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*The Agricultural Extension Service
School of Agriculture
North Carolina State College*

A Report

ON THE
**PROGRAMS
ORGANIZATION
MANAGEMENT**
OF THE AGRICULTURAL
EXTENSION SERVICE

**TO THE PRESIDENT OF THE
CONSOLIDATED UNIVERSITY OF NORTH CAROLINA**

*By the
Extension Service Advisory Committee*

FEBRUARY · 1957

*Dean suggests
Pres. Friday reword
this.*

*Dean does not
like any of this 1st
page*

1. INTRODUCTORY

The Agricultural Extension Service of North Carolina State College is now in its forty-third year of service to our rural people. A half-century ago it was a very small group of devoted agents reaching out from the college campus to a few farms and farm homes through individual visits and group demonstrations. Today it is an organization of nearly 1,100 agents, specialists, executives and clerical assistants, operating in all 100 North Carolina counties through every modern medium available for dissemination of education in agriculture and home economics.

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During the immediate past decade expansion of the Service has been notably rapid. Long established lines of work have been intensified. New activities, designed to meet new problems and to take advantage of new media, have been launched. Since 1945 the operating personnel has more than doubled, and the annual operating budget has grown from less than \$2,000,000 to nearly \$7,000,000.

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In the summer of 1956 the availability of new Federal funds focused attention on the growth of the Extension Service, and led both Governor Luther H. Hodges and the State College authorities to believe that a comprehensive and objective examination of its programs, organization, and management would be timely and helpful. It was next decided that a committee of interested private citizens would be enlisted for this task, and the following men and women, at the joint request of Governor Hodges and President William C. Friday of the Consolidated University, accepted the assignment.

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| Mrs. Harry B. Caldwell | Greensboro
N. C. State Grange |
| David Clark | Lincolnton
Member - General Assembly + Chairman
<i>Committee on study of reorganization of
State Government.</i> |
| Archie K. Davis | Winston-Salem
Chairman of the Board, Wachovia Bank
& Trust Company |
| Harriet Herring | Chapel Hill
Institute for Research in Social Science,
University of North Carolina |
| William Poe | Raleigh
Editor, The Progressive Farmer |
| E. A. Resch | Siler City
Editor, Chatham County News |
| Roy Rowe | Burgaw
Member - General Assembly
Trustee - University of North Carolina |
| R. Flake Shaw | Greensboro
N. C. Farm Bureau |
| *A. D. Williams (Succeeded by)
J. Lee White | Concord
Chairman, Board of County Commissioners,
Cabarrus County |

Through arrangement with the management consultant firm of John A. Donaho & Associates, Baltimore, Maryland, the services of James E. Scott, a consultant of broad experience in the field of agriculture, were engaged by the Governor and made available to the Advisory Committee. At the same time, President Friday arranged to have Dr. C. Brice Ratchford, Assistant Director of the Extension Service sufficiently detached from his normal duties to enable him to share with Mr. Scott in the fact-finding and other phases of Committee staff work.

The first meeting of the Committee was held on October 5, 1956, at State College. At this meeting President Friday, Chancellor Bostian, Dean Colvard, and Director Weaver of the Extension Service comprehensively presented the need for the survey with which the Committee was charged, and broadly outlined, without in any way limiting, its scope.

Following this orientation, the Committee organized, ^{+ elected (Dean)} with Archie K. Davis as Chairman and William Poe as Secretary, and preliminary studies were outlined and scheduled.

The deeply regretted death of Mr. A. D. Williams on November 10, created a vacancy in the Committee membership. At the request of President Friday, Mr. J. Lee White of Concord, a Cabarrus County Commissioner for some 26 years past, graciously accepted the successor appointment early in November and has thus served throughout practically the entire period of the survey.

The Committee as a whole met at Raleigh for the second time on November 8 and 9. By Committee request Director Weaver and Assistant Director Shoffner presented their own expositions of Extension Service programs, organization, personnel and financing, with special highlighting of past, current and foreseen problems. Sub-committees were designated to explore thoroughly with staff assistance each of the major fields of management at the State headquarters level with a view to completion of basic fact-finding at that level by the close of November. *Dean
new
sub-committee*

The full Committee met again at Raleigh on November 29. Reports of sub-committees on Programs and Organization were received and thoroughly discussed, and some tentative conclusions reached. Budgetary, accounting and other financial problems were further explored. In addition 15 counties were selected as samples for on-the-ground studies by teams of Committee members and staff during the period December 2 to January 8.

In selecting counties for these field surveys, the factors of geographic spread, type of farming, farm, non-farm, rural, and urban populations, scope, intensity and apparent strength or weakness of Extension Service programs and staffing were carefully weighed to assure as nearly as possible a true cross-section sampling of the State-wide activity.

By December 20, when the Committee again assembled, 11 of the 15 counties scheduled for field study had been covered. In addition each Committee member had looked into the work in his or her home county. The information thus brought before the Committee as a whole revealed a common overall pattern of operation to such an extent that a decision was reached to close out the field sampling schedule with visits to 2 of the remaining 4 counties originally scheduled, these 2 affording opportunities to view certain specialized activities not occurring generally as features of county programs. The field schedule, thus amended, was completed on January 4 and 8.

*Should there be reference to 3 Sub-committees +
their work -*

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On December 27, Messrs. Davis, Resch, and Scott, representing the Committee, met at Washington, D. C., with Administrator C. M. Ferguson, Deputy Administrator P. N. Kepner, and staff assistants G. H. Huffman and J. P. Flannery, of the Federal Extension Service, U. S. Department of Agriculture. These gentlemen generously made themselves available for a full day. The scope of the North Carolina study was thoroughly covered in constructive discussion. The experience of other states with similar problems was brought to attention. Findings of our Committee to date were thoroughly considered, and a most gratifying measure of agreement on major principles and problems was developed. This was indeed a fruitful meeting.

On January 3 at Raleigh another full day was given to exploration with the Specialists in Charge of the activities of the various subject matter specialist groups on the Extension Service staff. On January 11 a similar survey was made of the staff units responsible for production of publications, visual education aids, press services, radio and television. On January 15 a sub-committee visited at A. & T. College, Greensboro, the Negro leaders of the Extension Service.

Throughout the entire period of its work the Committee has sought to supplement its own observations to the fullest extent possible through conferences with individuals and groups of Extension Service workers at all levels of organization, officials of other agricultural agencies, and private citizens in a position to contribute pertinent factual material or soundly based opinions.

The White District Agricultural Agents were interviewed as a group on November 1, the White District Home Economics Agents on November 6, White Specialists in Charge on November 9, and the Negro District Agents and Specialists on December 17. The College Business Office, which handles formal accounting work and purchasing functions for the Extension Service was visited on November 26. The U. S. Department of Agriculture fiscal auditor was making his annual audit during that same week, and opportunity was thus afforded for helpful discussion with him of current and proposed accounting procedures.

Planned interviews were held with the State Directors of the Farmers Home Administration and Federal Crop Insurance Corporation on November 21, the Soil Conservation Service on November 23, and the Rural Electrification Authority on November 28.

Consultation with Dr. I. O. Schaub, Dean and Director of North Carolina's School of Agriculture and Extension Service over a 26 year period prior to 1950; was sought and graciously given on December 21.

In each of the 13 counties where field studies were made, at least one of the County Commissioners, and in most cases the entire Board, met with the Committee representatives for consideration of the local Extension Service program and the effectiveness of the Service in action. Groups of 10 to 50 citizens, men and women, both White and Negro, also met with us for similar discussions. These conferences very helpfully supplemented the Committee work with the County Extension Service personnel.

The Committee concludes its work with the submittal of the report which follows. We wish to express at this point our most sincere appreciation of the cordial cooperation which has been afforded us from the beginning to the close of our

study by every individual and group contacted. Our search for pertinent facts has imposed numerous and undeniably burdensome tasks upon Extension Service personnel at State College and in the counties. Every request we have made has been responded to graciously, promptly, and effectively. Our representatives have been most cordially received in the counties visited, and the advance arrangements made by the County Extension staffs greatly facilitated the Committee work. C,

With due recognition of the assistance rendered the Committee by others in key positions in the Service, we feel that the contribution made by Dr. C. Brice Ratchford merits special citation. He has worked tirelessly, competently, and most constructively to insure that the Committee might obtain a complete and unbiased view of the Extension Service operations and his help has been invaluable.

We are indebted also to Governor Hodges for his action in implementing the Committee organization with the services of an experienced management consultant, Mr. James E. Scott, an affiliate of John A. Donaho & Associates. Backed by long experience in management evaluation, budget planning and sound organizational structure Mr. Scott has worked tirelessly in preparing background material incorporated in this report. He has also done extensive research that has helped the Committee to arrive at conclusions herein contained. He has approached the task with complete objectivity and the members of the Committee are unanimous in their belief that without his contribution the work of the Committee would have been vastly more difficult and its completion almost impossible because of time limitations.

Finally, the members of the Committee, individually and collectively, feel highly honored by our selection for this public service task. We have earnestly sought to make our approach to it as objective and constructive as possible. It is our hope that our criticisms, suggestions and recommendations may be received in this spirit, and that the Extension Service, as an arm of North Carolina State College, clearly entitled to look upon its record to date with honest pride, may be helped by this study to meet with even greater effectiveness its challenging future.

THE EXTENSION ADVISORY COMMITTEE

_____, Chairman
_____, Secretary

_____ } Members

11. BACKGROUND

A broad picture of North Carolina's agriculture and its place in the total economy of the State is an essential preliminary to any study of the Agricultural Extension Service organization and program. The tables which follow are designed to present such a picture, and certain of its significant features warrant special mention.

The total population of the State rose from 3,522,000 in 1940 to 4,285,000 in 1955, an increase of 21.6 percent. As in the United States as a whole, farm population has been decreasing, from 1,656,501 in 1940 to 1,319,000 in 1955, or 25.6 percent. Whereas in 1940 farm population constituted 46.4 percent of the State's total, it now constitutes 30.8 percent. At the same time the rural non-farm population increased from less than a million to more than a million and a half.

The total income of the State rose from \$1,131,000,000 in 1940 to \$5,371,000,000 in 1955, an increase of 374 percent. 1956 will show further increase. Gross farm income rose from \$216,000,000 in 1940 to \$943,000,000 in 1955, an increase of 336 percent. It is estimated that the gross farm income in 1956 exceeded \$1 billion. Thus despite a decrease in number of persons employed in agriculture amounting to 16.8 percent from 1940 to 1955, gross farm income still constituted 17.6 percent of total income, only a small drop from 19.1 percent of the total in 1940. During this same period manufacturing employment increased 45.5 percent and employment other than manufacturing and farm increased 65.7 percent.

It is to be noted, however, that while the farm population in 1955 made up 30.8 percent of the total population and contributed 20.8 percent to the total employed in the State, this segment's gross income constituted only 17.6 percent of the total State income.

*progressive
+ profession
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North Carolina ranks first in the nation in number of farm population. It ranks second only to Texas in number of farms. In 1955 it ranked 11th in total cash receipts from farms. It is when agricultural returns are considered on a per farm basis that the significance of this difference in rank becomes apparent; because of the large number of farms, in realized net income per farm, North Carolina ranks 26th; because its farm families are large, its rank in per capita farm income is somewhat lower still.

The tables show no significant change in the average size of North Carolina farms - from 67.7 acres in 1940 to 68.2 acres in 1955. This is the only state which has not experienced a sizeable increase in average acreage over this period; for the United States as a whole the average increased from 215.3 to 242.2 acres, or 12.5 percent. It is to be noted, however, that any agricultural unit with either 3 acres or annual sales of products in excess of \$150 is considered by the Census Bureau as a farm. Thus "average" figures, as applied to size of farms, value per farm and income per farm tend to be misleading. North Carolina had, in 1955, 34,479 farms of less than 10 acres, 12.9 percent of all farms in the State. Another 76,672 farms, 28.6 percent of the total, were under 30 acres in area. The very small farms have been increasing in number in recent years, as have the large commercial farms, thus maintaining a rather constant "average". An increasing number of very small farms is operated by part-time farmers.

North Carolina is essentially a state of small farms; in 1955 only 17.9 percent contained 100 acres or more compared with 46.4 percent in the United States as a whole. The fact that each tenant unit is counted as a farm by the Census contributes to the small average size of farm.

Farm tenancy has decreased from 44.4 percent of all farm operators in 1940 to 36.8 percent in 1955. The greatest decreases have been in the mountains, Piedmont, and a few of the Tidewater counties. In the Coastal Plains where there are large acreages of tobacco, cotton, and peanuts, there has been little reduction. This decrease in tenancy accounts for about half the total decline in number of farms in the state, the balance being accounted for by some half a million acres which has gone out of agricultural use. While there is no corresponding increase in the number of owners, many owners are supplementing their ownerships by buying or renting the additional acres necessary for a more economically sound and efficient farm operation. These appear in the tables as "part owners"; their number has nearly doubled in the decade and a half under consideration.

The area of farm woodland has remained remarkably constant. These holdings, which presently yield about 70 percent of the total income from forest land products in the state constitute a potential source of great increase in farm income.

The main crops in North Carolina are largely of the type which require intensive cultivation and accordingly the average acreage of cropland harvested is small - 22.5 acres per farm compared with 81 acres for the United States. In fact, in only three states, Rhode Island, Connecticut, and West Virginia, is the acreage of cropland harvested smaller than in North Carolina.

crop land per farm production program

There is an evident trend from the use of land for harvest crops toward more pasture. Acreages of corn, cotton, fruit and vegetables are decreasing as is the number of farms producing these products. Tobacco and peanut acreage fluctuates as the allotment controls operate. The trend is upward with respect to small grain, hay and soybeans.

Livestock production is definitely on the increase. While the tables show only a slight increase in number of milk cows, the number of commercial dairy cows has increased very substantially while the family cow appears to be less and less common. Cash receipts from livestock increased almost sevenfold from 1940 to 1955 with poultry leading the way. Milk production per cow has increased from 3,940 pounds in 1940 to 4,700 pounds in 1955, and eggs per hen from 101 to 134. Fewer farm families are keeping poultry so that chickens and eggs, like milk, is experiencing a trend toward a commercial basis.

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Crop yields vary sharply from year to year due to weather. The average yield for the last three years, however, is substantially higher than for any preceding three year period, excepting cotton. Tobacco yield per acre was 1,038 pounds in 1940 as against 1,503 pounds in 1955. Corn yield for 1956 was 41 bushels per acre, a record high.

E2

Mechanization of our agriculture is proceeding rapidly. The number of farm tractors in use has grown from 12,750 in 1940 to 125,460 in 1955. The relative increase in other machinery, such as planters, combines, and mowers, has exceeded the increase in tractors.

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The value of farms is increasing. Census data show an average value per farm in North Carolina as \$6,490 in 1950 and as \$8,105 in 1955. This 22.6 percent increase does not match the 41 percent increase in value over the nation as a whole but is partly accounted for by the large proportion of small farms in North Carolina. Inclusion of the thousands of very low value farms in arriving at these "averages"

C4

makes them unrealistically low when applied to the "typical" commercial farms from which most of our agricultural production and income are derived. Farm mortgage debt has also increased, but is still healthfully low in relation to total value, and is due largely to increased capital investments in permanent land improvements and buildings.

In spite of the cost-price squeeze to which agriculture has been recently subjected, cash receipts from farm marketing in 1955 were higher than in any previous year except 1951. Total farm income, which includes Government payments, value of home consumption, and rental value of farm dwelling in addition to cash receipts was only slightly lower in 1955 than in 1951 and 1952. Net farm income, the most important of all the indices, has increased steadily through 1953, 1954, 1955, and 1956. From 1950 to 1955 net income per farm, according to the Census Bureau rose from \$1,977 to \$2,233, and again it is to be kept in mind that these figures are statistical averages for all "farms", consequently far below the "typical farm" level.

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programs?

Nationally cash receipts from farm marketings were 252 percent higher in 1951-55 than in 1940. In North Carolina they were 366 percent higher, representing an increase of \$228,000,000 on an annual basis. The rate of increase in cash receipts from livestock and livestock products has been greater in North Carolina than in any other Southeastern State and greater than in the nation as a whole. This high percentage increase is partly due to the fact that North Carolina had relatively small livestock and livestock products development in 1940 and has been making excellent increases since then. A better measure, perhaps, is the proportion this phase of farming contributes to total cash receipts - 16.8 percent in 1940 and 23.7 percent in 1955. Individual counties now have a good balance between crops and livestock, notably some in the east which raise hogs and in the Piedmont and mountains where the development has been in broiler or cattle production. Progress toward higher crop yields has been fully as great as elsewhere.

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The statement is often heard that the low income in North Carolina agriculture is responsible for the relatively low per capita income of the State as a whole. There is considerable validity in this statement as in 1950 the median net cash income of farm families was \$1,304 (40th among the states) as against \$2,471 (30th among the states) for non-farm families. This difference, when reduced to a per capita basis is further increased because the rural farm population averages about one full person more per family than the other segments of the State's population (4.67, rural farm; 3.80, rural non-farm; 3.52, urban). In addition it must be remembered that the farmer has a capital investment in order to earn this income which is not necessary on the part of the industrial or white collar worker. On the other hand the relative net cash income of our farm families has improved sharply over the past five years to raise the rank of North Carolina to 30th among the states. In this connection there is a significant trend among small farm operators toward supplementation of farm income with off-the-farm employment. From 55,000 in 1945 the number of such part-time farmers had grown to 111,000, 41.3 percent, in 1955, and the trend continues. Some 67,000, 25.2 percent, of the total are employed off the farm 100 days or more per year.

Dean says need to edit & correct

The proportion of farm operators working off the farm varies greatly among the counties, with those of the Piedmont having the highest percentages because of greater opportunity. Other members of the family also work off the farm; data on this point is not so readily available as in the case of the operator, but the Census of 1950 shows that rural farm persons accounted for considerable proportions of the total in every major occupational group - nearly 10 percent of such groups

as professional, managerial, clerical and sales, and larger percentages of craftsmen (13.0), operatives (14.2%), and non-farm laborers (17.7%). It is not surprising, therefore, that more than a fourth of all farm operators in North Carolina (71,542) reported in 1955 that the non-farm income exceeded the income from agriculture.

From the last of the following tables it is evident that the standard of living in North Carolina's farm homes has advanced remarkably over the past 15 years. Adequate housing is found on 75% of all farms. All but a very few inaccessible isolated areas are served with electricity. Only about one in each ten farm homes lacks adequate sanitary facilities. Good year-long roads are steadily extended. Telephone connections are increasingly numerous, radio commonly available, television in over 70,000 homes, home freezers in 60,000. Schools are improving, the educational level is constantly rising, and the cultural opportunities of the farm folk are beginning to compare quite favorably with those of our urban centers.

In summary, North Carolina's agriculture is prosperous and progressive. The past record is a record of real progress, and unquestionably the agricultural and home economics Extension work of the North Carolina Extension Service has been a major factor in this progress.

The record of the past, good as it is, affords no grounds for complacency about the future. Difficult problems lie ahead, are in fact immediately apparent. The situation with respect to tobacco producers may fairly be described as critical. Cotton can no longer be regarded as a mainstay. In general North Carolina farms are too small. Acreages are not sufficient to fully occupy available farm labor except in short rush seasons, to justify or even to permit, many farms to turn to crops suitable for mechanized, extensive culture and to livestock pasturage. We still have more people depending wholly upon farming as the source of income than can be so provided with an adequate standard of living.

In greater diversification and specialization in production of food and fibers part of the answer will be found. The production potential in soil, water, and climate is here. Its development will require the best information that research can make available, the best teaching that Extension can provide.

The second, and perhaps the major part of the agricultural problems ahead lies in the field of marketing. This field will become increasingly competitive. We can and must not only supply a much larger share of the North Carolina market for agricultural products, but also sell heavily in out-of-state, national, and world markets. Two birds will be killed with one stone as we develop our local processing and marketing industries, drawing surplus labor from farm production and employing it in moving the product from the farm to the consumer.

Again, the potential, in quality and variety of goods, and in nearness to mass markets, is at hand. Research must provide constantly the knowledge of new and better ways of processing, packaging and transporting; Extension must teach them and make known the opportunities for their practical application.

The third essential factor is aggressive business and industrial promotion. With the cooperation of the State agencies already established in this functional field, this need can and will, we believe, be effectively supplied by the alert and forward-looking financial, commercial and industrial interests in the State.

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Overall, there must be better broad-scale planning. (One hundred individual county programs, inherently based on limited views of regional and state-wide problems cannot meet this need.) (The Extension Service, as a division of State College, is best equipped to take and should take the lead in developing and keeping up to date the essential surveys of the economic situation of North Carolina's agriculture and its relationship to the national and world-wide markets for food and fibers, and to draw from such surveys periodically the broad outlines of a sound master program for agriculture in the State.)

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Such a plan would be authoritative simply because of its basis in economic fact. It would be generally accepted because its benefits to the State would be clearly demonstrable. It would furnish an overall framework within which not only the educational programs of the Extension Service at the State and County levels, but the action programs of all agricultural agencies and organizations could be fitted most effectively.

TABLE I. IMPORTANCE OF AGRICULTURE TO NORTH CAROLINA'S ECONOMY

Item	Year			
	1940	1945	1950	1955
Total Population	3,571,623	3,533,000	4,061,929	4,285,000
Farm Population	1,656,501	1,399,000	1,376,560	1,319,000
Percent of total	46.4	39.6	33.9	30.8
Rural Non-farm Population	940,947	1,130,000	1,317,268	1,547,000
Percent of total	26.3	32.0	32.4	36.1
No. farm operators working off farm	69,068	55,212	97,109	110,786
No. farm operators working off farm over 100 days	40,416	38,100	59,868	67,457
No. farm operators with non-farm income exceeding income from agriculture	--	--	77,676	71,542
(Thousands)				
Income of North Carolina (Total)	1,131,000	2,621,000	4,108,000	5,371,000
Gross Farm Income	216,117	638,414	825,323	942,757
Percent of total	19.1	24.4	20.1	17.6

	<u>1940</u>	<u>1950</u>	<u>1955 (Est.)</u>	
Total No. Persons Employed in North Carolina	1,208,690	1,463,352	1,612,000	
No. employed in agriculture	403,111	359,746	335,000	
Percent of total	33.3	24.6	20.8	

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TABLE 2. ACRES OF LAND IN FARMS, NUMBER OF FARMS, AND
SIZE OF FARMS

Item	Year			
	1940	1945	1950	1955
Acres land in State	31,450,880	31,450,880	31,422,080	31,422,080
Acres in Farms	18,845,338	18,617,932	19,317,937	18,260,346
Number of Farms	278,276	287,412	288,508	267,906
Average size of Farm	67.7	64.8	67.0	68.2

TABLE 3. MAJOR LAND USE

Item	Year					
	1939		1944	1949	1954	
	Total	Per Farm			Total	Per Farm
Cropland (harvested and idle)	7,192,104	25.8	7,075,599	6,965,731	6,351,925	23.9
Pasture (cropland & non-crop)	1,730,171	4.4	1,625,145	1,789,818	1,985,928	7.4
Woodland (pastured & non-pastured)	9,093,377	32.7	9,199,086	9,696,172	9,238,884	34.5
Other land (homesite, roads, etc.)			718,102	866,216	683,609	2.5

TABLE 4. CROP ACRES

Item	Year			
	1939	1944	1949	1954
Corn for Grain	2,407,802	2,233,927	2,029,449	1,865,126
Tobacco	774,598	648,196	604,909	670,537
Cotton	710,228	714,177	846,039	522,095
Peanuts Harvested for Picking or Threshing	229,579	272,326	218,314	166,319
Vegetables	218,284	224,334	154,106	130,322
Fruits, nuts, grapes	92,703	83,082	59,790	42,236
Small grains (wheat, oats, and barley)	573,279	722,750	607,333	745,189
Hay and forage	980,423	965,439	1,143,445	1,093,282
Soybeans for beans	188,035		209,416	266,229

TABLE 5. LIVESTOCK NUMBERS

Item	Inventory as of April 1			
	1940	1945	1950	1955
Horses and Mules	374,468	372,344	352,133	236,800
Cattle and Calves	540,015	721,177	697,535	948,341
Milk Cows	333,101		332,967	349,637
Hogs and Pigs	708,608	1,068,598	1,231,121	1,419,458
Sheep and Lambs	45,950	41,373	49,839	45,811
Chickens	7,315,434	10,792,429	9,002,189	10,692,078

TABLE 6. TENURE OF FARM OPERATORS

Item	Year					
	1940		1945	1950	1955	
	No.	%			No.	%
Full Owners	132,451	48	144,450	142,085	128,244	48
Part Owners	21,764	8	19,835	35,422	40,331	15
Managers	565	-	550	516	512	-
Tenants	123,476	44	122,577	110,485	98,819	37

TABLE 7. PRODUCTION PER UNIT

Item	Year			
	1940	1945	1950	1955
Lbs. Tobacco Per Acre	1038	1107	1347	1505
Lbs. Cotton Per Acre	427	369	149	350
Lbs. Peanuts Per Acre	1100	950	1090	1075
Bu. Corn Per Acre	19.5	25	33	32.5
Bu. Wheat Per Acre	15	14	15	21.5
Bu. Oats Per Acre	26	27.5	28.5	33
Tons Hay	.94	.99	1.06	1.1
Lbs. Milk Per Cow	3930	4030	4460	4700
Eggs Per Hen	101	118	120	134

TABLE 8. EQUIPMENT ON NORTH CAROLINA FARMS

Item	Year			
	1940	1945	1950	1955
Tractors	12,756	31,180	73,534	125,465
Trucks	20,621	32,924	60,406	86,290
Grain Combines			13,252	15,507
Corn Pickers			1,937	6,744
Pick-up Hay Balers			5,797	7,002
Field Forage Harvesters				1,847

TABLE 9. CASH RECEIPTS FROM FARM MARKETINGS

Item	Year			
	1940 (000)	1945 (000)	1950 (000)	1955 (000)
Dairy Products	12,257	27,039	44,322	56,555
Hogs	5,507	20,398	34,976	40,365
Chickens (including broilers)	4,555	30,895	26,949	47,626
Eggs	6,036	23,264	31,467	45,727
Cattle and Calves	4,654	16,378	17,517	24,625
Turkeys	623	2,023	3,461	5,671
Other	287	913	1,580	2,394
Total Livestock and Products	33,919	120,910	160,272	222,963
Percent of Total	16.8	19.2	19.6	23.7
Tobacco	89,330	359,914	486,167	533,701
Percent of Total	44.5	55.6	59.7	57.0
Cotton Lint	30,754	46,116	42,012	53,656 -
Peanuts	10,949	22,777	26,630	26,271 +
Cottonseed	4,177	6,246	4,947	4,832 -
Corn	3,470	10,203	19,756	10,335
Truck Crops (inc. potatoes)	9,786	27,342	21,382	17,435
Other Field Crops	6,696	18,148	23,578	36,711
Fruit and Tree Crops	4,528	9,363	7,370	1,609
Forest	7,632	8,050	18,086	19,236
Greenhouse and Nursery	--	--	6,323	8,716
Total Crops	167,322	508,159	656,251	712,502
Percent of Total	83.2	80.8	80.4	76.3
All Commodities Sold	201,241	629,069	816,523	935,465

TABLE 10: PER FARM INCOME ANALYSIS FOR NORTH CAROLINA

Item	Year	
	1950	1955
Cash receipts from farm marketings	\$2,819	\$3,491
Government payments	30	27
Value of home consumption	462	508
Gross rental value of farm dwellings	158	211
Total Gross Income	\$3,470	\$4,238
Farm production expenses	\$1,489	\$2,102
Realized net farm income	1,980	2,135
Net change in farm inventories	3	98
Total <u>Net</u> Farm Income	\$1,977	\$2,233

TABLE 11. FARM INCOME ANALYSIS FOR NORTH CAROLINA

Item	Million Dollars						
	1949	1950	1951	1952	1953	1954	1955
Cash receipts from farm marketings	726.2	813.5	955.0	933.1	906.2	931.5	935.5
Government payments	7.6	8.8	8.0	6.8	3.9	6.1	7.3
Value of home consumption	139.5	133.3	153.4	154.2	144.3	139.7	136.1
Gross rental value of farm dwellings	<u>46.4</u>	<u>45.7</u>	<u>50.2</u>	<u>52.2</u>	<u>55.3</u>	<u>48.7</u>	<u>56.6</u>
Total Gross Income	919.6	1,001.3	1,166.6	1,146.4	1,109.7	1,126.0	1,135.4
Farm production expenses	410.8	429.8	495.3	526.5	536.8	546.8	563.4
Realized net farm income	508.8	571.5	671.3	619.9	572.8	579.2	572.0
Net change in farm inventories	-20.7	-1.0	36.3	-14.6	-12.2	-13.4	26.5
Total <u>Net</u> Farm Income	<u>488.1</u>	<u>570.5</u>	<u>707.5</u>	<u>605.2</u>	<u>560.6</u>	<u>565.8</u>	<u>598.5</u>

TABLE 12. VALUE OF FARMS AND MORTGAGE DEBT

Item	Year	
	1950	1954
Total Value of N. C. Farms	\$1,872,417,000	\$2,171,378,000
Average Value Per Farm	6,490	8,105
Farm Mortgage Debt	89,010,000	155,096,000
Average debt per farm	308	579
Percent debt is of Total Value	4.7	7.1

NORTH CAROLINA FARM HOMES AND EDUCATIONAL STATUS

	1940	1945	1950	Est. 1955
TOTAL NUMBER FARM HOMES	347,147	*	313,112	*
Adequate Housing	198,076	*	230,290	*
On surfaced roads	58,194	161,036	*	*
Tap water	23,516	43,943	89,759	128,110
Adequate sanitary facilities	266,810	*	268,358	*
Electrified	71,196	107,982	219,417	250,692
Telephone connection	*	14,539	23,347	45,120
Radio in home	148,939	172,115	260,745	*
Television in home	*	*	3,150	70,560
Home Freezer	*	*	16,154	58,598

1950 CENSUS

TOTAL FARM WOMEN	343,796
Elementary school education	207,045
High school education	72,355
College education	15,730
TOTAL FARM CHILDREN	678,103
Total of school or college age	365,410
In elementary schools	243,775
In high school	99,070
In college	16,930

III. THE EXTENSION SERVICE MISSION

FEDERAL LAW

The Federal Smith-Lever Act of 1914 launched a nationwide system of agricultural extension education, to be conducted cooperatively by the agricultural college, or colleges, of each State and Territory, and the U. S. Department of Agriculture.

