Question 2 above, what type of major did you specify (e.g. Agronomy, Farm Management, etc.)?
  
4. When hiring new personnel in the future for this program, will you require that they must have a specific major?
 

Yes \_\_\_\_\_ No \_\_\_\_\_
  
5. If your answer to Question 4 above is "yes", what type of major will you specify? (Agronomy, Farm Management, Soils, etc.)

## Questionnaire:

6. What kind of experience did new personnel have who were hired? (Insert numbers)
- (1) Vocational Agriculture Teacher \_\_\_\_\_
  - (2) Veteran Trainer \_\_\_\_\_
  - (3) Extension Agent \_\_\_\_\_
  - (4) Combination of the above \_\_\_\_\_
  - (5) Other (number and kind) \_\_\_\_\_
  - (6) No experience \_\_\_\_\_
7. Of those personnel with experience in Question 6 above, what was the average number of years of experience?
8. Have you held any special training courses for the new personnel?
- Yes \_\_\_\_\_ No \_\_\_\_\_
9. If you have held special training courses for new personnel,
- (a) How many have you had? \_\_\_\_\_
  - (b) How long were they? \_\_\_\_\_
  - (c) Who conducted the course? (title of person or persons) \_\_\_\_\_
  - (d) Were the courses held at one place, or district meetings?
  - (e) What was general content of the course?

## Questionnaire:

10. Have you held training courses for other than new personnel, such as regular county staffs, state and federal personnel? (Elaborate here and include general nature of the course)
11. Do you intend to hold special training courses for your Farm and Home Development agents in the future?  
Yes \_\_\_\_\_ No \_\_\_\_\_
12. If you do, about how often will you hold them?
13. About how long will they last?
14. What will be the general nature of the course?
15. Will only Farm and Home Development personnel be included? (Please elaborate)



## Questionnaire:

7. After the number of years specified in Question 6, above, how do you plan to discontinue giving detailed training?
  
  
  
  
  
  
  
  
  
  
8. If you do not intend to let the farm family participants carry on by themselves completely, how long are you going to give them some kind of guidance? Please discuss.
  
  
  
  
  
  
  
  
  
  
9. Have you laid out a full agenda and procedure for your county personnel to follow in implementing the program? Elaborate.
  
  
  
  
  
  
  
  
  
  
10. If the answer to Question 9 above is "no", do you plan on letting your county personnel work out their own procedure and program?

## Questionnaire:

11. Are your Farm and Home Development agents working with farm families:
  - (a) solely on an individual basis?
  - (b) solely on a group basis?
  - (c) a combination of these? (Discuss)
  
12. In counties where the Farm and Home Development Agents have held (or intend to hold) meetings with the participants, were they (will they be):
  - (a) on a county basis?
  - (b) on small group basis?
  - (c) how frequent?
  - (d) meeting content? (Elaborate)
  
13. Will the implementing of this Farm and Home Development Program appreciably affect your county 4-H Clubs in any way? How? Why? (Please discuss.)

## Questionnaire:

## V. Miscellaneous

1. From your knowledge of the program to date, list some of the aims or objectives that you hope to accomplish in further development of the Farm and Home aspect of the extension program.

2. Have you prepared any special study material for the farm members participating in the program?

Yes \_\_\_\_\_ No \_\_\_\_\_

3. If the answer to Question 2 above is "yes", what type of materials did you prepare? Please describe.

## Questionnaire:

4. If your answer to Question 3 above is "no", do you intend to prepare any special study materials?

Yes \_\_\_\_\_ No \_\_\_\_\_

Note: If you have prepared materials, will you please forward a copy of each with this questionnaire.

5. How is the program being financed? (federal, state, county, farm family contribution, private contribution, or a combination of these, and in what proportions?) Please describe.

6. List the different ways that you think the farm family participants will be helped by this program. (Please do not be afraid to elaborate here.)

## Questionnaire:

7. Are any of your participants now being serviced by a representative of the American Association of Farm Managers and Rural Appraisers?

Yes \_\_\_\_\_ No \_\_\_\_\_

8. Do you intend to enroll any farm families (participants) who are now being serviced by the above professional farm management organization?

Yes \_\_\_\_\_ No \_\_\_\_\_ Perhaps \_\_\_\_\_

9. From your experience with the program to date, list some of the difficulties that you have "run into" in implementing this program. (They could be with the respondents, personnel, county organizations, salaries, etc.)

## Questionnaire:

10. Is the state extension office planning an annual state meeting of your farm family members?

Yes \_\_\_\_\_ No \_\_\_\_\_

11. What do you hope to achieve by having such a state meeting? What will be the nature of the meeting? Please discuss fully.

(Signed)

\_\_\_\_\_  
Name and title of person in  
charge of program in state  
office

Please return to:

\_\_\_\_\_  
Address

John K. Frizzell,  
Department of Agricultural Education,  
College of Agriculture,  
Madison, Wisconsin.

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Approved Eugene A. Wilkerson  
Chairman of Graduate Committee

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