

# Cooperative Extension Service in Texas Its Objectives and Relationships



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## FOREWORD

IN order to understand the Cooperative Extension Service of the Agricultural and Mechanical College of Texas, its objectives and relationships one must know something of the whole of which it is a part. For this reason the Bulletin is divided into three parts: The Land Grant College; Cooperative Extension Service; and Broadening the Extension Program.

Acknowledgment is hereby made to Mr. Jack Shelton, Vice Director and State Agent, Texas A. & M. College Extension Service, for the chart which appears on page 15. Mr. Shelton devised this chart for use in an address.

The bulletin is for the use of agricultural organizations and any other groups or individuals that may be interested in the subject it presents.

Suggested programs are available from the Extension Service or preferably may be made by the program committees of the organizations using the bulletin with the help of the county Extension agents or organization specialists.

# Cooperative Extension Service in Texas Its Objectives and Relationships

By Maggie W. Barry, Extension Adviser in Rural Organization Work

## I.

### The Land Grant College

**T**HERE is no finer example of the satisfactory results that may come through the democratic processes of government than is revealed in the history of agricultural education in the United States during the past seventy-five years.

The impulse was born with the people and was developed by an organized effort on the part of the people exercising the rights and privileges and recognizing the obligations of citizenship.

Agricultural education was not a state or federally conceived idea nor was it a gift from public benefactor or philanthropist. It began with the creative thinking of a few individuals who realized in the early years of the development of the nation that the foundation of any permanent civilization must rest on the partnership of man and the land; that the degree of happiness, health and content this partnership would bring would depend upon the intelligence, consideration and fairness man would exercise in his use and treatment of the land.

Agriculture was so vital to the growth of the new country especially in the West and South that a number of community and county agricultural organizations sprang up in the Western states expanding into state wide organizations some of them receiving aid for agricultural education from their legislatures in the early fifties. About the same time the National Agricultural Society was formed. Through the joint efforts of these state and national groups and because of a continued expansion of farming, Congress enacted the Morrill Land Grant College Act which was signed by President Lincoln in 1862. This act, a distinguished recent historian calls "the most important piece of agricultural legislation in American history".

The act provided for the donation of public lands to the states and territories. From the sale of these lands funds might be secured that would provide an income for the "endowment, support and maintenance of at least one college" in each state for the teaching of agriculture and mechanical arts including military tactics; though other sciences and classical subjects were not to be excluded. Under this act the Agricultural and Mechanical College of Texas was established in 1876.

Since the development of agriculture was to be a joint concern of state and federal government it was necessary that a federal agency should be created to cooperate. So in the same year in which Congress enacted the Morrill bill the United States Department of Agriculture was established under the direction of a commissioner. In 1889 this department was given an executive status and the commissioner became the secretary of the department of agriculture and a member of the President's cabinet.

In spite of America's vast land resources, since the 1870's there has been an "agricultural problem" as difficult and as complex as the one of today. The industrial revolution, in its vast stride destroying and building, had enriched the industrialist but impoverished the farmer. However there were many other factors in the problem too numerous to list here and the farmer did not organize for self-protection as did industry, labor and business.

In the forward march of civilization science was the dominating movement and the government determined to give to agriculture the help of this force that was transforming the world.

This led to the enactment of the Hatch bill in 1887 providing for the establishing of experiment stations in connection with the land grant colleges.

But colleges and experiment stations were not enough. Only a limited number of young men from the farm could attend the agricultural colleges and few of those were able to go back to the farm. A great deal of the knowledge they acquired remained stored in their heads, unused packages of inert information—very little ever reached the farm and the farmer.

Vast amounts of valuable information related to farming, ranching and homemaking developed by the research laboratory remained pigeon-holed there. There must be a way to make all this available to the farm family and applicable to the specific problems on the farm and ranch and in the home.

The solution of that difficulty was the Smith-Lever Act passed by Congress in 1914 providing for the Cooperative Extension Service that would give to the agriculturist and the home maker on the farm and ranch and in the home—where the problems existed—information and expert advice as to how these problems might be solved.

The Morrill Act, the Hatch Act and the Smith-Lever Act contain the fundamental laws authorizing the establishment in every state, in cooperation with the United States, of the three fundamental institutions for agricultural education and advancement—the land grant colleges for resident instruction, the experiment stations for research, and the Cooperative Extension Service for the diffusion of knowledge made available by the other two. These laws are so flexible in their provisions that the cooperative state and Federal systems they created can easily relate themselves to new programs and new policies of the Department of Agriculture without impairing the principles involved in the Acts.

