

A DESCRIPTIVE STUDY OF THE ORIGIN, DEVELOPMENT AND RECENT  
MAJOR TRENDS OF THE KANSAS CO-OPERATIVE  
AGRICULTURAL EXTENSION SERVICE

by

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## PREFACE

The Kansas Co-operative Agricultural Extension Service is an educational organization which has assisted rural people in finding solutions to some of their economic and social problems in recent decades.

The purpose of this study was to compile information regarding the origin, development and recent major trends of the Kansas Co-operative Agricultural Extension Service.

The writer wishes to express his appreciation and sincere thanks to his adviser, Dr. Richard Jungers, under whose supervision this thesis was completed. Especially does he wish to express appreciation and gratitude to Dr. Donald R. Miller for his counsel, encouragement and guidance during the final writing of this paper. His entire committee, composed of Dr. Richard Jungers, Dr. Donald R. Miller, Dr. Daniel Selakowich, Dr. Guy R. Donnell and (Mrs.) Helen Jones, has been a source of guidance, encouragement and invaluable constructive criticism in the preparation and completion of this thesis.

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## CHAPTER I

### INTRODUCTION

Extension work grew out of depressed conditions in the economic, social and political forces in rural America during the latter part of the nineteenth century.

The Civil War brought about a significant rise in general price levels due to the scarcity of consumer goods. But increased food production soon caused a decline in the general price levels and therefore in the prices of farmers' products.<sup>1</sup> This was a basic cause for discontent among farmers, although the farmers in different regions of the United States faced conditions peculiar to their own region.

The northeast United States farming section was beginning to feel the competition of cheaper production further west through a lowering of land values in the 1870's. An undesirable credit system in southern states was inherited from pre-war days which resulted in credit bondage to the merchant. The Mississippi Valley was in the persistence of a one-crop or a cash crop system<sup>2</sup> while the situation in the west was affected by land speculation, large land holding, distance to market,

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<sup>1</sup>Edward Wiest, Agricultural Organization in the United States (Lexington, Kentucky, 1923), p. 365.

<sup>2</sup>The Mississippi Valley agricultural economy was geared to the production of wheat and corn.



and development of a grain ring which tampered with grain prices.<sup>3</sup>

During the 1870's, the farmers' problems which gave rise to farmers' movements centered about transportation, merchandising and manufacturing, credit, prices, legislation, and political power. Farmers wanted cheap transportation and a reduction in the cost of handling commodities by middlemen. They often mortgaged their farms to buy shares of railroad stock in the hope of getting means of transportation. Too often the results were not only a heavy mortgage but also worthless railroad stock left in the hands of the farmer. The railroad charged what the farmers felt were exorbitantly high rates.<sup>4</sup>

Complaint was also made of the influence which was exercised by the railroad corporations over legislators and public officials. Corporations transferred valuable stock to legislators at a price below the market value.<sup>5</sup>

The Congress of 1874-1875 was made up of sixty-one per cent lawyers, sixteen per cent commercial and manufacturing men, and only seven per cent farmers. Farmers thus believed that their interest in the legislative matters were neglected, especially with respect to railroads tariff-making, patents, currency and banking legislation.<sup>6</sup>

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<sup>3</sup>S. J. Buck, The Granger Movement (Cambridge, Massachusetts, 1913), pp. 3-9.

<sup>4</sup>Carl C. Taylor, The Farmers' Movement 1620-1920 (New York, 1953) pp. 140-177.

<sup>5</sup>Buck, op. cit., pp. 12-13.

<sup>6</sup>Ibid., pp. 24-36.

Due to adverse economic and political conditions and the isolated manner of settlement, making social contact difficult, the social position of the rural people was impaired. Farmers were required to give most of their time to their work and did not advance socially and intellectually as did other classes. The only teachers the farmers had were their experiences. Colleges of agriculture were in their infancy. Gifts made by Congress for agricultural education had been misapplied to the so-called classical institutions. The agricultural press had not developed. Buck, a noted historian of farmers' movements, stated that:

Not only were the farmers deficient in technical education, but as a class they lacked that knowledge of a more general nature which the best interest of their business demanded. Thus what little political influence or power they did possess was largely nullified by their lack of knowledge as to the true interests of agriculture.<sup>7</sup>

Many farmers felt that a single national organization would best solve the rural problems in America.

The idea of some form of association among the farmers for co-operation in the improvement of their conditions, materially, socially, and intellectually, appeared to them in many ways....An agricultural organization including a great part of the farmers of the nation would be able to demand fairer treatment from railroads, corporations, and to enforce it with the help of the state; it could use its immense influence to secure more favorable legislation on such matters as the tariff, currency and taxations; by means of a widespread local organization it could gather and disseminate useful information concerning the crops and the market; and in general it could foster a beneficent spirit of co-operation and mutual assistance among its members.<sup>8</sup>

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<sup>7</sup>David E. Linstrom, American Farmers' and Rural Organizations (Champaign, Illinois, 1948), p. 38.

<sup>8</sup>Ibid., p. 39.

In the early part of the post-Civil War period several farmers' movements took place: The Groundswell;<sup>9</sup> the movement for industrial and agricultural education;<sup>10</sup> the movement in the southern states;<sup>11</sup> the plains states movements;<sup>12</sup> the movement in the northeastern states;<sup>13</sup> and the Granger movement.<sup>14</sup> These preceded and laid the groundwork for the Alliance and similar movements which came later. Of these early

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<sup>9</sup>The Groundswell was an organization of farmers in the middle-western states. During the 1860's, the movement emphasized the supremacy of the producing class and brought up some of the most serious grievances of the farmers.

<sup>10</sup>The movement for industrial and agricultural education was for adjustment of farmers' grievances by farmers' clubs of the Middle West. The movement efforts were put forth to provide for "the industrial classes what the schools of law, medicine and theology" provide for the professional classes.

<sup>11</sup>Clubs and societies became numerous in the South in the early 1870's. These were the nucleus out of which came efforts to unite societies; demands for land reforms; and criticisms of instruction in agricultural colleges.

<sup>12</sup>The plains states movement was started through the Manhattan Farmers' Club, which urged the calling of a convention in Topeka in March, 1873. The Kansas Farmers' Cooperative Association of Kansas was organized to form local clubs everywhere and to fix prices at which its products were to be sold.

<sup>13</sup>Parallel to the movements in the Middle West and the South was the formation of the Grain Growers' Transportation and Loan Association in New York for the purpose of financing cheap transportation facilities from western to the eastern seaboard.

<sup>14</sup>The first grange was organized in Washington, D. C., in 1867 for the purpose of improving the farmers' economic, social, and political situation.

movements the Granger movement was probably of the greatest significance, though some of the other movements have had an equally lasting influence.<sup>15</sup>

The Granger movement influenced legislation: regulating railroad rates; advancing agricultural education; supporting a "grassroots" department of agriculture; and equalizing taxation.<sup>16</sup> The activities of the farmers in the 1870's and early 1880's seemed to have been dominated by the Grange.<sup>17</sup> Meanwhile, the Farmers' Alliance took root and developed an organization that encompassed itself around the Grange and threatened to overwhelm it. Before the Alliance had run its course it had brought together directly or indirectly almost all the farmers' organizations of the period from 1875 to 1895.<sup>18</sup>

The Alliance groups organized farmers' co-operative elevators during the period of 1888 to 1895. They conducted co-operative purchasing of twine, fertilizer, feed and seed. The chief selling efforts were the sale of grain through elevators and of cotton through exchanges.<sup>19</sup>

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<sup>15</sup>Wiest, op. cit., pp. 434-454.

<sup>16</sup>Ibid., pp. 412-424.

<sup>17</sup>Grange was the name of the organization which developed from the Granger movement.

<sup>18</sup>Wiest, op. cit., pp. 447-461. The Alliance movement allegedly started as a protective association in Kansas.

<sup>19</sup>Ibid., pp. 463-466.

The leaders of the Alliance movement had entered the political field by 1889. They came to believe that an Agrarian party was necessary and possible in America. Some of their demands were popular and had many followers. One of their main demands was the establishment of a subtreasury plan<sup>20</sup> for the farmers.<sup>21</sup>

Encouraged by the People's party<sup>22</sup> success in carrying many local and some state elections in 1890 and 1891, the Alliance supported the new party nominee for President in 1892.<sup>23</sup> However, the candidate carried only three states. This was the last major effort on the part of the American farmer to form his own political party.<sup>24</sup>

The beginning of the Twentieth Century marked the expression of interest in the social problems connected with agriculture. The people were moving to towns and cities in large numbers. Thus rural co-operation

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<sup>20</sup>The subtreasury plan would have had the U. S. Treasury set up a warehouse in each state so farmers could deposit grain, cotton, or tobacco and secure treasury notes equal to eighty per cent of the estimated value of the produce which could be redeemed by paying a two per cent interest on the amount advanced.

<sup>21</sup>Carl C. Taylor, The Farmers' Movement (New York, 1953), pp. 300-304.

<sup>22</sup>The Kansas Farmers' Alliance organized a People's Party in August, 1890. The national organization adopted the party in 1891. The Alliance lost control of the party after the 1894 election.

<sup>23</sup>The support of the 1892 People's party candidates was by no means confined to farmers, but the election returns showed very definitely that it was farm organization states which cast the majority of the People's party votes.

<sup>24</sup>Taylor, op. cit., pp. 300-311.

became a social problem increasingly difficult to solve because neighborhood and community ties were loosening.<sup>25</sup>

Many of the agricultural and political leaders felt that an adult educational program would help solve the rural problems of America. Adair stated that "use of truths, methods, and processes which, if known by the farmer and applied by him, would mean financial independence and social progress."<sup>26</sup> Ruby pointed out that the farmer did not know what the scientist was doing and had no way of learning of his discoveries which had meaning and use on the farm. A practical means was needed to connect the United States Department of Agriculture, the land-grant college<sup>27</sup> and the experiment stations<sup>28</sup> with the man on the farm.<sup>29</sup>

This study will be concerned with the educational organization which has assisted rural people in finding solutions to some of their economic and social problems in recent decades.

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<sup>25</sup>Carl C. Taylor, Rural Sociology (New York, 1933), pp. 3-24.

<sup>26</sup>John A. Adair, Congressional Record, Speech in the House of Representatives (Washington, Monday, January 19, 1914), p. 2067.

<sup>27</sup>Land-grant colleges were established in each state under the Morrill Act of 1862 for the purpose of teaching agriculture, mechanical arts and military science. They are so called because the original law granted lands to each state for the support of at least one college teaching agriculture and related science.

<sup>29</sup>Thomas L. Ruby, Congressional Record, Speech in the House of Representatives (Washington, Monday, January 19, 1914), p. 2154.

### Statement of the Problem

The origin, development, and trends of the Kansas Co-operative Agricultural Extension Service have not been compiled in a form that is available to people who desire this information. Knowledge of the events would enable the extension personnel to understand the development and give them some insight into future programs and problems.

The purpose of this investigation was to compile information regarding the origin, development, and trends of the Kansas Co-operative Agricultural Extension Service. The following areas were investigated in this study:

1. The activities leading up to the creation of the Service;
2. The federal and state laws and policies related to the growth and development of the Service;
3. The organization of the Service:
  - a. organizational structure,
  - b. selection and training of personnel,
  - c. placement of the personnel,
  - d. professional activities of personnel,
  - e. benefits made available to the personnel of the Service;
4. The development and contribution of the various professional organizations;
5. The financial provisions for the Service;
6. The major trends of the Service programs.

### Importance of the Study

A descriptive study of the origin, development, and trends of the Kansas Co-operative Agricultural Extension Service will be an important document in the future development of the adult educational program. The study could play a significant function regarding:

1. Information on the organization of the Service that could be valuable in the orientation of new extension agents;
2. The organization and trends that provide information in developing and conducting programs by experienced agents;
3. The major trends of extension work that would furnish information to state and local organizations in carrying out the Kansas Area Development program.

#### Scope of the Study

This study will be limited to the early movements, development, and recent trends affecting the Kansas Co-operative Agricultural Extension Service. Although the major emphasis will be placed on the Kansas program, additional areas that will be discussed are:

1. Federal laws, policies, and programs in relation to the Kansas program.
2. Individual county programs in relation to the state-wide movement of a particular program.

#### Procedures

This investigation was pursued through the following procedures:

1. Reviews of reports and records. Reports and records that were reviewed are:
  - a. Annual county narrative reports. These reports provided descriptions of the projects that were conducted in the county.
  - b. Annual state narrative reports. These reports provided descriptions of the projects that were conducted on a state basis.
  - c. Director's annual reports. These reports provided information on projects which had an impact on the Kansas economy during the year. They included new projects started during the year and the purposes for starting the projects.
  - d. Annual financial reports. These reports included the total cost of the extension program and the moneys spent on special projects.



2. Reviews of selected state and federal laws and policies. The writer included laws and policies which were influential in the origin and development of the Kansas Co-operative Agricultural Extension Service.
3. Reviews of available literature (books, reports, speeches) related to the origin, development and recent major trends in extension work.
4. Interviews with current leaders in the Kansas Co-operative Agriculture Extension Service. These interviews provided clarifications of policies, development and recent major trends of the service.

## CHAPTER II

### NATIONAL AND STATE MOVEMENTS

This chapter will review the national and the state movements which were instrumental in the creation of the Co-operative Agricultural Extension Service.

#### National Movements

The Co-operative Agricultural Extension Service roots can be traced to George Washington's first message to Congress. In 1785 an agricultural society was organized in Philadelphia to disseminate information through publications, newspapers, and lectures, and to bring about local agricultural organizations.<sup>1</sup>

The Morrill Act of 1862<sup>2</sup> marks the beginning of systematic agricultural education in the United States and serves as a landmark in the development of scientific as distinguished from classical and liberal arts education.<sup>3</sup> Only three states, Maryland, Michigan, and Pennsylvania,

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<sup>1</sup>Edmund deS. Brunner and El Hsin Poa Yang, Rural America and the Extension Service, (New York, 1949), p. 2.

<sup>2</sup>The Morrill Act of 1862 gave public land to each state, 30,000 acres for each representative and senator, for the purpose of the establishment and support of one college that taught agriculture, mechanical arts, and military science.

<sup>3</sup>A. C. True, "A History of the Act of Congress Elevating the United States Department of Agriculture to Cabinet Rank," in Proceedings of the 41st Annual Convention of the Association of Land-Grant Colleges and Universities, 1927, p. 19.

had agricultural colleges in operation when the Morrill Act was passed.<sup>4</sup>

The first agricultural experiment station was established in connection with Wesleyan University in Connecticut during 1875. Eighteen experiment stations were established as a part of the agricultural colleges.<sup>5</sup>

Federal aid for state experiment stations and the establishment of a federal office of experiment stations was the result of co-operation between the agricultural colleges and the Department of Agriculture. The Department of Agriculture called a convention of the state agricultural college leaders in 1885 "to consider co-operation with the department in the work of the experiment stations, the best means for encouraging congressional action and other cognate questions."<sup>6</sup> The convention recommended that federal aid for experiment stations should "create a division of intercommunication and exchange between the colleges and the stations, which would have charge of the details of co-operation."<sup>7</sup> The Hatch Act, appropriating federal funds to the state experiment station, was passed in 1887, and the Office of Experiment Stations was established as a part of the Department of Agriculture in 1888.

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<sup>4</sup>A. C. True, "A History of Agricultural Extension in the United States, 1785-1923," U.S.D.A. Miscellaneous Publication 36 (Washington, 1929), p. 110.

<sup>5</sup>True, op. cit., pp. 201-202.

<sup>6</sup>Ibid., p. 206.

<sup>7</sup>"Proceedings of the Second Convention of the Association of American Agricultural Colleges and Experiment Stations," U.S.D.A. Miscellaneous Bulletin No. 1 (Washington, 1889), p. 13.

Extension directors and leaders who had been appointed to organize and develop farmers' institutes<sup>8</sup> and other forms of extension work attended the early conventions of the Association of American Agricultural Colleges and Experiment Stations. It became necessary to give them recognition by appointing a special extension committee in 1905.<sup>9</sup>

At the turn of the century the first county farm bureau<sup>10</sup> was organized in Broome County, New York. The Binghamton Chamber of Commerce recognized that the trade of the city was very largely dependent upon the farming population in the surrounding area. A committee was appointed which organized demonstration farms that taught improved farm practices.<sup>11</sup>

The work and report of the County Life Commission appointed by President Theodore Roosevelt in August, 1908, with Liberty Hyde Bailey as chairman, was instrumental in encouraging legislation for extension

<sup>8</sup>Farmers' institutes were sponsored by the agriculture colleges for the purpose of presenting practical and useful information to farmers. The college professors presented information related to livestock and crops.

<sup>9</sup>A. C. True, "A History of Agricultural Education in the United States, 1785-1923," U.S.D.A. Miscellaneous Publication 36 (Washington, 1929), p. 49.

<sup>10</sup>The county farm bureau was an association of people interested in rural affairs, which has for its objective the development in a county of the most profitable and permanent system of agriculture, the establishment of community ideals, and the furtherance of the well-being, prosperity, and happiness of the rural people through co-operation with local, state and national agencies in the development and execution of a program of extension work in agriculture and home economics.

<sup>11</sup>Edward Wiest, Agricultural Organization in the United States (Lexington, Kentucky, 1923), pp. 503-515.

work. The Commission found that rural America had not reached as high a level of development as had urban America. However, it found a strong desire among the rural people "to make rural civilization as effective and satisfying as other civilization."<sup>12</sup> Consequently, the Commission recommended that attention be given to fundamental problems and the methods by which country life could be improved.

Furthermore, the Commission found that the greatest problem was the lack of proper education. It recommended that education be based on the natural center of the community. The education program was to be carried on into adult work. The Commission made a specific policy recommendation to each state college of agriculture to organize "a complete department of extension designed to forward not only the business of agriculture, but sanitation, education homemaking, and all interests of country life."<sup>13</sup>

During the time that the Commission on Country Life was studying rural problems, the Committee on Extension Work was instrumental in the promotion of legislation for a federal appropriation for extension work. The first bill for federal aid was drafted by members of this Committee and introduced in the House of Representatives by Congressman McLaughlin in December, 1909.<sup>14</sup> The bill was supported by the American Farm Bureau

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<sup>12</sup>The Commission on Country Life, "Report of the Commission on County Life" (New York, 1911), p. 125.

<sup>13</sup>Ibid., p. 126.

<sup>14</sup>A. C. True, "A History of Agricultural Extension Work in the United States, 1785-1923," U.S.D.A. Miscellaneous Publication 36 (Washington, 1929), p. 49.

Federation<sup>15</sup> and the National Grange.<sup>16</sup>

The work and vision of a dynamic leader, Dr. Seaman A. Knapp, exerted a powerful influence toward the organization of extension on a co-operative basis. He set up the Porter's Community Demonstration Farm near Terrel, Texas, in 1903. The Terrel Chamber of Commerce raised \$900 to guarantee Walter C. Porter against loss provided he farmed seventy acres of his land under the supervision of Dr. Knapp. At the end of the year, the farmer reported that he had made \$700 more than he would have by his usual farming methods.<sup>17</sup> The Secretary of Agriculture allotted funds from an emergency appropriation to be used by Dr. Knapp to establish additional demonstration farms and hire special agents to supervise the work. In a two-year period, twenty-four agents were employed in three states and 7,000 farmers agreed to serve as demonstrators.<sup>18</sup>

Through the demonstration farms and farmers' institutes, the general public gave support to this type of rural education program. The National Soil Fertility League, a group of bankers and businessmen,

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<sup>15</sup> American Farm Bureau Federation's early objective was to organize in every community a group of farmers who would demonstrate on their own farms principles of scientific agriculture.

<sup>16</sup> The National Grange was organized by farmers to combat adverse economic conditions following the Civil War. In this organization there was secrecy, ritual, place for both men and women, exaltation of agriculture, dignity, and reverence, all aimed at binding U. S. agriculturalist into a single fraternity.

<sup>17</sup> R. K. Bliss, The Spirit and Philosophy of Extension Work (Washington, 1952), pp. 23-28.

<sup>18</sup> Ibid., p. 25.

organized into an association to promote extension legislation, had a hand in drafting the first copy of the Smith bill.<sup>19</sup> In 1912, sixteen different bills for federal aid for extension work were pending in the House of Representatives.<sup>20</sup>

The chief arguments for federal legislation as summarized by a historian of the extension movements, A. C. True, were:

That the maintenance of the national food supply was presenting serious problems of great importance to all our people; that the movement of population away from the farm was increasing, partly because of lack of educational and social advantages, and the movement tended to leave in the country the people who needed most the information and assistance which the extension services of the land-grant colleges might give if their financial support were more adequate; and the federal government through its system of indirect taxation was in a good position to aid the States in financing the work.<sup>21</sup>

The Smith and Lever bills were endorsed by the Association of American Agricultural Colleges and Experiment Stations and were approved by the Secretary of Agriculture.<sup>22</sup> During the hearing of the bills Secretary Houston was instrumental in preventing an amendment to give the state departments of agriculture some of the funds. He stated that it

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<sup>19</sup> The Smith bill was introduced in the House of Representatives to provide for co-operative agricultural extension work between the land-grant colleges and the United States Department of Agriculture in 1912.

<sup>20</sup> A. C. True, "A History of Agricultural Extension Work in the United States, 1875-1923," U.S.D.A. Miscellaneous Publication No. 36, (Washington, 1929), p. 109.

<sup>21</sup> Ibid., p. 103.

<sup>22</sup> Ibid., p. 112.

was the policy of the Department of Agriculture to co-operate with the state colleges of agriculture in extension work.<sup>23</sup> The Smith-Lever Act for extension work was approved May 8, 1914.

#### Movements in Kansas

Kansas State Agricultural College provided leadership in the movement when, in 1868, its board of regents required the president and professors "to make known the character and aims of the institution in the more populous settlements of the state and to establish a system of lecturing in the college and the counties in order to disseminate correct agriculture principles."<sup>24</sup>

In April, 1905, the St. Joseph and Grand Island Railroad Company ran a special dairy train over its system. Professor Oscar Erf of the Kansas State Agricultural College staff made one-hour talks to dairymen at each station. In November, 1905, the Rock Island Railroad Company covered the entire Kansas mileage of the system in two weeks. At each stop a program on corn and wheat was usually given in the audience cars. Evening sessions were held in halls in the town where night stops were made. In December of the same year an agricultural train was operated over the Missouri Pacific lines. The complete expenses of operating

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<sup>23</sup>

The Smith and Lever bills were combined into one which was enacted by the U. S. Congress in 1914 and which created the Co-operative Agricultural Extension Service.

<sup>24</sup>

Julius Terras Willard. History of the Kansas State College of Agriculture and Applied Science (Manhattan, 1940), p. 165.



the trains were paid by the railroad companies.<sup>25</sup>

In 1911 the Division of Extension was created as part of the Kansas State Agricultural College. The department of extension was given the status of a division with John H. Miller as dean on October 30, 1912.<sup>26</sup>

The directors' reports for the three fiscal years 1909-10, 1910-11, and 1911-12 were made in considerable detail and reflect the enormous increase of extension work during that period. Some of the activities scheduled during this period were farmers' institutes, 642 of which were held within the biennium. Seven agricultural trains operated over four railroad systems. The director reported several hundred addresses at picnics and fairs and before commercial clubs, women's clubs, granges, and teachers' associations, and in grammar and high schools. A sizeable amount of public work was done in the field of highway, bridge, drainage, and irrigation engineering. Other phases of work included home economics clubs, neighborhood improvement clubs, stock improvement clubs, advocacy of vocational education, assistance to farmers and horticulturists by individual visits, and a beginning in the conducting of study by correspondence.<sup>27</sup>

The personnel department had considerable change during the period from 1912 to 1920. John Miller resigned his position as dean on August 31,

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<sup>25</sup> Ibid., pp. 165-166.

