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ABSTRACT

The National 4-H Urban Program Development Committee's Plan for Action outlines some of the primary concerns of the urban 4-H program. It discusses the need for 4-H in urban areas and the particular relevance of sound program design and delivery in helping urban youth, especially those from low-income families, to find ways to improve their situtation. It discusses staffing title definitions at the professional, paraprofessional, and volunteer levels; considers urban resource development from the standpoint of procedures and examples of available resources; and suggests a program evaluation process. The plan concludes with a series of recommendations regarding administration, program materials, research and evaluation, and resource development for urban 4-H programs. (JR)

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JUL 21 1975

A PLAN FOR ACTION

by the NATIONAL 4-H URBAN PROGRAM DEVELOPMENT COMMITTEE

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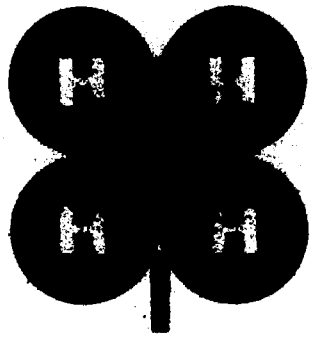

Extension Service·U.S. Department of Agriculture·Washington, D.C. 20250

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The committee is extremely indebted and thankful to members of the USDA-Extension Service, particularly Program Leaders Joel R. Soobitsky and Rudolph Pruden for their expert guidance during the committee deliberations and preparation of "A Plan for Action." We also extend our thanks to Assistant Administrator E. Dean Vaughan, USDA-Extension Service; National 4-H Service Committee Director Norman Mindrum, and National 4-H Foundation, Inc., Executive Director Grant Shrum, who provided us with materials, facilities, and expert advice. Also our appreciation to Rutgers Extension Service Publications Editor A. E. "Gus" Carnes, for his editing advice; Northeast 4-H Publications Coordinator Russell Smith and his secretary, Flora Amrein, for their most able assistance; and to North Carolina 4-H Extension Specialist William "Bill" Cooper, who was secretary for the committee. Lastly to Pam Murphy, my secretary, who helped transcribe, type, and prepare the preliminary and final manuscripts.

Joseph A. Keohan,
Chairman

A PLAN FOR ACTION

by the

NATIONAL 4-H URBAN PROGRAM DEVELOPMENT COMMITTEE

"If 4-H is to have a viable, growing, on-the-move kind of program, it is necessary to look beyond rural America to the towns and cities where a growing majority of youth -- especially unreached youth -- live."

E. Dean Vaughan
Assistant Administrator, 4-H Youth
USDA-Extension Service
Washington, D.C.

THE PURPOSE

The National 4-H Urban Youth Development Program Committee was formed at the request of the assistant administrator, Extension Service, Washington, D.C. The committee was instructed to discuss, investigate, and evaluate 4-H programs for urban youth. Further, the committee was charged with developing "A Plan for Action" that could be implemented by ES-CES administrators, program leaders, agents, youth specialists, and program assistants.

THE CHALLENGE

Publications entitled 4-H in the Seventies and A People and a Spirit both recommended an expansion of 4-H within this decade; this expansion, for the most part, will take place in the urban areas of the country without abandoning 4-H's present clientele. The Cooperative Extension Service has a rich background of service to rural America, and it has proved it can deliver educational programs that are vital to the growth and prosperity of this country. A new challenge is now before Extension -- the challenge of providing meaningful educational programs for an urban audience. This publication outlines some of the primary concerns those working with 4-H have expressed about the urban program:

-- the needs of urban youth,
-- relevant programming,
-- program delivery,
-- urban staffing,
-- urban resource development,
-- research and evaluation.

"A Plan for Action" will prove to be useful to Extension personnel who contribute to the 4-H program, as it shows the important role 4-H can play in helping to develop the full human potential of urban youth.

The Need for 4-H in Urban Areas:

As a public youth program, 4-H is obligated to provide educational opportunities for all segments of society regardless of income, educational levels, race, color, national origin, sex, creed, or place of residence.

The potential 4-H membership, from ages 9-19, in the United States is approximately 44 million. Seventy-four percent of these youth reside in cities of 5,000 or more; 65 percent in cities of 10,000 or more. Nearly 60 percent of the youth of the Nation live in central cities and their urban fringes.