The 1914 Act was frequently amended in subsequent years and was quite completely rewritten by the 83rd Congress in 1953. The basic purpose, however, has remained as set forth in 1914, namely

"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 same."

The work to be done is further defined in the law as consisting of

"The giving of instruction and practical demonstrations in agriculture and home economics and subjects relating thereto to persons not attending or resident in the (cooperating) colleges, and imparting information on said subjects through demonstrations, publications, and otherwise....."

Education and instruction in the marketing of farm products has always been recognized as within the scope of authorized Extension Service activity. In 1946, however, the Federal Research and Marketing Act gave new impetus to this phase by authorizing new appropriations to be allotted to the States on the basis of individual marketing projects. The intensification of educational effort contemplated by this legislation broadens somewhat the Extension Service mission, since it necessarily involves working with a wider range of individuals and groups in the fields of commerce and industry than was customary in the traditional extension education programs.

In an Act approved August 11, 1955, the Congress authorized a much broader definition and a material intensification of the State-Federal cooperative extension work, but only within certain areas predetermined by the Secretary of Agriculture to be seriously disadvantaged insofar as agricultural development is concerned.

In such areas the work is formally recognized and organized as a special "Rural Development" project. The Extension Service work therein is specifically directed toward low-income families and the Service is authorized to work with other agencies and any or all local groups toward introduction and development of industry to supplement farm income, or to encourage removal from farm units which cannot be, as such, operated successfully. In three North Carolina counties, Anson, Bertie, and Watauga, this work is being launched. It is defined more fully and progress to date noted in the "Programs and Projects" chapter of this report.

STATE LAW

An Act of the North Carolina General Assembly in 1911 authorized County Boards of Commissioners, in their discretion, to cooperate with the State and National Departments of Agriculture to promote "farmers cooperative demonstration work", and to appropriate County funds for such work. This, of course, was prior to the launching of the Federal-State Smith-Lever Act program and prior to the organization of the Extension Service of North Carolina State College.

A Resolution of the General Assembly in 1937 gave assent to the purposes and provisions of the Federal Smith-Lever Act as amended by the Bankhead-Jones Act of 1935. *Amplify & give meaning*

Be sure you're to know what assent means

Aside from these two actions, there is no State legislation of record defining the mission of the North Carolina Extension Service.

Three recommendations for specific State law amendments are made later in this report. NO major State legislation with respect to the Extension Service appears to be necessary, and the Committee is not prepared to suggest as desirable any amendment of existing pertinent Federal law.

51 |

THE STATE-FEDERAL CONTRACT

The Federal law governing the general work of the cooperative Extension Service is implemented by a written contract, signed in 1955 by the Secretary of Agriculture and by Chancellor Carey Bostian for North Carolina State College. The essence of this contract is as follows:

1. North Carolina State College agrees
 - a. To organize and maintain a distinct organization for the management and conduct of all cooperative extension work in agriculture and home economics, under a Director selected by the College and satisfactory to the Department.
 - b. To administer through this State Extension Service all funds received by it for such work from Federal and State appropriations and from any other sources.
 - c. To accept the responsibility for conducting all of the cooperative extension work in agriculture and home economics which the Department has been authorized to carry on within the State.
2. The U. S. Department of Agriculture agrees
 - a. To maintain a Federal Extension Service which shall be charged with the administration of the pertinent Federal laws; have primary responsibility for all educational work of the Department; coordinate all educational phases of other programs of the Department, and act as liaison between the Department and the State College on all matters relating to cooperative extension work.
 - b. To conduct through the College all extension work in agriculture and home economics, except any activities which, by mutual agreement, can be most effectively carried out directly by the Department.

Legal responsibility? later on say "no legal obligation"

2

3. The College and the Department mutually agree
 - a. That all extension work involving the use of Federal funds shall be planned under joint State-Federal Extension Service supervision, and executed in accordance with project agreements.
 - b. That all State and County personnel appointed by the Department shall be joint representatives of North Carolina State College and the Department of Agriculture.
 - c. That the State College and the Department as the partners in this cooperative enterprise shall be recognized as such in all Extension Service publications or other public informational media.

THE ROLE OF COUNTY GOVERNMENTS

(Whole-hearted cooperation of County Governments in the work of the Agricultural Extension Service is clearly evident throughout the State. Presently they are contributing about one-third of the total expenditure budget. Continuation of this cooperation is vitally essential to the future progress and effectiveness of the Service. This Committee would recommend nothing which might in any way impair it.)

(Not only by virtue of their financial contributions, but also because programs and personnel must be carefully related to the needs of each County, the County authorities have unquestionable right to an important voice in the shaping of programs, and in the selection of personnel for assignment to the local staff.) The decision as to whether or how much the County shall contribute financially to the support of the Service is theirs and theirs alone. Through their close contact with the people of the County who elect them, they have effective surveillance of Extension Service functioning at all times, and are clearly in a position to insist that the Director of the State Extension Service provide and maintain an effective local unit, under penalty of non-support.

(On the other hand, responsibility for the management of the Service, as a State-wide organizational arm of North Carolina State College, is vested wholly in the Director of Extension by both the basic law and the State-Federal contract. There is basis for serious concern over the degree to which failure on the part of the Service itself to exercise fully this responsibility has created a management vacuum which County Boards, quite naturally, have moved to fill.)

The Federal third of the Extension Service budget is paid over to the State in semi-annual instalments. Subject only to periodic audit, the disbursement of this partner's financial contribution is wholly in the hands of the State Extension Service, as is also the State's appropriation. The County cash contributions, however, are not paid into the common fund, but are held and disbursed by the County authorities. As an illustration of the complications in financial management which this system entails, each field agent of the Extension Service receives two salary checks each month, one from the Extension Service, another from the County. This not only adds to the "paper work", but tangibly evidences to the agent that he is in the position of servng under two separate managements.

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It is noted that some Boards of Commissioners, rather than the Director of Extension, determine how much the Extension Agent is to be paid in salary; others nullify Extension Service travel controls through supplemental allotments of County funds. In one case, where the County Government has developed a County personnel policy and program under a Personnel Director, including the classification of jobs and standardization of salary grades and rates, the Extension Service local staff has been completely blanketed into the system and made subject to the County Personnel Director's rules and regulations. In some cases the County Board has unilaterally and directly "fired" a local Extension Agent. In general the local agents, in some cases the four White and Negro Agricultural and Home Economics Agents separately negotiate with the County Board the County's contribution to the annual Extension Service budget. In some cases the District Agents participate in this annual procedure. In one county The County Agent works out the budget with an advisory group of private citizens, who then present it to and negotiate its acceptance by the County Board. Numerous agents make special statistical and narrative reports to the County Board of Commissioners each month in addition to the voluminous reports required by the Extension Service itself. Others send the Board copies of the reports required by the Service. Still others make no written reports to the Board.

It would appear from the field studies of the Committee that in many North Carolina counties the local Extension Service unit is in the public mind a unit or agency of the County Government, primarily responsible thereto. Such a trend if continued would ultimately and inevitably produce 100 County Extension Services with State College reduced to the role of advisor. The vitally essential State-wide and regional planning and program development would be increasingly difficult. The development of a State-wide career Service, attractive to the professionally competent young men and women so indispensable to a public service program of this type, would be impossible. Maximum operational effectiveness could not be attained and, in the long run, the best interests of the County would suffer.

The Committee has presented this problem to 12 Board of County Commissioners and discussed it with them briefly. We are convinced that in the great majority of counties the County Boards do not wish to assume or to have delegated to them any of the responsibility for management of the Extension Service, and that the way is open, therefore, to correct the evident weaknesses in the present system.

Since it is difficult to separate management functions completely from the disbursement of funds, perhaps the most effective measure would be payment of the cash portions of County contributions into the State College fund, just as the Federal funds are paid in, but with guarantees that funds from one County may not be used outside such County. This is now the system in effect in several other states. Commissioners with whom this has been discussed were in all cases but one quite willing to consider such a step, but, in the Committee's judgment, it is a step which would require much further study and careful preparation.

One step in the right direction, we believe, can be promptly and fruitfully taken. This is the development of a formal written annual contract or memorandum of understanding between the Director of Extension and each County Board of Commissioners. This agreement should present a concise statement of the

4-1 → Why not have Co. pay travel = 700 separate account to check each month - 1 person time saved.

If NC's system of partnership relationships with Co. Com. is not sound, is not what the Boards want how can the tripling of funds by Co. Com. since 1945 be explained? (see VII-6-1)

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written contract with Co.
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at Co. Com. meeting
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contribution which the County agrees to make, in value of facilities as well as in cash, and should clearly set forth the working relationship between the two agencies with the functions of management properly placed in the Director of Extension. We are confident that every County will accept such a formalization of relationships as being in the interests of a more efficient service, and we urge an early initiation of this development.)

THE SCOPE OF THE SERVICE

As earlier cited, the text of the Smith-Lever Act embraces all "the people of the United States within the scope of the extension education in agriculture and home economics to be conducted under this legal authority." On the other hand, the concept in the minds of the authors and promoters of the authorizing legislation was that of a service to agriculture, to the farm and non-farm rural population. This concept was established when the program was launched. The Extension Service, in North Carolina, as throughout the nation, is recognized in all branches and at all levels of American Government as an agricultural service, dedicated to the interests of maximum efficiency in agricultural production and marketing, adequate farm and rural income, and constantly higher standards of farm and rural living. While urban populations are by no means barred from participation in the benefits of the program, the primary value of this program to them lies in the fact that an efficient, prosperous agriculture, with a high standard of living and strong purchasing power in rural America is vitally essential to urban and industrial prosperity and welfare.

In recent years, with the development of automobiles, highways, communications, and cultural advantages, a new phenomenon has appeared in the American scene. It is often called "Suburbia". It is readily observable around each of our major cities, and it is rapidly coming into view in several North Carolina counties. It is comprised of growing thousands of families whose breadwinners work in the industrial and commercial centers, but who live in the suburbs.

Technically, or by Census Bureau definition, these are "non-farm rural" people. More realistically they may be defined as urban commuters, working in the city, but living by preference outside the congested area, with cleaner air, less noise, and more space for children, flowers, shrubbery, and, of course, a garden.

Their agriculture will be a sideline or hobby, perhaps a minor supplementation of cash income. To the extent that they are successful in producing fruits and vegetables, poultry and eggs, they will be in competition with the real farmers in the area. On the home economics side, the homemakers will be exposed to and within easy reach of the same cultural advantages, the same public and private educational forces that reach the city homes.

Nevertheless, as these people learn of the services rendered by the local offices of the Extension Service they increasingly want - often in fact demand - these aids.

Thus, a new problem area is created with which the Extension Service must deal. It has been questioned that service of the sort "suburbia" seeks is a part of the mission of the Agricultural Extension Service, or a proper function of Government at any level.

The Committee recognizes that the demand for service is real. It, in fact, is stimulated to some extent by the Extension Service use of the press, radio and

Service is
Suburbia
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Dean +

television. It must be met in some reasonable measure. (As we see it, however, the Extension Service should hold firmly to its base or course as an agricultural educational service, maintaining that service at an adequate level, serving suburbia to the extent that it can be served incidentally, but by no means moving aggressively into urban and suburban fields.) *should be left open needed for future*

practicable, PWS 1-

(In some highly industrialized or urban counties, it would be well, when and as to remove the local outpost of the College from the upper rooms of the Courthouse, where it is just one of a maze of County offices, to some location outside the congested area where it would be more readily approachable, and closer contact with its primary clientele would be facilitated.) *Dean +*

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THE LEVEL OF SERVICE

According to the basic law, the mission of the Extension Service is "to aid" in the dissemination of education in agriculture and home economics, not do all of this that needs doing, nor to do its part within any prescribed period of time.

The number of people who seek advice and instruction from the Service is increasing. As research progresses and bears more fruit, Extension has more and more information to impart. Technological information becomes increasingly complex as it grows in volume, and precise tailoring to fit the individual farm or area problem becomes more and more essential to successful application.

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On the other side:

When the Extension Service was launched, it was almost alone in the field of on-the-ground education in agriculture and home economics. Its clientele was hard to reach, and media for dissemination of information were few. Educational levels were low, receptivity undeveloped.

More than forty years of progress and accomplishment have since elapsed. Farm population has dropped slowly. The number of farm units has shrunk in a continuing trend. Electricity is at hand throughout the State. Good roads and other means of communication have brought our farm and rural non-farm people much closer together and made them easy to reach individually and in groups. Educational levels are higher. The rural press is stronger, radio and television are in common use. Acceptance of educational services is high. Local volunteer leadership is well developed and strong.

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Numerous other publicly supported educational forces, such as TVA, the Farmers Home Administration, Soil Conservation Service, Vocational Education in the public high schools, and the Health and Welfare services have entered the field. Private enterprise, as a matter of enlightened self-interest has developed strong educational programs and forces.

The mission of the Extension Service is a permanent mission. There is hardly a limit to the intensity with which it might be pursued. The law sets no standard or level. The goal, therefore, should be a level which will appeal to common-sense judgment as adequate and which will insure steady progress toward practical goals.

*What is this level?
Who fixes it? Which level of Government - the people or who?*

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O'Brien
subject
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B

see
below

(In the judgment of the Committee, the number of Extension workers available for "traditional" and general type Extension work is adequate.) This is not meant to erect a bar against any or all additions to present forces. There are areas of work, such as marketing, which may need expansion. There are new programs, such as Rural Development, which may help fill in gaps. The Committee suggests that additions be considered only on the basis of specific needs and on plans to meet such needs which are built on economic facts and show genuine promise of returns fully justifying the additional public expense. Independent of long-run personnel needs, there is a short-run consideration. The Service has grown rapidly in the past few years. NOW is the time to absorb this growth, tighten up its organization, strengthen its operating methods, and knit together its programs under sound plans and patterns.

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III-7-1. If a farm homemaker with low income can be taught to save 100.00 by proper purchasing - is this an economic fact?
 If life or accident or health insurance is good for most people - why not for a low income farm family?

EAC general discussion 2/29/57

what is "traditional" and what is "general"

Upon questioning Mr. Davis said "all we are asking is that you examine every addition carefully"

Mr. Rome says "can't turn down a complete gift." Such as Fed. Grant.

Mr. Resch suggests adding "at present time" at "A"
 " Davis " removing 1st sentence above at "B"

IV. PROGRAMS AND PROJECTS

TRADITIONAL FIELD

The Extension Service thinks of what may be termed its traditional or "old-line" activities as a single program, designed to increase farm income and raise the standard of living of North Carolina's rural people. For purposes of management it breaks this program into five phases, presently titled and defined as follows:

1. Extension Organization and Program Planning

Since the function of the Service is quite strictly educational, its objectives can be attained only by first motivating those who should be its beneficiaries toward these objectives and, second, teaching them how to take effective action. It thus becomes essential to involve them in both the long-term and current planning of the program. This phase, therefore, embraces the time and expense devoted to both the actual planning, and the organization of the advisory councils, committees or other public forces through which it is largely accomplished.

2. Agricultural Extension

feed + clothes the nation at low cost

The objective in this phase is to increase net farm income through the use of the best known production and marketing technology, and efficient management. The coverage includes agronomy, animal husbandry, dairying, poultry, forestry, horticulture, entomology and plant pathology, agricultural engineering, farm management and marketing. In addition to its work with farmers, Extension must also work in this phase of its program with farm suppliers, such as seedsmen, fertilizer, and machinery dealers, and with existing and potential buyers of farm products. The Extension Service is also charged with responsibility for informing farmers as to purposes, scope, and operation of other U. S. Department of Agriculture programs, such as those of the Soil Conservation Service, Farm Credit agencies, and the Agricultural Stabilization program.

3. Home Economics Extension

The objective in this phase is to help families attain the maximum level of living (material and non-material) from whatever income is or can be made available. Major areas of work include house and surroundings, house furnishings and equipment, home management and family economics, family food supply, nutrition, clothing and family life. Increase in cash income is sought through promotion of sales of craft products, surplus garden crops, and processed food items at curb markets and otherwise. Also included is work with suppliers of home goods and services.

4. Youth Work

In this phase youth are taught agriculture and homemaking in the hope that many of the more able will continue in agriculture and rural homemaking. The scope of the work is designed, however, to include all elements essential to good citizenship in whatever the field of adult life may be. The solid core of this phase is the 4-H movement, known and highly regarded throughout the nation

and the world. Some work is also done with youth 18 to full adulthood through an organization known as Young Men and Women. The International Farm Youth Exchange program, sponsored by the National 4-H Club Foundation and supported entirely by voluntary contributions of 4-H Club members, is also a part of this phase of Extension Service work.

5. Organization and Community Development

In this phase the Extension Service includes its work with many and varied "off-the-farm" forces, the operations of which are considered as affecting rural income and standards of living. Organizational know-how and direct assistance are given to such groups as Community Clubs, Farm Bureau, Grange, Federation of Home Demonstration Clubs, Farmers Cooperatives, Marketing Associations, Breeders Associations, Rural Fire Departments and Drainage Districts. Assistance is given to Health Clinics, Cattle Sales, Community Building projects. Farmers programs are arranged for Civic Clubs and many similar services rendered to many other groups.

6. Central Administration

This sixth phase of the traditional program includes executive direction, policy formulation, supervision, and facilitating services at the State level.

SPECIAL PROJECTS

1. Marketing Act Projects

As stated in Chapter III of this report, the Congress in the Agricultural Marketing Act of 1946 authorized new appropriations for agricultural marketing research and extension which are allocated to States on the basis of special project plans, rather than as part of the traditional program. North Carolina shares in this, the Extension Service having active marketing projects in cotton, dairying, forestry, fruit and vegetables, livestock, poultry and eggs, grain, and consumer marketing. To carry on this work nine Specialists and eight Assistant Agents have been recruited during the past several years. Assistant Agents have been assigned to Beaufort, Guilford, Sampson, Henderson, Hertford, Mecklenburg (2), and Surry counties.

The stated objective of the work is to reduce the cost of marketing through providing new marketing technology and economic information; to help expand the market for farm products, and to help stabilize the market and prices through more orderly marketing.

Assistance is given to farmers in their marketing decisions, to buyers and marketing firms, processors, and others in the fields of transportation, storage, wholesaling and retailing; and to consumers in purchasing farm products.

2. Rural Development

This is the work authorized by the Congress, as mentioned in Chapter III, under a 1955 Act. Pertinent parts of Section 8 of that Act are quoted in full, as follows:

"(a) The Congress finds that there exist special circumstances in certain agricultural areas which cause such areas to be at a disadvantage

insofar as agricultural development is concerned, which circumstances include the following:

- (1) there is concentration of farm families on farms either too small or too unproductive or both;
 - (2) such farms operators because of limited productivity are unable to make adjustments and investments required to establish profitable operations;
 - (3) the productive capacity of the existing farm unit does not permit profitable employment of available labor;
 - (4) because of limited resources, many of these farm families are not able to make full use of current extension programs designed for families operating economic units, nor are extension facilities adequate to provide the assistance needed to produce desirable results.
- (c) In determining that the area has such special need, the Secretary shall find that it has a substantial number of disadvantaged farms or farm families for one or more of the reasons heretofore enumerated. The Secretary shall make provision for the assistance to be extended, to include one or more of the following:
- (1) intensive on-the-farm educational assistance to the farm family in appraising and resolving its problems;
 - (2) assistance and counseling to local groups in appraising resources for capability of improvement in agriculture or introduction of industry designed to supplement farm income;
 - (3) cooperation with other agencies and groups in furnishing all possible information as to existing employment opportunities, particularly to farm families having underemployed workers; and
 - (4) in cases where the farm family, after analysis of its opportunities and existing resources, finds it advisable to seek and counsel in connection with such a change."

3. Smith-Lever "Special Needs" Projects

In the comprehensive revision of the Smith-Lever Act in 1953 the Congress renewed a provision of the original Act which makes 4% of the Federal appropriations available to the Secretary of Agriculture for allotment among the states on the basis of "Special Needs".

In August-September, 1955, three hurricanes hit Eastern North Carolina with resultant heavy crop and property damage in rural areas of Beaufort, Carteret, Craven, Gates, Hyde, Pender and Washington counties. The Extension Service requested and received a "Special Needs" allotment which enabled it to employ one additional Assistant Agricultural Agent in each of these seven counties for a period of at least three years, with the possibility suggested that at the end of this period some of the counties might be able to assume some of this increased cost.

The only reason for treating this work as a Special Project from the management viewpoint is found in its special financing. The work is simply an integral part of the traditional agricultural extension phase of the total Extension Service program with no distinguishing characteristics.

4. Turkish Tobacco Project

This project is designed to determine the practicability of producing Turkish tobacco on North Carolina farms; whether the economics of such production in competition with other agricultural enterprises is sound, and whether the tobacco thus produced is acceptable to the tobacco industry. The project is active in all counties west of Wake. One Specialist is employed who assists the County Agents involved in establishing and conducting each year Turkish tobacco growing and marketing demonstrations.

? 1
Get map or list of counties
1956 average

5. Farm and Home Development Evaluation

This is a five-year project, now in its second year. It is designed as an evaluation of what is termed the Farm and Home Development approach in the Agricultural and Home Economics Extension phases, which is now being emphasized in more than 50 counties. The project plan involves comparisons of progress made over the five year period by two groups of families (selected with the guidance of sampling experts in the Census Bureau. One group is comprised of families with which the Farm and Home Development approach is being used, the other a group of families in the same county not receiving such attention.

(2)

6. Part-Time Farming Project

In Transylvania County, under a cooperative agreement with TVA, an Assistant Agricultural Agent is especially employed to spend full time working experimentally with part-time farm families. The purpose of this is to determine (1) interests of part-time farm families; (2) how to reach them with extension education, a task made difficult since many work in different work-time shifts, and (3) the most appropriate subject matter. This is a five-year project, in its second year.

WORK CONTENT DEFINITIONS

In the view of the Committee the aims of good management are well served by logical breakdown of a broad program such as that of the Extension Service into clearly defined, manageable phases or segments. The breakdown of the traditional program of the North Carolina Service, as presented in the foregoing, is logically sound.

C1

The management principle to be emphasized at this point is that whether it be a segment of a broad general program or a special project, the more sharply it can be defined, the more that dangers of misinterpretation and confusion can be minimized, and the more clearly that the title conveys a picture of coverage, the more manageable the phase, segment or project will become. On the farm the better the homesite and home, the operational buildings, the cropland, the pasture, the woodlot, and such special projects as the farm pond, and the family garden are mapped and delineated, the better will be the chances for successful overall operation. The principle is the same.

THE COMPLETE PATTERN

While this step of identifying and defining the phases of the total program in the pattern most susceptible of effective management is commendable, its value is largely lost unless this pattern is as closely as possible reflected in the other major tools of management, namely, the scheme of organization, the long-term and annual plans of work, the reporting system, the budget, and the underlying accounts record.

In the Committee's observations of these other elements of the management system of the Extension Service, this job of correlation has been done in part, but not in adequate measure. It should be pressed vigorously, and the Committee hopes that suggestions offered hereinafter will prove helpful in that effort. P.

PROJECT AGREEMENTS

The Smith-Lever Act specifically requires that plans for the extension work to be carried on in the State be submitted annually to the Secretary of Agriculture and approved by him. Annual reports of accomplishment are also required.

The implementing contract between the State College and the Federal Department provides that:

"approved plans shall be carried out in accordance with the terms of individual project agreements."

single abstracted with USDA

The contract provision has been so interpreted by the U. S. Department of Agriculture in the past as to result in separate formal agreements covering Administration, County Agent work, and each of 20 or more subdivisions of Agricultural Extension and Home Economics Extension. These documents, averaging several pages, present no useful information which is not presented in the annual plans of work, and since the plans are required by law, it would seem that the agreements might well be eliminated from the procedural routine.) S.

If they must be continued, it is suggested that one for each of the program phases here in defined should suffice. True these agreements are infrequently

1. Requested revision of all about 1953 by Federal Office.

Simply project agreements

rewritten, but once signed they are filed and forgotten, and every possible reduction in useless paper work is a management gain. Federal Extension Service officials with whom this point was discussed and who must approve such changes seemed somewhat favorably disposed toward the view here expressed.

EXTENSION ORGANIZATION AND PROGRAM PLANNING

Proposals that a permanent Extension Advisory Committee of Citizens be organized in each county are being frequently advanced within the Service. The desirability of local public participation in both the long-term and current planning processes is clearly evident.

Citizens committees, ranging in number from 12 to 100, both White and Negro, have been active participants in the long-term Program Projection work which has been done in every North Carolina county in the past year. Many of these folks have been interviewed individually and in groups during the course of the state-wide study. A clear majority of those asked to participate have welcomed the opportunity to serve, and have served quite helpfully. Many of them have expressed willingness to continue a follow-up service with respect to the programs projected.

We feel that the idea of a permanent overall Advisory Committee in each county is good, but also that these Program Projection groups are too numerically large for most effective service on a permanent basis. (Our suggestion is that largely from among these groups, but with somewhat better representation of other than the farm interests of the county, Advisory Councils (of not more than 15 members) with periodic partial changes in membership, might be so developed as to provide a highly effective aid to the Extension Service.) The field of function of such a Council should be carefully defined, and through including in its membership representatives of already existing committees in the County agricultural field, working relationships might be so channeled through this new overall Council as to reduce the total drain on the work time of Extension Service forces.

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Dean +
now doing in some counties
(see Summary pp 3-A)

EXTRANEIOUS WORK

Occasionally the charge is heard that Extension Service agents, especially in the county outposts use their time and facilities in all sorts of local activities outside or not properly a part of their official sphere. The Advisory Committee has looked into this.

It is true that the field Extension Service units have an organizational mechanism reaching into every section, community, and rural home in every County. It is the only such facility. Naturally every civic, social, health, and welfare group putting on a "drive" or otherwise seeking County-wide public contact is apt to seek the help of Extension Service workers. Such help is given generously. The agents are usually active in such projects as the Cancer Drive, Red Cross campaigns, Blood Banks, Clean-up Weeks, etc. They may lead in landscaping the Church grounds, or developing a community playground.

It is equally true that these workers, with as few exceptions as will be found in any organization of comparable size, work very long hours without regard for the clock, that they have a highly developed sense of responsibility as citizens, and that they do not regard their participation in these civic affairs as part of their official duty. Since their facilities are almost wholly provided by the counties as part of the County support of Extension, there would seem to be no sound

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objection to their occasional use for non-Extension purposes. In the Committee's opinion, commendation rather than criticism is on this point most appropriate.

(RWS 1)

Instances have been noted, at both County and State levels, where Extension Service officers have gone beyond the scope of close, friendly, and essential cooperation with private agricultural organizations, into fields of secretarial, organizational or other management services to these bodies. Such services should not be given as a part of Extension Service work.

Have summary on this

PROGRAM EMPHASIS

The Smith-Lever Act treats Agricultural Extension and Home Economics Extension as coordinates, as fields of equal importance, except to the extent that mentioning Agricultural Extension first may indicate a slightly higher priority. The leadership of the Federal Extension Service similarly views the two basic divisions of the program.

(RWS 2)

This does not mean, however, that of the total resources available for conduct of the work equal shares should be devoted to each. By force of sheer volume and variety of need, and because adequate agricultural income would solve a great many of the problems in home economics, Agricultural Extension is clearly entitled to priority of support.

Miss Current agreed 2/29/57

← Dean -

Our studies have convinced this Committee that the scales should be tipped in that direction more heavily than at present. Though probably warranted in the past, the Committee finds no justification for maintaining in the future a position in the State staff the principal functions of which are those of an executive secretary and mentor for the now well-established and strong Federation of Home Demonstration Clubs. Nor, likewise, the appurtenant secretarial position.

