

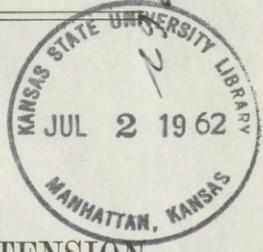
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TO AMEND THE SMITH-LEVER ACT

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON RESEARCH AND EXTENSION

OF THE

COMMITTEE ON AGRICULTURE

HOUSE OF REPRESENTATIVES

EIGHTY-SEVENTH CONGRESS

SECOND SESSION

ON

H.R. 11240

MAY 9 AND 14, 1962

Serial HH

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TO AMEND THE SMITH-LEVER ACT

WEDNESDAY, MAY 9, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RESEARCH AND EXTENSION
OF THE COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:10 a.m., in room 1310, New House Office Building, Hon. Thomas G. Abernethy (chairman of the subcommittee) presiding.

Present: Representatives Abernethy, Jennings, Hagan of Georgia, Purcell, Quie, Mrs. May, and Reifel.

Also present: Representative McIntire; Christine S. Gallagher, clerk; Hyde Murray, assistant clerk; and John Heimbürger, counsel.

Mr. ABERNETHY. The subcommittee is convened this morning for the purpose of receiving testimony on H.R. 11240. We have with us Dr. York, the Administrator of the Extension Service.

We will hear from you at this time, please.

(H.R. 11240 follows:)

[H.R. 11240, 87th Cong., 2d sess.]

A BILL To amend the Smith-Lever Act of May 8, 1914, as amended, to provide for cooperative agricultural extension work between the agricultural colleges in the several States, territories, and possessions receiving the benefits of an Act of Congress approved July 2, 1862, and of Acts supplementary thereto, and the United States Department of Agriculture

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of May 8, 1914 (38 Stat. 372), as amended by the Act of June 26, 1953 (7 U.S.C. 341-348) and the Act of August 11, 1955 (7 U.S.C. 347a) is hereby amended to read as follows:

"SECTION 1. In order to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same, there may be continued or inaugurated in connection with the college or colleges in each State, territory, or possession, now receiving, or which may hereafter receive, the benefits of the Act of Congress approved July 2, 1862, entitled 'An Act donating public lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts' (Twelfth Statutes at Large, page 503), and of the Act of Congress approved August 30, 1890 (Twenty-sixth Statutes at Large, page 417, chapter 841), agricultural extension work which shall be carried on in cooperation with the United States Department of Agriculture: *Provided*, That in any State, territory, or possession in which two or more such colleges have been or hereafter may be established, the appropriations hereinafter made to such State, territory, or possession shall be administered by such college or colleges as the legislature of such State, territory, or possession may direct.

"Sec. 2. Cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics and subjects relating thereto to persons not attending or resident in said colleges in the several communities, and imparting information on said subjects through demonstrations, publications, and otherwise, and for the necessary printing and distribution of information in connection with the foregoing; and this work

shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges or territory or possession receiving the benefits of this Act.

"SEC. 3. (a) There are hereby authorized to be appropriated for the purposes of this Act such sums as Congress may from time to time determine to be necessary.

"(b) Out of such sums, each State and the Federal Extension Service shall be entitled to receive annually a sum of money equal to the sums available from Federal cooperative extension funds for the fiscal year 1962 and subject to the same requirements as to furnishing of equivalent sums by the State, except that amounts heretofore made available to the Secretary for allotment on the basis of special needs shall continue available for use on the same basis.

"(c) Any sums made available by the Congress for further development of cooperative extension work in addition to those referred to in subsection (b) hereof shall be distributed as follows: 4 per centum of the sum so appropriated for each fiscal year shall be allotted to the Federal Extension Service for administrative, technical, and other services, and for coordinating the extension work of the Department and the several States, territories, and possessions. Of the remainder so appropriated for each fiscal year, 20 per centum shall be paid to the several States in equal proportions, 40 per centum shall be paid to the several States in the proportion that the rural population of each bears to the total rural population of the several States as determined by the census, and the balance shall be paid to the several States in the proportion that the farm population of each bears to the total farm population of the several States as determined by the census: *Provided*, That payments out of the additional appropriations for further development of extension work authorized herein may be made subject to the making available of such sums of public funds by the States from non-Federal funds for the maintenance of cooperative agricultural extension work provided for in this Act, as may be provided by the Congress at the time such additional appropriations are made: *Provided further*, That any appropriation made hereunder shall be allotted in the first and succeeding years on the basis of the decennial census current at the time such appropriation is first made, and as to any increase, on the basis of decennial census current at the time such increase is first appropriated: *And provided further*, That the several States are authorized to utilize the facilities and services available to Federal agencies under titles I and II of the Federal Property and Administrative Services Act of 1949, as amended (5 U.S.C. 630g; 40 U.S.C. 481 and following) for the purpose of acquiring personal property, supplies and services, including the making of purchases from Federal supply service stores and Federal supply schedule contracts and the acquiring of excess personal property by transfer from Federal agencies as may be required in carrying out cooperative agricultural extension work pursuant to the provisions of this Act.

"(d) The Federal Extension Service shall receive such additional amounts as Congress shall determine for administration, technical, and other services and for coordinating the extension work of the Department and the several States, territories, and possessions.

"SEC. 4. On or about the first day of July in each year, the Secretary of Agriculture shall ascertain as to each State whether it is entitled to receive its share of the annual appropriation for cooperative agricultural extension work under this Act and the amount which it is entitled to receive. Before the funds herein provided shall become available to any college for any fiscal year, plans for the work to be carried on under this Act shall be submitted by the proper officials of each college and approved by the Secretary of Agriculture. Such sums shall be paid in equal quarterly payments in or about July, October, January, and April of each year to the treasurer or other officer of the State duly authorized by the laws of the State to receive the same, and such officer shall be required to report to the Secretary of Agriculture, on or about the first day of January of each year, a detailed statement of the amount so received during the previous fiscal year and its disbursement, on forms prescribed by the Secretary of Agriculture.

"SEC. 5. If any portion of the moneys received by the designated officer of any State for the support and maintenance of cooperative agricultural extension work, as provided in this Act, shall by any action or contingency be diminished or lost or be misapplied, it shall be replaced by said State and until so replaced

no subsequent appropriation shall be apportioned or paid to said State. No portion of said moneys shall be applied, directly or indirectly, to the purchase, erection, preservation, or repair of any building or buildings, or the purchase or rental of land, or in college course teaching, lectures in college, or any other purpose not specified in this Act. It shall be the duty of said college, annually, on or about the first day of January, to make to the Governor of the State in which it is located a full and detailed report of its operations in extension work as defined in this Act, including a detailed statement of receipts and expenditures from all sources for this purpose, a copy of which report shall be sent to the Secretary of Agriculture.

"SEC. 6. If the Secretary of Agriculture finds that a State is not entitled to receive its share of the annual appropriation, the facts and reasons therefor shall be reported to the President, and the amount involved shall be kept separate in the Treasury until the expiration of the Congress next succeeding a session of the legislature of the State from which funds have been withheld in order that the State may, if it should so desire, appeal to Congress from the determination of the Secretary of Agriculture. If the next Congress shall not direct such sum to be paid, it shall be covered into the Treasury.

"SEC. 7. (a) The Congress finds that there exists special circumstances in certain agricultural areas which cause such areas to be a disadvantage insofar as agricultural development is concerned, which circumstances include the following: (1) There is concentration of farm families on farms either too small or too unproductive or both; (2) such farm operators because of limited productivity are unable to make adjustments and investments required to establish profitable operations; (3) the productive capacity of the existing farm unit does not permit profitable employment of available labor; (4) because of limited resources, many of these farm families are not able to make full use of current extension programs designed for families operating economic units nor are extension facilities adequate to provide the assistance needed to produce desirable results.

"(b) In order to further the purposes of section 2 in such areas and to encourage complementary development essential to the welfare of such areas, there are hereby authorized to be appropriated such sums as the Congress from time to time shall determine to be necessary for payments to the States on the basis of special needs in such areas as determined by the Secretary of Agriculture.

"(c) In determining that the area has such special need, the Secretary shall find that it has a substantial number of disadvantaged farms or farm families for one or more of the reasons heretofore enumerated. The Secretary shall make provisions for the assistance to be extended to include one or more of the following: (1) Intensive on-the-farm educational assistance to the farm family in appraising and resolving its problems; (2) assistance and counseling to local groups in appraising resources for capability of improvement in agriculture or introduction of industry designed to supplement farm income; (3) cooperation with other agencies and groups in furnishing all possible information as to existing employment opportunities, particularly to farm families having under-employed workers; and (4) in cases where the farm family, after analysis of its opportunities and existing resources, finds it advisable to seek a new farming venture, the providing of information, advice, and counsel in connection with making such change.

"(d) No more than 10 per centum of the sums available under this section shall be allotted to any one State. The Secretary shall use project proposals and plans of work submitted by the State extension directors as a basis for determining the allocation of funds appropriated pursuant to this section.

"(e) Sums appropriated pursuant to this section shall be in addition to, and not in substitution for, appropriations otherwise available under this Act. The amounts authorized to be appropriated pursuant to this section shall not exceed a sum in any year equal to 10 per centum of sums otherwise appropriated pursuant to this Act.

"SEC. 8. The Secretary of Agriculture is authorized to make such rules and regulations as may be necessary for carrying out the provisions of this Act.

"SEC. 9. The term 'State' means the States of the Union and Puerto Rico."

STATEMENT OF DR. E. T. YORK, JR., ADMINISTRATOR; ACCOMPANIED BY RALPH GROENING, ASSISTANT DIRECTOR, MANAGEMENT OPERATIONS, FEDERAL EXTENSION SERVICE, DEPARTMENT OF AGRICULTURE

Dr. YORK. I would like to present, Mr. Chairman, Mr. Groening from my staff.

Mr. ABERNETHY. Would you like for him to sit with you?

Dr. YORK. Yes, I would, please.

Mr. ABERNETHY. You may do so.

Dr. YORK. Mr. Chairman and members of the subcommittee, we certainly appreciate this opportunity to appear before you this morning, to discuss this proposed legislation which would amend the Smith-Lever Act.

As you know, this is the basic legislation for carrying on cooperative extension work between the U.S. Department of Agriculture and the land-grant colleges.

I think it is rather significant that the Smith-Lever Act has undergone very few revisions since its enactment in 1914.

The proposed amendment does not affect the scope, nature, or manner in which this cooperative program is carried out. It does provide for some adjustments, however, especially in the distribution of any increased funds.

Mr. ABERNETHY. I might as well become involved in this right here. When you say "increased funds," do you mean any increase over and above the highest amount that has been appropriated up to this date?

Dr. YORK. Up to this date, yes, which would be——

Mr. ABERNETHY. Would you point out in the bill where that language is found?

Mr. GROENING. It is in section 3(b) of the bill.

Mr. ABERNETHY. Section 3(b)?

Mr. GROENING. Yes.

Mr. ABERNETHY. That is on page 3?

Mr. GROENING. Yes.

Mr. ABERNETHY. Mr. Groening, you might explain the section.

Mr. GROENING. It says out of such funds each State——

Mr. ABERNETHY. Out of such funds?

Mr. GROENING. Yes.

Mr. ABERNETHY. You said "funds."

Mr. GROENING. I mean such sums.

Mr. ABERNETHY. All right.

Mr. GROENING. It reads:

Out of such sums, each State and the Federal Extension Service shall be entitled to receive annually a sum of money equal to the sums available from Federal cooperative extension funds for the fiscal year 1962 and subject to the same requirements as to furnishing of equivalent sums by the State, except that amounts heretofore made available to the Secretary for allotment on the basis of special needs shall continue available for use on the same basis.

Mr. ABERNETHY. I do not understand that language.

Mr. GROENING. 1962 was the year in which the Extension Service received the highest amount of money.

Mr. ABERNETHY. You mean for this fiscal year?

Mr. GROENING. Yes.

Mr. ABERNETHY. For the current fiscal year?

Mr. GROENING. That is right.

Dr. YORK. In other words, what this says, Mr. Chairman, is that the current allocation of Federal funds would not be affected by this proposed change in formula.

Mr. ABERNETHY. We will come back to that later. You may proceed with your statement.

Dr. YORK. All right. As we started to say, the primary objectives of the bill would be, first, to revise the formula for distributing those funds which may be appropriated in excess of the amounts allocated in 1962. And, as we just indicated, those funds which are now being allocated to the States would not be affected by this change.

Another objective would be to allocate Federal funds to the States and Puerto Rico quarterly, rather than on a semiannual basis. And we shall explain the reason for that later.

Another would be to make available to the State and Puerto Rico extension services increased use of General Services Administration facilities and excess Government property.

Obviously, the change of greatest significance is the proposed change in the formula for the allocation of new funds.

Mr. ABERNETHY. What is this No. 4? What do you have in mind there?

Dr. YORK. You are familiar, Mr. Chairman, with excess property—

Mr. ABERNETHY. What property do you have in mind?

Dr. YORK. With the property certified as excess by agencies of the Federal Government.

Mr. ABERNETHY. That is right. Certified as excess.

Dr. YORK. That is right.

Mr. ABERNETHY. And they are available for distribution.

Dr. YORK. This would make this property available to the State extension services; that is, the States would have the privilege of using the excess properties as Federal agencies are now able to do.

Mr. ABERNETHY. The law does not permit that now?

Dr. YORK. No.

Mr. ABERNETHY. In my own district there is a large tract of Federal property, lands and buildings, which were used as a shell loading plant in World War II. A great portion of that is now under the supervision and being used by the land-grant college in my State.

Dr. YORK. I am not familiar with that particular situation.

Mr. ABERNETHY. There is some kind of cattle-grazing research program going on. You are not familiar with it?

Dr. YORK. No.

Mr. REIFEL. Is there not a difference between this and the experiment station?

Dr. YORK. Yes, there is.

Mr. REIFEL. Is that the one that you mentioned, the experiment station?

Mr. ABERNETHY. That may be it.

Dr. YORK. Probably, it is under the experiment station. I am not familiar with that.

Mr. McINTIRE. May I ask a question, at this point, of Dr. York?

Mr. ABERNETHY. Yes.

Mr. McINTIRE. In the disposal of surplus property, after it has been certified by the disposing agency, that puts it into surplus; do I understand that it is cleared to other Government agencies as to whether or not they have a need, and finding no need in other Government agencies, the General Services Administration is then authorized to recognize the need of State agencies, or other public agencies, which have certain priority under the law.

Dr. YORK. Yes.

Mr. McINTIRE. In this area, it is a question as to who has first refusal.

Dr. YORK. Yes.

Mr. McINTIRE. And things of that sort?

Dr. YORK. Yes.

Mr. McINTIRE. Where do you have in mind that the Extension Service would be placed as to priority of position for other than Federal use, but still for public use?

Dr. YORK. At the present time the Extension Service, along with educational institutions within the State and other groups, can avail itself of surplus property, once the Government has declared it in surplus, and after all of the Government agencies have indicated they have no desire to avail themselves of it. At the present time this is where the Extension Service has to make its claim.

This proposed revision would enable the Extension Service to be able to register its needs and desires for such surplus property, along with Federal agencies, before it is placed in this general surplus pool, let us say, where other than Federal agencies are able to select from it.

Mr. ABERNETHY. In other words, it would sit at the first table.

Dr. YORK. That is right, along with the others; that is, along with the straight-line Federal agencies.

Mr. McINTIRE. May I inquire at this point—pardon me, Mr. Chairman, for going into this further—then you are in effect, whether by fact or by implication, saying that the Federal-State Extension Service is, in this particular, recognized as a Federal agency, rather than being put on the basis within the State as a State agency?

Dr. YORK. The Extension Service occupies a rather unique position in terms of its Federal-State relationship. The word "cooperative" implies that it does represent a cooperative relationship between Federal and State Governments. So it is in a little different category from a State agency, a wholly State-supported agency.

The extension employees hold cooperative appointments with the Federal Government. They participate in the Federal retirement program and hold certain other privileges that are related to Federal appointments. At the same time they are considered to be employees jointly of the land-grant college and of the Department of Agriculture.

So it is a little difficult to say that they are all State or all Federal. They are both. They are joint employees. And this would give them privileges that are presently given only to full-time Federal personnel and full-line Federal agencies, but it would put them ahead of those agencies which have no relationship with the Federal Government.

Mr. McINTIRE. To cite a specific example, and I will finish with this, let us say that there has been a declaration of surplus or the equivalent associated with a military installation in X county. The

State extension service in that county finds that it could use some equipment that is there. If the extension service has a Federal status, so far as this property is concerned as to its being surplus, how does this property become serviceable to the extension service within the county where this is an item in surplus and so declared by the military at this point? I mean, where does the title rest—who is going to take the title of this property, and how can it get out to the extension service unit for their use?

Dr. YORK. Once this equipment is declared surplus, then there are certain procedures that are followed to effect a transfer of title. Usually, this would be done from the agency which held title to GSA and then to the State extension service who, in turn, would make this particular property that was of interest to a given county program—make that available to that county for their use, but the title is changed to rest with the Extension Service.

Mr. McINTIRE. Where, at the Federal level, or at the other?

Dr. YORK. It would be done at the State level.

Mr. McINTIRE. At the State level?

Dr. YORK. At the State level.

Mr. QUIE. Would you yield right there?

Mr. McINTIRE. Yes.

Mr. QUIE. In the event, say, that a post office is vacated and they built a new one, the Extension Service then in the State could make the decision whether the county extension offices could utilize that building?

Dr. YORK. Assuming that the space was available for such use, the Extension Service could occupy it.

Mr. QUIE. In other words, General Services Administration makes it available?

Dr. YORK. That is right.

Mr. QUIE. Under those conditions?

Dr. YORK. You say this is already being done.

Mr. QUIE. This is already being done. I understand, however, that this decision is not made on the State level, but here at Washington.

Dr. YORK. It comes through our office; yes, that is right.

Mr. QUIE. But now does it mean that at the State level they will be able to make the decision rather than going to your office?

Mr. GROENING. The State extension directors now do deal directly with the Post Office regional offices and the General Services Administration regional offices.

Mr. QUIE. I hadn't understood that that is the procedure now.

Mr. GROENING. They are doing it directly; yes, sir. Incidentally, the county extension services in about 500 counties are now in Federal buildings, occupying space in them.

Mr. ABERNETHY. Maybe we had better go on with your statement.

Dr. YORK. I would like to go ahead and give a brief résumé of it.

Mr. ABERNETHY. We will let you finish your statement before we interrupt you again. I think that we had better do that. You may pick up where you left off.