There are tremendous unmet needs in the cities of this country, and 4-H can have an important input toward meeting many of them. A People and a Spirit has also identified this same "priority clientele" -- the unreached youth -- who need the services of 4-H, especially those who are disadvantaged, regardless of where they live: in the urban ghettos, suburbs, or in rural areas; and whether or not their problem is one of either social or economic disenfranchisement.

Many urban youth are from low-income families that have inadequate financial resources. Many youth must live in rundown dilapidated housing, and in noisy, dirty, overcrowded neighborhoods. Inadequate information, high population density, poor schools, and stressful, aggressive, victimizing neighborhoods appear to be responsible for a myriad of ills that include: poor school performance, lack of pride, inability to leave "ghetto" areas, and "victimization" by unprincipled advertisers or merchants. Paramount among these ills are countless incidences of poor self-image, and a fatalistic feeling that one's life situation is unchangeable, plus other forms of psychological damage.

It should be clearly understood that all youth who live in urban areas are not from low-income families. However, if programs are developed that meet the needs of low-income urban audiences, 4-H will have increased its ability to construct programs and activities that are relevant to all urban youth, indeed, to all youth in the United States.

4-H is supported by the U.S. Department of Agriculture and the land-grant colleges and universities throughout the country. This university-based educational program is a unique resource of 4-H that can make a contribution to the needs of youth in urban areas.

Program materials used in 4-H are developed from the research conducted at the land-grant universities. Personnel working at State and local levels receive training and information from these educational institutions.

Basic to 4-H expansion in urban areas is a structure through which expert input can come from all departments of the land-grant universities as well as those of all other colleges and appropriate institutions of a given state.

Program Design

The ultimate goal of 4-H is to help each individual achieve his full human potential. Program objectives should reflect the needs of youth at every age level and be flexible and responsive to changing societal conditions. As Extension expands 4-H in urban areas, it will maintain its goal of education and the procedures or processes in attaining the goal.

The considerations of the committee in urban program design included:

-- any age level, including under 9 and over 19;
-- low-income youth a priority;
-- all races, ethnic groups, etc.;
-- priority given to residents of cities and towns or contigious cities or towns of over 50,000 population;
-- all youth served will be 4-H members.

It does not matter which level in the socioeconomic strata youth are found; it must be assumed all youth have basic needs for new experiences, a response from others, security, and recognition. In designing appropriate educational experiences for urban youth, both personal and group relationships must be taken into account. It is important to recognize that the environment of urban youth plays an important part in their ability to satisfy their needs. Educational experiences must be designed and implemented to meet the needs of youth at the level we find them and move from this level toward developing their potential.

In general, most programs fall into two major categories: the immediate-gratification or deferred-gratification type. Both are of equal importance and perhaps need to be operative simultaneously to satisfy the needs of youth. In addition to the meaningful educational material presented, all projects or activities should contain in whole or in part sociological and psychological occurrences that confront youth. 4-H activity-oriented educational experiences

such as tours, field trips, day camps, weekend camps, full-time camping, intrastate and interstate exchanges, international involvement activities, and living and learning experiences would provide urban youth with an immediate gratification response as well as possible long term motivational effects. Each activity should be planned so that disadvantaged youth may be able to expand their educational horizons.

Some specific educational areas that seem appropriate and basic to the 4-H educational program in urban areas would include:

-- interpersonal relationships (among youth, their families, other adults, peer groups, and the community);
-- associations with businesses, organizations, institutions, and other agencies;
-- understanding other racial/ethnic groups (cultural appreciation);
-- helping others (child care, work with the handicapped and the elderly);
-- work experiences (job readiness, career exploration and models, and goal setting);
-- social skills (eating out, ordering meals, buying tickets, reading maps, etc.);
-- personal hygiene and care;
-- community involvement and community resource development;
-- citizenship (the law, relationship responsibilities to the national and local community);
-- home repairs (refurbishing, redecoration etc.);
-- money management (use of cash, credit, time, and resources; investments versus spending; and self-discipline as it affects money management);
-- home and neighborhood beautification;
-- sex and family life education;
-- safety at home and on the street (personal and property);
-- remedial scholastic and academic subject matter;
-- home insect and rodent control;
-- understand and develop skills in working through the "system";
-- education for mental and physical well-being.