<sup>26</sup> Ibid., p. 184.

<sup>27</sup> "Eighteenth Biennial Report," Kansas State College (Manhattan, 1912), pp. 12-22.

1915; Edward Carl Johnson succeeded Miller as dean of the Division of College Extension. Johnson had been superintendent of farmers' institutes and demonstrations since 1912 and retained this work in connection with the deanship until July 1, 1917.<sup>28</sup>

Walter S. Gearhart was chosen to be highway engineer in the Extension Department, July 1, 1909. In 1911 under the implications of a state law the holder of this position became state engineer. In 1917 Gearhart was appointed as the first chief engineer of the State Highway Commission.<sup>29</sup>

Edwin Lee Holton was appointed Professor of Rural Education in April, 1910. His success in this field was such that he was transferred to resident work and was Professor of Rural Education until 1913, when he was made Professor of Education.<sup>30</sup>

Harry J. C. Umberger was appointed supervisor of demonstration in extension, February 1, 1915. In 1917 he became county agent leader, and continued in that capacity until 1919 when he became dean.<sup>31</sup>

Frances L. Brown began work with the department of extension July 1, 1909, as lecturer in domestic science. She was effective

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<sup>28</sup> Kansas Co-operative Agricultural Extension Service, Personnel Records (Manhattan, 1912-20).

<sup>29</sup> Kansas Co-operative Agricultural Extension Service, Gearhart's Personnel Record (Manhattan, 1909-17).

<sup>30</sup> Kansas Co-operative Agricultural Extension Service, Holton's Personnel Record (Manhattan, 1910-13).

<sup>31</sup> Kansas Co-operative Agricultural Extension Service, Umberger's Personnel Record (Manhattan, 1915-15).

in this work and in 1914 was appointed Director of Home Economics in Extension.<sup>32</sup>

Harry B. Walker was employed as the drainage and irrigation engineer in 1910 and made Associate Professor of Irrigation and Drainage Engineering in Extension in 1914. In 1921 he was promoted to the position of Professor of Agricultural Engineering in the Division of Engineering.<sup>33</sup>

Louis C. Williams began his service in the Division of Extension July 1, 1915, as assistant to E. C. Johnson, superintendent of farmers' institutes and demonstration. He was appointed Assistant Professor of Horticulture in Extension February, 1920. In 1924 he was put in charge of extension specialists in agriculture and home economics.<sup>34</sup>

Alonzo F. Turner was hired as assistant county agent leader in 1917. He became the first full-time field agent in 1924.<sup>35</sup>

Thirteen agricultural agents were employed during 1914. These men visited 2,755 farmers on their farms, made 2,224 personal calls at their offices, and received approximately 6,000 telephone calls. The agents addressed 820 meetings of various kinds. They organized twenty-five boys' and girls' clubs which had a membership of 1,017. The agents

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<sup>32</sup> Kansas Co-operative Agricultural Extension Service, Brown's Personnel Record (Manhattan, 1909-17).

<sup>33</sup> Kansas Co-operative Agricultural Extension Service, Walker's Personnel Record (Manhattan, 1910-28).

<sup>34</sup> Kansas Co-operative Agricultural Extension Service, William's Personnel Record (Manhattan, 1915-55).

<sup>35</sup> Kansas Co-operative Agricultural Extension Service, Turner's Personnel Record (Manhattan, 1917-42).

co-operated with five hundred and eighty-one farm bureau members and other farmers in conducting demonstrations on their farms. They made sixty-five tours to inspect demonstrations.<sup>36</sup>

The agents planned farm buildings in co-operation with farm owners. Upon their suggestion 119 silos were erected. Drainage, irrigation, and contour systems were planned on farms during the year.<sup>37</sup>

Farmers selected seed of corn and sorghums according to the agents' recommendations and planted 10,000 acres with selected seed. Over 10,000 acres of wheat were sown with seed treated for smut.<sup>38</sup>

The county agricultural agent conducted the educational program in co-operation with interested farmers who belonged to the county farm bureau. According to Johnson the county farm bureau is an:

Organization of people or groups of people who are interested in the agricultural progress of the county and the general welfare which such progress brings and who firmly believe that progress can best be realized by study and application of the best principles of agriculture known and being developed. They co-operate with the agricultural agent and reinforce his work. With his help and suggestions they put into practice on their own farms what is best along one or more lines.<sup>39</sup>

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<sup>36</sup> Kansas Co-operative Agricultural Extension Service, Kansas Extension Director's Annual Report, 1914 (Manhattan, Kansas State College), pp. 4-11.

<sup>37</sup> Ibid., p. 9.

<sup>38</sup> Ibid., p. 10.

<sup>39</sup> E. C. Johnson, The Agriculture Agent and Farm Bureau Movement in Kansas, Extension Bulletin No. 2 (Manhattan, May, 1915), pp. 5-7.

After the first farm bureau was organized in Leavenworth county and the first county agent appointed August 1, 1912, the Kansas legislature made provisions to make the agent position permanent. A farm bureau law<sup>40</sup> was enacted to take effect July 1, 1915. By July 1, 1916, there were sixteen counties with farm bureaus and agents, and five districts with district agents covering an area of five to eight counties each. Farm bureau and county agent work was supported in part by local subscriptions, farm bureau dues, county funds, and by state and federal appropriations,<sup>41</sup> but the district agent's work was supported entirely by federal and state funds under the control of Kansas State Agricultural College.<sup>42</sup>

Any county could secure local, state, and federal aid for a farm bureau provided it secured a membership of at least 250 farmers who paid a membership fee. The fee ranged from one to five dollars a year. The farm bureau, through its executive committee and in co-operation with Kansas State College, selected a county agent. The agent devoted all of his time to the affairs of the farm bureau, and was under the

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<sup>40</sup>The farm bureau law provided for the counties to be organized and to receive benefits under the Smith-Lever Act. The local farm bureau had the responsibility of disseminating information related to agriculture and home economics to all the people in the county.

<sup>41</sup>Kansas Co-operative Agricultural Extension Service, Kansas Extension Director's Annual Report, 1916 (Manhattan, Kansas State College), pp. 3-8.

<sup>42</sup>The district agent was responsible for conducting an educational program in agriculture and home economics in five to eight counties. He also had the responsibility of encouraging and assisting the local people in organizing county farm bureaus. The county agent was not employed until a farm bureau was organized within the county.

joint direction of the farm bureau and the college. The farmers themselves outlined the work which they considered most important to their county. A program of work was then prepared and the county agent's activities were devoted to the task of achieving these goals.<sup>43</sup>

Kansas was one of the first states to conduct extension work for rural women.<sup>44</sup> The work included lectures and demonstrations in food preparation, sewing, home decoration, sanitation, and household management. The lectures and demonstrations were presented at farm and home institutes, homemakers' clubs, extension schools, boys' and girls' clubs, high schools and other organizations. Assistance was also given to teachers in domestic science and domestic art in high schools and to women's clubs in the furnishing of programs and study material. During 1915-16 the home economics specialists lectured before 568 farm and home institute meetings, 187 special women's meetings, and 178 high schools. They conducted 79 one-week extension schools for women in as many communities in the state and assisted in 103 homemakers' clubs. The specialist gave twenty-eight addresses and demonstrations at twenty-eight institutes and normal schools and judged at forty-one agricultural fairs.<sup>45</sup>

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<sup>43</sup> General Statutes of Kansas, 2-601, County Farm Bureaus, 1915, Sec. 1.

<sup>44</sup> Willard, op. cit., p. 166.

<sup>45</sup> Ibid., pp. 1-10.

## CHAPTER III

### LAWS AND POLICIES

This chapter will review the origins and the legal basis of the Co-operative Agricultural Extension Service which is one of three basic functions now undertaken by the land-grant colleges and universities of the various states and territories.

In May, 1914, the Smith-Lever Act was passed by the Congress. This bill provided for co-operative agricultural extension work between the institutions in the several states receiving benefits of the Morrill Act of 1862, and of acts supplementary thereto, and the United States Department of Agriculture.<sup>1</sup>

#### Federal Laws and Policies

The Smith-Lever Act of 1914 is the foundation upon which the system of agricultural and home economics extension work was built. This Act provided:

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

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<sup>1</sup>Edmund deS. Brunner and Hsin Pao Yang, Rural America and the Extension Service (New York, 1949), p. 5.

That co-operative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in several communities, and imparting information on said subjects through field demonstration, publications, and otherwise; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges receiving the benefits of this Act.<sup>2</sup>

The principle provisions of the Act pointed out that extension work must be carried on only in the land-grant institution in co-operation with the United States Department of Agriculture.<sup>3</sup> It also enabled the use of plans for organizing and maintaining the service as mutually agreed upon by the Secretary of Agriculture and the land-grant institution.

The Act further provided that extension work was to be with individuals not attending or resident in the land-grant institution. There were no limitations as to age, race, sex or occupation of individuals to be served by this agency. The subject matter scope was specified as "the giving of instruction and practical demonstrations in agriculture and home economics."<sup>4</sup>

The Act stipulated that co-operative extension work was to be educational. It was a function of the land-grant college. The Morrill Acts of 1862 and of 1890 specified that the purpose of such an institution was to teach. The Smith-Lever Act specified that the work of

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<sup>2</sup>U. S. Congress, Smith-Lever Act, May 9, 1914. Public Law 95-63rd Congress (H.R. 7951), Sec. 1.

<sup>3</sup>Loc. cit.

<sup>4</sup>Loc. cit.



the extension organization would consist of the giving of instruction, but it states that the method of instruction would be provided through practical demonstrations.<sup>5</sup>

Each state was to receive \$10,000 annually from federal funds, and the following year additional amounts, pro-rated on the basis of rural population, from a federal fund of \$600,000, would increase by \$500,000 annually for seven years and continue thereafter at a total of \$4,100,000, making a total of \$4,580,000 in 1923 when the maximum was reached.<sup>6</sup>

The additional amounts above the basic grant of \$10,000 were pro-rated among the states in proportion to their rural population and were available only when matched by state or local funds raised or contributed within the state.

The provision requiring financial participation was crucial. It was perhaps the secret to the high degree of co-operation which now exists among the counties, the state, and the federal government in their combined service for farm people. It made the local people regard the Service not as something offered to them from outside, which they could take or ignore as they pleased, but as theirs by right of their own support and participation.

It is significant to note that each college receiving the benefits of the Act was required to send an annual statement to the Secretary of Agriculture covering its use of the funds.<sup>7</sup> This audit was the only

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<sup>5</sup>Loc. cit.

<sup>6</sup>Ibid., Sec. 3.

<sup>7</sup>Ibid., Sec. 4.

control over the program lodged in the federal government and insured that the funds granted the states would be spent within the purpose of the Act.

The Act provided for the development of extension through an itinerant agricultural adviser in each county, called in most states a county agent. His responsibility was to give leadership and direction in all lines of rural activity, technical, social, and economic. The Act also placed work in home economics and 4-H clubs on a firm footing.<sup>8</sup>

#### Memorandum of Understanding

Immediately following the passage of the Smith-Lever Act, several administrative problems regarding extension work developed. Means of co-operation between the land-grant institutions and the United States Department of Agriculture had not been specifically agreed upon. States were using different procedures in the organization and in the terminology of the educational program.

In an attempt to improve operations the Secretary of Agriculture suggested to the land-grant institutions that they pool all their extension funds and make the national program a united one. The idea was generally accepted and the Memorandum of Understanding between the state land-grant institutions and the United States Department of Agriculture regarding extension work in agriculture and home economics was formulated.<sup>9</sup>

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<sup>8</sup>Ibid., Sec. 1.

<sup>9</sup>A. C. True, "A History of Agricultural Education in the United States, 1785-1923," U.S.D.A. Miscellaneous Publication 36 (Washington, 1929), pp. 114-118.

Under the terms of this memorandum the state agricultural colleges agreed:

To organize and maintain a definite and distinct administrative division for the management and conduct of the extension work in agriculture and home economics, with a director selected by the college and satisfactory to the Department of Agriculture; to administer through such extension division thus organized any and all funds it has or may hereafter receive for such work from appropriations made by Congress or the State Legislature, by allotment from its Board of Regents, or from another source; to cooperate with the United States Department of Agriculture in all extension work in agriculture and home economics which said Department is or shall be authorized by Congress to conduct in the state.

The United States Department of Agriculture agreed:

To establish and maintain a central office for the general supervision of all co-operative extension work in agriculture and home economics; to conduct all its extension work in co-operation with the land-grant institution.

The land-grant institutions and the United States Department of Agriculture mutually agreed:

That co-operative extension work in agriculture and home economics as carried on in the state would be planned under the joint supervision of the state director and the responsible officer for the Department; that all appointees should be joint representatives of the land-grant institution and the Department; and that plans for the use of funds should be made and executed by the states subject to the approval of the Secretary of Agriculture.<sup>10</sup>

The philosophy behind this agreement was identical with that of the law itself. The bill placed the responsibilities for the actual conduct of the work proposed in the agriculture college and provided

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<sup>10</sup>"Memorandum of Understanding Between the \_\_\_\_\_ and the United States Department of Agriculture Regarding Extension Work in Agriculture and Home Economics," Proceedings of the Thirteenth Annual Convention of The Association of American Agricultural Colleges and Experiment Stations (Washington, 1917), pp. 135-136.

specifically for the adjustment of work to local conditions through a co-operative relationship established between the college of agriculture and the Secretary of Agriculture. It was quite possible that if the responsibility and in effect the control of the program had not been placed in the state colleges, fewer of the colleges would have ratified the memorandum. There were those who regarded the Smith-Lever Act with alarm and saw in it the Trojan horse through which the federal power would gain control of the colleges.

#### Additional Federal Legislation Affecting Co-operative Extension Work

A number of Congressional acts pertaining to agricultural education were passed between 1914 and 1945 which provided for the further development of extension work. The first of interest here was the Clarke-McNary Act of 1924. This enactment appropriated funds specifically for extension work in forestry. The Capper-Ketcham Act of 1928 substantially increased the appropriation of federal funds for the total extension program. This Act stipulated that at least eighty percent of the additional appropriation was to be expended for salaries of county workers for the further development of the program at the county level. The Bankhead-Jones Act of 1935 authorized additional funds for expanding the extension program. The apportionment of these funds was based on farm population rather than rural population. Each of these legislative enactments provided not only for the extension program in each of the states but also for the territories.

In 1939 Congress passed the Additional Extension Work Act. The act appropriated funds specifically for extension workers' expenses

in agriculture and home economics. The Bankhead-Flannagan Act of 1945 provided for further development of county extension work. The enactment provided additional funds for the assistance to farm people in improvement of their standard of living, in development of individual farm and home plans, in better markets and distribution of farm products, in work with rural youths in 4-H clubs and older out-of-school youth, in guidance of farm people in improving farm and home buildings, and in development of effective programs in canning, food preservation, and nutrition.

The Research and Marketing Act of 1946 expanded the work of extension in the urban areas. The specific provisions which led extension into urban areas were: to conduct experimentation to determine the best methods of processing, preparing for market, packaging, handling, transporting, storing, distributing and marketing agricultural products; to determine costs of marketing agricultural products in their various forms and through the various channels and assist in the development and establishment of more efficient marketing methods; to develop and improve standards of quality, condition, grade, and packaging and recommend and demonstrate such standards in order to encourage uniformity and consistency in commercial practices; to conduct and co-operate in consumer education for the more effective utilization and greater consumption of agricultural products; to collect and disseminate marketing information, including adequate outlook information on a market-area basis, for the purpose of anticipating and meeting consumer requirements.

These additional legislative enactments related to extension resulted in much confusion. Some of the acts required offset funds while

others provided gratuitous grants-in-aid.<sup>11</sup> Some appropriations were authorized annually; some were continuing and permanent appropriations. Some were based on farm population, others on rural population. Some of the funds were included in the budget of the United States Department of Agriculture; other funds were sent directly to the states.

In 1932 the Land-Grant College Association was considering a possible solution to this problem. After considerable deliberation, Congress took action in 1953 to combine acts that provided funds for extension work. The Hope-Aiken Act (Public Law 83 of the Eighty-third Congress) repealed all of the separate laws, with the exception of the Clarke-McNary Act of 1924 and the Research and Marketing Act of 1946. The new act provided an open-end appropriation clause which permitted each session of Congress to allocate funds for extension work.<sup>12</sup> It also extended the scope of subject matter of the organization by pointing out that "co-operative agricultural extension work shall consist of giving of instruction and practical demonstrations in agriculture and home economics and subjects relating thereto."<sup>13</sup>

Since 1954 Congress has appropriated additional funds for an expanded extension program. The appropriations were designed to stimulate

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<sup>11</sup>An offset clause requires the states to match a certain percent of the federal government's appropriation.

<sup>12</sup>An open-end appropriation clause gives Congress the authority to determine the amount of funds that are appropriated for extension work annually.

<sup>13</sup>U. S. Congress, Hope-Aiken Act, June 26, 1953. Public Law 83-83rd Congress, (S 1679).

projects in such areas as on-the-farm counseling, public affairs, marketing, work with Indian families and rural development. The states developed proposals and pilot projects which permitted them to qualify for these additional funds.

Policies Related to Co-operative Agricultural Extension Service

The first significant attempt to chart the future of extension was made by a committee within the federal extension office. It produced a report which was concerned with appraising the completeness and adequacy of extension's educational efforts in relation to the total field of responsibilities.<sup>14</sup>

The committee specifically pointed out the primary objective of extension education. The group believed that the educational responsibility of the organization was broader than the mere making available of practical information. It also had the responsibility of helping individuals to develop an understanding of how the information would be applied in various situations.<sup>15</sup>

The proposal grew out of a study of the Department which was then taking place. In October, 1945, the Secretary of the United States Department of Agriculture submitted a proposal to the Association of Land-Grant Colleges and Universities suggesting that the Department

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<sup>14</sup>United States Department of Agriculture, Report on Committee of the Federal Extension Staff on the Scope of Extension Educational Responsibility (Washington, January, 1946), p. 4.

<sup>15</sup>Ibid., pp. 4-21.

and the Association establish a joint committee to study and make recommendations on the programs, policies and goals of the Co-operative Agricultural Extension Service. The Secretary's proposal was approved by the Association, and the joint committee was named in October, 1946.

The Joint Committee Report on Extension Programs, Policies and Goals<sup>16</sup> pointed out that the primary function of the Co-operative Agricultural Extension Service was education. It summarized the more fundamental educational accomplishments of extension.

The joint committee also considered and made statements concerning the following: the objectives and scope of the extension organization; the United States Department of Agriculture and the land-grant college relationships in connection with extension work; the relation of extension with other agencies and groups; the Extension Service within the United States Department of Agriculture; the place of extension in the land-grant institution; the extension teaching methods and procedures; the training and professional status of extension workers; the program of extension financing; and the trends and outlook which will affect extension's future job.<sup>17</sup>

The Extension Committee on Organization and Policy of the American Association of Land-Grant Colleges and State Universities recognized the need for taking another look at the extension organization and formulating future directions for its development. In 1957 the committee

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<sup>16</sup>United States Department of Agriculture and Association of Land-Grant Colleges and Universities, Joint Committee Report on Extension Programs, Policies and Goals (Washington, 1948), pp. 1-5.

<sup>17</sup>Loc. cit.



named seven members to a sub-committee on Scope and Responsibility. The assignment of this group was to formulate a statement of the scope and responsibilities of the Co-operative Agricultural Extension Service.

It reaffirmed beliefs of the Committee of the Federal Extension Staff on the Scope of Extension's Educational Responsibility and the Joint Committee Report on Extension Programs, Policies and Goals that the major function of the Co-operative Agricultural Extension Service was education. The committee specifically pointed out that:

This broad charter (The Smith-Lever Act) clearly defines Extension's function as education. This is not education in the abstract, but education for action. It is education of an informal and distinct type. It is education directed to helping people solve the various problems which they encounter from day to day in agriculture, home economics and related subjects.<sup>18</sup>

In performing its educational function, the Service helps individuals to attain:

Greater ability in maintaining more efficient farms and better homes; greater ability in acquiring higher incomes and levels of living on a continuous basis; increased competence and willingness, by both young and adults, to assume leadership and willingness to undertake organized group action when such will contribute effectively to improving their welfare.<sup>19</sup>

In attempting to attain these objectives, the building principle of the extension work always has been helping people to help themselves.

A significant characteristic of extension work has been the necessity to shift program emphasis and teaching methods to meet changing conditions and demands. The subcommittee identified six trends which

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<sup>18</sup> Paul A. Miller, et al., A Statement of Scope and Responsibility of the Co-operative Extension Service (Washington, April, 1958), p. 3.

<sup>19</sup> Loc. cit.

would have impact on the extension program in the future. These were:

1. Adjustment in the family farm economy,
2. off-farm influences,
3. population changes,
4. rising educational levels,
5. changes influencing family--rural and urban,
6. increased demands on our natural resources.<sup>20</sup>

The subcommittee outlined major areas of program emphasis which should receive high-priority attention by the Co-operative Extension Service. These included:

Efficiency in agricultural production; efficiency in marketing distribution and utilization; conservation, development and use of natural resources; management on the farm and in the home; family living; youth development; leadership development; community improvement and resource development; and public affairs.<sup>21</sup>

The subcommittee recognized that the degree of emphasis of each of these areas would vary from one county or state situation to another.

Finally, the committee presented a broader interpretation of the clientele to be served by the extension organization than had been included. And they re-affirmed that extension's first responsibility was to farm and non-farm rural families. However, they stated that information in agriculture, home economics and subjects relating thereto and the application of this knowledge should be presented to other individuals and families such as urban residents, farm commodity and related organizations, and individuals who would purchase, process, and distribute farm products and supply farm people with essential services.

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<sup>20</sup>Ibid., pp. 5-7.

<sup>21</sup>Ibid., pp. 8-12.

## State Laws and Policies

In 1915 the County Farm Bureaus Act was introduced in the Kansas legislature. The bill provided that co-operative agricultural extension work authorized under the Smith-Lever Act be organized through the county farm bureaus. It provided also that a county farm bureau must have a membership of twenty-five percent of the bona fide farmers of the county, or as many as 250 farmers.<sup>22</sup>

The Farm Bureaus Act of 1915 is the foundation upon which the system of agricultural and home economics work was built in Kansas. The Act provided:

County Farm Bureau having for its purpose the giving of instruction in agriculture and home economics to the people of said county through practical demonstrations and otherwise, and the employment of a county agricultural agent or agents to prosecute this work, the Kansas State Agricultural College shall contribute, from federal and state funds granted for demonstration in agriculture and home economics, not less than \$1,200, as far as such funds are available, towards the salary of such county agricultural agent or agents. All applications for such funds must be made by farm bureaus to the extension division of the Kansas State Agricultural College, on or before June 1 and December 1 of each year.<sup>23</sup>

The Act stated that the executive board of the county farm bureau must present to the board of county commissioners a copy of its constitution and bylaws before receiving an appropriation. The constitution and bylaws adopted by the farm bureau had to be approved by Kansas State Agricultural College, and a list of the names of the farmers constituting

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<sup>22</sup> General Statutes of Kansas, House Bill No. 2-601, County Farm Bureaus, 1915, Sec. 3.

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

the membership of the county farm bureau had to be open to public inspection. It provided also that the county farm bureau must raise \$800 which was to be used to purchase the necessary equipment for the operation of the county agricultural extension program.

The Act further provided that the county farm bureau must present to the board of county commissioners its list of farm bureau members and its certificate of deposit. Upon receiving these items, the board of county commissioners would appropriate a sum of money not less than \$1,200 per annum to assist in the payment of the salary of the county agricultural agent and the expenses of the farm bureau. The executive committee of the farm bureau was required to prepare and present a budget showing the amount needed each year.