Dr. YORK. We might give a little background leading up to this—

Mr. ABERNETHY. I do not want to guarantee no interruptions, but we will try.

Dr. YORK. Very fine. Leading up to this proposed revision in the formula that we would like to discuss with you here this morning. Prior to 1953 we had a variety of formulas in effect which had grown out of a series of independent acts providing funds for extension work. In 1953, through the efforts of your subcommittee, these several acts were consolidated, and a new formula was established for distributing any additional funds appropriated subsequent to 1953. This became section 3(c) of the Smith-Lever Act. That formula has remained in effect since that time.

Now, for the past several years the State extension directors and others have been in agreement that the formula did not provide the most equitable distribution of funds among the States as might be desired.

In 1956 the States, and I mean the State extension services, set up a committee of State directors to study the subject and to develop and report on various formulas involving a variety of factors that might be considered.

The formula as proposed in the pending amendment to the Smith-Lever Act is the result of these deliberations.

In 1958 the State directors approved the proposed formula unanimously. It was decided, however, that this proposed legislation, implementing the revised formula, would be delayed until the 1960 census information was available.

Then last fall, at the Land Grant College Association meeting, the State extension directors again reviewed the available census data and voted unanimously in support of the proposed formula change to apply to any additional Federal funds.

They furthermore instructed the extension legislative subcommittee to draft proposed legislation implementing this action. So H.R. 11240 encompasses the recommendations of the State extension directors.

I might point out that this proposal is sponsored by the extension directors and was introduced at their request, with the endorsement of the Land Grant College Association.

Mr. ABERNETHY. Is there a report from the Department endorsing this legislation?

Dr. YORK. A report has been filed by the Department with the Bureau of the Budget. The Bureau of the Budget has not yet taken action upon the report.

Mr. ABERNETHY. I think under the circumstances we have the authority to request that it be filed with this subcommittee, whether the Budget Bureau had taken action on it or not. And we would, therefore, appreciate it if you would do so.

Dr. YORK. The Department has taken action and has prepared a report on the proposed bill.

Mr. ABERNETHY. All right.

(The report follows:)

U.S. DEPARTMENT OF AGRICULTURE,
May 11, 1962.

HON. HAROLD D. COOLEY,
Chairman, Committee on Agriculture,
House of Representatives.

DEAR CONGRESSMAN COOLEY: This is in reply to the request of your committee for a report on H.R. 11240, a bill to amend the Smith-Lever Act of May 8, 1914, as amended, to provide for cooperative agricultural extension work between the agricultural colleges in the several States, territories, and possessions

receiving the benefits of an act of Congress approved July 2, 1862, and the acts supplementary thereto, and the U.S. Department of Agriculture.

The Department supports the objectives of H.R. 11240, and recommends enactment of the bill.

The primary objectives of the bill are to (1) provide that each State and Puerto Rico shall be entitled to receive annually a sum equal to the sums received for the fiscal year 1962; (2) revise the formula for distributing amounts which may be appropriated in excess of the amounts allotted under (1) above; (3) allocate Federal funds to the States and Puerto Rico quarterly rather than on a semiannual basis; and (4) make available to the State and Puerto Rico extension services increased use of General Services Administration facilities and excess Government property.

A more detailed description of the substantive amendments follows:

SECTION 3(B)

The bill would amend section 3(b) to provide that each State and the Federal Extension Service shall be entitled to receive annually a sum equal to the sums received from Federal cooperative extension funds for the fiscal year 1962. This does not change the share each State is presently entitled to receive, regardless of population changes as reflected in the census. Under the present subsection 3(b), each State is entitled to receive an amount equal to the sums received for the fiscal year 1953, and under the present subsection 3(c) each State is entitled to receive any increase, over that necessary to make the allotments under subsection 3(b), on the basis of the census current at the time such increase was first appropriated. The matching provision remains the same. The present proviso in this subsection is omitted since Puerto Rico is now receiving the maximum set forth in such proviso.

SECTION 3(C)

The formula for distribution of funds over those allocated under section 3(b) is revised to provide: 4 percent of such funds to the Federal Extension Service for administration and coordination of cooperative extension work and the remaining 96 percent to the States with 20 percent distributed equally, 40 percent on the basis of farm population and 40 percent on the basis of rural population. The matching provision remains the same.

Currently, the funds under this subsection are distributed to the States and Puerto Rico on the basis of 4 percent for special need purposes as determined by the Department, 48 percent on rural population, and 48 percent on farm population.

It is believed that the revised formula provides a more equitable disposition of funds and will advance the cooperative program on a nationwide basis.

The provision (beginning with line 23 on page 4) for the States to use General Services Administration facilities, including stores and supply schedules, and the entitlement to excess Federal property would permit economies in State Extension Service operations.

SECTION 4

Currently, funds are allocated to the States on a semiannual basis. The proposed bill would authorize payments on a quarterly basis. This should decrease the amount of money which the Treasury would have to borrow to make advance payments, with a resulting lower interest cost to the Treasury.

Other amendments include the definition of "State" in section 9 of the bill to mean the States and Puerto Rico, and the omission of the words "Alaska," "Hawaii," and "Puerto Rico" in certain sections of the bill. The present sections 8 and 9 become sections 7 and 8, due to the repeal in 1960 of section 7 of the act, providing for certain reports (74 Stat. 249).

A committee representing the American Association of Land-Grant Colleges and Universities worked closely with representatives of the Department in developing the background facts in connection with H.R. 11240.

In view of the request that the report be submitted immediately, we have not obtained the advice of the Budget Bureau on this proposed legislation.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

Dr. YORK. The proposed formula would apply to funds made available by Congress in addition to those available in 1962. As we pointed out, therefore, there would be no change in the share which each State is presently entitled to receive.

Mr. ABERNETHY. Right there, I do not think that you mean to say that, that there would be no change in the share which each State is presently getting. You have the word "presently" in there?

Dr. YORK. That is right.

Mr. ABERNETHY. There would be a change in that which was received over and above.

Dr. YORK. That is right.

The proposed formula provides, under section 3(c) that 96 percent of any increased funds be distributed to the States and Puerto Rico, and that the remaining 4 percent be allocated to the Federal Extension Service for administration of the program, leadership, and coordination of cooperative extension work.

Mr. ABERNETHY. That is over and above—is that the present law?

Dr. YORK. No; this represents the change in the present law. I will come back to that if you would like later.

Mr. ABERNETHY. All right.

Dr. YORK. Of the 96 percent for payments to the States, 20 percent of that total would be distributed equally among the States, 40 percent would be distributed on the basis of rural population and 40 percent on the basis of farm population. In arriving at this formula the State extension directors determined that distributing 20 percent equally to the States takes into consideration the fact that there are certain costs which are common to all States, regardless of population or size, or size of agriculture. The larger percentages distributed on the basis of farm and rural population is believed by the directors to be an equitable arrangement, based on workload and other needs.

The provision that 4 percent be allocated to the Federal Extension Service was adopted by the State directors to take into consideration their needs for assistance from the Federal office. These requests for assistance cover a wide range of program leadership fields, and the requests have increased very substantially over the past few years.

I might point out in this connection that our staff has declined substantially over the past few years. Actually, we have some 37 fewer professional staff members today than we had some 5 years ago, and the States have recognized that we are not able to give them the services that they themselves want and need, so this grows out of their desire for the Federal office to be able to serve their needs more adequately. The States believe that this type of assistance not only contributes to the effectiveness of State programs, but also, increases the effectiveness of the total effort.

Mr. ABERNETHY. I think that we had better stop right there, because that concludes your testimony as to the formula.

Dr. YORK. Right.

Mr. ABERNETHY. That is the main thing in the bill.

Dr. YORK. That is right.

Mr. ABERNETHY. The remainder of the statement has to do with the distribution and the quarterly basis and with some other things. So we had better ask the questions now.

Dr. YORK. All right, sir.

Mr. ABERNETHY. Would you explain to us how the funds are now distributed?

Dr. YORK. Yes, sir.

Mr. ABERNETHY. Let us make some comparison to see what we are doing.

Dr. YORK. At the present time 4 percent of any increased appropriations are used for what is called special needs.

Mr. ABERNETHY. What do you mean by "4 percent of increased appropriations?" Increased from what?

Dr. YORK. Over what was appropriated the past year. Actually, this 4-percent provision has been in effect since 1953. So we can say since 1953 when all of these various acts were consolidated.

Mr. ABERNETHY. Let us break it down right here—let us take \$1 and break it down and see where it goes. You just go ahead and do that under the present law.

Dr. YORK. Under the present law 4 cents of that would go into a special need fund.

Mr. ABERNETHY. Who handles that?

Dr. YORK. This is handled by the Department.

Mr. ABERNETHY. At the Federal level?

Dr. YORK. At the Federal level. It is allocated to the States on the basis of some special problem or special need which the States have which might not be covered adequately by the formula.

Mr. ABERNETHY. That money, those 4 cents, are distributed more or less at your discretion?

Dr. YORK. At our discretion; yes.

Mr. ABERNETHY. Is that 4 cents of every dollar that is now appropriated under the Smith-Lever Act?

Dr. YORK. No.

Mr. ABERNETHY. Or is it 4 cents of such amount as is over and above your 1953 appropriation?

Dr. YORK. Your latter statement is correct.

Mr. ABERNETHY. You have stepped up that formula already. This bill that we have before us would be the third step.

Dr. YORK. Maybe I can explain it this way, Mr. Chairman: Prior to 1953 there had been a number of different acts which provided funds for the conduct of extension work. Some new problem would come up, for example, maybe it was a need for some special funds for forestry work or some other special activity, and this would be met with a special appropriation amendment. So we had a whole series of acts which made somewhat of a hodgepodge in terms of administration. So in 1953 Congress consolidated all of these acts, and they put all appropriations in one lump sum. All of the money that had been appropriated to that date and they put this under what is called section 3(c) of the act, and these funds were allocated to the States according to the formula that was in existence at that time.

At that time, also, this provision for special need was introduced, so that this special need provision applied to all funds in addition to those that were already appropriated in 1953. Since 1953, therefore, this 4 percent has been taken out and used for special needs, but it did not apply to all of those funds that were appropriated prior to 1953, irrespective of what the original legislation might have been. Is that point clear?

Mr. ABERNETHY. All right, we have the 4 cents distributed now. Now go ahead with the other 96 cents and let us see what you do with that.

Dr. YORK. You have the 4 cents distributed. Of the remainder, one-half was allocated on the basis of farm population and one-half on the basis of rural population.

Mr. ABERNETHY. That would be 48 cents.

Dr. YORK. 48 cents and 48 cents.

Mr. ABERNETHY. On the farm population?

Dr. YORK. That is right.

Mr. ABERNETHY. That is, one-half of it, and one-half or 48 cents on the basis of rural population.

Dr. YORK. So this accounts for the present distribution.

Mr. ABERNETHY. This is as you have distributed the money. What are you going to do now?

Dr. YORK. Now under the proposal it would be this: 4 cents—

Mr. ABERNETHY. Is this of additional money?

Dr. YORK. This is of additional money.

Mr. ABERNETHY. What is your total appropriation for 1962?

Dr. YORK. Have you got the exact figure there?

Mr. GROENING. Yes.

Dr. YORK. For fiscal 1962, payments to States, \$59,590,000.

Mr. ABERNETHY. \$59,590,000?

Dr. YORK. Yes.

Mr. ABERNETHY. As I understand it, H.R. 11240, so far as distribution of money is concerned, will relate only to such dollars as are appropriated over and above the \$59,590,000.

Dr. YORK. That is right, sir.

Mr. ABERNETHY. If you get any?

Dr. YORK. That is right.

Mr. ABERNETHY. Now, let us see what you are going to do. You first distribute the \$59,590,000 in accordance with the formula you have just explained?

Dr. YORK. That is right, in accordance with the present allocation.

Mr. ABERNETHY. And everything above that you will distribute now?

Dr. YORK. Four cents out of every new dollar would go to the Federal Extension Service.

Mr. ABERNETHY. Just as it does now?

Dr. YORK. It would come to the Federal Extension Service, that is, the same percentage would come to our office as does now, but it would be used in a different manner. Instead of going into this special need fund it would be used by the Federal office for administration, for program leadership, and general coordination of the total cooperative extension service effort nationally.

Mr. ABERNETHY. Well, now, you still have a 4-cent fund under the old formula?

Dr. YORK. That is right.

Mr. ABERNETHY. Up to \$59,590,000?

Dr. YORK. That is right.

Mr. ABERNETHY. And of every dollar above that you would have another 4-cent fund?

Dr. YORK. Yes.

Mr. ABERNETHY. That would go directly to your office for administration?

Dr. YORK. For program leadership, and general coordination of the total effort. Let me explain the first 4 cents, this special need fund. This would remain intact. It would remain available for allocation to serve special needs that still might develop. At the present time we have about \$1,500,000 in the fund.

Mr. ABERNETHY. You do not change that at all?

Dr. YORK. We do not change that. We still have authority to allocate that to serve some special problem. For example, we had a severe hurricane that hit the coast of the Carolinas a few years ago. We had to go in there with an all-out special effort to help those farm people understand what they needed to do to reclaim their land and to recover it from this storm. We were able to put some special need funds in there, you see, to help the Extension Service do this special job.

Then in some of the Western States where you have wide expanses of land areas to cover with rather small populations, we are able to help them in some cases where the formula would not provide adequate support to serve their needs. But this \$1,500,000, which is accumulated, would remain in the special need fund and would be administered as it is now. We feel that this \$1,500,000 is adequate for this purpose. We do not feel there is any need to build this up any higher.

So, in effect, what we are doing here is taking this 4 percent that previously has gone into the special need and it would now come to the Federal office for overall program leadership and administration of the total program.

Mr. ABERNETHY. I do not think that you made yourself clear. You are not doing anything with these 4 cents under the old formula—it is staying right where it is—and you are here now in support of the 4 cents over and above your present appropriation for the use of your own office, is that right? You are not touching the 4 cents that is there—now you put a ceiling on it.

Dr. YORK. That is right.

Mr. ABERNETHY. All right.

Dr. YORK. My point is in terms—

Mr. ABERNETHY. You feel that it is enough?

Dr. YORK. That is right.

Mr. ABERNETHY. It just happens that the figure 4 cents happens to be the same in one formula and in the other, but there is no analogy.

Dr. YORK. There is no relationship.

Mr. ABERNETHY. Yes, no relationship. What are you going to do with the other 96 cents?

Dr. YORK. The other 96 percent, 20 percent of the total, if we can consider the 96 percent as 100 percent—

Mr. ABERNETHY. Twenty percent of the 96 percent?

Dr. YORK. Twenty percent of the 96 percent would be divided equally among the 50 States and Puerto Rico.

Mr. ABERNETHY. Irrespective of size?

Dr. YORK. Irrespective of size and need. And this is proposed on this basis that each State has certain general costs of administering a program. They have to have a State director; they have to have a

specialist staff and many general costs in every State, irrespective of the size of the State and agriculture in the State.

Mr. ABERNETHY. I have another thing in my mind as to my friends in Nevada. I have nothing against them. But why would Nevada need as much for that particular purpose as the State of Texas?

Dr. YORK. According to the proposal Nevada would not get nearly so much under the formula as Texas would.

Mr. ABERNETHY. They would get as much of that amount appropriated over and above the 1962 appropriation.

Dr. YORK. No.

Mr. QUIE. Twenty percent of the ninety-six percent.

Dr. YORK. Twenty percent of the total would be divided equally—80 percent would be tied to the size of the State and the size of the farm and rural population. The directors felt in proposing this that this would be a fair and equitable basis for assigning appropriations to cover the general costs of all States, putting most of the emphasis, though still on the farm and rural population where 80 percent of the final figure would be determined.

Mr. ABERNETHY. Let us go off the record.

(Discussion off the record.)

Dr. YORK. Let me illustrate the problem, Mr. Chairman. The State of Nevada under the present formula would get only about \$1,000 out of a \$1 million appropriation. In the President's budget this year we have a proposal for a \$1 million increase in appropriations for extension work.

Mr. ABERNETHY. That would not be spread out among the States. That would just be put in the hands of extension?

Dr. YORK. Assuming that this were used and applied according to the formula, though, Nevada would get \$1,000, roughly. This was to be used in support of the rural area development program, primarily. This was the primary justification.

Well, the rural area program is being extended nationally. It is considered to be a program of primary interest on the part of the administration. The administration was anxious to provide as much total support as it could. Yet here in this State \$1,000 would be made available to implement this program. Well, that is not enough to pay the travel expenses, hardly, of one person, let alone to hire someone to work on it. So this illustrates the problem I am talking about under the present formula. Some of the States get so little it really is relatively insignificant.

Mr. ABERNETHY. You have 20 percent of the 96 percent and you have 80 percent to go. What do you do with the rest?

Dr. YORK. The remainder would be divided 40 percent on the basis of the farm population and 40 percent on the basis of the rural population; in other words, half and half as it now is in the present formula.

Mr. QUIE. What is your definition of a rural community, 2,500 or less?

Dr. YORK. The census definition.

Mr. QUIE. When you were talking about the first 4 percent going for the special need and then the rest being divided 50-50 between the rural and farm population, that is the amount over the 1953 appropriation, is that right?

Dr. YORK. That is right.

Mr. QUIE. What was the 1953 appropriation?

Dr. YORK. The total figure?

Mr. QUIE. Yes; so that we can have for the record the amount of money now being divided to the States.

Mr. GROENING. In 1953 the payments to States was \$32,266,000.

Mr. JENNINGS. What was the total in 1953 so we can compare it with the \$59 million figure?

Dr. YORK. The total then was \$32 million. The total today is \$59 million.

Mr. ABERNETHY. I did not understand that this had anything at all to do with the 1953 ceiling or the 1962 ceiling—it deals only with ones over and above the 1962 appropriation.

Dr. YORK. You are right.

Mr. QUIE. In a way it does not deal with the previous formula. If we did not enact this then the additional \$1 million would be funded by the same formula as you now do under the 1953 formula.

Mr. ABERNETHY. It provides on all distribution up to \$59,590,000 that it is distributed in accordance with the law existing at this time, and everything above that ceiling would be distributed in accordance with this bill if it becomes law.

Dr. YORK. That is right.

Mr. QUIE. What I am driving at here is this, that \$32,266,000 is distributed according to a formula under section 3(c), did you say?

Dr. YORK. Yes.

Mr. QUIE. And the \$27,324,000 is going to be distributed according to the formula that came after 1953?

Dr. YORK. Yes.