A notable example of this is the county agricultural land use planning committees. Those committees that form the basis of successful farm planning have brought into cooperation under the leadership of the Cooperative Extension Service the activities of all government agricultural agencies working with the farmer.

## II.

### The Cooperative Extension Service

The Cooperative Extension Service was the first expression, in the general education of the people, of the effect of the two great dominating impulses of the 19th century—Science and Democracy—though the authors of the Smith-Lever bill might not have been conscious of it. The complexities of economic and political life caused by the far-reaching effects of these two impulses on the simplest processes of living and government made it imperative that the people be educated or perish. The scientific laboratory had given a new method of approach to education. The scientist observed and studied the phenomena around him, analyzed and classified them, used his

knowledge and experience and proved the worth of his findings. This is the method of education by demonstration provided for in the Smith-Lever Law. The farmer, ranchman or home maker with the help of the expert analyzes his particular problem, applies to its solution the knowledge of the expert and his own experience and proves their worth. The result—a demonstration. The bill provides that the money appropriated is to be used for the diffusion of useful and practical information on subjects relating to agriculture and home economics and for the encouraging of the application of the same.

The method of education is by giving information through “field demonstrations, publications and otherwise”.

The people receiving the benefits of the bill are those not attending or resident in agricultural colleges in the several communities.

As the basis of distribution of the funds appropriated is the rural population the provisions of the bill have been interpreted as applying to rural people. The word “rural” is defined by the Bureau of the Census as including towns and villages of less than 2500 population.

The bill further provides that there should be inaugurated in connection with the land grant college in each state agricultural extension work to be carried on in cooperation with the United States Department of Agriculture.

A House concurrent resolution approved January 29, 1915 accepted for the State of Texas the provisions of the act.

Previous to the convening of the legislature, in June 1914 there had been a memorandum of understanding between the United States Department of Agriculture and the Texas A. and M. College signed by the Secretary of Agriculture and by the President of A. and M. College.

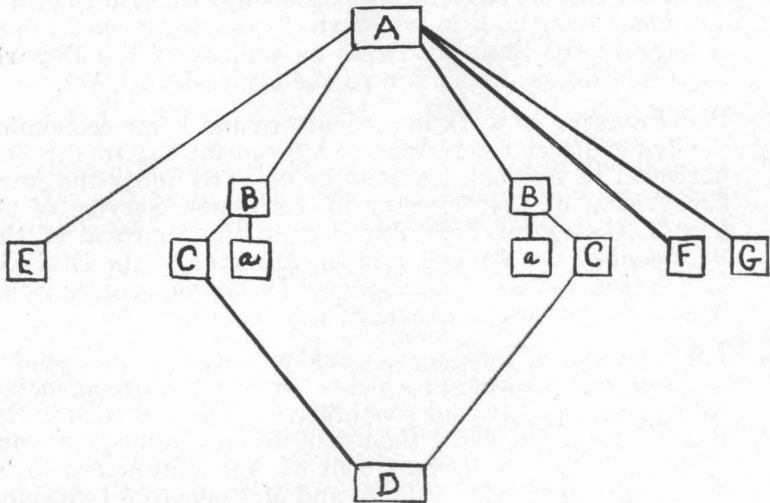
This memorandum is the fundamental general law in the light of which all questions of cooperative relationships may be determined. Provisions of this agreement are as follows:

1. An administrative agency was to be established by each institution that would be responsible for carrying out the purpose of the Smith-Lever Act.

In accordance with this the College created as one of its divisions the Cooperative Extension Service with a Director representative both of the College and of the Department of Agriculture. In the Department of Agriculture, the federal agency, was created what is now the Division of Extension.