The Act empowered the county commissioners to levy a tax against the property, real and personal, in the county, sufficient to raise the funds needed for the farm bureau work, and it provided that the levy be in addition to all other levies authorized by law. It also stated that such levy would not exceed one-half mill, unless one-half mill tax levy would not raise at least \$1,200 in revenue, then such limit could be increased to an amount which would raise \$1,200. Before the income from the tax levy was available, the county commissioners were authorized to make appropriations from the general fund of the county. The law provided that funds must be replaced in the general fund when the tax levy became available.

The Act enabled adjacent counties in western Kansas with small populations and low tax evaluations to unite in a joint farm bureau which would be subject to the same requirements and would receive the same appropriations as a farm bureau organized in one county. The county

commissioners of each of the two or more counties would be required to appropriate a fair share of the total \$1,200 each year for the farm bureau work.

The Act stipulated that the farm bureau's membership would elect one member from each township who would be known as the vice-president of the township. The combined township vice-presidents would elect ten of their number who would then constitute the executive board of the county farm bureau.

The Act specified that the county agricultural agent would be selected by the executive board of the county farm bureau. It also stated that to be eligible for the position a person must have had at least five years' experience in practical farm work. The enactment placed the work under the general direction and supervision of Kansas State Agricultural College.

The passage of the Farm Bureau Act, establishing the Agricultural and Home Economics Extension Service on a state basis, was, of course, but a first step, a charter for future co-operative action. Moreover, many varying extension procedures were already being followed in Kansas, despite the progress made by Kansas State Agricultural College in achieving some similarity in organization and terminology. To develop a uniform program, Kansas State Agricultural College and the county farm bureaus agreed through the Memorandum of Understanding to adopt co-operative policies in extension work.

Memorandum of Understanding

Under the memorandum the Division of Extension of Kansas State Agriculture College agreed:

To conduct an education extension program in agriculture, home economics, and 4-H club work in the county with the co-operation of the county farm bureau; to provide a suggested procedure for the planning of a county extension program for the people of the county; to assist in the development of a procedure for the collection of data that may be needed in the development of a county program; to provide a staff of specialists in the fields of agriculture, home economics and 4-H club work for the purpose of visiting counties to assist the county extension agents and leaders to plan and conduct a program for the county; to provide administrative supervisors to assist county extension agents in program organization, planning, and execution, assist the Executive Board in understanding their responsibilities, and assist in development of the county extension program; to receive applications from persons who may be interested in being extension workers and to pass upon their qualifications; to train extension workers in their responsibilities and methods of planning and conducting the extension program.

The Farm Bureau agreed:

To maintain a suitable office for the headquarters of the county office; to provide the necessary transportation and subsistence expenses of the agents while absent from their headquarters on official duty; to pay the necessary expenses of any leaders authorized by the executive board to attend district or state extension program planning conferences; to provide the necessary funds for teaching and demonstration materials and equipment; to employ as agents only those persons who have been approved by the Director of Extension for the county concerned as each agent is a member of the faculty of the University and a co-operative employee of the United States Department of Agriculture; to expend funds within the various items of the budget; to maintain accurate and complete financial records on forms and in books designed by the Director of Extension and to submit copies at such times as may be deemed necessary for the approval of the expenditure of funds as required by the law; to review with the Director of Extension, at least twice a year, the progress being made in the county program.

The Division of College Extension and the Farm Bureau mutually agreed:

That each county extension agent employed would be a co-operative employee of the Division of Extension and the United States Department of Agriculture; that county extension agents would be employed under the terms of a three-party agreement which will stipulate the total salary to be paid to the agent; provisions for transportation and other necessary expenses; the date and length of the employment period; the portion of the salary to be paid by the college, the provisions for annual, sick and professional leave, and other pertinent points pertaining to the employment of an agent; to fix the salary of each county extension agent at a level commensurate with the qualifications required of extension agents and persons in other lines of work requiring similar qualifications and responsibilities; that the employment agreements made by the county farm bureau with the county extension agents and the college would be in force for a one year period; the county extension agents would not be employed in their home county; that the employment of close relatives of the members of the Executive Board in the county office is not a good policy; the sequence of establishing county extension agent positions in a county shall be: agricultural agent, home economics agent, 4-H club agent; that extension work is a profession and that persons engaged in it will be given encouragement and opportunity to improve their professional ability and standing by further study; that the Executive Board will meet at least once each month to transact the business for which it is responsible and confer with the agents concerning the progress being made on the county extension program; that the general supervision of county extension agents as provided by law will be accomplished by conference between the Director of Extension and the agents at such times and places as it is mutually convenient for them.<sup>24</sup>

County Agricultural Extension Council Act

The 1951 session of the Kansas legislature revised the legal provisions wherein the county extension programs became the co-operative

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<sup>24</sup> Kansas State College of Agriculture and Applied Science, Memorandum of Understanding (Manhattan, 1923), pp. 1-5.

responsibility of a County Agricultural Extension Council and Kansas State University. Since 1951, the people of the counties and the administrative officials and specialists of the Kansas Co-operative Agricultural Extension Service have outlined many procedures for the development of county extension programs and for the execution of those programs under prevailing economic and social conditions.

The sole purpose of the County Agricultural Extension Council is the giving of instruction and practical demonstration in agriculture, home economics and 4-H club work to all persons in the county and the imparting to such persons of information on said subjects through field demonstrations, publications or otherwise, and to plan the extension educational programs in the county.<sup>25</sup>

The 1951 Act imposed certain limitations on the Agricultural Extension Council. The council cannot engage in commercial or other private enterprises, legislative programs, or other activities not authorized by this Act. The Act states that the council shall not give preferred service to any individual, group or organization. The County Agricultural Extension Councils may collect fees for specific services which require special equipment or personnel, such as a soil testing laboratory, seed testing service, or other educational service, but they cannot collect membership dues nor can they collect dues for or pay dues to any state or national organization or association.<sup>26</sup>

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<sup>25</sup>General Statutes of Kansas, House Bill No. 364, County Agricultural Extension Council, 1951, Sec. 1. See page 43 for an illustration of the organizational structure of the Council.

<sup>26</sup>Ibid., Sec. 9.



Organization of the County Agricultural  
Extension Council

The County Agricultural Extension Council Act provided for three representatives from each township and each city not a part of a township. One of the three members from a township or city is elected to represent agriculture, one to represent home economics, and one to represent 4-H club work. All citizens of voting age are eligible to vote in the township or city elections. The public meetings would be scheduled not earlier than October first but not later than ten days before the annual meeting of the council.

At the annual meeting, the council elects from its own members an executive board consisting of a chairman, a secretary and a treasurer, and six other members. Not more than one member of the board would be elected from any one township or city unless the county has less than nine townships and cities not a part of a township. The time and place of the annual meeting of the council would be determined by the executive board, but would not be earlier than November first nor later than December twentieth.

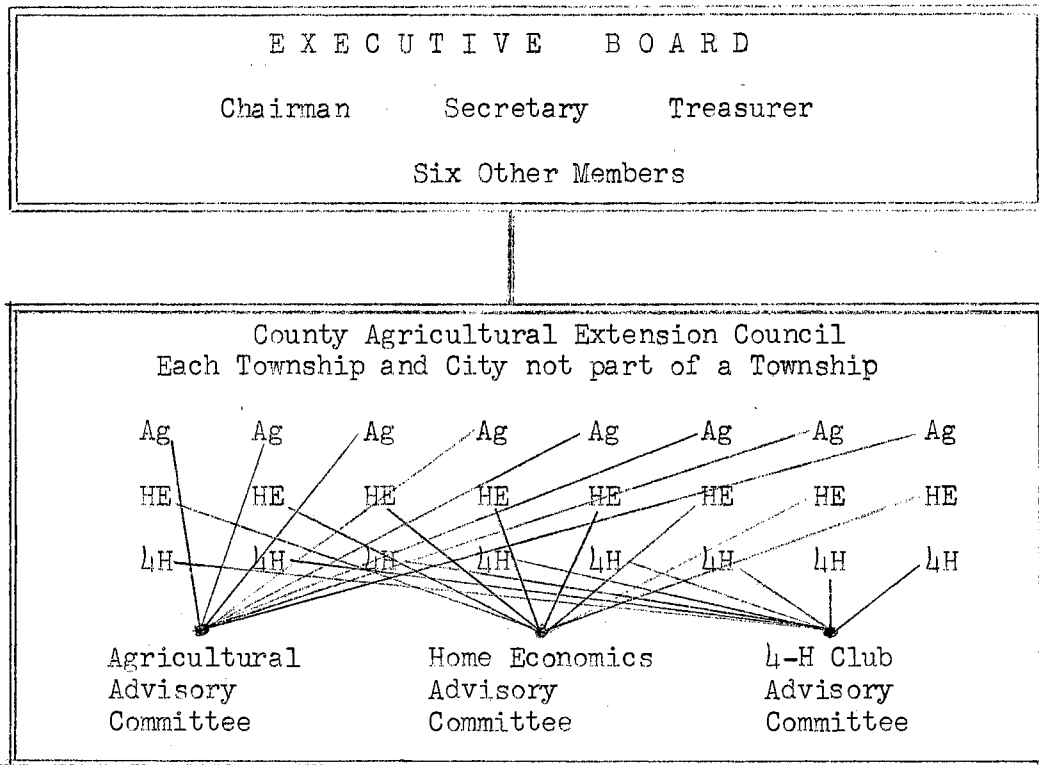
Advisory committees were provided for in the law. The portion of Section 4 of the County Agricultural Extension Council Law indicates how these committees would be organized:

The members so elected in the several townships and incorporated cities shall constitute the county agricultural extension council, and it shall be the duty of said agricultural extension council to plan the educational extension programs of the county. At the annual meeting of the council and such other times as may be designated by the executive board of the council, the council members elected by the townships and cities to represent agriculture, or home economics, or 4-H club work, may meet separately and elect a group chairman for purpose of developing educational program plans on extension work in

agriculture, in home economics or in 4-H club work. All such program plans shall be subject to final approval by the executive board of the county agricultural extension council.<sup>27</sup>

The agricultural advisory committee was to be composed of the agricultural representatives of the council. The home economics advisory committee was to be composed of the home economics representatives. The 4-H club advisory committee was to be composed of the 4-H club representatives.

Diagram of Agricultural Extension Council<sup>28</sup>



<sup>27</sup> Ibid., Sec. 4.

<sup>28</sup> Kansas Co-operative Agricultural Extension Service, Handbook for County Agricultural Extension Councils (Manhattan, 1959), p. 7.

The advisory committees could meet at the time of the annual meeting of the council or at other times as might be designated by the executive board for the purpose of electing a chairman and for developing educational program plans on extension work. All plans were subject to final approval by the executive board.

Duties of the Extension Council and  
Executive Board

The duties of the council and the executive board were given in the law but are listed here in a more readable form:

The Council Shall:

1. Plan the extension program for the county.
2. Meet annually and elect the officers and other members of the executive board.
3. Present to the county commissioners:
  - a. List of council and board members.
  - b. Certification of election.
4. Make available to all groups or organizations equal opportunity to co-operate in the extension program.

The Executive Board Shall:

1. Transact all business of the council.
2. Have control of all property of the council.
3. Select and appoint county extension agents.
4. Employ and fix the compensation of necessary employees to conduct the business of the council.
5. With the director of extension, supervise the extension agents and approve all accounts and expenditures of funds of the council.
6. Fill vacancies in offices and membership of the board.
7. Take and sign oath of public office.
8. Designate bank for deposit of funds by the treasurer.
9. Fix the date, time, and place for each election in the township or cities and the annual meeting of the council.
10. Give approval to program plans prepared by advisory committees.
11. On or before June 13 each year file with the county commissioners in the office of the county clerk:
  - a. List of the current members of the council and board.
  - b. Certification of election of officers.

- c. Certificate by the director of extension that the council is properly functioning and entitled to receive the appropriation provided by law.
  - d. A budget prepared in co-operation with the board of county commissioners and the director of extension.
12. Pay for the bond of the treasurer of the council.
  13. Pay the costs of publishing public notices of annual elections and the annual meeting of the council.
  14. Meet with the newly-elected board each year between January 2 and January 15 and provide all reports, records and other information necessary to the operation of the program.

#### Duties of the Council Officers

##### The Chairman Shall:

1. Serve as chairman of all meetings of the council and board.
2. Meet with the board of county commissioners and the director of extension or his duly authorized representative to approve the budget.
3. Sign warrants with the secretary, or warrant-checks with the secretary and treasurer.
4. In the event of the breach of any conditions of the treasurer's bond, cause a suit to be commenced thereon.

##### The Secretary Shall:

1. Record the proceeding of all meetings.
2. Prepare an annual report on the activities of the council.
3. Keep records open for public inspection.
4. Record the annual report of the treasurer.
5. Countersign with the treasurer of the board an order upon the treasurer of the county for the payment of any moneys due the council by said county treasurer.
6. Perform such other duties as may be prescribed by the board.

##### The Treasurer Shall:

1. Give bond as specified.
2. Deposit in designated bank all money received.
3. Pay out on warrant or by combination warrant-check signed by the secretary and chairman.
4. Keep a book recording all moneys received and disbursed.
5. Make annual report to executive board.
6. Settle with the board at the end of term of office.

7. Hand over to his successor all records and moneys remaining in his hands as treasurer.
8. With the secretary sign an order upon the treasurer of the county for the payment of any moneys due the council.

Council and Board Temure and Compensation:

1. Members of the council are elected for a two-year term; however, in 1951 one-half of the members were elected for one-year terms.
2. Members serve until their successors are elected and qualify.
3. No member shall hold office for more than two consecutive terms.
4. Members of the executive board shall hold office for one year and until their successors are elected and qualify.
5. Board members take office at the time of a joint meeting of the newly elected board and the retiring board sometime between January 2 and January 15 of each year.
6. Members of the council and of the executive board shall receive no compensation for their services as member of the council or executive board.

Duties of Other Public Officials

The Director of Extension Shall:

1. Allocate funds toward the salary of county extension agents only after the council has presented to the board of county commissioners a list of members of the council and of its executive board with the statement signed by the chairman of the board certifying that these officers have been duly elected as specified in the law.
2. Certify that the extension council is properly functioning.
3. Co-operate in the preparation of a budget each year.
4. Meet with the board of county commissioners and chairman of the executive board to approve the budget.
5. With the executive board, supervise the county extension agents.
6. Determine the qualifications of county extension agents.
7. Approve all accounts and expenditures of funds by the council.
8. With the executive board, determine the supplies and services necessary to conduct the program.

The Board of County Commissioners Shall:

1. Co-operate with the executive board in the preparation of a budget.
2. Meet with the director of extension or his duly authorized representative and the chairman of the executive board to approve the budget.
3. Make an appropriation and certify to the county clerk the amount of tax necessary to be levied on all tangible taxable property of the county sufficient to provide a program of county extension work.

The County Clerk Shall:

1. Determine the amount and sufficiency of the treasurer's bond.
2. Notify secretary of the board when treasurer's bond has been filed.
3. Notify county treasurer that council treasurer has filed his bond.
4. File the bond of the treasurer of the council.

Calendar for County Agricultural Extension Council

The law states that the activities of the county extension council will be carried out as follows.

1. Between October 1 and ten days before the annual meeting of the council hold township and city election meetings scheduled for the year.
  - a. Dates for election meetings are set by the executive board.
  - b. Public notice of such meetings is given at least one week but not more than three weeks prior to date of the meeting.
2. Between November 1 and December 20 hold annual council meeting.
  - a. Date of this meeting is set by the executive board.
  - b. Public notice of such meeting is given at least one week but not more than three weeks prior to date of meeting.
3. Program planning and advisory committees meet whenever necessary to review or take action on the county program.

4. County extension council may meet in special session whenever necessary to review or take action on the county program.
5. The executive board will meet once each month.<sup>29</sup>

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<sup>29</sup>General Statutes of Kansas, House Bill No. 364, County Agricultural Extension Council, 1951, Sec. 3. See Appendix A, Part II, for the complete statement of the Act.

## CHAPTER IV

### ORGANIZATION

The purpose of this chapter is to present: the organization of the personnel, the state and federal personnel relations, and the financial responsibilities in conducting co-operative agricultural extension work in Kansas.

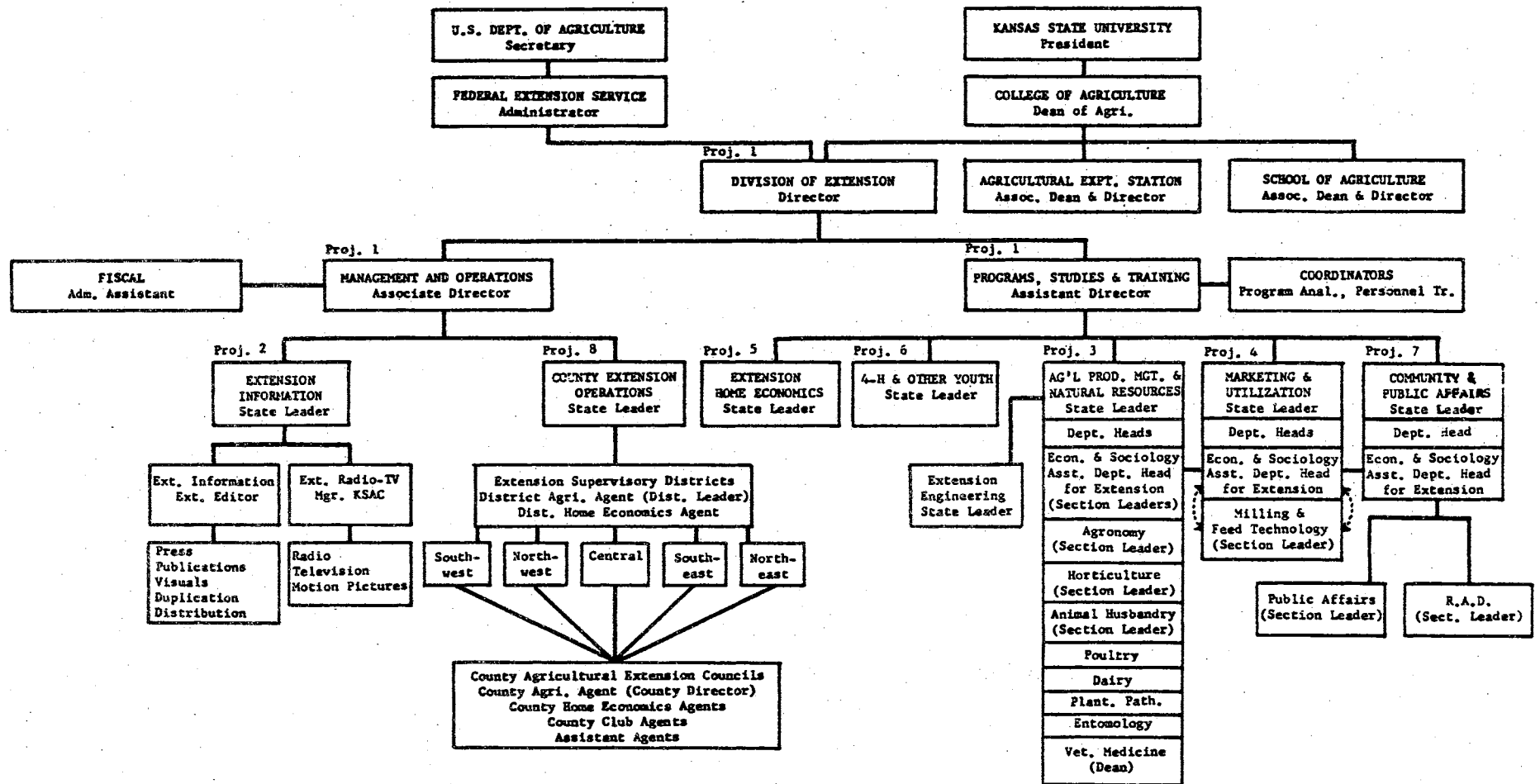
The Division of Extension conducts the Co-operative Extension programs for Kansas State University. The organization of the Division and its relationship to the administration at Kansas State University is outlined in Chart I below. For matters regarding University administration, the Director of Extension reports to the Dean of Agriculture and, through the Dean, to the President of Kansas State University. As a Co-operative Agricultural Extension Service, the Division of Extension receives financial and program support from the United States Department of Agriculture. In return, the Director assumes responsibilities that are outlined in the Smith-Lever Act and the Memorandum of Understanding for educational programs of U.S.D.A. agencies operating within the state of Kansas.

#### Personnel

The co-operative feature of extension work is well illustrated by the joint appointment of personnel by the United States Department of



# Organization Chart - Division of Extension \*



\* Kansas Co-operative Agricultural Extension Service

Agriculture and the land-grant college. In Chapter III the writer described the co-operative personnel agreement.

### Director

The Director of Extension is the administrative officer of the Co-operative Agricultural Extension Service. He is responsible for securing adequate finances and personnel to carry out the planned extension work in Kansas.<sup>1</sup> The Director is assisted by several administrative specialists and state leaders. The personnel are under the direct supervision of the Associate Director and the Assistant Director. They are responsible to the Director for carrying out the program.

### Associate Director

The Associate Director is accountable for the fiscal department; the extension information department; the radio and television department; and the county operations department. He coordinates all state-wide activities in regard to budget and personnel.<sup>2</sup> He is second in rank to the Director.

### Assistant Director

The Assistant Director is responsible to the Director for the program planning, analysis and personnel department; the home economics

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<sup>1</sup>General Statutes of Kansas, House Bill No. 364, County Agricultural Extension Council, 1951, Sec. 3.

<sup>2</sup>Kansas Co-operative Agricultural Extension Service, Organization Plan and Duties for Kansas Extension Service (Manhattan, 1960), p. 2.

department; the boys' and girls' club work department; the agricultural specialists, and the engineering extension department. He arranges all state-wide programs and extension studies conducted within the state. His responsibilities include establishing and planning the pre-service, induction, in-service, and graduate training program for personnel. He also directs the study and analysis of situations and trends basic to making changes in the extension program. This includes program suggestions on national, regional, and state levels.<sup>3</sup>

### State Leaders

State leaders are assigned duties to carry out the work of each department.<sup>4</sup> Each of the leaders has assistants whose work is assigned on a subject matter area or district basis. The assistants also have certain state-wide functions in the division of labor that is required in administration and subject matter.<sup>5</sup>

State Leader of Home Economics. The state leader is accountable for the over-all development and direction of adult home economics program and the home economics phases of the 4-H club program consistent with the expressed needs and desires of local planning committees. She may delegate the arrangement of the home economics program at the state

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<sup>3</sup>Interview with Dr. Wilbur Ringler, Assistant Director of Kansas Co-operative Agricultural Extension Service, October 3, 1964.

<sup>4</sup>The state leader is the administrative person who has the responsibility of planning and coordinating a specific department's educational program.

<sup>5</sup>Interview with Dr. Harold E. Jones, Director of the Kansas Co-operative Agricultural Extension Service, September 12, 1964.

level and the training of district home economics agents.<sup>6</sup>

State Leader of Boys' and Girls' Club Work. The state leader is responsible for the development of a 4-H club and rural youth program in the counties of the state consistent with the expressed needs and desires of local program planning committees. He trains county extension agents in the over-all 4-H program. The state leader designs the 4-H and rural youth programs at the state level with other segments of extension work through the Assistant Director. In carrying out the 4-H and youth programs the leader has six assistants who direct the program within districts.<sup>7</sup>

State Leader for Engineering. The leader is accountable for the over-all development and direction of the engineering extension program, including subject matter for both adult and 4-H phases, consistent with the expressed needs and desires of local planning committees. He selects, trains, and supervises the state staff of specialists. He also directs the state staff specialists in their work in the counties with the state leader of field operations. The state leader maintains working relations with the engineering subject matter department of the University, and with other governmental agencies within the state such as the Soil Conservation Service, the Agricultural Stabilization and Conservation Service and the State Board of Agriculture.<sup>8</sup>

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<sup>6</sup>Kansas Co-operative Agricultural Extension Service, Organization Plan and Duties for Kansas Extension Service (Manhattan, 1960), p. 4.