Mr. QUIE. And on those that you cumulate above this after 1962 there is still another formula that you will use.

Dr. YORK. Yes.

Mr. QUIE. How long will this go on before you again say that it is hodgepodge or that we are to consolidate as you did in 1953?

Dr. YORK. Well, actually, I do not think we are making this more complex at all. We have essentially the same basis for making the appropriation as we have only one formula which is quite different from what we had prior to 1953. I think we can expect revisions in the formula, though, whenever conditions change to warrant that. And we feel that this is the case today. And this is why this proposal is being made.

Mr. QUIE. As to the purposes for which you are going to use that 4 percent under the new formula, you already have some money.

Dr. YORK. We have home money.

Mr. QUIE. But because of the action taken in 1953 there is a ceiling on that.

Dr. YORK. No. There is no ceiling on that.

Mr. QUIE. How do you get moneys for the purposes you are going to use the 4 percent of the new formula for, when you put a ceiling on your section 3(c) formula in 1953. The additional above it will be used, the 4 percent, for the present needs and the rest will be distributed under the 50-50 formula?

Dr. YORK. The appropriations to the Federal Office have been made as a separate line item.

Mr. QUIE. Why do you not ask for a separate line item here, rather than go into another complicated formula?

Dr. YORK. This can be done. And I would explain the basis for the recommendations by the States in this manner: We have had several times in the past increased appropriations to the States for expanded program activities when there has been no increase in appropriations to the Federal office, yet the Federal office has increased its responsibilities very decidedly as the result of these increased State appropriations. These were responsibilities which, in many cases, the Federal office was not able to carry out. The term "cooperative extension service" applies to the cooperative relationship that we have between Federal and State services. So this proposal, really, would make this a reality in terms of budgeting and financing by tying the appropriations of the Federal office to increases in the appropriations of the States, so that when the States got increased moneys and they had increased responsibilities, the Federal office would be assured of being able to carry out its responsibilities in connection with the support of State programs.

Mr. QUIE. Were additional funds not forthcoming because you did not ask for them or because the appropriations were denied to you by the Appropriations Committee?

Dr. YORK. Generally, because at one level or another the appropriations were not made available to the Federal office.

Mr. QUIE. Were they asked for? If it was a case of the appropriations being denied to you, this bill is a means of circumventing the Appropriations Committee to get your additional money for Federal administration, whenever you are able to secure the additional State money.

Dr. YORK. Well, I have not indicated where the action was taken. I think it has varied at one time or another. It could have been at one level or another. I would not want to say that this is a means of circumventing the Appropriations Committee at all. I think this merely indicates a reflection of the needs that the States have realized for tying in our support at the Federal level with their increased support, so that we could serve their needs better.

Mr. QUIE. Thank you; that is all.

Mr. ABERNETHY. This bill has been presented to me as being one that just changes the formula. What are pages 5, 6, 7, 8, 9 in here for? There is a lot of language in here other than the formula.

Dr. YORK. There are a couple of other provisions relating to this that we can cover.

Mr. ABERNETHY. All right.

Dr. YORK. Let me cover the other important revisions.

Mr. ABERNETHY. You are going back to your statement?

Dr. YORK. I will go back to the statement, the last few paragraphs.

Another provision would authorize the States to make greater use of General Services Administration facilities. We have mentioned this already.

Mr. ABERNETHY. You are on page 3 of your statement at the bottom of it?

Dr. YORK. On page 4.

Mr. ABERNETHY. You stopped at the bottom of page 3.

Dr. YORK. Let me go to the top of page 4 of my statement.

The proposed bill would authorize advance payments to the States on a quarterly basis similar to the installment basis on which experi-

ment station funds are allocated. At the present time Federal Extension funds are allocated to the States on a semiannual basis. This change proposedly because it would decrease the amount of money which the Federal Treasury would have to borrow to make advance payments. These interest savings would be considerable, and would not involve any problems, insofar as Federal or State fiscal program operations are concerned. This is merely an economy measure which we think is highly desirable.

Another provision would authorize the States to make greater use of General Services Administration facilities. Currently the States are entitled by administrative action to purchase from General Services Administration stores stock, but General Services Administration believes that an amendment as proposed here is necessary in order to utilize General Services Administration contract schedules. In other words, this would tend to legitimize what is being done and to extend the authority, so that States could make contracts with the General Services Administration for the purchase of major items they are not now able to do.

Mr. ABERNETHY. What do you mean by "to utilize General Services Administration contract schedules"? What is that?

Dr. YORK. Do you want to comment on this?

Mr. ABERNETHY. What is a General Services Administration contract schedule?

Mr. GROENING. The General Services Administration enters into contracts with private concerns or industry on a bid basis and then all Federal agencies contact those agencies direct and make their purchases, not through General Services Administration.

General Services Administration, also, has regional warehouses where they stock merchandise. These are what they call their supply depots. The State extension services currently do purchase from these depots.

Mr. ABERNETHY. Thank you.

Dr. YORK. In the same connection a provision is included which would entitle State extension services to excess Federal property. Both of these authorizations would provide for economies in State extension service operations at little or no additional cost to the Government.

Mr. ABERNETHY. Mr. Jennings has a question that he wants to ask, and then I want to go back to the language of the bill.

Mr. JENNINGS. My first question is carrying out what I think Mr. Quie asked you before. Why have the additional funds—why do we not say we will change the formula and we are now going to have one formula and it will be this formula all the way across the board, rather than to say that we will have one formula from 1953 up to the sum of \$59 million and from \$59 million we will have another formula? If this need is known and recognized and this bill is designed to provide for that need, why do we not just recognize there is a need for a change in the formula, and let us change the formula so that you will only be acting under one formula, instead of under two formulas?

Dr. YORK. In effect, Mr. Jennings, this is all we will be acting under. We will be acting under only one formula which will apply to any increased appropriations.

Mr. JENNINGS. Well, now, you are dealing with a whole lot of unnecessary verbiage if that is what we are going to do. Why do we not just say that appropriations from here on out, and those which have been appropriated and currently in inventory will be used, 4 percent for the Federal level, on national administration, 20 percent of the remaining—whatever it may be—and 20 percent may not be proper, maybe it should be 30 percent of the remaining divided equally between all States, and then the rest divided 50-50 on the basis of the farm population and the rural population.

Dr. YORK. This is what we have said. We have gone into this background at the request of the committee to explain what has happened in the past. But the bill really says what you suggest that it should say.

Mr. JENNINGS. I do not say that it says that.

Mr. ABERNETHY. What he is trying to say is that he has a long formula, a three-step formula.

Mr. JENNINGS. I understand that. I want to get down to one step. Can you recommend a formula?

Dr. YORK. Yes.

Mr. JENNINGS. Do you have a formula in mind that would take all of the appropriation funds—let us say that we have \$100 appropriated—do you have one formula that you can recommend and how that should be broken down?

Dr. YORK. To apply it to the total appropriation?

Mr. JENNINGS. Yes.

Dr. YORK. Is that your point?

Mr. JENNINGS. Yes, that is right.

Dr. YORK. We have not approached it that way, for this reason—

Mr. JENNINGS. Why did you approach it in this complicated way rather than to approach it in another way?

Mr. ABERNETHY. I think what they have done is that these people back in the States met and worked this out among themselves and gave it to Dr. York.

Mr. JENNINGS. And told him what they wanted.

Mr. ABERNETHY. That is right.

Dr. YORK. This is a real good question and it is a rather logical one, but I believe that we can—I hope—clear it up on this basis. We are proposing only one formula. When this formula is approved it will be applied to all new moneys; the previously allocated moneys are fixed. So you do not have to worry about assigning these funds on any formula basis, other than the basis they are now being allocated on. So we are talking about only one formula. The problem is that if you were to try to work out a new formula to apply to all appropriations you would have great difficulty in making adjustments within the various States where you have built up appropriations over many years and you have continuing obligations. Consequently, it would be extremely difficult to develop an equitable basis for treating all of these through one formula that would apply to all appropriations.

Mr. ABERNETHY. You have people and programs now working in certain fields and in certain States, and to change your formula you would immediately disrupt these people and programs in each one of those States—that is what you are saying?

Dr. YORK. You have stated it very well, Mr. Chairman.

Mr. ABERNETHY. So you will leave them as they are?

Dr. YORK. Yes.

Mr. ABERNETHY. Up to \$32 million for certain purposes and up to \$59 million for certain purposes, and then up to "X," whatever additional millions for these new purposes?

Dr. YORK. Really, we can forget all about 1953. What we are saying now is as of 1962 these amounts remain fixed.

Mr. QUIE. You do not even use the formula?

Dr. YORK. We do not even use it.

Mr. QUIE. You have so many thousands of dollars—

Mr. ABERNETHY. And you distribute them.

Mr. QUIE. You have the same dollars as you did in 1962.

Dr. YORK. The same dollars.

Mr. QUIE. If any additional money is available you will use the new formula?

Dr. YORK. We have only one formula. We will use the new one. We can forget about the other.

Mr. ABERNETHY. If a State was getting \$1 million it will still get \$1 million plus its part of the additional appropriations, on the basis of the formula included in this bill?

Dr. YORK. That is right, Mr. Chairman.

Mr. QUIE. Would you yield right there?

Mr. ABERNETHY. Yes.

Mr. QUIE. What about 5 years from now if we find out that the moneys presently going into the special needs fund, for which you are fixing a ceiling, how would additional funds be made available without authorization?

Dr. YORK. The formula could be revised again. I think this is a part of the legislative process, to make changes if changes are needed, but we would hope to make a minimum of these.

Mr. QUIE. Why cannot that 4 percent that goes for the Federal portion be used for whatever you need?

Dr. YORK. It could be.

Mr. QUIE. If 4 years from now the special needs increase?

Dr. YORK. It could be, Mr. Quie. In fact, at the present time if we have a particular problem out in the States and if we were to have some excess resources in our office, we could allocate those funds to the States. So we have that freedom to do that and would do it if the need arose.

Mr. JENNINGS. One reason why I brought up this question is because it would appear to me that you have quite a complicated accounting procedure. The reason I say this is that when you go back to the county level, or back to the State level, a lot of people are farming the farmers. You go into a county, and you find we have a county agent and he has assistants—I do not know what they are called or what funds they are paid through.

And then you go down the street a little ways farther and you find another agricultural office. That is the ASC office, which I understand does not come under you. And you go down the street a little farther and you find another office where you will find your soil conservation people. And then you go down the street just a little bit farther, you will find the Farmers Home Administration office.

It looks to me like we need some consolidation of all of these agencies. It does not stop there, you go across the street and you will find the Forestry Service.

My point is that we have so many people servicing the farmers, that the farmer is complaining.

I just am wondering whether we can have some consolidation.

Dr. YORK. I think that the point is well taken.

Mr. JENNINGS. It is serious, even though it may sound as though I am joking. They are all fine people, they are doing a great job, but I do want to know. And they are well trained.

Is this going to add any more to that group?

Dr. YORK. Each one of these agencies, of course, has a specific function. I am sure that a lot of people would agree with you that there is a need for a consolidation of effort here, at least, so that it is easier for the farm people whom they serve to get the services they need.

Mr. JENNINGS. I was wondering under this General Services Administration program whether we could get all of them in one building under one roof. I just wondered if that would be possible.

Mrs. MAY. Would this constitute an area redevelopment project?

Dr. YORK. The Department at the present time is moving very strongly toward consolidation of these various activities, at least, in terms of getting them all together in the same building and consolidating certain administrative functions, supply functions, et cetera.

Mr. QUIE. Did you say for the first time?

Dr. YORK. No, I did not. I said the Department is moving in this direction at the present time.

Mr. QUIE. I remember about 6 or 8 years ago the previous administration tried to do that, but there were a lot of personalities involved and quite a few of them are still there.

Dr. YORK. I would say that a very serious effort is being made at the present time to accomplish just this very thing that Mr. Jennings has pointed out. I think it will be most helpful to have these various activities brought together so that a farmer who wants some help can go and get it without having to chase all around the country.

Mr. JENNINGS. I will leave that point. I will come to this point:

When we come to this allocation of General Services facilities, who is going to make that determination—where will the Extension Department fall in this echelon of priority, so far as excess property is concerned?

Dr. YORK. As I understand the procedure—and I hope you will correct me on this—when an agency declares some equipment item to be in excess, this item is listed as an excess item. This list of excess items is then distributed among the various agencies that are able to make use of such.

Mr. JENNINGS. At the Federal level?

Dr. YORK. By the Federal Government.

Mr. JENNINGS. Is this where the Extension Department comes in, on the Federal level?

Dr. YORK. This would make the Extension Service able to participate, along with Federal agencies. As the chairman pointed out, it would enable the Extension Service to sit at the first table in terms of sharing in the use of such excess property.

Mr. JENNINGS. That would be before the State level, then, would it not?

Dr. YORK. That is right.

Mr. JENNINGS. Where do you stand now in this round robin?

Dr. YORK. At the present time we stand along with other State agencies or non-Federal groups.

Mr. ABERNETHY. After the State and Federal groups have picked over the surplus items, then they are made available to the State agencies and the Extension Service sits at that table?

Dr. YORK. Yes, that is right.

Mr. JENNINGS. How do you anticipate that this will now work under this bill—will you take it from the various State agencies as to their needs, and then you will set up a department at the Federal level to go out and sit at this first table and get what the various State levels need?

Dr. YORK. No, sir, we would not visualize it that way.

Mr. JENNINGS. How is it going to work?

Dr. YORK. Actually, the excess property list—

Mr. JENNINGS. Let us say that you need a car, a vehicle, a truck.

Dr. YORK. The excess property list would be circulated among the States, among the State directors, and they, in turn, if they have a need for some particular item and they found that on this list, they would negotiate with GSA. And if the item were available, why then they would arrange for the transfer of title.

Is this correct?

Mr. GROENING. Yes.

Mr. McINTIRE. On that point, Dr. York, you are putting the Extension Service in the area of the Federal agencies as to clearance. Would you not actually be putting the Extension Service in the position where in getting clearance of the Federal agency, if no other agency claimed, then the Extension Service has the one and only direct claim?

Dr. YORK. That is right.

Mr. McINTIRE. Where do you consider the Extension Service then in relation to their priority of claim as among the Federal agencies?

Dr. YORK. I believe that if this authority were granted the Extension Service would operate on a first-come, first-served basis, along with other Federal agencies, along with the straight-line Federal agencies.

Mr. McINTIRE. The great bulk of these surplus items are in the military. If I understand correctly, if the Air Force says that this particular equipment or this particular facility is surplus to their needs, then other military agencies have a first priority, because they are within the Department of Defense.

Dr. YORK. Obviously.

Mr. McINTIRE. Assuming there is no need within the Department of Defense, where would the Extension Service rest in connection with the claim for these items as contrasted with the Department of the Interior or the Department of Health, Education, and Welfare?

Dr. YORK. Can you answer that?

Mr. GROENING. We would expect that they would be treated, for example, the same as the Soil Conservation Service in the Department

would be treated. They would be allowed to apply to GSA and request transfer to the Extension Service.

Mr. McINTIRE. Would you say at whose request?

Mr. GROENING. Undoubtedly, the asking States would make that determination. We do not visualize that the Federal Extension Service would be involved in these requests between the State and the agency declaring the excess property.

Mr. McINTIRE. I do not want to belabor the point, but somewhere along the line you have got to have a complete identifiable chain of transfer. You just do not transfer into a vacuum.

What is your identifiable chain of transfer? You say it is at the Federal agency level, the Extension taking the title. How do you establish the Federal agency as having the right to acquire the property? How do you effect the transfer of title from the Air Force to the Extension Service of X equipment? Somebody has got to get title in here somewhere.

Mr. GROENING. It would be a title transfer and there would be procedures set up whereby the State extension service would inventory this material or equipment, whatever it is, and carry it on their books in a proper manner to identify its source and to continue to use it for the purpose for which it was requested, that is, continue to use it for extension work.

Mr. McINTIRE. Perhaps, I am not making myself clear. If I understand the procedure correctly, the General Services Administration, once a declaration of surplus is made by an agency, and let us say that this is the Air Force, it clears it in the Department of Defense, and if there is other military use within the Department of Defense for that equipment, then it never gets to General Services Administration at all, but if there is none, then it moves down for General Services Administration responsibility to clear it with other Government agencies. All of the time, and even beyond that point, if there is no other Government agency that is requesting, then General Services Administration has the responsibility of disposition, but all of the time this is in the custody of the agency who first acquired it. General Services Administration assumes no responsibility of custodial supervision over this property. They are simply the agent of disposition and they are not titled to it. The title rests with the original agency that declared it surplus to their needs.

My point is that some other Government agency—you are asking the Federal Extension Service to be one of those—has got to take title and possession, because General Services Administration has, for legal purposes, to be removed from its disposal responsibility of this particular item. My point is who in Extension Service is going to accept the delivery of this item, thereby removing it from General Services Administration surplus responsibility?

Dr. YORK. The State Extension Director is the responsible administrative office for the State Extension Service that would assume title.

Mr. ABERNETHY. The State would take title, but it would be under the supervision and care of the extension people. I do not think that the extension office itself has any authority to take title to anything. The title would have to be vested in the State.

Mr. McINTIRE. This is why I am exploring it. That is the way I understand it.

Mr. ABERNETHY. I did not mean to interrupt you.

Mr. McINTIRE. I have just received a call and I have to leave.

Mr. ABERNETHY. I do not think that the agency could take title to it. It is not a body politic. It has no corporate powers. It is not a corporate entity. The title would have to go to the State. The property would be under the care and supervision of the Extension Service.

I think that it is something that we should look into with our general counsel.

Dr. YORK. Any item of equipment, irrespective of where it comes from, has to be accounted for. It goes on the inventory.

Mr. ABERNETHY. Suppose that real estate is involved—suppose you have a piece of real estate, whom will they make the deed to?

Mr. GROENING. This does not envision that. Only personal property is involved.

Mr. ABERNETHY. In section 3(c), at the bottom on page 4, you have a proviso beginning on line 23. Section 3(c) actually establishes the formula, but the proviso beginning on line 23 has to do with surplus property. I cannot understand what that proviso is doing in that section. It reads, "And provided further that the several States are authorized to utilize the facilities and services available to Federal agencies under titles I and II of the Federal Property and Administrative Services Act of 1949," and so forth. I do not know what in the world that is doing in there.

Where was the bill drafted, Dr. York—did the committee of extension people draft the bill or was it drafted in the General Counselor's Office?

Mr. GROENING. It was drafted by the State extension directors committee.

