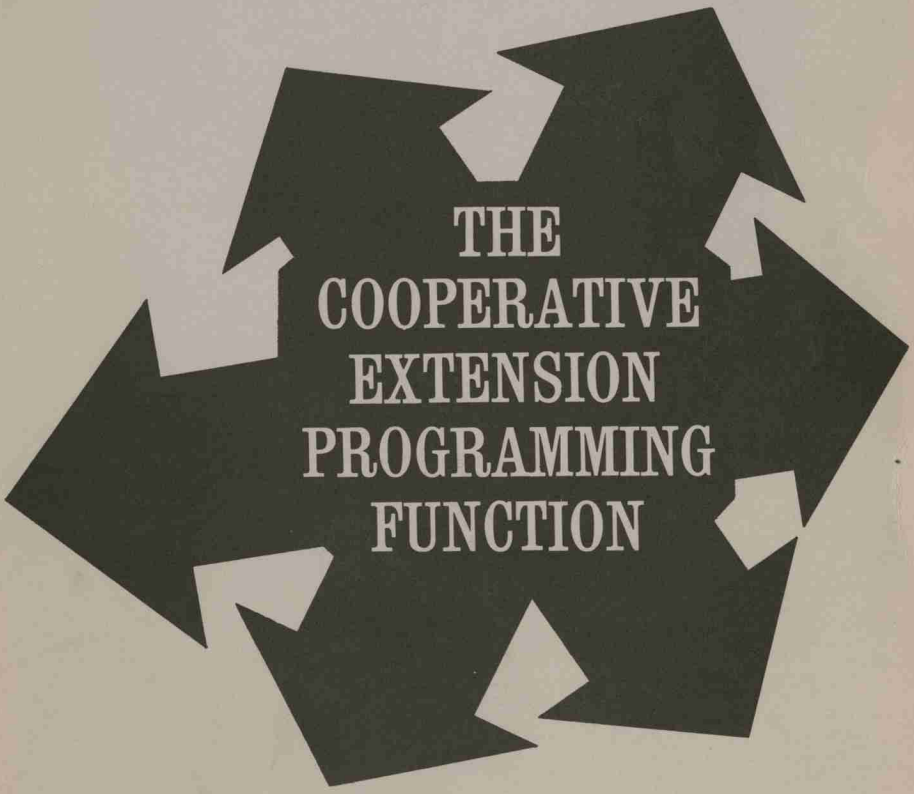
THE
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EXTENSION
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FUNCTION

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CHAPTER ONE

HISTORICAL PERSPECTIVE OF THE PROGRAMMING FUNCTION

Period of Inception

During the period 1914-1920, the Cooperative Extension Service found itself striving to find its proper role in a vastly changing society. The United States had moved rapidly from a primarily agrarian society to an agrarian and urban-industrial complex. By the turn of the twentieth century, the nation had largely recovered from the Civil War and was emerging as an economic power in world affairs. Soon after the inception of Extension, the United States cast its lot with the Allied cause in World War I, resulting in unprecedented production pressures on both agriculture and industry.

When placed against the backdrop of an already existing lag in applying known scientific facts to practical problems, the newness of the organization itself and sudden pressures of world-wide strife, one can readily see the reasons which underlie the fact that the Extension program was primarily "execution oriented."

Problems were many and there was an urgent immediacy to solve them. With all the vigor of a new organization concentrated on helping individuals solve their problems, little time was devoted to planning. People were not involved in planning; instead, programs were formulated largely by the Service itself and immediately put into action. Evaluation, in contrast to its present role, was of limited importance. Programs were essentially production oriented, and success or failure in improving production was usually self-evident.

Thus, when seen in its historical perspective, relative to the total society into which it was born - the early Extension programming function was predetermined and execution-oriented.

Finding Its Role in Peace Time

In the immediate post World War I era, certain broad changes transpired. Following the war, Extension became more interested in people - per se - rather than in production. It was a period of adjustment from a predominantly war economy to one of peace. However, the productive skills developed during the war provided a base for a considerable rise in the nation's standard of living. But problems changed and became more complex. While production problems remained - problems of food processing and distribution emerged. At the same time, Extension had achieved certain successes and was encouraged by increasing support from local people, particularly in the agrarian segment of society. Moreover, the Extension staff was becoming more sophisticated as educators.

Within these changing contemporary patterns, Extension found advantages in the involvement of people not only in applying new practices, but in planning programs to be offered. Leaders recognized that county Extension units could readily facilitate bringing together farmers, farmers' wives and young people (usually in separate meetings) to discuss their experiences and problems. Local people listed their sources of farm income and factors which appeared to limit their potential improvement. These became the basis for local projects and often the subject

matter of research programs at Experiment Stations. Thus, the planning process achieved an early emphasis in this period of self-developed programs.

However, within a rather short time it was recognized that not all locally (community) proposed projects could be efficiently handled by county agents. The great variety of miscellaneous problems that grew out of this so-called "free grass-roots" approach was more than could be programmed and this tended to reduce the over-all effectiveness of the programming function.

The Role Broadens

By the middle and late 1920's America continued to expand rapidly and interest was being generated for a more organized, coordinated and guided economy. Too, the industrial might of the nation was growing at a rapid pace. The increasing technology on farms - with more production and less labor - contributed greatly to this movement. Industrial dynasties, with their assembly-line production methods, were here to stay.

To keep pace, agriculture found it necessary to test new practices in relation to the total farm enterprise and family life. For example, the maintenance of dairy herd improvement production records had as its motive betterment of over-all dairy farm management, i.e., related practices of breeding, feeding, and the like. As American society grew more urban in character, and became more complex, so did problems of marketing. Facts which pertained to trends in production, consumer demand, needs of youth, the family and farm business, as well as differing perspectives of the urban-industrial segment, became important factors in guiding local people

and Extension personnel in planning and executing Extension programs. Thus, the era of fact-determined programs which considered local, state and even national trends became more common in counties throughout the country.

This era may be contrasted to the former in three ways: First: the planning process now involved more cooperation between Extension and its clientele. Second: guidance was provided for reviewing and coordinating broader problems which could not be solved readily by the earlier, more scattered approach. Facts of existing situations and identifiable trends became the basis for such guidance. Third: evaluation received greater recognition as it entered into deliberations of planners and became a part of testing related practices.

Others Join the Fold

Following the debacle of 1929, markets collapsed for industrial and agricultural commodities of all types. Breadlines crowded sidewalks in what had been thriving and growing urban areas. Paths of exodus from rural to urban, once well traveled were now filled with persons moving back to the land. But agriculture was also in trouble. There were too few markets for farm products. As might be expected, government moved into the breach with programs designed to prime the economy and reverse the trend. Agriculture was to have its share of attention with such programs as the Triple A being set in motion. Extension was requested to administer this program and to assist with a number of other emergency activities. Under these circumstances a return to predetermined programs by county agricultural agents was inevitable; they emphasized national

farm programs. Home demonstration and 4-H agents continued to develop their programs in the customary manner. Several additional agencies were created, some with educational responsibility which created confusion among farmers. However, less reliance was placed in traditional functions of the department and colleges.

In 1936 responsibility for administering programs of the department was withdrawn from Extension. Many leaders of Extension were perplexed and troubled. They felt that Extension was being relegated to a position of unimportance. They were sincerely afraid that Extension could not compete with the service and "action programs" of the department. In addition, there had developed concepts: that wise land use would result in the solution of problems of adjustment, that farm people could and should recommend changes to be made in land use and in departmental programs which could effectuate solutions.

