

EFNEP'S BEGINNING AND THE FIRST 20 YEARS: A HISTORICAL PERSPECTIVE

NANCY B. LEIDENFROST, MS, CFCS



The author was the U.S. Department of Agriculture Extension Service National Program Leader for EFNEP from 1969 to 1989.

EXTENSION'S VISION

The Cooperative Extension System's Expanded Food and Nutrition Education Program (EFNEP) celebrated its 30th anniversary in 1999. At the end of 1959, a total of 38.9 million Americans in 13.4 million households were classified as poor (Orshansky, 1968). Extension's commitment to its mission lead them to initiate studies in the early 60s to learn how to serve disadvantaged families more effectively. While Extension has always worked with the rural disadvantaged, these studies focused on how to reach families with more structured educational programs, how and who should reach (communicate/educate) low-income families, and what educational methodology should be employed (Leidenfrost, 1975).

From 1962 through '66, Extension Service USDA initiated seven pilot project studies. (Funding for these projects came from different sources: ES-USDA, Cooperative Extension System, the U. S. Office of Economic Opportunity, the U. S. Public Housing Administration and the Ford Foundation.) The seven pilot projects were: (1) The Five Year Alabama Project, 1964–69, (Baldwin, Calhoun, Houston, Marian, Walker Counties); (2) The South Providence R.I. Project, 1963–1966; (3) The Texas Project, 1962–67, El Paso, TX; (4) The Boston, MA, Project, 1963; (5) The Two Year Missouri Project 1965–1966, Kansas City, MO.; (6) Public Housing, Hartford CT. Project (1963–1967); (7) Approaches to University Extension work with Rural Disadvantaged, WVA. (1964–1969) (Leidenfrost, 1975).

The "paraprofessional as teacher" concept was tested in the pilot projects conducted in rural and urban areas with different racial/ethnic audiences in an effort to find educational methodologies to meet their needs. The studies resulted in two major conclusions: first, that educational programs tailored to the interests, needs, competencies, and economic and educational levels of homemakers could be effective in changing families' eating habits; and second, that indigenous paraprofessional

teachers supervised by professional home economists could be employed to teach low-income homemakers.

When hunger surfaced as a social issue in 1968, the method of effectively delivering educational programs by paraprofessionals had been successfully demonstrated. The leadership in the US Department of Agricul-

(Poppendieck, 1986). Meanwhile the Citizen's Crusade Against Poverty formed a "Citizen's Board of Inquiry" to look into "hunger and malnutrition in the United States" (1968) and to undertake an examination of government assistance programs. The Citizen Board's report, *Hunger USA* (1968) was issued a year after the Kennedy visit in the

and teach individuals and in a group situations; and follow oral instructions (Leidenfrost, 1983). In 1970, the U. S. Civil Service Commission conducted a survey of the EFNEP paraprofessionals in three sites in Texas. As a result of the study, ES and the Commission completed a statement of critical incidents of behavior for use in developing a job description and performance evaluation for paraprofessional (Leidenfrost, 1983).

AHEA, now AAFCS, and the U. S. Office of Education conducted a study of home economics-related occupations requiring less than a baccalaureate degree. They identified curriculum materials for clusters of related jobs. The study advocated the involvement of paraprofessionals in identifying training needs. Many Extension home economists participated in the AHEA training session after the study. In 1960, the US Department of Labor and the American Home Economics Association (AHEA) jointly conducted a survey about the paraprofessional. This survey identified the paraprofessional as an individual working within a professional field who has not received a baccalaureate degree (Leidenfrost, 1983).

The conclusion of the U. S. congressional hearing was that in the land of plenty several millions of Americans lived below the poverty level; had inadequate nutrition because of insufficiently balanced diets, and lacked knowledge of the importance of nutrition and its effect on the well-being of individuals

ture viewed nutrition education for the clientele as one solution to inadequate nutrition.

HUNGER-A SOCIAL ISSUE

The United States has experienced hunger at least since the first European settlers. It was most prevalent during the Great Depression of the 30s, when USDA began distributing surplus food, and Congress (1935) authorized food distribution and an experimental Food Stamp Program (1939-43), voucher exchange and donation of surplus food to educational institutions (1936), and the School Lunch Act of 1946 (Kerr, 1988).

During WW II, (mid 40s) to the early 60s, poverty and hunger received limited public attention. The state of poverty and hunger in the U.S. was documented in a number of studies including *The People Left Behind*, a report by the President's U.S. National Advisory Commission on Rural Poverty (1967). In the spring of 1967, members of a U. S. Senate Subcommittee were visiting in the Mississippi Delta to hold meetings on the Johnson administration's War on Poverty. They were invited by a young civil rights worker [Marian Wright Edelman] to take a tour of the back roads of the Delta. Among these touring Senators was Robert Kennedy, who always attracted the press media. *Hunger in Mississippi* appeared on the nightly news. The Field Foundation sent a team of medical doctors to Mississippi to examine the health and nutrition status of children

Delta. It was followed by a critique of the National School Lunch Program by a Coalition of Women's Organizations entitled *Their Daily Bread*, sit-ins at the U. S. Department of Agriculture by participants in the Poor People's March on Washington, and a major CBS documentary entitled *Hunger in America*. Hunger had become a public issue (Kotz, 1969).