<sup>7</sup>Ibid., p. 6.

<sup>8</sup>Ibid., p. 7.

State Leader of Field Operations. The state leader is responsible for the arrangement of all extension work among the various counties in the state. He also coordinates all extension work between the counties and the state extension staff. The state leader has ten assistants, five district agricultural agents and five district home economics agents, to develop the county program. The district agents are assigned specific duties to be carried out under the directions of the state leader.<sup>9</sup>

#### Department Head

The department head is responsible for the over-all development and direction of the extension programs within his subject matter area. He is required to devote only a portion of his time to the service's activities. The time is agreed upon by the director of extension and the dean of agriculture.

Head of Subject Matter Department. The subject matter department head in agriculture is accountable for the over-all development and direction of the extension programs within his field. An extension specialist is assigned the duties of project leader within each department. The department head relies on the project leader to coordinate and carry out the extension program in his field.

The department head is responsible for the selection, training and the supervision of the state specialists. The project leader coordinates the training of agents and leaders.<sup>10</sup>

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<sup>9</sup>Interview with Dr. Oscar W. Norby, State Leader of Field Operations, Kansas Co-operative Agricultural Extension Service, September 19, 1964.

<sup>10</sup>Interview with Dr. Harold E. Jones, Director of Kansas Co-operative Agricultural Extension Service, September 12, 1964.

Head of the Department of Extension Information. The department head is accountable for the over-all development, preparation and distribution of extension publications, press releases, and visual aids. He is in charge of selecting, training and supervising the extension information department. This includes the maintenance of the distribution center for the dissemination of extension bulletins, experiment station bulletins and other publications. He distributes United States Department of Agriculture publications and press releases in the state of Kansas.

Another aspect of his duties is the coordinating of extension information with activities of the experiment station, the University news bureau and other segments of the University. He is also responsible to provide information concerning the foreign visitors program.<sup>11</sup>

Head of the Department of Extension Radio and Television. The Head of the department of extension radio and television is also the director of the University radio station, KSAC. He is responsible for the utilization of radio and television as a mass medium of communication and information by extension personnel. The coordination of this medium involves the training of county extension agents and central staff in the use of radio and television. He cooperates with other state and federal agencies by disseminating information of their programs through radio and television.<sup>12</sup>

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<sup>11</sup>Kansas Co-operative Agricultural Extension Service, Organization Plan and Duties for Kansas Extension Service (Manhattan, 1960), p. 7.

<sup>12</sup>Ibid., pp. 8-9.

### Subject Matter Specialists

The first responsibility of the subject matter specialist is the training of county extension agents in subject matter and in methods of presenting subject matter in the specialities which they represent. The specialist assists county extension agents in developing county programs in the subject matter fields and coordinates these programs on a state-wide basis for the most effective teaching. He interprets research results in terms of desirable farm and home practices.<sup>13</sup>

### District Agents

The district agents are responsible for the supervision of county extension agents within a district which is composed of twenty to twenty-two counties. There are five extension districts within Kansas.

District Agricultural Agent. The district agricultural agent serves as district county agent leader with the responsibility of coordinating policy, programs, schedules, agent training, county office management, reports, and public relations for all phases of extension work. He consults with and assists the county agricultural agents in preparation of county extension budgets. He also represents the director in meetings with the executive boards of the county agricultural extension councils and county commissioners in respect to budget matters. He is responsible for the selection of candidates for county extension agent positions according to the technical qualifications necessary for the positions and in accord with the specific requirements desired by the county agricultural

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<sup>13</sup> Interview with Mr. Howard Wilkens, Agronomy Specialist, Kansas Co-operative Agricultural Extension Service, October 5, 1964.

extension councils. The district agricultural agent presents all county extension agent candidates to the executive boards of the county extension councils.<sup>14</sup>

District Home Economics Agent. The district home economics agent is responsible for the arrangement of the county home economics programs within the district. She assists the county home economics agents with preparation, evaluation and reporting of the programs within their respective counties.

Her duties call for the coordination of state-wide home economics programs and training within the district. This requires counseling with the state leader of home economics for programs and training as to the needs of the district regarding these activities. The district home economics agent cooperates with the state leader of home economics for programs regarding the subject matter and agent training activities of the various home economics specialists in the district.<sup>15</sup>

#### County Agents

County Agents are assigned to work within each of the 105 counties of Kansas. They are responsible to conduct an educational program in agriculture, home economics and 4-H club work.

County Agricultural Agent. The county agricultural agent is answerable for the development of all extension activities as outlined and approved

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<sup>14</sup>Kansas Co-operative Agricultural Extension Service, Organization Plan and Duties for Kansas Extension Service (Manhattan, 1960), pp. 11-13.

<sup>15</sup>Ibid., p. 14.



by the County Agricultural Extension Council and set forth in the annual plan of work. When there is a home economics agent employed in the county, the county agricultural agent is broadly accountable for the entire extension program, specifically liable for the agricultural program, and jointly responsible with the home economics agent and the county club agent for other phases of the program.<sup>16</sup>

He is specifically responsible for work with the agricultural members of the county agricultural extension council. In counties without a club agent, he shares with the home economics agent the work with 4-H representatives of the county agricultural extension council.<sup>17</sup>

The county agricultural agent is amenable for the development of a well-balanced, unified program in the county based upon the annual plan of work, as approved by the county agricultural extension council and the state director of extension.<sup>18</sup> He assumes specific leadership in those programs which call for coordinated effort in agricultural, home economics and 4-H club work.

County Home Economics Agent. The basic duty of the county home economics agent is working with home demonstration units. Her responsibility includes the development of the county extension home economics programs. She organizes the home demonstration units. She reports the work and the achievement of goals for the home economics program. The

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<sup>16</sup>Kansas Co-operative Agricultural Extension Service, Organization Plan and Duties for Kansas Extension Service (Manhattan, 1960), pp. 16-20.

<sup>17</sup>Ibid., p. 19.

<sup>18</sup>General Statutes of Kansas, House Bill No. 364, County Agricultural Extension Council, 1951, Sec. 4.

extension program requires that she work closely with other extension agents in developing 4-H club work. The county home economics agent provides training for local leaders in 4-H club home economics subject matter.<sup>19</sup>

County Club Agent. The county club agent is responsible for the development of the county 4-H club program. He is accountable for organizing 4-H clubs. He reports the work and the achievement of county 4-H goals. In meeting these responsibilities, the county club agent consults the county agricultural agent in keeping with his responsibility as director of the county extension program.<sup>20</sup>

#### Qualifications and Training

The training of Kansas extension personnel may be considered in terms of pre-employment, apprentice or induction, in-service training, and graduate work.

Pre-employment. Until after World War II, Kansas State College was not concerned with any specific training for prospective agents on the undergraduate level.<sup>21</sup> In 1948 they began to offer courses in such subjects as extension organization and philosophy which was open to juniors and seniors. The training personnel suggested that interested students add to these subjects agricultural economics, rural sociology, psychology,

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<sup>19</sup> Kansas Co-operative Agricultural Extension Service, Organization Plan and Duties for Kansas Extension Service (Manhattan, 1960), pp. 20-21.

<sup>20</sup> Ibid., p. 22.

<sup>21</sup> Interview with Dr. Harold E. Jones, Director of the Kansas Co-operative Agricultural Extension Service, September 12, 1964.

journalism and public speaking, in addition to technical subjects in agriculture and home economics.<sup>22</sup>

The Kansas Co-operative Agricultural Extension Service has not set a policy related to a specific curriculum for employment. The service requires that a person must have a bachelor's degree in agriculture or home economics from a recognized college or university. The applicant's undergraduate grades must be acceptable to graduate school before employment is considered.<sup>23</sup>

One reason for the relatively slow development of an undergraduate major in this field lies in the rigidity of college curriculums. The scope of extension work is potentially so broad that the training program must be flexible but still provide for both integration and some degree of specialization. This means that the program must cut across normal departmental lines in order to utilize all the appropriate available resources of the training institution.<sup>24</sup>

The applicant for a specialist's position must have completed an advanced degree in the specific area. The head of the subject matter department, the dean of agriculture and the state leader in the area in which the person is being considered reviews the candidate's academic record and determines if his educational background meets the requirements of the position. The educational requirements are in relation to

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<sup>22</sup>Kansas Co-operative Agricultural and Extension Report, Kansas Extension Training Report, 1948 (Manhattan) pp. 1-10.

<sup>23</sup>Jones, op. cit.

<sup>24</sup>Interview with Dr. Curtis Trent, Coordinator of Extension Personnel Training, Kansas Co-operative Agricultural Extension Service, October 7, 1964.

the degree requirements of the department in which the individual will be employed.<sup>25</sup>

Apprentice Training. The classroom work alone is not a completely adequate preparation for the informal teaching situation faced by an extension worker. Kansas uses an apprentice period in which the prospective extension worker in home economics serves as a junior assistant<sup>26</sup> under an experienced county extension agent. The apprenticeship is supervised by both the district home economics agent and the county director.<sup>27</sup>

During the three-month training period, the district home economics agent usually makes three visits to the county where the junior assistant is assigned. At the beginning of the training period, she visits the county to explain the training outline to the apprentice. The second visit occurs during the middle of the training period when she discusses with the trainee and the agents the work being done. On the last visit, at the close of the training period, the progress of the junior assistant is evaluated by the district home economics agent and the county extension agents who also assisted with the training.<sup>28</sup>

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<sup>25</sup>Jones, op. cit.

<sup>26</sup>A junior assistant is a student majoring in home economics who receives three months of training in a county between her junior and senior year of college.

<sup>27</sup>Interview with Dr. Oscar Norby, State Leader of Field Operations, Kansas Co-operative Agricultural Extension Service, September 19, 1964.

<sup>28</sup>Interview with (Mrs.) Kathryn Sughrue, District Home Economics Agent, Kansas Co-operative Agricultural Extension Service, October 7, 1964.

Induction Training. The training given to the newly-employed extension worker begins the first day he is on the job and continues throughout the first year of his employment. The training provides the new Kansas extension worker with the relationships and experiences that will enable him to develop his full potential. This involves development of desirable attitudes, work habits, skills and techniques.<sup>29</sup> It also permits the trainee to determine if he is suited for extension work and gives the administrators an opportunity to evaluate the trainee for permanent employment.

The trainee receives one week of induction training at Kansas State University. He receives intensive training in the policies and regulations of the Kansas Extension Service. The employee receives an additional four weeks of practical training in communications, subject matter and recreation leadership.<sup>30</sup>

The home economics agents are usually placed in a county position after five weeks of training. The continuation of her training is carried out by the district home economics agent and the county director.<sup>31</sup>

The assistant agricultural agents or 4-H club agents are placed in a county under the direction of an experienced agent. Kansas has designated certain counties as training counties, and both agents and local people understand the responsibility.<sup>32</sup>

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<sup>29</sup>Kansas Co-operative Agricultural Extension Service, Extension Training Policy, Kansas State University (Manhattan, 1964), p. 1.

<sup>30</sup>Ibid., p. 6.

<sup>31</sup>Norby, op. cit.

<sup>32</sup>Jones, op. cit.

The training supplies the new employee with information which he did not receive in academic preparation. Since it is on-the-job training, principles and application are closely linked in terms of a concrete situation faced day after day. The trainer-agent<sup>33</sup> provides an important aspect of the work from office procedure, records and reports to the analysis of the problems of the people and the processes by which agents and people co-operatively develop a program. The new agent must do some teaching, applying what he has learned about extension teaching methods. He must absorb and learn to use a knowledge of the traditions and cultural backgrounds of the people. The trainee must learn to know the county, its people and their life, and other organizations which serve them. Finally, he must learn how to evaluate the success or failure of his work.<sup>34</sup>

In-Service Training. The rapid advances in knowledge as a result of research and the expanding educational program of extension make in-service training actively imperative. The aim of such training is not only to increase the employee's proficiency but to keep him up-to-date in content and methods.<sup>35</sup>

In addition to these routine activities there are certain formalized experiences which contribute to in-service training. One of these is the annual Kansas Extension Conference which brings together the entire staff

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<sup>33</sup>Trainer-agent is the county extension person who supervises the new employee training within the county.

<sup>34</sup>Interview with Dr. Curtis Trent, Co-ordinator of Extension Personnel Training, Kansas Co-operative Agricultural Extension Service, October 7, 1964.

<sup>35</sup>United States Department of Agriculture, Report on In-Service Training Program for Co-operative Extension Personnel (Washington, 1960), p. 7.

at Kansas State University for reviews of current developments in operations and research.<sup>36</sup>

Workshops. Kansas extension has made considerable use of workshops in training personnel. Typically, these are held for two or three days and they bring together for a period of intensive work persons having a specific need for training. Thus, there have been workshops for extension administrators, state leaders, supervisors, specialists, editors, visual educational workers, and for those engaged in research and evaluation.<sup>37</sup>

Summer Schools. Kansas State University and a number of other institutions<sup>38</sup> offer a three-week program for extension workers in their regular summer school courses. The subject matter course offered involves the philosophy, methods, and programs of the extension service.<sup>39</sup>

The Kansas Extension Service provides three weeks educational leave at full salary for the personnel to attend summer school. The policy also permits the extension worker to accumulate his annual leave for a period of two years and attend an eight weeks summer school session.<sup>40</sup>

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<sup>36</sup>Kansas State University, Kansas Co-operative Agricultural Extension Service's Annual Conference, (Manhattan, 1963), pp. 1-4.

<sup>37</sup>Trent, op. cit.

<sup>38</sup>Other institutions offering three-week graduate programs for extension workers are: Arizona State University, Colorado State University, University of Arkansas, University of California (Davis), University of Georgia, and the University of Wisconsin.

<sup>39</sup>Kansas State University, Short-term Graduate Courses (Manhattan, 1960), pp. 1-8.

<sup>40</sup>Kansas Co-operative Agricultural Extension Service, Contract Agreement (Manhattan, 1960), pp. 1-2.

Graduate Work. One reason for the earlier lack of emphasis upon graduate work lies in the general character of the extension worker's job, which causes more difficulty on the graduate level than on the undergraduate. Graduate work has traditionally tended toward specialization. The extension worker's job, especially that of the county extension agents, is general in character.<sup>41</sup>

In July, 1958, the Kansas Board of Regents passed a resolution which provided sabbatical leave for the personnel in extension. The sabbatical leave makes it possible for the extension worker to do graduate study with financial assistance. The leave enables the individual to receive full salary for five months or one-half salary for eleven months after being employed six years.<sup>42</sup>

Since 1958 approximately thirty percent of the state staff have started working toward or have completed a doctoral program. At the present time sixty-five percent of the county extension workers have completed or engaged in an advanced degree program. Since 1960 the Kansas extension service has had an average of five to eight percent of its personnel on leave working toward advanced degrees.<sup>43</sup>

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<sup>41</sup>Trent, op. cit.

<sup>42</sup>"Faculty Policies for County Agent Personnel," Division of College Extension, Kansas State College (Manhattan, July 1, 1958), pp. 1-6.

<sup>43</sup>Speech by Dr. James A. McCain, President, Kansas State University, Kansas Co-operative Agricultural Extension Service's Annual Conference, October 28, 1964.



## Placement of Personnel

The Kansas Extension Service is responsible for the selection of all its personnel.<sup>44</sup> The Service's procedure for the selection of personnel is a written policy designating the responsibilities of the personnel.

The procedure requires the state leader or subject matter head to keep on file all applicants in his area of specialty. The district agricultural agent and the state leader of field operations have the primary responsibility for recruiting men for county extension agent positions. The recruitment for home economics agents is the responsibility of the state leader of field operations, state leader of home economics, and the district agricultural and home economics agents.<sup>45</sup>

The assistant director of extension determines whether the applicant is acceptable as a graduate student to work toward a Master of Science degree in extension education. The director of extension determines if the applicant is acceptable for employment in a county on the basis of his application. The eligibility committee of the school of agriculture passes on technical qualifications for applicants. The committee consists of the dean of the school of agriculture and the head of the department

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<sup>44</sup> "Memorandum of Understanding Between the \_\_\_\_\_ and the United States Department of Agriculture Regarding Extension Work in Agriculture and Home Economics," Proceedings of the Thirteenth Annual Convention of the Association of American Agricultural Colleges and Experiment Stations (Washington, 1917), p. 136.

<sup>45</sup> "Policy Statement Regarding the Handling of Applications, Hiring and Training of New County Extension Agents," Division of Extension, Kansas State University (Manhattan, April 1, 1962), p. 1

in which the applicant is specializing.<sup>46</sup>

The assistant to the state leader of home economics has the primary responsibility for recruiting prospective county home economics agents through the home economics departments in the various colleges and universities of Kansas. She recruits, selects, places and helps supervise college students participating in the junior assistant home economics agent program which was discussed earlier in this chapter.

The application of women is processed in the same manner as that for the men. The state leader of home economics and the dean of the school of home economics serve as a committee to review applicants for the home economics agent's position.<sup>47</sup>

The applications are processed by the state leader of field operations. The processing includes:

1. Obtaining a completed application,
2. establishing a personnel folder,
3. obtaining recommendations from references,
4. obtaining transcripts of all academic training,
5. obtaining certification of the applicant's freedom from physical and mental defects which would hinder his job performance.<sup>48</sup>

After the applicant receives approval from the state staff, the district agricultural agent recommends the candidate to the executive board of the county agricultural extension council. In making the

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<sup>46</sup>Interview with Dr. Harold E. Jones, Director, Kansas Co-operative Agricultural Extension Service, September 12, 1964.

<sup>47</sup>Loc. cit.

<sup>48</sup>"Policy Statement Regarding the Handling of Applications, Hiring and Training of New County Extension Agents," Division of Extension, Kansas State University (Manhattan, April 1, 1962), p. 1.

recommendations, district agricultural agents do not usually consider scholastic standards to be so important as farm background and the personality of the candidate. If the county board is not satisfied after an interview with the suggested applicant, it requests that the state extension service recommend more candidates. Usually the county board trusts the judgment of the district agricultural agent and accepts the applicant recommended.<sup>49</sup>

When a position becomes open that would be considered a promotion, all agents are given consideration. The final selection is made in accord with the county executive board's desires and needs. Usually the agent is promoted within the general area of the state because of his previous experience. When an opening occurs on the state staff, consideration is given to all personnel who have the technical qualifications of the speciality. About fifty percent of the specialists are hired from the field personnel; the remaining positions are filled by personnel from outside of the state.<sup>50</sup>

The Memorandum of Understanding between Kansas State University and the United States Department of Agriculture regarding personnel provides for joint appointments.<sup>51</sup> The Federal Extension Office does not take any

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<sup>49</sup>Interview with Dr. Oscar Norby, State Leader of Field Operations, Kansas Co-operative Agricultural Extension Service, September 19, 1964.

<sup>50</sup>Loc. cit.

<sup>51</sup>"Memorandum of Understanding Between the \_\_\_\_\_ and the United States Department of Agriculture Regarding Extension Work in Agriculture and Home Economics." Proceedings of the Thirteenth Annual Convention of the Association of American Agricultural Colleges and Experiment Stations, (Washington, 1917), p. 136.

part in the selection and recommendation of the state extension personnel. It reserves the right to approve the appointment, but it has seldom disapproved of appointments requested.<sup>52</sup>

#### Professional Activities of Personnel

The county extension agents have organized themselves into three associations for the improvement of their profession. The associations are: The Kansas Association of County Agricultural Agents, the Kansas Home Economics Agents' Association, and the Kansas Association of County 4-H Club Agents. Each organization is a member of its respective national association.

Kansas Association of County Agricultural Agents. The objective of this association is to provide:

1. Means of improving the status of the county agents,
2. opportunity for discussion on common problems of county agents,
3. a method of voicing the general sentiment of the county agents on problems affecting their work,
4. improvement of all conditions of work.<sup>53</sup>

The membership in the association is open to any county agricultural agent, male club agent, and associate or assistant county agricultural agent who is doing regular agricultural extension work on a full-time basis in the state of Kansas.<sup>54</sup> During 1963 the association received one

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<sup>52</sup>Jones, op. cit.

<sup>53</sup>Kansas Association of County Agricultural Agents, Constitution and By-Laws, Articles II, Revised November, 1963, p. 1.

<sup>54</sup>Loc. cit.

hundred percent participation from the county agricultural agents and assistant county agricultural agents.<sup>55</sup>

The annual membership dues are \$20.00 per year and are due the first of November each year.<sup>56</sup> The dues for agents employed after November are prorated for the remaining portion of the year.

The regular meetings of the Kansas association are held during the annual extension conference week each fall and during the 4-H Round-up week during the summer. The fall meeting is the annual business meeting for the election of officers. The summer meeting consists of committees working on problems related to the improvement of the county extension agents' profession.

Kansas Home Economics Agents' Association. The objective of this association is to promote and develop the growth of home economics extension work in Kansas.<sup>57</sup>

The membership in the association includes the county home economics agents in Kansas. It does not permit the membership of female 4-H club agents. The board of directors consists of twelve members of the association. It elects the seven officers from the general membership of the association and five members from their respective administrative districts. The officers elected are the president, president-elect, first vice-president,

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<sup>55</sup>Interview with Mr. Herbert Bulk, Secretary of the Kansas Association of County Agricultural Agents, October 28, 1964.

<sup>56</sup>Kansas Association of County Agricultural Agents, Constitution and By-Laws, Articles II, Revised, November, 1963, p. 1.

<sup>57</sup>Kansas Home Economics Agents' Association, Constitution and By-Laws, Articles II, February, 1956, p. 1.

second vice-president, secretary, treasurer, and historian. The length of the term of office is two years.<sup>58</sup>

The association schedules three regular meetings each year. The annual meeting is held during the annual extension conference week and the other two are scheduled during farm and home week and 4-H Round-up at Kansas State University. The annual meeting is the official meeting for the election of officers. The two other meetings involve committees working on problems related to the improvement of the county home economics agents' work.<sup>59</sup>

Kansas Association of County 4-H Club Agents. This is the smallest organization in numbers among the three Kansas extension agents' associations. The membership is limited because only thirty-three counties in the state employ club agents.<sup>60</sup>

The purpose of this organization is to:

1. Enhance the professional improvement of 4-H club agents,
2. develop a spirit of good fellowship among membership of the association,
3. promote professional loyalty among extension workers,
4. provide an official channel of communication between agents and administration.<sup>61</sup>

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<sup>58</sup>Loc. cit.

<sup>59</sup>Loc. cit.

<sup>60</sup>Kansas Co-operative Agricultural Extension Service, Personnel Sheet, Kansas State University (Manhattan, November, 1964), pp. 7-13.

<sup>61</sup>Kansas Association of County 4-H Club Agents, Constitution and By-Laws, Article II, Revised, October, 1960, p. 1.

During the past few years the three associations of extension agents have influenced the professional improvement of agents. In 1958 the Kansas Board of Regents For Higher Education passed a resolution which granted the agent twenty-six days of annual leave; fifteen days of sick leave, accumulative up to ninety days; three weeks professional leave with full salary every three years; and sabbatical leave after six years of employment.<sup>62</sup>

### State and Federal Personnel Relations

Joint Appointment of Personnel. Immediately following the inception of the Smith-Lever Act, many administrative problems regarding extension work developed. The principal provisions of the Act stated that extension work must be developed in the land-grant institutions in cooperation with the United States Department of Agriculture. Various methods were being followed in the organizations and programs of the different states. To find a solution to these problems, the Secretary of Agriculture recommended to the land-grant institutions that they pool their efforts and devise a procedure which would make the national program a united one. The idea was generally accepted and the institutions and the Secretary agreed on the Memorandum of Understanding regarding extension work.<sup>63</sup>

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<sup>62</sup>"Faculty Policies For County Agent Personnel," Division of College Extension, Kansas State College (Manhattan, July 1, 1958), pp. 1-6.

