

## HISTORICAL SKETCH OF EXTENSION WORK IN KENTUCKY

by

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Before the beginning of extension work in Agriculture and Home Economics on an organized basis, the experiment stations in all the states had established through the years a multitude of contacts with the public. Members of the staff of the experiment station were in great demand at farmers' institutes and other gatherings of farm people. Their writings were sought by farm papers, and extensive correspondence was carried on with farm people and others.

In one form or another, farmers' institutes have been in existence in many states for nearly a hundred years. The latter part of the nineteenth century found them established by law in many states, and in 1896 an interstate or national convention of farmers' institute workers was called by George McKerrow to meet at Watertown, Wisconsin. Their second meeting was held at Columbus, Ohio in 1897. At that meeting the discussion by John Hamilton and others dealt with the relationship of the farmers' institute work and the extension teaching, which was already being done in various forms by several of the Land-Grant Colleges. At this meeting K. L. Butterfield suggested national aid to the Land-Grant Colleges to promote their extension activities. He again brought up the subject at the meeting of farmers' institute workers at Rochester, New York in 1899. The extension work being done in agriculture by the Land-Grant Colleges and some others, notably the University of Chicago, was usually intermingled with their university extension work in its various forms.

In 1903 Dr. Seaman A. Knapp who was associated with the Bureau of Plant Industry of the United States Department of Agriculture began putting into effect his idea that the best way to induce farm people to put better methods into operation was to induce them to perform the operations on their own premises under guidance and thus to convince themselves of the advantages of better plans and methods. The immediate impulse for Dr. Knapp's plan came from the inroads that for several years had been made by the cotton boll weevil. He advocated earlier planting, the use of earlier varieties of cotton, better cultural practices, and also diversity of crops. To induce farmers to perform the work as recommended, on their own farms, he employed agents to work in districts composed of several counties and at first offered to pay the farmer for any loss incurred in attempting the recommended methods. A fund of \$1000 to back such a guarantee was provided by citizens of Terrell, Texas; but the tests were successful and use of the fund was not required. It may be that a part of the plan grew out of

Dr. Knapp's knowledge of somewhat analagous operations a few years earlier through field experiments or demonstrations conducted under the supervision of Cornell University in his native state of New York and by other institutions elsewhere. Be that as it may, the scope of demonstrations widened from cotton to other enterprises, notable among which was the work with boys and girls, operations which at the present time are reflected in 4-H club work.

By 1905 the extent of extension work in Agriculture and Home Economics had become such that the Association of Land-Grant Colleges appointed a permanent committee on extension work.

The idea of local support for extension work was conceived about this time and came to be accepted as a sound basis for the employment of workers whose duties were to be confined to single counties.

By 1906 the General Education Board had taken such interest in the work being done by Dr. Knapp that on April 20 of that year an agreement was signed by the Secretary of Agriculture with that Board which provided that certain funds would be furnished by the Board for the distinctly educational features of the work while the Department devoted its funds to attempts to combat the boll weevil. All activities were to be carried on under the direction of the Department.

Under that plan the Board contributed \$7000 in 1906 and increased the amount year by year until 1914 when approximately \$187,500 was given. In that year Federal appropriations under the Smith-Lever Act were made by Congress and the gifts from the General Education Board were discontinued. During the period the money expended annually for this general purpose was increased from \$37,677.80 in 1906 to \$371,800.28 in 1914 and annual funds from other sources increased from \$2,800 in 1906 to \$411,179.21 in 1914.

In 1906 the Office of Farm Management was created within the Bureau of Plant Industry. Under existing legislation this office was authorized to encourage the adoption of improved methods of farm management and farm practice. The work under this plan was usually done in cooperation with the agricultural college or experiment station in each of the states in which it operated. The first county agent under this plan was appointed March 11, 1911 in Broome County, New York. From the outset this plan contemplated local participation in the expense on approximately a half and half basis.

For several years there had come suggestions of congressional appropriation for the support of extension work in agriculture and home economics. The chances for such support were greatly enhanced when the Country Life Commission appointed by President Theodore Roosevelt published its report in 1909. In one part the report said, "Each state college of agriculture should be empowered to organize, as soon as practicable, a complete department of college extension, so managed as to reach every person on the land in the state, with both information and inspiration. The work should include such forms of extension teaching as lectures,

bulletins, reading courses, correspondence courses, demonstrations, and other means of reaching the people at home and on their farms. It should be designed to forward not only the business of agriculture, but sanitation, education, home-making, and all interests of country life."

Speaking of extension work in home economics the report of the Country Life Commission said: "The relief to farm women must come through a general elevation of country living. The women must have more helps. In particular, these matters may be mentioned; development of a cooperative spirit in the home; simplification of the diet in many cases; the building of convenient and sanitary houses; providing running water in the house, and also more mechanical helps; good and convenient gardens; a less exclusive ideal of money-getting on the part of the farmer, providing better means of communication, as telephones, roads and reading circles; and developing of women's organizations. These and other agencies should relieve the woman of many of her manual burdens on the one hand, and interest her in outside activities on the other. The farm woman should have sufficient free time and strength so that she may serve the community by participating in its vital affairs."

It is interesting to those now engaged in extension work in agriculture and home economics to notice how closely the present-day scope of the work resembles the picture as set forth by the Country Life Commission. The report of the Commission reflects the influence of the experience already gained in various parts of the Country through demonstration work, notably that in the South, and the extension teaching already developed on a considerably scale by a number of institutions in other states. Through their numerous hearings conducted all over the country, the Commission heard about much of the extension work done up to that time -- most of which they were already familiar with. The committee itself was composed of able agricultural statesmen, with Dean L. H. Bailey of Cornell University as its chairman. The report of the commission was widely read and produced a profound influence over the country generally and likewise in Congress.