2. This federal Division of Extension would have general supervision of all cooperative extension work in agriculture and home economics in which the Department would participate in the State of Texas as well as of the Department's business in relation to the Smith-Lever Act.
3. Plans relating to work in agriculture and home economics involving direct congressional appropriations to the Department of Agriculture must be planned under the joint supervision of the Director of Extension Service of A. and M. College of Texas, subject to the approval of the President of the College, and the Director of the Division of Extension of the United States Department of Agriculture subject to the approval of the Secretary.
4. The activities of the Service could be enlarged or extended by additional project agreements between the two agencies. All agents appointed for cooperative extension work in the state of Texas involving the use of direct congressional appropriations to the Department of Agriculture are to be joint representatives of the A. and M. College of Texas and the United States Department of Agriculture unless otherwise expressly provided for in the project agreements. The appointees must be agreeable to both parties.
5. Plans for the use of agricultural extension funds are to be made by the Extension Service subject to approval of the Secretary of Agriculture if they do not involve the use of Department funds.
6. Headquarters of the Cooperative Extension Service must be at the A. and M. College of Texas, College Station, Texas.

## Extension Service Administrative Organization in Texas



- A — General administration
- BB — State administration
- CC — District administration
- aa — Subject matter groups
- D — County administration and subject matter
- E — Executive service agency — fiscal and clerical
- F — Educational service agency — editorial
- G — Educational service agency — library

### Explanation of Diagram of Extension Service Administrative Organization in Texas

1. The objective of the Extension Service as expressed in the Smith-Lever act is to carry "useful and practical information on subjects relating to agriculture and home economics" to the families on the ranches and farmsteads in the counties of Texas by establishing demonstrations in better home making, farming and ranching.

This objective determines the point in the diagram D where all educational and administrative forces come together—the county, with resident county agricultural and home demonstration agents.



2. At the top of the diagram is A the starting point from which these forces move to this objective:

This is the general administrative office of the Extension Service of A. and M. College with a director of the entire Service and two vice directors in charge of the two general divisions of the Service and an executive assistant.

3. The administration of the work divides itself naturally into two divisions since each farmstead consists of a home and a farm or ranch to be served.

BB represents the state administrative units of these two divisions of the work, agricultural and home demonstration, with a state agent and an assistant state agent in charge of each unit respectively.

4. The state administrative units have two sub-divisions each: CC, district administrative groups, and aa, subject matter specialists groups, that carry administrative supervision and subject matter demonstration plans directly to the county where all educational and administrative forces culminate in the development of demonstrations and demonstrators.

In charge of each extension administrative district are two district agents.

The diagram does not completely indicate the relationship of the subject matter groups and the district agent groups.

In addition to the relationship indicated to the state administrative officers and to those of the county, these have a cooperative relationship to each other as defined by the respective state agents.

Having the same administrative relationship as the subject matter groups but functioning somewhat differently are 4-H club work groups with a state agent for boys' club work and one for girls' club work.

5. Attached to the general administrative office are three service agencies serving all groups in the Extension Service. These are an executive agency, E, comprising clerical and fiscal groups, and two educational service groups comprising an editorial, F, and library group, G. The executive assistant is in charge of E; the Extension Service editor is in charge of F; and the Extension Service librarian is in charge of G.

6. While the organization relationships indicated are in general fairly permanent, as the Extension Service grows there must be enlargement of the general plan, particularly of subject matter groups. The list of the Extension Service staff sent out from time to time will note these changes and relationships.

The Extension Service has cooperative relationships with many other federal and state activities dealing with related subjects.

### Sources of Revenue

The Extension Service in Texas is supported by federal, state and county appropriations.

The major federal laws under which the Service operates are: the Smith-Lever, May 1914, Capper-Ketcham, May 1928, and Bankhead-Jones 1935.

The Smith-Lever law gives \$10,000 and the Capper-Ketcham \$20,000 outright to each of the states. The remaining sum from these appropriations must be matched by the states. The fund appropriated under the Bankhead-Jones Act is a grant that does not have to be matched by the states.

Other funds embodied in the general appropriation to the Department of Agriculture are apportioned to the several states by the department.

The legislature of Texas makes appropriation for the work based upon a budget made by the fiscal authorities of the Extension work in accordance with recommendations made by the administrative authorities of the Service.

The Extension Service out of its federal and state funds appropriates a part of the money used for county agents' salaries with certain reimbursements for special travel expense.

Previous to the passage of the Smith-Lever law the Legislature of Texas in 1911 authorized county commissioners to make appropriations for Extension Work. In 1917 and again in 1927 the Legislature authorized county appropriations to be made for the purpose of establishing and conducting cooperative demonstration work in agriculture and home economics. The work must be in cooperation with the A. and M. College of Texas upon such terms as may be agreed upon by the agents

of the College with Commissioners' Courts. The courts are also authorized to appropriate and expend such sums of money as may be necessary to effectively carry on the work in the counties. This law is to be found under Article 164 Revised Statutes, 1936. The County agents' salaries are paid from Federal, state and county appropriations.