(RWS 3)

The law authorizes extension education in (1) agriculture, (2) home economics, and (3) related subjects. The range of "related subjects" is literally unlimited. The Home Demonstration Agents spend considerable time assisting the Home Demonstration Clubs with music, art, reading, citizenship, religion, and family relations. These probably qualify under the law as related subjects. There is no doubt that they are worthwhile activities and it is logical for the organized clubs to include these subjects in their program. The Committee does not see any justification, however, for more than incidental work on these topics on the part of the Extension Service. There are many other public and private agencies available to provide assistance in these fields and adequately service these needs of the organized clubs.

(RWS 4)

The Committee has observed a tendency to stress the non essentials in the true home economics fields. These programs are the ones requested by the Club members. The facts that the same women tend to remain in the Clubs for many years, a point discussed in more detail later, and have learned the fundamentals probably account for considerable time being spent on the fringe areas of home economic

P3- 5

7-4: What is traditional scope or field of Home Economics?

subjects. Working with more families who are not members of the organized Clubs would tend to correct this point.

SPECIAL PROJECT NOTES

- (a) Marketing Act. Work under this legislation has been observed in two counties, two projects in the field of poultry marketing, one in consumer marketing. The two in poultry are well planned, are in competent hands, and show definite promise.

The "Marketing Information for Consumers" project as explained in one county aroused serious concern on the part of the Advisory Committee delegation, and also on the part of the local citizen group who had participated in developing the long-term county program, and with whom our delegation discussed the situation. 2

While the project agreement set forth as major objectives expanding the market for local agricultural products, and inducing consumers to react to the local agricultural product supply situation, the plan of work presented for Committee review simply provided for a consumers' shopping guide service. In no way did it indicate any assistance to local or North Carolina farmers in marketing their products.

This situation was immediately placed in line for correction. It is cited here only because it sharply illustrates (the need for more effective central controls and guidance of program planning processes, a need observed at many points throughout our study.) 3
(Plan but agreed to leave off) P1

- (b) Rural Development. The origin of these projects traces back to a comprehensive study made in 1954 and 1955 by the U. S. Department of Agriculture with the cooperation of various other Federal Departments and agencies and private groups representing agriculture, industry, organized labor, and health, social welfare and religious organizations. The report of this study, transmitted to the Congress by the President on April 27, 1955 (84th Congress - 1st Session - House Document #149) led to the passage of the Act of August 11, 1955, quoted earlier herein. It is understood that additional legislation by the 84th Congress made it possible for Federal agencies other than those in the Department of Agriculture to participate. The leadership function appears, however, to be vested in the Secretary of Agriculture.

The Department of Agriculture has chosen to operate in this field through a committee system, and we find in North Carolina a State Committee of 26 members, each with an alternate, representing all Federal and State agencies, and many non-official organizations concerned with or interested in the problems of "disadvantaged" rural areas.

This State Committee under the Chairmanship of the Director of Extension, selects the areas (counties) in which the work is to be undertaken, and is presumed to exercise some overall guidance. It requires establishment of a similar County Committee in each selected county. An Extension Specialist has been designated to give special attention to the work in each county and act as liaison between the county and State committees.

No funds were made available until August, 1956. Slow action in the State Budget Bureau accounted for some two months of further delay. The State

Committee has held several not particularly fruitful meetings. The County Committees have been set up in Anson, Bertie, and Watauga counties. Personnel is being recruited.

The contemplated work has been discussed in the course of our study with the local Extension Agents in Anson and Bertie counties. No clear picture of what is to be done can yet be drawn. From such facts as are available it appears (1) that the project or program is handicapped by an overbuilt committee structure; (2) that there is a need for designation by the U. S. Department of Agriculture of an agency or organization to assume positive leadership; and (3) that responsibility for such leadership may properly and should be assumed and vigorously exercised by the Extension Service and the counties.)

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- (c) Smith-Lever "Special Needs" Projects. As earlier stated projects in this category are found in seven North Carolina counties struck by hurricanes in 1955. A sample of the category has been studied by our Committee in one county where one young Assistant Agricultural Agent was added to the force on the "Special Needs" basis.

not so.

At the time when this Assistant was recruited conditions were such that his employment under a "special needs" allotment was probably somewhat justified. He has done very good work. (However, conditions in the county are again normal. The hurricane damage has been overcome.) farm income has quadrupled over the period 1940-1956. In the light of the evidenced work load in this county (1,166 farm units, 803 owners and 362 tenants), a permanent Extension staff of the strength provided prior to the hurricanes is sufficient for the needs of the county, and retention of the "special needs" Assistant, particularly on the existing project basis, can hardly be justified.

Watauga Co
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If our sample is representative of the situation in the other six counties involved, some corrective actions are in order.

not repeatable
3

- (d) Challenge Program

In 1950, partly at least because the outbreak of war in Korea appeared to impose new production demands upon the American farmer, North Carolina leaders in the agricultural field sensed a new "challenge" to the farmers of this State to increase production and, at the same time, conserve and improve their soil, water, woodlands and other resources. They sensed too that the numerous Federal and State agencies in the agricultural field were pursuing uncoordinated policies and programs, and that working relationships among them were not such as to best promote common goals.

4

To meet these situations, the North Carolina Board of Farm Organizations and Agencies was formed, with representation as follows:

- North Carolina Department of Agriculture
- North Carolina Department of Conservation and Development
- North Carolina Farm Bureau Federation
- Farmers Home Administration
- Production and Marketing Administration
- Division of Vocational Teaching, N. C. Dept. of Public Instruction
- North Carolina Rural Electrification Authority
- Soil Conservation Service
- North Carolina State Grange
- North Carolina State College
- Agricultural Experiment Station and Agricultural Extension Service

Copied as in Challenge Booklet.

Added later were:

Federation of Home Demonstration Clubs
Home Demonstration Work
Vocational Home Economics Work

In January, 1951, this Board voted to prepare a long-term agricultural program, obtained some financial support from the Dairy and Agricultural Foundations and other private sources, and published a brochure outlining in broad strokes a comprehensive program dedicated to increased income, greater security, improved educational opportunities, finer spiritual values, stronger community life, and more dignity and contentment in country living. Every county in the State was urged to form a similar local Board or Council and to develop a similar but more specific County long-term program.

This is now known as The Challenge Program. Presently at the State level we find the Director of Extension, as current vice-chairman of the State Board, supervising the work of three specialists, two employed with Foundation funds and one paid by the Extension Service, to promote the program and record its progress. 1a

Most counties in the State have responded to this movement. County Agricultural Workers Councils have been organized; committees representing tobacco, dairying, poultry, beef cattle, swine and feed production, and various other fields have been formed; funds have been contributed locally for operating expense and awards, and numerous County brochures published. The State Board has divided the State into five areas, and awards are made annually to the County in each area judged to have made the most rural progress. From among the five area award winners one county is chosen for a supplemental award for the best record in State-wide competition.

The studies of our Committee lead to the conclusion that the Challenge Program is not and should not be identified as a distinct program entity. It is in reality a congress of public and private organizations active in the fields of agriculture and rural life, serving as a coordinating force. P1 1
(ANS)

It would seem that the goals of coordination and good working relationships among the operating agencies have now been as nearly attained as it is possible to attain them through an informal State Board and individual County Agricultural Workers Councils. Further important progress toward complete coordination must come largely from basic changes in Federal law and Federal organization structure. Nowhere in the field has this Committee observed any serious working at cross purposes, conflict or confusion among the several agencies at work. Though carefully sought for, our Committee delegations have found no evidence that Extension Service programs have been in any way re-directed or made more effective by the Challenge mechanism. 2
P2
3

*BEW at Rockingham Co.
Lake Shaw & Miss Herring*

A very tangible effect has been found in the fact that in many counties practically all of the professional workers on the Extension Service staffs devote one-third of a day each month to the meetings of the County Agricultural Workers Council. It is desirable, of course, that the workers in all these agricultural agencies know each other, and know what each agency is doing. No such expenditure of time should be necessary to accomplish this purpose. Were P3

attendance at this one type of meeting reduced to a reasonable level the effective working time saved would be equivalent to adding 5 to 8 new professional workers to the Extension working force.

In the further judgment of the Advisory Committee, Extension Service participation in the Challenge does not warrant the payment from its appropriations of one of the three specialists earlier referred to, and we would finally suggest that the Foundation funds now used to finance the second and third specialists in this group might be more advantageously used to strengthen Extension Service marketing projects or other agreed upon needs.

means abandon work of Crawford & others

*P1 1
RWS-1*

Since the Challenge involves many agencies and organizations, the operation of the effort, except as it impinges on the Extension Service, is beyond the scope of the committee's assignment. At the same time several impressions were gained during the field survey that may be of value to the N. C. Board of Farm Organizations and Agencies. It is clear that there is a wide difference of opinion on what the Challenge is. Some believe it is a workers council, others believe it is developing a long-range plan, and still others believe it is community development. There is also misunderstanding concerning the relation of each agency and organization to the Challenge. In view of this we suggest that the Board define its objectives and procedures, and make them widely known. The objectives as set forth in the Challenge publication are sound but they are the objectives of each agency as well as of the group as a whole.

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Dean*

The possibility that the Board can make a future contribution of value, over and beyond the contributions which the individual constituent agencies should severally make, needs to be re-explored.

*Society needed.
Good recommendation.*

*Dean
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need clear distinction between

- 1. Organizing Co. Agri Workers for coordination of activities, AND*
- 2. Community Development; AND*
- 3. Area Development.*

V. ORGANIZATION

A. THE PRESENT PATTERN

North Carolina's School of Agriculture at State College is organized in three Divisions, namely:

1. Research - The Agricultural Experiment Station
2. Instruction - The Resident Teaching Division
3. Extension - The Agricultural Extension Service

Under the Dean of Agriculture, each of these three Divisions is headed by a Director.

A chart of the Agricultural Extension Service organization, with number of professional positions budgeted as of July 1, 1956, is presented on the following page. This chart is somewhat confusing to anyone not familiar with the Service, in part because of the parallel organizations of White and Negro units below the top echelon. We, therefore, supplement this chart with explanatory comment which, it is hoped, will help to clarify the existing organization pattern.

The Top Echelon

The Director is, as the title indicates, the administrative head or chief executive of the Service. His immediate office staff is a secretary only.

Work with agencies outside the Extension Service, but in fields of work related thereto, consumes approximately half of the Director's time.

He is an active member, currently vice chairman, of the North Carolina Board of Farm Organizations, a group organized in 1950 and sponsoring the "Challenge" program discussed in Chapter III of this report. This Board meets monthly for a dinner and evening session, and the Director personally supervises the work of three specialists employed for purposes of this movement.

He is a member of the Agricultural Stabilization Committee for North Carolina, a group appointed by the Secretary of Agriculture under Federal law to supervise the Federal Price Support Program, the Soil Conservation Payments Program, and the new Soil Bank Program.

Twice yearly the heads, Director, district and area supervisors of all agricultural agencies and organizations meet for purposes of policy formulation, program coordination, and to bring the supervisors up-to-date on timely research findings.

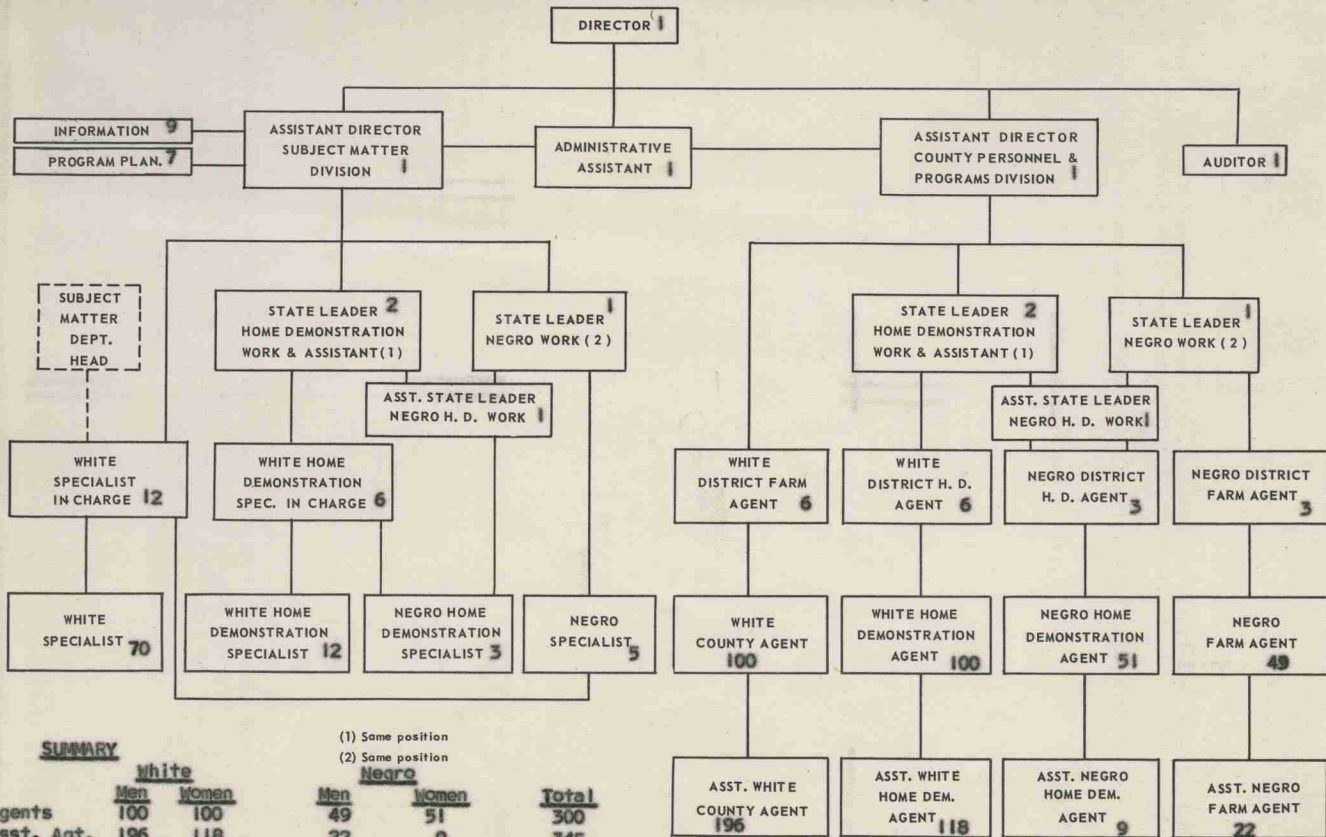
Under state law the state is completely organized in Soil Conservation Districts, each comprising one to five counties or other large units not bounded by county lines. The program in each district is headed by a local committee, and a State Soil Conservation Commission has responsibility for state-wide direction and supervision. The Director is Chairman of this commission.

He also is Secretary of the State Rural Electrification Authority, set up by state law to provide a clearing house for all Rural Electrification and Rural Telephone cooperative projects involving Federal loans.

Special
reason
P.M.S.

NORTH CAROLINA AGRICULTURAL EXTENSION SERVICE ORGANIZATION CHART

(Typed figures refer to number of professional employees)



SUMMARY

	White		Negro		Total
	Men	Women	Men	Women	
Agents	100	100	49	51	300
Asst. Agt.	196	118	22	9	345
Dist. Agt.	6	6	3	3	18
Sec. 1/	96	18	5	3	122

(1) Same position

(2) Same position

(Positions as of July 1, 1956)

1/ Includes Publication and Program Planning.

In connection with the annual State Fair, he is active in the group promoting county exhibits and in the awards of prizes for such exhibits.

Occasional contacts are noted with authorities of the Consolidated University of North Carolina, the Woman's College, and the A. & T. College, with the Directors of Extension of other states, and with the Department of Agriculture in Washington.

Foreign visitors are numerous and frequent in appearance, but their reception and guidance are largely delegated by the Director.

A considerable drain on the Director's time is involved in necessary response to invitations to appear and talk before civic organizations, public assemblies, etc.

There are two formal meetings monthly of the Dean and the Directors of the three Divisions of the School of Agriculture for purposes of progress review and policy determination. The Director is in continual informal contact with the Dean, with the teaching faculty, and the Director of the Experiment Station.

The two Assistant Directors, the Administrative Assistant, and the "Auditor" are responsible directly to the Director.

Delegation of authority and responsibility to the two Assistant Directors is very broad. Neither of the two is designated as Acting Director in the Director's absence but each is expected to make all decisions except those of most extraordinary importance within his scope of action. 1

No formal staff meetings are held between the Director and his immediate staff, or by the Director with state leaders, State or District Agents, or Specialists in Charge. 2

No long-term plans (Extension Program Projections), no Annual County Plans of Work, State Agent, District Agent, or Specialist Annual Plans of Work come, ordinarily, to the Director's desk. All special project proposals and plans are reviewed by him.

No weekly or monthly reports come to him. He does casually review the Annual Reports. No accounts vouchers or other documents reach his desk. An example of excessive paper work may be seen, however, in the formal controls over out-of-state travel which require his personal action in each instance. Matters relating to fund transfers are referred to the Director; also unusual expenditures or expenditures involving new policy decisions. The only personnel action documents to reach him are those involving high-level actions. 3

He participates with the Assistant Directors and the "Auditor" in budget formulation, appears before the Board of Higher Education to present the Service budget, appears on call before finance committees of the Legislature.

He has a moderate volume of official correspondence, largely with related organizations, private citizens, and with the Federal Extension Service.

The Extension Service has many standing committees -- for example, Farm and Home Development State Committee, Summer School Committee, etc. Committees

are frequently appointed to work on special problems and to help develop special programs such as "Rural Development". The Director meets with some of these committees and reviews their reports.

The Director's field contacts with county Extension workers are ordinarily incidental to his appearances at or talks before local public meetings of more than routine importance.

He does not routinely share personally in official negotiations with County Commissioners.

The Assistant Directors. Basically the Service is organized in two Divisions, one called the "Subject Matter Division", the other "County Personnel and Programs". Each is headed by an Assistant Director.

The functional coverage of these two Divisions embraces, of course, the entire field of the Extension Service. Their separate fields and the scope of authority and responsibility of the two Assistant Directors have not been clearly defined or delineated. The Assistant Director in the Subject Matter Division actually has both program and administrative responsibility for the Subject Matter Specialist organization, plus the Home Economics Leaders, the Youth program Leaders and Specialists, the Extension Service portion of the Information Office, the "Program Planning" Office and the Auditor. The second Assistant Director is responsible for the County Personnel structure, and the County work programs. Both deal with the District Agents in matters pertaining to both program and operations. In the immediate office of each the staff is one secretary only.

The Administrative Assistant shown on the chart handles, with one assistant, the personnel records, the processing of new appointments and separations, leaves of absence, retirement, group insurance, and the recruitment of clerical and secretarial personnel for the central State staff. The work is wholly that of a Personnel Assistant. While the chart shows this unit reporting directly to the Director as well as to each of the Assistant Directors, the contact is almost wholly with one or the other of the Assistants depending upon whether the matter concerns the Specialist field, or the County organization.

The "Auditor" on the chart is mistitled. ^{true.} In this unit of three employees budget detail work is carried on, a simple system of encumbrance records is maintained, expense accounts and bills are checked, vouchers and payrolls prepared. All checks are written in the College Business Office, where the formal fiscal accounts records are also maintained. ^{true}

All purchasing is done through the College Purchasing Office.

The Information Office serves the entire School of Agriculture in (1) editing and printing of subject matter publications, (2) distributing publications printed by the School of Agriculture and the U. S. Department of Agriculture, (3) maintaining a news service covering agricultural developments to the press, (4) maintaining a release service covering agricultural developments to radio stations, (5) directing a daily farm radio and television show from the campus, (6) preparing visual aids, including films, (7) distributing films, slides, and other visual aids, (8) printing and distributing to all offices stationery and various forms. Of 31 people employed therein, 24 are paid wholly or in part by the Extension Service.

The Program Planning Office is inappropriately named. This section is responsible for leading in-service and pre-service training, receives and processes weekly and monthly reports, assists in outlining and in designing annual reports and plans of work, handles foreign visitors, and many of miscellaneous activities. Three of the workers employed in the unit are assigned full time to helping carry out the objectives of the Challenge program. Two of the workers are spending full time on an evaluation study of the Farm and Home Development method of Extension education.

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- Greensboro
study
manuscript
vacay

State Leaders

From the Director and Assistant Directors with their facilitating service units as described in the foregoing, management moves out to the District and County levels. With respect to certain program phases or segments, however, there is an intermediate level or echelon of State Leaders.

The Home Economics work, for example, is headed by the State Home Demonstration Leader, whose immediate staff includes an Assistant State Leader and two secretaries.

The Youth phase, 4-H and YMW, is headed by a State Leader who has 6 White and 2 Negro Assistants. The White Assistants are actually District Leaders rather than Assistant State Leaders, but do report directly to the State Leader. The 2 Negro Assistant Leaders, one man and one woman, cover all counties in which Negro work is organized.

Finally there is, as the chart shows, a State Leader for Negro work, located at A. & T. College, Greensboro, who, with one Assistant who doubles as a District Agent, and another in the Home Economics field, heads up under the Director, all phases of the Extension Service both administratively and program-wise throughout the State.

District Organization

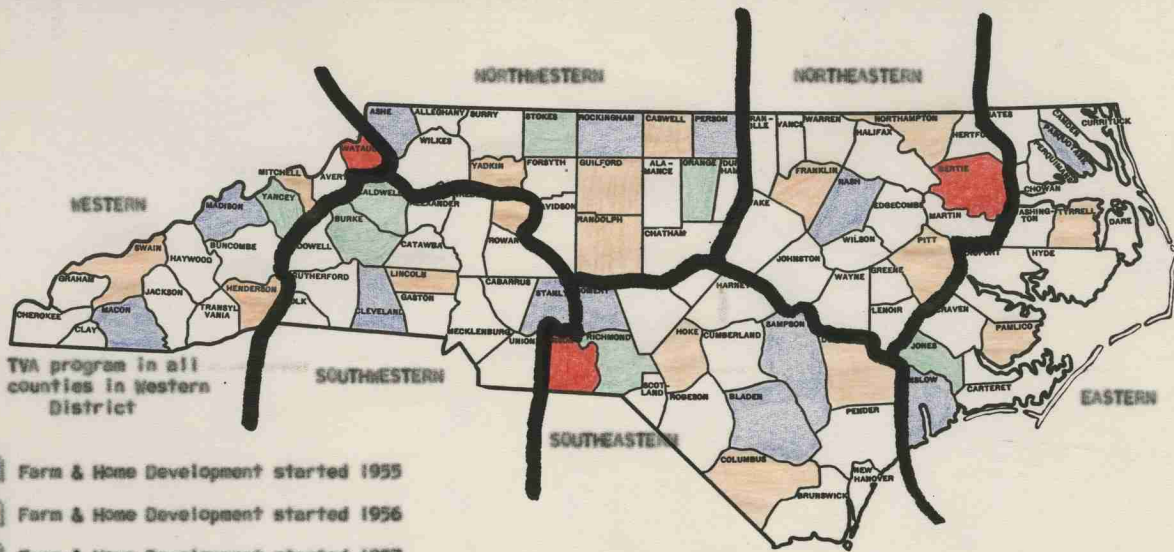
For the conduct of Extension work with the White population the State is divided into six Districts, and for work with the Negro population into three Districts. These geographical Districts are shown in the maps presented as the next two report pages. To each of the six White Districts there are assigned 1 District Agricultural Agent, 1 District Home Economics Agent, and 1 Youth Leader, plus necessary secretarial assistants. All of these are physically stationed in Raleigh.

A District Agricultural Agent and a District Home Economics Agent are assigned to each Negro work District. All of these and the 2 Negro Youth Leaders are stationed at A. & T. College, Greensboro.

There is no one officer with overall responsibility for the Extension Service program, organization or management in any District. In each the Agricultural Agent and the Home Economics Agent are exact equals in organizational status. The Youth Leader, whose work covers both farm and home activities, is organizationally responsible to neither District Agent.

2

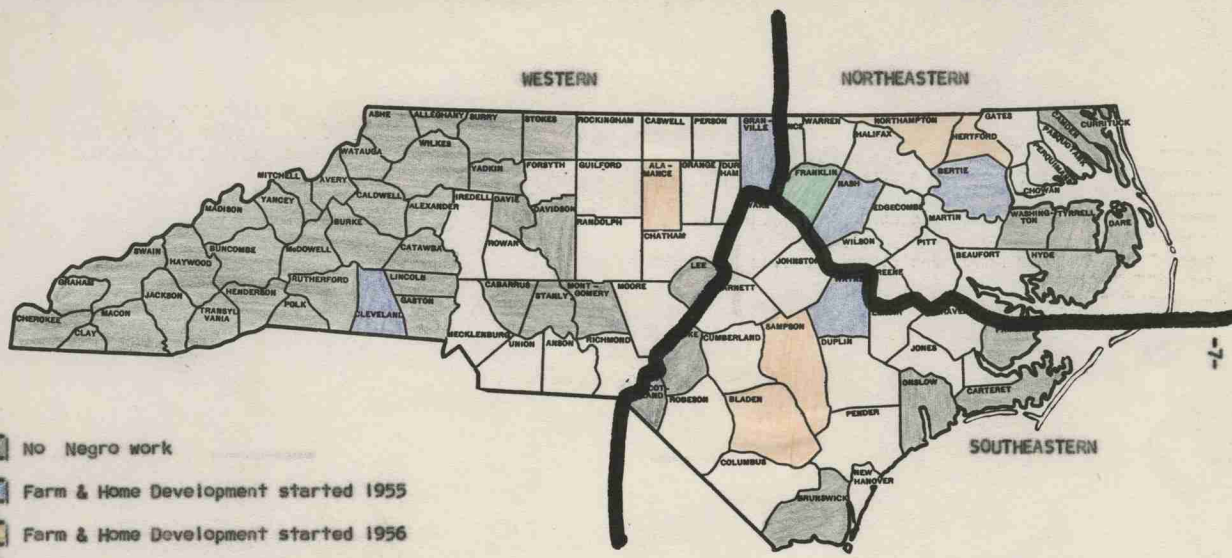
Each of the District Agents views his or her job as that of the executive director or general supervisor of their phase of the total program within the geographical District. Even under this theory of complete separation of program phases, the organizational pattern and general operational system under which



TVA program in all counties in Western District

- Farm & Home Development started 1955
- Farm & Home Development started 1956
- Farm & Home Development started 1957
- Rural Development

WHITE EXTENSION DISTRICTS
COUNTIES WITH FARM, HOME,
AND RURAL DEVELOPMENT



- No Negro work
- Farm & Home Development started 1955
- Farm & Home Development started 1956
- Farm & Home Development started 1957

**NEGRO EXTENSION DISTRICTS
COUNTIES WITH FARM & HOME
DEVELOPMENT**

they work are such that though a high level of individual competence be granted, the stated concept of the District Agents' job cannot be realized. P₁
 Guidance in planning and organization, on-the-ground training, current field supervision, periodic comprehensive inspection and appraisal are all essential elements of such a concept. Because of preoccupation with recruitment of personnel, undue burdens of plan documentation and reporting, other paper work, meetings and conferences, these Agents have spent during the past year an average total of only 6 to 8 days with the workers in each of the counties within their respective Districts. While records should be a useful aid to administrative direction and supervision, the major area for effective work of this kind, at this organizational level is out on the front line.

RWS

County Units

The College outposts in North Carolina's 100 counties constitute the front line force of the Extension Service. The workers so deployed are the ones in direct, day-to-day contact with the rural people and rural homes. As of October 31, 1956, the County units were staffed as follows:

White Units

County Agricultural Agents	100
Asst. County Agricultural Agents	196
County Home Economics Agents	100
Asst. County Home Economics Agents	118
Specialists (Favorably counting time) (see p. 12)	6
	<u>520</u> 514
Clerical Assistants	161
Total	681 6

2

Negro Units

County Agricultural Agents	49
Asst. County Agricultural Agents	23
County Home Economics Agents	51
Asst. County Home Economics Agents	9
	<u>132</u>
Clerical Assistants	45
Total	177
GRAND TOTAL	<u>858</u>

As is true of the District organizations, the White County Agricultural Agent is responsible only for the agricultural extension program among the white population and has administrative responsibility only for his assistants in that work. The same is true of the White County Home Economics Agent within her field. In counties where Negro work is organized the Negro County Agricultural Agents and Home Economics Agents similarly are organized and operate independent of each other and of the White Agents. Thus there are two independent organization units in 100 counties, and four in 51 counties. P₂

In units with one Assistant Agent the Assistant usually has work with the Youth as his or her primary responsibility. Where there are more than one Assistant, one will usually be emphasizing Youth work, particularly 4-H Clubs, and the others will be found specializing to varying degree in tobacco,

livestock, poultry, the farm and home unit approach, or other features of the total program. Most of the Assistant Agricultural and Home Economics Agents added to the rolls in the past three years have been added to make possible the concentration of essentially their full time equivalent on the joint farm and home extension work.

In the above tabulation 6 Specialists are included in the White units of organization at the County level. These are Forestry Specialists headquartered in County offices but working throughout several counties each, and organizationally responsible to the Forestry Specialist in Charge, at the State office in Raleigh.