Mr. ABERNETHY. I do not know why that proviso was added to that section.

Mr. HEIMBURGER. Not unless this is considered in the form of an appropriation. It might be so considered. I do not know.

Dr. YORK. Let us check on that point. That is a very good point. I am not sure how it got in there.

Mr. ABERNETHY. Someone has brought to my attention that in subsection (d) of section 3, on page 5, line 11:

The Federal Extension Service shall receive such additional amounts as Congress shall determine—

and this is in addition to the 4 percent we have been talking about—this is something else—

for administration, technical, and other services, and for coordinating the extension work of the Department on the several States, territories, and possessions.

What is that in there for?

Dr. YORK. This is in there, Mr. Chairman, to take care of situations where special assignments might be given to the Federal office which would not be adequately covered—

Mr. ABERNETHY. Who gives them the assignment?

Dr. YORK. The Department of Agriculture, the Secretary might assign some special duties or responsibilities to the Federal Extension Service which would require some additional appropriations that would not be covered by this formula.

Mr. ABERNETHY. What would he assign to the Extension Service that the Congress has not already assigned—what authority would he have to make an assignment that is not already covered by law?

Dr. YORK. I can give you a good illustration of that—a good example of special responsibilities that might frequently come along. There has been a general revamping of the responsibilities within the Federal Government for civil defense work. The Department of Agriculture was assigned in an Executive order, the responsibilities for civil defense efforts related to agriculture and rural areas. The Secretary, pursuant to this assignment, made an assignment to our office to provide national leadership for civil defense educational efforts related to rural areas.

Mr. ABERNETHY. The language in subsection (d), page 5, is about the same as that which appears in subsection (c), line 23, is it not, on page 3, that is, it is 4 percent for administrative, technical, and other services?

Dr. YORK. Yes.

Mr. ABERNETHY. And this is for administration, technical, and other services. And you say in this that the Extension Service shall receive such additional amounts as Congress shall determine—you mean such additional amounts as may be especially appropriated by the Appropriations Committee for something specific?

Mr. QUIE. Will you yield there?

Mr. ABERNETHY. Yes.

Mr. QUIE. You said earlier that you already have authority to come in for a line item request.

Dr. YORK. This is merely a restatement of that authority. Actually, what has been done here is to incorporate the changes in the current legislation, as well as to include the other provisions of the original legislation that are not being changed, so that this one document will have all of the amended legislation together.

Mr. ABERNETHY. Is the language in subsection (d), page 5, beginning with line 10, a restatement of the present law?

Dr. YORK. It is a restatement of the present principals. There would not be this additional amount, because we do not have this formula provision in the present law, but section (d) would merely extend the present authority for appropriations to the Federal Extension Office. This is nothing new. It merely makes it possible, in case there are needs for the Federal office which would not be met through this 4 percent—

Mr. ABERNETHY. All right, I think that I have enough. What does the language in section 4, page 5, do—what is that for? Here is what concerns me about the bill, we have section 4 on page 5, and then we have all of pages 6, 7, 8, and 9—I do not know what all of that is about or why we have to have it.

Mr. QUIE. I might point out that on page 8, in subsection (b), you are trying to put a ceiling on (c), because beginning on line 7 it states:

There are hereby authorized to be appropriated such sums as the Congress from time to time shall determine to be necessary for payments to the States on the basis of special needs in such areas as determined by the Secretary of Agriculture.

You have got the special need back in again.

Mr. ABERNETHY. I think that you had better begin with section 2 and give us an explanation of the section as we go along so that we know what we are doing. I do not think that we know now.

Dr. YORK. Most of the rest of this statement is merely a restatement of the present bill, so that it would all be together in one document. What we have done is to discuss the revision. I think a careful study would indicate that the other parts of the bill are essentially unchanged.

Mr. ABERNETHY. We will have to have somebody up here to explain it to us.

Mr. HELMBURGER. I think that it would be most helpful, Mr. Chairman, if we would have a line-by-line reference prepared on this bill which would show by underlining and brackets the changes made in the existing law. I think that you would find, as the gentleman says, that the biggest part of it is merely a restatement.

Dr. YORK. We have this, if you would like it, in which we have merely indicated the present law and have specified what changes would be made, and this is all in one document. We would be glad to make that a part of the record and provide the members of the committee with copies.

Mr. ABERNETHY. I not only want it made a part of the record, but I want you or somebody in the Department to begin with line 15, page 5, and explain every word and every line of this bill.

Dr. YORK. We will be glad to do so.

Mr. ABERNETHY. I have got to have that before I can vote for it, because I do not know what it does.

Dr. YORK. All right, shall we start here now?

Mr. ABERNETHY. Yes, sir; if you will.

Mr. HELMBURGER. Do you have any more copies of that?

Mr. QUIE. Do you have a copy of that draft—can you pass that around?

Mr. GROENING. This is the material that the legislative committee of the land-grant colleges presented to the committee, as I understand it. From this the committee drafted the bill.

Mr. ABERNETHY. I am not being critical. I do not want to be misunderstood. Nor do I want to leave the impression that there has been something stuffed in here with a design to mislead us. I am sure that has not been done.

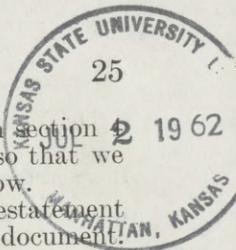
However, there are six or seven pages of proposed legislation here that I do not know what it does. I do not know what part of it is now part of the present law. I feel sure that the members of the subcommittee would like to have an explanation of it. We cannot take it to the full committee until we do know. And, certainly, we could not take it to the floor.

Dr. YORK. With your permission I would like to read from the original law and let you compare that with this present proposal and see what changes have been made. I think we can do this quickly.

Mr. ABERNETHY. What you are about to read now, does it relate to the language contained on page 5, beginning with line 15?

Dr. YORK. It does.

Mr. ABERNETHY. All right, proceed.



Dr. YORK (reading) :

SEC. 4. On or about the first day of July in each year after the passage of this act, the Secretary of Agriculture shall ascertain as to each State—

now the original act said, “territory, or possession”—and this was to cover Alaska and Hawaii—we have taken that out, since these have become States—

whether it is entitled to receive its share of the annual appropriation for co-operative agricultural extension work under this act and the amount which it is entitled to receive. Before the funds herein provided shall become available to any college for any fiscal year, plans for the work to be carried on under this act shall be submitted by the proper officials of each college and approved by the Secretary of Agriculture.

Mr. ABERNETHY. Is that submitted to or by?

Dr. YORK. By the proper officials.

Such sums shall be paid in—

and I will read from the present act—

equal semiannual payments on the 1st day of January and July.

Mr. ABERNETHY. And you change it here to quarterly?

Dr. YORK. It reads:

equal quarterly payments in or about July, October, January, and April of each year to the treasurer or other officer of the State—

and “territory or possession” is being deleted—

duly authorized by the laws of the State—

and deleting “territory or possession,” and—

to receive the same, and such officer shall be required to report to the Secretary of Agriculture on or about the 1st day of January of each year, a detailed statement of the amount so received during the previous fiscal year and its disbursement, on forms prescribed by the Secretary of Agriculture.

Mr. QUEE. What do you do about Puerto Rico; do you define that here as a State?

Dr. YORK. Actually, that is defined in the last part of this bill where it says in section 9 that the term “State” means the States of the Union and Puerto Rico.

SEC. 5. If any portion of the moneys received by the designated officer of any State—

and deleting “territory or possession”—

for the support and maintenance of cooperative agricultural extension work, as provided in this act, shall by any action or contingency be diminished or lost or be misapplied, it shall be replaced by said State—

and deleting “territory or possession”—

and until so replaced no subsequent appropriation shall be apportioned or paid to said State—

and deleting “territory or possession.”

No portion of said moneys shall be applied, directly or indirectly, to the purchase, erection, preservation, or repair of any building or buildings, or the purchase or rental of land, or in college-course teaching, lectures in college, or any other purpose not specified in this act. It shall be the duty of said colleges, annually, on or about the 1st day of January, to make to the Governor of the State—

and deleting "territory or possession"—

in which it is located a full and detailed report of its operations in extension work as defined in this act, including a detailed statement of receipts and expenditures from all sources for this purpose, a copy of which report shall be sent to the Secretary of Agriculture.

SEC. 6. If the Secretary of Agriculture finds that a State—
and deleting "territory or possession"—

is not entitled to receive its share of the annual appropriation, the facts and reasons therefor shall be reported to the President, and the amount involved shall be kept separate in the Treasury until the expiration of the Congress next succeeding a session of the legislature of the State—

and deleting "territory or possession"—

from which funds have been withheld in order that the State—

and deleting "territory or possession"—

may, if it should so desire, appeal to Congress from the determination of the Secretary of Agriculture. If the next Congress shall not direct such sum to be paid, it shall be covered into the Treasury.

Now, section 8 is now section 7, which was in the original act section 8, I think, and now becomes section 7—

Mr. GROENING. Section 7 of the original bill was repealed by the Congress some time ago. It related to an annual report to the Congress.

Dr. YORK. This is merely bringing that up to date. It reads:

The Congress finds that there exists special circumstances in certain agricultural areas which cause such areas to be at a disadvantage insofar as agricultural development is concerned, which circumstances include the following: (1) There is concentration of farm families on farms either too small or too unproductive or both; (2) Such farm operators because of limited productivity are unable to make adjustments and investments required to establish profitable operations; (3) The productive capacity of the existing farm unit does not permit profitable employment of available labor; (4) Because of limited resources, many of these farm families are not able to make full use of current extension programs designed for families operating economic units nor are extension facilities adequate to provide the assistance needed to produce desirable results.

Mr. McINTIRE. That is in the existing law?

Dr. YORK. This is the existing law.

Mr. ABERNETHY. He is reading the existing law.

Dr. YORK. Yes, sir, and continuing:

(b) In order to further the purposes of section 2 in such areas and to encourage complementary development essential to the welfare of such areas, there are hereby authorized to be appropriated such sums as the Congress from time to time shall determine to be necessary for payments to the States—

and deleting "Alaska, Hawaii, and Puerto Rico"—

on the basis of special needs in such areas as determined by the Secretary of Agriculture.

(c) In determining that the area has such special need, the Secretary shall find that it has a substantial number of disadvantaged farms or farm families for one or more of the reasons heretofore enumerated. The Secretary shall make provisions for the assistance to be extended to include one or more of the following: (1) Intensive on-the-farm educational assistance to the farm family in appraising and resolving its problems; (2) Assistance and counselling to local groups in appraising resources for capability of improvement in agriculture or introduction of industry designed to supplement farm income; (3) Cooperation with other agencies and groups in furnishing all pos-

sible information as to existing employment opportunities, particularly to farm families having underemployed workers; and (4) In cases where the farm family, after analysis of its opportunities and existing resources, finds it advisable to seek a new farming venture, the providing of information, advice and counsel in connection with making such a change.

(d) No more than 10 per centum of the sums available under this section shall be allotted to any one State. The Secretary shall use project proposals and plans of work submitted by the State Extension Directors as the basis for determining the allocation of funds appropriated pursuant to this section.

(e) Sums appropriated pursuant to this section shall be in addition to, and not in substitution for, appropriations otherwise available under this Act. The amounts authorized to be appropriated pursuant to this section shall not exceed a sum in any year equal to 10 per centum of sums otherwise appropriated pursuant to this Act.

Maybe I can explain this.

Mr. ABERNETHY. I would like to have you do so. They are exactly identical?

Dr. YORK. Yes; they are, just with one or two word changes.

Mr. ABERNETHY. Proceed, please.

Dr. YORK (reading):

The Secretary of Agriculture is authorized to make such rules and regulations as may be necessary for carrying out the provisions of this Act.

That was section 8.

Section 9. The term "State" means the States of the Union and Puerto Rico.

Mr. QUIE. Are you reading new language now?

Dr. YORK. That is section 9 which is new language. That is the only part of the new language I have read. The rest is a part of the old language.

Mr. ABERNETHY. Let us go off the record.

(Discussion off the record.)

Mr. ABERNETHY. We will make that a part of the record at this point.

(The draft of the proposed amendment follows:)

A BILL To amend the Smith-Lever Act of May 8, 1914, as amended, to provide for cooperative agricultural extension work between the agricultural colleges in the several States, territories, and possessions receiving the benefits of an Act of Congress approved July 2, 1862, and of Acts supplementary thereto, and the United States Department of Agriculture

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of May 8, 1914 (38 Stat. 372), as amended by the Act of June 26, 1953 (7 U.S.C. 341-348) and by the Act of August 11, 1955 (7 U.S.C. 347a) is hereby amended as follows:

Section 2 is amended by inserting the words "or Territory or possession" immediately before the words "receiving the benefits of this Act."

Section 3(b) is amended by—

- (1) deleting the phrase "Alaska, Hawaii, Puerto Rico" wherever it appears in said subsection;
- (2) substituting the word "available" for the word "received";
- (3) substituting the date "1962" for the date "1953";
- (4) deleting the phrase "such sums shall be";
- (5) deleting the phrase "Alaska, Hawaii, and Puerto Rico as existed immediately prior to the passage of this Act"; and
- (6) deleting the proviso to said subsection.

Section 3(c)1 is amended to read as follows:

"1. Four per centum of the sum so appropriated for each fiscal year shall be allotted to the Federal Extension Service for administrative, technical, and other services, and for coordinating the extension work of the Department and the several States, Territories, and possessions."

Section 3 (c) 2 is amended by—

(1) deleting so much thereof as precedes the first proviso and substituting therefor the following: "Of the remainder so appropriated for each fiscal year, 20 per centum shall be paid to the several States in equal proportions, 40 per centum shall be paid to the several States in the proportion that the rural population of each bears to the total rural population of the several States as determined by the census, and the balance shall be paid to the several States in the proportion that the farm population of each bears to the total farm population of the several States as determined by the census: "; and

(2) deleting the phrase "Alaska, Hawaii, and Puerto Rico" from the first proviso.

Section 3(d) is amended by adding the word "additional" immediately after the word "such" in said subsection.

Section 4 is amended by—

(1) deleting the words "Territory or possession" wherever they appear in said section; and

(2) substituting the words "equal quarterly payments in or about July, October, January, and April" for the words "equal semiannual payments on the first day of January and July".

Sections 5 and 6 are amended by deleting therefrom the words "Territory or possession" wherever they appear.

Section 8(b) is amended by deleting the phrase "Alaska, Hawaii, and Puerto Rico".

A new section 7 reading as follows is hereby added:

"Sec. 7. The several States are authorized to utilize the facilities and services available to Federal agencies under titles I and II of the Federal Property and Administrative Services Act of 1949, as amended (5 U.S.C. 630g; 40 U.S.C. 481 and following) for the purpose of acquiring personal property, supplies, and services, including the making of purchases from Federal supply service stores and Federal supply schedule contracts and the acquiring of excess personal property by transfer from Federal agencies as may be required in carrying out cooperative agricultural extension work pursuant to the provisions of this Act."

A new section 10 reading as follows is hereby added:

"SEC. 10. The term 'State' means the States of the Union and Puerto Rico."

DRAFT—PROPOSED AMENDMENT PUBLIC LAW 83—83D CONGRESS CHAPTER 157—1ST SESSION—S. 1679

To amend the Smith-Lever Act of May 8, 1914, as amended, to provide for cooperative agricultural extension work between the agricultural colleges in the several States, Territories, and possessions receiving the benefits of an Act of Congress approved July 2, 1862, and of Acts supplementary thereto, and the United States Department of Agriculture.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of May 8, 1914 (38 Stat. 372), as amended by the Act of June 26, 1953 (7 U.S.C. 341-348) and the Act of August 11, 1955 (7 U.S.C. 347a) is hereby amended to read as follows:

"SECTION 1. In order to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same, there may be continued or inaugurated in connection with the college or colleges in each State, Territory, or possession, now receiving, or which may hereafter receive, the benefits of the Act of Congress approved July second, eighteen hundred and sixty-two, entitled 'An Act donating public lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts' (Twelfth Statutes at Large, page five hundred and three), and of the Act of Congress approved August thirtieth, eighteen hundred and ninety (Twenty-sixth Statutes at Large, page four hundred and seventeen and chapter eight hundred and forty-one), agricultural extension work which shall be carried on in cooperation with the United States Department of Agriculture: Provided, That in any State, Territory, or possession in which two or more such colleges have been or hereafter may be established, the appropriations hereinafter made to such State, Territory, or possession shall be administered by such college or colleges as the legislature of such State, Territory, or possession may direct.

"SEC. 2. Cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics and subjects relating thereto to persons not attending or resident in said colleges in the several communities, and imparting information on said subjects through demonstrations, publications, and otherwise and for the necessary printing and distribution of information in connection with the foregoing; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges or Territory or possession receiving the benefits of this Act.

"SEC. 3. (a) There are hereby authorized to be appropriated for the purposes of this Act such sums as Congress may from time to time determine to be necessary.

"(b) Out of such sums, each State [Alaska, Hawaii, Puerto Rico,] and the Federal Extension Service shall be entitled to receive annually a sum of money equal to the sums [received] available from Federal cooperative extension funds for the fiscal year [1953] 1962 and [such sums shall be] subject to the same requirements as to furnishing of equivalent sums by the State [Alaska, Hawaii, and Puerto Rico as existed immediately prior to the passage of this Act,] except that amounts heretofore made available to the Secretary for allotment on the basis of special needs shall continue available for use on the same basis [: Provided, That, in addition, Puerto Rico shall be authorized to receive the total initial amount set by the provisions of the Act of October 26, 1949 (63 Stat. 926), and this amount shall be increased each succeeding fiscal year in accordance with such provisions until the total sum shall include the maximum amount set by the provisions of the Act of October 26, 1949, and Puerto Rico shall be entitled to receive such amount annually thereafter].