These documented reports and the U. S. Senate "Hunger and Malnutrition" hearing (1968) brought about national recognition to the issue and a political will to take action. The conclusion of the U. S. congressional hearing was that in the land of plenty several millions of Americans lived below the poverty level; had inadequate nutrition because of insufficiently balanced diets, and lacked knowledge of the importance of nutrition and its effect on the well-being of individuals (Leidenfrost, 1975).

THE PARAPROFESSIONAL EDUCATOR

The Extension Service Studies on how effectively to deliver education programs to low-income families frequently identifies the characteristics of a paraprofessional (program aide, or program assistant) as an individual with the ability to: communicate with the intended program audience; read and write and keep records; learn and comprehend information about food and nutrition and transfer this information to the needs of families; adapt to various situations; meet

THE BEGINNING OF EFNEP

In 1967 and '68, Extension formed National Task Forces comprised of representatives and/or consultants from governmental and private organizations, including individuals of the intended audience, to examine the formation, development of guidelines and an evaluation system for a national nutrition education program (Synectics Corporation, 1979). Results of the seven pilot studies were also used to develop program objectives and the mechanisms and governance of how the program should be implemented and managed (Special Needs Pilot Project, 1960s).

After hunger was identified as a social issue, and while Extension's studies of the 60s were near completion, then-Secretary of Agriculture Orville Freeman wrote a letter, dated August 19, 1968, to "The President - The White House":

"... this is to recommend, as strongly as I can, that the President authorize USDA to proceed with an expanded homemaker [nutrition education] program." He con-

tinues, "Mr. President, I don't know anything that could do more to reach human needs, particularly pregnant women and children, than an expanded homemaker program that would train and inspire ladies in rural communities to reach out as subprofessional (paraprofessional) giving individual attention to the millions of people in the sub-poor category who are literally isolated from society."

Secretary Freeman also visited the Alabama Extension study site. He was so impressed with the work (educational effort) that he wrote a letter on November 12, 1968, to the Honorable Jamie L. Whitten, Chairman of the Agriculture Subcommittee saying that "pilot efforts have shown that a professional home economist can train and supervise 8 to 10 subprofessional workers (paraprofessional) who can then go out and work (using the home visit teaching method) with hard core poor families in both rural and urban America," and that "the Department will make available Section 32 funds (Removal of Surplus Agricultural Commodities, 1935) to employ the homemaker aides. . ." concluding, "I am personally very enthusiastic about this program. There is not much sense making food available to people if they don't know how to use it." (This reference was made, no doubt, related to the Department's decision to increase the availability of donated foods to families in need.)

Approval to proceed with the \$10 million Section 32 Funds expanded nutrition education effort was received by the Federal Extension Service on November 8, 1968. Days later, (November 18–20) 150 Cooperative Extension System professionals responsible for implementing the program participated in a training session in Washington, DC (EFNEP Policies, 1983).

A \$10 million education program was initiated with the paraprofessional teacher delivering the educational program directly to an adult audience under the supervision of the professional home economist. The program had built-in accountability, a behavioral objective, a designated nutrition subject matter content which included an inseparable behavior measure—a 24 hour food recall—audience enrollment criteria, a re-

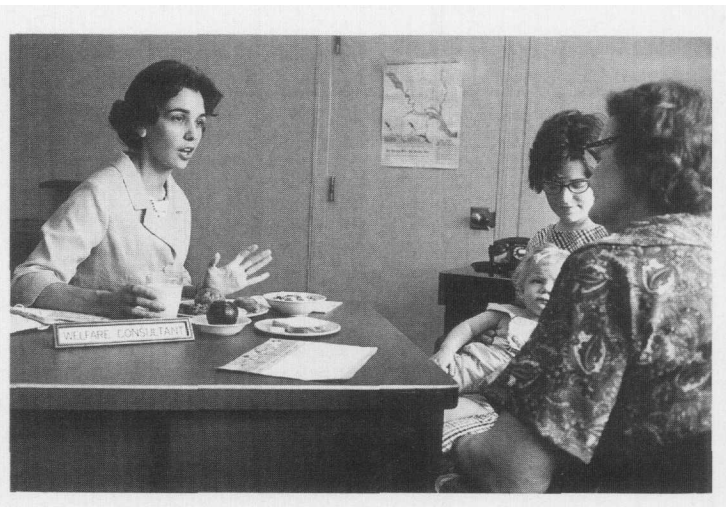
porting system and employment practices. The curriculum included food and nutrition subject matter: financial management related to food, meal planning, food selection, food preparation, storage and utilization, health and sanitation practices, including food safety, information on services available to families and referrals to family services, gardening and food production and food preservation (Leidenfrost, 1975).