These problems were faced squarely in 1937 by representatives of the Department of Agriculture and 27 Land-Grant Colleges and Universities who came together and drafted the "Mount Weather Agreement." By its terms, the Extension Services agreed to organize and operate a system of state, county and community committees of lay and professional people to appraise resources in relation to population; to make recommendations for adjustment in departmental programs and to promote coordination between agencies. Later evaluations have shown that though implementation of the Agreement did not meet expectations of its authors, it was to have a lasting effect on the Extension programming function. In addition, it underscored the need for coordinating programming efforts of major agencies serving farmers. Since that period coordination of program activities has been receiving even greater attention and on a much broader base than envisioned in the late 1930's.

It may be said that agriculture since the 1930's has never returned to its former position. The 1930's marked the beginning of greater governmental concern with this major factor of the nation's economic and social well-being. Though there was a partial return to predetermined Extension programs, the decade closed with a realization of the need for local planning and involvement of representative lay persons in planning and executing programs. We can most adequately describe this era as one of governmental program leadership because it combined emphasis on both predetermined emergency programs and recognition of the importance of including representative clientele in planning.

Growth Continues

Toward the end of the era just described, the beginning of another global conflict was already in progress in Europe. The attack at Pearl Harbor again thrust the nation into the fight. National recovery from the depression years of the 1930's was rapidly enhanced as the nation was once again welded together in a common cause with a common purpose - to completely defeat the aggression and oppression of tyranny. Of all the Allies, the United States had the greatest immediate industrial and agricultural production potential and was soon to become the arsenal and breadbasket of the cause.

In these trying times, Extension was thrown into emergency programs with emphasis upon the production of food, feed and fiber. Agents of the Service, because of their closeness to people, were asked to serve in many capacities for the war effort. Helping other governmental agencies

with problems of allocations of materials and manpower, with price administration and food supplies became everyday tasks of Extension workers. However, despite all the pressures of the emergency, many local Extension units continued to employ a participatory program planning and execution process.

The many reasons for this continued use of the representative planning organization indicate how much Extension had matured in the period between the wars. There had been growing recognition of the soundness of involving those people who represented intended clientele. In this new worldwide emergency, with its demands for increased production and coordination, laymen who worked side by side with Extension agents, were extremely valuable not only in planning and executing programs, but in coordinating activities. Thus, the effectiveness and success of the Service were multiplied as lay leaders assisted in many and varied capacities as advisors, sounding-boards, planners, teachers, innovators and adapters of needed programs.

In retrospect, the World War II era may be seen as one which necessitated predetermined programs - but one in which local people played a much larger part in adapting programs and facilitating their use in local situations. This era might be named the predetermined, fact-determined and self-determined coordination effort in the programming function.

Groping for Maturity after 1950

Moving to the last of the historical eras which give a perspective to the contemporary programming function, it is noted that the post-war period has been replete with many complexities.

In the United States, the shift from the agrarian to an urban-industrial complex is more complete. In this setting farming has become the core of a vast scientific and technological economy, including production, processing, distribution and consumption. Intimately involved in this system is much of the nation's labor force and many of its production and service industries.

Though the general standard of living is the highest ever known, some sectors may be described as "depressed," "under-privileged," or even "underdeveloped." However, factors other than the basic urban-industrial or rural structure of such areas make it difficult to define the problem entirely in these terms. For among developments of the post-war period, the distinction between urban-industrial and rural communities has blurred.

While it is true that each has specific problems, more and more of these problems are so interwoven and intermingled that any distinction between sectors of society becomes almost arbitrary. For these reasons, Extension efforts in recent years have been marked with new and broader or more intensified approaches to program planning, execution and evaluation. Extension has searched to find its most appropriate role in the vastly changing local, national and international environment.

New approaches to planning have been manifested primarily in Program Projection, Rural Development and the more recent Rural Areas Development. In 1955 a firm stand was taken by the Extension Committee on Organization and Policy of the American Association of Land-Grant Colleges and Universities, recognizing Extension's need to formulate better program

making policies and procedures in order to more effectively help people plan, execute and evaluate long-range programs to meet their needs. The major objective was to give greater assistance to farm and other people in their attempts to collectively analyze major problems and to build sound programs directed toward improvement of agricultural production, marketing, and family and community living. This movement was termed the Program Projection approach to programming.

In keeping with the concern for "underprivileged" segments of the national scene, Extension was to undertake a pilot program in the development of rural areas so classified in order to accelerate economic growth and gainful employment in those areas. This attempt toward a more useful Extension programming function was termed Rural Development. It has since expanded to include social welfare and total economic development of such areas. This expanded approach to programming is known as Rural Areas Development. Its basic objective is that of developing total economic and human resources of an area to their fullest potential and to the highest possible level of human satisfaction. Its major emphasis is consistent with present day concepts of the planning, execution and evaluation processes of the programming function. Rural Areas Development calls for a concerted and cooperative effort by all agencies, organizations and individuals concerned with the implementation of programming.

In addition to these approaches, Extension has been working intensively with farm families to help them become more skillful managers of their farm production and family consumption resources. Known as

Farm and Home Development, its basic goal has been to help individual farm families attain higher net incomes and maximum family satisfaction in living. It is a useful method for concentrated work with small numbers of farm families.

What of the Future?

"Farmers of today live just about like city people" is an oft heard phrase. Its significance lies in the fact that problems of our society, just as of the world as a whole, are inextricably interwoven. For example, decisions concerning a European common market have bearing upon a large number of internal social and economic policies in the United States. Questions arise which must be answered. What impact will the European economic confederation have on national defense, on industrial production, on agricultural production, on domestic and world markets? Internally, decisions made with regard to improved systems of nationwide transportation have impact on those concerning the production and marketing of agricultural products in a given region or state. These are but several of countless possible examples that reflect complexities of the time.

We do not pretend to have sufficient clairvoyance to predict changes that may occur in future eras of the missile and space age. If the history just recounted is any indication, Extension will certainly strive to adjust its resources and programming function to the needs of the times. This is in no small measure due to the basic philosophy upon which the function is based, that of continuing to emphasize "helping others to help themselves" or the continued development of the individual.

We believe, however, that Extension will follow basically the practice of programming through involving lay people; with professional Extension personnel; cooperating with all agencies; securing sociological, economic and psychological data on clientele; and utilizing scientific training in education processes.

CHAPTER TWO

PROBLEMS, CONCEPTS AND PROGRAMMING DEFINED

Problems of Definition

Terminology

Any discussion of the contemporary programming function should begin with a consideration of the meaning of the term. Much confusion arises out of widely varying definitions of the total Cooperative Extension program. One hears the expressions "program planning," "program development," "program projection," "program building," and others almost ad infinitum. To some, program planning may refer only to one phase of the over-all Extension program. For others, it may have reference to the total program. The same is true for program development, program projection and the like.

When faced with such a host of terms, a writer has two alternatives. First, he may take one of the terms in common use -- for which there may be many understandings -- and define it his way. Second, he may set forth what he believes to be a "new" term, one he hopes will clarify the matter once and for all.

Each of these alternatives has its advantages and disadvantages. A commonly used term may have the advantage of familiarity, but the disadvantage of ambiguity and the danger of misunderstanding resulting from a variety of definitions. A new term has the possible advantage of averting confusion or it may become just another term which further muddies the waters of applied terminology.

Fully recognizing these pros and cons, we have selected the second alternative, that of setting forth a new term. We believe there is need to give recognition to the many complexities of the "total" Extension program and to give it a designation consistent with its broad scope but which is not suggestive of any one particular process or method being employed within the total program.

Consequently, we have selected the term Cooperative Extension Programming Function. The first two words not only effectively identify it with the organization but also describe two important aspects of its nature. The programming function is a cooperative, educational endeavor of national, state and local governments, and of lay people as well. Moreover, it extends information of public interest and utility to the general populace. The words programming and function imply the necessary components of content and action in the cooperative, educational endeavor.

In addition, the programming function can be effectively pictured as inclusive of three major program processes, namely, planning, execution and evaluation. However, to suggest that each is mutually exclusive of the other belies the nature of these processes. Instead, each interacts with the other in everyday Extension activities.