A bill proposing federal aid to extension work in agriculture and home economics, was introduced in the House on December 15, 1909, by Representative J. C. McLaughlin of Michigan and on January 5, 1910 a similar bill was introduced in the Senate by Senator Jonathan P. Tolliver of Iowa. During the next four years several bills were introduced in Congress some of them proposing an intermingling of vocational teaching in agriculture and home economics and other branches along with extension work in agriculture and home economics. To all of these proposals the Association of Land-Grant Colleges gave close attention. All the while the success of the extension work as it was being carried on by the Department of Agriculture and by the colleges was having its effect.

On September 6, 1913 a revised form of a bill that had previously been introduced in the House and Senate by Representative A. F. Lever of South Carolina and Senator Hoke Smith of Georgia respectively, was introduced in the House and Senate. Hearings were held and certain modifications were made. The conference report that finally resulted was ratified by the House on April 27, by the Senate on May 2, 1914, and was signed by President Woodrow Wilson on May 8.

Under the provisions of this bill \$480,000 was appropriated, this to provide \$10,000 to each of the 48 states without the requirement of offset funds. The amount appropriated was to increase by \$500,000 each year until the annual appropriation thereafter should be \$4,100,000 in addition to the original \$480,000. These additional amounts were to be offset dollar for dollar by funds raised within the states. Among the other provisions of the Act was the requirement that the extension work be conducted by the state institutions in cooperation with the U. S. Department of Agriculture according to plans agreed upon in advance, by the state institutions, and the Secretary of Agriculture under state directors representing both the Department and the colleges in the respective states.

In Kentucky, as elsewhere, the Agricultural College had for years before the passage of the Smith-Lever Act been establishing contacts with the public in many ways. The volume of correspondence upon all manner of agricultural affairs and practices increased from year to year. Members of the staff came to be used more or less regularly as speakers at farmers' institutes. The state law in Kentucky placed the farmers' institutes under the office of the Commissioner of Agriculture and required that at least one institute per year be held in each county in the state. Farmers desired to hear those members of the Experiment Station staff who had written bulletins they had been reading and to have an opportunity to ask questions. The lecturers from the college frequently equipped themselves with illustrative material which tended to increase their popularity as institute speakers. The services of college workers were sought as judges at fairs. Their habit or willingness to discuss the reasons for their decisions was popular at shows and often arrangements were made for college workers to lecture at the show grounds.

While the contacts made by the agricultural college with farm people and with those directly interested in agriculture were numerous, work in the field was necessarily done somewhat at the expense of the teaching or investigational duties for which the staff members were actually employed. There were no funds definitely provided for payment of the travel expenses of workers who undertook field work.

As early as 1907 an arrangement was effected by Dr. M. A. Scovell, Director of the Experiment Station, whereby J. C. Guthrie was detailed to the Kentucky Station by the Dairy Division of the U. S. Department of Agriculture to work among dairy farmers to help them to discover the producing capacity of the individual cows as well as feed costs, to enable them to eliminate poor producers. As a corollary to this work improved feeding practices were taught.

In 1909 Professor George Roberts, Head of the Department of Agronomy of the Experiment Station, in cooperation with Mrs. Nannie G. Faulconer, County Superintendent of Schools, organized a boys' corn club in Fayette County. In the following year such clubs were organized in several additional counties. In 1909 a number of interested farmers in central Kentucky promoted a corn show which was held in Jackson Hall, a large room on the second floor of the Market House in Lexington. Out of this show grew the interest that led to the organization of the Kentucky Corn Growers' Association.

At the State Farmers' Institute in Frankfort in February 1910, Professor Roberts, T. J. Biggerstaff of Mt. Sterling, and others advocated the organization of the Kentucky Corn Growers' Association and it was decided that its annual shows be held at Lexington. In 1911 the show was held on the University Campus in the Gymnasium while a poultry show was held at the same time in the armory, another wing of the same building. This and other activities held at the University at the same time constituted the first Farmers' Week, later to be known as the Farm and Home Convention which will be referred to later.

The work with boys' corn clubs for the first three years consisted mainly in assembling groups of boys, discussing improved methods of corn production, distributing seed of improved varieties with bulletins of instruction, and doing little if anything to follow up, although reports of results were requested at the time the seed corn was distributed. M. C. Rankin who at that time was State Commissioner of Agriculture purchased a quantity of Boone County White seed corn and presented it gratis to the club members giving each boy an amount sufficient to plant one acre.

From the beginning of organized extension or demonstration work, Dr. M. A. Scovell, Director of the Kentucky Agricultural Experiment Station, kept himself informed of its progress and accomplishments in the various states and especially after the appointment of a standing committee on Extension Teaching by the Association of Land-Grant Colleges in 1905. By 1910 after the Dolliver and McLaughlin bills had been introduced in Congress, Dr. Scovell decided to recommend the establishment of extension work on an organized basis in Kentucky, to place the University in a better position to put into effect the system of work contemplated in the bills already before Congress or which would likely be provided for in such law as might ultimately be enacted.

At that time the Experiment Station was under the Board of Control composed of certain members of the Board of Trustees of the University. On June 20, 1910, a joint meeting of the Board of Control of the Experiment Station and the Executive Committee of the Board of Trustees of the University was held at which Dr. Scovell recommended that a new department of the Experiment Station be created to be known as the Extension Department. Acting upon that recommendation, the Board passed a resolution establishing extension work in Agriculture and Home Economics as a department of the Experiment Station and appointed T. R. Bryant in charge with the rank of assistant professor. At the same meeting, the Agricultural College and the Experiment Station were consolidated, and Dr. Scovell was made Dean and Director.