"(c) Any sums made available by the Congress for further development of cooperative extension work in addition to those referred to in subsection (b) hereof shall be distributed as follows:

"1. [Four per centum of the sum so appropriated for each fiscal year shall be allotted among the States, Alaska, Hawaii, and Puerto Rico by the Secretary of Agriculture on the basis of special needs as determined by the Secretary.] *Four per centum of the sum so appropriated for each fiscal year shall be allotted to the Federal Extension Service for administrative, technical, and other services, and for coordinating the extension work of the Department and the several States, Territories, and possessions.*

"2. [Fifty per centum of the remainder of the sum so appropriated for each fiscal year shall be paid to the several States, Alaska, Hawaii, and Puerto Rico in the proportion that the rural population of each bears to the total rural population of the several States, Alaska, Hawaii, and Puerto Rico, as determined by the census, and the remainder shall be paid to the several States, Alaska, Hawaii, and Puerto Rico in the proportion that the farm population of each bears to the total farm population of the several States, Alaska, Hawaii, and Puerto Rico, as determined by the census:] *Of the remainder so appropriated for each fiscal year, twenty per centum shall be paid to the several States in equal proportions, forty per centum shall be paid to the several States in the proportion that the rural population of each bears to the total rural population of the several States as determined by the census, and the balance shall be paid to the several States in the proportion that the farm population of each bears to the total farm population of the several States as determined by the census: Provided, That payments out of the additional appropriations for further development of extension work authorized herein may be made subject to the making available of such sums of public funds by the States [Alaska, Hawaii, and Puerto Rico] from non-Federal funds for the maintenance of cooperative agricultural extension work provided for in this Act, as may be provided by the Congress at the time such additional appropriations are made: Provided further, That any appropriation made hereunder shall be allotted in the first and succeeding years on the basis of the decennial census current at the time such appropriation is first made, and as to any increase, on the basis of decennial census current at the time such increase is first appropriated. Provided further, that the several States are authorized to utilize the facilities and services available to Federal agencies under Titles I and II of the Federal Property and Administrative Services Act of 1949, as amended (5 U.S.C. 630g; 40 U.S.C. 481 and following) for the purpose of acquiring personal property, supplies and services, including the making of purchases from Federal supply service stores and Federal supply schedule contracts and the acquiring of excess personal property by transfer from Federal agencies as may be required*

in carrying out cooperative agricultural extension work pursuant to the provisions of this Act.

"(d) The Federal Extension Service shall receive such *additional* amounts as Congress shall determine for administration, technical, and other services and for coordinating the extension work of the Department and the several States, Territories, and possessions.

"SEC. 4. On or about the first day of July in each year after the passage of this Act, the Secretary of Agriculture shall ascertain as to each State [Territory, or possession] whether it is entitled to receive its share of the annual appropriation for cooperative agricultural extension work under this Act and the amount which it is entitled to receive. Before the funds herein provided shall become available to any college for any fiscal year, plans for the work to be carried on under this Act shall be submitted by the proper officials of each college and approved by the Secretary of Agriculture. Such sums shall be paid in [equal semi-annual payments on the first day of January and July] *equal quarterly payments in or about July, October, January, and April* of each year to the treasurer or other officer of the State [Territory, or possession] duly authorized by the laws of the State [Territory, or possession] to receive the same, and such officer shall be required to report to the Secretary of Agriculture on or about the first day of January of each year, a detailed statement of the amount so received during the previous fiscal year and its disbursement, on forms prescribed by the Secretary of Agriculture.

"SEC. 5. If any portion of the moneys received by the designated officer of any State [Territory, or possession,] for the support and maintenance of cooperative agricultural extension work, as provided in this Act, shall by any action or contingency be diminished or lost or be misapplied, it shall be replaced by said State [Territory, or possession,] and until so replaced no subsequent appropriation shall be apportioned or paid to said State [Territory, or possession]. No portion of said moneys shall be applied, directly or indirectly, to the purchase, erection, preservation, or repair of any building or buildings, or the purchase or rental of land, or in college-course teaching, lectures in college, or any other purpose not specified in this Act. It shall be the duty of said colleges, annually, on or about the first day of January, to make to the Governor of the State [Territory, or possession] in which it is located a full and detailed report of its operations in extension work as defined in this Act, including a detailed statement of receipts and expenditures from all sources for this purpose, a copy of which report shall be sent to the Secretary of Agriculture.

"SEC. 6. If the Secretary of Agriculture finds that a State [Territory, or possession] is not entitled to receive its share of the annual appropriation, the facts and reasons therefor shall be reported to the President, and the amount involved shall be kept separate in the Treasury until the expiration of the Congress next succeeding a session of the legislature of the State [Territory, or possession] from which funds have been withheld in order that the State [Territory, or possession] may, if it should so desire, appeal to Congress from the determination of the Secretary of Agriculture. If the next Congress shall not direct such sum to be paid, it shall be covered into the Treasury.

"SEC. [8] 7. (a) The Congress finds that there exists special circumstances in certain agricultural areas which cause such areas to be at a disadvantage insofar as agricultural development is concerned, which circumstances include the following: (1) There is concentration of farm families on farms either too small or too unproductive or both; (2) such farm operators because of limited productivity are unable to make adjustments and investments required to establish profitable operations; (3) the productive capacity of the existing farm unit does not permit profitable employment of available labor; (4) because of limited resources, many of these farm families are not able to make full use of current extension programs designed for families operating economic units nor are extension facilities adequate to provide the assistance needed to produce desirable results.

"(b) In order to further the purposes of section 2 in such areas and to encourage complementary development essential to the welfare of such areas, there are hereby authorized to be appropriated such sums as the Congress from time to time shall determine to be necessary for payments to the States [Alaska, Hawaii, and Puerto Rico] on the basis of special needs in such areas as determined by the Secretary of Agriculture.

"(c) In determining that the area has such special need, the Secretary shall find that it has a substantial *number of disadvantaged farms* or farm families for one or more of the reasons heretofore enumerated. The Secretary shall make provisions for the assistance to be extended to include one or more of the following: (1) Intensive on-the-farm educational assistance to the farm family in appraising and resolving its problems; (2) assistance and counseling to local groups in appraising resources for capability of improvement in agriculture or introduction of industry designed to supplement farm income; (3) cooperation with other agencies and groups in furnishing all possible information as to existing employment opportunities, particularly to farm families having underemployed workers; and (4) in cases where the farm family, after analysis of its opportunities and existing resources, finds it advisable to seek a new farming venture, the providing of information, advice, and counsel in connection with making such change.

"(d) No more than 10 per centum of the sums available under this section shall be allotted to any one State. The Secretary shall use project proposals and plans of work submitted by the State Extension directors as a basis for determining the allocation of funds appropriated pursuant to this section.

"(e) Sums appropriated pursuant to this section shall be in addition to, and not in substitution for, appropriations otherwise available under this Act. The amounts authorized to be appropriated pursuant to this section shall not exceed a sum in any year equal to 10 per centum of sums otherwise appropriated pursuant to this Act.

"Sec. [9] 8. The Secretary of Agriculture is authorized to make such rules and regulations as may be necessary for carrying out the provisions of this Act.

"Sec. 9. *The term "State" means the States of the Union and Puerto Rico.*"

[Section 2. The Acts or parts thereof enumerated below are hereby repealed:]

[The Capper-Ketcham Act of May 22, 1928 (45 Stat. 711), as amended by the Act of March 10, 1930 (46 Stat. 83).]

[Section 21 of the Bankhead-Jones Act of June 29, 1935 (49 Stat. 438), as amended by section 2 of the Act of June 6, 1945 (59 Stat. 233).]

[Section 23 of the Bankhead-Jones Act as added by the Act of June 6, 1945 (59 Stat. 231), and as amended by the Act of October 26, 1949 (Public Law 406, Eighty-first Congress).]

[The Act of August 28, 1937 (50 Stat. 881).]

[The Act of April 24, 1939 (53 Stat. 589), as amended by section 707 of the Act of September 21, 1944 (58 Stat. 742).]

[The Act of October 27, 1949 (Public Law 417, Eighty-first Congress).]

[The Act of May 16, 1928 (45 Stat. 571), insofar as it relates to extension work.]

[The Act of February 23, 1929 (45 Stat. 1256), insofar as it relates to extension work.]

[The Act of March 4, 1931 (46 Stat. 1520), insofar as it relates to extension work.]

[Approved June 26, 1953.]

[The Act of August 11, 1955 (Public Law 360—84th Congress).]

Mr. ABERNETHY. And also, your prepared statement, if you so desire.

Dr. YORK. Yes, sir.

(The prepared statement of Dr. E. T. York, Jr., follows:)

STATEMENT OF E. T. YORK, JR., ADMINISTRATOR, FEDERAL EXTENSION SERVICE, BEFORE AGRICULTURE SUBCOMMITTEE ON RESEARCH AND EXTENSION, ON H.R. 11240

I appreciate the opportunity to discuss H.R. 11240, which would amend the Smith-Lever Act, the basic legislation for carrying on cooperative extension work between the Department of Agriculture and the land-grant colleges. The Smith-Lever Act has not undergone many changes since its enactment in 1914. This attests to the foresight of those who originally drew it up. The proposed amendment does not affect the scope, nature, or manner in which the cooperative

program is carried out. It does provide for some adjustments, especially in the distribution of any increases in funds among the States and the Federal Extension Service.

The primary objectives of the bill are to—

1. provide that each State and Puerto Rico be entitled to receive annually a sum equal to the sums received for the fiscal year 1962 ;
2. revise the formula for distributing amounts which may be appropriated in excess of the amounts allotted in 1962 ;
3. allocate Federal funds to the States and Puerto Rico quarterly rather than on a semiannual basis ; and
4. make available to the State and Puerto Rico extension services increased use of General Services Administration facilities and excess Government property.

Perhaps a brief résumé of the background leading up to the proposed revised formula for distributing funds among the States would be helpful. Prior to 1953 a variety of formulas were in effect, as authorized by the several independent acts providing funds for extension work. In 1953, through the efforts of your subcommittee, the several acts were consolidated, and established a new formula for distributing any additional funds appropriated subsequent to 1953. This became section 3(c) of the act. That formula has remained in effect since then, and approximately \$25 million of the \$58 million appropriated in 1962 was distributed on the basis of the 1953 formula.

For the past several years the State extension directors, and others, have been in agreement that the formula did not distribute the funds among the States as equitably as it should. In 1956, the States set up a committee of State extension directors to study the subject and to develop and report on various formulas involving a variety of factors for review by the State directors. The formula as proposed in the pending amendment to the Smith-Lever Act is the result of their deliberations. In 1958, the State directors approved the proposed formula unanimously. It was decided, however, that proposed legislation implementing the revised formula be delayed until the 1960 Census of Farm and Rural Population was available. At the 1961 land-grant college meeting, the State extension directors reviewed the available census data and again acted unanimously for the formula change to apply to any additional Federal funds, and instructed the Extension Legislative Subcommittee to draft proposed legislation implementing this action. H.R. 11240 encompasses the recommendations of the State extension directors. This proposal is sponsored by the extension directors and was introduced at their request.

The proposed formula would only apply to funds made available by Congress in addition to those available in 1962. Therefore, there would be no change in the share which each State is presently entitled to receive.

The proposed formula provides, under section 3(c), that 96 percent of any increased funds be distributed to the States and Puerto Rico, and the remaining 4 percent allocated to the Federal Extension Service for administration and coordination of cooperative extension work.

Of the 96 percent for payments to the States, 20 percent would be distributed equally, 40 percent on the basis of rural population, and 40 percent on the basis of farm population. In arriving at this formula, the State extension directors determined that distributing 20 percent equally to the States takes into consideration the fact that there are certain costs common to all States, regardless of population or size. The large percentage distributed on the basis of farm and rural population is believed by the directors to be an equitable arrangement based on workload and other needs.

The provision that 4 percent be allocated to the Federal Extension Service was adopted by the State extension services to take into consideration their needs for assistance from the Federal office. These requests for assistance cover a wide range of program leadership fields, and the requests have increased substantially over the past few years. The States believe that this type of assistance not only contributes to the effectiveness of State programs, but also increases the effectiveness of the total effort.

The proposed bill would authorize advanced payments to the States on a quarterly basis similar to the installment basis on which experiment station funds are allocated. Federal extension funds are currently allocated to the States on a semiannual basis. This change is proposed because it would decrease the amount of money which the Federal Treasury would have to borrow to make advance payments. These interest savings are considerable and would not involve any problems insofar as Federal or State fiscal or program operations are concerned.

Another provision would authorize the States to make greater use of General Services Administration facilities. Currently the States are entitled by administrative action to purchase from GSA stores stock, but GSA believes that an amendment as proposed here is necessary in order to utilize GSA contract schedules.

In the same connection, a provision is included which would entitle State extension services to excess Federal property. Both of these authorizations would provide for economies in State extension service operations at little or no additional cost to the Government.

I will be glad to answer any questions you may have.

Mr. QUIE. I refer you to line 14, page 5, where you mention territories and possessions. What does that cover?

Mr. GROENING. There is a possibility of Guam and one of the other territories being involved in the extension program and this would cover it if such a program came about.

Dr. YORK. There has been some desire for assistance and this would merely leave the door open in case there was a need for it.

Mr. HEIMBURGER. I believe that we have a bill, Mr. Chairman, which would extend some form of Federal extension work to Guam. We reported it out last year.

Mr. QUIE. What is the purpose then of including territories and possessions where it talks about additional amounts for administrative, technical, and other services? We do not want to include those for the special needs?

Dr. YORK. No. This would merely enable our Federal office to work with or service such a program if it were established.

Mr. ABERNETHY. In other words, this subsection (d), page 5, is language which you have brought forward from the present law and is identical, except for the word "additional"?

Dr. YORK. Yes.

Mr. ABERNETHY. I do not know what you are up to there.

Mr. QUIE. It means that under the present law they have authorization for all of this now, and they want to get 4 percent of the money that goes to the States, and if they need more than that they, also, have authority for that, but they want to make sure of that 4 percent rather than to be uncertain under the present law. I do not know if there is any reason for it.

Dr. YORK. I would emphasize this, Mr. Chairman and members of the subcommittee, that this is a proposal that has originated from within the States. I think this is a sincere desire on the part of the States for the Federal office to be able to support their efforts better than the Federal office has been able to do in the past. This is not something that has originated here. You see, we maintain a staff of specialists in various areas who provide national leadership in these various subject matters and in these various subject matter areas, and it is of considerable importance to the States that this be strong and able to function from a national standpoint in helping them. And so this is merely an effort on the part of the States to help insure that this type of assistance is available.

Mr. ABERNETHY. When we discussed this subject in my office, I asked you to prepare for the record some tables of your present distribution, did I not?

Dr. YORK. Yes, sir.

Mr. ABERNETHY. A table to indicate what would be the dollar distribution of additional moneys.

Dr. YORK. We have those. We will be glad to furnish them.

Mr. ABERNETHY. I wish that you would leave them with the reporter so that they can be made a part of this record. Were they duplicated?

Dr. YORK. Yes, they have been duplicated.

Mr. ABERNETHY. They have been duplicated; in other words, do you have enough copies for the members of the subcommittee?

Dr. YORK. We have one copy here.

Mr. ABERNETHY. You do not have but one copy. You had better leave that with the reporter.

Dr. YORK. Yes.

Mr. ABERNETHY. In the meantime if you would prepare additional copies to be delivered here for the next meeting of the subcommittee, we can see what will be done with this money.

Mr. QUIE. Between 1953 and the present time the additional amounts of money have been divided 50-50, according to the population of the farm and rural areas. What percentage of that was appropriated for administration, technical and other services to coordinate the extension work under subsection (D)? Do you have that?

Dr. YORK. I do not have the exact figure, but I can give you the overall figure. The budget of our office at the present time is about 4.1 percent, I believe, of the total that goes to the States, so this 4 percent figure is in line with the approximate figure that we now have.

Mr. QUIE. You are already getting the 4 percent?

Dr. YORK. Yes, that is right.

(The table entitled "Distribution of \$1 million extension funds under current and proposed Smith-Lever Act formula on basis of final 1960 census" follows:)

Distribution of \$1,000,000 extension funds under current and proposed Smith-Lever Act formula on basis of final 1960 census

State	Current formula	Proposed formula	Difference
Alabama	\$26,382	\$24,870	-\$1,512
Alaska	1,290	4,798	3,508
Arizona	4,543	7,399	2,856
Arkansas	20,043	19,799	-244
California	29,868	27,660	-2,208
Colorado	8,303	10,408	2,105
Connecticut	5,592	8,239	2,647
Delaware	2,006	5,370	3,364
Florida	14,743	15,559	816
Georgia	29,028	26,987	-2,041
Hawaii	1,659	5,092	3,433
Idaho	7,516	9,778	2,262
Illinois	35,820	32,421	-3,399
Indiana	31,574	29,025	-2,549
Iowa	33,575	30,625	-2,950
Kansas	18,184	18,312	128
Kentucky	33,094	30,240	-2,854
Louisiana	18,240	18,357	117
Maine	5,719	8,340	2,621
Maryland	11,059	12,613	1,554
Massachusetts	8,533	10,591	2,058
Michigan	32,948	30,124	-2,824
Minnesota	31,022	28,582	-2,440
Mississippi	30,086	27,833	-2,253
Missouri	30,762	28,374	-2,388
Montana	6,480	8,949	2,469
Nebraska	16,013	16,576	563
Nevada	1,074	4,625	3,551
New Hampshire	2,822	6,022	3,200
New Jersey	7,736	9,953	2,217
New Mexico	4,780	7,589	2,809
New York	32,203	29,527	-2,676
North Carolina	51,158	44,691	-6,467
North Dakota	10,450	12,125	1,675
Ohio	39,927	35,707	-4,220
Oklahoma	16,224	16,745	521
Oregon	10,463	12,135	1,672
Pennsylvania	39,916	35,697	-4,219
Puerto Rico	37,737	33,954	-3,783
Rhode Island	1,145	4,680	3,535
South Carolina	23,998	22,963	-1,035
South Dakota	10,525	12,184	1,659
Tennessee	34,558	31,411	-3,147
Texas	44,175	39,104	-5,071
Utah	3,403	6,486	3,083
Vermont	3,729	6,747	3,018
Virginia	28,679	26,707	-1,972
Washington	13,398	14,482	1,084
West Virginia	14,045	15,000	955
Wisconsin	31,084	28,631	-2,453
Wyoming	2,689	5,914	3,225
4 percent special need	40,000		-40,000
4 percent Federal Extension Service		40,000	40,000
Total	1,000,000	1,000,000	0

NOTE.—Current formula based on 4 percent special need, 48 percent rural population, and 48 percent farm population. Proposed formula based on 4 percent Federal Extension Service and of remaining (96 percent) 20 percent equally to all States and Puerto Rico, 40 percent on farm, and 40 percent on rural population.

Mr. McINTIRE. I just want the record to show, Mr. Chairman, that my inquiries concerning the provision for the surplus items were simply to get an understanding of how the Extension Service would acquire the surplus property. I am certainly not opposed to the objective.

Mr. ABERNETHY. I think that you raised a good question.

Mr. REFFEL. I understand that Dr. York is to give us some further explanation regarding the transfer of title from the General Services Administration to the recipient agency.

Mr. ABERNETHY. Yes, sir.