<sup>63</sup>"Memorandum of Understanding Between the \_\_\_\_\_ and the United States Department of Agriculture Regarding Extension Work in Agriculture and Home Economics," Proceedings of the Thirteenth Annual Convention of the Association of American Agricultural Colleges and Experiment Stations, (Washington, 1917), pp. 135-136.

The agreement also provided that all employees would receive joint appointment from the land-grant institution and the Department of Agriculture.<sup>64</sup> The Federal Extension Office, representing the Department of Agriculture, does not take any part in the selection and recommendation of the state extension personnel. Although it reserves the right to approve the appointment, it has seldom disapproved appointments requested.

Penalty Privilege. Authority for the use of the penalty mailing privilege<sup>65</sup> was granted to the state director of extension under congressional acts of May 8 and June 30, 1914. This privilege is for the director's use only in mailing official matters. All correspondence must be conducted under the name of the director, and mailing must be deposited at designated post offices.<sup>66</sup>

The Federal Penalty Mailing Privilege permits co-operative extension employees to mail free official correspondence and material relating exclusively to the business of the government of the United States. This includes matters directly connected with extension enterprises outlined in project agreements and plans of work which are covered by the Memorandum of Understanding with the Federal Extension Service.<sup>67</sup>

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<sup>64</sup>Loc. cit.

<sup>65</sup>The penalty mailing privilege permits co-operative extension personnel to mail official correspondence without paying postage.

<sup>66</sup>Federal Extension Handbook, U.S.D.A., Chapter IX, "Penalty Mail," p. 1.

<sup>67</sup>Loc. cit.



There are no designated post offices for depositing mailings authorized under the penalty mailing privilege. Employees authorized to use this penalty mailing privilege deposit mailings at local post offices convenient to their official headquarters.<sup>68</sup>

The federal penalty privilege is part of the Department of Agriculture's contribution to the furtherance of the extension work on the local and state level. During the fiscal year of 1962-63, the Kansas Co-operative Agricultural Extension Service personnel deposited 708,779 pieces of penalty mail in the post offices.<sup>69</sup>

Political Activity Restrictions. Since the co-operative extension employees hold federal appointments in the United States Department of Agriculture, they are governed by the Civil Service Commission which protects them from efforts to force them to render political service or tribute. Federal employees derive this protection from the Civil Service Act, passed in 1883, which laid the foundation for the Federal merit system.

The Hatch Act, passed in 1939, goes further than the Civil Service Act. It provides, in general, that federal employees cannot render political service, or take an active part in political management or political campaigns, even if they are willing to do so.<sup>70</sup> Basically,

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<sup>68</sup>Ibid., p. 4.

<sup>69</sup>Kansas Penalty Mail Report, Report to the Federal Extension Service on the Number of Pieces of Mail Deposited in the Post Office During 1963. Kansas State University, Extension Division Fiscal Department, (Manhattan, December 31, 1963), p. 1.

<sup>70</sup>United States Civil Service Commission, Federal Employee Facts, No. 2 (Washington, April, 1956), p. 1.

both these laws have the effect of insulating the federal career employee against the effect of political considerations that might damage his job tenure. They are a protection to the employee against political reprisals, which were the order of the day under the spoils system, because they eliminate grounds for such reprisals.

Civil Service Retirement. An amendment, January 19, 1942, of the Civil Service Retirement Act of May 29, 1930, provided optional retirement coverage for co-operative extension employees holding federal appointments in the United States Department of Agriculture. The Civil Service Commission ruled, July 1, 1952, that it was mandatory that all co-operative extension employees with a federal appointment be members of the U.S. Civil Service Retirement System.<sup>71</sup> Deductions are withheld from each employee at the rate of six and one-half percent of the salary for each pay period. This amount is deducted from the portion of the employee's salary which is paid from the fiscal office at Kansas State University.

The Civil Service Retirement System is essentially an employer-employee retirement plan in which the Government, as the employer guarantees its employees a regular income at the end of their active careers or, in the event of death, benefits to their survivors. Eligibility for and the amount of the benefit payable are directly related to length of service and on the average of the high five-year salary. With certain exceptions, credit is given for service, both civilian and military, performed for the federal government.<sup>72</sup>

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<sup>71</sup>Federal Extension Handbook, U.S.D.A., Chapter VI, "Civil Service Retirement," p. 3.

<sup>72</sup>United States Civil Service Commission, Your Retirement System, Pamphlet 18 (Washington, March, 1961), pp. 1-32.

## Finances

The co-operative feature of extension work is well illustrated in the manner in which it is financed. Federal, State, county and individual funds are all a part of the total extension budget. In Chapter III the writer described the co-operative organizational features. Extension work is thus co-operatively planned, financed and carried out. The framers of the original extension legislation held fast to this principle.

### Funds of Federal Origin

Extension financing from funds of the federal program is based upon the original co-operative agricultural extension legislation. All major bills appropriating federal funds for extension passed since the Smith-Lever Act have been for the purpose of furthering the development of co-operative extension work as inaugurated under its terms. This Act was a further development of earlier legislation that established the land-grant college system. There are four main features in the determination of allocations in present federal laws providing grants-in-aid funds to states:

1. A uniform appropriation to each state which helps provide at least a minimum extension setup,
2. a division of funds according to farm population, which appears to favor certain states,
3. a division of funds according to rural population, which appears to favor certain other states,
4. a fund appropriated to the Secretary of Agriculture for allocation in accordance with relative need.

In 1964 Kansas received \$1,250,000.00 under the Smith-Lever Act.<sup>73</sup>

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<sup>73</sup> Kansas Co-operative Agricultural Extension Service, 1964 Budget, Kansas State University (Manhattan, 1965), p. 1.

This federal allocation provided approximately twenty-five percent of the total budget for carrying out extension work during the year.<sup>74</sup>

In addition to these basic acts inaugurating and developing the Co-operative Agricultural Extension Service, Congress has made appropriations for special-need programs within the states. The special-need programs are administered through the office of the Secretary of Agriculture. In 1964 Kansas received \$152,000.00 to conduct special need programs.<sup>75</sup> These funds amount to approximately ten percent of the total federal appropriation or about two and one-half percent of the total budget for 1964.

#### State Funds

The source of funds from within the state further demonstrates the co-operative principle of extension. The Kansas legislature furnishes approximately twenty-five percent of the total funds while the federal government provides twenty-five percent and the county governments appropriate fifty percent of the total Kansas extension budget. One of the strongest features of co-operative agricultural extension work is co-operative financing.

The state legislative appropriations are made to Kansas State University for expenditure for co-operative extension. These funds are handled by the fiscal department of Kansas State University at the

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<sup>74</sup>  
Loc. cit.

<sup>75</sup> Kansas Co-operative Agricultural Extension Service, 1964 Budget, Kansas State University (Manhattan, 1965), p. 1.

direction of the state director of extension. The legislature appropriated \$1,312,000.00 for extension work during 1964.<sup>76</sup>

During 1964 the Kansas Department of Economics allocated \$39,000.00 to the Extension Service to conduct a survey of the forestry products in the state.<sup>77</sup> The survey will include the raw forestry products and marketing facilities. Funds granted the extension service to carry out special projects usually amount to less than one percent of the total funds appropriated by the legislature.

Approximately seventy-five percent of the state and federal funds are used for the operations of the state staff. The funds are used for the purposes of paying salaries, travel, sabbatical leave, and printing materials for the educational program. The director of extension appropriates approximately twenty-five percent of the state and federal funds to pay a portion of each agent's salary.<sup>78</sup>

#### County Funds

The county agricultural extension councils are financed by federal, state, and county funds. Occasionally, there may be some contributions from private or other sources as additional resources for the county agricultural extension program. As provided in the County Agricultural Extension Council Act, a budget is prepared each year by the executive

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<sup>76</sup>Loc. cit.

<sup>77</sup>The Department of Economics is a division of state government in Kansas.

<sup>78</sup>Interview with Mr. M. E. Stark, Administrative Assistant, Kansas Co-operative Agricultural Extension Service, October 2, 1964.

board of the county agricultural extension council in cooperation with the board of county commissioners and the director of extension.<sup>79</sup> The budget covers the next calendar and shows the estimated expenses and receipts from all sources. The receipts include the unencumbered cash balance, the amount the college will contribute toward the salaries of the agents, any contributions for the coming year and the amount of county appropriation necessary to balance the budget. The budget must then be approved by the board of county commissioners, the director of extension or his duly authorized representative, and the chairman of the executive board. The budget is filed with the board of county commissioners in the office of the county clerk by June 13 of each year.<sup>80</sup> The law specified that:

The board of county commissioners shall then make an appropriation and certify to the county clerk the amount of tax necessary to be levied on all tangible property of the county sufficient to provide a program of county extension work.<sup>81</sup>

The levy is not within the aggregate county levy limit. The law provides that the levy will not exceed one and one-half mills for those counties with less than fifteen million dollars evaluation; the levy will not exceed one and one-half mills or \$22,500.00, whichever is the smaller for those counties with an evaluation between fifteen and thirty million dollars; The levy will not exceed three-fourths of a mill for those counties with

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<sup>79</sup>General Statutes of Kansas, House Bill No. 364, County Agricultural Extension Council, 1951, Sec. 3.

<sup>80</sup>Loc. cit.

<sup>81</sup>General Statutes of Kansas, House Bill No. 364, County Agricultural Extension Council, 1951, Sec. 3.

an evaluation of more than thirty million dollars; the levy may yield up to \$40,000.00 in revenue for those counties adjacent to a military reservation.<sup>82</sup>

#### Handling Funds

The funds appropriated by the county commissioners are deposited in a bank within the county under the name of the County Agricultural Extension Council. The executive board designates the bank where the treasurer will deposit the funds. The treasurer is bonded for 125 percent of the largest amount which will be on deposit during the year.<sup>83</sup>

All expenditures of funds, from whatever source derived, by the county agricultural extension council must have the approval of the executive board and director of extension. Money is paid out by the treasurer of the council only by a combination warrant-check signed by the chairman of the executive board, the secretary, and the treasurer. The treasurer keeps a record of all receipts and expenditures together with the purpose of such expenditures. A copy of all receipts and expenditures is forwarded to the fiscal department each month for the approval of the state director of extension.<sup>84</sup>

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<sup>82</sup>General Statutes of Kansas, House Bill No. 44, County Agricultural Extension Council Act, April 8, 1963, Sec. 1.

<sup>83</sup>Loc. cit.

<sup>84</sup>Ibid., Sec. 5.

## CHAPTER V

### RECENT MAJOR TRENDS

Years of experience with annual and long-term planning has taught the people and the extension personnel that they must include the latest technology and community needs in the program. In the 1950's the state and federal extension office co-operated in establishing a committee to review the past accomplishments of the extension services and make recommendations on areas which should be included in future programs.

In 1958 the committee published a document titled "A Statement of Scope and Responsibility, the Co-operative Extension Service Today," which has become known throughout the nation as the "Scope Report." It was a summary of the recommendations of the committees which included extension administrators and specialists. The groups studied the following nine areas: production, marketing, resources, management, family, youth, leadership, community, and public affairs.<sup>1</sup> They outlined for each program area a statement on subject matter, clientele, responsibilities, and objectives, how they were to be accomplished and requirements in accomplishing them.

Almost everything now being done by the Kansas Extension Service was included in some part of the Scope Report. Kansas has not followed

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<sup>1</sup>Paul Miller et al., A Statement of Scope and Responsibilities of the Co-operative Extension Service (Washington, 1958), p. 2.



all of the practices or programs outlined but has found that all of its present programs are encompassed in the broader statement.<sup>2</sup>

### Urban 4-H Club Work

Four-H club work has been a successful program of work with young people for more than fifty years. Priority has been given in the past to the needs of farm youth, but the Scope Report implied that it should include young people in rural non-farm homes and in suburban or urban families.

Today, it has become clear that the Kansas 4-H club program has accepted the recommendations of the Scope Report. In 1955 the program included only the rural youth with the exception of a few rural non-farm youth who belonged to rural clubs. In 1963 the total enrollment in 4-H clubs consisted of sixty-one percent rural, nineteen percent rural non-farm, and twenty percent urban youth.<sup>3</sup>

In developing a program for youth in rural non-farm and urban homes, extension personnel have taken another look at the Smith-Lever Act. It refers to "the people of the United States" as clientele of the extension service. The Scope Report outlined responsibilities in developing programs and projects that would meet the needs and interests of young people regardless of place of residence.

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<sup>2</sup>Harold E. Jones et al., A Guide to Extension Programs for Kansas (Manhattan, 1960), pp. 1-15.

<sup>3</sup>Kansas Co-operative Agricultural Extension Service, Supplemental Report, 4-H and Other Youth Programs, 1963 (Manhattan, Kansas State University), p. 12.

The Scope Report stated ten specific objectives in helping young people to:

1. Acquire knowledge, skills, and attitudes for a satisfying home and family life,
2. enjoy a useful work experience, together with responsibility and satisfaction of personal accomplishment,
3. develop leadership talents and abilities to achieve their citizenship potential,
4. appreciate the values of research and learn scientific methods of making decisions and solving problems,
5. recognize the importance of scientific agriculture and home economics and their relationships to our total economy,
6. explore career opportunities in agriculture, home economics, and related fields, and recognize the need for continuing education,
7. appreciate nature, understand conservation, and make wise use of natural resources,
8. cultivate traits of healthful living, purposeful recreation, and intelligent use of leisure time,
9. strengthen personal standards and philosophy of life based on lasting and satisfying values,
10. gain attitudes, abilities and understandings for working co-operatively with others.<sup>4</sup>

Even though the extension service has been serving increasing numbers of rural non-farm and urban youth, it recognizes that its youth program has a basic educational foundation in areas related to science, agriculture, and home economics in their broadest contexts. The basic philosophy of the 4-H club has not changed, but it has inserted a variation of the activities. It is built around the principle of "learning by doing." Listed below are activities that all boys and girls participate in as part of club work.

1. Monthly meeting. The meetings are conducted under the "Robert's Rules of Order." The members learn the responsibilities and obligations of governing themselves.

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<sup>4</sup>Paul Miller et al., A Statement of Scope and Responsibilities of the Co-operative Extension Service (Washington, 1958), pp. 29-30.

2. Project work. Project work teaches private ownership and the responsibility for the decision and work affecting the success of their enterprises.
3. Demonstrations. The members learn to advance their ideas and present scientific information clearly and accurately.
4. Health. Health activities teach the youth the value of his and her community health.
5. Judging. Judging teaches the club member to make decisions and develop skills of discrimination.
6. Project talks. They learn to advance their ideas convincingly.
7. Community service. They carry on beneficial services for the community and develop a sense of citizenship responsibility.
8. Recreation. They learn to enjoy group activities.
9. Activities and events. The programs give the youth an opportunity to enlarge their cultural, creative and aesthetic experiences.
10. Group action. The members learn how to work toward group objectives.<sup>5</sup>

In order to interest the rural non-farm and urban youth in the 4-H club program, considerable change has taken place in the projects offered.<sup>6</sup> The electric program was one of the earlier projects offered to arouse urban youth interest. In 1959 the enrollment in the project was 11,990.<sup>7</sup> The program was divided into three phases, basic, intermediate, and advanced. The member had the opportunity to enroll in the phase that most nearly challenged his ability.

In 1960 four new projects were offered on a state-wide basis. They were the dog, entomology, photography, and automotive projects. During

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<sup>5</sup>Kansas Co-operative Agricultural Extension Service, Secretary's Record Book for 4-H Clubs, Extension Circular 69, Revised (Manhattan, Kansas State University), pp. 12-52.

<sup>6</sup>Jones, op. cit., p. 11.

<sup>7</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, 4-H and Other Youth Programs, 1959 (Manhattan, Kansas State University), p. 34.

this year 1099 members were enrolled in the four projects.<sup>8</sup> Each of the projects was offered on a pilot county basis before being offered as a state-wide project so that extension personnel could evaluate the project and determine if it met the needs and interests of the club members.

Until 1961 the only projects limited to enrollment by older members were the automotive and junior leadership projects. County extension agents indicated in a survey conducted in 1958 that one-third of their counties had no such county-wide programs. The agents recognized that older members liked to meet on a county or beyond-county basis and had not been satisfied with participating in the local club program.<sup>9</sup> Older members had changing interests and different needs and thus new and different opportunities for personal growth and development were needed.<sup>10</sup>

The Personal Development project was designed to meet these needs. It was offered in seven phases:

1. Manners,
2. Relationship with others,
3. Appearance,
4. Expression,
5. Career exploration,
6. Character development,
7. Philosophy of life.<sup>11</sup>

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<sup>8</sup> Kansas Co-operative Agricultural Extension Service, Annual Report, 4-H and Other Youth Programs, 1960 (Manhattan, Kansas State University), p. 28.

<sup>9</sup> Ibid., p. 29.

<sup>10</sup> R. G. Drumright, The Older Adolescent (unpublished paper, School of Education, Kansas State University, 1961), pp. 1-4.

<sup>11</sup> Roberta A. Anderson, Personal Development Project Handbook, (Manhattan, Kansas State University, 1962), p. 3.

The career exploration phase of the project has been studied in relation to the enrollment at Kansas State University. Since 1961, the beginning of the project, the School of Home Economics' enrollment has increased one hundred and fifty-seven percent. The School of Agriculture's enrollment has increased twenty-two percent during the past year. Thus, the increase in majors in agriculture and home economics is closely correlated with new projects offered in 4-H club work. And the same is true for the study of entomology at Kansas State University where the enrollment in that subject has increased two hundred percent since 1961.<sup>12</sup>

In 1963 the citizenship activity was offered as a project. It was designed to encourage and to recognize good citizenship practices among 4-H members. It included activities which increased the interest, understanding, or knowledge of the responsibilities of a citizen in a democratic republic. The program emphasized the concern of the "good citizen" for the welfare of others through acts of community service, as well as participation in the local civic organization and functions of the community, county, and state.<sup>13</sup>

During the past two years, the state has taken part in the National Citizenship Short Course provided by the National 4-H Center in Washington, D.C. In 1963 thirty-two delegates and four leaders, representing twenty-two

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<sup>12</sup>Interview with Dr. Duane Acker, Dean of the School of Agriculture, Kansas State University, October 27, 1964.

<sup>13</sup>Kansas Co-operative Agricultural Extension Service, Citizenship Project, (Manhattan, Kansas State University, 1964), pp. 1-2.

counties, took part in the six-day short course. They were given specific leadership in various areas of citizenship through speakers, discussion, films, and tours that gave them first-hand experience.<sup>14</sup>

The International Farm Youth Exchange program has developed interest among the urban youth. A change in the program has been made so the farm youth may spend part of his time with urban families. The IFYE delegates had an opportunity to become acquainted with college life. Kansas State University fraternities and sororities agreed to host the incoming IFYE delegates for a week. Thus, the delegates had an opportunity to become acquainted with Kansas' higher education system, and the fraternities and sororities had an opportunity to become acquainted with the IFYE program.<sup>15</sup>

Kansas sent eleven delegates and received twenty-three exchangees in 1963. Since the origin of the IFYE program in 1948, Kansas has sent and received more delegates than all the other forty-nine states. The staff personnel at Kansas State University were utilized in the development of the Peace Corp due to their success with the IFYE program.<sup>16</sup>

The reading project has been carried out on a pilot county basis. It was designed to meet the needs of boys and girls in three areas. First,

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<sup>14</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, 4-H and Other Youth Programs, 1963 (Manhattan, Kansas State University), p. 1.

<sup>15</sup>Interview with Mr. Richard B. Tomkinson, Specialist in 4-H Club Work, Kansas Co-operative Agricultural Extension Service, September 26, 1964.

<sup>16</sup>Speech by Dr. James A. McCain, President, Kansas State University, Kansas Co-operative Agricultural Extension Service's Annual Conference, October 28, 1964.

the reading project might encourage young people to read for a hobby. Second, reading for project enrichment would help to emphasize science in 4-H, on the why as well as the how in 4-H projects. Third, the reading and discussion of books might form the basis for a worthwhile group activity for high-school-age boys and girls.<sup>17</sup>

About a dozen of the county extension agents agreed to experiment with the project in different ways. In one county, the agent encouraged one club to take reading as a club project. In another county, the agent secured a county-wide project leader to train local club leaders. Other agents encouraged the urban clubs to take the project. While the project is still in a pilot stage, there have been a great many boys and girls attracted to the project. In Rice County, about twenty-five percent of the 4-H members have enrolled in it.<sup>18</sup>

The development of new projects has created problems in finding leaders to conduct the work. Many of the counties are using county-wide project leaders. The county-wide project leader is used in two ways. First, the leader functions in the same manner as the local project leader. He gives instructions in the project to all of the boys and girls enrolled in the project throughout the county. Second, the leader is responsible for the training of local leaders throughout the county in the project. These leaders, in many cases, are better qualified in

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<sup>17</sup> Kansas Co-operative Agricultural Extension Service, 4-H Reading Project (Manhattan, Kansas State University, 1964), pp. 1-4.

<sup>18</sup> Kansas Co-operative Agricultural Extension Service, Annual Report, 4-H and Other Youth Programs, 1963 (Manhattan, Kansas State University), p. 13.

their area than the county extension agent.<sup>19</sup>

Extension personnel have started serving young people outside 4-H club work. During 1962 members of the 4-H state staff conferred in Wichita with representatives of the Wichita Recreation Department. The services of the extension service were offered to the extent that they would provide printed materials; they would provide leader-training personnel, including services of specialists; and they would provide an opportunity for clientele of the Wichita Recreation Department to participate in the club program as 4-H members.<sup>20</sup>

The basic philosophy of Kansas 4-H club work has not changed. Most of the work centers around the home and family. Many Kansas parents were once 4-H'ers themselves and want their children to have the same opportunities. Some projects call for work similar to that being done on a larger scale by the parents of the 4-H'er. Similar projects let club members work hand-in-hand with their parents who can help them decide on projects that will best suit the family interests and/or needs.<sup>21</sup>

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<sup>19</sup> Kansas Co-operative Agricultural Extension Service, Riley County's Annual Narrative Report, 1964 (Manhattan, Kansas State University), pp. 54-56.

<sup>20</sup> Kansas Co-operative Agricultural Extension Service, Annual Report 4-H and Other Youth Programs, 1963 (Manhattan, Kansas State University), p. 18.

<sup>21</sup> Harold E. Jones et al., A Guide to Extension Programs for Kansas (Manhattan, 1960), pp. 11-12.



## Urban Home Economics

Traditionally, the home economics program in Kansas has been one of organized home demonstration units which meet once each month for an educational program. During the year 1955, 41,280 women participated in the home demonstration program.<sup>22</sup> Since 1955 there has been a yearly decline in the number of home demonstration units and in membership. In 1963 the total membership was 36,400.<sup>23</sup>

It appears that the decline in the home demonstration unit program has been directly related to the population shift from rural to urban living, and to the increased number of women who are employed outside the home. However, as people move from rural farm homes to urban homes there has been a demand to continue with the home economics program.<sup>24</sup>

Following a study of the changing patterns of living in Kansas in 1956, the home economics personnel have extended their efforts to an increasingly larger number of people through the promotion of public meetings and the use of self-teaching materials. During 1963 a total of 176,000 women participated in the program compared to 129,000 in 1955 which was the peak year for the home demonstration unit membership.<sup>25</sup>

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<sup>22</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, Home Economics, 1955 (Manhattan, Kansas State University), p. 3.

<sup>23</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, Home Economics, 1963 (Manhattan, Kansas State University), p. 2.

<sup>24</sup>Interview with (Mrs.) Alverda Moore, Home Economics Agent, Riley County, Kansas, September 2, 1964.

