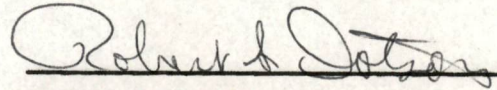


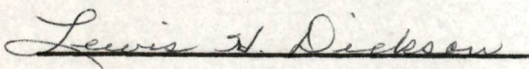
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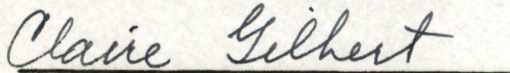
To the Graduate Council:

I am submitting herewith a thesis written by Bangalore J. Nanjundappa entitled "Selected Aspects of the Administrative-Supervisory Role of County Extension Directors." I recommend that it be accepted for nine quarter hours of credit in partial fulfillment of the requirements for the degree of Master of Science, with a major in Agricultural Extension.

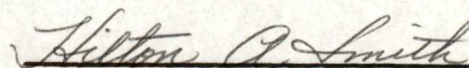

Major Professor

We have read this thesis and
recommend its acceptance:





Accepted for the Council:


Dean of the Graduate School

SELECTED ASPECTS OF THE ADMINISTRATIVE-
SUPERVISORY ROLE OF COUNTY
EXTENSION DIRECTORS

A Thesis
Presented to
the Graduate Council of
The University of Tennessee

In Partial Fulfillment
of the Requirements for the Degree
Master of Science

by
Bangalore J. Nanjundappa

December 1963

22
33

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CHAPTER I

INTRODUCTION

Rapid advances in science and technology, particularly during the last two decades, have resulted in creation of new problems to be attacked and solved by the rural people of the United States and Cooperative Extension Service personnel who serve them. In this interactive process in the Cooperative Extension Service has developed a highly complex organization employing specialized groups of administrators, supervisors, subject matter specialists and agents at different levels in the hierarchy. The organization of the present-day Cooperative Extension Service represents a somewhat radical departure from the original one. Alterations and changes have been made to meet the growing special needs of the people in appropriate areas of Extension program emphasis. (1:8)* Such a change has led to an increasing bureaucratization of the Cooperative Extension Service. Bureaucracy here connotes any modern organization that has evolved from its earlier forms by passing through increasingly greater levels of specialization.

In the earlier periods the Extension organization depended more on the "line of command" concept than it does at the time of

*Numbers in the parentheses refer to numbered references in the bibliography; those after the colon are page numbers.

this study. The superior officer could tell his subordinates what to do because he was in a better position to master the somewhat limited knowledge and to have the technical competence to do so. With the rapid progress of science and technology in recent decades, it has become more difficult for the superior officer to develop all the competencies necessary for command. At the same time, he has retained the right to command as a part of his role.

Furthermore, bureaucratization of the Cooperative Extension Service also has meant that a great structure of specialized competencies has grown up around the organization's chain of command. The modern organization has grown in size in order to meet the growing demands devolving on the Extension organization. As more specialists have joined the organization, they have been grouped into units, and the units into larger units. These larger units have become what might be called "bureaus" and the organization resulting from such a process is commonly referred to as a "bureaucracy." (19:13)

As Extension's bureaucratic form has developed, associated as it has been with increased specialization, the most stubborn problem blocking effective organizational functioning, as with other bureaucratic structures (19:4), appears to be the difficulty of providing necessary leadership for a completely effectual staff effort at each of the various levels in the hierarchy.

Some of the supporting facts relative to the bureaucratization of the Cooperative Extension Service are, that during the

period 1915-1963 the number of Extension directors and assistant directors increased from fifty to one hundred and fifty. In the same period the number of county Extension agents (County Agricultural Agents, Home Demonstration Agents, 4-H Club Agents and/or their assistants) increased from 1,440 to 10,864. (12:1) Likewise, the number of specialists, supervisors, and 4-H staff members have increased. Ineffective coordination with and among these groups in the Extension organization has been one of the main problems confronting persons responsible for administration of the program at each of the various levels in the hierarchy. Such ineffective coordination is indicative of the need for all staff members to have a clear understanding of the proper roles of the persons made administratively responsible for the smooth and efficient organization and operation of Extension efforts at the federal, state and county levels.

The basic administrative unit of Extension is the county. It is at this level that the educational program is administered to the people of the United States by county and other Extension personnel. Extension work at the county level began with a relatively simple kind of organization. The scope and purposes of the organization were once much more limited than they are today. (1:5) Naturally, all Extension teaching and administrative tasks were performed by a single agent. Also, the administrative part of the county Extension agent's job demanded relatively little attention.

Statement of the Problem

In 1963 most of the 3,150 counties in the United States and Puerto Rico, had three main categories of agents, viz., adult agricultural, adult home economics and youth agents, doing somewhat specialized work, in the counties. In many counties each of the above agents also had an assistant. Many counties also employed special agents in watershed protection, test demonstration, farm and home development and related fields.

In spite of the apparent uniform attention given to such county cooperative Extension specialization throughout the country, no parallel attention has been given to developing a uniform way for making one person administratively responsible for Extension work in the county. It also appears likely that no set county pattern or plan could be provided that would work satisfactorily even in a set number of states, though certain state similarities do exist. Warren (24:2) supports this thesis in his statement about organizational pattern:

It is generally recognized among students of Extension administration that there is no one organizational and operational plan that could be applied to all states, for situations within states tend to differ too widely to make this feasible. To say the least, great freedom of organization and administration is not only allowed, but is widely practiced.

This lack of uniform organizational plan presents difficult problems to be faced in any study of the hierarchy of county Extension administration. The same holds true with any effort to develop a generally acceptable definition of the role of the county

Extension director. Although a majority of the states have, as a matter of policy, designated one member of the county Extension staff as being administratively responsible for overall planning, execution and evaluation of the county Extension program, there has been no clear definition of his administrative and supervisory responsibilities.

The specific problem of this study then, was to determine what the administrative-supervisory role of the county Extension director is in the United States as a whole and in the states having similar and dissimilar organizational patterns to that of Tennessee.

Purposes of the Study

More precisely, the study was undertaken:

1. To investigate the administrative-supervisory role of persons administratively responsible for cooperative Extension work in the counties in the United States and Puerto Rico.
2. To compare the administrative-supervisory roles of county Extension directors in states having a similar administrative organization to that of Tennessee with those having other organizational patterns.

Importance of the Study

Although the Cooperative Extension Service has been in operation for fifty years, research concerning Extension adminis-

tration is of fairly recent origin. During the past decade, considerable interest has been evinced in planning and conduct of research concerning Extension administration. While some research has been conducted in the field of Extension administration in general, reviews of previous research indicate that very few studies have dealt with county Extension administration. The present study is a bench mark effort to define the administrative-supervisory role of the county Extension director. This bench mark effort should open up new avenues for further investigation by those who are concerned with administrative supervisory problems at the county Extension level.

Methods of Procedure

The method followed for this study is one of description and interpretation of the National Survey Data made available through cooperation with the Division of Extension Research and Training, Federal Extension Service, United States Department of Agriculture (9) (10) and review of literature relevant for the study. A copy of the questionnaire used for collection of data in 1962 will be found in Appendix A.

Definitions

The following terms and their definitions have been used in the study.

Extension Service--unless otherwise specified always refers

to the Cooperative Extension Service in the United States.

Extension Administrators--are those persons who are responsible for overall direction, control and supervision of the Extension service at the state level. In practice they are typically designated as directors, associate directors and assistant directors.

Extension Supervisors--are those persons who occupy middle management positions at the district level. They often go by designations such as supervisors, state agents and district agents.

County Extension Directors--are those persons made administratively responsible for Extension work at the county level. In actual practice, they have been given designations such as County Chairmen, County Agent Chairmen, County Administrative Agents, Coordinators and Parish Chairmen.

County Groups--In each county there is a group responsible for dealing with the land-grant institution on official county Extension matters. These county groups have been classified into three major categories:

1. Group A--Included in this group are 26 states (see Appendix B) in which the counties have a general group of county governing officials (e.g. Board of Supervisors, Quarterly County Court, County Commissioners, and County Judge) responsible for such matters.

2. Group B--Included in this group are 14 states including Tennessee (see Appendix C) where the state law provides for a group other than the general governing officials to be responsible.
3. Group C--Included in this group are ten states and Puerto Rico (see Appendix D) where a group is responsible that is not provided for under state law and is other than the general governing officials.