Intrinsic awards are important in developing the potential of youth; however, for some youth, extrinsic awards may be the needed motivational forces. Members seem to fall into recordkeeping and nonrecordkeeping categories. Both groups are important to 4-H. Sometimes youth will switch from one category to another because goals and desires change during the life processes of some youth. 4-H professionals should encourage whatever choice is made.

Types of programs to be considered for implementation include:

a. self-determined -- individual,
b. group oriented,
c. noncompetitive experience,
d. competitive experiences,
e. nonproject activities,
f. project and project-related activities.

Organizational structures could include:

a. organized groups -- clubs, special interest;
b. informal groups, series of sessions;
c. individuals (many who respond to 4-H may do so as individuals; this will be especially true of youth responding to 4-H TV opportunities);
d. cooperative groups involving other agencies, schools, etc.

The curriculum design is directed primarily toward youth from low-income families. The examples given relate subject to environmental conditions, their effects upon the behavior of youth, and recommended educational programs to help youth find ways to improve their situation.

NEEDS OF ALL YOUTH	URBAN CONDITION THAT MAY LIMIT FULFILLMENT OF NEEDS	EFFECT OF CONDITION ON YOUNG PEOPLE	EXAMPLE OF HOW 4-H PROGRAMS PARTIALLY MEET NEEDS OF URBAN YOUTH
To belong	Racial, economic, cultural discrimination	Alienation from main stream	4-H clubs and groups that youth can join
To develop self-worth	Early and continuous feeling of "being different"	No pride in self, family, or culture	Cultural appreciation activities
	Control over own destiny: dependence on institutions whose rules control family	Fatalism, immobilization due to perceived inability to change life situation	Opportunities to make decisions about own life
	Perceived feeling from teachers and others in authority that there is something wrong with you	Anger, bitterness, frustration School dropout	4-H leadership show approval of 4-H member as a person

NEEDS OF ALL YOUTH	URBAN CONDITION THAT MAY LIMIT FULFILLMENT OF NEEDS	EFFECT OF CONDITION ON YOUNG PEOPLE	EXAMPLE OF HOW 4-H PROGRAMS PARTIALLY MEET NEEDS OF URBAN YOUTH
To develop positive family relationships	One-parent family	Lack of male or female image or model	Opportunities to relate to 4-H leaders
	Family turmoil	Added emotional stress	Opportunities to participate in enjoyable activities of 4-H Club or group
	Parent(s) so involved in surviving from day to day; lack time to teach and enjoy children	No recognition or reward for "good behavior"	Opportunities for parents to succeed and share knowledge with their children
To develop respect for self and others	Continuous surrounding by "failures", personal, family and neighborhood poverty and trouble with "agencies"	Feeling of "worthlessness" of self, family, neighborhood, something wrong with us	Opportunities for early success
To establish positive interpersonal relationships	Life situation so stressful that escape mechanisms are almost necessities	Sex related problems: early pregnancy	Sex and drug education programs
		Alcohol and drug problem	Opportunities to look at consequences of actions and alternatives of behavior
	Stressful situation: aggressive, competitive neighborhoods to survive in	Aggressive behavior	Opportunities for group activities to work to improve community and gain feeling of accomplishment, cooperation
		Gang concept	
To seek positive models to emulate	Abundance of negative models: welfare dependency, neighborhood "heroes" often involved in crimes	Internalization of negative norms	Association with adults with working-class backgrounds who have made it
		Identify with negative models	
	No positive work models	Inability to identify with positive models	Trips to see handicapped people "out making it"
			Exposure to occupations that are viewed negatively -- law enforcement, social service, etc.