<sup>25</sup>Kansas Co-operative Agricultural Extension Service, Director's Annual Report, 1963 (Manhattan, Kansas State University), p. 40.

Public meetings are those meetings open to the public whether those persons hold membership in a home demonstration unit or not. The meetings are either a series of related subjects or one meeting on a single subject. Such meetings present subject matter of interest to the majority of the people in the county. Some of the meetings have been planned by the professional staff, a development which gives an opportunity to bring new research findings to the people.<sup>26</sup>

Public meetings in Cloud County showed an increase during 1963. Regular public meetings were held on the fourth Wednesday of every other month. Some of the topics for the meetings given during the past year were: trimming details, presented by the county home economics agent from Smith county; fancy breads, presented by a local leader; herbs and spices, presented by the family life specialist; ironing, presented by the county home economics agent. More than 800 persons, of whom were non-unit members, attended these public meetings.<sup>27</sup>

The Home Economics Advisory Committee in Jefferson County planned a series of six public meetings that were held every other month during 1963. They were scheduled for the purpose of reaching more young homemakers. The first meeting on heating systems was attended by seventy-five persons and was given by a local architect. The January meeting was given on insurance, and was conducted as a panel discussion by insurance agents in the county. In April, the demonstration on meat cuts

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<sup>26</sup>Kansas Co-operative Agricultural Extension Service, Riley County's Annual Narrative Report, 1964 (Manhattan, Kansas State University), pp. 38-46.

<sup>27</sup>Kansas Co-operative Agricultural Extension Service, Cloud County's Annual Narrative Report, 1963 (Manhattan, Kansas State University), pp. 16-17.

and preparation methods was given by the extension marketing specialist. In May, the county home economics agent gave a demonstration on home lighting. The results showed 209 unit members and 135 non-unit members attended the meetings.<sup>28</sup>

Self-teaching materials to have the consumer keep up-to-date with a rapidly-changing market have been developed in clothing, textiles, food and nutrition, equipment, household supplies and home decoration. Such publications are written to provide information to serve the needs of the following audiences: the woman working on a full-time job; the young homemaker with children who has limited time to attend meetings; the older homemaker who no longer attends meetings; the woman of any age who participates in many organizations or is a non-organization person. All women have the problem of providing certain essential goods and services for their families, and the self-teaching materials are becoming increasingly important as a way of reaching people with educational material.<sup>29</sup>

#### Consumer Information

In the early 1900's some of the farmers' institutes held in Kansas featured information on family living. The Country Life Commission in 1908 called for programs to improve family living.<sup>30</sup> In 1914 the

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<sup>28</sup> Kansas Co-operative Agricultural Extension Service, Jefferson County's Annual Narrative Report, 1963 (Manhattan, Kansas State University), pp. 24-29.

<sup>29</sup> Jones, op. cit., pp. 8-10.

<sup>30</sup> The Commission on Country Life, "Report of the Commission on Country Life," (New York, 1911), pp. 125-218.

Smith-Lever Act charged the extension service with the obligation of "diffusing practical information relating to home economics and encouraging the application of the same."<sup>31</sup>

Modern advances in technology and the rapidly changing United States economy have had a strong impact on family living and have resulted in requests for new kinds of assistance from the extension service. The Consumer Information Program was started in 1952 to meet some of the needs and requests made by the people. It did not play an important role in the extension program until 1960, when objectives and means of achieving the objectives were established. The objectives established were to:

1. Provide information on the selection of grades and cuts of meat for particular purposes to keep cost of meats for the family at a minimum and satisfaction at a maximum,
2. Develop a better understanding of standards of processed foods to increase ability to purchase the best products to fit the family needs,
3. Provide the consumer with information for wiser selection of food for nutrition and economy to make better use of the food dollar,
4. Provide information that will enable the consumer to understand the market situations and current agricultural trends so that they may take advantage of and purchase products in season,
5. Provide information on the advantages of buying with a plan rather than impulse for better buying habits for economy, better nutrition, and to take advantage of plentiful foods,
6. Provide information that will enable the consumer to understand the production situations, and marketing services.<sup>32</sup>

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<sup>31</sup>U. S. Congress, Smith-Lever Act, May 9, 1914. Public Law 95-63rd Congress (H.R. 7951), Sec. 1.

<sup>32</sup>Kansas Co-operative Agricultural Extension Service. Annual Report, Consumer Information, 1960 (Manhattan, Kansas State University), pp. 1-2.

To accomplish the objectives set forth, a defined educational program was outlined. The program included training county extension agents, setting up demonstrations, holding public meetings, and using the mass media.

In 1960 the county home economics agents presented a lesson to each home demonstration unit on "Your Food Dollar in Meal Planning." On popular request this information was presented at public meetings throughout the state. A similar program was presented to the home demonstration units and to the public in each of the following years.<sup>33</sup>

The Home Economics Advisory Council in Sedgwick County set up bulletin racks in grocery stores displaying bulletins on how to choose foods. The information was so popular that some managers installed racks to display the extension service's information on seasonal foods.

During the same year the county agricultural agent developed an educational program on the consumption of lamb. The agent presented television programs on "How to Buy Lamb" and "How to Cook Lamb." Local newspapers carried feature stories on lamb recipes. The major stores featured lamb specials during the Easter season. As a result of the program, the Safeway stores have established a continuous educational program in purchasing foods.<sup>34</sup>

In 1961 an intensive educational program was conducted to acquaint the county extension agents with the production, harvesting, grading, packaging, storing, and distribution of food products. Major food

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<sup>33</sup>Ibid., p. 2.

<sup>34</sup>Ibid., p. 6.

chains in the Kansas City area made their facilities available to the program.<sup>35</sup>

The consumer information specialist co-operated with the State Board of Agriculture and the National Livestock and Meat Board in presenting educational displays of meat at the International Food Show and the Kansas State Fair. The displays showed different cuts of meats, boneless meats, and low cost cuts of meats. The specialist demonstrated how each cut of meat could be used in the family's meals.<sup>36</sup>

Personnel of the extension service worked closely with the Kansas Wheat Commission in acquainting the consumer with Ready Wheat.<sup>37</sup> Several meetings were held in the central and southwestern areas of the state to interest extension groups in organizing and carrying out the in-store demonstration of Ready Wheat. These demonstrations were carried out by giving the consumer a sample of meat-balls prepared with Ready Wheat.<sup>38</sup>

The consumer information specialist prepares five short radio programs each week. The program is one-half to one minute in length. The programs are prepared at KSAC, the Kansas State University radio station. However, the tapes are available to all of the radio and

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<sup>35</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, Consumer Information, 1961 (Manhattan, Kansas State University), p. 2.

<sup>36</sup>Interview with Miss Mildred Walker, Consumer Information Specialist, Kansas Co-operative Agricultural Extension Service, September 10, 1964.

<sup>37</sup>Ready wheat is a kernel of wheat which has had the bran (pericarp) removed and has undergone a cooking process.

<sup>38</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, Consumer Information, 1963 (Manhattan, Kansas State University), p. 7.

television stations in the state. At the present time fourteen radio and three television stations are using the tapes.<sup>39</sup>

### Urban Horticulture

The horticultural specialist was one of the first employees of the Kansas Co-operative Agricultural Extension Service. He was mainly concerned with commercial fruit and home gardens.<sup>40</sup> In recent years landscape architecture and floriculture have been added to the horticulture project.

Private, commercial, institutional, and governmental building have proceeded at a rate beyond early post World War II expectation. This situation created an interest in land planning that was without precedent in modern times. Commercial, institutional, and most governmental building committees sought the services of professional landscape architectural personnel for plans and specifications, but most home owners sought help from the extension service.<sup>41</sup>

Starting in 1956 in-service training schools in landscape design for county extension agents were started. By 1962 all agents had studied in three intensive, laboratory-type training sessions in this project.<sup>42</sup>

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<sup>39</sup>Interview with Miss Mildred Walker, Consumer Information Specialist, Kansas Co-operative Agricultural Extension Service, September 10, 1964.

<sup>40</sup>"Eighteenth Biennial Report," Kansas State College (Manhattan, 1912), pp. 13-15.

<sup>41</sup>Interview with Mr. Charles E. Parks, Landscape Specialist, Kansas Co-operative Agricultural Extension Service, September 16, 1964.

<sup>42</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, Agricultural Production, Management and Natural Resources, 1963 (Manhattan, Kansas State University), p. 33.

As a result, most agents have a competent skill to carry out programs in landscape design.

County extension agents, as the result of their in-service training, have continued consulting with their constituents on personal landscape planning problems. In 1963 ninety-nine of the 105 Kansas counties reported that county extension agents prepared 808 plans while the specialists prepared only thirty-five. Nearly one-half of the specialists' plans were for institutional and recreation projects.<sup>43</sup>

It is impossible to measure the results gained from public meetings, radio programs, television programs, and bulletin distribution. Since information in the field of landscape development has been in demand, it would be most likely and reasonable to assume that when a non-commercial, unbiased source such as the extension service gives information, much of it will be used to the advantage of the recipient. During 1963 there were 713 meetings in the project with a total attendance of 18,128. Nineteen of the meetings were conducted by specialists; the others were held by the county extension agents and county leaders.<sup>44</sup>

Many of the county extension agents do not have sufficient training in the floriculture area to provide personal assistance to interested home owners. The extension specialists have provided sets of picture slides on flowers to county extension agents and garden clubs. They

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<sup>43</sup>Ibid., p. 34.

<sup>44</sup>Ibid., p. 35.



also present information through radio and television programs and news releases.<sup>45</sup>

The development of the program can be best illustrated by examples of some of the activities that have been carried out in the counties. The lawn and garden clinic was first started by the county agricultural agent in Reno county where there was a demand from city as well as farm people for help in solving lawn and garden problems. Most of the meetings have been scheduled during the day. In some cases, however, part of the program is repeated in the evening for those who could not attend in the daytime.<sup>46</sup>

Extension specialists in landscaping, plant pathology, entomology, horticulture, and forestry, plus local successful growers, have been on the programs.<sup>47</sup> Local garden stores and nurserymen have co-operated in planning, making exhibits at the meetings, and in giving door prizes. City garden clubs and home demonstration units have helped promote the program by registering people, handling the drawing for prizes, and in some cases sponsoring a show of dry winter bouquet arrangements. Most of the clinics have been held in January and February because nurserymen have their rush season in April and May.<sup>48</sup>

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<sup>45</sup> Kansas Co-operative Agricultural Extension Service, Riley County's Annual Narrative Report, 1964 (Manhattan, Kansas State University), p. 22.

<sup>46</sup> Loc. cit.

<sup>47</sup> Kansas Co-operative Agricultural Extension Service, Riley County's Annual Plan of Work, 1962 (Manhattan, Kansas State University), p. 3.

<sup>48</sup> Interview with Mr. Charles E. Parks, Landscape Specialist, Kansas Co-operative Agricultural Extension Service, September 16, 1964.

The Johnson county program has received the largest number of requests dealing with horticulture problems. This is due to the rapid urban growth of the county. The population of the county has risen from about 40,000 to 170,000 today. Home owners spend \$2,125,000 in landscaping and caring for plant life on their property each year.<sup>49</sup>

The county extension agents in Johnson county worked directly with 23,500 persons during 1964 in horticulture and related subjects. Over 12,800 residents were assisted through bulletins and circular letters. An undetermined number of persons received educational information through twenty-two television shows, four radio broadcasts, and 117 news articles related to horticulture problems.<sup>50</sup>

#### Agri-Business Information

Marketing, distribution, and utilization of agricultural products is big business in Kansas. It includes all the economic, business, engineering and technical disciplines involved in the purchase and sales decisions of farm firms, marketing and supply firms, and consumers who produce, assemble, process, manufacture, transport, store and distribute farm products from the producer through the marketing system to the consumer.<sup>51</sup>

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<sup>49</sup>Kansas Co-operative Agricultural Extension Service, Director's Annual Report, 1963 (Manhattan, Kansas State University), p. 56.

<sup>50</sup>Kansas Co-operative Agricultural Extension Service, Johnson County's Annual Narrative Report, 1964 (Manhattan, Kansas State University, p. 2.

<sup>51</sup>Paul Miller et al., A Statement of Scope and Responsibilities of Co-operative Extension Service (Washington, 1958), p. 9.

The original extension marketing programs were farm-oriented educational programs which were directed at helping farmers rearrange their farming operations. Early marketing efforts were in terms of gathering, analyzing, and disseminating outlook information to help farmers decide what, when, and how to market commodities. Quality varieties, seasonal products, auctions, shipping associations, and marketing pools received the major attention of the extension workers. Other early extension marketing efforts to improve farm bargaining power were made available through the assistance of agents who helped farmers organize cooperatives.<sup>52</sup>

It was pointed out in the Scope Report that this type of educational program, that is, the farmer-oriented marketing system, was not meeting the needs of the farmer. Three major areas were recommended for inclusion in the extension program, the objectives of which were:

1. Maximum return from expenditures made in the marketing of farm products. This requires development of an improved marketing system with greater efficiency at each step, elimination of unnecessary services, improvement of products, better communication through the marketing system, and more rapid adjustment to changing conditions.
2. An expanded market for farm products. This may be obtained by helping farmers and processing firms produce new and improved products, encouraging shifts in consumption, and improving the position of American products in world trade.
3. Better general understanding of the marketing process. When farmers, consumers, and marketing firms are able to adjust quickly and smoothly to changes in technology, supply, demand and consumer preference, the entire marketing process is performed more efficiently and net incomes and levels of living are increased.<sup>53</sup>

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<sup>52</sup>Interview with Mr. John H. Coolidge, Farm Management Specialist, Kansas Co-operative Agricultural Extension Service, October 21, 1964.

<sup>53</sup>Miller, op. cit., p. 9.

In recent years the Kansas program has been reorganized to meet the objectives set forth in the Scope Report. There have been five major problem areas identified: operational efficiency; business management; marketing information; laws, regulations and programs; and economic understanding, which has a major effect on the economic welfare of the producers, the handlers, and the general public.<sup>54</sup>

#### Operational Efficiency

The objective of the educational program in operational efficiency was to improve and lower the cost of marketing agricultural products.<sup>55</sup> When businessmen were aware of improved marketing practices in the handling, assembling, processing, utilizing and distributing farm products, the entire society received benefits. The program was directed toward all personnel employed by agricultural marketing and supply organizations.<sup>56</sup>

The educational program included economic principles of plant layout and design. It also involved subject matter such as materials handling, operational technology, sanitation practices, and new technical developments in the business.<sup>57</sup>

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<sup>54</sup>Harold E. Jones et al., A Guide to Extension Programs for Kansas (Manhattan, 1960), pp. 5-6.

<sup>55</sup>Kansas Co-operative Agricultural Extension Service, Plan of Work, Marketing and Utilization of Agricultural Products, 1964-65 (Manhattan, Kansas State University), p. 2.

<sup>56</sup>Jones, op. cit., p. 5.

<sup>57</sup>Interview with Dr. Robert W. Schoeff, Marketing Specialist, Kansas Co-operative Agricultural Extension Service, October 22, 1964.

### Business Management

It has been recognized that improper and inefficient business management resulted in higher marketing costs, lower than necessary net returns and poor performance. Many managers worked up from the ranks and had no training or experience in management functions, and spent too much time on unimportant or irrelevant issues. The lack of understanding or application had on occasions resulted in lowered efficiency and also failed to attain the potential of the firm. Due to these factors, the business management phase of the program's objectives was to increase the understanding of the functions of management and to improve the performance of the marketing firms.<sup>58</sup>

### Marketing Information

The extension economists have been responsible primarily for collecting, analyzing, interpreting and preparing marketing information. The county extension agents have the main responsibility for disseminating marketing information to producers and consumers in the county. Since the objective was for a wider coverage of better information, all extension personnel present market information to farm firms, marketing and supply firms, and consumers whenever the occasion arises.<sup>59</sup>

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<sup>58</sup> Kansas Co-operative Agricultural Extension Service, Plan of Work, Marketing and Utilization of Agricultural Products, 1964-65 (Manhattan, Kansas State University), p. 5.

<sup>59</sup> Jones, op. cit., p. 5.

The history of market supply and demand has been one of continual change. The communication of and adjustment to change is important to optimum allocation and efficient marketing and supply processes. The supply and demand educational program included information on quality requirements, grades, and prices of commodities. Other information presented to commodity groups and firms covered areas such as cost-value relations, seasonal patterns, new products and uses, consumption shifts, consumer incomes, promotion, merchandizing and advertising.<sup>60</sup>

The program has been designed to make producer groups, marketing and supply firms aware of the many significant changes taking place.

#### Laws, Regulations and Programs

Agri-business has been subject to more laws, regulations, and programs than any other segment of our economy. This public concern reflects its importance from the standpoint of economics, nutrition, health, and the public welfare. Producers and marketing firms have been confronted with a maze of restrictions. Both public and private firms are faced with the problems of learning to comply with and adjusting to them.<sup>61</sup> Anyone in agri-business must solve the problems these restrictions impose if he is to survive and prosper.

It is difficult for producers and firms to know, understand, and comply with all existing laws, regulations and programs. Violations or

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<sup>60</sup>Interview with Dr. Roger H. Wilkowske, Extension Economist, Kansas Co-operative Agricultural Extension Service, October 23, 1964.

<sup>61</sup>The production, processing, or packaging of all agricultural products are controlled, by the Agricultural Stabilization and Conservation Service, Pure Food and Drug Administration, or local and federal health departments.

failures to comply with the laws, regulations or programs are usually costly. Educational information has alerted producers and firms and, thus, has helped to reduce unnecessary losses. The extension educational objectives are to increase the producers' and firms' understanding of various federal, state and local laws, regulations, and programs and to assist them in meeting the requirements and in avoiding violations.<sup>62</sup>

### Economic Understanding

The problem in this phase of the program is a widespread lack of understanding of the American economic system. Most people have had little or no training in economics, a factor which limits their understanding of the economy and of what can and cannot be accomplished in the marketing system. This lack of understanding leads to unwise decisions, costly mistakes, inefficiencies in production and marketing, and poor allocations of resources.<sup>63</sup>

The extent of the reorientation of the extension marketing program is best illustrated by examples of some of the activities that have been carried out in recent years.

1. Helping milk producers and handlers in the promulgation and amendments of federal milk marketing orders affecting Kansas dairymen.
2. Conducting plant operations workshops for improving operational efficiency, product flow, safety, and Federal Drug Administration regulation for feed firms.
3. Assisting egg firms in developing quality egg programs and their accompanying materials and handling product flow, location and type of equipment.

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<sup>62</sup>Kansas Co-operative Agricultural Extension Service, Plan of Work, Marketing and Utilization of Agricultural Products, 1964-65 (Manhattan, Kansas State University), p. 8.

<sup>63</sup>Jones, op. cit., p. 6.

4. Conducting communications, sales, promotions, public relations, and sales solicitations programs for terminal livestock markets throughout Kansas.
5. Conducting wholesale and retail food store studies and establishing result demonstrations to improve operational efficiency of local wholesale and retail food handling operations.
6. Conducting plant feasibility studies for proposed grain, soybean, feed, alfalfa dehydration, sugar processing, and dairy plants.
7. Training Federal Drug Administration inspectors in the application of drug and additives regulations to the feed industry, conducting educational meetings and preparing an FDA inspection check list to acquaint the feed industry with the new feed additives law and what measures were necessary to comply with these new regulations.<sup>64</sup>

#### Kansas Area Development Program

The basic objective of the extension service in community improvement work was outlined in the Smith-Lever Act as that of developing the ability of the people, through their own initiative, to identify and solve problems affecting their welfare.<sup>65</sup> The extension service has been as much concerned with the process as with the objectives of community improvement and resource development. The major function of the original act was education. Education involves changes in people, changes in their knowledge, abilities, skills, attitudes, and appreciations.

The Scope Report listed ten specific extension objectives of community improvement and resource developments which should include:

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<sup>64</sup>Interview with Dr. Roger H. Wilkowske, Extension Economist, Kansas Co-operative Agricultural Extension Service, October 23, 1964.

<sup>65</sup>U. S. Congress, Smith-Lever Act, May 9, 1914. Public Law 95-63rd Congress (H.R. 7951), Sec. 2.



1. Developing people so they may, through their own initiative, identify and solve the various problems affecting their welfare.
2. Stimulating the development of adequate community or area organizations and providing guidance and assistance to such organizations.
3. Locating and training local leaders.
4. Co-operating with local people, other public agencies, and lay organizations in community improvement and resource development.
5. Assisting community groups in obtaining information and other assistance needed from organizations other than the extension service.
6. Providing technical or subject matter information in agriculture and home economics and related subjects in which extension staff members have competence.
7. Planning and conducting demonstrations portraying improved practices in agriculture and home economics.
8. Providing educational experiences which will emphasize both the development of the individual and of physical resources.
9. Helping develop a frame work through which a community can evaluate its resources and progress and be made aware of its potential.
10. Assisting all groups or individuals whose activities or interests may be relevant to community improvement and resource development.<sup>66</sup>

The Kansas program includes most of the objectives set forth by the Scope Report. The program has been designed to focus attention on ways to help people recognize new means to develop their human and natural resources.<sup>67</sup>

Realizing that the economic, social, and political aspects of change must be measured, Kansas State University has organized a research staff that includes agricultural economists, sociologists, political scientists, and industrial engineers. This group has been trying to identify the

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<sup>66</sup>Paul Miller et al., A Statement of Scope and Responsibilities of the Co-operative Extension Service (Washington, 1958), pp. 39-40.

<sup>67</sup>Harold E. Jones et al., A Guide to Extension Programs for Kansas (Manhattan, 1960), p. 12.

factors which affect the change in: farm organization and income; off-farm employment level and wages; service agencies and industries; government units and revenues; the structure and functions of community organizations; population movement; and area social patterns.<sup>68</sup>

The state has been divided into twelve areas as study regions. Each region has common characteristics such as: population density; age distribution; educational levels; size of towns; use of land; types of farm production; employment in agriculture and manufacturing; income and level of living index. This approach has advantages when citizens are considering projects which extend beyond county lines, such as flood control and power projects, vocational training centers, health and recreational facilities, and new or expanded industries which can compete in regional and national markets.<sup>69</sup>

Another important part of the research program has been the study of economic and social groups that function in trade areas. During 1963-64, trade area studies were completed in sixty-one counties.<sup>70</sup> This was done by a post card survey.

The information which was plotted to show the influence of each town was published in a bulletin for the people of the area.<sup>71</sup> In addition,

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<sup>68</sup>Ralph E. Dakin et al., Area Development, Kansas Bulletin 440 (Manhattan, 1961), pp. 1-3.

<sup>69</sup>Ibid., p. 11.

<sup>70</sup>Kansas Co-operative Agricultural Extension Service, Annual Report, Community and Public Affairs, 1963 (Manhattan, Kansas State University), p. 2.

<sup>71</sup>John W. Knox, Survey of Trade Areas for Area 4 - Kansas (Manhattan, Kansas State University, 1963), pp. 1-21.

fact sheets were prepared on livestock numbers, acres of various crops, goods, and services which were used by the developing committees in appraising the local resources.<sup>72</sup>

The county development groups vary throughout the state in the action which has been carried out. The Rice County Action Committee studied the following eight areas.

1. Agriculture--study ways to expand production, processing, and marketing opportunities.
2. Business management--study business trends, retail practices, management and efficiency techniques.
3. Education--study size, location, finances, training and re-training programs for youth and adults.
4. Facilities and services--study adequacy of transportation, communication, power, light, health, welfare.
5. Industrial development--study availability of raw materials, labor, facilities, and industrial markets.
6. Local government--study local tax base, government structures, scope, efficiency, and services.
7. Population--study population trends, age, occupation.
8. Specialty resources--study development of special resources such as water, oil, recreation, tourism.<sup>73</sup>

One of the major difficulties in county development work is the involving of a large number of people in gathering the information and to steer them in the same direction. Nonetheless, one hundred and seventy-five people were involved in the eight different committees in gathering and analyzing information in Rice County.<sup>74</sup>

A majority of the counties have approached the area development program through a specific problem, for example, the Road Study in Riley

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<sup>72</sup>Ibid., pp. 24-62.