(All) States in 1955--As of November 1955, thirty-five of the fifty states and Puerto Rico had the policy of designating one county staff member administratively responsible for Extension work in the county. These thirty-five states will be referred to in the remainder of the thesis as "all states in 1955."

(All) States in 1962--As of August 1962, forty-one of the fifty states and Puerto Rico had the policy of designating one county staff member administratively responsible for Extension work in the county. They comprise all of the three groups of A, B, and C states and will be referred to in the remainder of the thesis as "all states in 1962."

States Like Tennessee--Twelve of the fourteen states in Group B were reported to have county Extension directors. They will be referred to in the remainder of the thesis as B states or

"states like Tennessee."

States Not Like Tennessee--Twenty-nine of the thirty-seven states in Groups A and C were reported to have county Extension directors. They will be referred to as A and C states or "states not like Tennessee."

Role--The term "role" in the present study will mean the pattern of behavior expected of those who occupy given statuses.
(2:13)

Role Definition--will mean a description of the administrative-supervisory functions devolved on the county Extension directors. It will consist of a synthesis of the administrative-supervisory functions identified in the national study and those identified from a review of related literature.

CHAPTER II

REVIEW OF LITERATURE

I. EXTENSION ADMINISTRATIVE FUNCTIONS

Newman's definition (6:78) for the term "administration" seems to be adequate for our discussion here as it relates to Extension organization and operation. He defined administration simple as "the guidance, leadership and control of the efforts of a group of individuals toward some common goal."

Looking more critically at the term "administration," Clark and Abraham (6:78) stated that effectiveness of administration finally depended upon:

. . . the ability of the administrator to plan large projects, weld together an organization for their accomplishments, keep the organization functioning smoothly and efficiently, and achieve the agreed upon objectives well within the allotment of personnel, time, and resources available, and without doing all the work himself.

In other words, administration makes final decisions on policy matters relative to personnel, program, funds, physical facilities and various relationships. (6:7) Organizational theorists agree that jobs become more completely administrative as one goes upward in the hierarchy of administration and that they are less clearly-stated and less well-defined. (16:2) In a restricted sense, administrators form the non operative staff do not do the physical task of carrying out an organization's

objectives. But, all the same, they participate in the accomplishment of the objectives of an organization to the extent that they influence the decisions of the operatives who generally occupy lower levels in the hierarchy. (21:2)

Warren (21:1) made the observation that there is a considerable volume of literature dealing with public administration, theories of organization, agriculture, education and Extension in general, but that there is very little basic information concerning the organization and administration of the Extension Service itself. He also pointed out that quite often, administrators and researchers have found it difficult and time consuming to try to assemble the few research-based facts that would seem necessary for proper study of the administrative organization of the Extension Service. For example, many facts that would seem pertinent to the present study are simply not available. In brief, policy making is the chief administrative function. Other functions are seen to include personnel management, program development and public relations.

II. EXTENSION SUPERVISORY FUNCTIONS

Supervision has been defined as a process by which workers are helped to do their job with increasing satisfaction to themselves, to the people with whom they work, and to the agency concerned. (7:i) In a similar vein, Extension supervision is seen to be concerned with improvement of Extension personnel as

individuals and as educators. The goal of supervision is the optimum development of each county staff member. In contributing to the effectiveness of the worker as an educational leader, its goal is to provide an adequate Extension program for the people of the country based on their real needs. (7:i)

Theorists believe that such multiple benefits can come only when the relationship between an administrator and production staff is face-to-face or direct contact if possible. When an organization grows too large for adequate direct contacts between administrator and production staffs, supervisory positions must be created to perform that role. (8:3)

If the foregoing is true, then the importance of the relationships between administration and supervision becomes more evident. In discussing this relationship, VandeBerg (8:5) cited Rolland Eggar as saying that supervisory staff members are not: ". . . under the administration, they are of the administration. They act in his name and on his responsibility and authority."

With this overall perspective in mind VandeBerg (8:5) noted that differences of opinion exist within the Cooperative Extension Service concerning proper Extension supervisory roles owing to the facts that supervisors' personalities vary, the organizational patterns in which they work vary, and relatively few adequate job descriptions have been developed.

Durfee (11:1) conducted a study in 1956, involving 229 county agricultural agents and their fourteen supervisors in five states.

He concluded that more adequate supervision resulted from greater opportunity for personal supervision.

In a 1957 study, VandeBerg (20:10) focused on the functions and responsibilities of supervisors in the Cooperative Extension Service. He identified the following ten, in rank order, as being the most important supervisory functions: 1) counselling and working with new personnel during their first year of employment; 2) recruiting and "screening" new personnel; 3) interpreting Extension policies and procedures; 4) training and guiding agents in program planning; 5) helping agents evaluate their methods and results; 6) planning and conducting conferences and events; 7) guiding and informing county agricultural committee members; 8) acting as liaison between county personnel and other state personnel; 9) improving personnel relations, and 10) helping agents appraise themselves.

It was VandeBerg's observation (20:9) that a number of states in the past have tried to clarify jobs of supervisors based on various pairs of concepts such as: 1) "administrative" and "supervisory," and 2) "line" and "staff" functions, particularly at county or district levels where a supervisor usually performs both kinds of functions. He also pointed out that Durfee (11:1) in defining the roles of supervisors suggested a third pair of concepts, viz., "administrative officer" and "stimulator-consultant." VandeBerg contended that, in his opinion, the terminology used is of comparatively minor importance other than for the sake of clarity

in communicating with each other within the Extension Service. He further opined that "the important element, and one often neglected, is the classification of the functions, tasks and responsibilities of supervisors."

In a nation wide study, Collings (7:2) endeavored to bring about a better understanding of the range of responsibilities carried by Extension supervisors. She identified the delegated administrative functions and strictly supervisory functions, and pointed out that until recently little attention, if any, had been given to describing the functions of supervisors. She also pointed out that confusion had resulted from the dual role played by Extension personnel having both administrative and supervisory functions.

She identified six delegated administrative and eleven supervisory functions. Delegated administrative ones included: 1) recruiting personnel; 2) selecting and employing personnel; 3) contacting county authorities for financial support and employment of agents; 4) establishing and maintaining cooperative relations with advisory boards, farm organizations and public agencies; 5) planning and managing state events and activities, and 6) serving as public relations representative of the Extension Service. Strictly supervisory functions included: 1) induction of workers into service; 2) training agents in job operations and standards; 3) training personnel in how to secure and develop leaders; 4) helping agents to improve teaching methods; 5) helping agents and county people determine program plans; 6) correlating

agents work with that of specialists and other Extension personnel;

- 7) assisting agents to determine progress and accomplishments;
- 8) motivating and arranging opportunity for professional improvement of agents;
- 9) conducting planned research on Extension problems;
- 10) assisting agents to improve their working conditions, and
- 11) assisting agents with personnel adjustments.

Smith (17:8) offered a descriptive presentation of the problems encountered by beginning Extension supervisors in Wisconsin. She found many inconsistencies in the order of mention of thirteen listed jobs such as training and evaluating agents, program development and learning new tasks responsibilities. She explained that these inconsistencies may have been due to the previous experiences of new supervisors which tend to make certain tasks relatively difficult for some and relatively easy for others.

The Smith study also identified the supervisor's degrees of satisfaction in their performance of thirty-two job responsibilities. Responsibilities for which most new supervisors indicated satisfaction in their levels of performance were:

- 1) selecting and placing agents;
- 2) making recommendations concerning county personnel;
- 3) recruiting agents;
- 4) assisting agents in budget problems, and
- 5) dismissal of agents.

On the dissatisfaction side, they checked the following most frequently:

- 1) assisting agents in evaluation;
- 2) assisting agents in stating objectives, and
- 3) assisting agents in planning leadership.

A study conducted by Heidlage (13:1) in Missouri concerned

the relative importance and performance of selected functions of Extension supervisors. According to the opinions of all Missouri Extension personnel, functions, among others which ranked closest together in their importance and performance were: 1) interpreting Extension policies and procedures; 2) planning and conducting meetings, conferences and events; 3) training and guiding agents in program planning; 4) improving and maintaining good personnel relations within counties; 5) advising with county and state personnel in developing county projects; 6) promoting efficient county office procedures; 7) integrating and coordinating of work within the county; 8) identifying the need for and helping plan to obtain adequate office equipment; 9) training and guiding agents in developing detailed teaching plans, and 10) making available outlines of successful projects completed in other counties.

