

# AGRICULTURAL PLANNING HANDBOOK

## *In 1918*

“Food will win the war—every foot of available land in Colorado should be made to produce food.” The result: Dust bowls, erosion, too many cattle and sheep, too much wheat, speculation, mortgages, depression.

## *In 1942*

“Food will win the war and write the Peace. But what foods are needed? Where and how should these foods be produced? Who should expand his operations to produce these food supplies?” The answer: To be determined by agricultural planning committees.

## THIS SERIES

"Agricultural Planning" introduces a special series of bulletins to aid farmers, stockmen, and the rural homemakers of Colorado in attaining the goals set by the United States Department of Agriculture as our contribution to **Food for Defense**.

The second of the series will deal with our physical land resources, under the title "Land Planning." The third will be entitled "Home Planning."

Others will provide practical information regarding improved cultural practices, disease and insect control, etc., to help increased production and greater income through more efficient management of crop and livestock enterprises.

We most earnestly urge Colorado farmers to guard against further exploitation of our land resources and the use of land for crop production that should remain in grass. Much progress has been made in recent years in establishing a proper balance between crop and livestock production. A great deal yet remains to be done. Active participation by farmers, stockmen, and homemakers, in agricultural planning organizations, in cooperation with farm organizations, commodity associations, and other organized groups, provides the greatest safeguard against improper land use, and in maintaining and improving agricultural stability.

The extension Service is geared to do intensive work in the Food-for-Defense program, in cooperation with State and county USDA Defense Boards. It is the responsibility of the Extension Service to supply information on how Colorado farm people may attain the goals set. The Colorado goals for 1942 are:

Milk production—1,183,000,000 pounds, an increase of 4 per cent over 1941; number of milk cows on farms—238,000, an increase of 1 per cent over 1941; egg production on farms—32,266,000 dozen, an increase of 10 per cent over 1941; marketings and farm slaughter of cattle and calves—609,924,000 pounds, an increase of 18 per cent; marketings and farm slaughter of hogs—95,985,000 pounds, and a 30 per cent increase in number of pigs saved from farrowings in the spring of 1942; sheep and lamb production—121,000,000 pounds, an increase of 9 per cent over 1941; oats—190,000 acres, an increase of 6 per cent over 1941; barley—650,000 acres, an increase of 2 per cent over 1941; commercial truck crops for fresh consumption—64,000 acres, an increase of 1 per cent over 1941; commercial truck crops for processing—15,100 acres, an increase of 5 per cent over 1941; potatoes—87,000 acres, an increase of 13 per cent over 1941; farm gardens—36,300 in 1942.



Director, Extension Service  
Colorado State College

# Agricultural Planning Handbook

## PART I. HISTORY AND OBJECTIVES

BY JAMES C. FOSTER

The pattern for the agricultural planning program of today was laid in America by the town hall meetings of colonial days.

Town hall meetings were a development in community cooperation to fit the needs of small groups of colonists living in scattered settlements along the rivers of the Atlantic seacoast. Through such meetings, local government was established and maintained; militia were organized for protection against the Indians, and the people expressed their opinions and wishes to the Royal Governor. Through such meetings the ideas of a democratic form of government were nourished and kept alive and finally spread from colony to colony to take shape in constitutional government.

In the beginning the town hall meeting was used mainly to handle community affairs—church, school, and relief for Widow Smith and family—but as the colonies grew, community interests began to overlap. Sometimes this overlapping caused inter-colony controversies and some times it resulted in the groups uniting to promote a "common cause." The necessity of united action against the Indians was one of the first major reasons for inter-colony cooperation and the effort provided experience for the more extensive work to come.

The people were never free from difficulties with the Crown and it was this problem, affecting as it did the individual, the community, and all of the colonies, that finally resulted in a unified effort. Many community meetings were necessary, some of which were broken up by British troops, before this cooperative movement became a fact, but once under way, it resulted in the Declaration of Independence and a constitutional form of government for these United States.

The colonists wrote their experiences into the Constitution. The "Town Hall Rights" of the individual and the community were established by the following passages:

Congress shall make no law abridging the freedom of speech, or of the press—Congress shall make no law abridging the right of the people to peaceably assemble, and petition the government for a redress of grievances—The right of people to be secure in their persons, houses, papers and effects, against unreasonable searches and seizures shall not be

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COLORADO STATE COLLEGE

EXTENSION SERVICE

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violated—The enumeration in the Constitution of certain rights shall not be construed to deny or disparage others retained by the people—The powers not delegated to the United States by the Constitution nor prohibited by it to the States, are reserved to the States respectively, or to the people.

These were the freedoms of Democracy that the man at the "forks of the creek" understood, had been willing to fight for, and insisted upon maintaining, before he would agree to the Constitution. They were established and have been an integral part of our governmental system for 150 years.

These freedoms have been used in many ways; sometimes in objective efforts in the conservative use of resources, and other times to further selfish exploitation amounting to the destruction of resources; sometimes to secure organized cooperation, and often to prevent organized cooperation from being effected. Whether the results were good or bad, the efforts represented Democracy at work in a practical way in one of the few remaining democracies of the world.