<sup>73</sup>Rice County Development Program, "A Resource Development Plan," (Lyon, Kansas, August, 1962), p. 2.

<sup>74</sup>Interview with Mr. Lester Fraizer, County Agricultural Agent, Rice County, Kansas, October 23, 1964.

County during 1962-63. The problem arose from the construction of Tuttle Creek Dam and the consolidation of schools within the county. Before the construction of Tuttle Creek Dam the farmers' trade and market centers were located in the Blue River valley. The small towns were purchased and moved out of the valley by the Army Corps of Engineers. Due to these factors, there was a need for additional connecting roads to serve the rural areas.<sup>75</sup>

The procedure involved the county commissioners, the county engineer and the county agricultural agent who determined the size of the committee, members of the committee and specific information that was to be included in the study. The fifteen people selected were divided into three groups to gather information pertaining to the township roads, county roads, and routes of school buses and grade-A milk drivers. The information obtained was analyzed and recommendations were made to overcome the deficiency. The county agricultural agent's role in the study was to co-ordinate the committee, to develop forms for the survey, and to compile the survey information in a manner that the committee could analyze it and make recommendations.<sup>76</sup>

The specific-problem approach has shown greater results than the other methods. It has enabled the county extension agent to work with a smaller and more manageable group. The information on a single problem

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<sup>75</sup>Robert Newsome et al., Roads and People (Manhattan, 1963), p. 32.

<sup>76</sup>Ibid., pp. 1-48.

takes a shorter period of time and the study can be completed before the committee loses interest in it. Almost every county in the state has worked with the problem approach during the last few years.<sup>77</sup>

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<sup>77</sup>Interview with Harold E. Jones, Director, Kansas Co-operative Agricultural Extension Service, September 12, 1964.

## CHAPTER VI

### SUMMARY AND RECOMMENDATIONS

#### Summary

The purpose of this study was to compile information on the origin, development, and recent major trends of the Kansas Co-operative Agricultural Extension Service.

After the author completed the library research and corresponded with fifty extension directors,<sup>1</sup> he concluded that no specific research had been completed in this area. He reviewed several research studies pertaining to the working relationship that extension's personnel has with different clientele.

Extension work was created to help alleviate some of the effects of depressed conditions on the economic and social life in rural America. Some agricultural leaders emphasized that the farmers of America must be organized to combat the elements which oppressed rural society. The farmers, through their organizations, emphasized the need for gathering and disseminating useful information in agriculture. They stressed that rural people could receive their share of the economic and social growth if science were applied on the farm.

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<sup>1</sup>There are fifty-one extension directors, one in each state and one in the Territory of Puerto Rico. The author did not correspond with the Kansas director but interviewed him. Forty-two of the directors replied.

Educated leaders organized agricultural societies as early as the late 1700's. These societies disseminated information to the people through special publications, newspapers, and lectures. Agricultural leaders' interest and promotion of agricultural education brought about federal legislation which established the United States Department of Agriculture and the land-grant college system in 1862.<sup>2</sup> In 1887 Congress passed the first Hatch Act which provided for the establishment of experiment stations in conjunction with the land-grant colleges.

For fifty years the agricultural college taught theories and methods but reached only a comparatively small number of people. Experiment stations accumulated a wealth of valuable information, but this information was not available to the great mass of people. Efforts were made to disseminate the information to the people through farm bulletins, lectures and farmers' institutes and the agricultural press. The results, however, did not satisfy the need.

Kansas State Agricultural College began making information available to the Kansas farmer in 1868.<sup>3</sup> The college provided lecturers at meetings throughout the state. Railroad companies ran special trains over their lines. At each stop a professor from the college would give a talk to the farmers on some phase of agriculture.

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<sup>2</sup>The organic act creating the United States Department of Agriculture and the Morrill Act establishing the land-grant college system were signed into law by President Lincoln in 1862.

<sup>3</sup>Kansas State Agricultural College was established in 1862, under the Morrill Act, for the purpose of teaching agriculture, mechanical arts and military science. In the spring of 1862 the Kansas legislature accepted the gift of Bluemont College, at Manhattan, from the Kansas Methodist Conference for the location of Kansas State Agricultural College which became the first land-grant institution in the nation.

Farm demonstration work, under the supervision of Seaman A. Knapp, provided the means by which farmers accepted improved methods and practices. The results of this work exerted a powerful influence in the organization of extension work on a co-operative arrangement between the Department of Agriculture and the land-grant colleges.

The Smith-Lever Act for extension work was approved by Congress on May 8, 1914. The bill provided for co-operative agricultural extension work between the land-grant colleges and the Department of Agriculture. It provided for an educational program in agriculture and home economics for all the people who were not attending an institution of higher education.

The Act also provided for a co-operative financial arrangement between the federal, state, and local governments. This provision is perhaps the secret of the high degree of co-operation which now exists among those governments in their combined service for farm people.

Immediately following the passing of the Smith-Lever Act, many administrative problems regarding extension work developed. To remedy these problems, the Secretary of Agriculture and the land-grant institutions reached an agreement concerning what role each would take in the program. The agreement, called "Memorandum of Understanding between the state land-grant institution and the United States Department of Agriculture," provided for the establishment of a national office to coordinate programs between the states and the Department of Agriculture. It stipulated that all employees would hold a joint appointment from the land-grant institution and the Department of Agriculture.

In 1915 the County Farm Bureau Act was introduced in the Kansas legislature. It provided for co-operative agricultural extension work



authorized under the Smith-Lever Act to be organized through the county farm bureaus.<sup>4</sup> The Act stated that each farm bureau must have 250 members to take advantage of the law and that its representatives, who would be responsible for developing a program and hiring a county agent in conjunction with Kansas State Agricultural College, were to be elected from the townships.

Consequently, the Memorandum of Understanding, outlining the responsibilities of each party in conducting extension work in the state and the local county, was agreed upon by the local farm bureaus and Kansas State Agricultural College.

A number of Congressional acts have provided for the further development of extension work. The Clarke-McNary Act of 1924 appropriated funds for extension work in forestry. The Capper-Ketcham Act of 1928 increased federal funds for increasing county extension agents' salaries. The Bankhead-Jones Act of 1935 authorized funds based on farm population. The Bankhead-Flannagan Act of 1945 was instrumental in strengthening 4-H club programs. The Research and Marketing Act of 1946 expanded the extension work into urban areas. The Hope-Aiken Act of 1953 repealed all of the separate laws, with the exception of the Clarke-McNary Act of 1924 and the Research and Marketing Act of 1946, and provided for an

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<sup>4</sup>The county farm bureaus in Kansas began as an organization of people who were interested in agricultural progress of the county through study and application of new farm practices. They co-operated with the agricultural agent and reinforced his work. In 1915 the Kansas legislature enacted the Farm Bureaus Act which provided that the county farm bureaus would be responsible for conducting an educational program in each county in co-operation with Kansas State Agricultural College. In the 1920's the farm bureaus organized an insurance company and a political study group which were not connected with the educational program or with Kansas State Agricultural College.

open-end appropriation clause which permitted each session of Congress to allocate funds for extension work.

In 1951 the Kansas legislature revised the legal provisions wherein the county extension program became the responsibility of a County Agricultural Extension Council and Kansas State Agricultural College. The Act provided for three representatives from each township or city who would be elected to represent agriculture, home economics and 4-H club work.

Under the provisions of the original acts of Congress and the Kansas legislature, the Division of Extension, Kansas State University,<sup>5</sup> conducts the Co-operative Agricultural Extension program in Kansas. The administrative organizational structure requires the director of extension to report to the dean of agriculture and through the dean to the president. The director assumes responsibilities that are set forth in the Smith-Lever Act and the Memorandum of Understanding for the educational programs of U.S.D.A. agencies operating within the state of Kansas.

The organizational makeup of the service provides for all personnel to report through the associate director or the assistant director to the director. The specialists have been under the direction of the assistant director; the field personnel have reported to the associate director. The county personnel have been supervised by district agricultural and home economics agents. The county agricultural agent's responsibilities include the overall educational program, personnel

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<sup>5</sup>In 1958 the Kansas legislature changed the name of Kansas State Agricultural College to Kansas State University.

activities, and office management in the county. The basic duty of the home economics agent is working with home demonstration units. The county 4-H club agent is responsible for the development of the 4-H club program.

Each person employed by the extension service must meet certain educational requirements. He or she must hold at least a bachelor's degree in agriculture or home economics from a recognized college or university, and he or she must indicate plans to do graduate work.

The county extension agents have organized themselves into three associations to encourage the improvement of the profession: the Kansas Association of County Agricultural Agents, the Kansas Home Economics Agents' Association, and the Kansas Association of County 4-H Club Agents. And the agents are members of their respective national associations.

In the 1950's the several state extension offices and the federal extension office cooperated in establishing a committee to review the past accomplishments of the extension services and to make recommendations on areas which should be included in future programs. The committee recommended that extension should place future emphasis on the following nine areas: production, marketing, resources, management, family, youth, leadership, community and public affairs. It outlined for each program area a statement on subject matter, clientele, responsibilities and objectives. The committee suggested how these were to be accomplished and what requirements were to be met in accomplishing them.

Kansas has not followed all of the programs recommended in the Scope Report<sup>6</sup> but has found that all of its present programs are encompassed in

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<sup>6</sup>A document published in 1958 titled "A Statement of Scope and Responsibility, the Co-operative Extension Service Today," which has become known among extension workers as the "Scope Report."

the broad statement of the educational responsibilities of the extension service. The major changes in the Kansas program emphasis have aimed to provide educational information to new clientele in: 4-H club work, home economics, consumer goods, horticulture, agri-business and rural area development.

The 4-H club program has gained popularity in the urban areas. A few years ago only boys and girls living on farms were club members. In 1963 thirty-nine percent of the members in Kansas lived in rural non-farm or urban homes. Even though the extension service has served more rural non-farm and urban youth, it continues to recognize that the 4-H program has its basic educational foundation in the areas related to science, agriculture and home economics in their broadest contexts. The philosophy of the 4-H club work has not changed, but it has developed a variety of projects to meet the needs of more youth.

Traditionally, the home economics program has been one of organized home demonstration units which meet once each month for an educational program. Due to the shift in population from a rural to an urban character, the emphasis in the program has been redirected to reach more people. Many counties are using public meetings to reach women who do not belong to home demonstration units.

Self-teaching material to help the housewife keep up-to-date has gained in popularity. Such material informs the consumer of rapid changes in the development of clothing, textiles, food and nutrition, equipment, household supplies and home decoration.

The consumer information program has been developed in the area of food products. This information is designed to help the housewife use her money more wisely in providing adequate, nutritional diets for her family.

Urban home-owners' requests for assistance in the horticulture area have sharply increased during the past ten years. The county extension agent has been assisting them with landscape design, planting, maintenance and care of the yard.

The agri-business information project deals with a broad range of citizens in Kansas. It includes all the people in business, engineering, and technical fields involved in purchase and sales decisions of farm firms, marketing and supply firms and consumers who produce, assemble, process, manufacture, transport, store and distribute farm products from the producer through the marketing system to the consumer.

In recent years the extension program has been reorganized to meet the educational demands of agri-business firms. There have been five major areas identified: operational efficiency; business; marketing information; laws, regulations, and programs; economic understanding which has a major effect on the economic welfare of the producers, the handlers and the general public.

The area development program's basic objective has involved community development. The service employed two methods in reaching the objective. The most widely-engaged approach has been that of working with a specific problem in the community. The second approach takes into consideration all factors which affect community development.

#### Recommendations for Further Research

This study has been concerned with the origin, development, and recent major trends of the Kansas Co-operative Agricultural Extension Service. The author's research indicates that no studies in this specific

area have been undertaken in any state. Therefore, he believes that additional studies in the following areas would be valuable to extension service leaders and to those persons who seek a broader understanding of the changes in the financial and family life of the rural population of the United States in recent decades:

1. Similar studies of other state extension services. No general estimate of the national significance of extension service work can be made until more such studies are available.
2. Comparative procedures and operations studies. No solution to the problem of diversity vs. uniformity of procedure and operation can be achieved until such studies are available.
3. Effectiveness studies. Little justified or sound attention can be given to internal improvements, economics, and changes until such studies are available.
4. Pre-service training and academic preparation studies. No judgments concerning the best or the most appropriate pre-service training program or the academic preparation of extension service personnel can be made until such studies are available.
5. New needs studies. No valid judgments concerning the extent or nature of extension service efforts can be made until studies of the rural non-farm and urban clientele needs are available and until studies of recent shifts in emphasis toward the needs of rural non-farm and urban populations are available.

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## APPENDIX A

### SIGNIFICANT FEDERAL AND STATE ENACTMENTS

#### Part I - Smith-Lever Act of 1914

An Act to provide for cooperative agricultural extension work between the agricultural colleges in the several states receiving the benefits of an act of Congress approved July second, eighteen hundred and sixty-two, and of acts supplementary thereto, and the United States Department of Agriculture.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same, there may be inaugurated in connection with the college or colleges in each state now receiving, or which may hereafter receive, the benefits of the act of Congress approved July second, eighteen hundred and sixty-two, entitled "An act donating public lands to the several states and territories which may provide colleges for the benefit of agriculture and the mechanic arts" (Twelfth Statutes at Large, page five hundred and three), and of the act of Congress approved August thirtieth, eighteen hundred and ninety (Twenty-sixth Statutes at Large, page four hundred and seventeen and chapter eight hundred and forty-one), agricultural extension work which shall be carried on in cooperation with the United States Department of Agriculture: provided, that in any state in which two or more such colleges have been or hereafter may be established the appropriations hereinafter made to such state shall be administered by such college or colleges as the legislature of such state may direct: provided further, that, pending the inauguration and development of the cooperative extension work herein authorized, nothing in this act shall be construed to discontinue either the farm management work or the farmers' cooperative demonstration work as now conducted by the Bureau of Plant Industry of the Department of Agriculture.

SEC. 2. That cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such manner as may be mutually

agreed upon by the secretary of agriculture and the state agricultural college or colleges receiving the benefits of this act.

SEC. 3. That for the purpose of paying the expenses of said cooperative agricultural extension work and the necessary printing and distributing of information in connection with the same, there is permanently appropriated, out of any money in the treasury not otherwise appropriated, the sum of \$480,000 for each year, \$10,000 of which shall be paid annually, in the manner hereinafter provided, to each state which shall be action of its legislature assent to the provisions of this act: provided, that payment of such installments of the appropriation hereinbefore made as shall become due to any state before the adjournment of the regular session of the legislature meeting next after the passage of this act may, in the absence of prior legislative assent, be made upon the assent of the governor thereof, duly certified to the secretary of the treasury: provided further, that there is also appropriated an additional sum of \$600,000 for the fiscal year following that in which the foregoing appropriation first becomes available, and that each year thereafter for seven years a sum exceeding by \$500,000 the sum appropriated for each preceding year, and for each year thereafter there is permanently appropriated for each year the sum of \$4,100,000 in addition to the sum of \$480,000 hereinbefore provided: provided further, that before the funds herein appropriated shall become available to any college for any fiscal year plans for the work to be carried on under this act shall be submitted by the proper officials of each college and approved by the secretary of agriculture. Such additional sums shall be used only for the purposes hereinbefore stated, and shall be allotted annually to each state by the secretary of agriculture, and paid in the manner hereinbefore provided, in the proportion which the rural population of each state bears to the total rural population of all the states as determined by the next preceding federal census: provided further, that no payment out of the additional appropriations herein provided shall be made in any year to any state until an equal sum has been appropriated for that year by the legislature of such state, or provided by state, county, college, local authority, or individual contributions from within the state, for the maintenance of the cooperative agricultural extension work provided for in this act.

SEC. 4. That the sums hereby appropriated for extension work shall be paid in equal semiannual payments on the first day of January and July of each year by the secretary of the treasury upon the warrant of the secretary of agriculture, out of the treasury of the United States, to the treasurer or other officer of the state duly authorized by the laws of the state to receive the same; and such officer shall be required to report to the secretary of agriculture, on or before the first day of September of each year, a detailed statement of the amount so received during the previous fiscal year, and of its disbursement, on forms prescribed by the secretary of agriculture.

SEC. 5. That if any portion of the moneys received by the designated officer of any state for the support and maintenance of cooperative agricultural extension work, as provided in this act, shall be any

action or contingency be diminished or lost or be misapplied, it shall be replaced by said state to which it belongs, and until so replaced no subsequent appropriation shall be apportioned or paid to said state, and no portion of said moneys shall be applied, directly or indirectly, to the purchase, erection, preservation, or repair of any building or buildings, or the purchase or rental of land, or in college-course teaching, lectures in colleges, promoting agricultural trains or any other purpose not specified in this act, and not more than five per centum of each annual appropriation shall be applied to the printing and distribution of publications. It shall be the duty of each of said colleges annually, on or before the first day of January, to make to the governor of the state in which it is located a full and detailed report of its operations in the direction of extension work as defined in this act, including a detailed statement of receipts and expenditures from all sources for this purpose, a copy of which report shall be sent to the secretary of agriculture and to the secretary of the treasury of the United States.

SEC. 6. That on or before the first day of July in each year after the passage of this act the secretary of agriculture shall ascertain and certify to the secretary of the treasury as to each state whether it is entitled to receive its share of the annual appropriation for cooperative agricultural extension work under this act, and the amount which it is entitled to receive. If the secretary of agriculture shall withhold a certificate from any state of its appropriation, the facts and reasons therefor shall be reported to the President, and the amount involved shall be kept separate in the treasury until the expiration of the Congress next succeeding a session of the legislature of any state from which a certificate has been withheld, in order that the state may, if it should so desire, appeal to Congress from the determination of the secretary of agriculture. If the next Congress shall not direct such sum to be paid, it shall be covered into the treasury.

SEC. 7. That the secretary of agriculture shall make an annual report to Congress of the receipts, expenditures, and results of the cooperative agricultural extension work in all of the states receiving the benefits of this act, and also whether the appropriation of any state has been withheld, and if so, the reasons therefor.

SEC. 8. That Congress may at any time alter, amend, or repeal any or all of the provisions of this act.

Approved, May 8, 1914.

Part II - Kansas County Agricultural Extension  
Council Act of 1951

An Act relating to the organization of county agricultural extension councils, to cooperate with the Kansas State College of Agriculture and Applied Science in conducting educational programs in agriculture, home economics, and 4-H club work in the several counties, and authorizing the levy of an annual tax therefore, and providing for the appointment and supervision of county extension agents; validating certain acts of county farm bureaus and repealing sections 2-601, 2-602, 2-603, 2-604, 2-605, 2-606, and 2-607 of the General Statutes of 1949.

Be it enacted by the Legislature of the State of Kansas:

Section 1. Aid to county agricultural extension councils.  
Whenever there shall be organized in any county of the state of Kansas a county agricultural extension council as specified in section 4 of this act, and having for its purpose the giving of instruction in agriculture, home economics, and 4-H club work to the people of said county through practical demonstrations and otherwise, and the employment of an extension agent or agents to prosecute such instructions in agriculture, home economics, and 4-H club work, the Kansas state college of agriculture and applied science shall contribute from federal and state funds granted for demonstrations in agriculture, home economics, and 4-H club work are not less than one thousand five hundred dollars (\$1,500), as far as such funds are available towards the salary of each county extension agent employed.

Section 2. Conditions of aid. Before such allocations of funds are made by the director of extension of Kansas State College of Agriculture and Applied Science, the county agricultural extension council shall present to the board of county commissioners of its county: A list of members of the agricultural extension council and of its executive board with the statement signed by the chairman of the board certifying that these officers have been duly elected as specified in section 4 of this act.

Section 3. County appropriations: budgets, tax levies. On or before the thirteenth day of June of each year, the executive board of the county agricultural extension council shall file with the county commissioners in the office of the county clerk: (a) A list of current members of the county agricultural extension council and its executive board; (b) a certification of election of officers as provided in subsection (c) of section 4 of this act; (c) a certificate by the director of extension that the county agricultural extension council is properly functioning and entitled to receive the appropriations provided by law; and (d) a budget prepared in co-operation with the board of county commissioners and the director of extension of Kansas State College for the ensuing calendar year. The budget shall clearly show all receipts from all sources. The board of county commissioners shall then make an



appropriation and certify to the county clerk the amount of tax necessary to be levied on all tangible taxable property of the county sufficient to provide a program of county extension work, which levy shall be in addition to all other levied authorized or limited by law and shall not be subject to or within the aggregate tax levy limit of the county prescribed by section 79-1947 of the General Statutes of 1949: Provided, That such tax levy shall not exceed one-half mill except as hereinafter specified: Provided further, That in counties where the half-mill levy will not produce fifteen thousand dollars (\$15,000) in revenue, the levy may be increased to as much as one mill, except that in counties with a total assessed tangible tax valuation of thirty million dollars (\$30,000,000) or less the total appropriations shall not exceed fifteen thousand dollars (\$15,000): And provided further, In the year 1951, any county may make such tax levy, even though the expenditures to be made from the proceeds of such levy were not included in the budget of such county, if the board of county commissioners shall certify to the county clerk on or before August 25, 1951, the amount necessary to be levied for such county extension work and the amount raised by said tax levy may be expended during the year 1952 even though such expenditures were not included in the budget for such period. The board of county commissioners may use as a basis for such certification to the county clerk in 1951 a budget prepared by the county farm bureaus mentioned in article 6 of chapter 2 of the General Statutes of 1949.

Section 4. County agricultural extension councils and executive boards. (a) The citizens of voting age residing in each of the several townships and such incorporated cities that are not a part of a township of each county shall meet not earlier than October first and at least ten days before the annual meeting of the county agricultural extension council upon a date and at a time and place determined and fixed by the executive board and shall elect from among their number three members of the county agricultural extension council, one of whom shall be elected to represent agriculture, one to represent home economics and one to represent 4-H club work and all of whom shall be actively engaged in agriculture: Provided, That the date, time and place for each such meeting for the year 1951 shall be determined and fixed by the director of extension of Kansas State College of Agriculture and Applied Science or his authorized representative. The members so elected in the several townships and incorporated cities shall constitute the county agricultural extension council, and it shall be the duty of said agricultural extension council to plan the educational extension programs of the county. At the annual meeting of the council and such other times as may be designated by the executive board of the council the council members elected by the townships and cities to represent agriculture, or home economics, or 4-H club work, may meet separately and elect a group chairman for the purpose of developing educational program plans on extension work in agriculture, in home economics or in 4-H club work. All such program plans shall be subject to final approval by the executive board of the county agricultural extension council. The county agricultural extension council shall meet annually not earlier than November first and not later than December twentieth, and shall elect from among its own members an executive board consisting of a chairman, a secretary and a treasurer and six additional members. The date, time and place of such annual

meeting shall be determined and fixed by the executive board, except in the year 1951 when the same shall be determined and fixed by the director of extension of Kansas State College of Agriculture and Applied Science or his authorized representative. No more than one member of such executive board shall be elected from any township or city not included in a township: Provided, however, That in any county having fewer than nine townships and cities not included in a township, more than one member of the executive board may be chosen from each township and city not included in a township. The executive board if authorized to transact all business of the council shall have control of all property of the county agricultural extension council, and may employ and fix the compensation of such persons as are necessary for the conduct of the business of the council, except as herein otherwise expressly provided. Members of the county agricultural extension council and of the executive board shall receive no compensation for their services as members of such council or of such executive board. The members of the executive board within five (5) days after their election shall take and sign the usual oath of public officers and the same shall be filed in the office of the county clerk. The treasurer of the executive board within ten (10) days after his election as treasurer and before entering upon the duties of his office as treasurer shall execute to the council a corporate surety bond, of one hundred twenty-five percent (125%) of the amount, as nearly as can be ascertained, that shall be in his hands as treasurer at any one time: Provided, The treasurer where the amount as nearly as can be ascertained that shall be in his hands as treasurer, shall not exceed one thousand five hundred dollars (\$1,500) at any one time during the year, may, when the executive board so determines, in lieu of such corporate surety bond, execute to the council a bond in double the amount as nearly as can be ascertained, shall be in the hands as treasurer at any one time during the year, with two or more sufficient sureties. All such bonds shall be conditioned to the faithful discharge of the duties of the office of treasurer. The amount and sufficiency of all bonds shall be determined by the county clerk, and upon his approval endorsed on the bond, shall be filed with the county clerk, who shall immediately notify the clerk of the executive board and the county treasurer of such approval and filing. The cost of any corporate surety bond so furnished shall be paid by the executive board. In the event of the breach of any condition thereof, the chairman of the executive board shall, and if he does not any member of the agricultural extension council may, cause a suit to be commenced thereon in his own name for the benefit of the council, in which suit it shall not be necessary to include the treasurer as a party to said suit and the money collected shall be applied to the use of the council, as the same should have been applied by the treasurer.