Mr. HAGAN of Georgia. I want to ask one question. I am sorry that I had to be away a part of the morning. You may have already covered this. On this surplus property proposition, the excess Government property, all of last year I had quite a round robin trying to help county agents in certain places, where there was a big warehouse and they were not permitted to get any of the abundant supply of excess property that was piled up there. Does this change in policy make these surpluses readily available to them?

Mr. ABERNETHY. This bill puts the Extension Service on the same basis as all other Federal agencies.

Mr. HAGAN of Georgia. Whereas they were not on that basis before?

Mr. ABERNETHY. Whereas now the surpluses are made available to the States, including the Extension Service after the Federal agencies have picked it over. Is that right?

Dr. YORK. That is right; yes, sir.

Mr. ABERNETHY. This moves them up to the level of the Federal agencies.

Mr. HAGAN of Georgia. This should eliminate our problems, then.

Mr. ABERNETHY. I do not know whether it would eliminate them, but it would put them on, at least, a par with the Federal agencies. Whether this is a Federal agency and should be on a par with the Federal agencies is something we will have to determine. I raise that question.

Mr. HAGAN of Georgia. Thank you very much.

Mr. ABERNETHY. We appreciate very much your presence here this morning, Dr. York and Mr. Groening. You have been very helpful. We will stand adjourned until 10 o'clock Monday morning.

(Whereupon, at 11:50 a.m., the subcommittee was recessed, to reconvene at 10 a.m., Monday, May 14, 1962.)

The first object of the Bill is to amend the Constitution of the State in relation to the office of the Governor, and to provide for the election of the Governor and the Vice-Governor.

The second object of the Bill is to amend the Constitution of the State in relation to the office of the Lieutenant-Governor, and to provide for the election of the Lieutenant-Governor.

The third object of the Bill is to amend the Constitution of the State in relation to the office of the Secretary of State, and to provide for the election of the Secretary of State.

The fourth object of the Bill is to amend the Constitution of the State in relation to the office of the Auditor General, and to provide for the election of the Auditor General.

The fifth object of the Bill is to amend the Constitution of the State in relation to the office of the Treasurer, and to provide for the election of the Treasurer.

The sixth object of the Bill is to amend the Constitution of the State in relation to the office of the Attorney General, and to provide for the election of the Attorney General.

The seventh object of the Bill is to amend the Constitution of the State in relation to the office of the Superintendent of Education, and to provide for the election of the Superintendent of Education.

The eighth object of the Bill is to amend the Constitution of the State in relation to the office of the Superintendent of Public Health, and to provide for the election of the Superintendent of Public Health.

The ninth object of the Bill is to amend the Constitution of the State in relation to the office of the Superintendent of Prisons, and to provide for the election of the Superintendent of Prisons.

The tenth object of the Bill is to amend the Constitution of the State in relation to the office of the Superintendent of Mines, and to provide for the election of the Superintendent of Mines.

The eleventh object of the Bill is to amend the Constitution of the State in relation to the office of the Superintendent of Railways, and to provide for the election of the Superintendent of Railways.

The twelfth object of the Bill is to amend the Constitution of the State in relation to the office of the Superintendent of Telegraphs, and to provide for the election of the Superintendent of Telegraphs.

The thirteenth object of the Bill is to amend the Constitution of the State in relation to the office of the Superintendent of Posts, and to provide for the election of the Superintendent of Posts.



TO AMEND THE SMITH-LEVER ACT

MONDAY, MAY 14, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RESEARCH AND EXTENSION
OF THE COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 1310, New House Office Building, Hon. Thomas G. Abernethy (chairman of the subcommittee) presiding.

Present: Representatives Abernethy, Hagan of Georgia, Quie, Mrs. May, and Harvey.

Also present: Representative McIntire; John Heimburger, counsel; and Martha Hannah, staff member.

Mr. ABERNETHY. The subcommittee will come to order.

We will resume with Dr. York. Do you have anything further that you would like to add?

STATEMENT OF DR. E. T. YORK, JR., ADMINISTRATOR; ACCOMPANIED BY C. A. VINES, DIRECTOR OF EXTENSIONS, ARKANSAS, AND CHAIRMAN OF LEGISLATIVE COMMITTEE OF STATE EXTENSION DIRECTORS; LUKE M. SCHRUBEN, ASSISTANT ADMINISTRATOR; AND RALPH E. GROENING, ASSISTANT DIRECTOR, DIVISION OF MANAGEMENT OPERATIONS, FEDERAL EXTENSION SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Dr. YORK. Mr. Chairman, I would like to first to introduce Director Vines, director of Extension Service of the University of Arkansas, Mr. Schruben, Assistant Administrator, along with Mr. Groening.

We have, in line with your suggestion at our last session, a proposed revision of the bill which presents amendments to the present act, and would not restate the entire bill as did the earlier proposed version. We would like to introduce it into the record for consideration.

Mr. ABERNETHY. I do not think that you should necessarily put it in the record. Please turn the copy over to the clerk. Do you have extra copies?

Dr. YORK. Yes, we do.

Mr. ABERNETHY. I think, probably, that you had better leave the extra copies with the counsel and members of the committee.

Dr. YORK. We would be glad to answer any further questions.

Mr. ABERNETHY. I do not think there are any further questions. I believe that I wanted Mr. Vines to make a statement.

Dr. YORK. As I mentioned at our last session, this proposal has grown out of a rather deliberate consideration over a period of several years by the State extension directors of the need for some revision in the Smith-Lever Act, particularly the formula for allocating funds back as 4 years ago a committee was set up among the extension directors that has been working on this and I think it would be very appropriate for him to make any comments he might consider desirable.

Mr. ABERNETHY. Before we do that, Mr. Vines; Dr. York, is this draft of which you have submitted to me a complete redraft of the bill?

Dr. YORK. It is, sir.

Mr. ABERNETHY. There is one thing that has confused me. It is with regard to the words "territory and possessions."

Dr. YORK. It was inserted in that section referring to the authority—

Mr. ABERNETHY. The words "territory and possessions" were inserted in section 2, for what purpose?

Dr. YORK. For the purpose of providing authority to the Federal office to work with and assist a territory of the United States in the conduct of extension work where that work might be initiated.

Mr. ABERNETHY. For instance, what territory?

Dr. YORK. Guam.

Mr. ABERNETHY. And what others?

Dr. YORK. The Virgin Islands. This is just an open-end provision, so that in the event in the future there was a need for such assistance we would have authority to give it.

Mr. ABERNETHY. We have previously had some controversy about Guam. There was an attempt made to extend some services to Guam which many members of the committee felt were far out of proportion to the agricultural economy there. That is not the objective of this?

Dr. YORK. It is not. It is merely proposed in the event that Congress should decide that extension work should be extended to one of these possessions, it would give our office authority to work with this territory.

Mr. ABERNETHY. It does not eliminate the decision by the Congress?

Dr. YORK. No, sir. At least, this is not our intention.

Mr. ABERNETHY. Then what steps would Congress have to take in order to make the decision, to appropriate the money?

Dr. YORK. It is my understanding in the event that Congress should decide that extension work would be conducted in Guam and would make funds available for that, our office then, by this provision in the proposed amendment, would be authorized to extend the same type of administrative and technical assistance to that program that we now extend to the other States.

Mr. ABERNETHY. With all deference, I think that this makes the decision.

Dr. YORK. Well, if that is right we, perhaps had better reexamine this.

Mr. ABERNETHY. This makes the decision and henceforth any appropriations made would be subject to some sort of provision in this section. What do you think about that, Mr. Groening?

Mr. GROENING. The allocation of funds, section 3, does not provide for any funds to be distributed for the territories, but it is restricted to the States and Puerto Rico. Section 3 does not mention territories or possessions.

Mr. ABERNETHY. All right, I believe that is all I have. Do you have any questions?

Mr. QUITE. Is there any coordination now with Guam in the work you are doing out there?

Dr. YORK. None from our office.

Mr. QUITE. None from your office. Is there some outside of your office?

Dr. YORK. Yes.

Mr. SCHRUBEN. This might be off the record.

Mr. ABERNETHY. Very well.

(Discussion off the record.)

Mr. ABERNETHY. I think that this language definitely extends the authority. I may be wrong. I do not know. Mr. McIntire, do you have any questions?

Mr. McINTIRE. No.

Mr. ABERNETHY. Now we will hear from Mr. Vines.

Mr. VINES. I might add at this point, Mr. Chairman, that there has been a felt need among the extension directors of the United States some 5 or 6 years for a revision in the formula. And beginning as far back as 4 years ago a committee was set up among the extension directors with representation from all of the regions to develop a new formula. And some 8 or 10 definite proposals have been worked out and have been studied by the directors. And the one contained in the proposed revision is the one that has been finally agreed upon by the extension directors and thus has the unanimous approval of the extension directors of the United States. And it is upon this basis that we have—

Mr. ABERNETHY. Who worked on this formula—did you have a committee to do that?

Mr. VINES. Yes, sir; we had a committee.

Mr. ABERNETHY. Of whom did the committee consist?

Mr. VINES. The committee consisted of the director of extension in North Carolina, the director of extension in the State of Maine. I am sorry that I do not recall the other two members, but there was a director from the western region and a director from the north-central region. I do not have those names available.

Mr. ABERNETHY. When was the committee appointed and who appointed it?

Mr. VINES. It was appointed by the chairman of our extension committee on organization and policy which is a committee within the extension directors organization.

Mr. ABERNETHY. That appointment came out of the meeting of these people?

Mr. VINES. Yes.

Mr. ABERNETHY. Where did it meet?

Mr. VINES. It came out of one of our annual meetings. You see, we meet annually with the land-grant colleges.

Mr. ABERNETHY. When was it appointed?

Mr. VINES. The exact date—I am sorry I cannot give to you, but it was appointed, as I recall, 5 years ago this past November.

Mr. ABERNETHY. When did they come to an agreement on this formula?

Mr. VINES. The agreement was reached a year ago last November, here in Washington. We had unanimous agreement at that time, but we thought it was wise to wait until the 1960 census came out.

Mr. ABERNETHY. This agreement was reached in November of 1960?

Mr. VINES. Yes, sir. And then in November 1961, it was reaffirmed after the census information had come out on some 39 of the 48 States.

Mr. ABERNETHY. I think that the record ought to show who that committee consisted of. Do you know?

Mr. VINES. We can get it to you. I can find it before the day is up and get it back to you.

Mr. ABERNETHY. All right.

Mr. VINES. But I do recall that two of the members—

Mr. ABERNETHY. You give the names to the clerk and it will be inserted at the appropriate place in the record.

Mr. VINES. We will do that.

(The information follows:)

The committee consisted of George E. Lord, State director of extension, Maine, chairman; David S. Weaver, State director of extension, North Carolina; E. W. Janike, State director of extension, Nebraska; C. O. Youngstrom, associate State director of extension, Idaho.

Mr. ABERNETHY. Do you have anything further?

Mr. VINES. No, I believe not.

Mr. ABERNETHY. Thank you very much.

Mr. QUIE. I would like to ask one question.

Since you served on that committee, why was it that you felt that 4 percent of the moneys should be automatically set aside for necessary Federal administrative and technical and other uses, where now there is authority in the law for whatever sums are needed to give them the revenue for the administrative, technical, and other services?

Mr. VINES. Well, we have had the feeling among the extension directors for a number of years that the Federal Extension Service has not been as adequately financed as we would like to see it. Our demands upon the organization have grown with the times. And the time in which the Federal Extension Service personnel has been reducing—it has dropped some 20 positions or so during the past 8 or 10 years—and we have felt the need of a concept in addition to the financial aspect that would tie the Federal Extension Service closer to the States in our total program. And in so doing we have felt that

this would be one way of creating a closer alliance between the Federal Extension Service and our State extension service.

Mr. QUIE. I understood from Dr. York the other day, when he was here, that right now the Federal share in the moneys turns out to be about 4.1 percent.

Mr. VINES. Yes, sir.

Mr. QUIE. How would this give any added financing or funding?

Mr. VINES. This does not, as I understand it, necessarily constitute all of the funds that could be appropriated to the Federal Extension Service. But in addition to the 4 percent that would be made available in this formula, there could be additional funds as is presently being done.

Mr. QUIE. There could be additional funds now under the law?

Mr. VINES. Yes, that is right.

Mr. QUIE. And you permit even under this formula that they have the 4 percent to be placed into that category and authority for any additional moneys they might need?

Mr. VINES. Yes, sir.

Mr. QUIE. But it seems to me that the 4.1 percent already is being the amount that you need in the amendatory language. Do you not think that they could be the judge of their needs, and the Appropriations Committee, when requests are brought to them, could pass upon their needs?

Mr. VINES. It was the feeling of our committee that developed this that the Federal Extension Service would need sufficient funds above this amount where it would give them this element of judgment and flexibility.

Dr. YORK. I could inject this thought, this is consistent with what is being done now with the Office of Cooperative State Experiment Station Service. At the present time 3 percent of all Federal moneys that are made available to the States for research going to the State experiment stations—3 percent of these moneys are held by the Federal Office for administrative purposes. The responsibilities of the Federal Extension Service go considerably beyond the administration of the program. We have responsibilities that extend considerably beyond the responsibilities of the Federal Office of the Cooperative State Experiment Station Service. Our responsibilities include not only the administration of the Smith-Lever Act, but also the subject matter leadership and assistance, along with coordination functions that require considerable personnel over and above what would be necessary just for administrative purposes.

The idea of the Federal Office sharing in any increased appropriation was merely one of insuring that the Federal Office would have the increased force that would be necessary to assist the States with an expanding program that might be made possible through increased appropriations. In other words, it was merely to tie the Federal and the State support together in terms of appropriations.

We are tied very closely together in terms of program relationship. This merely would implement further this concept of cooperation that we already have.

Mr. ABERNETHY. Mr. McIntire?

Mr. McINTIRE. No questions.

Mr. ABERNETHY. You have provided the committee with a table?

Dr. YORK. Yes.

Mr. ABERNETHY. I do not understand it. This table entitled "Distribution of \$1 million extension funds under current and proposed Smith-Lever Act formula on basis of final 1960 census," is before us. Let us take the first State, Alabama, "Current formula," \$26,382, and the proposed formula \$24,870. I thought that of the moneys that would be appropriated at the present level there would be no change at all.

Dr. YORK. That is right. It would not affect the present level.

Mr. ABERNETHY. This table does not clearly show what we are doing then, does it?

Dr. YORK. The current appropriations would be fixed. Assuming we had an increase—

Mr. ABERNETHY. Over and above—

Dr. YORK. With an additional \$1 million appropriation that would be allocated—

Mr. ABERNETHY. I wish then you would amend this to show what Alabama and the other States' share would be at the present ceiling of \$59 million.

Dr. YORK. We have those figures.

Mr. ABERNETHY. You had better duplicate them so that we can all have copies.

Dr. YORK. This would merely show what each State is now receiving.

Mr. ABERNETHY. Will you duplicate that and see that each member of the committee gets a copy of it, and that a copy is filed with the reporter for the record?

Dr. YORK. Yes.

Mr. ABERNETHY. I think it would be better if you prepared a new table, all on one page, showing the present distribution of the \$59 million, and the next column as to what would be done with each additional \$1 million.

Dr. YORK. Yes; we will do that.

(The information referred to follows:)

State	Distribution of fiscal year 1962 appropriation in accordance with sec. 3(b) of H. R. 11240	Distribution per \$1,000,000 of any increased appropriations over fiscal year 1962 in accord- ance with sec. 3(c) of H. R. 11240
Alabama.....	\$2,070,148	\$24,870
Alaska.....	83,440	4,798
Arizona.....	278,491	7,399
Arkansas.....	1,682,683	19,799
California.....	1,500,586	27,660
Colorado.....	519,164	10,408
Connecticut.....	305,301	8,239
Delaware.....	139,867	5,370
Florida.....	705,341	15,559
Georgia.....	2,166,353	26,987
Hawaii.....	267,659	5,092
Idaho.....	394,017	9,778
Illinois.....	1,787,074	32,421
Indiana.....	1,493,102	29,025
Iowa.....	1,595,270	30,625
Kansas.....	1,059,143	18,312
Kentucky.....	2,056,781	30,240
Louisiana.....	1,351,042	18,357
Maine.....	388,549	8,340
Maryland.....	556,232	12,613
Massachusetts.....	436,660	10,591
Michigan.....	1,641,807	30,124
Minnesota.....	1,528,721	28,582
Mississippi.....	2,134,382	27,833
Missouri.....	1,800,597	28,374
Montana.....	385,816	8,949
Nebraska.....	886,560	16,576
Nevada.....	102,469	4,625
New Hampshire.....	201,477	6,022
New Jersey.....	428,357	9,953
New Mexico.....	355,453	7,589
New York.....	1,569,390	29,527
North Carolina.....	2,824,482	44,691
North Dakota.....	601,907	12,125
Ohio.....	2,043,549	35,707
Oklahoma.....	1,407,429	16,745
Oregon.....	576,754	12,135
Pennsylvania.....	2,057,719	35,697
Puerto Rico.....	1,793,387	33,954
Rhode Island.....	107,381	4,680
South Carolina.....	1,509,489	22,963
South Dakota.....	602,251	12,184
Tennessee.....	2,084,488	31,411
Texas.....	3,276,639	39,104
Utah.....	261,044	6,486
Vermont.....	250,840	6,747
Virginia.....	1,703,157	26,707
Washington.....	718,260	14,482
West Virginia.....	1,057,519	15,000
Wisconsin.....	1,528,923	28,631
Wyoming.....	197,941	5,914
Special needs.....	1,544,909	-----
Federal Extension Service.....	-----	40,000
Total.....	58,020,000	1,000,000

Mr. QUIE. Under that kind of a table there would be no minus figure.

Mr. ABERNETHY. There would be a minus figure.

Mr. QUIE. Of less than they are receiving right now?

Dr. YORK. No.

Mr. ABERNETHY. Nobody gets less. You do not have to show that anybody gets more or less. You just show what would be done with each extra \$1 million thereof.

Mr. VINES. Yes; we can do that.

Mrs. MAY. May I go off the record on a question?

Mr. ABERNETHY. Yes.

(Discussion off the record.)

Mr. ABERNETHY. On the record.

Thank you, Dr. York. We appreciate you and your associates' presence here.

Dr. YORK. Thank you.

Mr. ABERNETHY. The next witness is Mr. John C. Lynn, legislative director of the American Farm Bureau Federation.