In 1959, Norby (15:7) conducted a Missouri study in an effort to clarify the functions of Extension supervisors, securing data from 349 county agents, fifty-three specialists and thirteen state agents. Most of his attention was devoted to respondent ideas of importance and adequacy performance of twenty-five assignments, nine of which were designated as administrative and the other sixteen as supervisory in nature. The administrative assignments ranked in order of importance were: 1) recruiting personnel; 2) planning and conducting meetings; 3) interpreting policies; 4) helping prepare county budgets; 5) conducting public

relations with industry; 6) conducting public relations with county governing bodies; 7) informing county agricultural committees; 8) helping obtain office equipment, and 9) speaking at county meetings. The supervisory roles ranked in order of importance included: 1) counselling personnel; 2) assisting agents with program planning; 3) helping agents evaluate results; 4) personnel relations in counties; 5) helping agents appraise themselves; 6) helping agents identify leaders; 7) advising on area projects; 8) promoting efficient county office procedures; 9) serving as liaison between county and state personnel; 10) helping agents use records and reports; 11) making handbooks available; 12) integrating work within counties; 13) integrating work between counties; 14) helping obtain teaching equipment; 15) providing outlines of successful projects, and 16) helping agents with project plans.

The Tennessee Agricultural Extension Service conducted a self-study (17) in the year 1961, in which each county staff was asked to rate the adequacy of administrative and supervisory performance relative to twenty functions. Results indicated that administrative and supervisory functioning was found most adequate in the following: 1) serving as public relations representative of the Tennessee Agricultural Extension Service; 2) providing necessary supplies and equipment; 3) planning and managing events and activities; 4) establishing and maintaining cooperative relationships with county agricultural Extension committees, farm organizations and agricultural and other public agencies, and

5) recruiting personnel.

The functions which were rated as least adequate included:

1) helping agents and county people plan, execute and evaluate county Extension programs; 2) training agents in job operations and standards; 3) inducting new workers into service; 4) training personnel in how to secure and develop leaders, and 5) helping agents to improve teaching methods.

The other ten functions were rated as being either "very" or "fairly" adequate. They included: 1) selecting and employing personnel; 2) contacting authorities for financial support and employment of agents; 3) correlating agent's work with that of specialists and other Extension personnel; 4) assisting agents to determine progress and accomplishments; 5) motivating and arranging opportunity for the professional improvement of agents; 6) conducting evaluation studies to determine program needs and accomplishments; 7) assisting agents to improve their working conditions; 8) assisting agents with personal adjustments; 9) coordinating related program interests with other agricultural agencies, and 10) making suggestions for development and use of necessary teaching methods.

From the foregoing review, it would appear that the Extension supervisors perform both administrative and supervisory functions. While some studies were found to have identified the various supervisory functions, only two of them (Collings and Durfee) attempted to distinguish between delegated administrative and

strictly supervisory functions.

Although there exists some amount of confusion and lack of clarity in the classification of Extension supervisory functions, it would seem desirable to classify the limited research data into delegated administrative and strictly supervisory functions. In summary, the Extension supervisor's delegated administrative functions would probably include:

1. Serving as public relations representative of the Extension Service
2. Establishing and maintaining cooperative relations with advisory bodies, governing bodies, farm organizations and other public agencies
3. Contacting county authorities for financial support and concerning employment of agents
4. Recruiting, selecting and employing personnel
5. Planning and managing various events and activities
6. Helping obtain county office space, equipment and/or supplies
7. Speaking at county functions.

Strictly supervisory functions would probably include:

1. Helping agents determine program plans
2. Assisting agents to determine progress and accomplishments
3. Induction training of personnel
4. Training of agents in job operations and standards

5. Training of personnel in how to secure and develop leaders
6. Helping agents to improve teaching methods
7. Correlating agents work with that of specialists and other Extension personnel
8. Motivating and arranging opportunity for professional improvement of agents
9. Assisting agents with personal adjustments
10. Promoting efficient county office procedures
11. Conducting planned research on Extension problems.

III. THE ADMINISTRATIVE-SUPERVISORY FUNCTIONS OF THE COUNTY EXTENSION DIRECTOR

Schuster (4 :2-4), an early pioneer in the study of county Extension administration, tried to determine how all Wisconsin county Extension agents look at the job of the county Extension director. Specifically, his study attempted to: 1) define the responsibilities of the county Extension director, and 2) determine how county Extension agents, other than the county director view the county director's job. The results of his study were classified using the following major categories: 1) administration; 2) program development and implementation; 3) personnel; 4) management; 5) finance, and 6) public relations.

Included under the administrative responsibilities of the county Extension director, in the Schuster study, were such duties

as: 1) formulating or interpreting administrative policy; 2) consulting with staff members on personnel problems; 3) maintaining adequate office facilities; 4) maintaining desirable working conditions, and 5) organizing to get the work done. While considering all case situations in this area, sixty-one percent of the agents indicated that the county Extension director was responsible for the items for which he has been given responsibility in the Wisconsin handbook (of functions and responsibilities). At the same time, the other thirty-nine percent of the agents assigned these responsibilities to someone other than the county Extension director.

In the area of program development, Schuster considered the responsibilities of the county Extension director relative to the planning, execution and evaluation of an integrated Extension program. Sixty-eight percent of the county personnel reporting in the study agreed that the county Extension director was responsible for those things for which he had been assigned responsibility, while thirty-two percent assigned these responsibilities to someone other than the county Extension director.

Personnel responsibilities in the Schuster study included duties such as: 1) calling weekly staff conferences; 2) promoting harmonious relationships within the county office; 3) consulting with the agents on professional and personnel problems, and 4) discussing Extension policy with the agricultural Extension or advisory committee. The county Extension director was felt to

rightfully have responsibility in cases which related to this area by seventy-seven percent of the agents; while twenty-three percent assigned such responsibility to someone else.

With regard to office management responsibility, Schuster included such duties as: 1) maintaining a business-like office; 2) orienting and supervising clerical staff; 3) distributing and regulating the flow of secretarial work, and 4) taking responsibility for complete, accurate and timely reports. Ninety percent of the 256 agents included in the study recognized appropriateness of the responsibilities of the county Extension director in this area. Only ten percent indicated that someone else was responsible in the case situations used for illustration.

Schuster's area of finance included the following items as being possibly appropriate for the county Extension director: 1) professional staff, 2) clerical staff, 3) office space, 4) equipment and supplies, and 5) special activities. Seventy-four percent of the responding agents assigned this responsibility to the county Extension director. The other twenty-six percent assigned this responsibility to others.

Public relations duties Schuster considered were concerned with providing staff leadership in developing and executing an effective public relations program. Seventy-one percent of the agents felt that this was the responsibility of the county Extension director. The other twenty-nine percent of the agents felt someone else should be responsible.

Caul (5:1) conducted a study of perceptions of the county Extension director's administrative role in Michigan. The data for his study were obtained from 395 Michigan state Extension workers, who as respondents had an opportunity to record their judgement concerning the extent to which 132 possible role definition items were a part of the job of a county Extension director.

The role definition items were grouped into two broad categories. One group described fifty items as specific responsibilities with which the county Extension director must be concerned, including functions such as: 1) effective use of Extension resources in the county; 2) interpretation of Extension organization and policy; 3) being aware of strengths and weaknesses of Extension agents in his county, and 4) selection of the new county agents when needed in his county. The second group described eighty-two items identified as activities in which the county Extension director would engage, including items such as: 1) adjusting assignment of agents so as to best utilize their talents and skills; 2) reviewing reports of program accomplishment in all program areas; 3) employing and assigning duties of office secretaries; 4) planning and evaluating the county Extension program; 5) serving as a consultant to other agents in their area of program responsibility; 6) making periodic reports of use of funds under his direction to county governing and/or advisory groups, and 7) supervising personally the technical work of other county

agents.