The district agent selects the corresponding county agent and determines the salary subject to the approval of the corresponding state agents, the Director of Extension and the President of Texas A. and M. College. While the court does not select or appoint the agent it has always been the policy of the Extension Service never to place an agent not acceptable to the Commissioners' Court in a particular county.

While agents are not employees of the Court they are expected to make reports of their work and its progress to the commissioners. Since the work is partly supported by county funds the court naturally feels an obligation to keep in touch with what is being accomplished.

Federal and state funds are distributed by the Service according to the respective federal and state laws in regard to appropriations made.

Policy-making, planning and developing programs within the state are the responsibility of the administrative officers of the state agency in cooperation with subject matter specialists functioning of course within the agreement of the 1914 memorandum. This is a valuable privilege as it permits a great degree of flexibility so that programs of work may be adapted not only to the farmsteads of county or community but when necessary to individual farmsteads giving the farm family full participation in planning programs that will meet their needs and desires.

### **Demonstration Work In Agriculture And Homemaking**

For the purpose of more efficient administration the Extension Service is organized into two divisions each having an administrative head under the Director. This administrative division is also in harmony with the social organization of the country. A farmstead is made up of a home and the land that sustains it. These are mutually dependent one upon the other with the family for whom the homestead exists as the unifying force. The basis for family living is economics. Upon this foundation must be built the superstructure of family life.

In building this foundation and superstructure both the father and mother are homemakers and both are users of the land for the benefit of the family. Nevertheless the woman is primarily responsible for the conduct of the home and the man for the use and development of the land. For this reason it is essential that the woman should have special training in those things that directly pertain to the conduct of the home and the man special training in those things primarily related to securing an income from the land. Both are equally responsible for the wholesomeness and happiness of the family life. Children should also share in these responsibilities in proportion to their age and understanding.

The method is by instruction in better and more skillful practices in doing the things that are primarily the responsibility of each in the life of the family. Instruction should be given in such a way as to inspire the cooperators with a willingness to demonstrate and adopt these better practices and to impart to each enough of the principles upon which the better practices are based that their many activities may be approached with a confidence of knowledge and experience. The agents and the specialists if they have the true spirit of the work will desire to keep before the demonstrator always that the ultimate purpose of the instruction, the knowledge and the demonstration is to bring to the family in the homestead a fullness of living as individuals, parents and citizens. The demonstrator also should be inspired to think of his or her demonstration as something from which others may learn to practice better methods of agriculture and homemaking.

Of the two divisions of the Service, agricultural work is employed directly with land use as a business, as a source of family food, as a means of self culture and accomplishment and united family enterprise.

In order to achieve these objectives demonstrations range in type from simple crop and stock practices to complete enterprises, such as dairying, animal husbandry, horticulture, cotton production and marketing. Combinations of such enterprises composing whole farm units in successful operation are now serving as demonstrations of all aspects of farm and ranch life.

The Texas Extension Service has had many years experience in aiding and stimulating farm people to build their own programs in communities, counties, regions and the State, and in the formulation of agricultural policies at these various levels. This experience has also included program building by commodity groups, type of farming groups and others.

Agricultural problems are being met by developing special and reasonably uniform methods for land use planning and program building by farm and ranch people themselves. The assets and liabilities of every area are being thoroughly appraised by committees of local men and women. All public agricultural and home economic agencies, State and Federal, are being brought together to serve these land use committees, each in its respective functions. By this means all services become one service available to all those whom all agencies serve.

Demonstrations of farming enterprises achieved by 4-H club members, between the ages of 10 and 21 are as effective as those by adults.

Home demonstration work, the other administrative group, gives special training to women and girls in their particular responsibility to the home and family. The basis of the work is home economics beginning in the home at what ever stage of development the woman or girl may be, moving forward or backward as she is willing to go and her needs are revealed.

In order to accomplish the three objectives of the service there have been developed in connection with home demonstration work a series of organizations of demonstrators and cooperators under the guidance and counsel of the agents.

These naturally began with the small community groups and as leadership and an understanding of the value of cooperative action developed a county wide home demonstration council was organized representative of the local clubs. The latter are independent groups controlled by constitution and by-laws of their own making. The county councils are really local advisory committees of the home demonstration staff as well as representatives of the home demonstration clubs of the county.