The Theoretical vs. the Practical

One of the major difficulties in defining the programming function is that of bridging the gap between the practical, everyday program activities and the more theoretical statements of what they are and why they exist. Yet, if more adequate descriptions of Extension activities are to be forthcoming, they must be skillfully defined into meaningful components. To fail

to accept this challenge at the outset of a treatment of the programming function is to abdicate the charge that reason and logic require. On the other hand, to deal in the theoretical without an equal concern for the practical is to abandon restraints of reality. While the practitioner may be lured into committing the former, the theorist can be guilty of the latter.

It is the contention here that the difficulty in combining these two extremes constitutes the second major obstacle to any definition of the programming function. One one hand it is necessary to be theoretical, i.e., to analyze the manifold operations of the total Extension program in order to determine: (1) what are its basic processes? (2) what are major components of these processes? and (3) what guiding principles can be identified? However, it is equally necessary that these must be established within the context of field conditions. That is, it must be recognized that the foregoing processes (planning, execution and evaluation) are constantly in motion, involving a complexity of interrelationships and overlapping activities in their everyday performance.

A Definition of the Programming Function

Having recognized problems of terminology and of the theoretical vs. the practical, the following is suggested as a definition of the programming function. Because of its breadth and scope, it can be noted as having two major dimensions:

Formal Process Dimension

This part of the definition deals with the individual and group organizational role as broadly inclusive of all efforts and activities of Extension workers (state, county, etc.) and lay leaders in planning, executing and evaluating Extension programs. The Extension organization of any state includes a professional staff. In addition, there is a cadre of lay leaders who have a vital part in the programming function. In any event, the individual (professional or lay) has a formally defined role which places upon him certain responsibilities and authority for implementing the programming function and carrying it to fruition.

Non-Formal Result Dimension

The non-formal result element deals with individual (personal) change which occurs in people as a result of their participation in one or more of the processes of the programming function.

Since there are two roles performed by individuals, there are two basic ways in which individual change occurs. The first is change which occurs in the individual by virtue of his participation in a Formal Process role. This would include changes in the way Extension workers and lay leaders think, act or interact as the result of their participation in planning, executing or evaluating Extension programs. The second is change which occurs in learner-clientele as a result of learner-participation in educational programs presented as part of the execution process. Learner-clientele are those whose only contacts with the Extension program are as participants in educational programs presented, or as lay leaders who participate not only as planners, teachers and evaluators, but also as learner-clientele.

Fundamental Features of the Programming Function

The Programming Function Is Purposeful

Having defined the programming function as both the performance of a role and as the production of change in individuals, we need to consider implications of such a definition, or to put it another way, what are the fundamental features of the programming function? If we can identify them, they should provide the depth and scope implied in the definition and thus help us to better understand the function.

Based on our definition and literature in Cooperative Extension and other disciplines, it would appear that the most striking feature of the programming function is that it is purposeful in nature. One need only to review the oft-quoted statement made in the Smith-Lever Act to recognize the intent that Extension programs were meant to be so.

> . . . 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 . . .[1]

The terms "diffusing," "useful and practical," and to "encourage application" are quite explicit.

A Philosophy Provides Meaning

Extension programs, as they are conducted today, are founded upon a basic philosophy. It is useful to briefly look at a few of the more evident philosophical implications. For example, Cooperative Extension is part of a democratic environment which expresses, among other things:

1. The worth of each individual as a member of society.
2. The right of each individual to self-expression and self-development within an established cultural framework,

i.e., maximum freedom of the individual which carries with it a corresponding charge of individual responsibility.

3. The ability of each individual to grow in attitudes and skills of importance and utility to himself and society in general.

4. The desire of each individual to participate in defining and achieving goals of society which ultimately bring recognition and satisfaction to the individual and his society.

These statements imply that education is or should be continued throughout life.

Dewey lends support to this idea in his discussion of "Education as Growth."

> It is commonplace to say that education should not cease when one leaves school. The point of this commonplace is that the purpose of school education is to insure the continuance of education by organizing the powers that insure growth. The inclination to learn from life itself and to make the conditions of life such that all will learn in the process of living is the finest product of schooling... Hence education means the enterprise of supplying the conditions which insure growth, or adequacy of life, irrespective of age.[2]

Cooperative Extension education can be considered such an enterprise. One of its stated purposes is that of "supplying the conditions which insure growth or adequacy of life, irrespective of age."[3] This purpose is achieved through the implementation of its programming function. The condition on which it is focused is that of producing a continuing, directed change in the way people think, act, or interact as members of a democratic society.

Thus, recognition of the democratic philosophy of continuing education helps to clarify and give meaning to the purpose of Cooperative Extension work and its programming function.

Objectives Provide Direction

There is a second important element in the purpose of the programming function. As stated above in the discussion of education in its philosophical aspects, Cooperative Extension education is devoted to bringing about a directed change in people. How does it determine this direction? Generally the direction in which an educational program proceeds will be dependent upon the objectives which have been established as guidelines for its movement.

Extension has been historically cognizant of the importance of objectives, so much so that on several occasions, in its relatively brief history, it has set out to redefine and revise them in keeping with changes it has helped to foster in the over-all socio-economic environment. The most recent example of such effort is the Scope Report[4] which recommends general objectives to be pursued by Extension on a national basis. In essence, these objectives establish general program areas, clientele groups and behavioral changes desirable for society in the foreseeable future. They offer nationwide purpose to the programming function, thereby directing Extension activities along lines compatible with national goals.

Other Salient Features

It is important to consider the relationship of Extension to formal education.

It has been traditional to differentiate Extension programs from the more formal ones, i.e., public school systems, adult vocational schools,

and the like. While there are differences between Extension education and formal education, they should not be magnified. Rather the similarities should be examined, for Extension has much to gain from that parent field.

The writings of John Dewey[5] are helpful in clarifying this point. Some implications which may be drawn are:

1. Learning experiences (responses of individual to daily environmental stimuli) are of two basic types.
   a. Those which fit into the general sequence or continuity of action of the individual's daily life and basic pattern of development.
   b. Those which do not fit such sequence and continuity of action and are thus confusing and/or unnecessary responses.
2. Education becomes a prime element in the direction and control of these daily learning experiences:
   a. "Direction involves a focusing and fixating of action in order that it may be truly a response, and this requires elimination of unnecessary and confusing movements."[6]
   b. "Adequate control means that the successive acts are brought into a continuous order; each act not only meets its immediate stimulus but helps the acts which follow."[7]
3. Directed, planned change, as part of the nature of Extension educational activities, may thus be said to be both "simultaneous" and "successive":
   a. "Simultaneous" in the sense that it is occurring as only one segment of the individual's total, daily learning experience.

b. "Successive" in that, ideally, learning experiences provided by Extension should not only, in and of themselves, provide for a continuity of action (for orderliness and continuity in individual development), but also be consistent with the continuity of the individual's general pattern of development.

Dewey has summarized these ideas as follows:

> Speaking accurately, all direction is but re-direction; it shifts the activities already going on into another channel. Unless one is cognizant of the energies already in operation, one's attempts will go amiss... Those engaged in directing the action of others are always in danger of overlooking the importance of the sequential development of those they direct.[8]

Herein lies the essence of the directed planned change of the programming function. This discussion of direction of individual activity or response (as a learning experience) explains reasons for involving lay leaders in each of the three major programming processes, or why it is necessary for Extension workers to determine "wants, needs, and problems of people, of a farm or family, or a community before going to work."[9] What this indicates is that, ideally, neither the Extension worker nor the lay person independently decides needs or wants toward which the educational program will be directed for the clientele in general. It is more likely that the combined effort of the Extension worker and lay representative will fulfill the requirements of focusing and ordering program direction.