Caul defined the role of the county Extension director in the following vein (items in rank order):

1. Providing the educational leadership at the county level
2. Obtaining necessary local financial support, managing it and the county Extension office effectively
3. Taking responsibility for broad areas of county Extension organization and policy
4. Helping select new workers for the county, aiding in training of county workers, looking after their general welfare and evaluating their performance
5. Coordinating county staff efforts
6. Maintaining effective public relations
7. Providing leadership in program development
8. Supervising the work of the county staff.

Caul also stated some advantages and identified some problems associated with having a county Extension director.

The five advantages stated were as follows: 1) it provides for public and staff knowledge concerning who is responsible for the total county Extension program, identifies Extension as one organization, and provides for administrative control at county level; 2) it provides a framework for improved coordination of the county staff and programs; 3) it provides a framework for improved continuity of planning, better use of resources,

communication and liaison with state administration and county government; 4) it provides a framework for increased program decentralization to better meet the needs of a particular county, including more program integration and unification at the county level, and 5) it helps to free other county Extension agents from administrative responsibilities and allows them more time to concentrate on the educational aspects of agriculture, family living, youth development, and related program areas important to their county.

Caul identified, among others, five major problems associated with having a designated administrative head of the county Extension office. They were: 1) there is a danger of too much centralization of authority and possible dictatorship of the county Extension program; 2) there is the difficulty of selecting a "big enough" person who has the understanding and ability to provide the broad leadership expected; 3) it places heavy responsibility on one person, reduces his time as an educator, and may strain him physically and mentally; 4) there is a danger of personality clashes, jealousy, resentment, and misunderstanding between the county Extension agent and county Extension director, and 5) frustrating situations may arise where: the name of the agricultural agent may be lost--the title may be distastful--public may not understand--staff may think that the county Extension directors are "snooty"--and the position may not be backed up well enough by state administration.

Maxwell (14:1) recently concluded study concerning in-service training needs of a Pennsylvania county Extension directors. Some of his conclusions relative to the present study were the following:

1. In general the county Extension directors perceived their administrative role as one of performing tasks in the area of office management and finance
2. County Extension directors held varying perceptions of their role as a county Extension administrator-supervisor in their working relations with other county staff members, supervisors, and specialists in planning and executing the overall county Extension program.
3. The county Extension directors generally perceived their administrative-supervisory role as one of providing democratic leadership rather than autocratic leadership.
4. No general agreement was found among county Extension directors on the most important administrative-supervisory tasks they had to perform in fulfilling their role as a county Extension director.
5. County Extension directors perceived the personnel management responsibilities as more important than the responsibilities in county Extension program development, office management, finance and budgetary

matters and public relations responsibilities.

6. The training needs of county Extension directors as administrative-supervisory heads of the county Extension organization mostly centered around the areas of public relations and county Extension program development.

In summary, the review of literature would indicate that the county Extension director's administrative-supervisory role might properly include:

1. Participating in Extension organization's policy formulation, interpretation and execution for the county
2. Establishing and maintaining cooperative relations with appropriate advisory bodies, governing bodies, farm organizations and other public agencies
3. Contacting county authorities for financial support and concerning employment of agents
4. Recruiting, helping select and train county Extension personnel
5. Planning and managing county Extension events and activities
6. Obtaining county office space, equipment and/or supplies
7. Speaking at county functions
8. Providing leadership in planning, execution and

evaluation of the county Extension program

9. Assisting agents in making effective use of specialists and other Extension personnel
10. Motivating and arranging opportunity for professional improvement of agents
11. Assisting agents with personal adjustments
12. Promoting efficient county office procedures
13. Training personnel in how to secure and develop leaders.

CHAPTER III

RESULTS OF THE STUDY

The county Extension organization and its work have grown and changed over the years. In 1955, the Federal Extension service made a nation-wide survey to obtain information on county Extension organization (9:1). With a view to bringing this information up-to-date another nation-wide survey was made in 1962 (10:1). Summary findings of the two above mentioned surveys are presented in this chapter in terms of numbers and percents to meet the two purposes of the study: 1) to investigate the administrative-supervisory role of the county Extension director in the United States and Puerto Rico, and 2) to compare the administrative-supervisory roles of county Extension directors in states like Tennessee and states not like Tennessee.

I. DESIGNATION OF COUNTY EXTENSION DIRECTORS

No uniform policy appeared to exist among the fifty states and Puerto Rico (see Table I) to designate one county staff member as the county Extension director. Over a period of seven years--between 1955-1962--the number of states designating the county Extension director increased from thirty-five (about sixty-nine percent) to forty-one (about eighty percent). Reference to Table II shows that a larger percentage of the states like

TABLE I

NUMBERS AND PERCENTS OF STATES AND PUERTO RICO REPORTING
WHETHER OR NOT THEY HAD COUNTY EXTENSION DIRECTORS
IN 1955 AND 1962 AND CHANGES¹

Someone Was in Charge of County Office	States in 1955 ²		States in 1962 ³		Changes in States From 1955 to 1962	
	Number	Per- cent	Number	Per- cent	Number	Per- Cent
Yes	35	69	41	80	+6	+11
No	16	31	10	20	-6	-11
Totals	51 ⁴	100	51	100	--	--

¹Numbers and percents rounded to nearest whole number

²1955 data were obtained from a summary report of the study, "Designation of One Person to be in Charge of Extension Work in A County," published by the Federal Extension Service in November 1955.

³1962 data were obtained from a summary report of the study, "County Extension Organization and Financing Procedures," published by the Federal Extension Service in May 1963.

⁴Including Alaska and Hawaii (then territories).

TABLE II

NUMBERS AND PERCENTS OF ALL STATES, STATES LIKE TENNESSEE
AND STATES NOT LIKE TENNESSEE REPORTING WHETHER OR NOT
THEY HAD COUNTY EXTENSION DIRECTORS IN 1962*

Someone Was In Charge of County Office	All States		States Like Tennessee		States Not Like Tennessee	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	41	80	12	86	29	78
No	10	20	2	14	8	22
Totals	51	100	14	100	37	100

*Numbers and percents rounded to nearest whole number.

Tennessee (about eighty-six percent) had designated county Extension directors than was true with states not like Tennessee (about seventy-eight percent).

For obvious reasons the information presented in the remainder of the study pertains to the thirty-five states in 1955 and forty-one states in 1962. In 1962, there were totals of twelve states like Tennessee and twenty-nine states not like Tennessee following the policy of having county Extension directors.

II. RESPONSIBILITY FOR SELECTION OF COUNTY EXTENSION DIRECTORS

In the main, selection of county Extension directors (see Table III) has been made by the state Extension directors. Between 1955 and 1962, the percentage of states in which this was the case increased from about eighty to eighty-eight percent. Although "agents in the county," "cooperating county group" and "district agricultural and district home agents" were reported to have been responsible for the selection of county Extension directors in some states, percentage-wise they were relatively insignificant.

Passing onto a comparison of the states like Tennessee and the states not like Tennessee (see Table IV), the former appeared to have a smaller percentage (about eighty-three percent) of state directors vested with responsibility for the selection of county Extension directors than the latter (about ninety percent). Also, in seventeen percent of the states like Tennessee, "cooperating

TABLE III

NUMBERS AND PERCENTS OF STATES AND PUERTO RICO REPORTING WHO SELECTED COUNTY
EXTENSION DIRECTORS IN 1955 AND 1962 AND CHANGES*

Individual or Group Selecting County Extension Director	States in 1955		States in 1962		Changes in States From 1955 to 1962	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
State Extension Director	28	80	36	88	+8	+8
Agents in the County	--	--	3	7	+3	+7
Cooperating County Group	1	3	2	5	+1	+1
Automatic Under General Policy or State Law	5	14	--	--	--	--
District Agricultural and District Home Agents	1	3	--	--	--	--
Totals	35	100	41	100	--	--

*Numbers and percents rounded to nearest whole number.