NEEDS OF ALL YOUTH	URBAN CONDITION THAT MAY LIMIT FULFILLMENT OF NEEDS	EFFECT OF CONDITION ON YOUNG PEOPLE	EXAMPLE OF HOW 4-H PROGRAMS PARTIALLY MEET NEEDS OF URBAN YOUTH
To develop basic language and communication skills	Imposed restriction to speak "standard" English in school	Self-consciousness in speaking, fear to express themselves	Activities where own language can be used comfortably
		Feeling own language is "bad"	Opportunities to look at "skills" used by others
			Activities that give opportunities to utilize mechanical communication devices
To succeed	Limited opportunities for success	Poor self-image	Opportunities for early and continuous success
		Do not find out what they are really capable of doing	Recognition for innate talent and abilities, opportunities to develop same
	Repeated and early failure in school	Prophecy of failure	Opportunities to succeed
	Continuously surrounded by "failures"; personal, family, and neighborhood poverty; trouble with "agencies"	Feeling of "worthlessness" of self, family, neighborhood; something wrong with us	Opportunities for early success
To learn societal skills	Inadequate financial resources to secure food	Poor diet, malnutrition	Information on how to improve "buying power"
		Higher incidence of premature births, deaths	
	Poor selection of food due to type of food store found here	More health problems	4-H J/A Corporation modeled on co-op principle
	Lack of transportation to go to better stores found out of neighborhood	Poor school performance	Information on how to organize community to improve conditions in stores

NEEDS OF ALL YOUTH	URBAN CONDITION THAT MAY LIMIT FULFILLMENT OF NEEDS	EFFECT OF CONDITION ON YOUNG PEOPLE	EXAMPLE OF HOW 4-H PROGRAMS PARTIALLY MEET NEEDS OF URBAN YOUTH
	Dependency on use of credit	Inefficient use of resources	Information on consumer skills
		"Victimization" by stores and/or advertising	
	Inadequate information on food and nutrition	Affects school performance and behavior	Information on how to manage food resources: money and stamps
		May affect health	Nutrition education
	Limitation of clothing supply due to type of stores available		How to sew
	High cost in relation to income		Consumer education
	Higher crime rate	Greater proximity to crime, drugs	Drug and juvenile delinquency prevention programs
	Hazardous, unsafe housing	Great loss of property	Personal safety and property protection preparation
		More accidents	
	Situations where social skills are needed or practiced rarely exist	Inadequate social skills information	Exposure to situations where social skills are first practiced then used
		Lack of self-confidence	
		Fear and avoidance of new social situations	
	Poor schools, inexperienced teachers	Inadequate knowledge of basic skills	Opportunities to learn skills that are useful and have immediate application to their lives
	Difference in life styles of students and teachers	Perceived poor self-image resulting in inability to learn	Production of items and skills that can soon return financial reward

NEEDS OF ALL YOUTH	URBAN CONDITION THAT MAY LIMIT FULFILLMENT OF NEEDS	EFFECT OF CONDITION ON YOUNG PEOPLE	EXAMPLE OF HOW 4-H PROGRAMS PARTIALLY MEET NEEDS OF URBAN YOUTH
	Subject matter usually not presented in relevant manner or at a suitable time	Falling behind rest of larger community	Information on how to organize community to improve school situations Remedial skills in relevant "no-put-down" programs
	Job market not accessible	Ability to do only menial labor	Career exploration programs Exposure to people from own ethnic or racial group who have "made it"
	Rundown, dilapidated housing Noisier, dirtier, over-crowded neighborhoods Unsanitary, roach-and-rodent-infested, ugly neighborhoods Defacto segregation, closed neighborhoods High cost of housing in relation to income Higher density of pollution in urban areas Victimization by property owners	Inadequate sleeping space Health problems Lack of pride Psychological damage Lack of space to study, work, and play Formation of "slum" conditions Confinement to living in "ghetto" areas	Information on: - Home-improvement activities - How to organize community to improve housing - How to reach and motivate necessary officials to help - How to navigate the "system" to get housing rules enforced

STAFFING FOR 4-H URBAN YOUTH DEVELOPMENT PROGRAMS

The aim of 4-H urban programs is to aid youth in their development at all stages of growth. It is of utmost importance that staff be employed who can translate and integrate existing knowledge into a usable and understandable form. Staff, whether professionals, paraprofessionals, or volunteers, should receive adequate training to provide them with an understanding of youth. The training should also include techniques for establishing meaningful human relations and methods of creating an atmosphere conductive to learning. For 4-H to continue its success with urban youth in the decades ahead, Extension administrators, directors, and State 4-H leaders must set in motion a deliberate collaborative process to develop highly skilled and dedicated youth workers. This process should encompass all resources available at the land-grant institutions.