Educational packets on food and nutrition subject matter content were developed. A "Suggested Training Guide for Home Economists to Train Paraprofessionals" (a 15-day intensified educational training manual) was introduced at the November '68 meeting. Also, "Training Home Economics Program Assistants to Work with Low-Income Families" PA681 (1965) assisted staff in providing initial and continuous in-service education. (These publications have been used in studies of the early 1960s.)

EFNEP'S GROWTH AND CHRONOLOGICAL EVENTS

The \$10 Million program was evaluated by an independent contractor and proved so successful that in FY 1970 Congress appropriated \$30 million to support both the continuation of the adult and a youth program component. The money provided for the employment of both professionals and paraprofessionals. The youth component was designated to be delivered by volunteers.

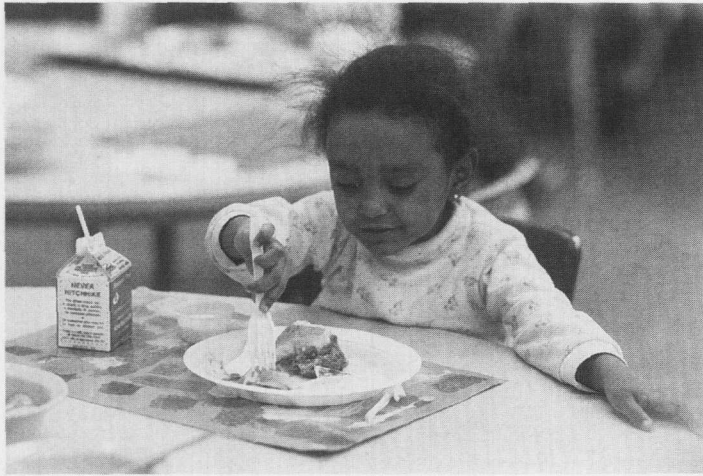
The 30 million dollar initiative was also supported by recommendations from the 1969 White House Conference on Food, Nutrition and Health (1970). The Conference recommended "to provide out-of-school room" effort to strengthen good food habits to eliminate hunger and malnutrition. Extension's response to this recommendation included: "In 1970 EFNEP in its second year employed 7,500 paraprofessional teaching



nutrition to families in 1,100 counties, cities, and on Indian Reservations. Nutrition advisory councils were operating in most States. States were using educational TV programs and special nutrition camps for teaching children. The projected budget increase in 1971 will be used to experiment with mobile units as teaching sites at strategic locations" (White House Conference, 1970).

In 1971 a National Task Force responded to the need of "Supervisor of Program Aides," and identified common problems and developed principles and techniques for supervising paraprofessionals. These concepts were used by Margaret Browne (1972) in writing *Supervising Paraprofessionals* ESC 574. Later, in the 70s, a publication *Supervision and Management of EFNEP* was developed with a 1979 National Task Force, chaired by Ella Mae Berdahl (1979). The "Food and Nutrition 8-to-12 Year Old Youth Lessons" with programmer's guide was developed, (Evelyn Johnson, Fern Kelly, Mary Jane Baker and Jean Brand) and "Teen Lesson: Customize Your Diet Series" developed by South Carolina Extension. The youth program was implemented in rural and urban areas with the support of the Mulligan Stew TV series developed by USDA Motion Pictures, EFNEP USDA, and Iowa State University Extension Service, 4-H, and evaluated under contract (1974) with Eleanor Wilson liaison.

During the 1970s there were 43 cooperative agreements with states which focused on cost-effective methods and increased retention of knowledge and practice among



In 1974 the "Guide for Comprehensive Expanded Food and Nutrition Program (EFNEP) Unit Review" (USDA, 1974) a self-study and evaluation, was published (revised in 1988) which provided an instrument for Unit and state staff to study, analyze and evaluate their program (Leidenfrost, 1989).

youth and adult participants. There were TV series, the use of cable TV, home study courses with pre- and post-tests, video tapes, phono viewer (Jane Voichik and Evelyn Spindler), several Hispanic radio programs to support small group teaching, and mobile units that traveled from one community to the other holding small group classes.

In the mid-70s the need to increase enrollment of more new families in the program brought about the concept of graduating participants. Graduation was based on behavioral change. By using a more structured curriculum and intensive educational teaching methods and based on frequent teaching sessions, families graduated in a few months. In 1974 the EFNEP adult audience was more specifically identified as families with young children. A number of progression models had been employed in both the adult and youth programs.

However, in 1976 a Progression Model (scoring table for 24-hour food recall and a food behavior checklist) was developed to help establish criteria for moving participants to graduation (Munger, Jones, 1976). Materials were translated into different languages and into Braille.

The U. S. General Accounting Office, which works for and reports directly to Congress, completed an EFNEP Report in selected areas of two states in 1972. As a result of this audit, ES-USDA agreed to conduct EFNEP surveys. Program surveys and members of ES program and budget office staff conducted financial reviews in all states.

A "Volunteer Dimension in EFNEP" training packet (PA1167) was developed (Betty Bay, 1977) to assist State involvement of Youth and Adult volunteers. A "Teaching and Applying Educational Principles in EFNEP" (Bay, Leidenfrost and National Task Force, 1978) was developed as an Extension professional reference to help paraprofessionals and volunteers to communicate and to help the audience to overcome barriers to learning.