(b) Public notice of each annual election and agricultural extension council meeting provided for in this section shall be published at least one week but not more than three weeks prior to the date fixed for such election or council meeting in a newspaper having general circulation in the county. The executive board, except in the year 1951 and in that year the director of extension at Kansas State College or his authorized representative, shall call each annual election and agricultural extension

council meeting and shall cause said notice to be published as herein required and said notice shall state the date, time and place of the meeting. The cost of publishing said notices shall be paid by the executive board of the county council except that in the year 1951 the cost of said notice shall be paid by the board of county commissioners from the county general fund. The executive board of the county council during the month of January, 1952, shall reimburse the county for the amount expended by the county for the publication of such notices during the year 1951.

(c) The elected officers and the members of the executive board shall hold office for one year and until their successors are elected and qualify. Each year not earlier than January second and not later than January fifteenth the retiring executive board shall meet with the newly-elected executive board at a time and place designated by the chairman of the retiring executive board. At such meeting the retiring executive board shall conclude all business of the past year and pay all lawful bills for the year in which it has served and provide the new executive board with all reports, records and other information which may be necessary to the operation of the county agricultural extension program during the ensuing year. Members of the county agricultural extension council shall hold office for a term of two years and until their successors are elected and qualify, and no member of such council shall hold office for more than two consecutive terms: Provided, That in elections held in the year 1951 the director of extension of Kansas State College shall designate half of the townships and cities not included in a township which shall elect their representatives to the agricultural extension council for one year for the first term only, so that after the elections of 1951, elections shall be necessary in only half of the townships and cities not included in a township. Vacancies in the membership of the executive board and vacancies among the officers of the executive board shall be filled for the unexpired term by election of the remaining members of the executive board.

Section 5. Duties of the treasurer: deposit of moneys, payment of expenditure moneys. All moneys received by the treasurer for the council of executive board shall be deposited by him in a bank or trust company designated by the executive board and authorized to receive public deposits. The treasurer shall pay out, on the warrant of the secretary of the executive board, or by a combination warrant check, in either case, signed by the chairman of the executive board all moneys which shall come to his hands for the use of the council or executive board, and he shall not pay any sum from the funds of the council or executive board in any other manner. He shall keep a book in which he shall enter all the moneys received and disbursed by him, specifying the person or persons from whom received and to whom paid, and the object for which same has been paid out. He shall present to the executive board at each annual meeting of the board a report in writing containing a statement of all moneys received by him from the county treasurer and from any other source since the last annual meeting of the executive board; and of the disbursements made by him with the items of such disbursements, and exhibit the warrants or checks or combination warrants

and checks therefore, which report shall be recorded by the secretary of the executive board; and at the close of his term of office shall settle with the executive board; and shall hand over to his successor said book and all other records and papers coming into his hands as treasurer, together with all moneys remaining in his hands as such treasurer.

Section 6. County treasurers to pay moneys to council treasurers. The county treasurer shall pay to the treasurer of the executive board of the council of his county all moneys in the county treasurer belonging to said council, upon the order of the treasurer of the executive board of the council countersigned by the secretary of the executive board; Provided, That the county treasurer shall not pay to said treasurer of the executive board any such moneys unless and until he has been notified by the county clerk that said treasurer of the executive board has filed his bond and same has been approved by the county clerk.

Section 7. Duties of the secretary. The secretary of the executive board shall: (1) Record the proceedings of all meetings of the executive board in books provided for that purpose within twenty (20) days following the meeting; (2) prepare and submit to each annual meeting of the executive board a report on the work and activities of the county agricultural extension council since the last annual meeting of said board; and (3) perform such other duties as are usually performed by secretaries and as may be prescribed by the executive board. The records of the secretary shall be open to public inspection at all reasonable times.

Section 8. County extension service agents: selection; qualifications; employment by two or more counties; accounts and expenditures; approval. County extension agents shall be selected and appointed by the executive board of the county agricultural extension council and shall be under the general supervision of said executive board and the director of extension. The director of extension of Kansas State College shall determine the qualifications of each county extension agent. The executive boards of two or more county agricultural extension councils may jointly employ a county extension agent or agents under like conditions as the executive board of a single county and by agreement fix the amount of compensation to be paid to such agent by each county extension council and the time such agent is to spend in each county. All accounts and all expenditures of funds of the county agricultural extension council from whatever source derived shall be subject to the approval of said executive board and the director of extension of Kansas State College of Agriculture and Applied Science.

Section 9. Limitations on powers of county agricultural extension councils. The county agricultural extension council shall have for its sole purpose the giving of instruction and practical demonstrations in agriculture, home economics and 4-H club work to all persons in the county and the imparting to such persons of information on said subjects through field demonstrations, publications, or otherwise. Such councils shall not engage in commercial or other private enterprises, legislative

programs, or other activities not authorized by this act and shall not give preferred service to any individual, group or organization. County agricultural extension councils may collect fees for specific services which require special equipment or personnel, such as a soil testing laboratory, seed testing service or other educational service but they shall not collect membership dues nor shall they collect dues for or pay dues to any state or national organization or association; Provided, That the furnishing of supplies or services deemed necessary by the director of extension and the executive board of the county agricultural extension council to the conduct of any educational program authorized under this act shall not be considered private enterprise or commercial activity within the meaning of this act. Nothing in this act shall prevent the county extension council or extension agents employed by it from using or seeking opportunities to reach an audience of persons interested in agricultural extension work through the help of interested farm organizations, civic organizations or any other group. Provided, That in using or seeking such opportunities, the county extension council or agents employed by it shall make available to all groups and organizations in the county equal opportunity to co-operate in the educational extension program. County extension agents, however, are prohibited from requiring uniform bylaws, rules, regulations and methods of procedure in groups, clubs or organizations wishing to do extension work: Provided, That this prohibition shall not prevent county extension agents from suggesting bylaws, regulations and methods of procedure.

Section 10. County farm bureaus continued through year 1951: disposition of farm bureau assets. The county farm bureaus mentioned in article 6 of chapter 2 of the General Statutes of 1949 shall continue to function as specified in existing statutes until January 1, 1952.

Section 11. On or before January 1, 1952, all the money and property belonging to any county farm bureau operating under the provisions of chapter 2, article 6 of the General Statutes of 1949 shall be transferred to and become the property of the county agricultural extension council in said county. Any moneys so transferred shall be used by such council for the purposes of this act, and any property so transferred may be retained and used by such council for the purposes of this act, or may be sold by the executive board of such council in such manner and for such sum as said board shall determine, and the proceeds therefrom used for the purposes of this act.

Section 12. Repealing clause. On January 1, 1952, sections 2-601, 2-602, 2-603, 2-604, 2-605, 2-606, and 2-607 of the General Statutes of 1949 shall be and are hereby repealed.

Section 13. Validity in part. If any section, subsection, clause, sentence or phrase of this act is for any reason held to be unconstitutional and invalid, such decision shall not affect the validity of the remaining portion of this act.

Section 14. Effective date. This act shall take effect and be in force from and after July 1, 1951, and its publication in the statute book.

APPENDIX B

MEMORANDUM OF UNDERSTANDING

Part I - Memorandum of Understanding Between ... (Land-Grant Institution) ... and the United States Department of Agriculture on Cooperative Extension Work in Agriculture and Home Economics\*

Whereas ... (Land-Grant Institution) ... has under its control Federal and State funds for extension work in agriculture and home economics which are and may be supplemented by funds contributed for similar purposes by counties and other organizations and individuals within said State, and the United States Department of Agriculture has funds appropriated directly to it by Congress which can be spent for extension work in the State of .....

Therefore, with a view to securing economy and efficiency in the conduct of extension work in the State of ..... the president of the ..... (Land-Grant Institution) ... acting subject to the approval of the Board of ..... of the said ... (Land-Grant Institution) ... and the Secretary of Agriculture of the United States, hereby execute the following memorandum of understanding with reference to cooperative relations between said ... (Land-Grant Institution) ... and the United States Department of Agriculture for the organization and conduct of extension work in agriculture and home economics in the State of .....

I. The ... (Land-Grant Institution) ... agrees:

- (a) To organize and maintain at said institution a definite and distinct administrative division for the management and conduct of all cooperative extension work in agriculture and home economics, with a director selected by the institution and satisfactory to the Department;
- (b) To administer through such division thus organized, known as the \*(Agricultural Extension Service), any and all funds it has or may hereafter receive for such work from appropriations made by Congress or the State Legislature, by allotment from its Board of ..... or from any other sources;

\*As approved by the Senate of the Association of Land-Grant Colleges and Universities and the United States Department of Agriculture.

\*\*Title used in many states. When not applicable the appropriate title will be inserted.

- (c) To accept the responsibility for conducting all educational work in the fields of agriculture and home economics and subjects related thereto as authorized by the Smith-Lever Act as amended and other Acts supporting cooperative extension work, and such phases of other programs of the Department as are primarily educational, which the Department has been authorized to carry on within the States.

II. The United States Department of Agriculture agrees:

- (a) To maintain in the Department a Federal Extension Service which, under the direction of the Secretary, (1) shall be charged with the administration of the Smith-Lever Act as amended and other Acts supporting cooperative extension work insofar as such administration is vested in the Department; (2) shall have primary responsibility for and leadership in all educational programs under the jurisdiction of the Department (except the graduate school); (3) shall be responsible for coordination of all educational phases of other programs of the Department, except the graduate school; and (4) shall act as the liaison between the Department and officials of the Land-Grant Colleges and Universities on all matters relating to cooperative extension work in agriculture and home economics and educational activities relating thereto.
- (b) To conduct through ... (Land-Grant Institution) ... all extension work in agriculture and home economics and subjects relating thereto authorized by Congress to be carried on within the State except those activities which by mutual agreement it is determined can most appropriately and effectively be carried out directly by the Department.

III. The ... (Land-Grant Institution) ... and the United States Department of Agriculture mutually agree:

- (a) That, subject to the approval of the President of the ... (Land-Grant Institution) ... and the Secretary of Agriculture, or their duly appointed representatives, all cooperative extension work in agriculture and home economics in the State of ..... involving the use of Federal funds shall be planned under the joint supervision of the director of (Agricultural Extension Service) of ..... and the administrator of the Federal Extension Service; and that approved plans for such cooperative extension work in the State of ..... shall be carried out through the (Agricultural Extension Service) of ..... in accordance with the terms of individual project agreements.
- (b) That all State and county personnel appointed by the Department as cooperative agents for extension work in agriculture and home economics in the State of ..... shall be joint representatives of the ... (Land-Grant Institution) ... and the United States Department of Agriculture, unless

otherwise expressly provided in the project agreement. Such personnel shall be deemed governed by the requirements of Federal Civil Service Rule No. IV relating to political activity.

- (c) That the cooperation between the ... (Land-Grant Institution) ... and the United States Department of Agriculture shall be plainly set forth in all publications or other printed matter issued and used in connection with said cooperative extension work by either the ... (Land-Grant Institution) ... or the United States Department of Agriculture.
- (d) That annual plans of work for the use of Smith-Lever and other Federal funds in support of cooperative extension work shall be made by the (Agricultural Extension Service) of the State of ..... and shall be subject to the approval of the Secretary of Agriculture in accordance with the terms of the Smith-Lever Act as amended or other applicable laws, and when so approved shall be carried out by the (Agricultural Extension Service) of the said State of .....

IV. The ... (Land-Grant Institution) ... and the United States Department of Agriculture further mutually agree:

- (a) That the Department of Agriculture shall make final determination on any proposed supplementary memoranda of understanding or similar documents, including those with other agencies, affecting the conduct of cooperative extension work only after consultation with appropriate designated representatives of the Land-Grant Colleges and Universities.
- (b) That the ... (Land-Grant Institution) ... will make arrangements affecting the conduct of cooperative extension work with agencies of the Department, or with other Federal agencies, only through the administrator of the Federal Extension Service, or in accordance with an existing general agreement which has been approved by him.
- (c) That all memoranda and similar documents hereafter executed affecting cooperative extension work, whether between agencies of the Department or between State (Agricultural Extension Services) and agencies of the Department, shall be within the framework of, and consistent with the intent and purpose of, this memorandum of understanding.
- (d) That all memoranda and agreements affecting policies in cooperative extension work shall be reviewed periodically by appropriately designated representatives of the Land-Grant Colleges and Universities and the Secretary of Agriculture for the purpose of determining whether modification is necessary or desirable to meet more effectively current developments and program needs.



V. This memorandum shall take effect when it is approved by the ..... of the ... (Land-Grant Institution) ... and the Secretary of Agriculture of the United States, and shall remain in force until it is expressly abrogated in writing by either one of the signers or his successor in office. The agreement executed ..... 1914 shall be deemed abrogated upon the effective date hereof.

(Land-Grant Institution)

BY \_\_\_\_\_

DATE \_\_\_\_\_

UNITED STATES DEPARTMENT OF AGRICULTURE

DATE \_\_\_\_\_

BY \_\_\_\_\_

Secretary

Part II - Memorandum of Understanding Between Kansas State  
Agricultural College and \_\_\_\_\_ County  
Agricultural Extension Council

Between the Division of College Extension of Kansas State College of Agriculture and Applied Science and the \_\_\_\_\_ County Agricultural Extension Council, represented by its Executive Board. Whereas the legislature of the State of Kansas has enacted Chapter 8 of the Session laws of 1951 which provides for County Agricultural Extension Councils which are to cooperate with Kansas State College of Agriculture and Applied Science in conducting educational programs in agriculture, home economics and 4-H club work in several counties of the state, and since certain State and Federal funds are allocated to the college for the extension program and disbursed in the counties by the Director of Extension, and whereas the Director of Extension is required to approve all Council accounts and expenditure of funds and to certify each year that the Council is properly functioning and entitled to the appropriations provided by law, this memorandum of understanding is agreed to in order that there may be full understanding at all times between said Division of College Extension and said County Agricultural Extension Council in the cooperative working relationships in the development and conduct of county programs, the employment of county extension agents to aid in the prosecution of such programs, and the approval of accounts and expenditure of funds.

I. Basic Information

1. The Extension Service as it is known today was set up in the Smith-Lever Act of 1914, which provides for cooperative extension work between the Agricultural colleges in the several states receiving benefits of an act of Congress approved July 2, 1862, and the acts supplementary thereto, and the United States Department of Agriculture. The Smith-Lever Act defines the extension program:

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

2. In accordance with the foregoing paragraph, Kansas State College and the United States Department of Agriculture signed a memorandum in June of 1914 wherein it was agreed that the college would establish a distinct administrative division for the management and conduct of the extension program in the State. It was further agreed that the Department of Agriculture would conduct its program through the college in accordance with plans mutually agreed upon. Also that all persons appointed as extension agents shall be joint representatives of the college and the Department of Agriculture. Other minor points of administration were also agreed to.

3. Kansas State College of Agriculture and Applied Science has three principal functions, namely: (1) to teach the students who enroll at the college, (2) to do research work in the fields of agriculture, veterinary medicine, home economics and engineering, and (3) to conduct an extension program among the people of the state who are not enrolled as students at the college.

4. Chapter 8, Session Laws of 1951, provides for County Agricultural Extension Councils as the agency in each county to cooperate with Kansas State College in planning and in the execution of an educational extension program.

II. The Division of College Extension of Kansas State College of Agriculture and Applied Science agrees:

1. To conduct an educational extension program in agriculture, home economics and 4-H club work in the county with the cooperation of the County Agricultural Extension Council.

2. To provide a suggested procedure for the planning of a county extension program in the fields of agriculture, home economics and 4-H club work for the people of the county.

3. To assist in the development of a procedure for the collection of data that may be needed in the development of such county program.

4. To provide a staff of specialists in the fields of agriculture, home economics and 4-H club work in so far as available funds will permit and to provide travel expenses for such specialists for the purpose of visiting the counties to assist the county extension agents and leaders to plan and conduct a program for the county.

Said specialists will also prepare bulletins and other literature helpful in the execution of the county program.

5. To provide administrative supervisors whose duty it is to represent the Director of Extension in carrying out his responsibilities in the counties and to assist county extension agents in program organization, planning and execution, assist the Executive Board and the Council in an understanding of their responsibilities, assist in the development of county extension programs and maintain satisfactory working relationships between the College, county Extension agents, the Executive board, the Council, and the people.

6. To conduct a program over radio station KSAC that will supplement the execution of the county program.

7. To properly publicize regional, district or state-wide activities planned by one or more counties of the state and to otherwise widely publicize the accomplishments in the extension program of the state.

8. To receive applications from persons who may be interested in being extension workers and to pass upon their qualifications and thus maintain a list of qualified and approved persons for employment as county extension agents.

9. To train extension workers in their responsibilities and methods of planning and conducting the extension program.

10. To pay a portion of the salary of each agent employed in the county in such amount as authorized by the state legislature and the Board of Regents.

III. The County Agricultural Extension Council as represented by its Executive Board, hereafter mentioned as the "Board" agrees:

1. To maintain a suitable office for the headquarters of the county agricultural extension Council to provide adequate space for the county extension agents, office assistants, working area and storage of equipment and supplies.

2. To provide the necessary transportation and subsistence expenses of the agents while absent from their headquarters on official duty.

3. To pay the necessary expenses of any leaders authorized by the executive board to attend district or state extension program planning conferences.

4. To provide the necessary funds for teaching and demonstration materials and equipment.

5. To employ as agents only those persons who have been approved by the Director of Extension for the county concerned as each agent is a member of the faculty of the College and a cooperative employee of the United States Department of Agriculture.

6. To contact the Director of Extension or his representative when a vacancy may occur in a county extension agent position, and make arrangements with the Director of Extension for a candidate to be interviewed by the Executive Board and a representative of the Director of Extension.

7. To spend funds within the various items of the budget. The total expenditures in any one year shall not exceed the total of the budget for that year. When necessary to transfer funds from one budget item to another, a revised budget will be prepared for approval by the executive board and the Director of Extension. The original budget, or the revised budget will be the basis for the approval of expenditures by the Director of Extension.

8. To maintain accurate and complete financial records on forms and in books designed by the Director of Extension and to submit copies at such times as the Director of Extension may deem necessary for the approval of the expenditure of funds as required by the law. And to keep such records in the county extension office and available at all times for inspection by the Director of Extension or his representative.

9. To review with the Director of Extension or his representative, at least twice a year, the progress being made in the county program.

IV. The Division of College Extension and the Board mutually agree:

1. That each county extension agent employed shall be a cooperative employee of the Division of College Extension of Kansas State College, the United States Department of Agriculture and the Extension Council and shall be satisfactory to the Division of College Extension and to the Board.

2. That county extension agents will be employed under the terms of a three-party agreement which will stipulate the total salary to be paid to the agent; provision for transportation and other necessary expenses; the date and length of the employment period; the portion of the salary to be paid by the college; the provisions for annual, sick and professional leave; and other pertinent points pertaining to the employment of an agent.

3. To fix the salary of each county extension agent at a level commensurate with the qualifications required of extension agents and persons in other lines of work requiring similar qualifications and responsibilities.

4. That the employment agreements made by the county farm bureau with the county extension agents and the College shall be in force until similar agreements made with the Council are made effective.

5. That county extension agents will not be employed in their home county, except in cases of emergency. Close relatives of county extension agents will not be employed in the same county.
6. That the employment of close relatives of the members of the Executive Board in the county office is not a good policy.
7. The sequence of establishing county extension agent positions in a county shall be: agricultural agent, home demonstration agent, 4-H club agent. Thereafter additional positions established shall be those most urgently needed to carry on the extension program in the county.
8. That Extension work is a profession and that persons engaged in it will be given encouragement and opportunity to improve their professional ability and standing by further study, reading and conferences with other persons in similar work, and further, that the professional attitude of county extension agents will be upheld by requiring not more than reasonable hours of work and granting compensation in keeping with their qualifications and experience.
9. The Executive Board will meet at least once each month to transact the business for which it is responsible and confer with the agents concerning the progress being made on the county extension program. In case of anticipated heavy farm work seasons, the Executive Board may authorize the officers to approve expenditures and other wise act for the Board in lieu of one monthly meeting.
10. That the general supervision of county extension agents as provided by law will be accomplished by conference between the Director of Extension or his representative and the agents at such times and places as is mutually convenient for them; and at least twice each year by a joint conference of the Board, Agents, and Director of Extension or his representative.
11. The county extension office shall be known as and marked as the office of the "Agricultural Extension Council" followed by the title of the agent positions which may be: Agricultural Agent, Home Demonstration Agent, 4-H Club Agent.
12. That the Council, it's Executive Board, and the county extension agents will plan and conduct a county program in keeping with the principles established in Chapter 8, Session Laws of 1951, and any subsequent amendments thereto.

V. Effective Date and Termination of this Memorandum

This memorandum shall be effective when it is approved and signed by the Director of Extension of Kansas State College of Agriculture and Applied Science and the Chairman of the Executive Board of the \_\_\_\_\_ County Agricultural Extension Council and shall remain in effect until it is abrogated in writing by either one of the parties signatory hereto.

Approved:

\_\_\_\_\_  
 COUNTY AGRICULTURAL EXTENSION COUNCIL

Date \_\_\_\_\_

\_\_\_\_\_  
 Chairman of the Executive Board

DIVISION OF COLLEGE EXTENSION  
 Kansas State College

Date \_\_\_\_\_

\_\_\_\_\_  
 Director of Extension

VITA

Robert Weldon Newsome

Candidate for the Degree of

Doctor of Education

Thesis: A DESCRIPTIVE STUDY OF THE ORIGIN, DEVELOPMENT, AND RECENT  
MAJOR TRENDS OF THE KANSAS CO-OPERATIVE AGRICULTURAL EX-  
TENSION SERVICE

Major Field: Educational Administration

Biographical:

Personal Data: Born near Frederick, Oklahoma, June 5, 1928,  
the son of Walter and Gladys Newsome.

Education: Attended elementary school in Frederick and Helena,  
Oklahoma; graduated from Altus High School, Altus, Oklahoma,  
May, 1946; received the Bachelor of Science degree from  
Oklahoma A & M College, Stillwater, Oklahoma, with a major  
in Soils, January, 1951; received the Master of Science  
degree from Kansas State University, Manhattan, Kansas,  
with a major in Extension Education, May, 1962.

Military Service: Enlisted in the United States Army in 1946;  
discharged in 1948.

Professional Experiences: Served as veterans on-the-farm agri-  
cultural instructor, Imperial, Nebraska, 1951 to 1955; served  
as assistant county agricultural agent, McPherson, Kansas,  
1955; served as county agricultural agent, Oskaloosa, Kansas,  
1956 to 1960; served as county agricultural agent, Manhattan,  
Kansas, 1960 to present.