Though Dewey's writings may have been primarily intended for the education of youth, the implications mentioned are appropriate to Cooperative Extension. Dewey's concept of education is representative of an important similarity between Extension and other educational endeavors.

Basic Concepts

Having defined the programming function and described its fundamental features, it is necessary to order these within the framework of several basic concepts.

Developing Cooperative Extension Objectives

As with the programming function itself, it is helpful to first define the term objective -- a concept of central importance to the programming function. We will do this within the context of: What does an adequate Extension objective contain? How can its content be identified in terms of practical Extension work? Why does this content have special meaning to implementation of the programming function?

What, How and Why of Extension Objectives

Beginning with the assertion that objectives guide the direction of an educational movement, we can now look at essential characteristics of the objective which fulfill this requirement. Literature in the Behavioral Sciences is replete with definitions which describe basic components of an effectively stated objective.

Generally, they can be summarized in the following manner:

An effectively stated objective includes:

1. Expressions which identify the kind of behavioral change to be brought about.
2. Expressions which delineate educational content necessary for affecting identified behavioral change.
3. Expressions which clearly establish the clientele group to be reached.

4. Expressions which effectively describe goals to be achieved.

These essential characteristics suggest first, that an objective is not merely a statement of what the teacher believes should be the content of an educational program; and second, that it is highly important that changes to occur in the learner be carefully identified. These are in keeping with the earlier discussion of fundamental features of the programming function. Thus, education is more properly viewed as change which occurs in the pattern of individual development rather than performance of certain activities by the teacher.

While these essential components of an objective are not to be denied, we are immediately faced with the problem of effectively and properly identifying behavioral changes to be brought about in people. In addition, we must determine how one relates the content of educational programs to desired behavioral changes. And, how does one define goals to be achieved?

Tyler[10] in discussing sources of educational objectives, states that "educational and social philosophy to which the school is committed can serve as the first screen." That is to say, values which are found in a society's basic philosophy are the first source of identifying behavioral changes to be brought about and goals to be achieved. Other sources particularly useful for setting forth objectives of the Service are identified by the author as:

1. Studies of the learners themselves determining generally the gap between the present condition of the learner and some accepted societal norm (standard of living for example) or needs.

2. Studies of contemporary life to establish areas of present interest, areas in which a newly practiced behavioral change will be immediately applicable and which will have continuing value for the learner.
3. Suggestions from subject specialists (a source which Extension has used with great success).
4. The psychology of learning as based upon concepts in educational psychology.

Each of these sources of educational objectives, when screened in relation to basic principles of the democratic way of life and continuing education are practical tools in adequately identifying useful, educational objectives at every level of the Cooperative Extension organization.

The Hierarchy of Extension Objectives

In the foregoing description of fundamental features of the programming function, the central importance of national objectives was established in relation to Extension's broad purpose. However, a legitimate and important question arises. How can individual day-by-day activities of each of the more than 15,000 Extension employees be related to these broad objectives which, being national in scope, are necessarily general in nature? Or, how can broad, nationwide Extension objectives be used to provide direction in achieving general societal goals?

The preceding discussion particularly emphasized individual change, specific educational content, and careful delineation of clientele. This seeming inconsistency between general objectives of Extension and the

specificity mentioned above, suggests that there should be a hierarchy of objectives as related to roles or functions of the organization at various levels.

To illustrate both the correct way to state program objectives and the concept of their hierarchy, the following hypothetical examples, are presented:

1. National level: The nation's farmers should better integrate new technology into their existing operations toward the end that optimum production programs may be realized both for the betterment of agriculture and society in general.

2. State level: The farmers of the state are to develop a better understanding of efficiencies to be gained from improved farm practices toward the end that they may successfully integrate them into their current operations.

3. County level: The field crop farmers of the county are to make greater use of complete soil tests toward the end that correct applications of lime and fertilizer may achieve the most efficient field crop production possible.

A brief analysis of these statements indicates:

1. Each expresses a behavioral change:
    a. National level: Should better integrate --
    b. State level: To develop a better understanding of efficiencies --
    c. County level: To make greater use of --
2. Each defines the content of the educational program:
    a. National level: New technology --
    b. State level: Improved farm practices --
    c. County level: Complete soil tests --

3. Each identifies the clientele:

   a. National level: Nation's farmers --

   b. State level: Farmers of the state --

   c. County level: Field crop farmers of the county --

4. Each delineates a goal to be achieved:

   a. National level: Optimum production programs for the betterment of agriculture and society in general --

   b. State level: Successful integration of improved farm practices into current operations --

   c. County level: Achieving the most efficient field crop production possible --

Thus a specific county level objective may be noted as consistent with and a means to implementing broader, state-wide objectives which in turn are more specific than, but consistent with, national level objectives.

Processes of the Programming Function

The programming function is inclusive of three major processes, namely: planning, execution, and evaluation. A large part of our discussion of the programming function in Part III will treat these processes.

The planning, execution and evaluation processes are important concepts to an understanding of the breadth and scope of Extension programming. Keeping in mind the core concept of the focus and order which a hierarchy of objectives provides in directing and controlling the programming function, each of the three concepts of planning, execution and evaluation take on added meaning as the content or subject matter of that direction and control.

In concluding this section on major concepts inherent to the Cooperative Extension programming function, let us return to the earlier discussion of the problem of the theoretical and the practical. Faced with the actual situation that nationally, Extension has been effecting an educational program for approximately fifty years and that similarly each state has a functioning Extension program, we must recognize that everyday activities of Extension workers and lay leaders are not readily sorted into specific categories of planning, execution and evaluation. However, though the foregoing definitions and descriptions of major concepts are seemingly quite abstract and theoretical, they do have considerable value in describing the extensive and varied activities of everyday Extension programming. Certainly, if one were to take a single day's programming effort of an Extension worker, most if not all activities could be categorized as planning, executing or evaluating Extension programs. It is the contention here that even programming efforts which occur outside of those officially planned can also be categorized within the execution and evaluation processes. Thus, the concepts above are proposed as providing effective descriptions of planned and unplanned activities in Extension's programming efforts. In this manner a necessary flexibility of the programming function is also provided for. Nevertheless, it is important to assert that the more completely the three basic processes are applied in Extension's daily programming function, the fewer are likely to be intrusions of the unplanned.

Summary of the Programming Function

Before further discussing the processes inherent to the programming function, it is important that the features and basic concepts presented herein be integrated into a meaningful framework of guidelines as a means to facilitating their practical implementation.

Guidelines

The Planning Process

Guideline 1 - To implement program planning as an initial process in the programming function through:

(1) Formulation of a programming framework which establishes a purposeful, goal-oriented educational activity of planned change, philosophically based and objectively directed -- as performed within:

(2) A planned organizational setting of guiding policies, procedures and practices.

Guideline 2 - To effectively link the programming function to its clientele in the initial planning phase of formulating the purpose for programming (philosophy and objectives) and especially when initiating planning in the local organization units (area, county, parish, etc.) through:

(1) Adapting the state-wide framework to local conditions and formulating a local planning framework with representative lay leaders in:

(2) Establishing an effective local organization for planning.

Guideline 3 - To consciously invoke all steps of the decision-making, problem-solving approach in local planning so as to produce programs that are:

(1) Based on current situational facts, background information and identified problems as priority needs of local people and which:

(2) Integrate planned programs, Extension with non-Extension, as courses of action to be followed for accomplishing short-range aims that are consistent with the achievement of long-term goals, inclusive of the efficient use of all resources available for planning, executing and evaluating programming efforts, activities and results.

The Execution Process

Guideline 1 - To carefully record results of the planning process in a comprehensive written program statement for each locality (and a compilation of the local written program statements into a state-wide written program) which is inclusive of:

(1) Those involved in the planning and the method of its implementation.