No specific funds were budgeted for the prosecution of extension work except for salary and travel for the superintendent. Such expenses, mostly travel, as were incurred by others, were paid out of funds allotted to the other departments or from the farm account. Speakers were borrowed from the departments of the Experiment Station. In that same year A. J. Reed was detailed by the Dairy Division of the Bureau of Animal Industry of the U. S.

Department of Agriculture to do extension work under the supervision of the Kentucky Experiment Station according to agreed projects. In the following year, 1911, Miss Aubyn Chinn who had been placed in charge of the Department of Home Economics began to give some assistance in the holding of movable schools. These schools usually lasted for four days and the women's work for the most part was held separately from the men's sessions. To assist in the women's programs such subjects as butter-making, poultry raising, and gardening were presented by male members of the staff.

Among other duties assigned to the newly appointed superintendent of extension work was that of recruiting students for the Agricultural College, arranging their study schedules, and looking after all details of student affairs. He also arranged for short courses, one of two weeks and another of ten weeks duration in the winter season. He was also assigned to teach bacteriology and under that assignment designed the fixtures, selected the equipment and taught for two years the first courses in bacteriology that had ever been offered by the University. Even under an arrangement of that kind several rather important developments relative to extension teaching came into the situation. Perhaps the most important was the realization that came to the members of the staff of the possibilities for service to farm people through extension activities and a desire on the part of farm people for such service. This was evidenced by the fact that in 1912, when the General Assembly made an annual appropriation of \$50,000 to the Experiment Station it provided that a portion of the fund be devoted to extension work. Also during the two years immediately following the establishment of organized extension work, at least three events worthy of mention occurred. A special agricultural train with exhibits and lecturers was operated on the lines of the Southern Railway in Kentucky by the Experiment Station in cooperation with the Agricultural and Development Department of the railroad. A so-called "model dairy" was erected on the new State Fair grounds in Louisville, consisting of a dairy barn in which the tuberculin tested cows were fed and milked, and a milk handling house where the milk was cooled and bottled and where utensils were properly sterilized. A portion of the expense was paid by selling the milk at 5¢ a glass to visitors and the demand always exceeded the supply. The public interest in the model dairy was so great that the project was repeated several times at succeeding fairs.

In 1910 certain of the breed associations and the Kentucky Corn Growers Association accepted the invitation issued by T. R. Bryant and George Roberts of the Agricultural College to hold their annual meetings at the College. In 1911 a sufficient number were induced to hold their meetings at the College during the same week making possible the arrangement of a more or less coordinated program advertised as "Farmers Week." A corn show and a poultry show were arranged, the corn show being held in the room now used as a woman's gymnasium in the Alumni Hall and the poultry show in the Buell Armory in another wing of the same building. The attendance was fair and the interest was sufficient to warrant its being repeated annually.

In the year 1912 many things happened. In February of that year a measure of financial support was provided for extension work when the General Assembly made its first permanent appropriation for the Experiment Station. In March a train of nine cars was provided and operated by the six railroads that had lines in Kentucky. The train was operated for 29 days, making usually four stops daily and holding a night meeting in the town where it was to stay over night. The cars were equipped with illustrative material and exhibits by the College. The Commissioner of Agriculture cooperated by paying for a pullman and a dining car in which the staff were quartered and fed. The exhibits represented all the principal branches of agriculture and home economics and included live poultry and cattle. A flat car at the rear end served as an exhibit platform for livestock during the judging schools. As special helpers on this train, Joseph E. Wing of Ohio, E. C. Martindale of Indiana, and Miss Neale S. Knowles of Iowa were employed. Their lectures and demonstrations were very effective supplements to the work of the members of the Station staff. The favorable publicity that attended and which followed the operation of that train created a demand for the services of extension workers in excess of their ability to supply, a condition that had not always obtained, and this demand has continued to the present.

On August 15, 1912 Dr. Scovell died. This untimely loss occurred at a time when extension work was taking form and gaining much public recognition and approval. About a month before his death Dr. Scovell had sent the Superintendent of Extension to Michigan to a meeting of the National Poultry Association, in hopes of locating a suitable man to serve as an extension field agent in poultry work, and perhaps one or two workers in other lines. No suitable man for poultry work was found, but a field agent in agronomy, H. B. Hendrick, and one in horticulture, J. H. Carmody, were employed. They reported for duty on September 1, 1912, a few days after Dr. Scovell's death.

In 1912 arrangements were perfected with the State Fair Board to hold a boys' camp at the Fair. Under the arrangement boys who had excelled in club work were to be appointed by the Superintendent of Extension to attend the camp with expenses paid by the Fair Board. About a hundred boys attended that camp, and the plan has been pursued each year since that time. On several of these occasions the University made a contribution of \$600.

Among the first activities undertaken after the coming of the first full-time extension specialists was a series of movable schools designed to do work similar to that of farmers' institutes except that the schools continued for four days and made extensive use of exhibits and illustrative material and made little effort to attract large numbers but required in advance a suitable hall and a pledged attendance. During the succeeding two years the movable school staff usually consisted of the Superintendent of Extension who taught animal industry, while Mr. Hendrick taught agronomy and Mr. Carmody horticulture. Under the plan each teacher held one class in the forenoon and one in the afternoon which made a well-filled day for the farmers attending. Often, if the enrollment was large, other members of the Experiment Station staff were borrowed. On

numerous occasions a sufficient interest was manifested in Home Economics to warrant providing special instruction in a separate room for women. The plan worked admirably. In later years the principal modification was toward confining the subjects taught to one or two but the plan of using illustrative material still held good. By this time it was possible to arrange for a sufficient amount of follow-up work, to give the movable school plan a great advantage over the former farmers' institute plan.

Previous to the first series of movable schools a portable exhibit for county fairs had been provided. The exhibits were designed to teach specific lessons and were arranged in large flat boxes that opened like books. This made it possible to display the exhibit mainly by opening these cases with the exhibits already fastened on their inner sides. These exhibits were in great demand by county fairs which were willing to pay all local expenses.