The 1976, Revised Policy Guidelines and Suggestions for Conducting the Extension Expanded Food and Nutrition Education Program supported a USDA Pilot Urban Gardening project in 16 cities. The aim was to encourage low-income families to grow, serve and preserve fresh vegetables. The program was an alternative source of food aimed at improving the diet. These efforts were to increase youth and adult participation in urban area.

Beginning in 1979 and through the 80s, emphasis was placed on marketing EFNEP for cost-effectiveness. "Direct Referral Agreements," the recruitment and enrollment of WIC, Head Start, the Food Stamp Program, and Indian Health Service participants on site, reduced the cost of recruitment for EFNEP. National and State program reviews were initiated, monitoring program effectiveness, conformity with congressional intent and ES policy. Thirty states conducted studies testing multi-delivery methods to increase cost-effectiveness, and computer software was introduced for EFNEP reporting.

In 1979 Food and Nutrition Service

(FNS), and Science and Education Administration (SEA) entered a cooperative agreement and a contract (SRI International, 1981) to explore in 18 states how to reach more families without significantly increasing the EFNEP budget. The results were based on quantitative assessment of nutrition knowledge and practice and cost-effectiveness. Designs and methods learned in this cooperative project were used in "An Experimental Evaluation of Nutrition Education Methods" (1984) a joint cooperative agreement study between FNS and Extension (1984). This evaluation study was conducted in six states. (California, Massachusetts, Michigan, New York, Pennsylvania and Texas) The tested methodologies included the effectiveness of small group teaching, group lessons plus follow-up telephone contacts and mail lessons with follow-up telephone contacts, interspersed by one-to-one home visits. Modifications of methods were also tested in four states (Connecticut, Missouri, New Mexico and Vermont). Practices demonstrating effectiveness were incorporated into the program. A standardized curriculum was used to implement this project (Developed by Linda Niernan, Michigan State University, Glenda Warren, the University of Florida, Margaret Randall and Mary McBrady, University of Massachusetts). ES and the University of Florida developed guidelines for follow-up telephone call method. All materials were translated into Spanish.

In response to inquiries by Chairman Richmond of the U.S. House Agriculture Subcommittee on Domestic Marketing, Consumer Relations and Nutrition, concerning aspects of the Youth Component (related to the Revised Policy Guidelines, 1976), the Extension Service contracted a study in 1981. The InterAmerica study endorsed the standardization of the youth curricula and staff development guidelines. It cited the need for priority learning objectives and measurable criteria supported by a standardized in-service training to assist educators (professionals, paraprofessional and volunteers) who implement the program so as to benefit the clientele (French 1982). After the completion of the congressionally-mandated Study of the Program in 1982, a Federal and State

Task Force reviewed the Program and other relevant information, and made recommendations for the improvement of the Program in "EFNEP Guide to Program Management and Supervision (Extension Service, 1984).

A national competency-based standardized adult and youth curriculum was introduced 1984. It was developed by inviting states to submit their best practices, ideas, or samples of materials. These were the sources for developing the National Curriculum through a cooperative agreement with Michigan State University Team, (1982-84) with Linda Nierman, coordinator, Kendra Anderson, nutritionist; and Edith Thomas, ES liaison (Nierman, 1984). By 1987 joint efforts with other government agencies resulted in direct referrals, onsite recruitment and teaching at food stamp offices on how to stretch the buying power of food stamps (EFNEP, 1987). States were encouraged to develop EFNEP 4-year Master Plans using a set of criteria for assessing effectiveness and audience needs. The Plans were used to make operational and administrative decisions (EFNEP Master Plan, 1988). A State-Initiated Program Review (SIPR) was introduced with a comprehensive analysis concept for use in developing a strategic program plan. Idaho, Oregon, Washington, New Mexico, and Wyoming staff assisted in the development and pre-testing the Guide (Leidenfrost, 1989).

For 20 years, Extension continuously evaluated the program's effectiveness. Munger (1971) confirmed that the use of indigenous paraprofessional continued to be appropriate and effective. The program continues to reach the target population. The study called for intensive development of more effective management techniques. At first, there was monthly site reporting, later every six months, entered on a USDA main frame computer by Dennis Clark, ES, and analyzed by Economic Research Service (ERS). In addition, Feaster and Perkins of ERS conducted six studies. Before EFNEP was initiated, ERS staff members Frye and Hoffnagle helped develop the National EFNEP Reporting System and analyze the data for 10 years, and at the end of the 80s, Jon Weiner was under contract with ES.

By the end of the 80s, EFNEP reporting

was based on a national sample and transferred electronically. Extension contracted for 14 national independent studies. ES staff members George Mayeske, Claude Bennett, Robert Honnold, Neil Raudebaugh and Milton Boyce served as consultants on several of these studies and national task forces.