(2) The analysis and interpretation of facts collected regarding current situations and problems identified as statements of significant needs (gaps between "what is" and "what is desired").

(3) Listing of problems by priority.

(4) Objectives, short and long-term, which identify recommended behavioral changes, clientele groups, educational content, and short and long-term goals.

(5) Alternative courses of action considered and those selected.

(6) Identification of available and potentially available resources for execution of the plan and recommended channels of coordination.

Guideline 2 - To prepare an annual plan of work which relates shorter-range working plans (generally annual in nature) to the comprehensive written program statement through:

(1) Developing a calendar or schedule of educational jobs and tasks for achievement of program objectives; and

(2) Compiling all local level annual plans into a state annual plan of work.

Guideline 3 - To implement the execution of the planned Extension educational program through:

(1) Carrying out specific educational tasks and providing learning experiences defined in the annual plan of work through:

(2) Application of teaching methods and techniques appropriate to identified educational tasks and learning experiences.

The Evaluation Process

Guideline 1 - To continuously apply both formal and informal evaluative judgments to each step taken throughout:

(1) The program planning process and its inherent phases; and

(2) The program execution process and its inherent phases.

Guideline 2 - To determine the level of achievement of desired goals as a result of implementing the planning and execution processes:

(1) In relation to formulated objectives, both short and long-term, which have been determined at state and local levels.

Guideline 3 - To determine the adequacy of formal evaluative judgments through a continuous effort to improve:

(1) The validity of formal measuring instruments; and

(2) The reliability of their repeated measurement of like situations.

Guideline 4 - To purposefully utilize results of the evaluation process as a basis for:

(1) Continuously making adjustments in the programming function, i.e., phases of the planning, execution and evaluation processes in the face of an ever-changing environment within which it is being implemented; and

(2) To satisfy a need for the best possible public relations by providing a reliable source of Extension's educational contributions to bringing about directed planned change deemed desirable by the society-at-large.

While the above guidelines serve as a means to integrating features and concepts basic to the Cooperative Extension programming function, they also provide a basis for more detailed discussions to be found in Chapter III of Part III and other chapters in this book.

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CHAPTER THREE

THE PROGRAMMING FUNCTION

Recent studies have provided a useful approach to understanding the Extension programming function. This approach makes it possible to divide the function into three major processes -- planning, execution, and evaluation. These processes can be further subdivided into phases and dimensions.

The Planning Process

The planning process consists of:

1. The formal process efforts and activities of Extension workers and lay leaders in planning Extension's educational programs; and

2. The non-formal result of changes which individuals undergo as a result of participating in a formal process role in planning Extension's educational program.

Implied in this broad definition are: First, cooperation between Extension workers and lay leaders is an essential factor. Second, by definition, process suggests that there are certain sequential and orderly steps in planning programs. Third, cooperative efforts and activities in the performance of the sequential steps in the planning process are educational for those who participate.

These implications are basic to understanding the planning process. They suggest that unless we understand planning in this context and strive to apply the concept in everyday Extension work, neither the planning of programs nor individual development as a result of participation can achieve their greatest potential. It is in the sense of these factors that a simple definition of planning, such as, Planning is the process by which decisions are made with regard to what is to be done before resources are committed, takes on real meaning.

Phases of Planning

The sequential and orderly steps of the planning process are: (1) Formulation; (2) Initiation; (3) Organization; and (4) Implementation.

These four phases are components of a rational, logical model of the planning process. In essence, they indicate that effective planning, and thus, effective implementation of the execution and evaluation processes are dependent upon performance of such sequential and orderly steps. While there is no specific, empirical evidence that these are fully predictive of effective planning, they have the support of considerable literature and the experience of everyday Extension practice.

Formulation Phase of the Planning Process

It is the phase of the planning process within which the framework for implementation of the programming function is established for a state Extension Service. Four dimensions constitute the formulation phase of planning. Taking each separately, let us look at some of their implications to the everyday activities of Extension work.

The determination of a broad state-wide purpose and its statement in clear terms is of basic importance to the total programming function. The most salient feature of the programming function is that it is purposeful. The broad state-wide purpose is imbued with two major characteristics.

1. Philosophy: The characteristic of the state-wide purpose which gives meaning and clarity to Extension's everyday activities.
2. Objectives: The characteristic of the state-wide purpose which provides an understanding of the general direction of Extension's everyday activities.

Realistically, let us refer to this dimension as a "clarification of purpose." We believe this phrase to be particularly appropriate because of the continuing nature of the Extension programming function. In most states there are general statements concerning programming philosophy and objectives. These should be periodically reviewed and clarified in light of changing conditions of national, regional and state-wide significance. A real problem is that Extension workers at all levels are not able to relate the broad programming purpose to everyday activities. When this occurs, effectiveness of both the intended purpose and performance of the formal process role by the worker is seriously impaired.

The clarification-of-purpose dimension is a major responsibility of the State Extension Director. He may involve other staff persons. However, the final decision to periodically clarify the purpose and the ultimate responsibility for its content rest with him. A rationale for this ultimate responsibility is that the State Extension Director is charged with implementing the programming function. He may delegate much of this activity but he has the ultimate responsibility.

A second dimension of the formulation phase is that of clarifying the role of the programming function in accomplishing the goals set forth in state-wide program objectives. Statements of the role of Extension are designed to give greater meaning to the more abstract statements of philosophy and objectives. Their usefulness may be found in the following:

1. Extension workers at all levels in the organization may more readily relate their daily activities to the broad purpose of the Service.
2. Statements of role provide a more meaningful base upon which to develop effective liaison between Extension and:
   a. Other divisions and departments of the Land-Grant Institutions.
   b. State and local branches of government.
   c. Federal agencies.
   d. Private organizations and groups.
   e. Individual citizens.
3. Statements of role help to establish an appropriate image of Extension among the general citizenry of the state.

Precise statements of a State Extension Service's role are difficult to define because of the widely varying situations in each state and different relationships within a given situation. However, we offer as an example the following statement of role.

> In recognition of the vital role which the growing efficiency of agricultural production has made to the overall economic and social growth of the state, Extension sees its role as one of continuing to provide educational programs which further enhance this contribution of agriculture to the total development of the state. As technological problems become more complex for each individual farmer, Extension believes that it has a responsibility

> to utilize the various disciplines of the total University in achieving its established goals. In addition, Extension recognizes that the growth of private enterprise and the development of agricultural technology can combine to offer considerable resources which can and are being brought to bear on production problems of importance to farmers. Hoping to make the most effective use of these opportunities, Extension seeks to achieve more effective working relationships with the private industrial segment in order to arrive at higher production efficiency -- not only for agriculture in general -- but for farmers as individuals.

Here the abstractly conceived objective of improving production efficiency may be seen in its proper context as a framework within which Extension may implement its programming function. In addition, it provides the basis for more realistic expectations by Extension workers, other University personnel, and private industrial enterprise as to Extension's purpose. In essence, the role of the Extension programming function is to achieve adequate cooperation and coordination of its various processes -- their phases and dimensions -- with those of related individuals and organizations.

We have dealt at some length with this "role" dimension because its full potential has not been sufficiently emphasized in the past.

A clear definition of policies, procedures and practices to guide the program efforts of Extension workers at all levels in the organization in achievement of state-wide objectives is an important dimension of the formulation phase of planning.

Policies are often defined as guides to actions or decisions of persons within an organization insofar as they tend to provide (1) points of focus around which efforts of these persons may be coordinated and (2) means by

which the organization's defined objectives may be achieved. Extension policies provide staff members the guidance and direction needed in pursuing a course of action while allowing sufficient latitude for appropriate decisions to be made within the scope of each individual's competency and delegated authority. For this reason policies are most effective when explicitly defined, written down and clearly communicated to staff members.