TABLE IV
NUMBERS AND PERCENTS OF ALL STATES, STATES LIKE TENNESSEE AND STATES NOT LIKE
TENNESSEE REPORTING WHO SELECTED COUNTY EXTENSION DIRECTORS IN 1962*

Individual or Group Selecting County Extension Director	All States		States Like Tennessee		States Not Like Tennessee	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
State Extension Director	36	88	10	83	26	90
Agents in the County	3	7	--	--	3	10
Cooperating County Group	2	5	2	17	--	--
Totals	41	100	12	100	29	100

*Numbers and percents rounded to nearest whole number.

county groups" were responsible for the selection of county Extension directors while this was the case in none of the states not like Tennessee. At the same time, in ten percent of the states not like Tennessee, "agents in the county" were responsible for selection, while this was true in none of the states like Tennessee.

III. BASES FOR SELECTION OF COUNTY

EXTENSION DIRECTORS

As seen in Table V the states having county Extension directors reported having used the following bases for their selection: 1) previous position held; 2) qualification of the individual; 3) both seniority of service and qualification of the individual, and 4) both previous position held and qualification of the individual. "Previous position held" as a basis for selection of county Extension directors in 1962 (about thirty-four percent) was about one-half the percentage so reported in 1955. At the same time, "qualification of the individual" as a basis for selection increased from about twenty percent in 1955 to fifty-four percent in 1962. The two other bases, "both seniority of service and qualification of the individual" and "both position held and qualification of the individual" did not appear to have been considered as of too great importance.

States like Tennessee (see Table VI) reported that forty-two percent of their selections were based on the "previous position held," and the remaining fifty-eight percent were based on "qualification of the individual." Among states not like

TABLE V

NUMBERS AND PERCENTS OF STATES AND PUERTO RICO REPORTING VARIOUS BASES FOR
SELECTION OF COUNTY EXTENSION DIRECTORS IN 1955 AND 1962 AND CHANGES*

Basis for Selection	States in 1955		States in 1962		Changes in States From 1955 to 1962	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Previous Position Held	23	66	14	34	-9	-32
Qualification of the Individual	7	20	22	54	+15	+34
Both Seniority of Service and Qualification of the Individual	3	8	3	7	--	-1
Both Position Held and Qualification of the Individual	2	6	2	5	--	-1
Totals	35	100	41	100	--	--

*Numbers and percents rounded to nearest whole number.

TABLE VI

NUMBERS AND PERCENTS OF ALL STATES, STATES LIKE TENNESSEE AND STATES NOT LIKE
TENNESSEE REPORTING VARIOUS BASES FOR SELECTION OF
COUNTY EXTENSION DIRECTORS IN 1962*

Basis for Selection	All States		States Like Tennessee		States Not Like Tennessee	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Previous Position Held	14	34	5	42	9	31
Qualification of the Individual	22	54	7	58	15	52
Both Seniority of Service and Qualification of the Individual	3	7	--	--	3	10
Both Position Held and Qualification of the Individual	2	5	--	--	2	7
Totals	41	100	12	100	29	100

* Numbers and percents rounded to nearest whole number.

Tennessee corresponding percentages were some thirty-one and fifty-two for the two above bases respectively. Some states not like Tennessee reported using the other two bases, "both seniority of service and qualification of the individual" (about ten percent), and "both position held and qualification of the individual" (about seven percent).

IV. ADMINISTRATIVE-SUPERVISORY FUNCTIONS

Fourteen county Extension director administrative-supervisory functions appeared in both the 1955 and 1962 national surveys. To facilitate presentation and discussion of the survey findings these fourteen functions were classified under four major headings:

1) office management; 2) public relations; 3) program planning, and 4) personnel management. Functions under each heading are listed in Table VII.

Office Management

In some ninety-one, eighty, eighty-three and seventy-four percents of the states in 1955 (see Table VII), county Extension directors had been assigned the functions of: 1) responsibility for office space, equipment and supplies; 2) responsibility for office records and reports; 3) responsibility for fiscal and budgetary matters, and 4) clearing of communications on administrative matters between the state director's office and individual county workers, respectively. In 1962 larger percentages of the states, one-hundred, one-hundred, some eighty-eight and eighty-three

TABLE VII

NUMBERS AND PERCENTS OF STATES REPORTING VARIOUS ADMINISTRATIVE-SUPERVISORY FUNCTIONS
ASSIGNED TO THE COUNTY EXTENSION DIRECTORS IN 1955 AND 1962 AND CHANGES*

Administrative-Supervisory Function Assigned	States in 1955 (N = 35)		States in 1962 (N = 41)		Changes in States From 1955 to 1962	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
A. Office Management						
1. Office space, equipment and supplies	32	91	41	100	+9	+9
2. County office records and reports	28	80	41	100	+13	+20
3. Fiscal and budgetary matters	29	83	36	88	+7	+5
4. Communications on Administrative matters between State Director's office and individual county workers	26	74	34	83	+8	+9
B. Public Relations						
1. Contacting the county governing board or body	28	80	34	83	+6	+3
2. Contacting the county Extension advisory body	28	80	38	93	+10	+13
C. Program Development						
1. Planning of overall county Extension program	24	68	36	88	+12	+20
2. Execution of overall county Extension program	19	54	36	88	+17	+34
3. Evaluation of overall county Extension program	--	--	35	85	+35	+85
D. Personnel Management						
1. Selection of county clerical staff	30	86	40	98	+10	+12
2. Supervision of county clerical staff	29	83	41	100	+12	+17
3. Selection of county Extension agents	3	9	11	27	+8	+18
4. Induction training of county Extension agents	18	51	24	59	+6	+8
5. Supervision of all agents	16	46	24	59	+8	+13

*Numbers and percents rounded to nearest whole number.

percents respectively had assigned the above functions to the county Extension directors in the same order.

A perusal of Table VIII reveals that with respect to the two functions, management of "office space, equipment and supplies," and responsibility for "county office records and reports," all the states in 1962 had assigned full responsibility to the county Extension directors. Also, some eighty-six and seventy-eight percents of the states had assigned full responsibility to the county Extension directors for ". . . fiscal and budgetary matters;" and clearing of "communications or administrative matters between state director's office and individual county workers," respectively. Additional small percentages of states had assigned some responsibility for management of "fiscal and budgetary matters" (about two percent); and clearing of "communications on administrative matters between the state director's office and individual county workers" (about five percent). In slightly larger percentages of states, the above two functions had not been assigned to the county Extension directors (about twelve and seventeen percents respectively).

In comparing states like Tennessee and states not like Tennessee (see Table VIII), a larger percentage of the former had assigned full responsibility for management of "fiscal and budgetary matters" (about ninety-two percent); and clearing of "communication between state director's office and individual county workers" (about eighty-four percent) to the county Extension directors than the latter (about eighty-three and seventy-six

NUMBERS AND PERCENTS REPORTING VARIOUS
ADMINISTRATIVE FUNCTIONS IN 1962*

Administrative-Supervisory Function Assigned		States Not Like Tennessee (N=29)					
		Degree of Responsibility					
		Numbers			Percents		
		Full	Some	None	Full	Some	None
A. Office Management							
1. Office space, equipment and supplies	-	29	--	--	100	--	--
2. County office records and reports	-	29	--	--	100	--	--
3. Fiscal and budgetary matters	-	24	--	5	83	--	17
4. Communications on Administrative matters between State Directors Office and individual county workers	8	22	1	6	76	3	21
B. Public Relations							
1. Contacting the county governing board	8	21	2	6	72	7	21
2. Contacting the county Extension advisory body	8	26	1	2	90	3	7
C. Program Development							
1. Planning of overall county Extension program	7	25	1	3	86	3	11
2. Execution of overall county Extension program	7	23	3	3	79	10	11
3. Evaluation of overall county Extension program	7	24	1	4	83	3	14
D. Personnel Management							
1. Selection of county clerical staff	-	27	1	1	93	3	4
2. Supervision of county clerical staff	-	29	--	--	100	--	--
3. Selection of county Extension agents	6	1	6	22	3	21	76
4. Induction training of county Extension agents	2	12	2	12	52	7	41
5. Supervision of all agents	2	13	4	12	32	14	54

*Numbers and percents rounded

percent respectively). The same appeared to be the case in the assignment of some responsibility for the two functions to the county Extension directors. Some states not like Tennessee (about seventeen percent) had not assigned any responsibility for "fiscal and budgetary matters;" while all states like Tennessee had assigned full or some responsibility for this function to the county Extension directors. A smaller percentage of states like Tennessee (about eight percent) had not assigned any responsibility for clearing of "communications between state director's office and individual county workers" than was true with states not like Tennessee (about twenty-one percent).