**Agricultural planning**, operating within this framework of experience, gained from the exercise of constitutional freedoms in a practical democracy, provides an organized way in which the individual, the community, the county and the state, can function for the improvement of agriculture and the welfare of the people dependent upon it.

The agricultural planning program was established in conferences held by members of the Association of Land-Grant Colleges and officials of the Department of Agriculture. Under the date of July 8, 1938, a joint statement issued as a result of these conferences recognizes:

The need for reasonably uniform procedures whereby farmers may take responsibility for the development of sound land use programs and policies for the dual purpose of (a) correlating current action programs to achieve stability of farm income and farm resources and (b) helping determine and guide the longer time public efforts toward these ends;

The Land-Grant Colleges have had many years of experience in aiding and stimulating farm people to build agricultural and rural programs in communities, counties, areas, states and regions, and in the formation of agricultural policies at these various levels, and that:

If this system of coordinated land use planning is to endure farmers must see tangible results from their work. Officials in charge of each land use planning program, must assume the responsibility of consulting the state subcommittee receiving its suggestions and criticisms before launching a program in the state and explaining definitely what portion of its recommendations can be followed and why others cannot.

On October 6, 1938, the Secretary of Agriculture, in a "Mem-

orandum for Chiefs of Bureaus and Offices," recognized the joint statement made by the Association of Land-Grant Colleges and Department officials concerning the need for the planning program and stated:

We need, (therefore) to establish departmental machinery which will enable local and State planning to reach the Secretary in a truly significant and usable form and which will, at the same time, integrate the general planning and program forming activities within the Department; the combined results to guide all action programs of the Department.

Hence, I am arranging for the Bureau of Agricultural Economics to serve as a general agricultural program planning and economic research service for the Secretary and for the Department as a whole.

A memorandum of understanding designed to summarize the many discussions and agreements concerning the agricultural planning program was executed in 1939. This memorandum of understanding between the Bureau of Agricultural Economics, U. S. Department of Agriculture, and the Colorado State College of Agriculture and Mechanic Arts, details the objectives and organization of the program, assigns the responsibilities of the Agricultural Extension Service, the Colorado Experiment Station, and the Bureau of Agricultural Economics. Operating within the general framework established by the memorandum of understanding, an annual program of work is developed by the cooperating departments through an annual program agreement.

**The objectives** of the agricultural planning program are clearly stated in the memorandum of agreement:

"To develop an agricultural land-use program, in which will be correlated the suggestions and work of farmers, the State Agricultural Extension Service and Experiment Station, and the Bureau of Agricultural Economics, and operating agencies of the U. S. Department of Agriculture, and in which all the above mentioned agencies can make the greatest and most effective contribution to agricultural adjustment, conservation, crop insurance, farm forestry, flood control, land retirement, rehabilitation, and water utilization. Consideration will be given to the land-use implications of community facilities, credit, marketing, public finance, land taxation, tenancy, and transportation. This work will specifically provide for:

- (1) The systematic participation of farm people, both with respect to the determination of desirable adjustments or lines of action needed in each county or area in the State, and the initiation, revision, and coordination of various activities, including those of education and research, designed to attain these ends.

- (2) The cooperative determination of (a) desirable adjustments in land use within the several counties and areas in terms of shifts in major uses of land for farm, forestry, and wildlife purposes, as well as changes in acreages of specific crops, or groups of crops, numbers of livestock,

farming practices, and size and organization of farming units needed in the interest of conservation, flood control and good farm management; and (b) desirable changes in tenure arrangements, credit and marketing facilities, and other institutional and community arrangements having a direct bearing upon rural standards of living and rural rehabilitation.

(3) The observation and appraisal of the programs of operating agencies in terms of their effectiveness in bringing about the desired shifts and changes specified under (2); and making recommendations to responsible State and national administrative officials for revisions or improvements in such programs of operating agencies; or recommendations for the initiation of new programs, if such are needed to attain the ends specified under (2); broaden statement to bring program up to date; opportunity for individual exploitation of natural resources.

## **PART II. ORGANIZATION**

### **BY JAMES E. MORRISON**

The principal functions of organization are to give direction and unity to effort.

Through the years hundreds of organizations have been set up to serve an educational purpose or to serve a special-interest group. In a changing world where the development of communication and transportation have brought not only individuals, communities, and counties close together, but even states and nations into close proximity, there is a need for some type of coordinating and planning organization.

In most cases there is no machinery for coordinating the programs and activities of the many rural organizations. There are few counties in Colorado that do not have many rural organizations. In fact, many communities have so many organizations competing for the time and attention of the individual members of the community that they all suffer from over-organization.

The accompanying diagram indicates the recommended plan of organization for agricultural planning at the community and at the county level.

**Community Committee Organization**—In the first line of the diagram we have listed some of the organizations which are usually found in Colorado communities. Obviously no community will have just this list. You may have these or others that should be represented in the community agricultural planning committee. It is contemplated that each organization will be represented on the community planning committee by a representative who will bring to the community agricultural planning committee the point of view of the membership of his organization. He will serve best if he presents the point of view of his organization and also the relationship of that organization to the best interest of the community.