In every County visited formally by the Advisory Committee working relationships between the Agricultural and Home Economics units, and between the White and Negro units are good, in most of the Counties excellent. The assignment of responsibility to individual members of the staff are clear and definite. No evidence of confusion or of units working at cross purposes was noted. In numerous cases among the sample counties the White County Agricultural Agent is informally recognized by the Board of County Commissioners, and key people throughout the County as the "head man" among the Extension Service forces. Wherever this Agent possesses strong qualities of leadership, the other Agents and Assistants look to him as their common leader. Reports of similar tenor have come to the Committee with respect to County organizations contacted informally by Committee members and from other sources.

On the other hand, considerable evidence of two to four unit heads doing work which one might well do is available. In numerous lines of work such as contacts with the County Board of Commissioners, meetings, office management, supervision of clerical staff, budgetary and reporting work, etc., there are opportunities for better management under a central control. Deficiencies and extra cost, particularly in the four-unit counties, are obvious and of serious importance. PA

Subject Matter Specialists

Subject Matter Specialists are a highly important feature of Extension Service organization. Their functions are strictly of "staff" character, as distinguished from those of "line" officers, in that they have no administrative or supervisory responsibilities other than those of the Specialist-in-Charge within his or her specialist group.

As may be noted on the chart of the present organization, the Specialist block appears at the left, set off from the line organization, with an indicated tie to the Subject Matter Department Head. The chart thus attempts to show what is perhaps more easily stated than charted, namely, that these Specialists are the vitally important link between the College Departments as the source or reservoir of educational material and the line forces of the Extension Service who must bring about the acceptance and application of this knowledge by the farmers, the marketers and the rural homemakers.

The Specialists are in every sense employees of the Extension Service. The College Department Heads, however, have an important part in the initial selection of Specialist appointees, and there is a necessarily close affiliation between the Specialists and their counterparts in Research and Teaching at all times. All educational material; i.e., publications,

manuscripts, visual aids, etc., prepared by the Specialists for Extension Service use must be cleared and approved for scientific soundness and accuracy by the College departments involved.

The Subject Matter Specialists' work is defined in five elements as follows:

(1) Training Agents:

Agriculture and Home Economics are dynamic fields. With respect to agriculture particularly there is a continual flow of new information from the research work of the Experiment Station. Changes in the economic situation require related changes in farm production and marketing. The Specialists must keep the Agents currently informed and train them in the techniques of imparting the information to the rural people. Some of this training is done through formal training meetings, much of it, such as showing the Agents how to prune trees or dehorn cattle must be and is done on the farm.

(2) Preparing Material:

Most of the educational material used by the Agents is prepared by the Specialists. They author all Extension Service bulletins, pamphlets and other manifolded items, visual aids, slides, posters, radio and television scripts.

(3) Program Guidance:

The Specialists are expected to discover currently opportunities for beneficial developments in their respective fields, to determine the information that will help people to take advantage of such opportunities, who needs the information, and how it can be best imparted. They collectively maintain and furnish the Agents a compendium of teaching project outlines, the "Outline of Project Plans" which in effect is an up-to-date catalogue of demonstrations, meeting programs, and other teaching aids available in their respective fields. From this the Agents can and do select in preparing their Plans of Work projects which, both with and without on-the-ground Specialist assistance, can be used in attaining local objectives.

(4) Liaison:

As the link between research and application of knowledge the Specialists work in both directions. They bring the fruits of research to the field, and they report to research the observed results of application together with many new problems requiring further research. They work closely also with the businesses and industries serving agriculture and the home. To illustrate: When the Experiment Station finds that a particular fertilizer is best for a certain crop, the farmer must be instructed, and, in addition, industry must make it available through the farmers' channels of supply. The Specialist involved must work with the Extension Service Agents, the suppliers, and the manufacturing industry in such a case. When an opportunity for a new or expanded agricultural enterprise is made evident, the Specialist's work involves not only work with the farmers affected but also if necessary with sources of financial support for such enterprise.

(5) Other Work:

While the Specialists are not primarily employed to work directly with the farmers and homemakers, they do reach and teach thousands each year through group meetings, radio, press, and television. In addition the Agricultural Specialists share in activities involved in the general operation of the School of Agriculture at the College.

The organizational grouping of the Subject Matter Specialists presently in effect is shown in the following table. The Agricultural Specialist groups are housed on the State College campus with the research and teaching personnel in their respective fields. The Home Economics Specialist groups are housed in Ricks Hall. Their counterparts in teaching and, to a limited extent, in research are to be found at the Woman's College in Greensboro.

The Negro Specialists are located at A. & T. College, Greensboro. Their activities, however, are included in the plans and reports of their related subject matter groups at State College. They are responsible to the White Specialists-in-Charge for subject matter and general program direction, but their day-to-day administrative supervision is assigned to the Negro State Leader at A. & T. College.

The table following shows the rather striking expansion of Subject Matter Specialist employment in the North Carolina Service since 1947. It may be pointed out, that in large part this expansion has been due to new programs in Marketing, Rural Development and other special projects, although substantial numbers have been added to strengthen the traditional extension program.

B. PROPOSED ORGANIZATION

(Competent men and women united in common endeavor to attain common goals, and devoting their minds and energies wholeheartedly to the work at hand will make commendable progress despite faults in the organization structure within which they work. Such faults, however, hamper their work. Correction of the faults will make their efforts more fully effective.) *Dear*

(The Advisory Committee has found Extension Service people, quite generally, to be the kind of people above described. Some hampering organizational faults have been noted.) *C,* In addition to its own observations and analyses, the Committee has discussed the apparent problems with the present leaders of the North Carolina Service, with its key employees at all levels, with County Boards of Commissioners, private citizens individually and in groups, and finally with the Administrator of the Federal Extension Service and his staff in the U. S. Department of Agriculture at Washington. The organization pattern of Extension Services in various other states have been reviewed and considered.

From this background the Committee proposes, for adoption by the Extension Service of our State College, gradually but as rapidly as due regard for individuals and essential recognition of existing circumstances in many local situations will permit, the basic scheme of organization presented in the charts on pages 14 and 15. *1.*

Two charts are used only because of Committee belief that the pattern is thus more clearly presented. They have a common top echelon. We have, and shall

SUBJECT MATTER SPECIALISTS - AUTHORIZED POSITIONS AND COSTS
N. C. Agricultural Extension Service

		Specialist Positions		Total Salaries	Total Travel Expense	Total Other Expense	Clerical Workers Number	Total Clerical Salaries	Grand Total Cost
		Number							
White Negro									
<u>AGRICULTURE:</u>									
1. Agronomy	1946-47	7		22,897	8,819	1,309	3	4,812	37,837
	1951-52	8	1	51,464	9,779	2,223	3	7,490	70,956
Est.	1956-57	13	1	92,296	14,460	3,210	4	11,514	121,480
2. Animal Husbandry	1946-47	3		9,567	3,036	613	1	1,860	15,076
	1951-52	4		23,166	4,580	499	1	3,085	31,330
Est.	1956-57	6		41,284	6,000	1,995	2	5,640	54,919
3. Dairying	1946-47	5	1	19,605	5,637	780	1	1,815	27,837
	1951-52	7	1	45,188	10,271	2,717	2	5,947	64,123
Est.	1956-57	7	1	54,977	9,550	3,305	3	7,549	75,381
4. Entomology	1946-47	2		4,590	1,633	445	1	814	7,482
	1951-52	3		15,655	2,182	2,146	1	2,731	22,714
Est.	1956-57	3		20,706	2,950	1,685	1	3,336	28,677
5. Farm Mgt.	1946-47	3		4,883	1,233	2,301	1	1,844	10,261
	1951-52	6		33,446	6,227	2,093	4	11,093	52,859
Est.	1956-57	6		38,548	5,596	1,814	2	7,973	53,931
6. Agr. Eng.	1946-47	4		17,151	3,341	1,726	3	4,544	26,762
	1951-52	6		26,784	4,122	1,410	3	7,906	40,222
Est.	1956-57	7		46,456	6,500	1,550	4	13,089	67,595
7. Forestry	1946-47	2		5,700	1,720	313	1	1,800	9,533
	1951-52	8		35,400	9,921	446	1	3,320	49,087
Est.	1956-57	8		46,592	9,100	1,885	1	3,679	61,256
8. Poultry	1946-47	3		11,700	2,339	810	2	2,872	17,721
	1951-52	5		23,392	3,504	1,133	2	6,001	36,030
Est.	1956-57	6	1	47,186	5,000	2,650	2	5,738	60,574
9. Horticul- ture	1946-47	3		7,713	1,887	814	2	2,429	12,843
	1951-52	5		27,721	2,881	1,986	2	4,995	37,583
Est.	1956-57	5	1	41,268	4,630	2,025	2	6,024	53,947
10. Marketing	1946-47	2		4,245	1,344	339	1	1,736	7,664
	1951-52	2		11,074	2,009		1	2,628	15,711
Est.	1956-57	8		54,519	7,150	5,086	4	11,076	77,831
11. Pathology	1946-47	1		4,020	533	430	1	1,440	6,423
	1951-52	2		10,968	1,412	1,254	1	2,780	16,414
Est.	1956-57	3		21,900	2,400	1,200	1	3,000	28,500
TOTAL	1946-47	35	1	112,071	31,522	9,880	17	25,966	179,439
	1951-52	56	2	306,258	56,888	15,907	21	57,976	437,029
Est.	1956-57	72	4	505,732	73,336	26,405	26	78,618	684,091

		Specialist Positions Number	Total Salaries	Total Travel Expense	Total Other Expense	Clerical Workers Number	Total Clerical Salaries	Grand Total Cost
White Negro								
<u>HOME ECONOMICS:</u>								
12. Housing	1946-47	1	2,137	546	72		559	3,314
& Furn's	1951-52	2	14,886	3,407	445			18,738
Est.	1956-57	4	28,579	4,650	1,900	1	2,640	37,769
13. Home Mgt.	1946-47	2	8,720	2,049	392			11,161
	1951-52	1	5,220	1,110	225			6,555
Est.	1956-57	1	6,408	1,000	400	1	2,220	10,028
14. Clothing	1946-47	2	6,720	1,422	209			8,351
	1951-52	2	10,320	2,065	279			12,664
Est.	1956-57	2	12,338	1,700	510	1	2,700	17,248
15. Food Cons. & Mkt.	1946-47	2	3,880	809	155			4,844
	1951-52	2	11,016	2,520	271			13,807
Est.	1956-57	3	18,575	2,750	1,000	1	3,168	25,493
16. Nutrition	1946-47	2	5,565	1,269	127		560	7,521
	1951-52	3	17,844	4,967	472			23,283
Est.	1956-57	3	23,464	3,900	737	1	2,700	30,801
17. Family Relations	1946-47	2	3,600	409	185			4,194
	1951-52	2	6,513	1,804	473			8,790
Est.	1956-57	1	6,475	950	305			7,730
TOTAL	1946-47	10	30,622	6,504	1,140		1,119	39,385
	1951-52	12	65,799	15,873	2,165			83,837
Est.	1956-57	14	95,839	14,950	4,852	5	13,428	129,069

~~DISTRICT EXTENSION DIRECTORS~~

~~Agricultural Supervisors~~
~~Home Economics Supervisors~~
~~Youth Supervisors~~



~~COUNTY EXTENSION DIRECTORS~~

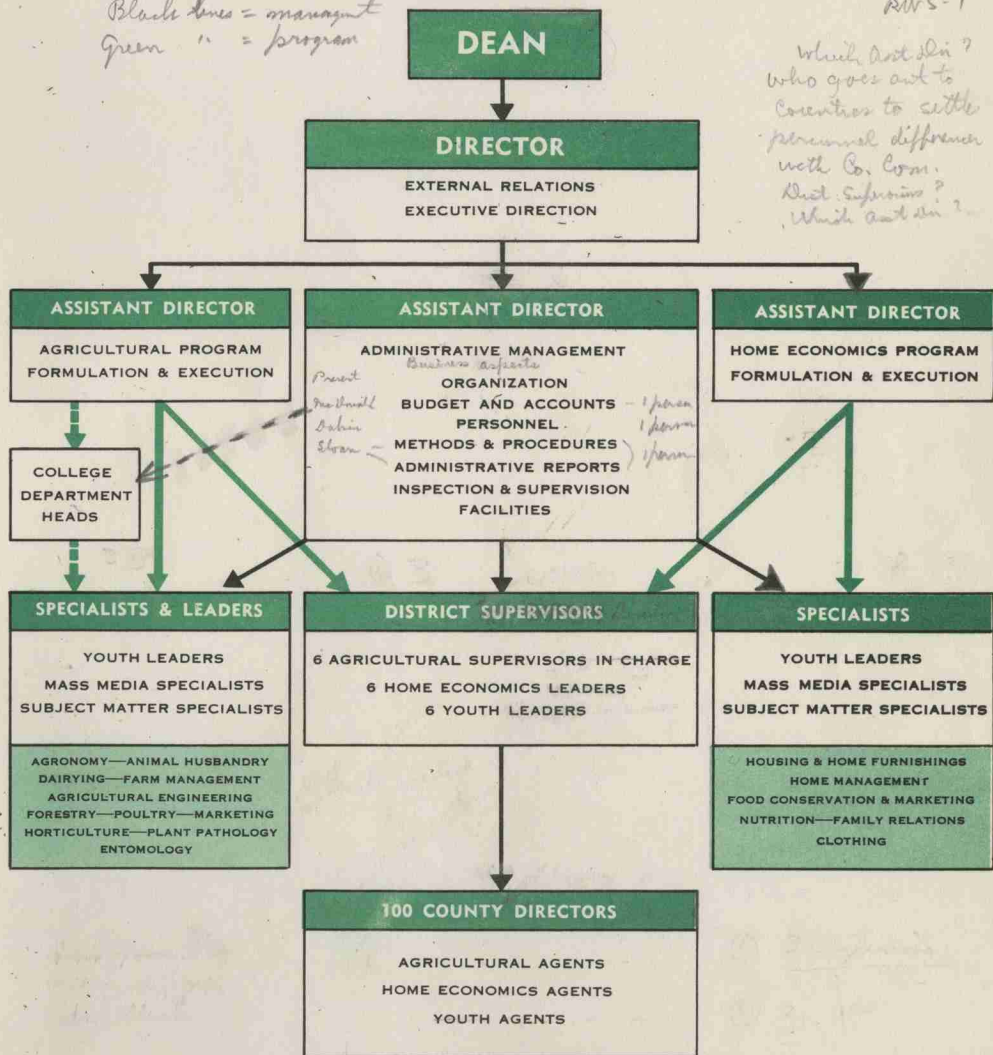
Agricultural Agents
Home Economics Agents

PROPOSED ORGANIZATION NORTH CAROLINA AGRICULTURAL EXTENSION SERVICE WHITE EXTENSION WORKERS

*Black lines = management
Green " = program*

RWS-1

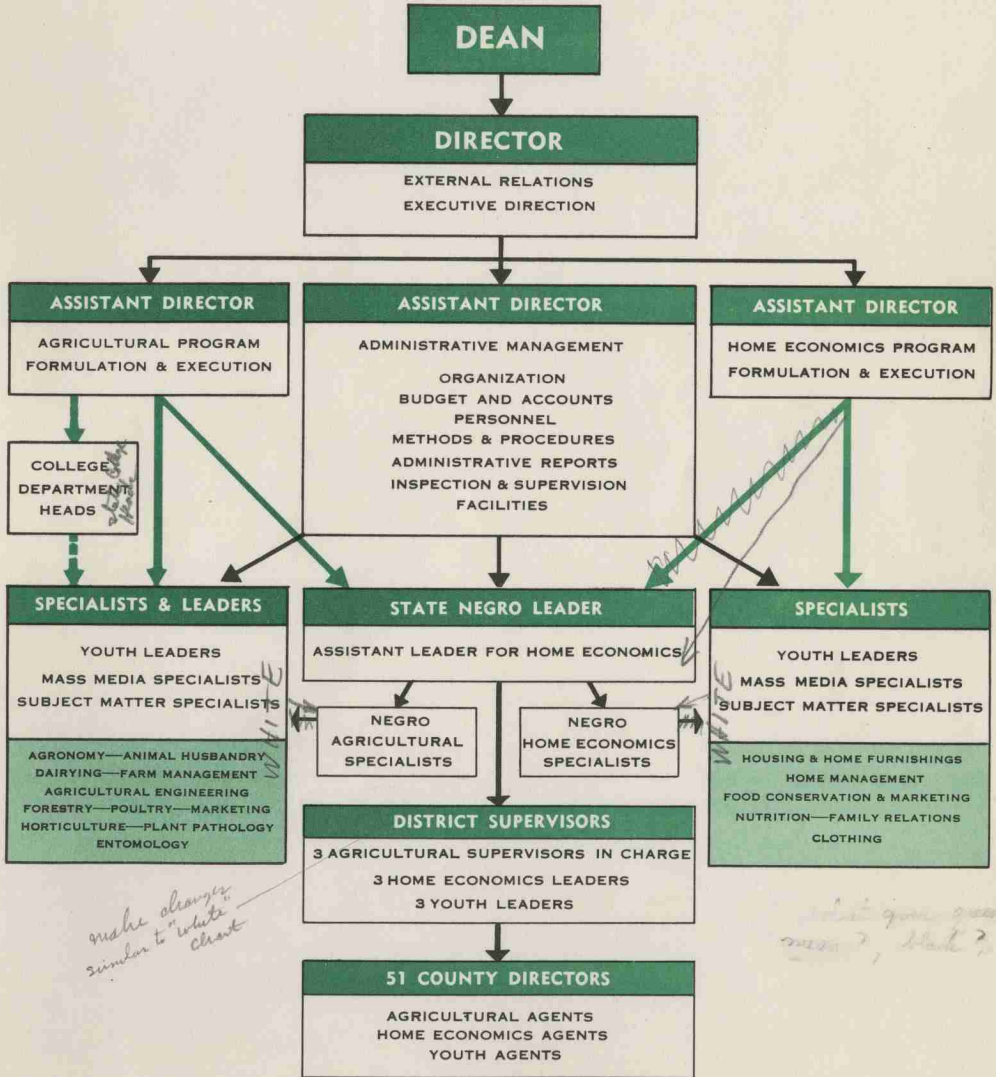
*Which Dist. Dir.?
Who goes out to
Counties to settle
personnel differences
with Co. Com.
Dist. Supervisors?
Which Dist. Dir.?*



*DIRECT QUESTION - DO WE WAIT UNTIL PRESENT PERSONNEL RETIRES
OR IS THIS TO GO INTO EFFECT AT ONCE?
IF SO WHAT DO WE DO WITH PEOPLE IN
ABANDONED POSITIONS OR THOSE WHO DON'T
fit into new scheme?*

*Black lines = Management
Green " = Program*

PROPOSED ORGANIZATION NORTH CAROLINA AGRICULTURAL EXTENSION SERVICE NEGRO EXTENSION WORKERS



make changes similar to white chart

what you mean?

continue to have only one Extension Service. Below the top echelon, however, the line of operation with respect to the work among our white population proceeds directly through six Districts into all 100 North Carolina counties. With respect to the work among our Negro people it runs first to a State Leader of Negro work at A. & T. College, and thence through three organized Districts into 51 counties. It, therefore, seems helpful to present separately the two field line organizations.

The Top Echelon

The Smith-Lever Act divides the total Extension Service program into two major component parts, Agricultural Extension and Home Economics Extension. This is logical. Furthermore it strongly suggests, and to a degree dictates, that whenever it becomes necessary for the Director of an organization established to carry out this program finds it necessary to arm himself with two Assistant Directors, one should be assigned responsibility for the Agricultural segment, the other for the Home Economics segment, even though one segment may be broader in scope and of greater volume than the other.

Therefore we propose first that these two positions be established with full responsibility assigned to each, under the Director, for program development and execution in the respective clearly definable fields.

The North Carolina Commission on Reorganization of State Government has recently recommended the creation of a Department of Administration in our State organization structure to pull together the business management of the great variety of functions and services we have asked or permitted State government to assume. The same management principle which led to that recommendation applies, and the same needs are found in any organization of considerable size with variety of function. This is especially true in professional fields, and very evident in the case of the Extension Service, with its 1,100 personnel spread largely in 100 far-flung units over a very large State, and with its key men and women educated and trained in natural and economic sciences but not in the science, or skills, of administrative management.

Our chart, therefore, provides for a third Assistant Director who, under the Director should be the business manager of the Extension Service, with responsibility for its efficient organization, its budget formulation and execution, the fiscal accounts, relations with the College Business Office, the essential personnel services, operating methods and procedures, the report system, inspection and supervision of performances, and provision and operation of essential facilities, i.e., space, equipment and supplies. The existing units titled "Administrative Assistant" and "Auditor" should be placed under his control, together with the present "Program Planning Office" which should be placed, in part under the Personnel officer and in part maintained as an "Administrative Reports" section.

These four officers, the Director and his three Assistants, should operate as a cabinet, with the Director fully exercising the functions of leadership. The three Assistant Directors should be expected to make and accept responsibility for all but the most important of decisions within their defined fields. Each should determine the circumstances under which a problem requires cabinet consultation and in such cases the decision should be the Director's with cabinet advice.

This proposal involves raising the position of the White Home Demonstration State Leader to an Assistant Directorship, and establishment of a new position of Personnel Officer. The present "Auditor" position should be converted to that of a section head in charge of Budget and Accounts.

The Assistant Director for Administrative Management should be designated as the Acting Director in the Director's absence, the Assistant Directors for Agriculture and Home Economics being next, in that order, for such designation.

The new Personnel Officer would be assigned, under the Assistant Director, responsibility for development and maintenance of a comprehensive personnel policy and program; classification and grading of positions, establishment of salary schedules; recruitment and initial screening of candidates for vacant positions, training, disciplinary, transfer, leave, promotion, separation, and retirement procedures. The existing "Administrative Assistant" unit would be a part of the Personnel Office, as would the training work of the existing "Program Planning" unit. This Personnel organization would, it is believed, remove from the District officers to a very large extent the heavy burden of personnel recruiting and screening which they presently carry, thus freeing a goodly portion of their time for use in more effective field supervision.

Among other major needs to be served by this new top level organization proposal is that for more effective overall planning and programming in both Agriculture and Home Economics, particularly the former. The Youth Leaders and the mass media specialists in the College Information Office, who serve both Agricultural and Home Economics phases of the program, would receive program direction from both program Assistant Directors within their respective fields. The Agricultural Subject Matter Specialists would look to the Agricultural Assistant Director for such direction, and the Home Economics Specialists to the Home Economics Assistant Director. The Specialists in both fields would be responsible to the Administrative Assistant Director in all matters within that field

While all four of the positions in this top level cabinet require capability in administration, the new position of Assistant Director for Administrative Management requires such capability in the fullest obtainable measure. The position of Personnel Officer similarly requires a thoroughly trained and experienced specialist.

As indicated in a preceding chapter, the existing position of Assistant State Leader in Home Demonstration work and the appurtenant secretarial position would be eliminated on the basis that they are largely absorbed in work for which the Extension Service should not accept responsibility.

Incidentally it may be noted that in the charts of proposed organization ^{Dean} and throughout this report the term and title "Home Economics" is used in lieu of "Home Demonstration" except in reference to the Home Demonstration Club structure. This change is purposeful. The job assigned to the Extension Service is "Home Economics" extension education, in which the demonstration is an important but still only one of many methods or media used. Psychology is important in education, and to this Committee the title Home Economics Agent is both psychologically more effective and much more meaningful. Similarly the term "Agricultural" agent is used in lieu of "Farm" agent. Their work is both on and beyond the "farm" in the broad field of agriculture. 6 2

Dear +

Finally it is believed that the organization of this top level cabinet should help make it possible for the Director and Assistant Directors to establish a somewhat closer personal working relationship with their workers at the field outposts. This is surely desirable. External relationships really drain too heavily upon the time of the Director and Assistants, particularly in the case of the Director.

agreed but how?

State Leaders

The lines of contact for program direction purposes of the Youth Leader, like those of the Chief Subject Matter Specialists, would run to the Program Assistant Directors, and to the Assistant Director in Administrative Management with respect to matters within that field. His assistant Youth Leaders, however, would be brought definitely into the District organizations as shown in the charts.

In the Negro work, as at present organized there is an Assistant State Leader for Home Economics work who operates somewhat independently in her field so far as the Negro State Leader is concerned, and directly with the Home Economics State Leader at Raleigh. Under the proposed plan the Negro State Leader should become just what the title implies. The Home Economics Assistant Leader should work completely under his direction and all contacts with the top directorate at Raleigh should channel through him.

District Organizations

It is proposed as the charts indicate, that the separate units of District Agricultural Agents and Home Economics Agents should be unified with the Agricultural Agents re-titled as District Supervisors. The District Home Economics Agents should be similarly re-titled as "Leaders" and with the Youth Leaders should operate under the general direction of the District Supervisors.

This change is proposed for application in both the White and Negro District organizations. The Districts are distinct geographical areas, each embracing 15 to 18 counties. The Committee is strongly of the opinion that operational effectiveness will be materially increased with the top directorate at Raleigh and the Negro State Leader at A. & T. College in a position to deal directly in all matters of program and administration within these Districts through and directly with a single District head in whom full responsibility and concomitant authority can be centered.

The District Supervisors, under this plan would be recognized as representing fully the executive staff arms of the Director, the channel through which the policies, program aids and directives would flow out from the top cabinet to the County units, and the needs, problems and plans flow inward. The District Supervisors will report to the Assistant Director of Administrative Management on business management and to the two program Assistant Directors on programs.

The District Supervisor positions, as envisioned by the Committee, will present a very big challenge to the men now in District Agricultural Agent positions. Highly efficient performance will be vitally essential. Every possible step must be searched out and taken to relieve them of the masses of paper work, personnel work, and the heavy schedule of meetings and conferences which now burden them. Special training should be provided for them. Adequate clerical assistance must be provided.

Dear

1a

agreed.

It is the thought of the Committee also that the men selected for these positions when vacancies occur should be potential prospects for Assistant Directorships. With this, and the need for periodic fresh approaches in mind, it is suggested that the District Supervisors should be rotated at reasonable intervals. among Districts

1b

The Committee feels that practicable and desirable eliminations and other adjustments in the work load of these men will free sufficient time and energy to enable them to meet the new responsibilities which the plan imposes. This may prove to be an inaccurate judgment. In that event an Agricultural Leader should be added to the District Supervisor's staff through sacrifice, first, of some Subject Matter Specialists positions, and, if otherwise impossible, through outright additions to the force.

2

Dear

County Units.

In 35 States and in 95% of their 1,750 counties, over half the total number of counties in the United States, one officer, usually the County Agricultural Agent, has been placed in charge of the local Extension Service unit. As the organization, nationwide, has grown a strong trend in that direction has developed.

six other

The need has been expressed in / States as follows:

"The designation of a person as administrator of the county staff is deemed most necessary. The increasing numbers in county staffs make such a designation increasingly necessary."

"As the size of the county extension staff grows, it becomes more necessary that one person assume leadership in administrative and supervisory capacities. The county agent is the logical person to do this. In general, the county agent's tenure is considerably greater than the other extension staff members. For this reason we do not find it necessary to name the agent County Director; yet it is understood that as chairman of the group he must assume most of the duties that would be his were he named a County Director. We do not anticipate changing our present plan, other than to strengthen the training of the county agents for administrative work and to have the general understanding throughout our whole staff that such a system is the only practical way to get coordination, cooperation, and efficiency."

How Other States Do

". . . it will become more and more essential that we have a person with administrative skill as well as skill in technical subject matter, as the County Extension Chairman."

19-2 implies no future growth.

same

"According to our policy, the person designated in charge might be the County Extension Agent or the Home Extension Agent. However, as yet we have not had occasion to place this responsibility with the Home Extension Agent."

"This responsibility has only recently been assigned. The State law designates the county "Agricultural Extension Agent" as the person to approve claims for all expenditures of county funds. So this attached some legal responsibilities to that agent."

other state

"Under present University regulations there can be only one county agent per county. All others are assistant agents."

The Advisory Committee is convinced that a substantial gain in effectiveness would accrue from adoption of the unified form of organization. Most of the County Boards consulted on the subject appeared to favor it, and it is felt that the rural people generally would approve. Opinions of Agents as given the Committee varied. Some of the Home Economics Agents would undoubtedly dislike to lose their present independent status, and some personality clashes are evident.

The Committee recommends that in all counties the work with the White population be unified gradually but progressively under the White Agricultural Agent with the title of County Director, and that a similar unification of Negro workers, under the Negro Agricultural Agent as Director, be contemporaneously brought about.

Suggestions as to the specific responsibilities deemed appropriate for assignment to these County Directors are available in published material from the Federal Extension Service.

Subject Matter Specialists

(a) Agriculture

Although it appears that the ^{omit} rapid expansion of the past few years in number and in range of fields given individual recognition has been based more in opportunism, i. e., availability of special funds, group pressures, etc., than in broad-visioned overall program planning, The Advisory Committee has found no substantial evidence of imbalance in staffing as among the major branches of agriculture. Some shift of strength from the production to the marketing side is desirable, but in the basence of such a yardstick as a well-grounded master plan would prove, the Committee can suggest only that the Service leadership should make a thorough study of this situation with a view to determining the extent to which such a shift is practicable.