Administrator Kirby, Extension Service, USDA, addressing participants at the first National 4-H Urban Workshop, Washington, D.C., 1971, said that since staff competencies and training needs differ, guidelines for recruiting those to work in urban youth programs and to conduct preservice and inservice training for such workers must reflect these differences. A staffing pattern for 4-H urban programs depends on the clientele to be served and a 4-H staff sensitive to the needs of urban youth.

It may be useful to consider several categories of leadership, both paid and volunteer, to reach effectively all youth who could benefit from an informal educational program. In recent years, many professional youth workers have had success in reaching disadvantaged youth through paraprofessionals.

The use of volunteers is still an appropriate method of conducting 4-H programs in urban areas even with low-income audiences. It is important for the people of urban neighborhoods and communities to develop their own potential for leadership. Volunteerism is a helpful method of joining this competence and of assuming responsibility for the development of their own youth.

Whenever paraprofessionals are employed, first consideration should be given to hiring indigenous personnel who relate to and are accepted by the clientele. Since the indigenous paraprofessional is a member of the neighborhood, less time is required to initiate educational programs for their neighbors, for in many cases they are accepted members of the community whereas Extension and 4-H may be entirely new. Orientation to Extension will be necessary, however.

The approach used should be determined by the needs of youth, their socioeconomic level, educational background, and the resources available to support the program.

STAFFING TITLE DEFINITIONS

Job descriptions and/or titles may not necessarily delineate the responsibility as related to the position but are useful as a general guide.

State Urban Program Leader (graduate degree):

This person is usually housed at the parent institution of the State Cooperative Extension Service. An urban program leader works directly with the State 4-H leader and is responsible to him. A person holding this position should be familiar with the urban sectors of his State including the community influence systems operating in such areas. The urban program leader should also be aware of and understand the governmental programs operating within each of the urban sectors. He or she should establish a line of communication with governmental agencies, youth organizations, educational program directors, and/or any type of agency, organization, or body that serves urban youth. This person should have an ability to innovate, organize, and follow through on an assigned task. In addition to being a competent administrator, he or she must be first and foremost an educator -- one who can provide some training and who can tap the resources of other disciplines in preservice and in-service training for urban 4-H workers. Although budgets, per se, may not be the responsibility of the program leader, he or she should know the cost factors and employment practices within the State. The urban program leader should design and implement a practical organizational plan whereby communications can flow from the lower echelons to the top, and vice versa. A program leader should be bold and be willing to take some "high risk" chances.

Urban 4-H Area Representative (leader) (B.S. or graduate degree):

The urban 4-H area representative should be accountable to the State urban program leader. He or she will consult with the State urban program leader on the development of a plan of action. An area representative should have understandings and responsibilities similar to the program leader, plus additional tasks involved in administering the program in the designated area. This representative may assume leadership for all programs within a single metropolitan or contiguous area, a sector of a State, or a combination of several counties. In an overall organizational plan, a State could have several area representatives under the urban program leader's direction. The area representative would be directly responsible for all of the professional and paraprofessional youth workers within his or her defined area.

Urban 4-H Youth Agent (bachelors degree):

The urban 4-H youth agent is a member of the county Extension staff. He or she may be responsible to the county agent chairman or the area representative. This person should have the ability to understand and communicate with the clientele. Some of the responsibilities to be assumed by the youth agent are:

-- establish rapport and a suitable climate within a community to develop an effective 4-H Extension educational program;
-- recruit youth and organize groups for learning;
-- provide educational experiences for youth;
-- train, supervise, and support paraprofessionals, part-time assistants, volunteer leaders, and youth;
-- recruit and train volunteer leaders -- adult and youth;
-- develop and utilize community 4-H advisory groups or councils to provide a broad base of support (human and financial);
-- serve as a liaison between the community and the area representative.

Urban Program Assistant (paraprofessional):

The urban program assistant is responsible to the urban 4-H youth agent. It is desirable for the program assistant to be indigenous to the community and relate to and be accepted by the clientele. This staff person contributes to Extension efforts as a full-time or part-time employee. Some tasks or jobs this person can do include:

-- assist the urban youth agent in program development,
-- help recruit and train youth and volunteer leaders,
-- help establish rapport between the community and the Extension Service,
-- convey the needs of the clientele to other Extension personnel,
-- plan and conduct 4-H educational programs,
-- serve as liaison between the community or neighborhood and the county Extension service.