Policy statements may include courses of action relative to:

1. Nature and scope of the programming function.
2. Induction and in-service training of staff members in planning, execution and evaluation.
3. Duties and responsibilities of each staff member.
4. Designated staff interrelationships in programming.
5. Designated staff and lay-leader relationships in programming.
6. Designated liaison activities with other groups and organizations while performing the programming function.
7. Designated allocation and use of other resources, within and external to the Extension Service, while performing the programming function.

An example of a policy statement which is consistent with the discussion of philosophical principles, objectives and role is:

> County agricultural agents have a responsibility to help farmers recognize their production needs and problems in order that more adequate programs may be developed for integrating new techniques into the existing farm situation.

In addition to stated policies, derivative procedures and practices need to be formalized and clearly set forth as more specific guides. For example, a stated procedure for initiating planning at the local level would establish

a one, two, three ... order for accomplishing this phase. A practice is that part of a procedure (a single procedural step) which provides clear and detailed instructions for individual activity.

Fortunately, there is a large and growing body of Extension research in procedures and practices. An illustration of useful research to guide initiation of planning is by Bohlen and Beal, "How Does Social Change Occur?"[1] Others not so specific to Extension, but nevertheless useful, are found in The Dynamics of Planned Change by Lippitt, Watson and Westley,[2] and Planning Theory by LeBreton and Henning.[3] Much of the research carried on at Land-Grant institutions relates to procedures and practices by which the philosophy, objectives and policies of the programming function may be implemented. This growing body of knowledge suggests the importance of this dimension in the formulation phase.

Although communication is a basic characteristic of each of the foregoing dimensions, we believe it warrants emphasis as a separate dimension of the formulation phase. Unless the formulated purpose, role and guides for implementing the programming function are thoroughly communicated, achievement of defined goals may fall short of their potential. Such communication involves several aspects:

First: There is an appropriate understanding and acceptance by staff members of goals of the organization and means by which they may be achieved.

Second: The staff members are able to relate these goals and means to their personal experiences.

Third: Each staff member, because of his ability to relate his personal needs and interests to those of the organization, has gained a personal identity with the organization's defined goals.

Fourth: Relevant public and private organizations and agencies, interested lay-leaders and clientele have had opportunity to learn, understand and gain an acceptance of Extension's goals, and means to be utilized in their achievement.

In this section we have deliberately given considerable attention to the Formulation phase of the planning process, along with its dimensions, Purpose: Role: Policies, Procedures and Practices: and Communication. The reason is simply that of all the programming processes it has probably been less understood and emphasized by Extension workers than those which follow. Though the importance of a broad state-wide purpose has long been recognized, its place in the programming function and its use in delineating boundaries within which the function is implemented do not appear to have been very consistently nor consciously applied.

Initiation Phase of the Planning Process

Initiation is the phase of the planning process within which the local level (area, county, parish, etc.) adapts the state-wide programming framework (purpose, role, policies, procedures and practices) to the local situation.

The five dimensions encompassed in this phase emphasize the local level initiation of the process, but do not preclude support and participation of other Extension personnel, such as program leaders, supervisors and specialists.

Though much of the effort of these persons might be termed "state-level initiation of the planning process," we have not set these activities apart as a separate phase for two basic reasons. First, a large part of

their efforts and activities are part of the formulation phase. For example, agent training in programming is actually part of the communication dimension. Second, these same agent training activities and individual conferences with agents are an early step in the agent's initiation of local planning. This is based on the belief that agent training programs, conferences and the like do or should provide learning experiences closely related to the agent's everyday efforts and activities. Placing the state-level efforts of program leaders, supervisors and specialists in this context offers continuity between the formulation and initiation phases. This treatment is more in keeping with realities of everyday work in Extension than a further subdivision of the planning process into a separate "state-level initiation phase" would be.

Keeping in mind these efforts and activities of state-level personnel, we are now in a position to consider in more detail the several dimensions of the initiation phase.

Identifying and assessing prior program activities at the local level is a key ingredient in initiating the planning process. When the state-wide programming framework is adapted to the local situation, one of its first contributions to local level planning is that it may suggest probable, relevant groups and agencies which should be inventoried and assessed in terms of their past and present programming efforts. In essence, the assessment dimension means that:

1. Extension groups and other agencies which have had major responsibility for planning in the county are identified.
2. The objectives sought by these groups and agencies are identified and the degree of their realization is considered.

3. It is necessary to begin with the existing planning situation if improvement is to be achieved through a new planning effort.

The results of such an assessment are important to planning in two major ways:

1. Any proposed change in planning should be readily identifiable with previous and existing planning and program execution results.
2. A careful inventory and assessment of prior planning efforts are not only helpful in avoiding past mistakes but also in assuring the new plan's relevance to existing situations.

Many of the decisions of this dimension are made by the local-level Extension staff with participation of lay leaders who have contributed to previous Extension programming efforts. As analyses and interpretations begin to take shape, representatives of newly identified relevant groups may be invited to participate in a further delineation of the situation.

Determining the need for planning at the local level is an important factor in initiating the planning process. It is an extension of the inventory and assessment dimension in that a need for future planning effort is part of the analyses and interpretations of past and present planning efforts. Nevertheless, it requires separate emphasis in that unless the need for a new or changed planning endeavor is carefully identified, planning is not likely to achieve its fullest potential.

As a result of the assessment dimension, i.e., review and adaptation of the state-wide programming framework to local conditions, local Extension staff members and lay leaders who participated in the inventory and assessment come to a convergence of interest. However, a mere convergence of interest is not sufficient incentive for further effort and activity. A defined need for planning must emerge and be agreed upon as the scope of future planning.

The commitment dimension is appropriately described as an extension of the preceding need dimension. Completion of the assessment of prior program effort and the definition of need dimensions should lead participating individuals to diffuse these findings to their membership and to the public. The ensuing discussions provide opportunity for wider participation in and contribution to the planning process at the local level.

The results of these group and public meetings and the general tone of response to diffusion efforts are evaluated. The consequence is a finalizing of these preliminary initiation steps in the form of a general commitment by Extension personnel and participating groups to prepare a "plan for planning."

An important part of this commitment dimension is to obtain suggestions and approval of official groups, Extension groups, and related organizations and agencies with regard to preparations for planning.

Planning objectives and policies need to be agreed upon at the local level. These are consistent with state-wide programming objectives, policies, procedures and practices but differ significantly in that they specifically direct the organization and implementation of the planning process itself. The following is offered as an example.

> To provide a climate for implementation of the program planning process that will enable the participation of representative lay persons in the determination of their major problems and the means by which they may take effective action toward their solution.

Additional planning objectives concern identifying and developing potential lay leadership, providing program objectives to be used as a basis against which results may be evaluated, and establishing program priorities.

When the planning objectives have been identified and recorded, the planning policies, procedures and practices may then be determined. Such a policy, consistent with these objectives might be:

> The program planning process must be organized through formation of representative committee of Extension personnel, leaders of related agencies and other resource persons.

Other policies would be developed which offer guidance in carrying out the intent of established planning objectives. Once these policies are properly spelled out, their inherent procedures and practices may be identified. An organization procedure would then include (1) determining the committee structure, (2) determining its composition, (3) calling the identified committee membership together in an organization meeting, etc.

In practice, those who participated in carrying out the various dimensions of the initiation phase would meet to determine an appropriate planning committee structure, its membership composition and the like. Such a meeting thus becomes the first step in organizing for planning. However, before proceeding to this matter we must examine one more dimension of the initiation phase which deserves special emphasis.

Leadership development is an important dimension of the initiation phase of planning. Constant reference has been made to lay leaders, group representatives, etc., as participants in initiating local level planning. It is in their roles that the several phases are assimilated; consequently, the leadership dimension may be regarded as underlying all dimensions. Thus, in performing the initiation phase, local-level Extension personnel should identify and develop existing lay leadership of the area. In addition, there is need to seek out and develop potential leaders who have not been involved in earlier planning efforts.