The Extension Service and USDA collaborated with FNS on two Food Stamp projects, mentioned above, working with the Extension Human Nutrition Unit staff were Eileen Kennedy, Jill Randell and Audrey Maretzki of FNS. A number of states (CT, MA, VT, IA) collaborated effectively with the "Farmer's Market Nutrition Enhancement Act" in delivering EFNEP. ES contracted with the National Agricultural Library (1991) to catalog 20 years ('68-'88) of national, State Cooperative Agreement Studies and available academic degree studies. An annotated bibliography of 286 studies was developed by ES

At the end of 1959, a total of 38.9 million Americans in 13.4 million households were classified as poor.

and distributed in the Cooperative Extension System (Leidenfrost, 1991).

During the first 20 years, ES funded 66 cooperative agreement projects with State Extension Services. These studies focused on measuring the impact of EFNEP, developing nutrition subject matter, and testing program delivery methodology. One hundred ninety five dissertations including 44 Ph.D.s were completed by individuals in partial fulfillment of degree programs in collaboration with the Cooperative Extension System. Among these was the thesis of ES's Thomas Tate at MIT.

EFNEP has effectively put the Cooperative Extension System in the arena of social change. The State Extension partners have made EFNEP happen. State coordinators and nutritionists have been the movers in planning and implementing the program. Many home economics administrators, coordinators and nutritionists have long retired or are deceased, but they should not be forgotten.

Through the first 20 years, they participated in eight national conferences, periodic multi-state meetings, and for 9 years, annual "NOVA" teleconferences focusing on issues, strategies, policies, guidelines, delivery, and evaluation methods. There have been 17 National Task Forces to evolve: educational techniques and curricula, the revision of the reporting system and development of the progression models, marketing strategies for cost-effectiveness, and practices for administering and managing the program.

The success of the program in the final analysis rests with the county Extension employees who deliver the program to the designated audience. The effectiveness depends on the county home economist, who is the day-to-day administrator, and how they conduct the pre-service and in-service education of the paraprofessionals who deliver the program. The relationship between the paraprofessional and the recipient homemaker determines how the increasing knowledge empowers the participant, which results in increased knowledge, and improved nutrition practices. These paraprofessional educators continue to be the quintessential element of the program (USDA Extension Service, 1986).

The youth were taught in classrooms, in after-school experiences, at summer feeding sites, and in connection with introducing youth to the world of work. Volunteers are the major teachers of the youth program. In 1988, 47,500 individuals were serving as teachers in the adult and youth programs. Many were graduates of EFNEP. Some proceeded into other Extension programs (Leidenfrost, 1988).

RECOGNITION OF LEADERSHIP

As EFNEP celebrated its 30th Anniversary in 1999, it was appropriate to remember the members of the Extension Home Economics Division at USDA, who were the visionaries, the innovators, the initiators in the 60s, who provided the collaborative leadership which undergirded what became EFNEP. In addition to their regular assignments, they spearheaded the program. The Home Economics Division professionals of the 60s who contributed so much to the creation of EFNEP were: Margaret C. Browne, Helen Turner,

Loretta Cowden, Margaret Oliver, Mary Kennington, Evelyn Spindler, all deceased, and Edward V. Pope (authored orientation literature for paraprofessional, 1969). Starley Hunter, (retired 1968), Beatrice Judkins, Cleo Hall, retired, and Margaret Oliver served as Special Needs Project Liaison on educational materials development and program delivery methods for low-income audiences. Margaret DeLorenzo was the office clerk.

In early 1969, the author joined this staff which expanded in the 70s with Alice Stewart, Urban Program Leader, Minerva Partin, Ella Mae Berdahl, Betty Bay, as EFNEP Program Leaders in various regions. Evelyn Johnson, nutritionist, Rhonwyn Lowry, and Polly Fussell, 4-H, held positions, and Jeanne Priester as a H.E. Program Leader, who earlier participated in the Alabama Pilot Project, and Betty Flemming, EFNEP publicity. A Human Nutrition Unit was formed and operated mid-1977-79 with Evelyn Johnson and Nancy Leidenfrost, continuing; Jane Voichick as Unit Leader; Edith Thomas, Barbara Fontana, nutritionists; Kathy Rygasewicz, analyst. In 1985 Muriel Brink from Cornell worked on a reporting project assignment. At the end of the 80s, Melissa Stephenson, analyst, and this author were the EFNEP staff. June Bryan, Brenda Singleton, and Margaret Robertson were among special support staff during these years.

The leadership of Secretary of Agriculture Freeman, Director of Science and Education Ned Bailey, and Extension Administrator Lloyd Davis (1963-70 during the pilot studies and the Program's birth) made it possible to initiate EFNEP, and the U.S. Congress established it by appropriations. Edward L. Kirby (1970-77) Extension Administrator, served during 7 of EFNEP's first 10 years, the longest term of any administrator.

At a meeting with the National Association of State Universities and Land-grant Colleges, Extension Service Section, (Nov. 11, 1968) Lloyd Davis, Administrator of the Federal Extension Service, said, "I sense . . . there is a great enthusiasm for this expanded job. There is a new sense of significance and pride in the organization and a new strength in morale. I think this can become the begin-

ning of a new era for the Cooperative Extension."