It is the Committee's feeling that aside from its provision for more efficient administrative management of the Extension Service, one of the most important values of the organization scheme herein proposed lies in the opportunity it provides to pull this specialist force together under the Agricultural Assistant Director into a cohesive planning and teaching force. With the present eleven groups so blended results in both functions are certain to increase effectiveness.

(b) Home Economics

Sixteen Home Economics Specialists, with several secretarial assistants, are presently employed in six groups as follows:

1. Housing and Home Furnishings.
2. Home Management - *income yearly; management very important*
3. Clothing
4. Food Conservation and Marketing
5. Nutrition
6. Family Relations

The Committee seriously questions both this refinement of specialization and the necessity for so many specialists in the Home Economics field. The Home Economics Agents contacted in the counties are competent generalists in their field. Their Assistants, with due allowance for limited experience, are similarly competent or should not be initially employed. Six White District Leaders and three Negro District Leaders, all fully competent, back up the front line forces. The work of the Extension Service in Home Economics is being strongly supplemented by vocational teaching in this subject in the public schools, by other public educational, health and welfare agencies, and by the tremendous educational forces created by private manufacturing, merchandising and publishing enterprises. Increase in agricultural income is the key to a vast number of rural home economics problems.

1.

2.

Bevin Editorial

Admittedly the need for specialist supplementation of these forces cannot be definitively set forth without much further study, or until some of the other Committee recommendations have been made effective. The feeling is unavoidable, however, that in this area there is opportunity for both material savings of money and more effective use of highly competent personnel.

Bevin Editorial

3.

21-1 Are these traditional fields of Home Economics?
 with young, inexperienced Home Economics graduates going directly into Extension - special training in many fields is needed - some H E graduates stated they had had no college training in certain phases of Food Preservation - freezing, canning, etc

VI. PERSONNEL MANAGEMENT

GENERAL

It is not within the scope of the Advisory Committee's work to determine or pass judgment upon the character or performance of any individual officer or employee of the State College Extension Service. By way of general comment, however, (it is *Dean* a pleasure to express the view that among the present-day personnel there is generally and clearly evident the same high degree of dedication to the work and of zeal in its performance that must have motivated the pioneer agents more than four decades earlier.)

(The Committee studies have been concerned with management systems rather than with individuals. In the Personnel area of management some important weaknesses have been noted.) Together they are the basis for the Committee's recommendation in the Organization chapter of this report that a Personnel Specialist be brought into the central administration of the Service at Raleigh. Some of these situations are reported and a few implementing suggestions offered in this chapter. *Dean*

BACKGROUND AND TENURE

The positions in the central offices of this organization are all occupied by men and women of excellent educational attainment and broad professional experience.

At the top level, the Director is a native of Ohio; the two Assistant Directors, the State 4-H Leader, the State Home Economics Agent, the Negro State Agricultural Agent, his Assistant, and the Assistant State Home Economics Agent are North Carolinians. The Assistant State Home Economics Agent was born in South Carolina. Of 19 Specialists In Charge, 11 are natives of North Carolina; with 1 importation from each of the following: Pennsylvania, Ohio, Kentucky, Missouri, Virginia, Florida, Georgia, and South Carolina. Almost all of these people are of farm origin.

Turnover is low. Of 44 considered, only 8 have been in their present assignments less than a year; 21 have held the same job more than 5 years, 12 for over 10 years.

Only 3 of these 44 entered the State Extension Service without at least 1 year of career experience elsewhere.

Practically all of the males listed are married. Almost none presently owns or operates a farm, though many have had such experience in earlier years. While there is no absolute prohibition of such activity after appointment in the Service, the established policy makes the in-service continuation of active farming practically impossible.

A sketch analysis of age, background, experience and tenure of agents in the counties is presented in the following tabulations. The field personnel quite generally have a North Carolina background. Of 100 White County Agricultural Agents 79, and of 49 Negro County Agricultural Agents 37 are in the 31 to 50 age bracket, the most productive period of a field agent career. It is also noteworthy that 45% of the White Assistant Home Economics Agents and 55% of the Negro Assistant Agents in this work have had less than 1 year of tenure in their present position, indicative of the very heavy turnover, and of great need for training on the job among these groups.

1. ANALYSIS OF COUNTY PERSONNEL (County Positions as of July 1, 1956)

Class	Number	
	White	Negro
County Agents	100	49
Assistant County Agents	202	23
Home Demonstration Agents	100	51
Assistant Home Demonstration Agents	121	9
TOTAL	523	132

11. AGE DISTRIBUTION OF COUNTY WORKERS

a.

Age Group	County Agents (as of Oct. 31, 1956)	
	White	Negro
21 - 30	2	2
31 - 40	42	25
41 - 50	37	12
51 and over	19	10
	<u>100</u>	<u>49</u>

b.

Age Group	Asst. County Agents (as of Oct. 31, 1956)	
	White	Negro
21 - 30	85	7
31 - 40	90	14
41 - 50	17	2
51 and over	4	-
	<u>196</u>	<u>23</u>

c.

Age Group	Home Dem. Agents (as of Oct. 31, 1956)	
	White	Negro
21--30	28	12
31--40	22	20
41--50	23	15
51 and over	24	4
	<u>97</u>	<u>51</u>

d. Age Group	Assistant Home Dem. Agents	
	White	Negro
21 - 30	91	6
31 - 40	20	2
41 - 50	4	1
51 and over	1	-
	<u>116</u>	<u>9</u>

III. MARITAL STATUS OF COUNTY WORKERS

Class	White		Negro	
	No. married	Percent	No. married	Percent
County Agents	99	99.0	47	95.9
Assistant County Agents	160	81.6	15	65.2
Home Demonstration Agents	49	50.5	33	64.7
Assistant Home Demonstration Agents	40	34.4	4	44.4

IV. COUNTY WORKERS RAISED ON FARM

Class	White		Negro	
	Number	Percent	Number	Percent
County Agents	92	92.0	47	95.9
Assistant County Agents	188	95.9	21	91.3
Home Demonstration Agents	69	<u>71.1</u>	31	<u>60.7</u>
Assistant Home Demonstration Agents	87	<u>75.0</u>	5	<u>55.5</u>

V. COUNTY WORKERS WHO ARE NATIVES OF NORTH CAROLINA

Class	White		Negro	
	Number	Percent	Number	Percent
County Agents	81	81.0	37	75.5
Assistant County Agents	163	84.4	23	100.0
Home Demonstration Agents	75	77.3	37	72.5
Assistant Home Demonstration Agents	101	87.0	8	88.8

VI. EXPERIENCE OF COUNTY WORKERS

a. Total Work Experience (Class)	Average Years			
	White		Negro	
	Non- Extension	Extension	Non- Extension	Extension
County Agents	5.8	14.5	6.13	12.2
Assistant County Agents	5.4	4.3	5.8	2.4
Home Demonstration Agents	7.6	9.9	5.2	9.1
Assistant Home Demonstration Agents	3.6	<u>2.2</u>	8.2	2.5

b. Years in Present Job (Class)	Years in Present Job					
	Less than 1 year		1 - 5 years		Over 5 years	
	No.	%	No.	%	No.	%
White County Agents	16	16.0	26	26.0	58	58.0
White Assistant County Agents	70	35.7	85	43.4	41	20.9
White Home Demonstration Agents	14	14.4	39	40.2	44	45.4
White Asst. Home Demonstration Agents	52	<u>44.8</u>	57	49.1	7	6.1
Negro County Agents	3	6.1	11	22.4	35	71.4
Negro Assistant County Agents	6	26.1	17	74.0	--	--
Negro Home Demonstration Agents	5	9.8	12	23.5	34	66.6
Negro Asst. Home Demonstration Agents	5	55.5	4	44.4	--	--

2

RECRUITING

Both expansion of the organization and rapid turnover have created a heavy load of personnel recruitment during the past few years. The Extension Service has now attained a numerical strength which due to turnover alone, will make necessary continuation of this work, on a somewhat less intensive but still very active scale in the years ahead. The numbers of White college educated men and women, otherwise qualified and seeking Extension Service careers is short of current needs. The School of Agriculture at State College graduates only about 100 men in 1957, and while the Service may attract a few of the best, many are pointed toward careers in other agricultural fields. While the Woman's College at Greensboro, Meredith College at Raleigh, East Carolina College at Greenville, and West Carolina College at Cullowhee, graduate a number of Home Economists, few look to the Extension Service field for a professional career, and most of them who do enter the Service soon turn out to be a Godsend to some promising young man rather than to the long-range mission of Extension.

In the field of Negro Extension work, supply of potential recruits is more adequate, but there is still a major problem of selection.

(Presently there is no well organized, positive recruitment program.) The entire professional force gets into the work of scouting, arousing interest, screening and nomination. Especially heavy burdens of this work fall upon the District Supervisors and Leaders, at great sacrifice of the on-the-ground training and supervision of the field workers within their respective jurisdictions, and of program development in these areas.

The first responsibility of the Personnel Specialist whose employment is proposed in this report should be to develop a comprehensive recruitment program which would result in constant availability to the appointing officers of a carefully screened list of candidates for each vacancy as it occurs or is foreseen.

PLACEMENT

The Advisory Committee clearly recognizes that in the light of the financial contributions which County Governments make to the Extension Service program, County Boards of Commissioners are entitled to a voice in the placement or assignment of individuals to the local unit of the State Service. It is wholly the responsibility of the Director of Extension, however, to recruit thoroughly qualified employees for this State-wide Service and to determine their assignments, subject only to veto by a County Board of Commissioners of an assignment to the County outpost when for non-political and otherwise sound reasons the individual selected would be persona non grata in the County.

TRAINING

(a) Pre-Service Training

Two courses designed to help under-graduate students in the School of Agriculture to gain a knowledge and understanding of the work and procedures in the Extension Service and other agricultural agencies were taught at State College during the Spring semester, 1956. These courses were as follows:

1. Agriculture 301. Agencies and Programs for Agriculture. 2 Semester Credits. A study of the major educational and service agencies designed to advance agriculture and rural living.

The study included an analysis of the purpose, the program, nature of work at county and farm level, personnel and qualifications, relationships with other agencies, and problems in continuity of the programs for each of the major agencies. Arrangements were made for the North Carolina Commissioner of Agriculture, State conservationist, ASC Executive Officer, State Director of Farmers Home Administration, and a representative of Vocational Agriculture to discuss the organization and work of their respective agencies. Further explanation was then given by the instructor at the next class period.

Total Students enrolled 9; 5 Seniors and 4 Juniors

2. Agriculture 401. Principles and Methods of Extension Education. 3 Semester Credits.

A study of the development, legislation, organization, philosophy, objectives, and methods of procedure of the Agricultural Extension Service. Major emphasis was given to a study of the nature of Extension work, duties and responsibilities of district agents, specialists, and county Extension workers, program building, and methods of procedure in Extension teaching.

Total Students enrolled 26; 11 Seniors, 11 Juniors, and 3 Graduate Students

A course designed to help undergraduate students in the School of Home Economics to gain a knowledge and understanding of Extension work was given both at East Carolina College, Greenville, and at Woman's College, Greensboro, during the spring semester of 1956. The course of each institution was supervised by a member of the resident staff and they were responsible for giving special assignments and determining grades. Classes were held only once a week but for a period 2½ hours each.

3. Home Demonstration Organization. East Carolina College, College Credit

A study of the principles, techniques, and procedures in home demonstration work. This included a study of the duties of district agents and specialists, 4-H Club work, farm and home development, leader training, and Extension work at the county level.

Total students enrolled 23, with the number of Juniors and Seniors in about equal proportion.

4. Home Economics in the Agricultural Extension Service. Woman's College, College Credit

A study of the principles and procedures in home demonstration work. Major emphasis was given to a study of the purpose, organization, and functions of Extension, problem solving, program building, 4-H Club work, and development of volunteer leaders.

Total students enrolled 29; 18 Seniors, 10 Juniors, and 1 Sophomore.

(b) Induction Training School for New Workers

There were 31 Assistant Home Agents, 37 Assistant County Agents, and 2 Specialists who attended the Induction Training School for new workers at State College June 11-15, 1956. Experience in Extension for those attending ranged from two weeks to one year with the average being approximately five months.

The instruction consisted of talks by members of the Extension Service staff and group work. These were scheduled throughout the week and included an explanation and discussion of the purpose, scope, objectives of Extension, responsibilities and relationships within Extension, what 4-H Club work is and how it is done, program planning, voluntary leadership, Extension teaching methods, motivating people, and professional ethics.

The participants were divided into four groups with the entire afternoon of the second, third and fourth days being devoted to a study and discussion of selected subjects by each group. The subjects included the job of Extension, principles and procedures in guiding youth in the selection of projects, selecting, training, and using voluntary leaders, making effective farm and home visits, teaching by demonstration, meetings, assisting adults in analyzing and evaluating alternatives, and use of mass media.

Two staff members were assigned to serve as consultants for each group. Reports were made by each group including an explanation and demonstration of the principles, procedures, and techniques needed to increase effectiveness.

(c) In-Service Training for County Extension Workers

The third annual three weeks Extension Training Conference for County Extension Workers was held at N. C. State College June 25-July 13, 1956. The purpose of this conference was to provide additional formal training in both technical subject matter and the social sciences. The courses were selected on the basis of need as expressed by the county workers, conferences with the District Agents, Specialists-In-Charge, and members of the Extension Administration. The courses for 1956 were:

1. Effective Use of Information Media
2. Extension Education in Public Affairs
3. Weeds and Their Control
4. Extension Program Building
5. Leadership and Group Development
6. Meats, Fruits and Vegetables in Human Nutrition
7. Poultry Production Principles
8. Landscape Gardening

In the conduct of each course major emphasis was given to the principles and fundamentals rather than to specific recommendations, techniques, and skills. Five of the instructors were selected from the Research and Resident Instruction staff, one was a visiting professor from Ohio State University, and two were Extension Specialists-In-Charge.

College credit of 1½ semester hours was given for each course satisfactorily completed. A student could enroll for only two of the courses and these were selected on the basis of recommendations of his advisory committee and his

interests and needs. It might be of interest to note here that of the 94 Extension workers enrolled, 89 of them had an average grade of "B" or better and no student received a grade below a "C".

When the program for this three weeks training conference was developed the plan called for approximately 20 per cent of the County Extension workers attending each year with each worker attending one each five years. Those in attendance this year included:

White County Agents	22
White Asst. County Agents	30
White Home Demonstration Agents	13
White Asst. Home Agents	8
White Specialists	1
Negro County Agents	9
Negro Asst. County Agents	2
Negro Home Agents	7
Negro Asst. Home Agents	1
Negro District Home Agent	1
	<hr/>
	94

Special Training Meetings and/or Conferences. Special training conferences are arranged whenever the Administration, District Agents, and Specialists agree that they are needed. They may be called due to some emergency such as discovery of the new plant pest called "witchweed", or to explain new activities such as Program Projection or the Weigh-a-Day-a-Month plan. They may be called to train agents in some timely subject such as the "Economic Situation and Outlook" or the Soil Bank. These training sessions last from a half to a full day and are either held on a District or Sub-District (3 or 4 meetings per District) basis. The Specialists do the training in subject matter or program topics such as outlook and fertilizers. The Administration and District Agents are responsible for training in activities such as Program Projection and Farm and Home Development with the help of the Specialists. A summary of the time involved in this type of training in 1956 is as follows:

<u>District</u>	<u>Days</u>	
	<u>Men</u>	<u>Women</u>
Western	12	9
Eastern	12	15
Southwest	12	10
Northwest	12	10
Southeast	11	9
Northeast	11	9
Negro Agents	9	9

Some topics such as Program Projection, Soil Bank, and outlook were discussed in every District. Other topics such as dairy marketing were limited to the Districts where dairy production is concentrated. Still others such as weed control were conducted where a problem - such as witchweed - was concentrated.

On-the-job Training. On-the-job training is the most valuable training. Specialists from each department visit practically every county each year. The Specialists bring the agents up to date on subject matter, teach them how to apply it and help plan methods for getting the information taught to farmers. A typical agricultural Specialists' day in the field will include a conference with all agricultural agents to explain new subject matter and techniques, and answer questions of agents. This may take two hours. The balance of the time will either be spent visiting farms with the agent or helping put on a demonstration. On the farm visits, the Specialist will show the agent how to apply the information. Also, agents take the Specialist to farms where there are problems which he cannot solve. In working out solutions to these problems, agents are trained as well as the farmer being benefitted. The Home Economics Specialists spend most of their time in the field training volunteer leaders. Agents accompanying them also receive the benefits of such training.

Add: Semi-annual all district Agents of the Agencies' transition.

(d) Specialist Training

Effort is made to employ only Specialists who have at least one advanced degree in their specialty. Further graduate training is encouraged by granting leaves of absence (without pay) and by helping secure fellowships from national foundations. Specialists are also encouraged to attend the annual meeting of their professional society (Dairy Science, Farm Economics Association, etc.). The State pays \$4.00 per day and transportation up to a total of \$75.00 per year for attendance at professional meetings. There may be regional or national meetings when new national programs, such as the "Clean Grain Program", are being started which will be attended by one Specialist with specific responsibility in that subject matter field.

Major training in subject matter comes from formal schooling and constant contact with research workers. Major training in methods and procedures comes from the administration and attendance at professional meetings.

(e) Training Needs

With respect to the field Agent personnel, the Advisory Committee regards the Pre-service courses now being given at State College as well worthwhile and the Induction course as very good. (On the basis of our field observations the training work done by the Subject Matter Specialists and Youth Leaders is excellent.)

Learn +

On the other hand it is felt that the County Agricultural and Home Economics Agents are not giving as much attention as they should and can to on-the-job training of the Assistant Agents, particularly the approximately 135 such assistants who have been in their current assignments less than one year. The training work of the District Agents, which also should be directed heavily toward these young assistant agents in the counties is, we feel, seriously inadequate, and again it is to be hoped that under the proposed District organization plan more time can be made available and used for such training.

Learn

One other training problem appears to require special attention and action. Agents in the County outposts are generalists. It has been frequently noted in the course of this study that an important problem area is evident in the

County which requires specialized knowledge, somewhat less complete than that which a fully trained Specialist in the subject would be expected to possess, but beyond the field of proficiency of the generalist Agent, and too involved for adequate coverage by the Raleigh staff Specialists in their Agent training work. The problem may be in the area of woodlot management, dairying, poultry, agronomy, economics, or any of the various other Extension work areas. In such cases the Extension Service should be enabled to bring an Agent in to State College or send him to some other institution within or outside the State where, through a short course of study he would be equipped to deal successfully with the local problem and to train assistants or co-workers. This should be done at public expense, or, in other words, without loss of salary by or other expense to the worker.

Similarly the Service should be enabled to send its District Supervisors, selectees for such positions, Assistant Directors or other staff members to such sources of education and training in administrative management as the National Agricultural Extension Center for Advanced Training, or any of the numerous other educational institutions where short courses in Public Administration are available. Correspondence courses should not be overlooked.

Federal agencies are widely enabled to do this under law. In the case of the Extension Service, use of State funds should be authorized. Properly handled such expenditures would yield highly profitable returns.

The Committee recommends that appropriate legislation be drafted and proposed to the General Assembly of North Carolina for early enactment.

POSITION CLASSIFICATION AND SALARY SCALES

Personnel turnover, within reasonable bounds, is not objectionable. The injection of youth and new blood promotes organization health. Excessive turnover, on the other hand, is detrimental from the viewpoint of desired program progress. It is also expensive.

In four months of 1956 the Extension Service, of some 1,100 total employees, lost 60 through resignation plus four through retirement. This is an excessive rate of turnover despite the fact that most of the resignations were due to Home Economics Agents leaving the Service to be married.

With no thought of offering it as a cure-all, the Committee suggests that were the Extension Service to present to its workers all the aspects of a modern career service this turnover rate might be somewhat reduced and advantageous stability of personnel might be gained. Among the commonly attractive features of the modern career service are clearcut definitions of the positions in its organization structure, sharply drawn lines of responsibility and authority in each, an equitable salary scale related to each position classification, reasonable security of tenure, periodic and just appraisals of performance, and an open road to advancement. These features the Advisory Committee finds lacking in the North Carolina Extension Service in varying degree.

The Clerical and secretarial personnel of the Service at Raleigh has been included in the position classification and salary rate structure provided under the State personnel act. Clerical and secretarial personnel in the field offices also have been tentatively included, with certain limitations based on County participation in financing Extension Service salaries.

The professional personnel of the Service is not subject to the classification and salary rate schedules of the personnel act. This exemption is desirable since professional staff salaries in the Extension Service should be correlated primarily with the salary schedules applied in other divisions of the College. At the same time a salary policy based primarily on negotiation with individuals whenever a vacancy is to be filled is inadequate and may be quite disruptive. Assistant Agents currently entering the Service may be offered from \$3,600 to \$4,200 per annum depending upon previous work experience. Agents' salaries may be determined more by County Government ability or willingness to pay than by measure of responsibilities and volume or complexity of work load. District Supervisor or Leader positions may be no more attractive financially than County posts. In the Specialist positions perhaps too much emphasis may be placed upon institutional educational attainments. In marketing, for example, a high school graduate with a demonstrated talent for business promotion might possibly be a more effective Specialist than a Ph.D. 2

Periodic comprehensive appraisals of the performance of individual employees are completely lacking. The Committee does not urge adoption of any highly formalized, efficiency report system, but some reasonably uniform procedure for periodic critical analysis of each employee's work, and for advising him or her of the results of such appraisals should be built into the personnel management of the Service. 3

There has been a tendency in the Extension Service on the parts of both Agricultural and Home Economics County Agents, once the Agent status has been attained, to make a life career of their work in one County. Assuming that they are well selected when appointed to the position, they steadily widen their field of acquaintance until practically every rural family in the County knows them. Our Committee studies have shown them to be not only widely known but well liked by the people. And they in turn like the people. County governing bodies dislike to lose them, and the Agents themselves showed less interest in possible changes in assignment than the Committee really expected to find.

As the Committee sees it, reasonably long tenure is clearly desirable, in fact essential, in work of this kind. But the necessity for the Agent to know his people and for the people to know him can be overdrawn. Tenure can be too long. Local pressure groups build up, and may easily exercise an undue pull toward certain program features or problem areas, causing neglect of others. Once the Agent has the major parts of the job well in hand, tendencies toward "coasting" develop. The drive or dynamic urge cools. The man or woman who has done a fine job in a County over five or more years, and has the program moving on all fronts so well that a less experienced Agent could keep it satisfactorily moving ahead is apt to be left in the same spot, while a crying need elsewhere in the State for just the sort of Agent he or she has proved to be remains unsatisfied. This is bad in its effect on the total program of the Service. It is really unfair to the Agent to the extent that it unduly limits the breadth and richness of his or her professional career, and hampers individual development of fitness for advancement to higher positions in the organization.

The Committee would not favor any rigid or set schedule of rotation for County Agents. It sees a problem here, however, and suggests that it merits careful consideration by the leaders of the Service. The guiding rule should be to assign these professional workers throughout their most productive years to work areas where their talents, skills, and energy will yield maximum benefits from a State-wide service viewpoint, and give them as individuals the fullest opportunities for rich professional careers. 4

In this connection the Committee definitely recommends that the Extension Service seek legislative authority from the General Assembly now in session to use State funds to cover the expenses of family transportation and crating, packing, transporting and unloading household goods in all instances where an employee is transferred from one post to another, excepting transfers made at the employee's request. Dear + 5

VII. FINANCE

SOURCES OF FUNDS

A. Federal Funds

The original Smith-Lever Act of 1914, in authorizing Federal appropriations for support of the basic program of extension education in agriculture, home economics and related subjects, herein termed the "traditional" Extension Service program, prescribed an equal minimum share in such annual appropriations for each cooperating State and Territory. The Act as rewritten in 1953 fixed the minimum allotment at "a sum equal to the sums received (by said cooperating State or Territory) for the fiscal year 1953." North Carolina received in that year \$1,520,806, and this sum, therefore, represents its fixed minimum annual allotment, so long as the Federal appropriations are maintained at or above the total necessary to cover the similarly fixed minimum allotments for all cooperating States and Territories.

Four percent of the total Federal appropriation each year is allotted to the Secretary of Agriculture for use in meeting "Special Needs" which may arise at any time in any State or Territory. Aside from this, and subject to the fixed minimum allotments, 50% of the appropriation each year is allotted in the proportion that the rural population of the State or Territory bears to the total rural population of the United States, and the remainder in the proportion that farm population in the State or Territory bears to the total farm population.

On the point earlier made in this report that Extension Service work among urban people should be considered as incidental, it may be noted that urban population is not taken into account in the formula for apportionment of Extension funds.

All Federal funds allotted under the above formula except certain relatively small amounts specifically exempted under the laws must be matched by State appropriations, or by such appropriations plus funds appropriated by County and municipal Governments, or otherwise contributed through private non-political bodies officially recognized as cooperators by the Secretary of Agriculture.

In the 1955, 1956, and 1957 appropriation acts the Congress materially increased over the preceding years the amounts provided for the traditional Extension Service program. North Carolina's shares in these increases were \$350,000 in 1955, \$271,000 in 1956, and \$174,000 in 1957. One of the effects of these increases was to raise the amount that the State must appropriate or otherwise have available for matching purposes to its current level of \$1,760,000. North Carolina, however, is one of many States where State appropriations, together with other eligible funds as defined above provide currently a total materially higher than the amount required to insure the State its full share of Federal funds. Federal appropriations, in fact, would have to be more than doubled to raise a question of local matching.

The Federal funds are paid over to the State in semi-annual equal, advance installments. They may not be used for purchase, repair, or preservation of buildings, purchase or rental of land, college-course teaching, lectures in college or any other purpose not specified in the Act. If misapplied or lost they must be replaced by the State.

Smith-Lever Act "Special Needs" funds paid to the State from the 4% allotment, referred to earlier as allotted to the Secretary of Agriculture, do not require matching by State or other local funds. The State receives such grants, however, only on the basis of special representations, justifications and project agreements, not by formula. They are paid over to the State whenever such an agreement is executed.

Federal allotments to the States from funds appropriated pursuant to the Agricultural Research and Marketing Act are not only subject to the requirement of State matching funds, but such matching funds must be in addition to any funds theretofore made available by the State for marketing work. These allotments are based on specific project plans and contracts, and are paid to the States at the time of project approval.

The Federal Act of August 11, 1955 authorized appropriations, in such sums as the Congress may from time to time determine to be necessary, for the "Rural Development" program or projects. Such appropriations may not exceed in any year 10% of the amount provided under the basic Smith-Lever Act. They are allotted to the States by the Secretary of Agriculture on a project basis, subject to a restriction against allotment of more than 10% of the total appropriated for this purpose to any one State. Matching of the Federal allotments for Rural Development is not required.

Although this 1955 authorizing legislation clearly permits distinct appropriations for the work in Rural Development, the Department of Agriculture Appropriation Act for the fiscal year 1957 makes only one lump sum appropriation for work embracing both the traditional program and the work authorized in the 1955 Act. It is understood that the Executive Budget proposed a distinct appropriation of \$980,000 for Rural Development work, but that the proposal met with sharply divided Congressional opinion and was defeated. The legislative record, however, indicates the intent of Congress that not to exceed \$640,000 of the lump sum may be used in Rural Development projects, and the Department is operating within this limitation. Of the \$640,000 thus available, North Carolina has been allotted \$64,000.

Question has been raised as to whether the State is under any legal, moral or ethical obligation to accept and utilize in Extension work any or all Federal funds which may be allotted to North Carolina under Federal laws and their implementing formulae. The answer is clearly and unqualifiedly "No".

*Dean says
Worst statement
we've heard*

See Page III-2-2

Federal funds appropriated under the Research and Marketing Act, funds for "Rural Development" projects under the 1955 Act, and funds for "Special Needs" under the Smith-Lever Act are allotted to the State only upon project proposals originating with the State authorities.

Federal funds for the traditional program are apportioned among the States and Territories according to the formula written into the law, but no State may be paid its authorized share unless or until it meets the matching requirements of the law with State or other eligible funds. Federal appropriations may at any time be increased by the Congress. North Carolina, which is already making available through the State and County Governments annually more than twice the sum required to meet Federal fund matching requirements, could qualify for its share of several future Federal appropriation increases without additional direct appropriations of State or County funds. But it is not obligated to accept them, and the U. S. Department of Agriculture exerts no pressure toward such acceptance.

It should be noted that for each person added to the Extension Service roll and paid from the Federal-State cooperative funds, the State must pay into the State Personnel Retirement Fund an amount equal to 5% of the employee's salary. There are other considerations. (For example, it should be recognized that the money which the Federal Government makes available must first be taken by it from the taxpayers of the United States, and that North Carolina's share of this Federal tax burden constantly grows.) The work of the Extension Service requires exceptionally competent, highly trained educators. These are in short supply, and their availability in numbers needed should always be a factor in determining whether more money would be well used or wasted. In the final analysis, genuine need for more or more intensified service should be the prime factor in the decision to accept or reject Federal fund allotments.