Planning committees should include members who can represent all the interests in the community.

The first step in community planning should be to make a complete inventory of all the organizations in the county, together with a brief summary of the purpose of each of these organizations, how it functions, the people it reaches, how often it meets, and where it meets. In preparing the inventory of organizations, careful consideration should be given to all age groups in the community—youth and adult alike. Too often in the past our planning committees have not included the young people. In many cases the interests of the home have not been represented by including the members of the women's organizations on the committees.

The second step in organizing the community planning committee should be to call the representatives of all the organizations together to explain the aims and objectives of the planning committee, and to decide on a program of work. Some of the problems which community committees are working on include roads, land-use adjustment, tax adjustment, health, dairying, poultry, livestock, farm gardens, etc.

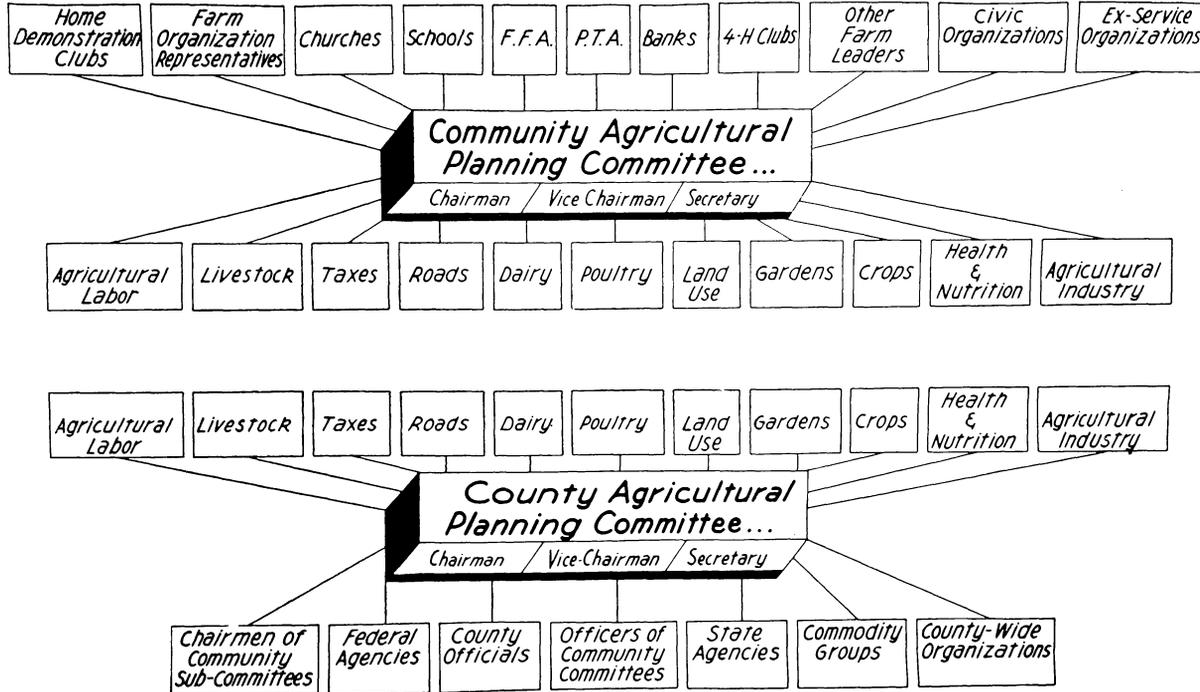
If officers have not already been elected, a committee chairman, vice-chairman, and secretary should be selected at the first meeting. When problems are agreed upon for consideration and study, sub-committees should be selected. People should be designated to serve on committees who have a special interest in the problem under consideration.

When the community committee has reported and their recommendations have been adopted, the committee should be dismissed if their work is completed. A committee that has completed its jobs becomes dead timber unless it is dismissed and the members assigned to other duties.

**County Committee Organization**—As indicated on the chart, line 6, the county agricultural planning committee is made up of the officers of community planning committees in the county, together with representatives of county-wide organizations such as livestock associations, wool growers, or other commodity groups whose membership is county-wide. County committees should also include representation from county government such as county commissioners, county superintendents of schools, etc. State agencies having representatives in the county should also be included—for example, vocational agriculture teachers, inspectors of the State Department of Agriculture, etc.

The local representative of various federal programs such as Farm Security Administration, Agricultural Adjustment Administration, Soil Conservation Service, Taylor Grazing Service, U. S.

# Organization For Agricultural Planning



Forest Service, Farm Credit Administration, etc., should be included on the county committee.

The county committee functions the same as the community committee—through sub-committees. Some county committees in Colorado have set up sub-committees to deal with roads, taxes, land use, health, weed control, etc. It will be found desirable in those counties, in using this plan of organization, to include the chairmen of sub-committees in the communities on the corresponding sub-committee at the county level. For example, community road chairmen should be included in the membership of the county road sub-committee, etc.