At the end of the first 20 years, it could be said that EFNEP was a living institution that had adapted to social reality. EFNEP funding was at \$60 million and the program was operating in 50 states and the District of Columbia, Guam, Puerto Rico, the Virgin Islands, Micronesia, the Northern Marianas, and American Samoa.

NUTRITION BEHAVIOR AND BEYOND

"Through its history EFNEP has had a positive impact on the diet of its program families" (Synectics 1979). EFNEP funding was an investment that impacted the nutritional well-being of its participants. In its first 20 years, EFNEP has had staggering success in accomplishing its mission. It has directly affected nearly 10 million people and reached another 11 million family members (USDA, ES, 1989).

EFNEP has focused on families at the poverty level or below. An EFNEP national sample in October 1969 showed that families' annual income was less than \$2,700 of which more than a third was spent on food. Families with annual income of less than \$1,200 spent nearly half for food. Most families were multicultural and urban and had homemakers with relatively low education levels (Feaster, 1972).

The program has improved the diets and nutritional welfare for the entire family. Longitudinal studies of adult program participants indicate that EFNEP clients sustain their improved practices up to 5 years after completion of the program (Joy, 1985, Nierman, 1986). Beyond the nutrition behavior change, many participants have completed their General Education Diploma (GED), entered re-training programs, pursued and found employment, reduced health care costs, set new family goals, and afforded their children new opportunities, including first time college graduates within their families. (USDA, ES, 1989) Spin-offs from EFNEP include many paraprofessional staff members who completed their GED, received college degrees, and are now employed in professional positions. In 1984 ES published a brochure "Spin-offs of a Successful Program," which documents some of the partic-

ipants' and paraprofessional educators' achievements beyond the nutrition behavior change.

The EFNEP concept and its delivery methods have demonstrated their effectiveness in programs beyond the U. S. mainland. EFNEP has had numerous international visiting scholars to study the program model at national and onsite in states. State and county faculty in funding agreement with the Kellogg Foundation and Partners of the Americas have conducted in-service education for leaders of Adult and Youth programs in Costa Rica, Belize, the Dominican Republic, Columbia, and collectively, in Central America and the Caribbean (Leidenfrost, 1987).

CONCLUSIONS

EFNEP itself was a new dimension in Extension programming (EFNEP Policies, 1983). It was an educational approach to a humanitarian concern. For the clientele, it was a voluntary approach; they chose to participate and to respond by adopting the nutritional practices and theories.

EFNEP demonstrated nationally the significance of the paraprofessional as an educator. The Cooperative Extension System, a national educational network linking research, science and technology to the needs of the people, provided a structured foundation for the program's effectiveness.

EFNEP was brought into existence because of the need of the people, and from its inception it has been by the people and for the people. It seems appropriate that it originated out of the Department of Agriculture, referred to by President Lincoln as "The People's Department."

References

- Bay, B. & Leidenfrost, N. (1977). *Volunteer Dimension in EFNEP*. Washington, DC: U.S. Department of Agriculture, Extension Service, Home Economics.
- Bay, B. & National Task Force (1978) *Teaching and Applying Educational Principles in EFNEP*. Washington, DC: U. S. Department of Agriculture, SEA, Home Economics.
- Berdahl, E. M. & National Task Force (1973) *Supervision and Management of EFNEP*. H-19 Revised October 1979. This manual accompanies *Supervising Paraprofessionals*, ESC 574.: Washington, DC: U. S. Department of Agriculture, SEA, Home Economics.

Browne, M.C. (1972). *Supervising Paraprofessionals*. With support of 1971 National Task Force. EFNEP. Washington, DC: U.S. Department of Agriculture, Science and Education Administration.

Citizens' Board of Inquiry into Hunger and Malnutrition in the United States (1968). *Hunger USA*. Washington, DC: New Community Press, 19.

EFNEP Master Plan (1988) Presented by N.B. Leidenfrost at Multi-State Conferences, Washington, D.C. Honolulu, Dallas, Atlanta, Phoenix, Seattle, Kansas City and Chicago.

Expanded Food and Nutrition Education Program Section 1530 Food Security Act of 1985, *Federal Register* Vol. 52 No. 45, March 9, 1987

Extension Service, USDA, (1984). *Expanded Food and Nutrition Education Program. Guide to Program Management and Supervision*.

Expanded Food and Nutrition Education Program Policies (October 1983) including legislative reference. Washington, DC: U. S. Department of Agriculture, Extension Service.

Federal Extension Service, US Department of Agriculture (1965). *Training Home Economics Program Assistants to Work with Low-Income Families*, PA 681. Washington, DC: Government Printing Office.

Feaster, G. J. (1972). *Impact of the Expanded Food and Nutrition Program on Low-Income Families: An In-depth Analysis* AG. Economics Report #220. Washington, DC: USDA Economic Research Service.

French, A. M., Shieh, S. J. & Roesel, C. J. (1982, January). *A Study of the Implementation of the Youth Component of the Expanded Food and Nutrition Education Program*. Rosslyn, VA.: InterAmerica Research Associates.