*Don't
waste money*

Federal support of the Extension Service program has surely not been niggardly. From a level of \$855,000 in 1945 it has grown to \$2,346,000 for the current year.

In addition to the direct Federal appropriations for Extension Service purposes, the Federal Bureau of Indian Affairs, and the TVA have found it advantageous to finance from their appropriations certain Extension Service work in their North Carolina areas. Their contributions for the special projects outlined in the "Programs and Projects" chapter of this report are currently and respectively \$12,000 and \$46,200 per annum.

B. State Funds

State support of the Extension Service has strikingly increased in North Carolina over the past decade. In 1945 the State appropriation was \$239,000, less than half the sum contributed at that time by County Governments. For the current fiscal year it is \$2,052,000, materially more than the County aggregate.

For the 1957-59 biennium the State Board of Higher Education has recommended a further increase of \$452,300. If the General Assembly approves this increase, \$394,600 will be used to raise salaries by approximately 10%, and \$57,700 for travel expense of agents, equipment, and supplies. No new personnel is provided for.

The State appropriations for the Extension Service in North Carolina are drawn from the State's General Fund. As a matter of pertinent as well as general interest Tables 1 and 2 following shows the revenues of this and other State funds and total State expenditures by classes for the fiscal year 1955-56, as well as the State debt as of June 30, 1956

Table #3 following compares the salaries paid Extension Service professional personnel in North Carolina with the salaries of similar groups in somewhat comparable States. Although this comparison does not indicate that the North Carolina staff is seriously disadvantaged, the studies of the Advisory Committee clearly warrant our hearty endorsement of the proposed salary increase. It is both needed and well merited.

TABLE #1
NORTH CAROLINA REVENUE

Fiscal Year 1955-56	Thousands of dollars	Percent of total fund revenue
<u>GENERAL FUND</u>		
<u>A. Tax Revenues</u>		
1. Income Tax	\$ 91,943,000	
2. Sales Tax	71,465,000	
3. Franchise Tax	20,287,000	
4. Excise Tax*	--	
5. Insurance Tax	9,610,000	
6. Beverage tax	11,103,000	
7. Licenses	6,844,000	
8. Inheritance Tax	4,548,000	
9. Intangibles Tax	1,389,000	
10. Gift Tax	415,000	
11. Freight Car Tax	61,000	
12. Misc. Tax	16,000	
<u>B. Non-Tax Revenue</u>		
1. Gas and Oil Inspection	4,487,000	
2. Investment Interest	2,075,000	
3. Miscellaneous Other	773,000	
TOTAL GEN. FUND REVENUE	\$225,016,000	53.7
<u>HIGHWAY FUND</u>		
1. Gasoline Tax	\$ 87,522,000	
2. Auto Plates	11,676,000	
3. Truck Plates	10,963,000	
4. Bus and Franchise Tax	4,272,000	
5. For Hire Plates	1,635,000	
6. Other Revenues	1,442,000	
TOTAL HIGHWAY FUND REVENUE	\$117,510,000	28.1
<u>AGRICULTURE FUND</u>		
1. Fertilizer Inspection Fees	\$ 400,000	
2. Feed Inspection Fees	292,000	
3. Research Station Receipts	123,000	
4. Miscellaneous Other	390,000	
TOTAL AGRICULTURE FUND REVENUE	\$ 1,166,000	.3
<u>FEDERAL FUNDS</u>		
Welfare and Health	\$ 41,955,000	
Highway	21,868,000	
All Other	11,419,000	
TOTAL FEDERAL FUNDS	\$ 75,242,000	17.9
TOTAL STATE REVENUES	\$418,934,000	100.0

TABLE #2
NORTH CAROLINA EXPENDITURES

Fiscal Year - 1955-56	Thousands of Dollars		
	State Funds	Federal Funds	Grand Total
1. Education	\$144,671,000	\$ 7,278,000	\$151,949,000
2. Highways	82,035,000	21,868,000	103,903,000
3. Debt Service	16,707,000		16,707,000
4. Welfare and Health	16,148,000	41,955,000	58,102,000
5. Mental Institutions	11,403,000		11,403,000
6. Retirement and Pensions	12,113,000		12,113,000
7. Penal System Operation	10,285,000		10,285,000
8. General Government	7,509,000	161,000	7,670,000
9. Highway Safety and Motor Vehicle Regulation	6,346,000		6,346,000
10. Agriculture	4,610,000	3,204,000	7,815,000
11. Natural Resource - Use and Development	2,086,000	776,000	2,862,000
12. Miscellaneous Other	337,000		337,000
TOTAL	\$314,250,000	\$75,242,000	\$389,491,000

NORTH CAROLINA DEBT

June 30, 1956

	Thousands of Dollars
1. Schools	\$37,045,000
2. Highways	171,584,000
3. Other	<u>68,217,000</u>
TOTAL	\$276,846,000

TABLE #3
COMPARATIVE PAY RATES
EXTENSION SERVICE PERSONNEL

	North Carolina	Alabama	Iowa	New York	Oregon	Virginia
1. Directors	12,500 2	10,980	14,400	11,796	12,000	9,880
2. Associate and Asst. Directors	10,650 1	9,480	10,167	8,880	9,461	8,316
3. Subject Matter Spec.	6,358 4	6,261	6,559	7,177	6,322	6,773
4. District Agricultural Agents	7,890 1	6,820	6,703	8,566	7,864	6,543
5. District Home Demonstration Agents	6,630 1	5,420	6,550	6,290	6,528	6,069
6. County Agents	6,631 3	6,642	6,043	6,404	6,966	5,590
7. Asst. County Agents	4,766 4	4,902	4,634	5,001	5,676	3,973
8. Negro County Agents	4,973 1	3,708	--	--	--	4,288
9. Home Demonstration Agents	5,050 3	4,780	4,671	4,880	5,289	5,211
10. Asst. Home Demonstration Agents	3,984 2	3,951	--	4,464	--	3,696
11. Negro Home Demonstration Agents	4,391 1	3,128	--	--	--	4,032
12. State Leaders and Asst. Leaders	7,824 1	6,802	6,683	7,553	7,382	6,831

C. County Funds

The rate of increase in County appropriations made specifically for support of the State Extension Service has approximately paralleled the rate of increase in Federal support. Both have approximately tripled their financial support since 1945.

Table #4 following presents this picture County by County. The most striking fact which it reveals is that although the overall increase is in the ratio of approximately 3 against 1, there is a wide variation among the 100 counties. In one or two cases, from 1950 to the current year a slight decrease is shown; in many others the earlier level has been maintained or only slightly increased, in the majority of instances the increase has been substantial, and in a few cases strikingly large.

The reasons for this wide variation are not completely known. Obvious factors, however, are (1) wealth of the County; (2) general county policy with respect to salaries and expenses in the County Government agencies; (3) the local political situation; (4) quality of the Extension Service program, and (5) the formula used by the Extension Service as a base for its requests for County support.

The formula cited above takes into account only one element, namely the property valuation of the County. With respect to White workers counties with a valuation of \$22 million or more are asked to appropriate an amount equal to 50% of the salaries of the local Extension Service personnel. Counties with

TABLE #4
TRENDS IN COUNTY SUPPORT OF EXTENSION
COUNTY FUNDS

Counties (Alphabetically)	Actual Expenditures			Available
	1943-44 \$516,349	1949-50 \$1,050,300	1954-55 \$1,534,600	1956-57 \$1,657,600
A. WESTERN DISTRICT				
Avery	\$ 1,320	\$ 2,140	\$ 2,196	\$ 2,285
Buncombe	5,201	14,490	20,234	20,612
Cherokee	2,230	5,230	8,383	5,192
Clay	1,382	2,568	2,747	2,956
Graham	2,104	3,920	5,636	5,838
Haywood	4,161	15,585	19,447	21,121
Henderson	3,453	8,897	11,386	14,537
Jackson	2,340	5,428	8,943	9,026
Macon	2,833	5,565	8,665	9,364
Madison	2,220	3,870	6,786	8,289
Mitchell	2,042	2,270	2,431	3,420
Swain	1,847	2,976	2,912	5,468
Transylvania	1,965	4,446	6,916	8,839
Watauga	3,582	5,876	7,109	7,722
Yancey	2,048	4,005	4,424	4,784
TOTAL	\$ 38,728	\$ 87,266	\$ 118,215	\$ 129,453
B. SOUTHWESTERN DISTRICT				
Alexander	\$ 2,645	\$ 4,462	\$ 7,890	\$ 10,947
Burke	4,042	8,202	11,835	14,660
Cabarrus	6,479	14,147	19,481	20,314
Caldwell	5,851	12,748	17,462	18,498
Catawba	8,021	16,945	21,223	22,212
Cleveland	6,503	15,096	21,861	23,967
Davie	2,010	4,656	6,945	9,648
Gaston	8,385	16,214	22,916	23,765
Iredell	9,368	21,593	29,398	33,063
Lincoln	3,675	8,054	12,631	15,281
McDowell	2,550	6,709	12,032	12,901
Mecklenburg	12,851	26,505	35,280	35,976
Polk	2,835	6,242	7,316	7,435
Rowan	8,904	20,221	27,909	25,943
Rutherford	4,746	10,602	12,656	13,264
Stanly	6,500	12,322	14,976	17,330
Union	5,025	18,592	24,337	23,967
TOTAL	\$100,390	\$ 224,030	\$ 306,148	\$ 331,171

Counties (Alphabetically)	Actual Expenditures			Available
	1943-44	1949-50	1954-55	1956-57
	\$16,349	\$1,050,300	\$1,534,600	\$1,657,600
C. NORTHWESTERN DISTRICT				
Alamance	\$ 11,250	\$ 23,827	\$ 29,862	\$ 30,398
Alleghany	1,042	2,349	3,779	4,200
Ashe	2,432	4,703	10,018	12,045
Caswell	2,620	4,766	7,979	9,084
Chatham	4,917	12,645	16,234	18,135
Davidson	6,373	10,645	16,688	18,548
Durham	12,942	17,940	23,237	29,588
Forsyth	7,832	19,654	36,258	36,772 - 1
Guilford	14,790	21,749	32,272	36,120 2
Orange	4,943	9,168	15,351	20,925
Person	3,896	10,460	15,210	17,936
Randolph	4,098	12,060	21,883	23,454
Rockingham	11,283	26,620	33,554	35,340 3
Stokes	3,780	7,520	14,000	14,811
Surry	5,020	17,214	24,431	25,195
Wilkes	3,756	8,151	11,029	11,495
Yadkin	2,797	6,034	6,579	10,482
TOTAL	\$103,771	\$ 215,505	\$ 318,364	\$ 354,498
D. SOUTHEASTERN DISTRICT				
Anson	\$ 7,000	\$ 12,995	\$ 15,459	\$ 14,946
Bladen	5,128	10,508	15,829	21,698
Brunswick	2,694	3,388	4,376	4,489
Columbus	4,818	7,312	14,581	15,682
Cumberland	7,283	11,967	19,201	22,753
Duplin	6,373	8,902	46,640	15,272
Harnett	6,471	12,234	17,237	16,221
Hoke	2,376	4,176	4,464	6,132
Lee	3,307	4,956	5,275	5,408
Montgomery	3,983	5,979	8,614	9,577
Moore	3,910	8,365	15,006	15,163
New Hanover	6,560	11,389	16,704	18,997
Pender	2,831	6,407	8,215	9,149
Richmond	4,890	10,366	13,711	20,758
Robeson	10,650	19,795	29,595	32,354
Sampson	4,407	13,262	26,266	30,769
Scotland	2,894	5,461	6,575	6,624
TOTAL	\$ 85,575	\$ 157,460	\$ 267,748	\$ 265,992

Counties (Alphabetically)	Actual Expenditures			Available
	1943-44	1949-50	1954-55	1956-57
	\$516,349	\$1,050,300	\$1,534,600	\$1,657,600
E. NORTHEASTERN DISTRICT				
Bertie	\$ 6,267	\$ 8,447	\$ 10,900	\$ 11,385
Edgecombe	10,736	23,349	26,717	28,697
Franklin	4,218	7,592	11,323	13,196
Granville	5,358	13,233	16,204	21,799
Greene	4,784	6,539	13,776	13,519
Halifax	7,699	17,349	20,660	22,268
Hertford	3,781	7,651	10,486	13,143
Johnston	10,662	20,472	24,823	25,963
Lenoir	7,678	14,528	24,790	22,298
Martin	8,439	15,902	20,945	26,550
Nash	8,984	22,390	32,374	35,218
Northampton	6,792	11,526	13,590	15,567
Pitt	10,115	20,876	40,155	36,078
Vance	4,889	9,709	12,229	13,247
Wake	8,493	21,756	34,254	36,242
Warren	6,423	13,438	17,926	19,650
Wayne	6,406	20,389	27,445	30,012
Wilson	10,374	17,490	26,095	30,924
TOTAL	\$132,098	\$ 272,636	\$ 384,592	\$ 415,756
F. EASTERN DISTRICT				
Beaufort	\$ 6,380	\$ 11,499	\$ 15,463	\$ 17,740
Camden	2,169	2,789	3,168	3,540
Carteret	3,196	6,649	9,004	9,406
Chowan	3,873	7,259	10,847	13,265
Craven	9,009	14,562	18,142	19,466
Currituck	2,893	4,541	7,146	7,447
Dare	1,305	2,054	2,818	3,048
Gates	2,684	5,064	7,210	8,954
Hyde	1,845	3,003	3,243	3,442
Jones	3,230	4,355	5,820	8,460
Onslow	3,922	5,125	16,754	20,824
Pamlico	1,888	2,275	3,583	4,648
Pasquotank	5,222	10,286	15,195	16,768
Perquimans	2,806	6,030	9,411	10,183
Tyrrell	1,848	3,496	4,581	5,809
Washington	3,514	5,133	7,020	7,688
TOTAL	\$ 55,784	\$ 94,120	\$ 139,405	\$ 160,688

valuations \$7 million to \$22 million are asked for 1% less than 50 for each million of valuation lower than 22. In other words a \$7 million County would be asked only for 35% of the salary total. Counties with a \$6 million valuation are asked for 33% and 2% less for each million under 6.

With respect to Negro workers only those counties with a valuation of \$40 million are asked to contribute 50% of salaries, and the request is scaled down 1% for each million of valuation under \$50 million to a minimum of 20%.

In all cases the counties furnish office space, assembly space, furniture and fixtures, demonstration materials, heat, light, telephone, and incidentals. The State is supposed to pay the costs of local agents' travel, but its control over this is in some cases lost through county supplementation of State allowances.

Counties having only one Agricultural Agent and one Home Economics Agent have been given first consideration for additional personnel as more State and Federal funds have become available. Counties with high valuations may be asked to contribute more than 50% of the salary total if more than two Assistant Agents are assigned to the County unit.

In the judgment of the Advisory Committee the formula presently used as a base for negotiating County contributions to the work is inadequate. Property value appraisals and assessments are made by many men and methods, under a wide variety of political and economic situations. In some counties visited there has been no re-evaluation for 10 years or more. Property valuations and tax rates are inextricably tied together. Total County tax or general fund revenues would constitute a better yardstick, but no such element should be used alone.

It may well be that there should be a minimum staff of one Agricultural Agent, one Home Economics Agent and one clerical assistant at every Extension Service outpost. Incidentally it is not automatically true that there should be such an outpost in every County. It is entirely conceivable that one well-organized, well-conducted unit might serve two small counties better than a naturally weaker one in each. Be that as it may, the Advisory Committee strongly feels that beyond some agreed upon minimum field unit staff, additions should be based almost wholly upon definable needs and work load measurements or indices. County financial support should be negotiated from such a base.

As a step in this direction Table #5 following has been prepared during the Committee's study. Admittedly, it is just a start and leaves ample room for further development. In the computation of "farms per professional worker" the total number of professional Extension workers is divided into the total number of farms. This is not wholly sound because both the Agricultural Agent and the Home Economics Agent should work with the same farms to a large extent. Rural non-farm population is not included in the indices. Nor is urban population. With appropriate weighting both should be included, and various other elements can doubtless be developed.

In spite of its deficiencies, the table makes clear many sharp variations in volume of work load and costs. Variations in these cannot be eliminated, but it is believed that some of the peaks can be lowered and some of the deeper valleys filled by more thorough consideration of staffing in relation to needs.

TABLE #5
EXTENSION STAFFING AND COSTS IN RELATION TO WORK LOAD

County	1950 Total Valuation in Millions	1950 Rural Non- Farm Pop.	1950 Rural Farm Pop.	1955 Total Farms	1956 Extension Employees			Farms per		1955-56 Total County and State Funds	Cost	
					Co. Agts.	Home Agts.	Cler.	Co. Agts.	Home Agts.		Per Farm	Per farm & rural non- farm person
A. NORTHWESTERN DISTRICT												
Alamance	126	28,753	12,881	2,749	5	4	3	550	687	50,784	18	1.22
Alleghany	5	1,745	6,410	1,447	2	1	1	723	1,447	17,086	12	2.10
Ashe	9	4,198	17,680	3,754	5	2	2	751	1,877	36,706	10	1.68
Caswell	12	5,285	15,585	2,899	4	3	2	725	966	37,776	13	1.81
Chatham	31	9,812	13,079	2,844	4	3	3	711	948	41,812	15	1.83
Davidson	79	23,865	13,654	3,561	3	2	2	1,187	1,780	31,759	9	.85
Durham	285	20,498	7,773	1,622	3	3	3	541	541	38,817	24	1.37
Forsyth	533	36,475	13,530	2,927	5	4	4	585	732	56,091	19	1.12
Guilford	545	44,154	20,721	4,518	6	5	4	753	904	65,463	14	1.01
Orange	37	15,449	9,809	1,939	3	3	2	646	646	35,584	18	1.41
Person	30	5,421	14,619	3,591	5	4	8	718	898	53,598	15	2.67
Randolph	76	27,311	15,792	3,578	4	4	9	894	894	55,415	15	1.28
Rockingham	130	19,192	20,700	4,188	6	4	9	698	1,047	62,173	15	1.56
Stokes	16	5,620	15,900	3,809	2	2	4	1,904	1,904	22,523	6	1.05
Surry	55	13,766	18,856	4,297	4	4	8	1,074	1,074	46,145	11	1.41
Wilkes	29	17,830	23,034	4,088	3	2	5	1,363	2,044	30,795	8	.75
Yadkin	18	7,643	14,490	3,148	3	2	5	1,049	1,574	30,564	10	1.38

County	1950 Total Valuation in Millions	1950 Rural Non- Farm Pop.	1950 Rural Farm Pop.	1955 Total Farms	1956			Farms per		1955-56 Total County and State Funds	Cost	
					Extension Employees			Co.	Home		Per Farm	rural non- farm person
					Co. Agts.	Home Agts.	Cler.	Co. Agts.	Home Agts.			
B. SOUTHEASTERN DISTRICT												
Anson	22	10,570	12,803	2,238	3	4	3	746	559	41,893	19	1.79
Bladen	24	12,071	17,632	3,633	4	3	2	908	1,211	37,625	10	1.27
Brunswick	15	9,259	9,979	1,976	2	1	1	988	1,976	13,055	7	.68
Columbus	36	16,384	29,999	6,051	5	3	3	1,210	2,017	41,972	7	.90
Cumberland	86	42,656	15,207	3,002	3	3	3	1,001	1,001	37,608	13	.65
Duplin	37	14,087	26,987	5,650	5	4	3	1,130	1,412	46,897	8	1.14
Harnett	51	14,384	23,561	4,684	3	3	3	1,561	1,561	36,690	8	.97
Hoke	13	5,873	9,883	1,560	2	2	2	780	780	23,919	15	1.52
Lee	27	5,246	8,263	1,500	1	1	1	1,500	1,500	13,286	9	.98
Montgomery	28	11,480	5,780	995	4	2	2	249	497	33,168	33	1.92
Moore	41	16,917	11,940	2,328	2	3	3	1,164	776	30,279	13	1.05
New Hanover	103	16,495	1,734	376	2	3	2	188	125	32,886	87	1.80
Pender	15	7,695	10,728	2,266	4	3	3	556	755	38,311	17	2.08
Richmond	49	17,417	8,583	1,572	3	3	2	524	524	33,441	21	1.29
Robeson	60	30,875	47,708	8,037	6	5	3	1,339	1,607	57,512	7	.73
Sampson	39	11,842	33,524	6,822	10	6	4	682	1,137	79,209	12	1.74
Scotland	23	9,430	9,772	1,241	1	1	1	1,241	1,241	14,386	12	.75
C. WESTERN DISTRICT												
Avery	6	4,904	8,448	1,509	1	1	1	1,509	1,509	12,918	9	.97
Buncombe	143	46,265	19,701	4,303	4	2	3	1,076	2,152	38,451	9	.58
Cherokee	12	8,535	9,759	1,638	3	1	2	546	1,638	25,135	15	1.37
Clay	3	1,674	4,332	864	2	2	1	432	432	22,401	26	3.73
Graham	8	8,399	3,640	757	2	1	1	378	757	17,348	23	1.44
Haywood	38	15,029	12,401	2,818	5	2	3	564	1,409	43,109	15	1.57
Henderson	41	13,885	10,933	1,998	4	3	2	500	666	39,644	20	1.60
Jackson	16	8,143	11,118	1,813	2	3	1	906	604	24,446	13	1.27
Macon	14	5,992	10,182	1,896	4	3	2	474	632	38,102	20	2.36
Madison	11	5,695	14,827	3,482	4	2	2	870	1,741	33,636	10	1.64
Mitchell	9	5,971	9,172	1,763	2	2	1	881	881	21,561	12	1.42
Swain	7	4,624	5,297	758	3	3	1	253	253	29,600	39	2.71
Transylvania	20	6,532	4,754	968	3	2	2	323	484	30,844	32	2.73
Watauga	21	3,594	11,775	2,427	2	2	2	1,213	1,213	24,816	10	1.61
Yancey	8	4,369	11,937	2,153	2	1	1	1,077	2,153	16,397	8	1.01

County	1950 Total Valuation in Millions	1950 Rural Non- Farm Pop.	1950 Rural Farm Pop.	1955 Total Farms	1956			Farms per		1955-56 Total County and State Funds	Cost			
					Extension Employees			Co. Agts.	Home Agts.		Co. Agts.	Home Agts.	Per Farm	Per farm & rural non- farm person
					Co. Agts.	Home Agts.	Cler.							
D. SOUTHWESTERN DISTRICT														
Alexander	17	5,259	9,295	1,504	2	2	1	752	752	22,853	15	1.57		
Burke	59	25,270	9,207	1,922	2	1	1	961	1,922	19,779	10	.57		
Cabarrus	97	12,720	8,956	1,882	3	2	2	627	941	32,494	17	1.50		
Caldwell	98	26,334	14,666	2,718	3	2	2	906	1,359	32,372	12	.79		
Catawba	65	23,515	11,949	2,165	3	1	2	722	2,165	25,895	12	.73		
Cleveland	82	15,856	25,787	4,672	7	4	4	667	1,168	61,584	13	1.48		
Davie	28	8,651	6,769	1,527	3	2	2	509	763	29,041	19	1.88		
Gaston	162	39,031	10,582	1,762	3	3	2	587	587	34,918	20	.70		
Iredell	74	14,021	18,269	3,699	5	4	4	740	925	56,950	15	1.76		
Lincoln	31	10,067	11,969	2,333	4	3	2	583	778	40,108	17	1.82		
McDowell	32	12,421	7,658	1,323	2	2	1	661	661	23,456	18	1.17		
Mecklenburg	468	41,541	14,581	2,787	4	4	4	697	697	52,482	19	.93		
Polk	8	6,500	5,127	997	2	2	1	498	498	20,881	21	1.79		
Rowan	120	30,195	14,242	2,911	4	4	3	728	728	46,650	16	1.05		
Rutherford	40	14,345	16,509	3,021	2	2	2	1,510	1,510	25,357	8	.82		
Stanly	46	14,454	10,878	2,244	3	3	2	748	748	36,627	16	1.45		
Union	30	8,434	23,460	4,415	5	3	3	883	1,472	47,067	11	1.48		
E. EASTERN DISTRICT														
Beaufort	37	10,162	14,746	3,194	5	4	3	639	798	48,014	15	1.93		
Camden	5	2,976	2,247	434	1	1	1	434	434	12,541	29	2.40		
Carteret	21	12,047	2,656	640	3	1	2	213	640	25,375	40	1.72		
Chowan	11	1,956	6,116	895	3	3	2	298	298	33,432	37	4.14		
Craven	33	22,679	10,332	2,358	4	3	3	589	786	42,242	18	1.28		
Currituck	7	3,327	2,874	544	2	2	1	272	272	21,793	40	3.51		
Dare	16	5,329	76	39	1	1	1	39	39	12,815	329	2.37		
Gates	8	3,759	5,796	1,166	3	2	2	389	583	30,124	26	3.15		
Hyde	5	3,782	2,697	570	2	1	1	285	570	17,215	30	2.66		
Jones	6	3,392	7,612	1,515	3	2	2	505	757	26,025	17	2.36		
Onslow	31	23,610	10,774	2,064	4	3	2	516	688	34,562	17	1.00		
Pamlico	10	7,122	2,871	738	2	1	1	369	738	17,020	23	1.70		
Pasquotank	25	8,345	3,317	791	4	4	3	198	198	45,543	58	3.90		
Perquimans	8	5,701	3,901	888	3	3	2	296	296	31,068	35	3.23		
Tyrrell	4	2,839	2,209	499	2	2	1	250	250	21,351	43	4.23		
Washington	11	3,807	4,887	773	2	1	1	386	773	18,620	24	2.14		

County	1950 Total Valuation in Millions	1950 Rural Non- Farm Pop.	1950 Rural Farm Pop.	1955 Total Farms	1956			Farms per		1955-56 Total County and State Funds	Cost			
					Extension Employees			Co. Aqts.	Home Aqts.		Co. Aqts.	Home Aqts.	Per Farm	Per farm & rural non- farm person
					Co. Aqts.	Home Aqts.	Cler.							
F. NORTHEASTERN DISTRICT														
Bertie	15	9,635	16,804	3,165	5	4	4	633	791	50,014	16	1.89		
Edgecombe	55	8,807	21,826	3,725	6	5	3	621	745	59,393	16	1.94		
Franklin	23	7,823	20,973	4,050	4	4	3	1,012	1,012	43,637	11	1.51		
Granville	40	8,399	16,709	3,578	5	4	4	716	894	52,996	15	2.11		
Greene	8	3,138	14,886	2,945	3	3	3	982	982	32,871	11	1.82		
Halifax	61	17,552	26,766	4,244	4	4	3	1,061	1,061	44,320	10	1.00		
Hertford	18	7,677	10,197	1,761	5	3	3	352	587	45,318	26	2.54		
Johnston	56	18,910	38,783	7,822	6	4	3	1,304	1,956	51,976	7	.90		
Lenoir	64	9,202	18,415	3,529	4	3	3	882	1,176	40,626	12	1.47		
Martin	26	6,918	16,045	2,888	5	3	3	578	963	45,272	16	1.97		
Nash	69	14,373	30,730	5,461	7	5	5	780	1,092	70,500	13	1.56		
Northampton	23	10,500	17,932	2,879	5	4	3	576	720	47,582	17	1.67		
Pitt	63	13,892	30,231	5,583	6	5	3	930	1,117	62,396	11	1.41		
Vance	3	8,489	12,616	2,106	3	3	2	702	702	31,744	15	1.50		
Wake	196	34,195	29,808	5,770	6	5	3	962	1,154	57,945	10	.90		
Warren	16	6,503	17,036	2,866	4	4	2	716	716	42,899	15	1.82		
Wayne	83	14,793	24,288	4,588	10	4	5	459	1,147	75,270	16	1.93		
Wilson	54	8,868	22,628	3,919	5	4	3	784	980	51,264	13	1.63		

D. Other Funds

The contributions of the Kellogg Foundation (\$15,000 per year for 5 years) for the evaluation of the Farm and Home Development approach; \$8,900 from the Duke Foundation for promoting Turkish tobacco production; \$63,600 from the Dairy and Agricultural Foundation for employing specialists complete the financial structure of the Service as it currently operates.

In presenting the following Table #6, as the concluding item in this chapter, attention is particularly directed to the "State Rankings". These are the rankings of the six States listed in the table among all of the cooperating States and Territories.

North Carolina's Extension Service has higher total expenditures than any other State. Only one State receives more Federal funds for this work. And in only two States is there greater financial support from State and County funds. The job of Extension in North Carolina is also the largest in the nation in terms of the number of people to be given assistance.