**General Considerations**—At both the community or county levels it is necessary to keep the general public informed regarding the progress of the planning program. Either in the community committee or the county committee there will be three types of meetings—community, clearing, and sub-committee meetings. The community committee will appoint sub-committees to consider various problems. As these sub-committees begin to develop a program they will probably find need for coordinating their recommendations with those of other sub-committees; a clearing meeting among the committees involved will be necessary. After the sub-committee has completed its work and is ready to report, its recommendations should be presented to the community committee for review and amendment. After the report has been adopted by the community committee it will usually be found desirable to present its findings and recommendations to a general community meeting where the program which is set up for the solution of the problems may be launched.

Community sub-committees will find it desirable to call on the local representatives of the various agencies in the county to furnish technical information where that seems desirable. The county agent may be asked to bring in a specialist of the Extension Service of Colorado State College, a representative of the Experiment Station, or other technicians from other agencies who can contribute to the development of the program.

**County Coordinating Committees**—In 1937 and 1938 county agents in most Colorado counties invited local representatives of various agencies to come together for the purpose of coordinating their programs and eliminating duplication. Practically every county in Colorado served by a county agent now has a coordinating committee meeting at stated intervals to study problems of mutual interest and to correlate work.

It is not the function of the county coordinating committee to do the county agricultural planning. On the contrary if the county

agricultural planning committee functions effectively its recommendations will make it possible for all the agencies to work together more effectively in meeting the local problems.

**State Agricultural Planning Committee**—The State Agricultural Planning Committee meets quarterly and is made up of 12 farmers representing the 12 major types of farming areas in the State, six women representing six geographical areas of the State, and one at-large. The method of electing these farm men and women to the State committee is as follows:

Type-farming area representatives are chosen at an annual election to be held during the month of June of each year, for a period of two years. One-half of the membership is selected each year. Those in the odd-numbered districts are elected in odd-numbered years, and those in the even-numbered districts, in the even-numbered years.

In cases of vacancies, special elections will be held by mail ballot as soon as possible for the remainder of the unexpired terms.

The counties included in the type-farming areas are as follows:

1. Northeastern Colorado, Irrigated: Adams, Arapahoe, Logan, Morgan, Sedgwick.
2. Northeastern Colorado, Non-irrigated: Adams, Arapahoe, Logan, Morgan, Phillips, Sedgwick, Washington, Weld, Yuma.
3. Eastern Colorado, Dryland: Cheyenne, Douglas, El Paso, Elbert, Kit Carson, Lincoln.
4. Arkansas Valley: Bent, Crowley, Fremont, Otero, Prowers, Pueblo.
5. Southeastern Colorado, Dryland: Baca, Bent, Kiowa, Huerfano, Las Animas, Prowers.
6. San Luis Valley: Alamosa, Conejos, Rio Grande, Saguache.
7. San Juan Basin: La Plata, Montezuma.
8. Western Colorado, Livestock: Delta, Eagle, Garfield, Gunnison, Mesa, Montrose.
9. Western Colorado, Irrigated: Delta, Garfield, Mesa, Montrose.
10. Northwestern Colorado: Moffat, Rio Blanco, Routt.
11. Mountain Counties: Chaffee, Custer, Grand, Jackson, Park, Teller, Summit.
12. Northern Colorado, Irrigated: Boulder, Jefferson, Larimer, Weld.

The farm-women representatives of the State committee will be elected from the following districts:

1. Boulder, Larimer, Logan, Morgan, Phillips, Sedgwick, Weld.
2. Adams, Arapahoe, Cheyenne, Kit Carson, Lincoln, Washington, Yuma.
3. Baca, Bent, Crowley, Kiowa, Las Animas, Otero, Prowers, Pueblo.
4. Custer, Chaffee, Douglas, Elbert, El Paso, Fremont, Jefferson, Park, Teller.
5. Alamosa, Conejos, Huerfano, Rio Grande, Saguache.
6. Delta, Eagle, Garfield, Grand, Gunnison, Jackson, Mesa, Moffat, Montrose, Rio Blanco, Routt.

The president of the State Association of Home Demonstration Clubs is by virtue of her office a member of the State Agricultural Planning Committee.

"The Secretary of the State Agricultural Planning Committee sends a notice of the election to the secretary of each county agricultural planning committee with the request that the committee cast a nominating ballot for the person of their choice for membership to the State committee. These nominating ballots are tabulated by districts and a ticket of candidates is established for each district. Each county committee is then notified through its secretary as to the names of the persons nominated for membership to the State committee and is requested to vote for the person of its choice whose name is found on the ballot. The votes are then sent to the Land-Grant College—BAE Committee, the tabulations are made, and the person elected from each district in the State is determined."

The State committee also includes representatives of various State and Federal agencies as follows: Farm Security Administration, U. S. Forest Service, State AAA Committee, State Highway Planning Commission, Farm Credit Administration, Fish and Wildlife Service, Soil Conservation Service, State Forester, Public Roads Administration, Taylor Grazing Service, Experiment Station, and State Planning Commission.