The year 1912 also marked the appointment of the first county extension agents. An allotment of funds to Kentucky was made under the arrangement for "field studies and farm demonstrations," then being administered by the Office of Farm Management of the U. S. Department of Agriculture.

Dr. W. J. Spillman, Chief of that Office sent Dr. C. B. Smith and C. S. Arnold to the University of Kentucky. They discussed the plan with the Superintendent of Extension with the result that a fund sufficient to start the work in four counties was allotted to Kentucky with the provision that each county was to provide funds to defray approximately half the cost. Doubt existed as to the probability of finding four counties willing to provide funds for this plan which at that time was unknown in the state. The creation of interest, although a difficult assignment, was accomplished with surprising success. By the following spring seven agents had been put to work and arrangements had been completed for the eighth. The fact that the goal of four agents was soon passed, made it necessary to apply to the Office of Farm Management for the allotment of additional funds to Kentucky. The Superintendent of Extension in Kentucky was given an additional allotment of funds sufficient to install agents in three additional counties and was assured of a slight increase with the beginning of the next fiscal year July 1, 1913. The names of the first eight county agents, the counties in which they were appointed and the dates were as follows:

Frank Montgomery	Southern Madison and Rockcastle	September 1, 1912
Charles A. Mahan	Henderson	October 1, 1912
Nat T. Frame	Jefferson	February 1, 1913
John E. Nicoll	Warren	February 1, 1913
P. W. Bushong	Metcalfe	March 1, 1913
Geoffrey Morgan	Christian	March 1, 1913
O. B. Burrell	Daviess	March 16, 1913
F. E. Merriman	Muhlenberg	April 1, 1913



While the actual appointment of Geoffrey Morgan in Christian county antedated those of O. B. Burrell in Daviess and F. E. Merriman, Muhlenberg county, commitment of the last available Government funds for the fiscal year had been made in Daviess and Muhlenberg counties while negotiations were still pending in Christian. As a consequence, Christian county provided all the funds from March 1 to June 30. Burrell, the agent in Daviess, did not report for duty until March 16 and Merriman in Muhlenberg April 11, 1913.

On September 20, 1912, Dr. Joseph H. Kastle who in 1910 had been brought back to Kentucky as research chemist on recommendation of Dr. Scovell, succeeded Dr. Scovell as Dean of the College of Agriculture and Director of the Experiment Station.

In 1913 there was begun county extension work in Home Economics. Mrs. Helen B. Wolcott was appointed state agent on October 1, 1913 to organize extension work in Home Economics, through county workers. It is noticeable that most of the early appointments of county workers in Home economics were short term appointments with funds provided by the U. S. Department of Agriculture and the State Commissioner of Agriculture as well as certain small amounts from local sources. The reason for the shortness of some of the appointments is probably found in the early popularity of canning work, carried on mainly with girls. It was found possible to obtain sufficient money to appoint these women, some of them colored women, for the summer months to give instruction in canning which was not only useful but often profitable to girls and women. Many of the girls grew the vegetables, principally tomatoes, and kept records of their operations, expenses and receipts. Some of the early appointments of home demonstration agents were as follows:

Mrs. Brenda D. Elam	Magoffin	February 1, 1914
Miss Ella C. Carson	Rockcastle	February 1, 1914
Miss Clara L. Vogel	Madison	February 1, 1914
Mrs. Eloise N. Graves	Christian	February 11, 1914
Miss Minnie E. Worthington	Daviess	February 11, 1914
Miss Rheda Siler	Whitley	February 23, 1914
Miss Mary I. Morton	Logan	March 4, 1914
Miss Edith M. Condit	Harlan	March 25, 1914
Miss Sallie B. Black	Laurel	April 6, 1914
Mrs. Margaret D. Jonas	Henderson	April 8, 1914
Mrs. Annie B. Goddard	Mercer	May 1, 1914
Miss Iris Boggess	Muhlenberg	May 27, 1914

The following colored agents worked for a few months during the summer of 1914:

Miss Florence G. Anderson	Clark
Miss Lula L. Coleman	Daviess
Mrs. Julia Melton	Christian
Mrs. Mollie Poston	Christian
Mrs. Ella B. Taylor	Fayette

The passing of Dr. Scovell in 1912 may have been responsible for certain developments in the Extension field that created some confusion and which perhaps retarded orderly development for a time. As early as 1912, Western Kentucky Normal School at Bowling Green, began in a limited way to conduct boys' corn club work, similar to that being carried on by the Experiment Station through its Extension Department. In connection with the work at Bowling Green a most unfortunate incident occurred. A Warren County boy was awarded a free trip to Washington as a prize. Arriving in Washington unattended he found lodging in a boarding house, blew out the gas light and was suffocated. The consequent publicity did not tend to popularize the club idea but despite that fact, club work continued with reasonable success.

In the spring of 1913, Dr. Fred Mutchler of the Western Normal School at Bowling Green and J. W. Newman, Commissioner of Agriculture of Kentucky went to Washington and discussed with Dr. Bradford Knapp, in charge of the Co-operative Demonstration work in the South, a plan which they advocated for the conduct of demonstration work in Kentucky. Dr. Knapp approved their plan and at their invitation made a visit of several days to Kentucky and went to different points in the state with Dr. Mutchler. The result of that visit was a memorandum of understanding signed on July 1, 1913 by William A. Taylor, Chief of the Bureau of Plant Industry; H. H. Cherry, President, Western Kentucky Normal School; J. G. Crabbe, President, Eastern Kentucky Normal School; J. W. Newman, Commissioner of Agriculture of Kentucky; Joseph H. Kastle, Dean and Director, College of Agriculture, University of Kentucky, and H. S. Barker, President, University of Kentucky.