Organization Phase of the Planning Process

It is the phase of the planning process within which the local level (area, county, parish, etc.) organizes for planning the program.

This phase is not readily distinguished from the initiation phase. The reason arises out of the fact that identifying procedures and practices for organizing for planning may often appear to be simultaneous with putting them into effect. Nevertheless, identifying these activities is separate and distinct from carrying them out. Therefore, we have chosen to describe these actions as two different phases of planning -- initiation and organization, respectively. Dimensions in this phase encompass many complex but necessary operations in the effective organizing of a planning committee.

Determining the structure, composition and methods of member selection is the first dimension of organizing for planning. It is not only impossible, but would be highly impracticable to attempt to establish any one committee structure or representation plan as ideally suited for the entire nation.

Though organizational structure is highly important to the planning venture, each local-level unit must develop the structure and representatives which best fit its needs. Examples of possible committee structures are (1) an over-all, single planning group, (2) an executive, steering or coordinating committee with subcommittees as specialized commodity or defined problem-area planning groups, (3) a core county-wide committee with subdivisions as community planning groups and the like. The selected structure is to a large extent dependent upon the identified planning need or scope, and the defined planning objectives.

As for committee composition, again the identified scope of planning and agreed upon objectives provide the basis for determining appropriate representation. Extension planning committees have, in part, included as regular members representative of Extension's organized groups (sponsoring committees, advisory councils, program clubs, etc.), commodity and other special interest groups, farm organization, ethnic groups, geographic areas, and jurisdictional zones. For resource members, they have drawn from service clubs, schools, churches, governmental agencies, etc.

The matter of appropriate representation has been and continues to be of very real concern to Extension workers at all organizational levels. Since local situations vary widely, no one specific member selection plan would suffice. This state of affairs indicates the necessity of the formulation and initiation phases. These establish lines along which local planning organizations can be functionally structured and necessary representative membership selected. The deliberations which lead to agreement in philosophical principles; objectives; policies, procedures, practices; and the scope of local planning provide the pattern after which committees may best be structured and selected. General categories of representation established by these earlier deliberations are geographical area, jurisdictional zone, and various socio-economic interests, such as farm, rural nonfarm and urban men, women and youth.

Research indicates that a joint selection of representatives by Extension and groups to be represented is the most appropriate method.

The personal characteristics of the individual are important in the selection of committee members. A growing body of Extension research

indicates that however difficult determinations may be, conscious attention should be given to the following personal characteristics when making selections:

1. A personal interest and desire to plan effectively for future development of the locale and its citizenry.
2. A willingness to cooperate and to subordinate one's special concerns to majority decisions, to take opposing views for the sake of discussion -- not for the sake of personal gain.
3. An ability to express oneself and to contribute thoughts and opinions in a group setting.
4. Demonstrated leadership traits and general acceptance by members of the community.

Each of these characteristics are important to the success of the planning process and the degree of acceptance and achievement of its results -- a planned program. These considerations will also assist in determining appropriate size of committees.

An important factor in organizing for planning is deciding upon committee leadership, member tenure and replacement. Once the committee structure and its composition have been decided and its members (regular, ex-officio and resource) selected, the original initiation group of staff and lay leaders should call this planning committee membership together. At this point the initiating group withdraws and the planning committee membership selects its officers and decides upon tenure and replacement. In practice, many members of the group involved in the initiation phase will remain as members of the planning committee to which new persons have

been added by virtue of the need to enlarge upon the types of representation necessary to planning. Where this occurs, there is danger of the initiating group dominating the organization phase. It will be important to avoid this, if other committee members are to contribute fully and to develop as interested, effective leaders. Again, no set plan can be given here for the realization of this dimension. It will depend upon local conditions. However, the election of a slate of officers is conducive to later group functioning, regardless of whether or not the group meets often. If subcommittees are established, these, too, should select chairmen and secretaries or recorders. These steps help to achieve an early group consensus, accepted leadership, and needed records of the group's activities -- yielding a sense of responsibility and continuity of effort.

Tenure and replacement of committee members will depend to a large extent on the decision of how long the committee is to function. Where committees are selected for a 1-3 year period, there is no problem. If, however, the planning need suggests formation of a new committee to serve on a continuing basis, then it becomes important to determine whether members will serve for more than a year, whether they will be replaced by others representative of the same groups, or if replacement will employ a rotating system which has new members joining with experienced members and the like. These again are local decisions and cannot be made here.

Defining the role of committee members and training them to fulfill these responsibilities is an important dimension of the organization phase. It suggests that each committee member must be helped to develop for himself an understanding and acceptance of:

1. The purpose of the planning committee -- its philosophy and objectives for planning.
2. The long-term planning policies, procedures and practices.
3. The organization and procedures for the committee's functioning.
4. The role that Extension workers play in working with the committee.
5. The responsibilities of each member to the planning committee and to the groups he represents.
6. The scope of the planning commitment and Extension's educational purpose and role.

To effectively accomplish these ends, the Extension staff must prepare materials which describe these six areas of concern and provide opportunities for new members to attend and participate in training conferences and workshops. These help the participant gain first hand experience with his responsibility to the planning effort.

Member training is often neglected, and participants find that they are contributing little because they have not had opportunity to learn of Extension's broad purpose and role, local planning objectives, etc. Thus, their participation has little if any real meaning to them. Without an understanding of and opportunity to accept the purposes and role they are about to perform, members can hardly be expected to contribute fully.

Decisions are made by the planning committee with regard to how it will conduct its planning efforts and activities. Definitive procedures are again dependent upon specific local-level deliberations which have preceded this dimension. Literature describing the process by which individuals or groups think through problems and reach appropriate decisions suggests a committee procedure for the implementation of planning.

Implementation Phase of the Planning Process

Implementation is the phase of the planning process within which the local organization activates a decision-making/problem-solving approach to planning programs. This phase involves seven dimensions.

Pertinent, basic facts about the locale and background information inclusive of its socio-economic growth and trends should be jointly collected by the planning committee, other resource persons, and members of the local and state Extension staff. The major responsibility for this dimension rests with the local-level Extension staff.

Guidelines for this step may be found in deliberations of the previously accomplished phases of the planning process. State-wide objectives help to identify broad areas of concern. The local level initiation phase, as it identifies the planning need, will touch upon problems of general concern in the local area.

The local planning committee and appropriate members of the Extension staff must analyze and interpret basic data on the situation and identify major needs and interests of the people. Once identified, these needs and interests describe a gap between existing and desired conditions. These locally identified gaps are the problem situations.

Priorities must be established. Having identified problem situations, it then becomes necessary to assign them some priority. The resources which a given locale may commit to the execution process are often limited. Also, some problems will need more immediate assistance than others. This means that not all problems identified can be programmed for action in the execution phase. Thus, the planning committee -- with background information

it has collected and analyzed as a basis -- must determine which problems will receive immediate attention, how progress toward solution of these may facilitate solutions to other problems and how future evaluations may produce needed adjustments.

Program objectives need to be determined on the basis of material developed while identifying problems and listing priorities. These objectives will be immediate and long-range in nature and will determine what clientele groups are to be affected, what subject matter will need to be presented, and what changes are to brought about in the clientele. In addition, the objectives will establish either long or short-range goals, depending upon the scope of problems and changes to be effected. The careful delineation of program objectives is necessary to a valid evaluation of program execution and results.

Alternatives need to be determined in implementing the planning process. Unfortunately for planners, most problems and their objectives have more than one route along which possible solutions may be programmed. Thus, the planning committee, with assistance of local and state Extension staff members, must carefully consider alternatives and test their possible consequences. Selection of the most appropriate alternative is a measure of the planning committee's ability to foresee conditions which may arise to facilitate or block a proposed program, the effects which a given solution may have in terms of creating other problems, and the possible utility which may accrue from one solution to the achievement of other related goals.