The State Agricultural Planning Committee functions in a manner similar to county and community committees, giving consideration particularly to those problems of a state-wide nature. The State committee gives consideration to recommendations of county committees, and where approval is required in order to secure the cooperation of certain agencies, either approves or refers the recommendations back to the county committee for further consideration.

The State committee functions through a series of sub-committees appointed to deal with specific problems. It is customary for

these committees to call on technicians from the different agencies for counsel and advice.

The sub-committees that have been appointed and are functioning at this time include:

- Government and institutions
- Agricultural Finance and Marketing
- Health, Nutrition and the Home
- Roads, Work Project, and Post-Defense Planning
- Conservation and Use of Physical Resources
- Farm Labor

### **PART III. TECHNIQUES AND PROCEDURES IN AGRICULTURAL PLANNING\***

**BY R. W. ROSKELLEY**

Agricultural planning, to most people, is a new process. Who knows the correct ways to proceed? For most of us it is a question of breaking the trail because neither time, practice, personal opinion, nor popular sanction have given direction, authority, nor prestige to the development of any best practices.

If the planning work is to succeed, those engaged in it must be on the alert to recognize certain techniques and procedures which seem most helpful in the work. These must be tried experimentally and if they are found to be valuable, they should be described and passed on to others for further testing. Eventually, it may be possible to formulate many rather specific rules and suggestions regarding the techniques and procedures of agricultural planning.

County agricultural and home demonstration agents and other planners have found that some procedures and techniques have definite value. It is generally conceded that there are certain basic steps in the planning process. One is that of making an inventory of all the present resources. This includes a consideration of the physical, the human, and the cultural resources. The second step is to take an inventory of the present practices relating to the use of those resources.

Out of steps one and two, step three is evolved, namely, an inventory of the problems that are present. The fourth step involves recommendations and needed adjustments, and the fifth step is the development of programs to achieve certain objectives; namely, the

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\* The material as presented does not deal with techniques for specific subject matter. Those considered here were thought to be rather universal and for general application. Detailed procedures will have to be worked out by the leaders of the community and county planning groups to meet the needs and conditions peculiar to the situations that exist.

solution of the problems in order to preserve the natural resources and insure a more abundant living.\*

Just what should a person do in order to succeed in these procedures? The following techniques were found helpful in trying to overcome some difficult situations that the writer has encountered. How many of them have you been able to use? Certainly they are not exhaustive; thus, what new ones can you add?

**FIRST TECHNIQUE: Clarify in your own mind the objectives and procedures of agricultural planning.** Many of the administrators who are responsible for the promotion of agricultural planning feel that much of the failure of the planning program to date is due to the fact that some people have not understood the objectives nor the procedures which have been defined and outlined for the program. This lack of information is not the only serious handicap. Another one equally serious is the practice of some planners of insisting that their particular idea of the objectives and procedures of agricultural planning is correct, even if they are at variance with the accepted practices and policies of planning in the State. It seems self-evident that a person cannot work effectively if he is not acquainted with a program as outlined, or if he fails to interpret the program as his superior administrators would feel is proper.

**SECOND TECHNIQUE: Leaders in agricultural planning should devote time and effort helping representatives from government agencies and various institutions to understand the purposes and the procedures of agricultural planning.** Frequently a county agricultural agent or some other person may have a very clear concept of what a program should do and how it could be accomplished, yet not succeed in achieving a goal because others who should help fail to do so because of a lack of understanding on some basic principles. Until all representatives of agencies and institutions who are supposed to cooperate in agricultural planning have a common understanding regarding purposes and procedures, effective cooperative work is impossible.

**THIRD TECHNIQUE: Use groups of people in the planning process who are used to doing other things together—use community groups.** This suggestion implies that there are functional groups already in existence in rural areas and there should be an effective utilization of these groups in the planning work. A safe rule-of-the-thumb is to have people plan together. This involves the location of geographical and psychological boundaries of rural communities.

Some persons responsible for the planning process have attempted to develop it on the basis of townships or district boundar-

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\* The writer does not purport to suggest that the order as presented here is essentially the steps of sequence.

ies only to have a limited response. In one instance, a meeting was called in a section of the county at a center which was selected on the basis of an outsider's judgment. The meeting was not very fruitful. Only a handful of people appeared. Someone was heard to remark, "I would rather meet at the Lone Star High School." Then someone else said, "We would prefer to meet at our school of Prairie Vale." It was agreed that the next meetings should be held at the centers specified by farm people. The combined attendance at the next two meetings was more than five times as great as at the one meeting. A further check revealed that the old community center had deteriorated within the last five years. To attempt to plan on a community basis which no longer exists, or on the basis of political boundaries, seems in many cases to split the natural working groups and destroy many functional relationships that frequently exist on a community basis.

**FOURTH TECHNIQUE:** Leaders should learn something regarding the problems and interests of the people in the community before an effort is made to start the planning work. Frequently the person who attempts to start agricultural planning in the new area calls the first meeting without knowing anything about the problems and the interests of the people whom he wishes to initiate into the new approach to planning. If the leader is acquainted with the problems of the people he can inspire confidence, stimulate discussion, and help give intelligent direction to agricultural planning without attempting to dictate what is done. Such a knowledge can be easily secured by interviewing a number of key people living in the community.