Public Relations

About eighty percent of the thirty-five states in 1955 (see Table VII) had assigned county Extension directors both the functions of "contacting the county governing board or body" and the "county Extension advisory body;" while slightly larger percentages (about eighty-three and ninety-three percent, respectively) had the two functions assigned to county Extension directors in 1962. At the same time, as shown in Table VIII, some seventeen and eight percents, respectively, of the states had not assigned the county Extension directors the two functions mentioned above.

In 1962, about seventy-eight percent had assigned full responsibility to the county Extension directors for "contacting the county governing board or body;" while an additional five percent of the states had assigned them some responsibility for

the functions. At the same time some ninety percent of the states in 1962 had assigned full responsibility, and an additional two percent had assigned some responsibility for "contacting the county Extension advisory body." The remaining states (some eight percent) had assigned no responsibility.

Among states like Tennessee and states not like Tennessee (see Table VIII) the former had a larger percentage (about ninety-two percent) assigning county Extension directors full responsibility for both public relation functions than did the latter (about seventy-two percent and ninety percent in order listed in Table VIII). States like Tennessee did not have a single state assigning some responsibility for contacting either county governing board (or body), or county Extension advisory body; while states not like Tennessee had some seven and three percents, respectively. While some eight percent of the states like Tennessee did not assign any responsibility to the county Extension directors for the two public relations functions; some twenty-one percent and seven percent of the states not like Tennessee assigned such responsibility for the two functions (in order listed).

Program Development

As noted in Table VII, the percentages of states assigning the county Extension directors responsibility for the three program development functions increased from 1955 to 1962. The greater increase was noted in the percentage change for "evaluation of the

county Extension program" (some eighty-five percent), none of the states having assigned this responsibility to the county Extension directors in 1955. Percentage changes for "planning of the overall county Extension program" and "execution of the overall county Extension program" were some twenty percent and thirty-four percent respectively.

As shown in Table VIII about three-fourths of the states in 1962 had assigned full responsibility to the county Extension directors for planning (some eighty-one percent) execution (some seventy-three percent), and evaluation (some seventy-eight percent) of the overall county Extension program. Limited percentages of states also had assigned some responsibility for the above mentioned functions (about seven, fifteen, and seven percents, respectively). The remaining states had not assigned any responsibility to the county Extension directors for planning, execution and evaluation of the overall county Extension program (about twelve, twelve, and fifteen percents, respectively).

In comparing states like Tennessee and states not like Tennessee, smaller percentages of the former had assigned the county Extension directors with full responsibility for planning, execution and evaluation of the county Extension program (about sixty-six, fifty-eight and sixty-six percents, respectively); than was true of the latter (about eighty-six, seventy-nine, and eighty-three percents, respectively). However, greater percentages of the states like Tennessee (about seventeen, twenty-five and seventeen

percents, respectively) had assigned some responsibility for the three program development functions to the county Extension directors than was true of states not like Tennessee (about three, ten, and three percents, respectively).

Personnel Management

Data in Table VII show that some eighty-six and eighty-three percents of states in 1955 had assigned the county Extension directors the functions of "selection of county clerical staff" and "supervision of county clerical staff" respectively, while by 1962 some ninety-eight percent had assigned the function of "selection of county clerical staff" and all states had assigned the function of "supervision of county clerical staff."

About nine, fifty-one, and forty-six percents of the states in 1955 had assigned the other three functions of selection, induction training and supervision of county Extension agents respectively; while some twenty-seven percent of states in 1962 had assigned the function of "selection of county Extension agents" and some fifty-nine percent had assigned each of the remaining two functions of induction training and supervision of all agents.

Large percentages of states in 1955 had not assigned county Extension directors the functions of selection (about ninety-one percent), induction training (about forty-nine percent), and supervision of county Extension agents (about fifty-four percent). This appeared to be true even among states in 1962. But, between

1955 and 1962, the percentages of states assigning county Extension directors these functions increased by about eighteen, eight, and thirteen percents, respectively.

About ninety-three percent of the states in 1955 (see Table VIII) had assigned county Extension directors full responsibility for selection of county clerical staff; while of the remainder, about five percent had assigned some responsibility and about two percent none. Nearly equal percentages of states like Tennessee (about ninety-two percent) and states not like Tennessee (about ninety-three percent) had assigned county Extension directors full responsibility for "selection of county clerical staff." Also this same relationship appeared to hold in percentages of states assigning some responsibility, although, the states like Tennessee had a slightly higher percentage (about eight percent) than the other (about three percent). In all cases, the personnel management function of "supervision of county clerical staff" had been assigned to county Extension directors.

Some seven, forty-four and forty-one percents of states in 1962 (see Table VIII) had assigned county Extension directors full responsibility for selection, induction training and supervision of county Extension agents, respectively; while some twenty, fifteen and seventeen percents, respectively, of states had assigned some responsibility for the same. A significant majority of states, about seventy-three percent, had assigned no responsibility to county Extension directors for selection of county

Extension agents. Also, some forty-one and forty-two percents had assigned no responsibility for induction training and supervision of county Extension agents respectively.

Among states like Tennessee and states not like Tennessee, the former had assigned county Extension directors full responsibility in some seventeen, twenty-five and thirty-three percents of states for selection, induction training, and supervision of the county Extension agents, respectively, while the latter had assigned the above functions in some three, fifty-two and thirty-two percents of states. Also, some seventeen, thirty-three and twenty-five percents of states like Tennessee had assigned some responsibility for selection, induction training and supervision of county Extension agents respectively; whereas states not like Tennessee had assigned some responsibility for the above functions in some twenty-one, seven and fourteen percents of states respectively. It should be noted that relatively large and similar percentages of both states like Tennessee and states not like Tennessee had not assigned the personnel management functions of selection, induction training, and supervision of county Extension agents to the county Extension directors.

V. REFLECTION OF RESPONSIBILITIES IN TITLES

The number of states (see Table IX) reporting that the county Extension directors' responsibilities were reflected in their title increased from about twenty-six percent in 1955 to about fifty-six

TABLE IX

NUMBERS AND PERCENTS OF STATES REPORTING WHETHER OR NOT COUNTY
EXTENSION DIRECTORS' RESPONSIBILITIES WERE REFLECTED
IN THEIR TITLES IN 1955 AND 1962 AND CHANGES*

Title Reflected Responsi- bilities	<u>States in 1955</u>		<u>States in 1962</u>		<u>Changes in States From 1955 to 1962</u>	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	9	26	23	56	+14	+30
No	26	74	18	44	-14	-30
Totals	35	100	41	100	--	--

*Numbers and percents rounded to nearest whole number.

percent in 1962. (See Appendixes E and F for a list of titles used by county Extension directors in 1955 and 1962 respectively).

When comparing states like Tennessee with states not like Tennessee (see Table X) it is seen that a larger percentage of states like Tennessee (about sixty-seven percent) appeared to have given titles which reflected the responsibilities of county Extension directors than was true with states not like Tennessee (about fifty-two percent).

From the foregoing it would seem that states as a whole were moving in the direction of having titles for county Extension directors which reflected their responsibilities--the percentage of states like Tennessee exceeding the percentage of the states not like Tennessee in this respect.

VI. USE OF TITLES IN CONTACTS WITH PUBLIC

The number of states (see Table XI) reporting that the county Extension directors used their titles in their contacts with the public increased from about eleven percent in 1955 to about twenty-two percent in 1962.

In states like Tennessee (see Table XII), some twenty-five percent reported that county Extension directors used their titles in their contacts with the public. At the same time some twenty-one percent of the states not like Tennessee reported use of the titles.

TABLE X

NUMBERS AND PERCENTS OF ALL STATES, STATES LIKE TENNESSEE
AND STATES NOT LIKE TENNESSEE REPORTING WHETHER OR NOT
COUNTY EXTENSION DIRECTORS' RESPONSIBILITIES WERE
REFLECTED IN THEIR TITLES IN 1962*

Title Reflected Responsi- bilities	All States		States Like Tennessee		States Not Like Tennessee	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	23	56	8	67	15	52
No	18	44	4	33	14	48
Totals	41	100	12	100	29	100

*Numbers and percents rounded to nearest whole number.