4-H Volunteers:

Volunteers in an urban program work under the direction of a program assistant or a 4-H urban youth agent. Older youth and adults make significant contributions to the program. College students, particularly, may receive valuable practical field experience associated with their ongoing educational training. Many volunteers make a definite commitment of time when they are available to work on their own or assist paraprofessionals.

4-H volunteers may be recruited for long term, continuous tasks and for short term jobs that require special talents. The idea that volunteers must serve relatively long periods of time will be a deterrent to recruiting people to help in achieving 4-H goals. Volunteers must be trained to perform the expected tasks. A well-planned program of training for all volunteer leaders will insure increased leader tenure and task performance.

Urban 4-H Advisory Committees:

An overall urban 4-H advisory committee should be established to provide support and to involve people in determining the general program. Individual neighborhood or community advisory committees should also be set up to identify and express needs and to select program priorities for their respective target areas.

These committees increase the efficiency and effectiveness of the programs when properly organized. Members of these groups need to be oriented, trained, and given responsibilities in keeping with expected contributions. An understanding of the Cooperative Extension Service and 4-H philosophies is absolutely essential.

The 4-H urban advisory committee must comply with the affirmative action program and include youth and adults from the inner city and its fringes. Further, city government, businesses, and interested individuals on this committee should be selected based on their understanding of the needs of urban youth. These groups can:

-- identify urban area problems and establish priorities;
-- assist with strategy for 4-H program development in the urban areas;
-- assist organizations and groups in expediting the 4-H delivery system;
-- serve as liaison for neighborhoods, businesses, city government, and other citywide organizations;
-- form subcommittees, as needed, to help with 4-H program development (examples -- subcommittees on resources, activities, legitimization, volunteer leaders, staffing, evaluation, etc.);
-- assist with 4-H program planning, implementation, and evaluation.

Neighborhood or Community Advisory Groups:

Local block, neighborhood or community advisory groups should be organized to identify specific needs, to reflect crucial problems, and to speak for clientele in these areas. Membership on these committees could include: parents, youth, store owners, teachers, clergymen, housing managers, etc.

Representatives of these local groups should be chosen to serve on the overall urban advisory committee.

Neighborhood Committees:

-- Identify neighborhood and community problems and establish priorities.

-- Become familiar with opportunities for learning through 4-H.
-- Secure local support for the 4-H program.
-- Inform youth about possible activities.
-- Assist with program planning and implementation.
-- Locate places for meetings.
-- Identify adults and older youth to counsel with individuals and groups.
-- Recruit adults and older youth to teach specific skills and provide other services.

RESOURCE DEVELOPMENT

There is a continuing need for resource development to generate new staff positions and expand program offerings to meet the needs of urban youth. Currently, public funds allocated from Federal, State, and county resources have been counted on to provide salaries for youth personnel. Therefore, financial support from the private sector has been increasingly focused on program needs, although many areas have found that increased public moneys to enhance local resource development to cultivate new areas of program support must be done systematically.

For the purposes of this report, resources are divided into three broad categories: 1. financial support, 2. merchandise and soft goods, and 3. people. The suggested procedure for resource development, outlined below, is designed to be applied to all levels -- local, area, State, and Federal:

Procedure for Resource Development *

1. Determine the total need and job to be done as related to program.
2. Identify the total amount and kind of resources to adequately do the job including any possible alternatives.
3. Determine resource need by subtracting what is available from the total amount necessary.
4. Inform the resource development advisory committee so that they can help procure resources that are usually obtained through the proposal method.
   -- Be specific -- identify the audience, what is to happen, and how program will be evaluated and reported.

* Involve Extension committees in each step of the procedure. Include the program advisory committee, resource advisory committee, and policy committee where inputs are needed.

Example of resources that are available and what can be provided:

Local businesses (drug, hardware, shoe store, etc.)	Meeting places, merchandise, group tours, technicians
Local government (town marshall, fire department, etc.)	Use of equipment, unique services, loaned employees, matching funds
Cooperative agencies (park departments, schools, HUD, Model Cities, Revenue Sharing, United Fund, other youth groups, civic groups)	Facilities, buy equipment, trades, audience loan, assistance in preparing proposals, build buildings, funds, dignify work, legitimize efforts, open other opportunities
National industry (locally situated)	Suggest program
Foundations	Funds for program based on foundation philosophy

Program Evaluation Process

Evaluation as perceived in this report should facilitate the learning process involved in programming as well as the assessment of the program. It provides an opportunity for continuous information feedback and acts as an energizer to the other parts of program implementation.