**FIFTH TECHNIQUE:** Assist the people to acquire a broad perspective and point of view concerning the problems of their physical, cultural and human resources. On one occasion a farmer who was attending his first program-planning meeting was very serious when, after some discussion on agricultural planning, he intimated the following: "If you can plan to make it rain so the grass will grow and our cattle will get fat, you will solve our problems and planning will be worth something. Or if you can plan to get the weeds out of my corn, that will be something." Such an expression, or one that is similar, characterizes the thinking of many people who are working with the planning process. The comment is significant in that it symbolizes the idea that our major problems affecting rural life are few.

Many rural people who have given attention to agricultural planning generally agree that the problems of agriculture are not so limited but are very complex, and to solve one does not necessarily mean that all of them are solved. On the other hand, many people

feel that because one problem is untouchable it does not follow that nothing should be attempted concerning the others.

It does seem rather pessimistic for anyone to assume that the planning work is dependent upon the success or failure of someone to contact the powers that be in order to produce a rain storm, or accomplish some other equally impossible task. Perhaps the real problem is not only too little rain, but the over-grazing of the pasture, inadequate contouring to prevent the rapid runoff of rains, or the improper cultivation of the soil. Inadequate farm income may be caused not only by low prices for agricultural produce but also because of poor farm management, or some tax problems. Schools may be poor not because of lack of a tax base or financial support but because of the fact that the school is too small, the teacher's load may be excessive, or she may not have adequate supervision. Perhaps the ill health of the children is not due entirely to the lack of money to spend for food but to the inability of some rural women to make the most economical and constructive use of that which they have. **Help the rural people** to discover cause-and-effect relationships, and understand the complexity of the problems that confront them.

**SIXTH TECHNIQUE: Give special attention to the problems of leadership training.** The agricultural-planning process is dependent upon effective rural leadership. This being the case, it behooves all persons who are responsible for planning in a county to see that the leaders are given some essential training to function in their respective capacities.

Leadership training can be facilitated by providing the executive officers with reading material, giving them personal counsel and advice, as well as providing an opportunity for leadership-training schools. A knowledge of Robert's Rules of Order or some other book on parliamentary order is valuable to enable the leader to conduct a meeting with dispatch and in a democratic manner.

The community planning leaders should know some of the essential features of successful planning meetings. Chairmen of various committees should know their general and specific tasks and duties. Frequently leadership training is a continuous task because of changes in personnel.

**SEVENTH TECHNIQUE: Appoint the most capable people in the community to positions of responsibility that are in accord with their major interests and knowledge.** Agricultural-program planning, like every other institution, depends largely upon effective leadership for its success. Many of the failures that have been encountered in agricultural planning to date can be directly or indirectly traced to the lack of good leadership. The most successful

farmer in the community may or may not be the best chairman of community planning. Neither is the best politician necessarily the most capable leader.

According to the democratic process, no person responsible for agricultural planning should pick the leaders nor spike the committees. It is well within the realm of jurisdiction of the person responsible for planning, to outline the qualifications and characteristics that the various officers who lead the planning work should have. This can be done as a means of assisting the people to make a wise choice in the selection of officers. In case the chairman is given the power to select committee members, he should be certain that the persons chosen are given work according to their particular interests. A man whose primary interest is in the field of feeding cattle should not be appointed to a committee whose purpose is to study community recreational programs.

Many capable and qualified persons residing in the communities have not participated in agricultural planning to date. It is an opportunity as well as a duty of the county agricultural agent and the officers of community-planning groups to visit such persons, discuss the possibilities of the planning work with them, and solicit their support and cooperation. Elections should be announced ahead of time. Influential and capable people in the community should be encouraged to attend the election meetings.

**EIGHTH TECHNIQUE: Appoint and use special committees to work on different problems that are defined by the entire planning group.** It is recognized that the most effective way to get a task accomplished is to appoint or elect a committee and assign it some specific responsibilities. It is the duty of the committee to work out the problem and submit its findings and recommendations to the entire community committee for suggestions and approval.

This can be well illustrated by a situation that developed in one community where a number of farmers had lost cattle because of poisonous weeds. The community planning committee appointed a special subcommittee on weeds to study the problem. The committee studied all the literature available; it called in specialists from the Experiment Station and Extension Service. The specialists helped the committee to identify the weeds, prepare an exhibit for the next planning meeting, outline a plan to eradicate the weeds, and told how to treat an animal that had been poisoned by them.

On numerous occasions much time is practically wasted in community meetings by discussing minor details and sundry aspects of a problem that could easily be considered and disposed of by a committee.

**NINTH TECHNIQUE: Let the local people decide what their**

**problems are and work out their own plans in solving the problems.** Local people who attend planning meetings should have the opportunity to discuss those problems in which they are interested. Public servants who have a part in agricultural planning should work toward that end. Experience has shown that the public servant can function most effectively if he does not try to dominate what is done, but sits as a counselor or adviser behaving in such a fashion that people will recognize his keen insight into the problems that arise and seek his advice.