Joy, A., Del Tredici, Laughlin, S & Omelich, C. L. (1985). *California EFNEP: A Long-Term Follow-Up of the EFNEP Evaluation Study*. Berkeley, CA: Cooperative Extension, University of California.

Kerr, N. A. The Evolution of USDA Surplus Disposal Program. *National Food Review* 11 (3) :25-30 1988

Kotz, N. (1969). *Let Them Eat Promises: The Politics of Hunger in America*. Englewood N.J.: Prentice Hall Press.

Leidenfrost, N. B. (1975 July). *EFNEP Accomplishments and Future Needs. An analysis of the Expanded Food and Nutrition Education Program conducted by Extension Service, USDA and State Cooperative Extension Services*. HE89. FES: Washington, DC: USDA, Federal Extension Service. Data analyzed by ERS.

Leidenfrost, N. B (1991). *The Expanded Food and Nutrition Education Program Annotated Bibliography, 1968-1988*. Washington, DC: U. S. Department of Agriculture, Extension Service, Home Economics and Human Nutrition Unit.

Leidenfrost, N. B. (1989). *A State Initiated Program Review (SIPR) Guide*. Washington, DC: U. S. Department of Agriculture Extension Service.

Leidenfrost, N. B. (1983 May). *The Paraprofessional Position*. Washington, DC: USDA Extension Service Home Economics and Human Nutrition. Unpublished.

Leidenfrost, N. B., (1987 Spring) Extension Review, *EFNEP Nutrition Education in Action* Extension Service, USDA.

Leidenfrost, N. B., (1987 Spring) Extension Review, *EFNEP Nutrition Education in Action* Extension Service, USDA.

Leidenfrost, N. B., *EFNEP Status Report-Participation and Budget Allocation*. (1988)

Munger, S. J. (1971 April). *Expanded Food and Nutrition Education Program. A Final Evaluation Report of the Maturing Program April 1970-March 1971*. Monitored by Economic Research Service, USDA, Allison Park, PA: Synectic Corp.

Munger, S. J., & Jones, E. M. (1976). *A Progression Model for the Expanded Food and Nutrition Education Program, Developed and Field Demonstrated*. Allison Park, PA: Synectics Corporation.

Nierman, L. G., & Anderson, K. A. (1984). *Eating Right is Basic 2, National Food and Nutrition Curriculum for Adults and Youth*. East Lansing, MI: Michigan State University, ES USDA, project liaison Edith Thomas. Cooperative Agreement #12-05-300-633

Nierman, L.G. (1986). *A Longitudinal Study of the Retention of Food and Nutrition Knowledge and Practice of Participants from Michigan Expanded Food and Nutrition Education Program*. East Lansing, MI: Michigan State University: Department of Adult and Consumer Education, Doctor of Philosophy dissertation.

Orshansky, M. The Shape of Poverty in 1966. Reprinted from the *Social Security Bulletin*, March, 1968. Washington, DC: US Department of Health Education and Welfare, Social Security Administration.

Pope, E. V. (1969 July). *Trust and Respect. A Guide for Program Aides*. HE 45, *Helping Homemakers Gain Confidence-A Guide for Program Aides*. HE 44 and *How Are We Doing? A Checklist for Program Aides*, HE 42. Washington, DC: U. S. Department of Agriculture, Extension Service.

Poppendieck, J. G. (1968). *Breadlines Knee Deep in Wheat: Food Assistance in the Great Depression*. New Brunswick NJ: Rutgers University Press.

Revised Policy Guidelines and Suggestions for Conducting the Extension Expanded Food and Nutrition Education Program. Approved by ECOP on August 3, 1976. HE 100, Washington, DC: U. S. Department of Agriculture, Extension Service.

Shapiro, S., Bale, R. L., Scardino, V., Cerva. (1974). *An Evaluation of the Mulligan Stew 4-H Television Series for Extension Service, USDA*, Cambridge, MA.: ABT Associates Inc. ES USDA project liaison Eleanor Wilson. Contract # 12-05 300-256.

Synectics Corporation (1979). *The Expanded Food and Nutrition Education Program, Historical and Statistical Profile*. Washington, DC: U. S. Department of Agriculture Science and Education Administration. (Program Aid 1230) 4, 5-6, 25.

SRI International. (1981). *An Evaluation of Effectiveness of Alternative Recruitment and Nutrition Education Methods in the Expanded Food and Nutrition Education Program (EFNEP)*. SRI Project 2184. Menlo Park, CA: Education and Human Service Research Center.

SRI International (1984). *An Experimental Evaluation of Nutrition Education Methods*. Menlo Park, CA. Curriculum for the study was developed by: Nierman, L. Michigan State University Cooperative Extension Service, Expanded Food and Nutrition Program. "Eating Right Is Basic," 1981. Lessons 1 through 10. Warren, G. University of Florida Cooperative Extension Service, "It Pays to Shop with a List," 1979, and "Let's Play the Supermarket Game," 1976. Lessons 11 and 12. Randall, M. McBrady, M. University of Massachusetts Cooperative Extension Service, "Nutrition, Food, and Food Buying: Mail Course Component," 1981.