A few years ago the Texas Home Demonstration Association was organized with the local clubs as the units of membership. Like the clubs this Association is an independent organization with an advisory committee from the home demonstration staff.

The 4-H club girls are the most important group to which the County Home Demonstration Council is related. The girls' clubs have sponsors who are a special standing committee of the council with the Chairman of Sponsors, a voting member of the body. There are local 4-H girls' clubs and county councils similar in organization to those of the women.

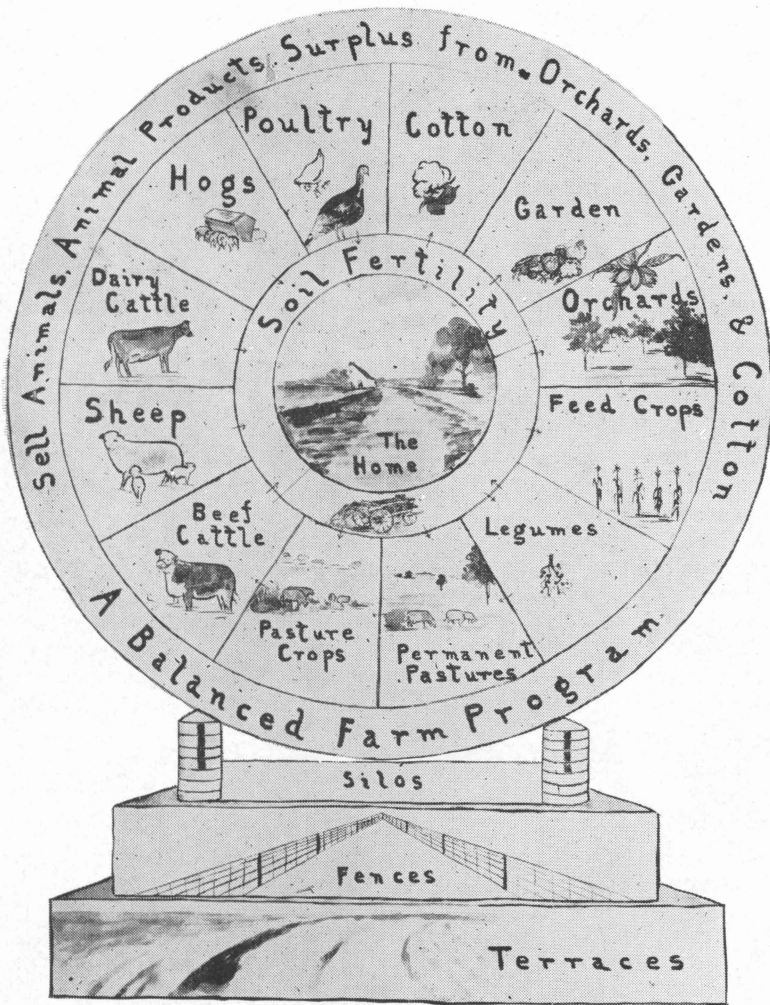
### III.

## Broadening the Extension Program

The many emergency demands on the Extension Service during the World War and their subsequent effects on agriculture retarded the next most important steps which should have been taken following the special training for the home and for the farm and ranch. Within the past year and a half a new demonstration has been developed centering around not the home or the farm or ranch but the farmstead or ranch as a whole—the Whole Farm Demonstration which means the training of men and women cooperatively for better practices in those things essential to the betterment of the farmstead as a whole.

While special separate training for the conduct of the home and the farm or ranch is essential, the farmstead is something more than just the sum of its two parts. This demonstration should give the home, the farm or ranch or more properly the farmstead—that important whole—a stable economic foundation upon which to build the superstructure of living. This superstructure of complete living for the family in the homestead is the ultimate objective of the whole Extension Service. So it was necessary that its program should include in the final analysis the normal physical and mental development of the individual members of the family, and their relations to each other. This too has been provided for by a comparatively recent provision for guidance in parent education and child development.

Had Goldsmith lived in America in the 20th instead of in England in the 18th century he might have written of the "Revival" of the deserted village and paid tribute not only to the preachers and the teachers, but to the county agricultural and home demonstration agents and the demonstrators and cooperators in Extension work.



The chart emphasizes soil fertility as being of basic importance to agriculture; and illustrates the relationship of the land and its use to the farm and ranch homes.

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