TABLE #6
 AGRICULTURAL EXTENSION - NORTH CAROLINA - COMPARABLE STATES

	North Carolina	Alabama	Iowa	New York	Oregon	Virginia
<u>BUDGET - F.Y. 1956</u>						
Federal Funds						
a. Smith-Lever	2,161,707	1,613,340	1,222,036	1,145,603	486,185	1,296,191
b. Agricultural Marketing Act	38,602	23,555	44,800	39,500	35,196	23,102
Total Federal	2,200,309	1,636,895	1,266,836	1,185,103	521,381	1,319,293
State Funds	2,015,966	945,628	969,848	1,721,367	1,344,200	1,593,343
County Funds	1,587,020	669,549	1,453,214	2,027,508	524,607	415,326
Other Funds	133,691	--	13,650	326,584	--	--
Grand Total	5,936,986	3,252,072	3,703,548	5,260,562	2,390,188	3,327,962
<u>FUNDS AVAILABLE - F.Y. 1957</u>						
Federal Funds						
a. Smith-Lever	2,399,126	1,746,870	1,316,781	1,250,011	522,908	1,419,153
b. Agricultural Marketing Act	60,011	26,315	44,900	37,500	37,515	37,370
Total Federal	2,459,137	1,773,185	1,361,681	1,287,511	560,423	1,456,523
State Funds	2,118,807	983,178	981,420	1,908,901	1,329,468	1,668,155
County Funds	1,352,200	673,800	1,450,000	2,159,207	511,864	422,387
Other Funds	139,784	--	12,000	371,770	--	--
Grand Total	6,069,928	3,430,163	3,805,101	5,727,389	2,401,755	3,547,065
<u>STATE RANKINGS - F.Y. 1957</u>						
1. On Grand Total Expenditures	1	11	6	3	25	9
2. On Total Federal Funds	2	7	16	21	31	14
3. On Total State-County and Other	3	15	6	1	13	9
<u>PERCENTUM SHARES OF TOTAL EXPENDITURES - F.Y. 1957</u>						
Federal	40	51	36	23	24	41
State	35	29	26	33	55	47
Counties	23	20	38	38	21	12
Other	2	--	--	6	--	--
<u>FEDERAL INTERNAL REVENUE COLLECTIONS - F.Y. 1954</u>						
(Millions)	1551	382	530	13,180	430	1075
<u>FEDERAL AID AND PAYMENTS TO INDIVIDUALS - 1954</u>						
(Millions)	99	102	66	278	59	77

	North Carolina	Alabama	Iowa	New York	Oregon	Virginia
		<u>Comparative Expenditures</u>				
Federal funds per farm	7.62 ⁵	7.74	6.24	9.48	8.71	08.74
State funds per farm	6.98 ⁴	4.47	4.77	13.77	22.47	10.55
Total funds per farm	20.57 ⁴	15.38	18.23	42.09	39.95	22.03
Total funds per farm person (rural farm)	4.31 ⁵	3.39	4.73	9.11	10.47	4.55
Total funds per rural person (farm and rural non-farm)	2.20 ⁴	1.89	2.70	2.44	3.40	1.89
Gross farm income per professional Extension worker	1,224,000 ⁵	979,900	6,972,700	1,819,000	1,861,400	992,800

VIII. FACILITIES - METHODS - PROCEDURES

FACILITIES

The Extension Service owns no buildings. The Federal Smith-Lever Act prohibits the use of funds made available thereunder for purchase or preservation of buildings, and likewise prohibits consideration of State or County funds provided for these purposes as matching or offset funds against the Federal allotments.

Ricks Hall, an excellent building on the State College campus at Raleigh, was constructed for Extension Service use, and its maintenance and operation, except janitor service, are provided for in the College budget. This building houses the Extension Service central administrative staff, District staffs, Youth Leaders, the College Information Office, Home Economics Specialists and, temporarily, the Specialists in Agricultural Engineering. The other Agricultural Specialists are housed on the campus but with their counterparts in the College research and teaching units.

Both radio and television facilities are available on the State College campus.

The publications and press sections of the Information Office are crowded. With this exception, space and work facilities at the Raleigh headquarters are adequate.

At A. & T. College, Greensboro, a completely modern office building, Coltra ne Hall, is occupied exclusively by the Negro administrative and specialist staff personnel of the Extension Service.

In all cases both space and equipment for Extension Service field offices are supplied by the County. These quarters may be in a building built by the County to house all agricultural agencies, in a County-owned office building, or in the Courthouse. In a few instances they are located in the Post Office or in a home converted to office use.

In the Agricultural Buildings above mentioned, the Extension Service units are generally quite well housed. In many counties, however, the offices are inconveniently located and otherwise unsatisfactory.

Only a few of the field offices are as well equipped with projectors, slides, tape recorders, amplifiers and other demonstration facilities as their needs require. At the same time this situation is steadily improving, and no seriously pressing needs have come within the Advisory Committee's observation area.

METHODS AND PROCEDURES

A. Long-Range Planning

Long-range program planning has long been recognized by the Agricultural Extension Services at national and state levels as a desirable recurrent procedure at intervals of five or ten years. A striking example of the value of such planning, when well done and vigorously followed up, is found in North Carolina's Clay County. This is a small, mountain county, with only 865 farm families, and a small additional and entirely rural population. In 1946, when the County was in serious economic difficulty, the Extension Service and the local people jointly developed a five year program with special emphasis on poultry. The

plan was reconsidered in 1951 and again in 1956. Agricultural income in the County has increased from \$328,000 in 1945 to \$1,100,000 in 1955. Beyond any question this gain is largely attributable to persistent work by the people, with Extension Service aid, to reach the specific goals set up in these long-range plans through the courses of action which the plans prescribed.

The latest venture in this field is a nationwide operation. It was conceived by people within some of the national and regional farmers' organizations actively interested in Intensification of Extension Service work, and was brought to the action stage through the Committee on Organization and Policy of the Association of State Extension Directors. It is termed "Agricultural Extension Program Projection". The procedure is simple. It consists of (1) organizing a citizens' committee in each County; (2) laying before this group a picture of the local agricultural and home economics situation; (3) asking the group, through study and public discussion, to identify and list problems ahead, set desirable goals for a 5, 10, or 15 year period, outline a program to attain those goals, and finally, state what additional Extension Service personnel and facilities are needed to insure the success of the program.

This Program Projection operation was launched by the Extension Service of North Carolina in 1955 in 12 counties. In March, 1956, it was activated in the remaining 88 counties with a State-wide completion deadline of December 1, 1956.

A citizens' committee, averaging about 50 in number, was organized in each county. In the counties where work with Negro populations is separately organized a second similar group was formed but the work of each was ultimately brought together in a single Program Projection document. The procedure outlined, involving a series of meetings with intervening periods for study and public discussion, was quite closely adhered to in most cases. The operation was completed, State-wide, on schedule.

The Advisory Committee has studied some twenty of these County Program Projections, and has discussed 13 of them with Agents and members of the citizens' committees in the counties of origin. Obviously a great deal of thought, time and effort has been devoted to the production of these programs, and on the whole they have a high potential of usefulness.

They should be very helpful to County Agricultural and Home Agents in formulation of their annual County Plans of Work. They afford an equally helpful guide to District Supervisors in directing and supervising the local work, and to the Specialist staff in determining where and how their services can best be utilized. For the Assistant Directors the review of this material should aid in sharpening their visions of problems and needs state-wide.

According to the Director, he will personally review few if any of the Projections. The Assistant Directors review them all and jointly discuss them. Each Specialist has been asked to study them and abstract such data as pertain to his or her field of work.

Conferences with District Supervisors have substantially established that these officers are seeking earnestly to get full value from these projections. One method used is a close analysis of the material aimed toward separation of the tangibles and intangibles, selection and sharper definition of realistic goals and of the steps essential to their attainment.

On the other hand, there are numerous features of the operation which appear to warrant critical comment.

The Program Projection in each case has been developed from the County point of view quite exclusively. At the first projection committee meetings the economic and social facts laid before them pertained to and portrayed only the County situation. Each of the 11 Agricultural Specialist groups, the 6 Home Economics Specialist groups, and the Youth Leaders were requested to send to each County helpful ideas and suggestions. Each did so and thus each County Office received some 18 letters of suggestion in which substantially the 18 groups suggested unilaterally many steps which would advance agriculture and home economics within their respective field. There was little correlation, no State level expression of view as to relative importance of the various phases of work in the County. No concept of regional or State-wide problems or programming was injected.

The "problems" identified and listed cover the entire range of agriculture and home economics in rural North Carolina, with one predominant problem, namely "TOO LOW INCOME".

In some cases problems were quite specifically defined, but in a majority of instances were set out in general terms. One white committee presented 26 problems, number 1 being "Too Low Gross Income" and number 26 "Dumping of Trash on Farmers' Property". Others in the list were:

- "To Educate the Public That Farmers Are Not Getting Rich on Subsidies"
- "Farms Too Small"
- "Rural Telephones"
- "Too Few Milk Cows"

A Negro committee presented 6, as follows:

- "Low Crop Yields"
- "Lack of Certain Markets"
- "Insufficient Food Production for Home Consumption"
- "Improper Conservation of Food"
- "Farm Housing"
- "Unwise Soil Use"

Few, if any new problems were brought to light. By and large, those listed are those with which the people to whom they relate, the Extension Service, and all other public service agencies in the field have been wrestling for many years.

With respect to the 5-10-15 year goals or objectives agreed upon, the picture is much the same. Many of those stated are specific and reasonably susceptible of attainment in the given number of years. Many more, perhaps a majority, might be fairly characterized as worthy but perpetual human aspirations. A few random samples of specific character are:

1. Plant 32,000 eroded acres to trees.
2. Increase hens by 34,000 or 34 producers
3. Improve 19,000 acres of pasture.
4. Increase corn yield per acre from 25 to 50 bushels.
5. Establish a Farmers' Produce Market.

The following are representative of the aspirational or intangible type:

1. Bring in more industry.
2. Educate farm people as to the value of keeping informed and putting into practice research findings.
3. Create a real pride in the people for their community and county.
4. Secure home conveniences as fast as finances will allow.
5. Better land use on all farms.
6. Keep prices up.

Specific recommendations, translatable into definite steps to be taken by a designated individual or group at a certain place or places and at some specified time, are few in number. In general the recommendation sections confirm the existence of the listed problems and express faith in the reasonableness and attainability of the goals set. Priorities among the manifold problems and goals were rarely established, and on the question of how to get the work done the recommendations in most cases, are specific in only one respect, namely how many more Extension Service workers should be assigned to the county.

The operation shows a strong coloration of an "expansionist" movement, although the Advisory Committee does not charge the Extension Service with any such intent. The production of sound, workable programs was duly emphasized in the governing instructions, but also therein are found an aim to present past Extension Service work to the people in its most favorable light, and an implicit invitation to the people to ask for more of a good thing.

The program projection committees were selected, rather than elected. They were largely composed of farm and rural men and women who have long been clients of the Extension Service and direct beneficiaries of its work. *Barker, Crispfle*

No limits were imposed upon the definition of problems or composition of the program. At no point in the procedure was consideration given to the condition of County, State or Federal treasuries, or to any other needs for public service such as schools, or hospitals. There was no exploration of the possibilities for advantageous curtailment of current Extension Service activity, or major shifts of emphasis as among activities or media.

Any operation of this sort is quite certain to have an important impact on the expenditure budgets of Government at County, State and Federal levels. As evidence of this, it is noted that compliance with the combined requests for additional personnel listed in the projected programs of our 100 counties would necessitate doubling the current Extension Service roll of employees. An invitation to set forth needs for additional help implies at least a possibility that such help may be forthcoming. Sooner or later the procedure is likely to result in some embarrassment.

Before launching the Program Projection operation the Extension Service sought and secured clearance from all presently constituted authorities. NO criticism of the Service or of the College or University is implied in the suggestion that somewhere at the Chief Executive level of our State Government someone should preview any and all new programs, operation or activities on the part of any State agency which may have important future budgetary impact. *Impossible detail*

B. Annual Plans of Work

Annual Plans of Work have been customarily prepared by each of the coordinate units of the Extension Service staff in each County. This has meant two separate plans in each of the 100 counties, and four in the 51 counties with Negro staff units. Beginning with the plans for 1957 there is and will be but one joint plan covering both Agricultural and Home Economics extension in the counties having only White staffs, and two such plans where both White and Negro staffs are organized. This step toward simplification of work and coordination in planning is commendable.

In the Director's instructions with respect to preparation of 1957 plans by County staffs it was said that

"Studies have shown that those agents who selected a minimum number of major problems to receive special emphasis and attention during the year have been the most successful agents."

In the many 1957 County unit plans which the Advisory Committee has reviewed and discussed with the Agents, the above suggestion has not been too well followed. It is difficult to relate the annual plan to the long-range program projection. Priorities and emphasis are not made clear, and just what is to be done and how are equally vague. The Agents themselves quite unanimously dislike the format.

The instructions require Home Economics Agents to send 20 copies of the annual plan to their District Supervisor and the Agricultural Agents to send 90 copies to their District Supervisors. The District Supervisors send a copy to each Specialist, the Program Planning Office, and Youth Leaders. These plan documents will average perhaps 15 pages. Figuring about 115 copies of each from 150 White and Negro County units, the result is some 260,000 pages. There is no scheduled administrative review of these Annual Plans above the District Supervisor level. Each Specialist thumbs through 100 or more plans, abstracts the calls for his or her assistance indicated therein and, through much communication with the County forces develops his own field work schedule.

It is sufficient to note further only that the Service leadership recognizes that here is a case of a poor planning medium and method, coupled with unconscionably excessive documentation, and that they will institute corrective measures before next year's County plans are prepared.

In addition to the County Plans, Annual Plans of Work are required for supervisory work, for each Special Project, and for each Subject Matter Specialist group. Several Specialist Group Annual Plans for 1956 have been received, and found apparently well-focused on important problems, thoughtfully prepared, clear and informative. It has been suggested that the formal pages devoted to scheduling of the work of individual Specialists in the counties for the year ahead might be more closely related to the major problems set forth in the group plan by a change in format. This suggestion has been offered to the appropriate Assistant Director for consideration.

C. The Work Report System

A thoroughgoing analysis of the weekly, monthly and annual reports made at all levels and by all units of the Extension Service, and of the processing of such reports from their preparation through to their ultimate depositories has been made by the Committee. The system has also been discussed at length with many of the workers who must prepare the reports, with those who review, process, and draw material from them at the State level, and finally with the leaders of the Federal Extension Service in Washington.

It does not seem advisable to devote space in this document to the details of the analysis and related discussions.

The over-riding conclusion is that the reporting system now in use unquestionably constitutes an extremely heavy, time-consuming, and expensive burden; that it is of very little aid to management of the program, and is not worth any material portion of its cost to any of the cooperating agencies or to the public who actually pay for its maintenance.

The Department of Agriculture officials at Washington expressed considerable sympathy with this view, and indicated willingness to help in developing correctives. Such development will require complete understanding of needs, more time than the Advisory Committee has available, and special skills in form design and procedural detail which also are not fully available to us. We do offer the following specific suggestions:

1. The management principle that Plans of Work, Periodic Work Reports, the Service Expenditure Budget, and the Fiscal Accounts should reflect quite completely the same pattern.
2. The Weekly Report now prepared and submitted by County Agricultural Agents may well be abandoned. Its principal value is the narrative section upon which the press unit in Raleigh draws for news release material. Their supply would still be adequate.
3. The present Monthly Reports by County Agricultural and Home Economics Agents should be re-designed in a common pattern, if possible in a single report form.
4. The cumulative record of statistics compiled from the Monthly Reports of Agents and built into the Annual Statistical Report to the U. S. Department of Agriculture is suggested for abandonment. Most of these statistics are of little value, many are unavoidably unreliable. They as well may be held at the County level until Annual Report time.
5. The monthly, April through September, Mail Storm reports by the White County Agents, has been prepared for over 20 years, and justification for its further continuance as an Extension Service chore is questionable.
6. District Supervisor's Weekly Reports should be re-scheduled on a monthly frequency, and simplified. The Agricultural Specialists' Weekly Report schedule should be similarly amended.
7. In cooperation with the U. S. Department of Agriculture, the pattern of "Projects" for which agreements, plans, and reports should be revised to conform to the pattern set forth in the "Programs and Projects" chapter of this report.

8. The Annual Narrative Reports by both Home Economics and Agricultural County Agents, frequently running to 75 pages or more, may well be reduced to half or less of their current volume without sacrifice of real values. Originals or copies of these reports ultimately reach the Department of Agriculture in Washington. With two to four such reports flowing there annually from 3,000 counties, review and use at that level must be quite impossible. Now that Joint Annual Plans of Work are coming into use in North Carolina counties, perhaps a unified brief narrative report would also be acceptable.
9. The Annual Narrative Reports of the Specialist groups are similarly and unduly long.

D. Inspection and Supervision

Although the U. S. Department of Agriculture is a full partner in cooperative agricultural extension in all States, there is no systematic, periodic general inspection of Extension Service organization and operations in this State. An occasional visitor from the Department will drop in, and an Auditor makes a thorough annual check of the fiscal transactions of the State Service. Except as noted above, Department relies on annual narrative and statistical reports, formal plans of work, project proposals and other documentary material for its knowledge of what goes on in North Carolina Extension.

The Advisory Committee believes that the local Service would be greatly aided by more on-the-ground attention from representatives of the Federal Service. Our delegation was pleased to learn on the occasion of its December visit to Washington that, particularly in the area of administrative management some additional strengthening of the Federal staff is planned. It may be hoped, therefore, that our North Carolina Service may fruitfully look to that source for some constructive aid in connection with management problems.

The Director and Assistant Directors of the State Service make no formal field or office inspections of the work in the counties. This should not be necessary. At the same time some very real benefits annually accrue from more frequent contacts by these officers with the Agents in the field, and it is hoped that more of their time can be given to such contacts.

Inspection and supervision of work and of the workers in the counties should become a much more significant feature of the activity of District Supervisors and District Home Economics Leaders under the scheme of organization proposed in this report. The content and quality of such inspection and supervision should be greatly strengthened. Without excessive formalization, these officers should place before the Director and his Assistants annually a comprehensive but concise appraisal of the performance of each field employee, an appraisal which after discussion with the employee should become a part of his or her career record.

more paper work

E. Budgeting and Accounting

No accurate total of financial resources annually available for Extension Service work, nor of total annual expenditures therefor can be obtained from the Budget of the Service or from the accounting system now in use. Two important elements are missing; first, the value of the quarters provided by the counties

in addition to their cash contributions; and second, the value of the space and facilities furnished at Raleigh and Greensboro which is covered but not distinctly identified in the College budgets. Both can be readily computed, and should be brought into the Extension Service budget. With these exceptions the "Sources of Funds" or Income side of the Budget is complete and clear, and the underlying accounts records are satisfactory.

On the expenditure side, and again with the exception noted above, a summary of expenditures by "objects" is presented for the fiscal year 1956-57 as follows:

Salaries and Wages	\$5,220,500
Travel	671,200
Transportation	2,600
Communications	55,300
Rents and Utilities	64,900
Printing	28,800
Contractual Service	89,000
Supplies and Materials	167,100
Equipment	<u>22,300</u>
	\$6,321,700

It will be noted that some 83% of total outlays is for salaries and wages, 10% for travel, and 3% for supplies and materials. Since only 4% of the total is left for the six other "object" classifications, it would appear that they might well be lumped under one "Other Operating Expense" heading, and the "object" accounting records correspondingly simplified.

A second summary is drawn from the accounts as follows:

USES OF FUNDS

I. Summary By Purposes

(a) Administration	\$ 106,900
(b) County Agents	4,980,500
(c) Specialists	1,005,300
(d) Publications	143,400
(e) TVA	46,200
(f) Special Agronomy Project	8,900
(g) Indian Affairs	12,000
(h) Kellogg Project	14,000
(i) Salary Increases (Clerks)	<u>4,500</u>
	\$6,321,700

While this table purports to be a summary of current year expenditures by "Purposes", it obviously belies its title. "County Agents", "Specialists", "Publications", "Salary Increases" are not purposes of expenditure. They are the means or media through which "Purposes" are achieved. "TVA" and "Indian Affairs" are not purposes of expenditure; they rather are sources of funds with which purposes of the Tennessee Valley Authority and the Bureau of Indian Affairs, which happen to be also purposes of the Extension Service and which the agencies mutually agree can best be accomplished by providing the Extension Service with funds for employment of the necessary men and means. "Administration" is a "Purpose", and "Kellogg Project" is a "Purpose", though no inkling of the nature of the latter can be gleaned from its budget or accounting title.

This table, therefore, affords only a striking illustration of the antiquated budgetary and accounting system under which the Extension Service, in common with all other State agencies and through no fault of their own, have been required to labor. It is a system in which the program phases and projects of the Service, their costs and their fruits, are lost in a mass of accounting by "objects" which yields figures of little or no informative value or utility to the administrators of the Service, to the Legislators who pass upon its needs, or to the taxpayers who pay the bills.

The leaders of the Extension Service have, as shown in Chapter III of this report, broken their overall traditional program, for management facility into the following distinct phases:

1. Extension Organization and Program Planning
2. Agricultural Extension
3. Home Economics Extension
4. Youth Work
5. Organization and Community Development
6. Central Administration

In addition to these major program phases they conduct special projects, currently as follows:

1. Marketing Projects
2. Rural Development Projects
3. Smith-Lever "Special Needs" Projects
4. Turkish Tobacco Project (Duke Foundation Project)
5. Farm & Home Development Evaluation Project (Kellogg Project)
6. Part-Time Farming Project

The Advisory Committee believes this breakdown to be logical and sound. If it is, the basic pattern of Extension Service accounting, and its Budget should be brought into conformity, together with the planning and reporting systems. The time and expenses of County Agents, Leaders, and Specialists should be reported and charged against the appropriate phases or projects above listed, in whatever further refinement of breakdown may be desired. Such accounts as "County Agents" and "Specialists" should disappear from the pattern.

The Committee understands that the Service leadership is not only willing to but would gladly put this major modernization proposal into effect. It was discussed with Federal officials, and we believe no serious difficulty would arise from requirements of the Federal Service. The remaining needs are for authorization from the State Budget Bureau, and some leadership and assistance from that source in developing the new systems.

Notes on miscellaneous matters coming to Committee attention during its study of the budgetary and accounting system lead to the following comments:

1. The encumbrance accounts now maintained in the Extension Service are well kept. There is a possibility worth further study that sufficiently close working arrangements with the College Business Office might be so developed as to render this encumbrance accounting unnecessary.
2. Consolidation of all Extension Service accounting within the Service itself is not practicable. The accounting service of the Business Office is good

and new machinery installations should soon make it much better. The Extension Service is not overcharged for the services rendered by the Business Office, which includes purchasing as well as accounting.

3. The Monthly Time and Travel Report now submitted by each traveling member of County staffs might well be redesigned to serve exclusively as a Travel Expense voucher. Its work report features should be eliminated.
4. There appears to be a reasonable possibility of combining in a modern visible Kardex or similar system two separate personnel and pay card records now maintained in the offices of the Administrative Assistant and of the Auditor.
5. Unduly rigid Budget Bureau controls over fund allotments, by "object" of expenditure, and slow action on requested approval of fund transfer occasions a volume of paper work, conferences, and delays in administrative action which are expensive, irritating, and achieve no compensating economies.
6. Detailed operating and cost records are maintained, as a required State practice, with respect to 34 Extension Service automobiles. No useful purpose is served by these records.
7. It is rather commonly found in Municipal, County, State and Federal agencies that the Budget authorities and legislative bodies will approve appropriations for employment of personnel, and yet cut below reasonable levels the support funds (travel, supplies, equipment) without which the personnel employed cannot be expected to perform effectively the work for which they are employed. There are strong indications of this sort of action on Extension Service budget requests. It is suggested that the Budget Bureau should thoroughly analyze this situation, and, if the indications herein mentioned are substantiated, assist in bringing about the proper ratio of support funds to salaries. 2
8. The items currently charged against the budget account "Central Administration" do not appear to include all expenditures that should be so charged. Regardless of the known fact that those who hold the purse strings in Government are prone to take a dim view of "Administration" needs, the records in this respect should be made clear and incontestable.
9. The travel costs of the Extension Service have greatly increased over the past fifteen years, but not in disproportion to the increase in number of traveling employees and the general depreciation of the dollar. The Committee is inclined to question the wisdom or necessity of the present practice of controlling field agents' official travel within their counties in their personal autos through a cumulative mileage allowance of 800 or 1,000 miles per month or 9,600 to 12,000 miles per year. It is doubted that the Agent runs up any unnecessary official mileage. Adequate field supervision should control any such abuse. The Agent's work load and plan of work should dictate the extent of in-county travel. The present control is frequently nullified by unilateral County action in providing additional funds. The record control creates a good bit of paper work. Out-of-State travel now requires in each instance advance approval by the Director personally and by higher authorities all the way to the Budget Bureau. The Committee suggests that in this matter a clear-cut State government policy, application of which would be readily susceptible of periodic audit, would be equally effective and entail less paper work and red tape. 3
Grant

F. Methods and Media

Throughout this study the Advisory Committee has inquired as fully as possible into the many and wide variety of methods and media used by the Extension Service in the process of bringing the college to the people. We have attempted to gauge the extent of use and relative effectiveness of (1) individual instruction on the farm and in the home as carried on separately by the Agricultural Agents and the Home Economics Agents or as conducted jointly by them in what is now termed the "Farm and Home Development" approach, (2) method and result demonstrations for the benefit of groups, (3) meetings, (4) community clubs, home demonstration clubs and youth clubs, (5) training and use of local volunteer leaders, and (6) the mass media including the press, radio, and television, visual teaching aids, formal publications and mimeographed material.

Certainly Extension must use every known method and available medium. The press, radio and television serve admirably to create public awareness of and interest in the mass of knowledge freely available on call. There is something approaching unanimity of thought among Agents and people, however, that individual instruction on the farm and in the home, and method and result demonstrations for groups are the most effective media for insuring application of better practices. Whatever adjustments are necessary on the part of County Agricultural Agents and their Assistant Agents in the apportionment of their total work time among the many methods of work now in use to permit a material increase in individual farm visits and small group method demonstrations should be made.

North Carolina's annual allotment of Federal funds has been increased by nearly \$800,000 over the past three years to add personnel necessary for intensified use of the individual instruction method called Farm and Home Development. This is a personalized, on-the-farm, unified approach, with the farm and home agents working together with selected families to survey all the problems and all the resources of the farm and home, and point as comprehensively as possible to the wisest courses of action for the farmer and his family. With the help of County Government contributions, and Agricultural and Dairy Foundation funds for employment of Specialists, this method is now in substantial operation in 50 counties, and, on a very small scale, in numerous others.

In each of the 50 counties above mentioned the Agents, starting with about 50 families, will increase the roll until at the end of five years some 200, or about one-tenth of all farm families will be included, with 40 or 50 "graduating" and as many more entering the course each year.

A special project has been set up to evaluate the effectiveness of the Farm and Home Development method over a five year period. The progress of families receiving this service is to be compared with that of similar families in the same counties, but outside its scope. ~~The results of such a comparison can, rather safely be predicted. It would be strange indeed if families given the benefit of continual advice and instruction of two competent teachers did not progress faster as a consequence thereof.~~ Further, The approach is consistent with our earlier recommendation that more time be devoted to individual on-the-farm instruction. It should be particularly useful in a period such as the present when farmers must make major adjustments requiring capital outlays and new skills. A real and perhaps greater question which this method raises is whether there is any definable limit upon the extent to which it is a proper function of Government to teach farmers and farm families how to manage their farms, their homes, and their lives. The answer to this probably lies more in the area of political philosophies than in scientific evaluation of material results.

Kellogg Project

Dean says cynical - it's a research project

Dean

Women's clubs, known as Home Demonstration Clubs, have been for decades an important and constantly more absorbing medium for the conduct of Extension work in Home Economics. White membership clubs now number 1,845 with 45,000 members. The Club structure rises from the individual club through County Councils, the State Federation and State Council to a National Home Demonstration Council, and thence to the international "Associated Country Women of the World". The Club structure is well organized, capably led, and reasonably well financed.

Negro membership clubs number about 750 with 23,000 members. The organization structure parallels that of the White clubs but is capped at the State Federation level.

Presently these clubs are the principal medium used by the Home Economics Agents and Leaders. They have been largely organized initially by Extension Service Agents. The Agents are inclined to look upon them as their clubs, and the clubs upon the Agents as their Agents.

In a typical County the White Agents operate through 18 clubs with a total membership of 450, one-fifth or one-sixth of the White rural homemakers in the County. In a County where Negro work is organized this situation is paralleled. Most of the clubs are long-established. Of the total membership perhaps 50% are rural non-farm women. Membership lists are quite stable, with a firm core of about 20 and 4 or 5 separations and new recruits each year. The club membership is generally representative of the most progressive and the most advanced, socially and economically, of the rural women.

Maybe a few
Some Home Economics Agents have practically no home contacts with women outside the clubs. Meetings are monthly and for the State as a whole Extension Service Agents conduct about 65% of the meetings, which means 12 meetings per month per County. Attendance at these meetings averages about 15.

1a
Dear
R.C says
not true.

Nothing written here is meant as criticism of the Home Demonstration Clubs. They and their activities merit the highest commendation. The whole point of this dissertation is that they no longer require so large a share of the time and energy of the Extension Service Agents and Leaders in the field of Home Economics. The Extension Service recognizes this situation and is endeavoring this year to limit Agent conduct of club meetings to 50% of the total.