United States National Advisory Commission on Rural Poverty Behind. (1967). *The People Left Behind*. Washington, DC: Government Printing Office.

United States Department of Agriculture, Extension Service, Expanded Food and Nutrition Education Program (1984). *The Spinoff of a Successful Program*.

United States Department of Agriculture, Extension Service and Land-grant Universities Cooperative Extension Service. (1989 May). *EFNEP: 20 Years of Making a Difference*.

United States Department of Agriculture, Science and Education Administration Extension. (1974 April). *A Guide for Comprehensive EFNEP Unit Review*. Washington DC: United States Department of Agriculture, Extension Service.

United States Department of Agriculture, Extension Service (1986). *Using Paraprofessionals to Deliver Educational Programs*. Washington DC: Government Training Office Aid #1379.

White House Conference on Food, Nutrition and Health Comprehensive Report. (December 1970). Washington, DC: 190-191.

United States Senate, 90th Congress, First Session-July 11-12 1968. *Hunger and Malnutrition in the US*. Hearing before the Subcommittee on Employment, Manpower and Poverty, of the Committee on Labor and Public Welfare. Washington, DC: US Government Printing Office.

Special Needs Pilot Projects.

Extension Service "Special Needs Pilot Projects" funded in the early 1960s were utilized in Development, Management and Policy Formation of EFNEP and in delivering educational programs to low-income audiences.

Five-Year Report Pilot Project Involving Young Homemakers in Low-Income Rural Areas of Alabama. (1964–1969). Auburn University: Cooperative Extension Service, Mary E. Coleman, Jeanne Priester, Fred R. Robertson. ES liaison Margaret Oliver.

South Providence. R. I. Pilot Project. (1963–1966). Some Observations with regard to pilot project of Cooperative Extension Service in South Providence, R.I. (1965 November). University of Rhode Island: Saul Silverman, Consultant to Staff, (unpublished) ES liaison Beatrice Judkins.

Silverman, S. A., (1969). Subprofessionals in Extension. *Journal of Cooperative Extension*, VII, (1) 43–50.

Extending Cooperative Extension Education to Mexican-American Families. Program, Methods and Evaluation. El Paso Texas (1962–1967). Texas A&M University: Daniel C. Pfannstiel, ES liaison Starley M. Hunter.

Families and Their Living Situations, South End Housing Development Boston, MA. (1963). University of Massachusetts: Winifred Eastwood Edward K. Knapp, ES liaison Starley M. Hunter.

Families in an Urban Enclave, Leeds Dunbar Community Kansas City, MO. (1965–67). University of Missouri: Mary Nell Greenwood, Virginia Norris, Ella B. Stackhouse. (Ford Foundation funding), ES liaison Starley M. Hunter.

The Families Living in Low-rent Public Housing, Pilot Project, Hartford, CT. (1963–1967). University of Connecticut: Doris A. Lane, ES liaison Beatrice Judkins.

Approaches to University Extension work with the Rural Disadvantaged: Description and Analysis

of a Pilot Effort (1964–1969). Report published in 1971. West Virginia University Appalachian Center: R. W. Miller, B. A. Johnson, W. J. Smith, F. A. Zeller, ES liaison Beatrice Judkins.

Definitions

Paraprofessional

An individual not having a baccalaureate degree. "An individual who, as an employee of the Cooperative Extension Service receives direction from professionals and is employed to extend the efforts of the Extension program professionals through direct contact with clientele, in conduct of an educational program." HE-100, 8–76

The State Employee Classification System identifies the paraprofessional as: EFNEP Program Aide, Program Assistant, Program Educator, Extension Community Educator or Nutrition Assistant.

Section 32 Funds.

The source of funds authorized under Section 32 of an act generally identified as "Removal of Surplus Agricultural Commodities," initially passed on August 24, 1935, and amended several times since then, which provides a appropriation "to encourage exportation and domestic consumption of agricultural products." This section (United States Code reference is 7 U.S.C. 612c) appropriates an amount equal to 30 percent of gross receipts from duties collected under the customs law during each calendar year.

These funds are available to the Secretary of Agriculture for encouraging (1) ex-

portation of agricultural commodities and products, (2) encouraging domestic consumption of such products, or (3) re-establishing farmers' purchasing power by making payments in connection with the normal production of any agricultural commodity for domestic consumption.

Section 612c(2) states that the Secretary may encourage domestic consumption of agricultural products by increasing the utilization through benefits, indemnities donations, or other means among persons in low income groups as determined by the Secretary of Agriculture.

The interpretation of Section 32 funds from the Office of General Counsel 1968, Section 32 funds, however would appear to be available for employment of aides, for educational work among low income groups to achieve more effective utilization of surplus agricultural commodities and products thereof if you determine that such expenditure of funds will encourage the domestic consumption of such commodities and products by increasing their utilization among low-income groups.

Acknowledgment

As part of USDA's 30th anniversary celebration, a summary of this article was presented.

The author gratefully acknowledges Beatrice Judkins for documenting selected "Special Needs Projects" funded in the early 1960s.

The article is not all-inclusive because of the excessive volume of information. ■