TABLE XI

NUMBERS AND PERCENTS OF STATES REPORTING THAT COUNTY
EXTENSION DIRECTORS USED THEIR TITLES
IN THEIR CONTACTS WITH THE PUBLIC
IN 1955 AND 1962 AND CHANGES*

Official Title Was Used in Public Contact	States in 1955		States in 1962		Changes in States From 1955 to 1962	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	4	11	9	22	+5	+11
No or no answer	31	89	32	78	+1	-11
Totals	35	100	41	100	--	--

*Numbers and percents rounded to nearest whole number.

TABLE XII

NUMBERS AND PERCENTS OF ALL STATES, STATES LIKE TENNESSEE
AND STATES NOT LIKE TENNESSEE REPORTING THAT COUNTY
EXTENSION DIRECTORS USED THEIR TITLES IN THEIR
CONTACTS WITH THE PUBLIC IN 1962*

Official Title Was Used in Public Contact	All States		States Like Tennessee		States Not Like Tennessee	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	9	22	3	25	6	21
No	12	29	4	33	8	27
No Answer	20	49	5	42	15	52
Totals	41	100	12	100	29	100

*Numbers and percents rounded to nearest whole number.

VII. SPECIAL TRAINING PROVIDED FOR COUNTY
EXTENSION DIRECTORS

A majority of states, about seventy-one percent in 1955 and about seventy-three percent in 1962 (see Table XIII), reported that they had provided specialized training for the county Extension directors to acquaint them with administrative-supervisory functions.

About ninety-two percent of the twelve states like Tennessee (see Table XIV) reported providing similar training, while about sixty-five percent of the states not like Tennessee reported that they had provided such training.

VIII. SALARY CONSIDERATIONS FOR THE POSITION

As shown in Table XV, there appears to have been no percentage-wise change in the provision of a higher salary for county Extension directors because of their added duties. Furthermore, nearly one-half of the states (about forty-six percent) had not provided higher salaries for county Extension directors.

As seen in Table XVI about sixty-seven percent of the twelve states like Tennessee, and about forty-eight percent of the twenty-nine states not like Tennessee reported that they had provided higher salaries for county Extension directors because of their added duties.

TABLE XIII

NUMBERS AND PERCENTS OF STATES REPORTING WHETHER OR NOT COUNTY
EXTENSION DIRECTORS HAD BEEN PROVIDED WITH SPECIALIZED
TRAINING TO ACQUAINT THEM WITH ADMINISTRATIVE-
SUPERVISORY FUNCTIONS IN 1955 AND
1962 AND CHANGES*

Specialized Training was Provided	States in 1955		States in 1962		Changes in States From 1955 to 1962	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Totals						
Yes	25	71	30	73	+5	+2
No	8	23	9	23	+1	-1
No Answer	2	6	2	5	--	-1
Totals	35	100	41	100	--	--

*Numbers and percents rounded to nearest whole number

TABLE XIV

NUMBERS AND PERCENTS OF ALL STATES, STATES LIKE TENNESSEE
AND STATES NOT LIKE TENNESSEE REPORTING WHETHER OR NOT
COUNTY EXTENSION DIRECTORS HAD BEEN PROVIDED
WITH SPECIALIZED TRAINING*

Specialized Training was Provided	All States		States Like Tennessee		States Not Like Tennessee	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	30	73	11	92	19	65
No	9	22	1	8	8	28
No Answer	2	5	--	--	2	7
Totals	41	100	12	100	29	100

*Numbers and percents rounded to nearest whole number.

TABLE XV

NUMBERS AND PERCENTS OF STATES REPORTING WHETHER OR NOT
COUNTY EXTENSION DIRECTORS WERE PROVIDED HIGHER
SALARIES IN 1955 AND 1962 AND CHANGES*

Higher Salary Was Provided Because of Added Duties	States in 1955		States in 1962		Changes in States From 1955 to 1962	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	19	54	22	54	+3	--
No	15	43	17	41	+2	-2
No Answer	1	3	2	5	+1	+2
Totals	35	100	41	100	--	--

*Numbers and percents rounded to nearest whole number.

TABLE XVI

NUMBERS AND PERCENTS OF ALL STATES, STATES LIKE TENNESSEE
AND STATES NOT LIKE TENNESSEE REPORTING WHETHER OR NOT
COUNTY EXTENSION DIRECTORS WERE PROVIDED
HIGHER SALARIES IN 1962*

Higher Salary Was Provided Because of Added Duties	All States		States Like Tennessee		States Not Like Tennessee	
	Number	Per- cent	Number	Per- cent	Number	Per- cent
Yes	22	54	8	67	14	48
No	17	41	4	33	13	45
No Answer	2	5	--	--	2	7
Totals	41	100	12	100	29	100

*Numbers and percents rounded to nearest whole number.

CHAPTER IV

SUMMARY AND CONCLUSIONS

For a number of years after the cooperative Extension service had its official beginning in 1914, those few county offices that were manned had either a relatively small staff or a single county agent. Over the years, the staffs and their responsibilities have grown until, in 1961, there was an average county Extension staff of three and one-half agents per county. At the same time, the scope of county Extension work has increased to embrace not just one area of program emphasis (agricultural production), but nine such areas, including: 1) efficiency in agricultural production; 2) efficiency in marketing, distribution and utilization; 3) conservation, development and wise use of natural resources; 4) management on the farm and in the home; 5) family living; 6) youth development; 7) leadership development; 8) community improvement and resource development, and 9) public affairs.

(1:8-12)

Increases in staff and areas of program emphasis have occurred mainly due to the increased size and diversity of Extension's clientele, and their demands for educational assistance. As these changes have occurred, the need for designating someone to be responsible for the county Extension program has become more and more apparent. Although the concern for a

county Extension director is recent, an increasingly large majority of the states and Puerto Rico (some sixty-nine percent in 1955 and eighty percent in 1962) had designated one county staff member to be the county Extension director.

The present study was a bench mark effort to bring together the limited research data and to focus attention on the administrative-supervisory role of the county Extension director. It also was the interest of the study to high light the significant changes, if any, concerning administrative-supervisory functions of county Extension directors in states having similar and dissimilar administrative organizations to Tennessee's.

The method followed for the study consisted of an analysis of data obtained from national surveys made in 1955 and 1962 by the Federal Extension Service.

A review of related literature indicated that, although policy making (or interpretation) is an important administrative prerogative, the county Extension director's administrative-supervisory role has made him responsible for such other functions as office management, personnel management, program development and public relations at the county level. It also was seen that there is no clear demarcation between administrative and supervisory functions in the various echelons of the Extension hierarchy, this being especially true at the county Extension organizational level.

An analysis of the 1955 and 1962 national survey data

indicated that an increasing majority of states and Puerto Rico had:

1. Designated one county staff member as the county Extension director
2. Assigned state Extension directors the responsibility of selecting county Extension directors
3. Considered qualifications of the individual as an important basis for selection of county Extension directors; while previous position held as basis was losing its importance
4. Assigned county Extension directors most of the fourteen administrative-supervisory functions listed below in order of their frequency of mention:
 - a) Managing of office space, equipment and supplies
 - b) Being responsible for county office records and reports
 - c) Supervising county clerical staff
 - d) Selecting county clerical staff
 - e) Contacting the county Extension advisory body
 - f) Having responsibility for fiscal and budgetary matters
 - g) Planning the overall county Extension program
 - h) Evaluating the overall county Extension program
 - i) Helping execute the overall county Extension program

- j) Contacting the county governing board or body
 - k) Clearing of communication between the state
director's office and individual county workers
 - l) Training newly employed county Extension workers
 - m) Supervising county Extension agents
 - n) Selecting county Extension agents
5. Assigned county Extension directors titles reported to reflect their administrative-supervisory responsibilities
 6. Had county Extension directors use their titles in contacts with the public
 7. Provided specialized training to acquaint county Extension directors with their administrative-supervisory functions
 8. Provided county Extension directors with a higher salary because of their added administrative-supervisory functions.

While the above held true for both states like Tennessee and states not like Tennessee, the former was seen to have a higher percentage of states than the latter in all of the above factors considered with the exception of two, namely: 1) assigning state Extension directors the responsibility of selecting county Extension directors, and 2) assigning county Extension directors responsibility in planning, execution and evaluation of the county Extension program.