Under the terms of this memorandum those signing the memorandum constituted themselves a committee or board to control the conduct of farm demonstration work. The U. S. Department of Agriculture was to put at the disposal of this board such funds as should come into its hands through grants from the General Education Board or through Congressional appropriations for farm demonstration work. The University and the normal schools and the State Department of Agriculture were to put at the disposal of this board such money as might be authorized for such purposes by their respective boards. A woman in charge of girls' canning and poultry clubs was to be stationed in the office of the Commissioner of Agriculture at Frankfort but was to be under the direction of a state agent (Dr. Mutchler) in charge of all demonstration work, located at the University of Kentucky. There was to be a district agent located in Bowling Green. Dr. Mutchler's office was moved to the Experiment Station. The existence of the memorandum of understanding was not publicly announced and some of its provisions were never put into effect, such as putting a woman in the office of Commissioner of Agriculture. In his report to the Board of Trustees, December 9, 1913, President Barker stated that in addition to the extension work done by the University through its own agents and employees, the U. S. Department of Agriculture was then cooperating with all the agricultural forces in the State. He told of the Board that had been set up stating that Dr. Knapp was head of that board and that the board was acting in unison with the State Department of Agriculture and the Extension Department of the University.

The Smith-Lever extension act was passed by Congress in 1914 and was signed by President Wilson on May 8. Upon recommendation of Director Kastle, Dr. Fred Mutchler was appointed Superintendent of Extension work under the provisions of the Smith-Lever Act. This was approved by Dr. Bradford Knapp, in charge of extension work in the southern states for the U. S. Department of Agriculture. Dr. C. B. Smith had been placed in charge of northern and western states. Both branches were made a part of the States Relations Service, under the general direction of Dr. A. C. True when that service was established July 1, 1915.

The work in Home Economics in Kentucky was divided into two branches, known as Home Demonstration Work through specialists under Miss Mary E. Sweeney who was head of the Department of Home Economics in the College and Home Demonstration Work through Home Demonstration Agents under Mrs. Helen B. Wolcott,

After the passage of the Smith-Lever Act the personnel and the scope and volume of activities increased rather rapidly. County workers as well as supervisory officers and specialists in subject matter were added as rapidly as funds became available and counties appropriated their share of the necessary funds. Several of the counties among the first to employ agents had already been assisted by the Council of North American Grain Exchanges to which Julius Rosenwald had provided sufficient funds to give \$1000 to each of 100 counties in the United States to employ county agents.

Since the biennial session of the Kentucky General Assembly had adjourned only a few weeks before the passage of the Smith-Lever Law, Governor McCreary as authorized under that law accepted the provisions of that law, in behalf of Kentucky and designated the University of Kentucky as the institution to carry on the work. On March 15, 1916 the General Assembly adopted a resolution accepting the provisions of the Smith-Lever Act and appropriated \$18,000 annually to help to meet the offset requirements. This act also specifically authorized county fiscal courts and boards of education to appropriate such amounts of money as they deemed proper for the employment of county extension workers in cooperation with the University of Kentucky and the U. S. Department of Agriculture.

On July 2, 1914 a memorandum of understanding was signed by the Secretary of Agriculture, David F. Huston, and President H. S. Barker of the University of Kentucky. In this memorandum an administrative division was set up, and it was stipulated that all extension work in agriculture and home economics performed by either the U. S. Department of Agriculture or the University would be administered through the newly created division.

Progress under the new arrangement was fairly satisfactory, but experience and precedent were lacking and some degree of misunderstanding became apparent from time to time. The functions, prerogatives and duties of the colleges as related to the U. S. Department of Agriculture were not fully defined in all their details. In Kentucky the responsibilities, rights, and duties of the newly appointed Superintendent of Extension in relation to those of the Dean of the College of

Agriculture were not in all respects fully understood by all concerned. This entailed a measure of doubt on some occasions relative to the proper use of certain funds, the exact procedure to be followed in the making of appointments, and also in regard to the correct classification of some activities as to whether or not they should be supported by Extension or by the Experiment Station.

During the period of about three years between the passage of the Smith-Lever law and the entry of the United States into the World War there was also a noticeable tendency for extension work to be carried on by the Extension Division without sufficiently close coordination with the other phases of work being carried on by the College of Agriculture. Appointments were made and duties assigned with little or no consultation with subject-matter departments and sometimes with only perfunctory approval by the Dean of the College.

In August 1916 Dr. Kastle was relieved of his duties as Dean of the College of Agriculture but retained his duties as Director of the Experiment Station. Professor George Roberts was appointed as Acting Dean of the College of Agriculture. Dr. Kastle died on September 24, 1916 and Dr. A. M. Peter, Vice Director of the Experiment Station, assumed the duties of the Director of the Experiment Station.

On January 10, 1917, Professor George Roberts, Acting Dean, presented a memorandum signed by the members of the staff of the Agricultural College for the consideration of the Board of Trustees of the University in which the relationships and functions of the officers of administration were set forth under the organization of the University and under the provisions of various laws having to do with such matters and with respect to the Memorandum of Understanding signed in July 1914 by the President of the University and the Secretary of Agriculture. The relationships as set forth in that document were approved by the Executive Committee of the Board of Trustees in January 1917 and this served to clarify the situation.

A resolution of the Board of Trustees in December 1916 provided for an investigation of the entire University organization, personnel, and method of operation. The Board appointed from its own members as investigating committee composed of Robert G. Gordon, J. Irvine Lyle, J. A. Amon, James W. Turner, and H. W. Froman.

This committee, by authority of the Board retained the services of three experienced educators to serve as a Survey Commission. These were K. C. Babcock and Charles M. McConn, both of the University of Illinois and Thomas F. Kane of Olivet College at Olivet, Michigan.