The Advisory Committee regards this as a step in the right direction. In the interests of diversion of more and more Agent time and effort toward the non-club homemakers who appear to need their services more, we would urge that the Clubs are ready, and many members have expressed to us their willingness, to operate more and more under their own leadership. Training of Club Leaders, and serving as the source of program material for all sorts of Club programs outside the scope of Economics should also be reduced. Basically the attitude that these Clubs are the Agent's Clubs, and that the Agents are agents of the Clubs must be changed.

Mass Media

In its sampling of field operations Advisory Committee representatives have been particularly impressed with both the extent of use of the press, radio, and television, and with the fact that all professional members of the County staffs participate in their use. No formal evaluations of effectiveness can be reported, but the general impression is that results are quite worthwhile.

It is suggested only that the Service carefully consider whether greater effectiveness both in the use of these mass media and in other lines of work might be achieved by limiting preparation of press releases and participation in radio and television programs to selected members of field staffs with special aptitudes for such work, and by special effort to give those selected more training in these fields.

about 45

The unit services/ North Carolina daily newspapers and 171 weeklies. It prepares and presents daily 15-minute farm radio programs broadcast over 30 stations in the State by FM networks. A daily script service is distributed to more than 100 radio stations and 3 wire services in the State. Daily 30-minute television shows are telecast over 4 stations. Publications numbering 140 annually are edited, designed, printed and distributed largely through the field offices. Visual aids, motion pictures, still photographs, slides, art materials, and exhibit items are produced.

Everything done in the unit is excellently done.

The Committee offers one major suggestion, and one of somewhat lesser import. The first is that greater effectiveness may accrue from the total production of this unit in the fields of press work, radio and television if more definite focus upon high priority features of the Extension Service program can be brought into play through better advance planning and top level direction. More rifle and less shotgun.

Our second suggestion is that the production of mimeographed material by the Information Office should be analyzed carefully, not from the viewpoint of efficient production but from that of necessity for so much of this work. Such an analysis may well indicate need for tighter control over the production orders which emanate from all units of the Raleigh Office.

IX. RELATED AGENCIES

In this phase of the Advisory Committee's study the old proverb about "too many cooks" has frequently come to mind. There are indeed many "cooks", both Governmental and private, in the kitchen of service to agriculture.

Direct-line Federal agencies include the Soil Conservation Service, Farmers Home Administration, Federal Crop Insurance Corporation, Farmers Cooperative Service, the Agricultural Stabilization group, and others in Federal Departments not primarily concerned with agriculture.

Federal-State cooperative programs, somewhat akin to that of the Extension Service itself, are found in the teaching of Vocational Agriculture and Home Economics in the public high schools, and in the fields of forest-fire protection, forest pest control, and farm forestry assigned to the State Forest Service in the Department of Conservation and Development. In the areas of Health and Welfare are found other cooperative services.

(The State has its own Department of Agriculture, engaged largely in regulatory and service work, with emphasis on marketing.) In the State Department of Conservation and Development, we have a Commerce and Industry Division which, through stimulation of industrial development, has great impact on rural as well as urban populations and ways of life. The North Carolina Rural Electrification Authority has been a potent force in bringing electricity to 96% of our farms. *not true (Dean)*

A comprehensive survey of all but only the tax-supported agencies designated and commonly known as "Agricultural" services would require an extended period of time. It might, with essential State and Federal legislative acceptance of its findings, result in great economies and greater effectiveness of service to agriculture. Such a survey is, of course, entirely outside the assignment of this Committee.

Concerned as it has been with the programs, organization and management of the Agricultural Extension Service only, the Committee has, at both State and County levels, looked into the working relationships between the Extension Service and many of the other organizations, Governmental and private, active in related fields. These relationships have been found generally excellent.

Officials of numerous such organizations have expressed both general commendation of the work of the Extension Service and more specific appreciation of direct educational aid given by the Extension Service to the furtherance of their own respective programs. Excepting only a few minor frictions, all evidence gathered in the County studies indicates harmonious relations and little confusion. So far as this Committee is aware, the Extension Service is at no point impinging upon the work area of any other group. That some of the other Governmental agencies are rather active in the educational field is readily apparent. *Dean*

Three suggestions are offered, as follows:

1. It appears that informal and helpful contacts have been made, as their desirability has been made evident by specific events, between the Extension Service and the Commerce and Industry Division of the State Department of Conservation and Development. (We urge a formal, more positive, and continuous cooperation between the two agencies.) Successful State-wide and regional planning of the State's future agricultural development must include development of local *Dean*

industries for the processing and marketing of our products. In the future industrial growth of our State the development of these local industries should be given equal attention or perhaps take precedence over attraction of established industries from outside the State.

2. It has been recognized throughout this report that marketing is one of our major problems and one that needs increased attention. Three of the State supported agencies currently receive State appropriations and Federal grant-in-aid funds to work on marketing. These are the Agricultural Extension Service, the Agricultural Experiment Station, and the N. C. Department of Agriculture. Each of these agencies has conducted marketing programs for many years. The work has been intensified in all three agencies since the passage of the Agricultural Marketing Act in 1947. Under the provisions of the Act, substantial Federal funds have been appropriated for allocation to the three State agencies on the basis of project proposals and agreements. The Federal funds must be matched by State or local funds.

The three agencies are working together closely. There is no conflict or duplication in the work of the three as set forth in the basic legislation, which assigns to the Experiment Station marketing research, to the Extension Service marketing education, and to the State Department of Agriculture regulatory and service marketing work. While the Advisory Committee sees no problem at present, it is suggested that there should be an arrangement for a review by some central State authority, probably the Budget Bureau, of all new marketing projects at the time of their proposal to see that no duplication or conflict arises. As part of the suggested arrangement, service and education must be defined and understood by the three agencies involved. The definition of service should include those activities which must be performed continuously such as providing market news, grading, inspection, and enforcing health standards. Education should include all those activities through which people are taught how to do something for themselves and once they learn do not need further help on the particular point in question. There has been a tendency nationally to define service in terms of number of people assisted. For example, if one person or company is being assisted, it is considered service; and if a group is being assisted, it is education. This definition is not acceptable. The purpose of the contact must constitute the distinction between service and education.

3. More than half the acreage of North Carolina farms is woodland. Income from these lands is about \$2.50 to \$2.75 per acre per annum. It could be \$10.00. Soil, climate and rapid-growing, fine quality tree species combine to insure high production where sound management practices are applied. The markets for pulpwood and timber are readily accessible and growing steadily. About 70% of the total North Carolina income from primary forest products comes from farm woodland.

Maximum development of the potential in this field has been hampered by many elements, but in important measure by lack of management know-how on the part of farmers and other small, non-commercial forest landowners, and by differing views among Federal and State agencies over who should do what, plus overlapping or confusion of their services.

The North Carolina Extension Service staff includes 8 Forestry Specialists who are clearly functioning within their proper sphere of teaching farmers and other small owners how to plant, manage and harvest their woodlands. These men are doing an excellent job.

Federal legislation approved August 25, 1950, authorized the Secretary of Agriculture

to cooperate with State Foresters or equivalent State officials in providing technical services to private forest landowners and operators and processors of primary forest products.

Action in North Carolina under this legislation was initiated with an agreement between the Secretary of Agriculture and the State Forester in the State's Department of Conservation and Development. Confusions as between the State Forester and the Extension Service had existed prior to 1950 but new possibilities for overlapping, confusion and even conflict were created by this new program. In 1952 the Extension Service and the Department of Conservation and Development entered into a formal operating agreement from which the following quotations are taken:

"This memorandum has been formulated and agreed to between the North Carolina Department of Conservation and Development and the Agricultural Extension Service of the North Carolina State College of Agriculture and Engineering for the following purposes:

To minimize duplication of effort and confusion of responsibilities in the farm forestry programs of both agencies.

To serve as a basis for developing harmonious relationships and coordinated effort, where needed, in activities relating to farm forestry

The following interests of each agency are recognized:

- A. The North Carolina Department of Conservation and Development through its Division of Forestry has primary responsibility for the timber marking and forest product marketing services; for the production, distribution, and planting of forest planting stock; assisting primary processors in harvesting of forest products, and for protective, regulatory and other measures required of the Department of Conservation and Development by statute.
- B. The Agricultural Extension Service has primary responsibility for planning and conducting the information and education program with adult farmers and farm youth on any phase of farm forestry through field demonstrations, meetings, and other methods; for stimulating interest and desire on the part of farm woodland owners to initiate and carry out approved forestry practices; for promoting forest tree planting on farms; for promoting farm use of home-grown timber; for establishing result demonstrations to show the advantages of following approved practices and publicizing results of same; and for leadership in preparing bulletins, leaflets, mimeographs, charts, slides, radio scripts, and other educational aids to be used in reaching farm people.

It is agreed that requests received for assistance by personnel of either agency involving activities which are the primary responsibility of the other agency shall be forwarded to appropriate personnel of the other agency for handling.

It is recognized that there are certain activities in which both agencies must of necessity participate. Some of these are:

- A. Development and use of audio-visual aids on forestry subjects; such as, motion pictures, radio, and printed matter.
- B. Promotion of the state's reforestation and forest protection programs among farm people.
- C. The identification of insect and disease outbreaks in farm woodlands and recommendations for their control.
- D. Instruction and advice to individual farm owners on how to achieve good forest management practices.
- E. The establishment of demonstration forests for operation by agricultural schools or classes or other groups of rural people.
- F. The publicizing of sources of technical assistance available to farmers.

It is agreed that both agencies will do their best to coordinate their efforts in such activities through consultations, joint planning, and, where feasible, joint participation.

It is agreed that administrators of both agencies will impress upon their personnel the need for whole-hearted cooperation and compliance with both the spirit and terms of this agreement and will promptly and effectively move to remedy any instances of non-compliance.

It is agreed that when either agency contemplates undertaking any new major projects, such as expansion into new forestry subject matter fields or the setting up of additional job projects, such a move will be discussed in the planning state with the other agency to avoid misunderstanding, overlapping, or duplication of activities.

In case of misunderstanding or unforeseen problems arising under this agreement, conferences will be held by the parties to the agreement to clarify or amend the working of this agreement. . . ."

The Advisory Committee has been advised that working relations between the two agencies have been mutually satisfactory since this agreement was signed. It may be noted, however, that the agreement itself specifically lists six

educational activities in which both "must of necessity" engage. The Committee questions the complete validity of the asserted necessity.

Presently the Forestry Division of the Department of Conservation and Development employs for purposes of the legislation cited, a group in its Forest Management section, comprised of 14 professional Foresters and 2 clerks. These are financed by an annual grant of \$25,000 from the Federal Government and a current annual State appropriation of \$68,000.

The principal activities of these men are marking trees for cutting and scaling or measuring the cut of sawtimber and pulpwood. Until last July these services were rendered free of charge to the farmer or other small owner or operator. Since then a charge has been imposed for more than fixed numbers of cords or thousands of board feet. The Federal grant is reduced in an amount equal to the charges thus collected. Collections since July 1, 1956, have totaled about \$800.

With full recognition that the suggestion may re-open jurisdictional arguments which have been stilled for some time, it seems advisable to suggest that:

1. Timber marking and scaling services, such as rendered under this program to farmers and other small woodland owners are not a necessary function of Government at either the Federal or State level, except to the extent that they are performed as features of educational demonstrations.

(We feel that it should be possible to develop a marketing system which will be operated by private businessmen which will make it possible for farmers to carry their forest products to a market where they can receive the going price for their products.) These markets could assemble, grade, and sell. If such a system were developed, it would not be necessary to scale forest products prior to sale or delivery to market. The quantity could be definitely determined at time of sale. It would then be necessary to teach farmers, in connection with harvesting, only what and how to cut. This can be done rather easily.

2. That the existence of a Federal authorizing law and availability of a small Federal annual grant does not compel or of itself justify State participation.
3. That the only essential Government services in this field should be wholly educational in character.
4. That the goals of good woodland management and maximum farm income in North Carolina would be more rapidly attained, even though the Federal grant were sacrificed, by taking the State Forest Service off the farms except for its forest fire prevention and control and forest pest control functions, and appropriating the State's current annual fund of \$68,000 to the Extension Service for employment of additional Assistant County Agents adequately trained to give due emphasis to improving woodland conservation and income.

*Appropriation
State a former
forestry employ*

H. L. ...

SUMMARY

Only major points are included in this summary and even details of the major points are not included. The complete text must be studied to secure a more comprehensive picture of conclusions drawn by the Committee.

1. The Committee finds that the North Carolina Agricultural Extension Service has done and is doing a good job. The State's agriculture is making much progress. The Extension Service is a major factor in this progress. The personnel is competent, dedicated and working hard to accomplish the mission of the Service.

There is no question that the Service merits the strong support of Federal, State, and County Governments. The specific recommendations on programs, organization, and management are designed to make the Service more useful to rural people and to improve career opportunities for the Service personnel.

2. A Master Plan for Agriculture

The future development of North Carolina's agriculture must be a planned development. It must be planned in the sense that opportunities and direction must be realistically indicated and not in the sense that people are told what to do. This plan must be broadly conceived, based on solid economic facts, and aggressively carried forward. The people of every County and every private and public organization in the field of agriculture must participate. One hundred individual County programs, though clearly essential, cannot meet the State--wide need.

The Agricultural Extension Service, as a division of State College, is best equipped to take and should take the lead in developing and keeping up to date the essential surveys of the economic situation of North Carolina's agriculture and its relationship to the national and world-wide markets for food and fibers, and should draw from such surveys periodically the broad outlines of a sound overall program or plan for agriculture in the State or for any specific area thereof.

Such a plan would be authoritative, simply because of its basis in economic fact. It would be generally accepted, because its benefits to the State would be clearly demonstrable. It would supply a comprehensive framework within which not only the educational programs of the Extension Service at the State and County levels, but also the action programs of all agricultural agencies could be fitted most effectively. (Chapter 2, pages 3-4)

3. The Role of County Governments

Whole--hearted cooperation of our County Governments in furthering the work of the Extension Service is clearly evident throughout the State. This cooperation must not be in any way impaired. There are presently apparent, however, some confusions and trends in the present cooperative arrangements which require attention and correction. The decision as to whether or how much the county shall contribute financially to the support of the Extension Service is entirely the prerogative of the county Board. The Board should also have an important voice in the shaping of programs and in the selection of personnel for assignment to local staffs. The County Commissioners should continue to observe and appraise the work performance of the local staff. While county participation is necessary,

"Review 5 year plan"

Dean

Dean

the County Commissioners should recognize that they are partners of the Extension Service. The manner in which the responsibilities of the County Commissioners is exercised is important to a practical and efficient relationship. We feel that management, which includes such items as salary scales, discipline, travel control, etc., should be left to the Director of The Service. We feel that most Boards of County Commissioners do not wish to assume or have delegated to them any of the responsibility for management. We feel that the tool for securing the desirable relationship will be found in a formal agreement between the Director and each Board of County Commissioners. (Chapter 3, pages 3-5)

4. The Scope of the Service

The Extension Service must hold firmly to its course as an agricultural service, serving suburban and urban populations incidentally, but not moving aggressively into these fields of educational activity. Continuous effort should also be made to minimize related subjects, thus keeping agents free to work on fundamentals of agriculture and homemaking. The Administration should help local agents cope with pressures on them to spend undue time on related subjects. (Chapter 3, pages 5-6)

Definition of related subjects

5. The Level of Service

The mission of the Extension Service is a permanent mission. There is hardly a limit to the intensity with which it might be pursued. The laws set no standard or level. The goal, therefore, should be a level which will appeal to commonsense judgment as adequate, and which will insure steady progress. (In the judgment of the Committee, the number of Extension workers available for "traditional" and general type Extension work is adequate.) Further intensification should, in all cases, be based upon specific needs, sound plans for meeting such needs, and genuine promise of returns fully justifying the additional public expense. (Chapter 3, page 7)

*2
remove this sentence*

6. The Management Pattern

The Extension Service, for purposes of management, has logically and commendably identified and defined the major phases of its traditional field which, together with several Special Projects, comprise its total field of service. The full management value of this step will be realized, however, only when this management pattern is fully and accurately reflected in the scheme of organization, long-term and annual plans of work, the work report system, the budget, and the underlying accounts and cost records. This essential correlation of these major tools of management should be pressed forward vigorously. (Chapter 4, pages 1-5)

7. Project Agreements

Every possible reduction in "paper work", however minor, will result in more time and energy for work among the people. The "project agreements" currently required under the State-Federal contract with respect to twenty or more subdivisions of the traditional Extension program constitute a case in point. With the cooperation of the Federal Extension Service they should be eliminated, or at least re-designed to conform with the management pattern referred to in recommendation #5. (Chapter 4, pages 5-6)

3

8. County Advisory Councils

farm people not mentioned.

The Committee endorses the idea of establishing in each County a permanent Extension Service Advisory Council of local citizen volunteers. It is urged, however, that such Councils should be composed of not more than fifteen, preferably fewer members; that industrial, commercial, banking, and possibly other interests in the County be adequately represented; that provision be made for periodic partial changes in membership; that the functions of the Councils be carefully defined, and that to the fullest possible extent, such Councils replace rather than add to already existing advisory committees. (Chapter 4, page 6)

9. Programs and Projects

- a. "Rural Development" work, authorized by the Federal Act of August 11, 1955, and approved for initiation in three North Carolina counties last year appears to be unfortunately slow in getting underway. The Advisory Committee is inclined to believe that these projects are handicapped by an overbuilt committee structure, and failure at the Federal level to make a clearcut delegation of State leadership responsibility. We would urge that this leadership should be assumed and vigorously exercised jointly by the Extension Service and leaders of the three affected counties. (Chapter 4, page 9)
- b. The "Challenge" program, since its inception in 1950, has served as a coordinating force among the many public and private agencies serving agriculture and rural life. The Committee has been unable to find justification for the existence on the Extension Service staff of three specialists whose duty it is to implement the Challenge Program which by the nature of its purpose is the equal responsibility of all related farm agencies in North Carolina, both on the State and County levels. (Chapter 4, pages 9-11)

10. Organization

The Advisory Committee proposals for adjustments in the organization structure of the Extension Service are fully presented in pages 16-21 of Chapter 5. The major adjustments would provide for:

- a. Two major coordinate program divisions, one for Agriculture, the other for Home Economics, each headed by an Assistant Director.

This is the basic pattern of the Smith-Lever Act. Though Agricultural Extension is more varied in scope and involves a greater volume of work than Home Economics Extension, the law treats them as coordinates, each having its own distinct characteristics, educational backgrounds, training, skills and techniques. Fundamentally they are of equal importance. Each of these Assistant Directors would be primarily responsible for the formulation and progress of effective educational programs in their respective fields, and for the correlation of these programs.

- b. A third (new) major division under an Assistant Director for Administrative Management.

Under this Assistant Director, who would be the business manager or Chief of Operations of the Service, there should be pulled together the functions of organization, finance, personnel, training, inspection, work reporting, and all functions pertaining to facilities, equipment and supply.

"Cabinet" action: The Director and the three Assistant Directors, with the Director fully exercising the functions of leadership, should operate as a cabinet. The three Assistant Directors should make and accept full responsibility for all but the most important decisions within their respective fields. Each should determine the circumstances under which a problem requires cabinet consultation, and in such cases the decision should be the Director's, with cabinet advice but not necessarily agreement on the part of the Assistant Directors.

All four of these "Cabinet" positions require a high degree of administrative capability. In the case of the Assistant Director for Administrative Management such capability is the dominant essential qualification.

- c. A new position of Personnel Officer who would be assigned under the Assistant Director for Administrative Management responsibility for development and maintenance of a comprehensive personnel policy and program, including classification and grading of positions, recruitment, training, placement, discipline, transfer, leave, promotion, separation, and retirement procedures.

Through the proposed strengthening of the personnel unit of the Service it is the Committee's belief that two major needs will be largely met: (1) the Extension Service would steadily develop all the desirable characteristics of a "career" service; (2) a heavy burden of personnel detail would be lifted from District Supervisors and Leaders, thus freeing a goodly portion of their time for more effective field leadership.

- d. The present "auditor" position should be converted to that of a section head in charge of budget and accounts. The committee sees no reason why Extension Service accounts should not be handled by a budget and accounts officer serving the entire School of Agriculture if and when such a person is employed.
- e. Placement of six Assistant State Leaders for Youth Work, presently assigned to work in specified Districts, directly under the District Supervisors, with the title of District Youth Leader.
- f. Assigning to the Negro State Leader at A. & T. College full responsibility for direction and supervision of the Negro Assistant State Leader in Home Economics.
- g. District Organization: Unification of the presently separate District Agricultural Agents and Home Demonstration Agents, with the District Agricultural Agents re-titled as District Supervisors with the administrative responsibilities and authority which the proposed new title implies. The District Home Demonstration Agents would be re-titled as Home Economics Leaders, and with the Youth Leaders would operate under the general direction of the District Supervisors.

This change is proposed for application in both the White and Negro organizations. The Committee is strongly of the opinion that operational effectiveness will be materially increased with the top directorate at Raleigh and the Negro State Leader at Greensboro in a position to deal directly in all matters of program and management within these geographical Districts with a single White or Negro District head.

- h. County Organizations: Unification of the work with White populations in all counties under the White County Agricultural Agent as "County Director". Similar unification of work with Negro populations in those counties in which Extension work among Negroes is separately organized under the Negro County Agricultural Agent as "County Director of Negro Extension Work".

In 35 other states this pattern of organization for Extension work in the counties has been adopted and successfully operated for a sufficient time to prove thoroughly its value. There is considerable evidence of waste effort inherent in the existing pattern. The most effective operations are currently found in those counties where the County Agricultural Agent, through qualities of natural leadership, has won from the other staff workers and the public tacit recognition as the head of the local office. Discussions with County Boards of Commissioners indicate a strong preference for the proposed adjustments.

i. Subject Matter Specialists:

- (1) Agriculture: Some shifting of Specialist strength from production to the marketing side of agriculture is desirable, and appears to be practicable. Committee studies have not been sufficiently exhaustive to warrant a specific recommendation on this point, and we can only urge that it be thoroughly studied by the Service leadership. (The present relationship of Extension Specialists to the College Department Heads is desirable and should be continued.) *Dean*

- (2) Home Economics: The Committee seriously questions both the refinement of specialization and the necessity for employing 16 specialists in this phase of the Extension program. Again, without much further study, and until some of its other and more specific recommendations have been made effective, the Committee cannot specify just what reductions and other adjustments in the organization of this group should be made. The feeling is unavoidable, however, that there is opportunity here for both monetary savings and more effective use of highly competent personnel. (Chapter 5, pages 20-21)

The Committee believes that the organization adjustments proposed can be effected within the present total Extension Service budget. True, one State Leader position has been upgraded to an Assistant Director position. The present "Auditor" position should also be upgraded or the Extension Service participate in employing a budget officer for the School of Agriculture. A new position of Personnel Officer has been created. These additions are fully offset, however, by positions specifically recommended for elimination and other suggested possible savings.

ii. Personnel

It is recommended that the Extension Service seek legislative authority from the General Assembly to permit use of State funds for:

- a. Institutional in-service training within or outside the State. *Whole College needs
Sub. Lane Policy*
- b. Payment of transfer-of-station expenses when employees are transferred, except when such transfers are made at the request of the employee. (Chapter 7, pages 10-11)

Clerical and secretarial salary schedules of the Extension Service should be correlated with the prevailing rates for similar service in the area of employment. Professional salary schedules should be correlated closely with those of professional staff in the Research and Teaching Divisions of State College. (Chapter 6, pages 10-11)

12. Finance

- a. The formula used as a basis for negotiating county contributions to the support of the local units of the Extension Service should be revised, with the cooperation of County Boards of Commissioners, to include, in addition to property valuations, factors which will definitely indicate relative work loads and staffing needs. (Chapter 6, page 10)
- b. The Committee strongly recommends a complete modernization of the Extension Service budget and of the underlying pattern of accounts records, as fully outlined in pages 7, 8, and 9 of Chapter 8. The Accounts and the budget should de-emphasize "objects" of expenditure and, instead, reflect fully and accurately, the requirements and the allocations of manpower and means, in financial terms, to each of the Program Phases and Special Projects which make up the total public services rendered by the Extension Service. The Committee believes that the Service leadership is not only willing to but would gladly put this major modernization proposal into effect. It has been discussed with Federal officials, and it is believed that no serious obstacle would arise from requirements of the Federal Service. The remaining needs are for authorization from the State Budget Bureau, and some leadership and assistance from that source in developing the new systems.
- c. Nine specific points are raised or suggestions made, pertinent to finance and accounts on pages 8 and 9, Chapter 8. Follow-up action with respect to each of these is recommended.

13. Methods and Procedures

- a. The Committee has given considerable attention and study to the long-range Extension program planning which has been done at the County level during the past eighteen months. Although criticisms of several features of the process have been brought into this report, on the whole the Program Projections developed have a high potential of usefulness. Long-term plans are certainly essential in the Extension Service field. They must, of course, be revised or overhauled at reasonable intervals. The Committee urges that when the next such overhaul is undertaken the approach, methods and techniques be modified somewhat as indicated in the detail of this report. (Chapter 8, pages 1-4)

(Long-range planning of public service activities is likely to have important impact on the State budget. No criticism of the State College authorities is intended or implied in the suggestion that somewhere at the Chief Executive level of our State Government, someone should preview all such planning ventures on the part of any and all State agencies.)

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Plans lead
of the Gov.
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What about
Pub. of Justice
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- b. The work reporting system now in use unquestionably constitutes an extremely heavy, time-consuming, and expensive burden, and is of very little aid to management. Through its comprehensive overhaul a very large amount of time and energy can be redirected into effective, productive work. Department of

Agriculture officials at Washington expressed considerable sympathy with this view, and indicated willingness to help in the corrective task. This Committee offers nine specific pertinent suggestions on pages 6 and 7, Chapter 8.

- c. The Committee suggests that the North Carolina Extension Service should be able to look to its Federal partner, more fruitfully than in the past, for constructive cooperation and advisory aid, particularly in the field of administrative management. (Chapter 8, page 7)
- d. Adjustments must be made in the day-to-day operations of County Agricultural Agents and their Assistants to make more of their time available for individual farm visits and small group demonstrations. (Chapter 8, page 11)

Similarly, in the Home Economics phase, the planned reduction in the number of Home Demonstration Club meetings actually conducted by the Agents is not alone enough. Training of Club leaders and serving as the source of program material for all varieties of Club programs outside the scope of Home Economics should also be reduced. Basically, the attitude must be changed that these Clubs are the Agents' Clubs, and that the Agents are Agents of the Clubs.

- e. It is suggested that the Service carefully consider whether greater effectiveness, both in the use of mass media and in other lines of work might be achieved by limiting the number of field workers engaging in press, radio and television activities to selected staff members with special aptitudes for such work who could be given some supplemental training. (Chapter 8, page 12)
- f. It is felt by the Committee that greater value might accrue from the total production of the Mass Media Specialist group (Information Office) in the fields of press, radio, and television with more definite focus upon high priority features of the Extension Service program and through better advanced planning and top-level direction.

The production of mimeographed material is rather startling in quantity. A thoroughgoing analysis of the necessity for so much of this is suggested. A tighter control over production orders may be essential.

14. Related Agencies

- a. In the interest particularly of the development of agricultural product processing industries in the State, more formal and continuous cooperation is urged between the Extension Service and the Commerce and Industry Division of the State Department of Conservation and Development. (Chapter 9, pages 1-2)
- b. Some central authority, probably the Budget Bureau, should serve as an advance clearing point for each marketing project proposed under the Agricultural Research and Marketing Act of 1946, to insure each agency staying in its proper field. (Chapter 9, page 2)
- c. The goals of good woodland management and maximum farm income in North Carolina would be more rapidly attained by transferring to the Extension

Service the funds now appropriated to the State Forest Service for farm forestry, and making the work purely educational, even though a small Federal grant-in-aid might be lost. (Chapter 9, pages 2-5)

15. The character of work which the Advisory Committee has endeavored to do in a necessarily limited period of time should take the form of a continuous inventory, analysis and appraisal of the management of the Service by the Service leadership itself. It should not be a "one-shot" task, or a task to be performed only at intervals of several years. In our limited studies we have observed and to some extent noted in the report, numerous management areas which presently appear to call for much more exhaustive study than we have been able to conduct. Such areas are ever-present in any sizeable organization.

We have endorsed the establishment in each County of a permanent County Advisory Committee, with specific provisions as to membership, tenure and function. A similarly constituted group to serve in the same capacity at the State level would be an equally useful adjunct to the Service leadership.

*Permanent
State Adv.
Committee*

16. Instances have come to the attention of the Advisory Committee of direct action by the General Assembly prescribing or directing that a Specialist in some subject matter field or Extension leader or Agent be added to the staff of the Service, and where such person should be officially stationed. Legislative prescriptions of this type not only constitute an encroachment upon the field and functions of management, but are very likely to disrupt sound plans of organization and finance, and create imbalance among the various features of the over-all work of the Service.