STATEMENT OF JOHN C. LYNN, LEGISLATIVE DIRECTOR, THE AMERICAN FARM BUREAU FEDERATION

Mr. LYNN. Mr. Chairman and members of the committee, the American Farm Bureau Federation supports the provisions of H.R. 11240 dealing with the allocation to the States of Federal Extension funds. This bill provides that each State would receive annually a sum equal to that received from the Federal cooperative extension funds for 1962 and that any future increases in Federal appropriations the fund would be allocated on the basis of 4 percent of the total to the Federal Extension Service for administration and coordination and the remaining 96 percent divided as follows:

- (1) 20 percent distributed equally;
- (2) 40 percent on the basis of rural population, and
- (3) 40 percent on the basis of farm population.

We commend the Agricultural Extension Service for the important contributions it has made through its various programs in providing service to farm families.

The primary objective of the agricultural extension program can be accomplished by providing information to farm people on new research in agricultural production, home economics, conservation, and marketing, and by encouraging application of this information. Through this program of service to agriculture the Extension Service has made important contributions to all segments of society.

The changing needs of agriculture require highly trained personnel to assist farmers in making proper use of technological developments. Provisions should be made for more on-the-job and advanced resident training. Ample food and fiber are basic to the well-being of America and become more important as the population increases. The Extension Service should continually review problems arising in agriculture and make sure that its programs are properly designed to assist farmers in ways that will keep agriculture sound and progressive.

We recommend appropriation of Federal grant-in-aid, and local funds to support an Agricultural Extension Service in keeping with the needs of our rapidly advancing agriculture. We believe that sections 1, 2, 3, and 4 of H.R. 11240 recognize the changes that are taking place in agriculture throughout America, and we recommend their enactment.

Mr. Chairman, if I might, at this point, I think that there is a need in this record some place to have inserted the current allocation by States of the Federal extension funds and have that followed by the table which you have had distributed to you showing how the change would take place with each \$1 million increase.

Mr. ABERNETHY. Would you like to have that table inserted in the record?

Mr. LYNN. Yes, sir. The special needs funds included in allocations in the first table are listed separately at the end of the second table.

Mr. ABERNETHY. Without objection, it will be inserted in the record at this point.

(The documents referred to follow:)

Sources of funds allotted for cooperative extension work in the States and Puerto Rico for the fiscal year ending June 30, 1962

State	Total funds	Total Federal funds	Total funds from within States	Source of Federal funds		Source of funds from within States		
				Smith-Lever Act	Agricultural Marketing Act ¹	State	County	Nontax
Alabama	\$4,385,829	\$2,102,398	\$2,283,431	\$2,070,148	\$32,250	\$1,358,460	\$835,171	\$89,800
Alaska	282,395	128,190	154,205	125,440	2,750	154,205	-----	-----
Arizona	1,160,878	399,191	761,687	392,191	7,000	681,904	73,283	6,500
Arkansas	3,781,904	1,704,983	2,076,921	1,682,683	22,300	1,510,033	434,080	132,808
California	8,117,790	1,545,586	6,572,204	1,500,586	45,000	4,940,264	1,586,940	45,000
Colorado	1,967,837	639,686	1,328,151	604,086	35,600	710,314	596,087	21,750
Connecticut	1,007,409	313,301	694,108	305,301	8,000	416,430	268,178	9,500
Delaware	424,957	172,717	252,240	148,717	24,000	213,463	4,000	34,777
Florida	3,166,740	725,341	2,441,399	705,341	20,000	1,505,947	935,452	-----
Georgia	5,283,980	2,212,353	3,071,627	2,166,353	46,000	1,824,330	1,215,032	32,265
Hawaii	977,248	284,159	693,089	267,659	16,500	693,089	-----	-----
Idaho	1,553,232	454,767	1,098,465	436,017	18,750	716,185	347,100	35,180
Illinois	5,017,179	1,815,974	3,201,205	1,787,074	28,900	2,176,970	-----	1,024,235
Indiana	4,221,717	1,538,102	2,683,615	1,493,102	45,000	1,381,878	1,233,737	68,000
Iowa	4,787,884	1,635,270	3,151,614	1,595,270	40,000	1,558,870	1,574,274	19,650
Kansas	4,523,705	1,154,567	3,369,138	1,113,643	40,924	1,095,383	2,148,455	125,300
Kentucky	4,289,886	2,112,781	2,177,105	2,056,781	56,000	1,444,200	600,000	132,905
Louisiana	4,273,280	1,383,453	2,889,827	1,351,042	32,411	2,583,704	289,783	16,340
Maine	946,887	410,549	536,338	393,549	17,000	388,408	147,930	-----
Maryland	2,458,547	603,582	1,854,965	556,232	47,350	1,440,473	414,492	-----
Massachusetts	1,841,819	493,160	1,348,659	436,660	56,500	508,701	839,958	-----
Michigan	5,099,886	1,780,396	3,319,492	1,641,807	138,589	2,315,443	992,049	12,000
Minnesota	3,017,179	1,558,721	1,604,855	1,528,721	30,000	766,532	814,473	23,850
Mississippi	4,465,135	2,164,382	2,300,753	2,134,382	30,000	1,399,450	850,343	50,960
Missouri	4,262,786	1,917,647	2,345,109	1,850,597	67,050	1,375,052	799,917	170,190
Montana	1,281,731	530,116	751,615	520,116	10,000	274,737	463,398	13,480
Nebraska	2,811,178	938,560	1,872,618	930,860	7,700	1,272,618	600,000	-----
Nevada	577,030	182,569	394,461	182,569	-----	276,829	117,632	-----
New Hampshire	708,168	219,185	488,983	209,109	10,076	299,308	184,475	5,200
New Jersey	2,158,372	444,857	1,713,515	428,357	16,500	1,029,856	683,659	-----
New Mexico	1,428,570	476,713	951,857	452,953	23,760	686,893	264,964	-----
New York	7,490,627	1,635,390	5,855,237	1,569,390	66,000	2,359,781	3,119,002	376,454
North Carolina	7,789,562	2,906,482	4,883,080	2,824,482	82,000	2,886,399	1,961,087	35,594
North Dakota	1,544,824	690,507	854,317	675,907	14,600	353,592	500,725	-----
Ohio	4,465,987	2,085,049	2,380,938	2,043,549	41,500	1,208,786	920,116	252,036
Oklahoma	3,834,815	1,472,429	2,362,386	1,407,429	65,000	1,647,725	680,318	34,343
Oregon	3,364,971	673,754	2,691,217	630,754	43,000	2,086,733	604,484	-----
Pennsylvania	4,314,629	2,081,719	2,232,910	2,057,719	24,000	1,561,958	658,952	12,000
Puerto Rico	2,879,327	1,793,387	1,085,940	1,793,387	-----	1,018,940	-----	67,000
Rhode Island	315,209	111,441	203,768	107,381	4,060	170,742	27,300	5,726
South Carolina	2,742,077	1,516,989	1,225,088	1,509,489	7,500	1,063,000	160,888	1,200
South Dakota	1,659,011	657,451	1,001,560	653,251	4,200	723,080	273,390	5,090
Tennessee	4,195,556	2,111,288	2,084,268	2,084,488	26,800	1,476,723	607,545	-----
Texas	7,513,657	3,408,239	4,105,418	3,387,739	20,500	1,902,751	2,195,809	6,858
Utah	1,063,921	374,044	689,877	356,044	18,000	521,300	168,577	-----
Vermont	752,068	275,840	476,168	262,840	13,000	355,204	120,964	-----
Virginia	4,689,718	1,731,834	2,957,884	1,703,157	28,677	2,369,208	577,396	11,280
Washington	2,594,664	806,233	1,788,331	782,910	23,323	1,115,164	673,167	-----
West Virginia	1,903,612	1,066,719	926,893	1,057,519	9,200	569,333	353,360	4,200
Wisconsin	4,382,361	1,551,423	2,830,938	1,528,923	22,500	1,412,713	1,418,225	-----
Wyoming	927,302	310,721	616,581	305,491	5,230	423,254	193,327	-----
Unallotted	210,805	210,805	-----	210,805	-----	-----	-----	-----
AMA contracts	75,000	75,000	-----	-----	75,000	-----	-----	-----
Grand total	159,227,050	59,590,000	99,637,050	58,020,000	1,570,000	62,226,085	34,529,494	2,881,471

¹ Preliminary distribution.

The following tabulation shows:

Column 1, the amount which each State was entitled to receive in fiscal year 1962. Section 3(b) of the proposed revision of the Smith-Lever Act, H.R. 11240, provides that each State and Puerto Rico would continue to be entitled to receive such amounts. The proposed revised formula, set forth in section 3(c) of H.R. 11240, has no effect on the amounts shown in column 1.

Columns 2 and 3 show the distribution of \$1 million based on the present and proposed formula. The amount of \$1 million is used for calculating purposes only.

Column 2 is based on the present formula, which provides for any additional funds to be distributed on the basis of 4 percent for special needs as determined by the Secretary (special need funds are allocated to the States and are not available for use at the Federal level), and the balance distributed among the States on the basis of farm and rural population—50 percent farm and 50 percent rural.

Column 3 is based on the proposed formula, which provides that any additional funds over fiscal year 1962 would be distributed on the basis of 4 percent to the Federal Extension Service for administration and coordination, and the balance allocated to the States. Of the balance, 20 percent would be distributed equally among all the States—40 percent on the basis of rural and 40 percent on the basis of farm population.

State	Distribution of fiscal year 1962 Smith-Lever Act appropriation	Distribution of \$1,000,000 under the present formula	Distribution of \$1,000,000 under the proposed formula
	(1)	(2)	(3)
Alabama.....	\$2,070,148	\$26,382	\$24,870
Alaska.....	83,440	1,290	4,798
Arizona.....	278,491	4,543	7,399
Arkansas.....	1,682,683	20,043	19,799
California.....	1,500,586	29,868	27,660
Colorado.....	519,164	8,303	10,408
Connecticut.....	305,301	5,592	8,239
Delaware.....	139,867	2,006	5,370
Florida.....	705,341	14,743	15,559
Georgia.....	2,166,353	29,028	26,987
Hawaii.....	267,659	1,659	5,092
Idaho.....	394,017	7,516	9,778
Illinois.....	1,787,074	35,820	32,421
Indiana.....	1,493,102	31,574	29,025
Iowa.....	1,595,270	33,575	30,625
Kansas.....	1,059,143	18,184	18,312
Kentucky.....	2,056,781	33,094	30,240
Louisiana.....	1,351,042	18,240	18,357
Maine.....	388,549	5,719	8,340
Maryland.....	556,232	11,059	12,613
Massachusetts.....	436,660	8,533	10,591
Michigan.....	1,641,807	32,948	30,124
Minnesota.....	1,528,721	31,022	28,582
Mississippi.....	2,134,382	30,086	27,833
Missouri.....	1,800,597	30,762	28,374
Montana.....	385,816	6,480	8,949
Nebraska.....	886,560	16,013	16,576
Nevada.....	102,469	1,074	4,625
New Hampshire.....	201,477	2,822	6,022
New Jersey.....	428,357	7,736	9,953
New Mexico.....	355,453	4,780	7,589
New York.....	1,569,390	32,203	29,527
North Carolina.....	2,824,482	51,158	44,691
North Dakota.....	601,907	10,450	12,125
Ohio.....	2,043,549	39,927	35,707
Oklahoma.....	1,407,429	16,224	16,745
Oregon.....	576,754	10,463	12,135
Pennsylvania.....	2,057,719	39,916	35,697
Puerto Rico.....	1,793,387	37,737	33,954
Rhode Island.....	107,381	1,145	4,680
South Carolina.....	1,509,489	23,998	22,963
South Dakota.....	602,251	10,525	12,184
Tennessee.....	2,084,488	34,558	31,411
Texas.....	3,276,639	44,175	39,104
Utah.....	261,044	3,403	6,486
Vermont.....	250,840	3,729	6,747
Virginia.....	1,703,157	28,679	26,707
Washington.....	718,260	13,398	14,482
West Virginia.....	1,057,519	14,045	15,000
Wisconsin.....	1,528,923	31,084	28,631
Wyoming.....	197,941	2,680	5,914
Special needs.....		40,000	
Federal Extension Service (4 percent).....	1,544,909		40,000
Total.....	58,020,000	1,000,000	1,000,000

Mr. LYNN. I have not had a chance to study the new revised legislation, but the only authority that we got from our States—and we did this by letter to the States, because we had no specific policy with regard to this bill—is to support the sections of the bill through part of section 4, which, if I understand correctly, is the essential parts of the bill having to do with the reallocation of the Federal share of the funds. I have not tried to relate it to the new provisions. If this is all it does we could support the entire bill.

Mr. ABERNETHY. Thank you, Mr. Lynn.

Mr. LYNN. Thank you.

Mr. QUIE. Why is it that you feel some States are not receiving adequate amounts of money? In the bill 20 percent would be divided equally amongst the States. In looking at the figures I see a number of States that it would appear to me that the extension work is going to be cut back, while in other States, because of city populations, they are going to receive more. To use as an example, the State of Nevada gets \$3,500 more and they are down to \$1,000 now.

Mr. LYNN. Yes.

Mr. QUIE. Nevada got \$102,000 in 1962.

Mr. ABERNETHY. I think that is the amount it receives out of the maximum appropriation now made for the extension work.

Mr. QUIE. Out of the \$59 million.

Mr. LYNN. Yes.

Mr. QUIE. It is true that they get \$1,000 of a \$1 million increase and that is not enough to run an office, but it is not true that they are getting only \$1,000—they are getting \$102,000 at the present time. The question is whether they should get an extra \$1,000, because that is all the rural and farm population formula provides, or should we add the 20 percent in there and give them \$4,625 or \$3,551 in addition?

Mr. LYNN. You pick a very good example. I think that is a very good example, the State of Nevada. But let me take my home State that I know most about, South Carolina. You will note on here that they would get less under this formula, and I think this is precisely right, because there are fewer and fewer farmers in South Carolina.

It seems to me that in Nevada, for example, using that as an example, small industry and such activity in Nevada is not increasing a great deal. And thus on the basis of this formula they would not require it.

Mr. ABERNETHY. Would you come back to the table, Dr. York? Let us have a little more explanation of this situation. I think it needs to be explored further.

Mr. QUIE. In terms of the States in the South who have a rural Negro population that have been going through some change—according to the formula they would receive less. And that makes me question it. And in some of the other areas, they are receiving an increase.

Mr. ABERNETHY. I think that the doctor ought to explain this. He did it in the first part of his statement before, and let us have him do it again.

Mr. QUIE. Very well.

Dr. YORK. Under the present formula, the one that we have been operating under the last several years—

Mr. HAGAN of Georgia. Is there a copy of that statement here?

Dr. YORK. There are additional copies here.

Mr. ABERNETHY. That is one of them. Here are the others.

Dr. YORK. I have some more here.

Mr. ABERNETHY. Proceed, Dr. York.

Dr. YORK. The funds are allocated to the States on the basis of farm population and rural population only. There is no provision for other factors that might be of importance in determining the needs of a given State, yet we know that in many of the States—and Nevada—since this has been mentioned—in that State there are needs as in these other States which are not adequately taken care of by this distribution, according to the present formula.

Mr. ABERNETHY. Let us be specific now—what needs?

Dr. YORK. Every State has to have an administrative office. It has to have a director, an assistant director—it has to have a State staff of specialists.

Mr. ABERNETHY. We do not want to point a finger at Nevada, but we have to have an illustration. They now have some \$102,000 for their share out of the current appropriation. That is right, is it not?

Dr. YORK. That is right.

Mr. ABERNETHY. Is the State of Nevada required by any statute to specifically distribute that money in any particular manner or can they distribute it in a manner that they see fit, first, for administrative purposes and at the college level, in the State director's office, and then thereafter among the counties of the State?

Dr. YORK. It can be used at the discretion of the State director. So it could be used for administrative purposes and it is. It could be used for the support of the county programs, specialists and other needs, but my point is this, there are many overall costs associated with the conduct of extension work in the State that are not adequately covered when we assign the moneys to the States based wholly upon State and rural population.

Mr. ABERNETHY. If somebody asked me what they are when we get to the floor, I will not be able to answer such questions. Somebody will have to put something in this record to show what they are. Mr. LYNN, I hope that you will forgive us for taking up your time.

Mr. LYNN. That is all right.

Dr. YORK. I have indicated one area, basic administrative costs that will cover any State's program or which will be related to any State's program.

Mr. ABERNETHY. If you have \$100,000 for a State, they can reach in and get any part of it for that?

Dr. YORK. It comes down to a question of how you are going to spread the \$100,000 out to cover a program of the total States which involves, not only your administrative costs at the State level, but the conduct of home economics work in every county in the State and agricultural work in every county in the State.

Mr. ABERNETHY. Have the census reports been such that the amount that would be going to this particular State been such that their share would be reduced?

Dr. YORK. Nevada would get about almost \$200 more out of a \$1 million increase in 1960 than they would in 1950 under the old formula. The question comes down to this, Mr. Chairman, you have in many

of these States—and since we are on the State of Nevada, let us use it as an example—you have responsibilities for the conduct of a program that is not adequately cared for through the present formula, using only farm and rural populations.

Nevada is a big State geographically. We have the problem of covering vast areas. While you do not have the same number of people—

Mr. QUIE. Stop right there. The next State is Delaware, which is about \$139,876 that they get under the old formula right now of the \$59 million. And they get an increase, I believe, just about as great as the State of Nevada. But you cannot talk about vast areas in the State of Delaware.

Mr. LYNN. Mr. Chairman, if we had the figures available showing the trend over the last 10 years in—the projected trends with regard to rural and farm populations by States laid out alongside this—which I have seen but do not have a copy of—I think it would be quite helpful.

Dr. YORK. We have those figures and would be glad to make them available. Let me make this point: These smaller States could have argued over the years that the present formula is not equitable, simply because we are basing our total allocation upon the farm and rural populations. And I think there would have been a logical argument there.

I was State director in Alabama 2 years ago when this question came up. Alabama, like a number of other States, will lose some money from this.

Mr. ABERNETHY. They will not lose their money. They get the same amount of money, but of the future dollars they will get less.

Dr. YORK. Alabama in the future will get less under the new formula than under the old.

Mr. ABERNETHY. They will get a smaller amount out of the future appropriations.

Dr. YORK. I was willing to support this because I felt like the present formula was not equitable, that these States that have responsibilities for the conduct of broad programs of extension are not being supported adequately through the present formula that relates only to the farm and rural populations. I think my position was shared by every other State director in the country.