**TENTH TECHNIQUE: Develop a sufficiently broad program so that it will appeal to the interests of every member of the community and yet not so large that it becomes unwieldy.** Such community problems are of interest to a large majority of the people. Others are of interest to only a few persons.

Provisions should be made to develop a program that will appeal to as many farm people as possible. This can be accomplished by including some projects in which most people are interested, and at the same time providing a place for special-interest groups to study their own specific problems. A program which would include a study of schools, roads, taxes, soft water in the home, utilization of grazing, management and use of irrigation water, mineral deficiencies in the local feed, community program of rodent control, home beautification, hot school lunches, and other factors would probably have an appeal to many people.

Just as a variety of study and project topics adds interest, so should each program include a variety of interesting phases. Entertainment will attract people to the meeting. Community or group singing is enjoyed. A few group games may develop a congenial and cooperative spirit, and an occasional lunch may cause people to come again.

**ELEVENTH TECHNIQUE: Provide an opportunity for local talent to participate in the programs.** There are many people in rural communities who have a variety of talents that seldom find expression. The agricultural planning procedures need such talents to make the program succeed. The people who possess the talents need the planning work to develop themselves. Many planners feel that it is just as essential to have a knowledge of the human resources as it is to know the essential facts concerning the natural resources. They look for people who have talents in judicious thinking and constructive deliberation toward purposeful planning. Other abilities as singing, reciting poems, tap dancing, dramatical work, or ability to lead in a group activity if properly used, may contribute very directly to the success of planning work.

**TWELFTH TECHNIQUE: Support recommendations with facts.** The value of a recommendation is not necessarily determined by the number of people who support it, but by the accuracy of the information upon which the recommendation is based. Frequently decisions are reached and suggestions are made that represent personal opinion or even personal prejudice, and usually any resulting recommendations are biased, only partially true, and could not be logically supported if all the facts were known.

Members of planning committees should realize that the public, or any persons who are asked to accept or pass on any recommendation are entitled to review all the facts, both pro and con, pertaining thereto. Experience has shown that there has been no trouble to get communities, legislators, and administrators to accept recommendations when they were supported by facts, but there has been difficulty when they were supported only by opinion.

**THIRTEENTH TECHNIQUE: Use technical and professional assistance to help solve problems.** Some problems considered by planning groups are of such a technical nature that the average lay-member of a committee cannot be expected to understand all aspects of a problem. In such cases the committee members can follow any one or a combination of procedures. They can either proceed to form judgments without acquiring an accurate understanding of the problems; they can study the various phases as they are presented in literature; or confer with some expert or technician. Either one or both of the last two methods has been found very helpful. The reading of literature frequently provides excellent background material for understanding the problem, and consultation with a technician or a specialist often provides local interpretations. Many persons, as employees of the Extension Service, the Experiment Station, or the Federal Government, are available and glad to help in any way possible.

**FOURTEENTH TECHNIQUE: Be sure that recommendations are approved by a recorded vote of the majority in the community before they are "passed" on to the county.** Decisions involving county recommendations should also be supported by a majority vote in the communities.

The essence of agricultural planning is its educational and democratic aspects which involve opportunities for mass participation in open forums, public discussion, and recorded ballot. Cases have been reported where vested interests, minority groups, or a few select individuals have made decisions and recommendations among themselves and passed them on as expressions of a majority in a community or a county. Failures and trouble in many cases have shown the fallacy of such a procedure. The success that ac-

companies intelligent public discussion and education has proved the validity of that procedure.

**FIFTEENTH TECHNIQUE:** Use visual aids and other educational devices to help the people analyze their problems and create interest in the planning work. Visual aids are advisable not only because of their educational possibilities in assisting the farmer to understand his problem, but also because of the possible interest that may be developed in the planning work.

Many rural people have but few opportunities to see picture shows or obtain information through visual aids. The use of these factors in the planning meetings frequently provides a new experience for the rural people.

Some schools and photo shops have different types of projection machines that can be used for nominal fees. Film strips, slides, charts, and graphs can be obtained which provide entertaining and educational material on such subjects as soil conservation, grazing, contour farming, use of irrigation water, values of fertilizer, different rations for feeding cattle, mineral deficiencies in various feeds, windbreaks, landscape gardening, world business depressions, and how they affect the farmers, community analysis, population trends, standards of living, social problems, human diet, the digestion of food, curing pork on the farm, eradication of T. B. from livestock and poultry, fitting dresses and blouses, and plumbing for the farm home, these are only a few of the hundreds of topics that have been filmed and presented in graphic form. They may be obtained from photo shops, colleges or universities, Soil Conservation Service, Forest Service, State Board of Health, or other agencies.

**SIXTEENTH TECHNIQUE:** Encourage the people to make maps, charts, and similar devices as a means of visualizing and studying their problems. Most community and county agricultural planners who have made the greatest progress in the planning work have used maps and charts extensively. Experience has proved that the preparation of maps has required those making them to give considerable attention to minor details and existing variations within the areas studied. Such consideration has aided the people to visualize their problems.

The map or chart is not an end product but merely the means to an end. It helps people to understand their problems and suggests solutions of the factual material upon which programs are developed whereby the problems can be solved.