The Investigating Committee approved all but a few of the recommendations of the Survey Commission and in turn they were approved by the Board.

Among the 69 definite recommendations of the commission were the following:

1. Reduction of number of members of the Board of Trustees.
2. That the president should not be a member of the Board.
3. That the lack of an adequate conception of the presidency has been the most important single cause of the difficulties.
4. Discontinuance of boards and committees of the Board of Trustees that were in control of extension and other subdivisions of the University.
5. That recommendations pass through department heads to deans and to the President and through him to the Board.
6. Granting the right to subordinates to appeal to the Board.
7. The appointment of a president possessing more extensive scholarship and educational experience than that possessed by President Barker.
8. A better and more centralized business system.
9. That all home economics work, resident and extension, be under one head.
10. That the extension committee of the Board created by law March 15, 1916 be reorganized if proper legal authority could be obtained and that the committee thereafter act only in an advisory capacity to the Board of Trustees.
11. That all appointments and acts of the Director of Extension be made with the approval of the Dean of the College of Agriculture and that any future violations of that plan be summarily dealt with.
12. That minutes of the Board being public records should be open to inspection and that copies be provided to any citizen of the State who requested them.

The Board of Trustees June 7, 1917 appointed a committee composed of Judge Richard C. Stoll, J. I. Lyle, Robert G. Gordon, and Frank McKee from the Board and Professors George Roberts, W. E. Freeman, and Paul P. Boyd representing the faculty, to recommend a man or men to be considered for the presidency. On August 15, 1917 this committee recommended that the Presidency be tendered to Dr. Frank L. McVey, then President of the University of North Dakota, at Grand Forks, and the Board of Trustees resolved to tender the presidency to Dr. McVey. He accepted and assumed his duties in the fall of 1917.

Upon the recommendation of President McVey, Thomas P. Cooper, then Director of the North Dakota Experiment Station and Extension Division, was appointed Dean of the College of Agriculture and Director of the Experiment Station. He assumed his new position on January 1, 1918.

The third and last agricultural train sponsored by the Extension Division was operated July 15-24, 1914. This train dealt with horticulture, poultry, and forestry. It operated over the lines of the L & N Railway in southeastern Kentucky. The forestry section was provided by the railroad with H. B. Holroyd in charge. The college equipped the other sections and furnished the personnel with T. R. Bryant in charge.

The first boys' club camp, a two day affair, was held in Ballard county in the summer of 1916 by County Agent Dudley Hall, assisted by members of the extension staff.

At the beginning of county extension agent work the theory was that it was advantageous, where possible, to appoint an agent in his or her home county. It was felt that the acquaintance of a local person with home conditions and home people should be a great advantage. The disadvantages of this plan first appeared when aspirants, sometimes not well-qualified for county agent work influenced local appropriations, made sometimes on condition of the appointment of that person. Local jealousies often appeared. By the time it had become fully apparent that the appointment of local persons was undesirable, the World War came on, creating a scarcity of candidates. The war was followed by a period of high prices and abundant opportunity for eligible candidates to get commercial positions at high salaries. The consequence was that in 1920, coincident with the appointment of a new state leader of county agents, Mr. C. A. Mahan, it became a fixed policy not to employ county workers in their home counties. Mr. Mahan was the first full time county agent appointed in Kentucky. Frank Montgomery, appointed a month earlier at Berea College, was to teach part time and do part time extension work. Mr. Mahan, after his service in Henderson County, had served as county agent in Indiana and Ohio and had been made a district agent in Ohio before returning to Kentucky as state agent.

Extension activities were devoted to matters of production, soil conservation, club work, and the various phases of home economics. No organized department for marketing advice and information was set up until August 15, 1917, when such a service was established and John R. Humphrey was placed in charge.

From the passage of the Smith-Lever Act, the supervisory officers required by the rapidly increasing numbers of county workers were appointed at their place of residence and were allowed to supervise their work from offices established in their home counties. The state leader of county agents, Geoffrey Morgan, had his office in Richmond. Other supervisors had offices in Hopkinsville, Bowling Green, Paducah, Pikeville, Louisville, and London. After experience demonstrated that these officers should be located at the College, the state leader was brought to the college and as opportunity permitted, vacancies were filled by supervisors located at the University.

Dr. Fred Mutchler who has been Superintendent of Extension since July 1914 resigned in 1919. He was relieved of regular service in February 1919, and his resignation became fully effective July 1, 1919. The Dean of the College of Agriculture was designated as Director of all the work of the Agricultural College including Extension, thus accomplishing complete coordination of all the work of the Agricultural College. Professor Roberts was to be Assistant Dean and T. R. Bryant, Assistant Director of Extension. Mrs. Helen B. Woolcott who had become state leader of home demonstration agents on October 1, 1913, resigned on January 1, 1919 and Miss Gertrude McCheyne succeeded her on September 18, 1919. She served only a year and a half, resigning on August 31, 1920 to be

succeeded on November 29, 1920 by Miss Margaret Whittmore who was state agent until June 22, 1923. The duties of the office were discharged by Miss Lulie Logan until Miss Myrtle Weldon was appointed on June 1, 1924.