Conclusions

Although county Extension organizational pattern varied extremely among states naming county Extension directors (thirty-five in 1955 and forty-one in 1962) and though there was no uniformity in the assignment of various administrative-supervisory functions to the county Extension directors, the present analysis indicated that there is a trend for the states (and Puerto Rico) to move in the direction of designating one county staff member as the county Extension director and of assigning him most of the fourteen administrative-supervisory functions identified.

Percentage-wise the states like Tennessee appeared to be leading the states not like Tennessee, not only in having a higher percentage of states designating county Extension directors, but also in assigning a higher degree of responsibility to the county Extension directors for eleven of the fourteen administrative-supervisory functions identified. At the same time, more of the states not like Tennessee had assigned greater degrees of responsibility to their county Extension directors for the planning, execution and evaluation of overall county Extension programs.

I. SUGGESTED USE TO BE MADE OF FINDINGS

Facts provided by this study could serve as the basis for definition of the county Extension director's administrative-supervisory role in particular states. It is hoped that such

bases will be utilized in the spelling out and clarification of selected sub-roles within the administrative-supervisory role of the county Extension director.

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APPENDIXES

APPENDIX A

APPENDIX A

PART II. ADMINISTRATIVE ORGANIZATION OF EXTENSION
WORK IN COUNTIES

1. Is it the policy of the State Extension Service to make one county staff member administratively responsible for Extension work in the county?

a. Yes _____

b. No _____

Please answer questions 2 through 13 if your answer to question #1 above is Yes.

2. In how many counties has a person been selected to be in charge?
_____ (Number)
3. In how many counties has a person not been selected to be in charge? _____ (Number)
4. Who selects this person? (Please check one below)
- a. State Extension Director _____
- b. District agent (supervisor) for:
- (1) Agricultural work _____
- (2) Home demonstration work _____
- (3) Agricultural and home demonstration work together _____
- c. Agents in the county _____
- d. County group named in Part I, question #2* _____
- e. Other (Please specify) _____
5. On what basis is the selection made?
- a. By virtue of the previous position held _____
- (If so, what is the title of that previous position?)
- _____

*The county group designated to deal officially with the Land Grant College in matters concerning the county Extension program.

- b. By seniority of service in: (1) the county _____
(2) the state _____
- c. By virtue of qualifications of the individual _____
- d. By rotation _____
- e. Other (Please specify) _____

6. What administrative and supervisory duties are assigned to the person selected? (Please check those that apply.)

- a. Contacts with county governing board or body _____
- b. Contacts with county Extension advisory body _____
- c. Responsibility for fiscal and budgetary matters _____
- d. Planning of "overall" county Extension program _____
- e. Execution of "overall" county Extension program _____
- f. Evaluation of "overall" county Extension program _____
- g. Selection of county Extension agents _____
- h. Induction training of county Extension agents _____
- i. Supervision of all agents _____
- j. Clearing of communications on administrative matters between State Director's office and individual county workers _____
- k. Selection of county clerical staff _____
- l. Supervision of county clerical staff _____
- m. Management of office space, equipment supplies, etc. _____
- n. Responsibility for county office records and reports _____
- o. Other (Please list) _____

7. Are these responsibilities reflected in the person's title?
- a. Yes _____ b. No _____
8. If your answer to question #7 above is Yes, please give title
- _____
9. If your answer to question #7 above is Yes, is this title also used in contacts with the public?
- a. Yes _____ b. No _____
10. Has any specialized training been provided to acquaint this person with his administrative duties and functions?
- a. Yes _____ b. No _____
11. If your answer to question #10 above is Yes, please briefly describe training: _____
- _____
- _____
12. Does this person receive a higher salary on account of the added duties involved?
- a. Yes _____ b. No _____
13. Please make any other comments you may wish to make concerning the person made administratively responsible for Extension work in the county:
- _____
- _____
- _____
- _____
- _____

APPENDIX B

APPENDIX B

10

Group "A" states in which the counties have a general group with whom land-grant college deals officially in matters relating to the conduct of county Extension work. (10:3)

<u>State</u>	<u>Name of County Group</u>
Alabama	County Governing Body
Arizona	County Board of Supervisors
Arkansas	County Judge and County Agricultural Committee
California	Board of Supervisors
Colorado	Board of County Commissioners
Florida	Board of County Commissioners
Georgia	County Boards of Commissioners and/or Board of Education
Idaho	County Commissioners
Louisiana	(1) Policy Jury, and (2) School Board
Maryland	Board of County Commissioners or County Council
Michigan	Board of Supervisors
Mississippi	Board of Supervisors
Montana	County Commissioners
Nevada	County Commissioners
New Mexico	Board of County Commissioners
North Carolina	Board of County Commissioners
North Dakota	County Commissioners
Oklahoma	County Commissioners

<u>State</u>	<u>Name of County Group</u>
Oregon	County Court
South Carolina	County Legislative Delegation
Texas	County Commissioners Court
Utah	Board of County Commissioners
Virginia	County Board of Supervisors and City Council
Washington	Board of County Commissioners
Wisconsin	Agricultural Commissioners of County, Board of Supervisors
Wyoming	Board of County Commissioners
<u>Total</u>	<u>26</u>

APPENDIX C

APPENDIX C

Group "B" states in which the counties have a county group provided by law, and is other than the general governing officials, with whom land-grant college deals officially in matters relating to the conduct of county Extension work. (10:4)

<u>State</u>	<u>Name of County Group</u>
Connecticut	County Extension Council
Iowa	County Extension Council
Kansas	County Agricultural Extension Council
Kentucky	County Extension Board
Maine	County Extension Association
Massachusetts	Trustees for County Aid to Agriculture
Nebraska	County Extension Board
New York	County Extension Service Association
Rhode Island	Farm Bureaus (not AFBF affiliates)
South Dakota	County Extension Board
West Virginia	County Agricultural Extension Service Committee
<u>Total</u> <u>14</u>	

APPENDIX D

APPENDIX D

Group "C" states in which the counties have a group that is not provided for under law and is not the general governing officials, with whom land-grant college deals officially in matters relating to the conduct of county Extension work. (10:5)

<u>State</u>	<u>Name of County Group</u>
Delaware	County Program Advisory Committee
Illinois	Agriculture and Home Economics Extension Councils appointed by Director
Indiana	County Extension Committee
New Hampshire	County Extension Service Council
New Jersey	Executive Committee of County Board of Agriculture
Ohio	County Extension Advisory Committee
Pennsylvania	Agricultural Extension Association
Vermont	County Cooperative Extension Service Advisory Board
<u>Total</u>	<u>8</u>



APPENDIX E

APPENDIX E

LIST OF TITLES REPORTED AS REFLECTING RESPONSIBILITIES OF COUNTY EXTENSION DIRECTORS IN 1955

County Administrator	1 state
County Extension Service Director or County Agent Manager	1 state*
Office Manager	1 state
County Extension Director	1 state*
County Extension Chairman	1 state
Chairman, County Extension Office	1 state
Farm Advisor (County Director of Agricultural Extension)	1 state*
County Extension Agent, Chairman	1 state
County Agent	1 state*

*Indicates that the title was used in contacts with the public.

APPENDIX F

APPENDIX F

LIST OF TITLES REPORTED AS REFLECTING RESPONSIBILITIES OF COUNTY EXTENSION DIRECTORS IN 1962

County Extension Director	2 states**
County Chairman	2 states
County Agent Chairman	2 states*
Chairman of County Staff	2 states
County Extension Agent	2 states**
County Administrative Agent	1 state
Extension Director or County Extension Agent-Manager	1 state*
Senior Agricultural Agent	1 state
Director, County University of Missouri Extension Center	1 state*
County Extension Agent, Chairman	1 state
County Extension Chairman	1 state*
Coordinator	1 state
Parish Chairman	1 state
Agricultural Extension Agent County Chairman	1 state
County Extension Leader	1 state
Agricultural Agent in Charge	1 state
County Director and Farm Advisor	1 state*
County Staff Chairman	1 state
<u>Total</u>	<u>23 states</u>

*Indicates that in one state the title also was used in contacts with the public.

**Indicates that in both states the title also was used in contacts with the public.