What we are trying to do is to provide a basis that is more equitable to everyone. And in the long run we believe that this will give us a stronger extension program.

Mr. ABERNETHY. As I understand, you are attempting to say that the administrative costs at the State level would run almost as high, or run about as high in one area as they would in another area, although they are not serving the same number of people, and that the distribution of the increased appropriations is to be made in a manner to give more money for administrative costs, on the theory that it takes just about as much to run a program in State A as it does in State B, is that right?

Dr. YORK. That is right.

Mr. ABERNETHY. That is, to direct it?

Dr. YORK. That is right—an overall program support.

Mr. ABERNETHY. You spoke of some States losing some money and all States get the same amount of money that they have been getting under the present formula, up to the \$59 million appropriation, but thereafter there will be a difference in the distribution of the funds. And when I say "thereafter," I mean from the increased appropriations.

Mr. QUIE. How fast has the appropriation increased for this work? What was it 10 years ago? Now it is \$59 million—what was it 10 years ago?

Dr. YORK. Approximately \$32 million, I believe—that is right—approximately \$32 million.

Mr. QUIE. It has come up \$27 million then in 10 years?

Dr. YORK. That is right.

Mr. QUIE. Let us assume that this continues at the same rate for another 10 years. How about 10 years from now when this 20 percent is distributed equally among the States, is there not a chance of a disparity in the amounts then going to the benefit of States like Nevada, Delaware, Connecticut, areas like that?

Dr. YORK. I would say that the formula will be under constant scrutiny. And as we have done in the past, when there appeared to be a need for modification, if that condition arises we may well have to come up and see you folks again and suggest another change.

Mr. ABERNETHY. Mr. Vines, will you come up to the table, please?

What States raised this complaint? Did you serve on the committee, Mr. Vines?

Mr. VINES. I did not serve on the committee.

Mr. ABERNETHY. I do not like to use word "complaint," but what State or States initiated this move?

Mr. VINES. It is a little difficult to pin it to any particular State situation.

Mr. ABERNETHY. I do not understand why it is. It occurs to me that is where it would come from. It is very obvious that this is to help certain States. I think that the committee ought to be here—I did not invite them—but I would be happy to have someone on that committee to tell us what brought this about.

Mr. VINES. I will say that the theory for this has been a general feeling among the extension directors throughout the country.

Mr. ABERNETHY. The States that were doing pretty well under this, would get less money in the future from future appropriations than they would under the old formula. I do not imagine that they were going around and saying, "We just feel badly about this thing—we are getting a little more, and we ought to give you some more." I doubt that that happens.

Some States somewhere complained. Who was it—which one was it?

Mr. VINES. This question actually came up, as I recall, in two regions, the western region and the northeastern region. They were the two regions that originally brought the question about the problem that they were encountering. This came up in regional meetings. From these two regional meetings it was brought to the attention of the extension directors throughout the whole country.

But the real question, the place that it originated, I would say was in the northeast and the western regions. But not in any particular State within that group, but as a group as a whole.

Mr. ABERNETHY. Then it became their job to sell that situation to the other regions?

Mr. VINES. Yes, sir.

Mr. ABERNETHY. In your national meeting?

Mr. VINES. That is the reason this has been a rather long process. It has been discussed in some three or four annual meetings of the directors before a unanimous figure was arrived at.

Mr. ABERNETHY. I think this record is lacking in one thing, that is, a statement from someone who served on this committee. We may want to have that before we close.

Mr. VINES. We could get that information for you.

Mr. ABERNETHY. Very well.

(The information referred to follows:)

Based on a request of the extension directors from the northeast and western regions at the November 9, 1956, meeting of the extension committee on organization and policy, a committee was appointed to look into the present Smith-Lever Act formula for allocating funds to the States in terms of equity. The committee consisted of George E. Lord, director of Extension Service, Maine, chairman; David S. Weaver, director of Extension Service, North Carolina; E. W. Janike, director of Extension Service, Nebraska; and C. O. Youngstrom, associate director of Extension Service, Idaho.

This committee met on two or three occasions carefully considering the 1953 formula and its relative affect on extension work nationwide. This committee also considered many other formulas and their affect on extension work nationwide. As a result of these deliberations, a formula was proposed which is incorporated in the current proposed legislation and submitted to the extension committee on organization and policy (ECOP) for consideration. This formula was considered by ECOP and following favorable consideration, it was moved by E. W. Janike and seconded by Carl Frischknecht, director of Extension Service, Utah, that the proposed formula be submitted to the State extension directors meeting in executive session at the November 1958 Association of Land-Grant Colleges and Universities meeting.

The proposed formula was presented to the directors at the 1958 land-grant colleges and universities meeting at which time it was approved with no dissenting vote.

It was also recommended that the then legislative subcommittee of ECOP determine the appropriate time for the development of legislative language and its submission to appropriate committees of Congress. The legislative subcommittee composed of F.L. Ballard, Oregon, cochairman; H. C. Sanders, Louisiana, cochairman; L. C. Williams, Kansas; E. J. Haslerud, North Dakota; Maude Wallace, Virginia; Carl Frischknecht, Utah; M. C. Bond, New York; J. O. Knapp, West Virginia; G. G. Gibson, Texas; decided that in view of the pending 1960 rural and farm census of farm population and the bearing this might have on the affect of the proposed formula, a delay until the census information became available was appropriate. The rural population figures were available in 1960 and the farm census figures for 39 States were available prior to the November 1961 meeting of ECOP's legislative subcommittee and the directors in executive session.

In November 1961, the legislative subcommittee composed of C. A. Vines, director of Extension Service, Arkansas, chairman; W. A. Sutton, director of Extension Service, Georgia; George B. Nutt, director of Extension Service, South Carolina; Henry M. Hansen, associate director of Extension Service, Connecticut; George E. Lord, director of Extension Service, Maine; C. O. Youngstrom, associate director of Extension Service, Idaho; and Lowell H. Watts, director of Extension Service, Colorado; translated the 1958 proposed formula into legislative language and submitted it to ECOP for review. This proposed legislation was approved by ECOP and again recommended its consideration by extension directors for disposition. The legislative subcommittee presented the proposed legislation to the extension directors in November 1961. Following the discussion, motion was made by Director Sutton and seconded that the proposed revision be approved. A vote was unanimous in favor of the proposed revision.

Mr. QUIE. There are 29 States that will get an increase under this formula and 22 States that will not get as much out of this \$1 million as they would have under the old formula. Suppose 10 years from now there is a feeling of disparity, do you think you have got the votes to change it again and to come in here and ask for a revision of a revised formula?

Dr. YORK. I could comment that one of the most encouraging things about this whole deliberation has been the way that the State directors have approached this, on a very objective basis, not trying to protect any selfish interests they might have, but rather looking at the program of extension nationally and saying, "We feel that this is best for the total extension program nationally. We feel that this is the equitable thing to do."

I feel 10 years from now, if it would appear that for one reason or another the formula should be changed we would have a similar attitude on the part of the State directors.

Mr. HARVEY. I would like to direct this to Dr. York. I have picked up in visiting with various extension people around over the country the last few months a sort of a version that indicates that there is a change, a gradual change indicated in the general policy of the extension service, to wit, that with the decreasing number of farmers and the increasing number of urban people that extension efforts and policies should be gradually changed to make the program one of greater appeal, and including urban areas as well.

Is that true?

Dr. YORK. I would say this, Congressman Harvey, there has been a growing demand for extension assistance in the small towns and urban areas. Our basic legislation indicates that we have the authority to work with all of the people on problems related to agriculture and home economics. Extension throughout the years has been concerned with helping people solve problems. This has been, I think, the distinguishing feature of extension work. It has not been education just to accumulate knowledge, but rather education to help people deal with problems.

Mr. HARVEY. I am a former extension man myself.

Dr. YORK. Good—you know what I mean, sir. Today we are being called upon to help people with problems more and more in urban areas, particularly in the area of home economics. We are being called upon to work with business and industrial groups concerned with agricultural marketing or the preparation, processing, and marketing of agricultural supplies.

So there is to this extent an increasing demand for extension to involve itself with urban affairs, with business and industrial groups.

I would say that our primary responsibility continues to remain with the farm and rural people, and that anything we do for urban groups is done only after we are able to serve these needs of the rural and farm people.

Mr. HARVEY. I did not pose this question in a critical vein, I hope you understand.

Dr. YORK. Yes, we understand.

Mr. HARVEY. I am actually getting at whether this change you have suggested in the formula for the distribution of funds reflects that broadening concept of responsibility.

Dr. YORK. This is one factor, although this is not reflected in the proposed change.

Mr. HARVEY. If that be true—and again, as I say, I am not critical of the thought—I think it is probably a logical development—would you then go ahead and say that this is more or less of a trial run to see whether the suggested change will be more helpful in the new areas of responsibility?

Dr. YORK. I would say, as you indicated earlier, that we feel that this will provide a more equitable basis for the allocating of Federal funds to the States. However, after a period of time, if it should appear that there is need for another change, why, we would certainly have to consider that at the time.

We do feel that this is a basis for a more equitable distribution than at the present time.

Mr. HARVEY. Thank you, Mr. Chairman.

Mr. ABERNETHY. I believe that is all.

Do you have anything further, Mr. Lynn?

Mr. LYNN. No, sir.

Mr. ABERNETHY. Thank you, gentlemen.

The next witness is Mr. Reuben L. Johnson, director of legislative services, National Farmers Union.

STATEMENT OF REUBEN L. JOHNSON, DIRECTOR OF LEGISLATIVE SERVICES, NATIONAL FARMERS UNION

Mr. JOHNSON. Mr. Chairman and members of the committee, I am Reuben L. Johnson, director of legislative services, National Farmers Union. We appreciate the opportunity to appear before the Subcommittee on Research and Extension in behalf of a broader based Extension Service program.

On May 16, 1960, Farmers Union appeared before the House Agriculture Committee in support of H.R. 10876, a bill authorizing an increase in the funds appropriated for instruction in land-grant colleges and universities. Subsequent action of the Committee on Agriculture and of the Committee on Appropriations resulted in congressional approval of a substantial increase in funds for this purpose.

The children of farm families who are fortunate enough to have the opportunity to attend our land-grant institutions have available to them a broader curriculum and improved instruction as a direct result of your support.

The bill before the subcommittee is related to another pressing educational need, common to farm, rural, urban, and city areas alike. That need is for the adult educational programs of the land-grant institutions to be disseminated in keeping with the educational needs of the large segment of the population not attending institutions of higher learning, technical, vocational, or other specialized trade schools.

In the words of delegates to our national convention in March of this year:

* * * Urban, city, and rural people alike have need for a broad-based educational and cultural program which the Extension Service should develop in cooperation with all departments of land-grant colleges and universities. Transformation of the Extension Service in some areas to serve these needs should be extended to other areas.

We believe that the formula for distributing any future increase in Federal appropriations to the States is consistent with the objective of an extension program which reaches more people with a broader range of educational opportunity.

The set-aside of 4 percent for administration costs from further increases in Federal appropriations is consistent with the formula that Congress has approved in recent years. The distribution of this set-aside on the current appropriation has been determined by the Secretary of Agriculture on the basis of hardship cases and special needs. We understand that administrative costs are more standardized between the States now than in the past and that there may be justification for changes in the procedure for allocating any future increases in administrative funds.

While we interpose no objection to this provision of the bill, we urge that you give it thoughtful consideration. It appears that two separate procedures for allocating administrative funds, which ultimately have the same or similar end-use, will result in unnecessarily complicating administration of the program.

Regarding section 7(c) of the bill before you, we do not object to the training for new jobs of rural people who really want to leave agriculture nor to counseling services which could be provided in this connection. However, we view this as a negative approach and would prefer to see positive emphasis on keeping people in rural America with expanded opportunity for employment, the objective of the rural areas development program.

What is needed, also, in our judgment is much more emphasis on the means of getting young people to enter the modern, highly capitalized business of farming and to enable farm families with less than economic units to expand their operations. Ample low-cost credit such as is available through the Farmers Home Administration is essential in this effort. This is the positive approach in terms of agriculture, in terms of industry and in terms of strengthening our national economy.

We appreciate the opportunity to appear before the subcommittee in support of H.R. 11240.

Mr. ABERNETHY. Thank you, Mr. Johnson.

Are there any questions?

Mr. QUIE. On page 2, when you say "transformation of the Extension Service in some areas to serve these needs should be extended to other areas." Do you mean that the Extension Service would be working in the urban areas with respect to urban and rural people?

Mr. JOHNSON. I think that is basically the position expressed by the delegates at our recent convention. We have benefited greatly in rural America from the services of the Extension Service. We recognize there is a growing need in the urban areas for some of these services that the Extension Service can provide. We should like to share with our city cousins some of these benefits that have so greatly enhanced the ability of the farm people to increase their production and do all of the things that have made our agriculture a significant force in our national economy.

Mr. QUIE. Do you think that we ought to take into consideration the number of urban people in the States in revising the formula?

Mr. JOHNSON. I believe that this is the position of the State directors of extension. It just so happens that it is, also, one that has been discussed at our convention. We have a policy in regard to the support of this change in emphasis. I think that, as has been pointed out, the shift of people from rural to city areas is one of the factors that we have considered. And is, undoubtedly, one of the factors that has to be considered by the Extension directors in making the recommendations they have made with regard to the formula of any future appropriation.

Mr. QUIE. Your answer is "Yes," that we should take the urban areas into consideration in the formula, if I understand your answer?

Mr. JOHNSON. We are supporting the bill. As I understand it that is the objective of the bill.

Mr. QUIE. I do not understand that it is the objective of the bill.

Mr. JOHNSON. If you change the formula as it has been changed and as Congressman Harvey so amply illustrated in his colloquy here with Dr. York, certainly, you do give more weight to the areas that have an increase in their rural-farm and urban population growth. What we are saying is that we think this is all right; and, therefore, the objective of the bill is consistent with the objectives discussed in our program committee and approved by the delegates to our convention.

Mr. QUIE. I do not think there is more weight given to the urban areas. Nevada has the same weight as any other State. You cannot call it an urban State, just the fact that they have a State government the same as they have a State government in some of these urban areas like California and New York, that get less money under this bill.

Mr. JOHNSON. Under the formula these areas will not lose funds and they have large and expanding urban centers. They also have an increase in the people who live in the nonfarm rural areas.

Mr. QUIE. Oh, no, the formula provides 40 percent under the new, together with these people, based on a definition of rural population in communities with 2,500 population and less—half of this money is for the area based on the farm population. Do you take into consideration the fact that they are rural people now, not on the farm and not farmers themselves? I was wondering in the light of your comments here if something ought to be done for the urban, specifically take the urban population into consideration, and as to the fact whether the States themselves have been a factor.

Mr. JOHNSON. Let me say simply that we are in support of the statements that Dr. York made and with the formula as it has been set up in this bill. I would say that we in the Farmers Union are not at all happy about what is happening in rural America. We would like to see more people stay in rural America. We would like to see more people continue to farm. This is our objective.

I think it would be unrealistic for us as an organization not to recognize, however, as we have, that there are some dramatic changes that I judge, have resulted in the action of the extension directors making this proposal for change in how you will allocate any future Federal appropriations.

Mr. QUIE. That is all, thank you.

Mrs. MAY. Mr. Johnson, back to the question which Mr. Quie discussed with you, could you further clarify where the extension serv-

ice might prove very valuable in the urban areas—what do you consider might be some of the extension programs in existence today, and maybe some that are not in existence, that could be of the greatest help in urban areas?

Mr. JOHNSON. I will express my personal opinion.

Mrs. MAY. I just want that.

Mr. JOHNSON. There are two immediate needs that occur to me: one is the great need for home demonstration work in urban areas. There has been some growth, I think, in this program largely due to the popular demand in urban areas. We have a home demonstration program in Arlington County, Va., which is an urban area. In this and other urban centers, women have sewing lessons. They do cooking and other projects.

As a matter of fact, many of these urban housewives have never had an opportunity for practical training in housekeeping arts. And this program has been very helpful to them.

I also think that in the 4-H area—certainly, it might take a little different emphasis than in rural America—the 4-H program could be very effective in helping to put to work some of the children who do not seem to have enough to do.

Mrs. MAY. In other words, the adaptation of the 4-H program as it exists in the rural areas, where youngsters work on farm projects, on gardening and that sort of thing—adapting the activities of the 4-H clubs, and their goals to the youngsters who live in the cities?

Mr. JOHNSON. That is right.

Mrs. MAY. Would you give us an idea of how this might be done?

Mr. JOHNSON. The whole area of crafts which we know about in summer camps that are run by the 4-H clubs and other organizations is one of the programs that should be explored. There are some other areas, too, such as you mentioned. Anything that you could do to interest city children in worthwhile endeavors would be helpful in the problem of juvenile delinquency, I dislike to use the term “juvenile delinquency” since it is not a problem in the farm community.

Mrs. MAY. Thank you.

That is all, Mr. Chairman.

Mr. ABERNETHY. Do you have any questions, Mr. Hagan?

Mr. HAGAN of Georgia. None now.

Mr. ABERNETHY. Mr. Harvey?

Mr. HARVEY. Only to comment that apropos of the question Mrs. May raised it seemed to me that the greatest growth of the extension activities in nonrural areas or among the rural areas, has been among the so-called rural residents. In my own community, for example, even in a rural township, the number of people actually engaged in farming is definitely in the minority, but yet the activities of the 4-H clubs in these areas has a greater appeal to those in the 4-H age groups, whose fathers and mothers may not be definitely farming as among those who are. It has a greater appeal to them. So the growth has been the greatest, I think, among the so-called rural residents and in the small villages in the rural areas. I have no doubt that it will, as time goes on, probably, expand into definite urban areas and, particularly, among the projects you mentioned, Mr. Johnson.

That is all, Mr. Chairman.

Mr. JOHNSON. I might also add that in some areas the extension has broadened its program to include some of the other programs of the land-grant colleges where they could be adapted to the needs of adults. The State of Missouri is an example where a broad based educational program including subject matter other than agriculture is made available to people who live in urban and rural nonfarm areas. This is probably a long way off. However, other States have made a movement in this direction in recent years.

It is entirely possible that as educational needs of adults are fully assessed, extension programs will be expanded to cover other departments of the land-grant colleges and universities.

Mr. ABERNETHY. Are there further questions?

(No response.)

Mr. ABERNETHY. If not, thank you very much, Mr. Johnson.

Mr. JOHNSON. Thank you.

Mr. ABERNETHY. That concludes the testimony. The committee will now go into executive session.

(Whereupon, at 11:15 a.m., the subcommittee proceeded into executive session.)

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