#### Extension Activities During the World War

When the United States entered the World War in April 1917, profound changes were made in the demands upon extension workers. Measures were taken on a nation-wide scale to increase production of fuel and food and also to conserve these materials. Many slogans were sounded and among them, the one most urgently placed before extension workers declared that "Food Will Win The War." The United States was called upon to provide large quantities of food materials for the Allies as well as for the American forces. A food administration was set up as well as one for fuel and State Councils of Defense to supplement the work of the National Council. While many agencies demanded help from extension workers, the most urgent demand was that Extension devise means for increasing and conserving the food supply. Great emphasis was laid upon the importance of wheat and increased production was asked, despite many young men being taken into military service. The home economics forces were asked to bring about changed dietary habits, to devise recipes using wheat substitutes and meat substitutes. Wheatless and meatless days in each week were proclaimed as patriotic measures and sugar, although selling for 30¢ and upward per pound, was rationed and hoarding prohibited. Home economics workers were also called upon to redouble the efforts toward preserving, canning, and desiccating farm and garden products. To make the problem worse, the ranks of extension workers were thinned by many workers being drawn into active military service. In August 1917 Congress appropriated an emergency fund for extension, amounting to \$4,348,400 of which the allotment to Kentucky was \$84,000. This was to be used principally to place county workers in Agriculture and Home Economics in counties not already having such agents. The congressional appropriation was increased on November 21, 1918 to \$6,100,000. Extension workers turned aside often to lend effective help in campaigns for the sale of Liberty Bonds and in Red Cross drives. When the influenza epidemic came in the fall and winter of 1918-19 many extension agents aided in nursing and otherwise relieving the burdens added by that situation. The depletion of manpower on farms caused agents to redouble their efforts in teaching labor-saving methods such as double hitching of teams. In the early spring of 1918 it was found by testing seed corn that the early frost in the fall of 1917 and the hard winter had greatly damaged the vitality of seed corn in wide areas. Profiteering in the limited supplies of good seed corn set in at once. In order to meet that situation, extension workers in deficit areas organized farmers to pool orders at reasonable prices and other agents in surplus areas organized supplies and thus successfully met the situation. The best figures available indicated that due in large measure to the efforts of extension workers, the area of farm crops was increased by 11,000,000 acres in the United States, despite the shortage of farm laborers. It should be said that the prevailing high prices may have been the principal stimulus although patriotism should be duly credited. The situation was

On March 31, 1920 Geoffrey Morgan who was State Leader of County Agricultural Agents resigned and was elected Secretary of the Kentucky Farm Bureau Federation by the Board of Directors and held that position for three years.

The General Assembly of Kentucky in 1920 enacted a law under which a county farm bureau under certain conditions could demand from the county an appropriation for county extension agents equal to twice the amount in the bureau treasury, but not to exceed certain amounts in counties with assessed valuations of specified amounts. In order to demand such appropriations, the bureau in question was required to have a minimum of 100 bona fide members, who were owners or operators of farms, and must have not less than \$500 in its treasury. Money provided by the county was required to be used for the salary or expenses of agents jointly employed by the farm bureau, the University of Kentucky, and the U. S. Department of Agriculture. The existence of that law on some occasions proved advantageous.

At a convention in Chicago, November 12 and 13, 1919, The American Farm Bureau was organized. James R. Howard of Iowa was elected president; S. L. Strivings of New York, vice president, and John Crenshaw of Kentucky, treasurer. The directors then appointed J. W. Coverdale of Iowa who had been leader of county agents in that state to be secretary.

Already experience had begun to bring about questions as to the proper relationship of extension workers to farm bureaus and this questioning was accelerated after the formation of the American Farm Bureau Federation. The situation resulted in a memorandum setting forth the relationships thought most advantageous and proper. This memorandum was signed April 21, 1921 by J. R. Howard for the Farm Bureaus and A. C. True, Director of States Relations Service of the U. S. Department of Agriculture, representing the Extension Service. While a close relationship was still recognized under this memorandum it was made clear that it would not be as intimate a relationship as had evidently been conceived by enthusiastic promoters on both sides, a short time previously. The lines of demarkation were especially noticeable in such matters as the solicitation of memberships, the handling of funds and engaging in commercial enterprises. In Kentucky the signing of this memorandum had slight effect because in the main it coincided with the policy to which the University of Kentucky had held all along. It did serve to an extent to reinforce and vindicate the University in its policy.

#### Development of 4-H Club Work

As indicated previously club work for boys and girls began in 1909 in a few localities in Kentucky. The members were nearly all boys who engaged in growing corn. The Commissioner of Agriculture and the Western Kentucky Normal School at Bowling Green engaged to a limited extent, a short time later in fostering this work, along with the University. The activities of the club members were confined almost entirely to the projects themselves except for occasional corn shows.



By 1911 pig clubs were undertaken and by 1912 poultry clubs. Also in 1912 the idea of canning clubs for girls began to receive attention and in 1914 a number of women agents were appointed, several of them for short periods during the canning season. Soon after the passage of the Smith-Lever law, B. G. Nelson of Hopkinsville was in charge of corn clubs, H. W. Rickey of poultry clubs and Otis Kercher of pig clubs. Soon, however, Mr. Rickey resigned and B. G. Nelson came to devote his time to the work of supervising county agents in Hopkinsville area and Otis Kercher became state leader of 4-H clubs in which capacity he continued until after the war, being succeeded by Carl Buckler, March 1, 1920, who continued in that capacity until 1924 when he was succeeded by J. W. Whitehouse who has been county agent in Daviess County and later Assistant State Agent for county agents. It was during the period of service of Mr. Buckler that county vacation camps were popularized and the annual Junior Week at the University was inaugurated. Later, county achievement days, regional and state shows, and national club camp and participation in such national shows as the International Live Stock Exposition were added to the scope of activities of 4-H clubs. Demonstration teams became popular in nearly all counties. These teams, each composed of two or three boys or girls, demonstrate practices in agriculture or in home economics. Elimination contests are held in counties and in the state contest the best teams from the respective counties participate.

The boys' camp at the State Fair was originated in 1912, and the following year an educational exhibit was installed at the State Fair. Each year since that time the camp has been held and the educational exhibit has been expanded and improved. The activities of the boys at the State Fair soon came to embrace judging contests in corn, poultry, and livestock.