**SEVENTEENTH TECHNIQUE:** Use the various institutions already functioning in the community to accomplish the planning objectives. Agricultural-program planning is not another agency or institution that has been established just to create another job or

be a competitor to some agencies already in existence. Agricultural planning encompasses the fields of all organizations. It should coordinate, integrate, and help give purposeful direction to the activities of each organized group functioning within a community. This means that representatives from every functional group in the community should be members of the community planning committee.

Planning work also gives attention to certain problems that have not been assigned to nor considered by other groups or agencies functioning within a community, county, or state. Agricultural planning groups should not attempt to perform the tasks that fall within the scope of activity of a local Parent Teacher's Association, Farmers Union, Grange, church, school, county, Federal Government, or any other functional group.

If the community planning committee (composed of members and representatives from various organizations) decides that there are certain problems that should be studied and remedial programs initiated, the problem is turned over to the group who would normally handle it. This group should do the work and bring a report back to the planning committee. If they wish to correlate their work, indicate progress or secure advice, on the solution of problems, the community committee is in a position to do this in such a way that the objective will become a part of the integrated program of community planning. This means that no planning group should attempt to dictate the policies of any organization. The planning groups merely attempt to see the inter-relation of the various community problems and facilitate a cooperative approach.

One community planning group thought hot lunches for their school was an urgent need. Someone intimated, however, that the Parent Teacher's Association should assume such a responsibility for the project. They were given the task and are now working out a project to realize their objective.

Members of the health committee discovered that one of the most serious obstacles to adequate diet was the prejudices that many adults and children had toward certain foods. Someone asked if it would be possible for the science class in high school to conduct a feeding experiment on rats in which it could be shown just what the relative diet meant in terms of growth. It was felt that if the children could see and participate in this experiment it would help overcome some of the prejudices which they themselves possess, and in addition, help educate the parents. Preparation for this experiment is under way.

**EIGHTEENTH TECHNIQUE: Use an experimental procedure to determine the best ways of initiating programs.** Some planners have not attempted to initiate a new phase of a program in the

whole county at once. Instead they have introduced the program into one or two communities experimentally to learn something of the probable obstacles they would encounter and the procedures that would help in accomplishing the objectives.

One of the basic prerequisites of a successful exploring group is to have an advanced guard out and ahead of the main body. The advanced guard keeps those behind constantly informed on the types of problems that can be anticipated and how to overcome them.

Agricultural-program building is an experimental procedure, and when traveling in uncharted grounds it is frequently advisable to experiment with a given program of procedure in one or two communities as a means of securing some experience concerning the possible difficulties which will be confronted, so that they may be successfully overcome when promoting the program in another area.

This does not mean that it is necessary to complete a project in the experimental area before initiating it elsewhere; it simply means that a person should experiment with procedure and programs on a small scale for a month or two and learn something of the nature of the problems before the project is initiated on a large scale.

**NINETEENTH TECHNIQUE: Keep an accurate up-to-date list of the accomplishments of community-planning work.** Much of the planning work is rather slow and tedious. People sometimes become discouraged because things do not materialize as rapidly as they should. A frequent reason that people give for not cooperating in the planning work is that it is not productive and nothing is ever accomplished. For this reason it is very important that members of the planning committee and the whole community, county, and state be kept well informed on the accomplishments of the planners.

In one community some of the planners had become somewhat discouraged, feeling that much effort had been expended with no results. They felt differently, however, when a list was made of the accomplishments of the community committee, and it was learned that nine specific projects had been accomplished in a period of 7 months.

These difficulties can be overcome in several ways. In some cases it may be desirable to circulate the minutes of the meeting; in other situations, newspaper reports may be most effective. A successful procedure is to secure a large plaque, enumerate the accomplishments of the planning committee on it in big letters, place the

plaque before the group at frequent intervals and add new accomplishments as they develop.

**TWENTIETH TECHNIQUE:** Develop an effective plan for meetings that will enable the accomplishments of the tasks of planning, yet will not require so many meetings that they will become a great burden to the people of the community. (See Part II of this bulletin.)

**TWENTY-FIRST TECHNIQUE:** Encourage the members of the community and various subcommittees to devote time and energy to a study of the possibilities of the planning work for the improvement of rural living. Democracy has failed in some countries because the people have not known how to use it effectively. What will be its fate in America? The planning process is a democratic process and if it succeeds it will help make democracy a constructive way of living and overcoming difficulties in rural America.

The success of agricultural planning will depend upon the application of intelligence and effort that rural people are willing to put into it. Success will not be realized until various committee members are willing to meet often and study their problems. The community planning officers as well as the members of various committees can not shelve the planning work between meetings and bring it out only on the evening of the meeting. In order to succeed, most of the study and work of the various committees must be done between the regular community meetings, the latter merely serving as an opportunity to report progress, secure community approval of the work accomplished, and get suggestions as to how and what the further procedures should involve. Rural-planning work, in order to be constructive, must become a part of rural living. If such can be accomplished, rural living will become more constructive and satisfying.