A preliminary determination of program outcome or benchmark should be established in the program-planning phase against which the end results can be measured. Also, all potential behavioral changes of participants should be identified prior to program implementation to more accurately determine cause-and-effect relationships. A number of evaluation levels should be constructed to assess the various aspects of an urban youth program. These range from assessing the administrative process to the determination of the degree of behavior change evidenced in the target clientele.

An ongoing evaluation of the program would provide a continual feedback procedure that would be invaluable. Only in this way can changes be made at the appropriate levels of administration or within a given phase of program implementation as they are needed. To ensure the integrity of the system, the various roles in evaluation must be clear. The evaluator must stand apart from program administration and implementation. Program changes are made by administrators based on the data generated from the evaluation process.

It is essential that scientific research and evaluation be used to help improve the effectiveness of the urban programs. Research and evaluation should be designed to provide information on how well the program and delivery system are meeting the needs of the urban youth being served. For example:

-- In what way did a particular 4-H Urban Program help change the behavior of the youth involved?
-- Did 4-H have an impact on other agencies, organizations, and institutions in such a way that these agencies improved or increased their services to the target youth?
-- Have the orientation and staff training provided to urban volunteers, paraprofessionals, and professionals properly prepared them to carry out effective 4-H education with urban youth?
-- Research and evaluation can help administrators decide:
   a. What effect designated Extension Service and Cooperative Extension Service policies have on the ease or difficulty of developing and implementing programs with urban clientele (e.g. low-income, disadvantaged, minority program participants).
   b. What additional resources would increase the effectiveness level of a particular urban project or program.
   c. What kind of staff structure might most effectively implement an urban 4-H program in a particular location.

Historically, the Cooperative Extension Service has carried out two basic types of research and evaluation:

1. Formal
   -- Data are collected in their most complete form at the county level. They are then summarized into reports at the State and Federal levels. The EMIS-SEMIS system is the major research and evaluation tool used to collect formal data.
   -- A report of the activities of 4-H staff members and related success stories. In addition, a statistical report of 4-H youth enrollment and kinds of projects or activities in which the youth are involved is required by the States and Extension Service, USDA.

2. Special Research Projects

   The Extension Service and other public and private agencies fund research and evaluation investigations to aid administrative and program decisionmaking. The data that result from these projects are best used when made available throughout the national 4-H system.

It seems clear that research and evaluation are important ingredients as the relatively new urban Cooperative Extension Service thrust becomes a national reality. It is predicted that urban youth programs will become a major part of the CES effort in the United States very rapidly owing to the clientele needs in today's society.

Therefore, the committee recommends that:

-- Data continue to be obtained by SEMIS and research.
-- The methods of obtaining evaluative data be strengthened and expanded in order to secure the necessary in- -mation needed for program expansion with urban youth audiences. This can be accomplished by encouraging each State to set aside 5 to 10 percent of their Smith-Lever funds for research and evaluation. At the State level a person should be assigned to direct research and evaluation to determine current priorities and obtain additional resources. University graduate departments may be a source of help in conducting needed evaluations. Data obtained should be utilized by both State and field staffs.
-- Efforts be made to make use of proved and newly developed evaluation instruments that reflect the cultures, values, and goals of urban youth and their communities.
-- Administrators be encouraged to make more funds available for program-implementation research and less for administration research. Increased program efficiency requires this type of allocation of financial resources.

Recommendations for Expanding 4-H Programs in Urban Areas

4-H programs for urban youth are an important facet of the national 4-H thrust. To facilitate the growth and the impact of this facet, the National 4-H Urban Program Development Committee recommends the following:

ADMINISTRATION

-- Policies for determining programs and identifying priorities be reviewed and revised as needed to ensure methods appropriate to urban clientele.
-- Extension directors, State 4-H leaders, State 4-H urban program leaders (or designee) establish a close working relationship in planning and implementing urban programs for youth.
-- State 4-H program leaders initiate and develop new urban program proposals for CES directors to review.
-- Those designated with urban responsibilities be allowed to devote full time to urban work.
-- Extensive efforts be made by ES-CES to provide youth involvement in decisionmaking, policy setting, program development, program implementation, and program evaluation.
-- ES-CES administrations undertake a feasibility study for the use of Agricultural Experiment Stations resources in youth educational programs.
-- Procedures be initiated to relate all national 4-H development committees to one another and to State 4-H planning groups.
-- Federal, State, and county administrators review current administrative policies (including evaluation) in order to provide the necessary flexibility for staff to expand urban youth programs.