County club agents have never been employed in Kentucky. A policy has been followed of placing responsibility for the 4-H club program upon the county agent. In counties with agents in both agriculture and home economics the responsibility has been carried by these agents jointly. Success has been achieved primarily by enlisting and training large numbers of volunteer local leaders. It would be impossible to say too much in praise of these unpaid benefactors of the 4-H club members.

The steady increase in the number of club members and the quality of their work has been promoted by several other factors. The diversity of the program, definiteness of objectives and instructions, the interest and financial support of business people have been valuable contributions to success. Camps; contests, local, state-wide, and nation-wide; and the annual Junior Week at the University enriched the program and have engaged the interest and support of increasing numbers of club members, adult leaders, and of the public in general. Each approved project is supported by appropriate literature with specific instructions.

The design contemplates a community club composed of project groups, each under a competent leader.

The development of Utopia Clubs for young men and women above 4-H Club age was undertaken in 1930 under the leadership of Carl W. Jones and holds the interest of the young people until they come under the influence of the regular extension program for adults.

### Agricultural Adjustment Administration

The Agricultural Adjustment Act of Congress had its first effect in the acreage adjustment of the wheat crop sown in the fall of 1933. The Extension Service over the entire U. S. was requested to put the provisions of the Act into effect. When in the spring of 1934 the operations of the Act began to affect other crops and was also applied to swine production, the intricacies of the plan multiplied. Rulings made under the Act were amended and altered frequently which greatly complicated the situation. The utmost efforts of the entire Extension staff were required to give the necessary assistance to the committees of farmers that were set up for the purpose of administration. Not only were the time and energies of county agents and their supervisors virtually monopolized by the adjustment program, but it became necessary to use subject-matter extension specialists and even members of the Experiment Station staff.

The situation had the effect of making necessary the presence of a county agent in every county in the State. At the advent of the Adjustment program only 84 of the 120 counties had agents, but in the course of a few months practically every county had made provision to employ an agent in order to participate in the benefit payments. This exceeded the ability of the University in the matter of funds and created the problem of finding suitable men and acquainting them with the intricacies of the program. The financial problem was solved in a measure by the allotment by the Agricultural Adjustment Administration of certain of its funds toward the payment of the salaries of the added workers. For this stop-gap arrangement the provisions of the Bankhead-Jones Act of Congress, June 29, 1935, were substituted. Under this Act Kentucky received \$289,850 in the fiscal year ending June 30, 1936. This amount increased each year for four years to \$405,170.68 in 1939. This provision might have taken care of the added personnel necessary to carry the added duties, but in 1936 very severe cuts were made in other federal funds allotted to Kentucky, approaching extinction. This fact so far offset the increases under the Bankhead-Jones Act as to create another vexing question of finances and personnel in the presence of added responsibilities.

In January 1936 the Supreme Court held portions of the Agricultural Adjustment Act unconstitutional. The result was the enactment of another law a few weeks later in which the emphasis was shifted from direct curtailment of production to farm plans that would tend to conserve soil and water resources. The curtailment of the acreage of small grain and of tilled crops was involved as a part of the conditions declared to be in the interest of soil conservation. The program was not simplified but from the standpoint of the Extension Service bore the advantage of offering payments for doing certain things that the Extension

Service had always advocated. Among these were the practice of devoting marginal lands to permanent pasture, the increased use of lime and phosphate, terracing land and otherwise impeding erosion, improving pastures, and adopting approved forestry practices.

Even with the time and resources of Extension Workers so encumbered with the duties of the adjustment program and with various newly created governmental agencies making constant demands for help from them, a creditable program of the usual extension activities was kept in operation. Extension workers were aware of the danger of allowing their former enterprises to want for attention and the people of the counties insisted upon their not being neglected. They could not reconcile themselves to even a partial suspension of work with 4-H clubs, with poultry and livestock improvement, or with cooperative enterprises. The accomplishment that was made, was possible in large measure through the unpaid services of large numbers of local volunteer leaders to whose training the Extension Workers devoted a large portion of their attention.

Number of County Extension Agents in Kentucky by Years, 1912-1939

<u>Year</u>	<u>County Agents</u>	<u>Home Demonstration Agents</u>
1912	2	0
1913	8	0
1914	28	13*f
1915	39	19
1916	47	24
1917	45	27
1918	90	96
1919	71	74
1920	53	18
1921	61	19
1922	61	26
1923	59	24
1924	67	24
1925	72	24
1926	71	25
1927	70	21
1928	86	20
1929	90	26
1930	85	26
1931	95	33
1932	88	29
1933	83	30
1934	112	28
1935	115	26
1936	118	41
1937	119	49
1938	120	50
1939	120	50

\* Most of these agents were appointed for only four months, during the summer of 1914.

f Five colored home demonstration agents in addition were employed for one or two months during the summer of 1914.

4-H Club Enrollment and Completions

	Enrolled	Completed	
f 1915	627	501	
1916	3075	2460	
1917	3887	3181	
1918	5967	4773	
1919	6455	5164	
1920	8519	6815	
1921	19543	15634	
1922	20583	16466	
1923	19561	15648	
1924	18548	9365	
127,258	20493	12311	Club Projects*
1926	17096	11369	
1927	15868	11125	
1928	16572	12346	
1929	21592	15407	
1930	20460	15211	
1931	20950	16290	
1932	22577	18734	
1933	24720	20246	
1934	23876	18729	
1935	24316	19605	
1936	33316	26135	
1937	37512	30297	
319,942	41087	33958	Club Members

f The records prior to 1915 are not sufficiently classified to convey an accurate statement of numbers.

\* Until 1926 it was the accepted custom to report in terms of projects rather than individuals. Some club members carried two or more projects. Beginning in 1926 reports were made in terms of individuals.