-- Increased in-service training programs for urban work be provided for field staff and volunteers from low-income areas, and that they help to plan this training.
-- ES consider the possibility of establishing regional ES offices whose staff would be more readily available to State and county staffs.
-- That present staffing patterns be studied at all levels of ES-CES with a view to better reflect the population mix and population densities.
-- Funding, in general, go to hiring more field staff rather than State staff.
-- ES-CES must evolve new and better techniques in the recruitment of volunteer leadership. Volunteer leadership is available in urban areas particularly for "short term" roles.
-- A close alliance be established between 1862 and 1890 institutions with regard to programming for urban youth.
-- A concerted effort be made to promote the 4-H urban work particularly with the legislative and executive branches of Federal, State, and local governments.
-- That ES-CES in combination with the National 4-H Foundation and the National 4-H Service Committee continue and increase national, press, radio, and TV reporting and promotion of 4-H urban work.
-- ES-CES should help subject-matter specialists to develop an awareness of the special needs of urban low-income audiences.
-- Subject-matter specialists should be involved in programs for the urban youth.
-- ES-CES encourage innovative and productive 4-H urban programs by all staff. Experimentation should be encouraged.
-- Additional regional offices be established to coordinate program materials and other media.
-- ES-CES provide more funds and opportunities to enable college youth to participate in meaningful youth-oriented community services. Students be provided with stipends and academic credit for their work.
-- Field staff should be viewed as ombudsmen who respond to the needs of urban youth with the best possible resources available.
-- ES-CES should discourage the terms of program comparison, e.g., urban vs. traditional, and use of words such as urban, suburban, rural, and traditional, and should emphasize instead that 4-H is an educational program that varies according to the age of the participant and the demands of his or her stage of development.
-- Funds be available for youth-oriented Community Resource Development programs in the large metropolitan sectors of the United States.

PROGRAM DEVELOPMENT

-- The community development approach is a logical first step in urban programming. That is, the potential clientele should be participants in a process of community organization and action of self-analysis,

identification of problems, investigation of various influence systems, discovery of their own educational needs, and generation of strategies for planned change.

-- ES-CES should continually restructure programs to meet the needs of people.
-- The name "4-H" and the 4-H emblem should be used whenever possible. However, program symbols must have meaning for the participants and, where indicated, creativity and experimentation in this area should be encouraged.
-- Field offices should be easily accessible to the clientele.
-- County and area personnel should conduct meetings and events in locations convenient to the clientele.

PROGRAM MATERIALS

CES should purchase or develop new materials that will:

-- Reach multicultural audiences.
-- Include examples and illustrations to reflect urban situations.
-- Broaden educational media to incorporate more sophisticated, multi-sensory hardware as part of a teaching process, as well as for pre-service and in-service training.
-- Appeal to and are designed to reach low-literacy audiences.
-- Reflect the idiom of the clientele served.

RESEARCH AND EVALUATION

In addition to funds allocated for evaluation designed for administrative planning, increased funds should be made available for program research in urban programming.

-- The methods of obtaining evaluative data should be strengthened and expanded to secure the information needed for program expansion with urban youth audiences.
-- Research and evaluation should be carried out with the needs of the specific audiences in mind. Efforts should be made to develop evaluation instruments and practices that reflect the cultures, values, and goals of urban youth and their communities.

RESOURCE DEVELOPMENT

-- Professional staff should be trained in writing proposals for funding and development of resources.
-- State and Federal staff should be appointed to be responsible for identifying and procuring additional national, State, and local funds and services.

GENERAL RECOMMENDATIONS

-- Activities and learning experiences should be addressed to sociological or psychological occurrences that confront youth.
-- Programs and projects should advance self-motivation and stimulate human behavioral traits.