Coordination of Extension planning activities with those of other groups is an important dimension in implementing the planning process. Extension does not execute programs in a vacuum. There are a number of organizations, groups and individuals that are concerned with related problem areas. If the planning process has received the comprehensive attention suggested up to this point, the problems of coordination with these other groups will be reduced.

Accurate records will need to be kept of proceedings of each of the six dimensions (as well as each of the planning processes, including self-evaluations and adjustments made throughout its performance). These records are important not only to future planning efforts but they provide the necessary link to the next process in the programming function execution. The preparation of a written program is its first phase. Unless adequate and accurate records of the planning process have been kept, the written program will hardly be consistent with the general programming course intended by planning.

The Execution Process

Every publicly supported organization must have written statements of its objectives, and general plans for attaining them. Both should be understood and accepted by the organization's clientele, general public, and professional staff in Cooperative Extension. Such documents are referred to in Extension as the planned program statement and plan of work. Both are considered essential and integral parts of the programming function. These statements serve as the basis for action by Extension workers and leaders. Thus, the execution process consists of:

1. The formal process efforts and activities of Extension workers and lay leaders in developing a written program, annual plan of work and their implementation; and
2. The non-formal result of change which individuals undergo as a result of participating in a formal process role or as learner-clientele in implemented programs.

Difference between the Written Program, Plan of Work and Program Implementation

Extension staff members, as well as other persons, often have difficulty in distinguishing between the planned program and plan of work. The former considers total problems with respect to the over-all situation and projects both into the immediate and distant future. It is practically impossible to deal with all of the problems in the planned program within a year or, for that matter, to completely solve long-range problems. Many problems identified are highly complex and interrelated and may last for several years. Hence, Extension workers should develop a systematic plan which will permit them to handle specific problems or phases of problems within a designated time. This plan of action is known in Extension circles as the plan of work. It is a written plan outlining detailed procedures to guide Extension teaching. Program implementation is the process of carrying through on planned educational jobs.

Phases of Execution

There are three sequential steps in the execution process. They are the development of (1) the written program statement, (2) the annual plan of work, and the action of their (3) implementation.

The Written Program Statement Phase of the Execution Process

The recent increased interest among Extension workers in designing program statements is reflected in published statements of their projected programs. There is growing realization that the program statement not only establishes a common core of expectations for the Extension staff and the public as to outcomes but also contributes to establishing the climate for the entire experience.

The Planned Written Program Statement is defined as a prospectus which depicts the cultural, social and economic situation for a designated area, identifies major problems of people, and outlines general plans for coping with these problems. It defines significant changes sought by people, currently as well as over a period of years. For example, a program statement might indicate that changes in the type of agriculture within a given area will need to be brought about over a designated time span. Problems or projected changes to be coped with have their origin in decisions taken by both professional Extension staff members and lay leaders in their planning deliberation. Written program statements may be developed at several levels in the organization, including those of county, district and state.

The Planned County Program Statement encompasses program decisions made by professional staff members and lay leaders. Such decisions are supported by objective factual evidence and tested experiences. County Extension staff members have the primary responsibility for developing the planned county program statement.

The Planned State Program Statement reflects primarily the state Extension staff's interpretation of factors involved in the state as well as the counties. It considers the situation in the area and state besides those peculiar to individual counties or groups of counties. The planned state program statement must take into account project agreements at the state level and must be in accord with them since they are essentially complementary.

To serve the purpose for which it was intended, the program statement includes certain basic dimensions. A brief discussion of each dimension follows:

1. Statement of Program Process. Extension staff members, local leaders and the general public are interested in knowing the basis upon which program decisions were made. Steps through which program decisions were reached need to be set forth in the statement. Also, names of planners and their reference groups, including communities and organizations, must be identified. Such information helps Extension staff members and the public identify with the planned program and provides a basis for appraising plans outlined.

2. Statement of Situation. The planned program affords Extension an excellent opportunity to synthesize and set forth its staff and the public a concise, factual, objective statement of the situation under consideration. The statement should briefly outline the situation, giving attention to major cultural, social and economic factors, as determined by reliable evidence. The statement should answer the following questions: (1) What is the current situation? (2) What are some of the major social,

cultural and economic factors inherent in the situation? (3) What are major problems or needs of people as inferred from the situation?

A statement of situation can serve several purposes. First, it helps to make the Extension staff and public cognizant of the existing situation and its major problems. Second, it helps the staff and public develop a better perspective of the interrelatedness of problem concerns and the importance of cooperation between Extension, related organizations and the public in attacking these problems. Third, it provides the staff and public with a basis upon which to appraise the relevancy of Extension's and other agencies' program efforts and activities.

3. Statement of Major Problems. An important component of the planned program is the statement of major problems inferred from the situation. These should be defined as problematic situations calling for an adjustment -- a question for which an answer or solution must be sought. They should be clear and definite, centered on the people themselves, oriented toward subject matter, and provocative in action. While these problems may be implicit in the statement of situation, their restatement emphasizes their importance. Finally, clearly defined statements of problems motivate and provide direction for the Extension staff and lay leaders.

4. Statement of Objectives. All educational programs require objectives in order to direct the efforts of the agents and their clientele toward achieving desired ends. To be effective in helping plan, execute and evaluate the program, objectives must point toward the major problems, indicating the change of behavior desired. Specifically, they indicate what people need to do in relation to the major problems outlined in the program statement.

Objectives are both broad and long-time in nature, and encompass the total with respect to problematic situations. They are long-range targets, the end results toward which the efforts of Extension, related organizations and the general community are directed over a period of time. Program objectives are the criteria by which (a) organization and procedures are determined, (b) educational content is outlined, (c) materials are selected, (d) teaching procedures and learning experiences are developed, and (e) accomplishments are evaluated.

5. Recommendations for Solving Problems. In order to provide the Extension staff and people with an overview of, and insight into, various alternatives for dealing with problems, general recommendations for dealing with them should be included in the planned program. Recommendations should be of a general nature, indicating various alternatives. Such an analysis, concisely stated, helps develop an understanding of the complexities involved in solving problematic situations. These recommendations provide direction for the staff and may also help to make the people more conscious of roles that they might assume in helping to solve problems.

6. Plans for Coordination with Other Groups, Agencies and Organizations. A well thought out program statement will consider what other agencies are doing, and will provide for coordinating Extension program efforts with their activities. Since many organizations may be concerned with the same problems as Extension, appropriate measures need to be taken to insure coordination of Extension's program with theirs for attacking problems.

The Annual Plan of Work Phase of the Execution Process

A challenge confronting Extension workers is to design educational plans to guide their efforts and those of others in attacking problems or phases of problems outlined in the planned program. These are referred to as plans of work, and are essential to the effective implementation of the planned program.

The plan of work is a written procedure of action to guide Extension teaching in different phases of the program within a designated period. It provides a systematic educational plan for attacking short and long-term problems. The plan of work indicates:

(1) ---what is to be done

(2) ---who is to be served or reached

(3) ---how it is to be done

(4) ---who is to do it

(5) ---when and where it is to be done

(6) ---how results will be measured

Each Extension worker has the responsibility of preparing a plan of work to serve as a guide in the development of specific, detailed teaching plans. Recently, increased attention has been given to integrated plans of work at the county and state levels. The reasoning is that integrated plans of work insure a sounder basis for coping with highly complex problems and also facilitate teamwork among staff members.

An integrated plan of work highlights those problems best approached by team effort. While emphasis is placed on those which require concerted action by the staff, problems which are peculiar to specific aspects of Extension work are also included in the integrated plan of work. At the

county level, the integrated plan encompasses the program activities and efforts of the total county staff. It might be appropriately described as the sum of all the plans of individual staff members with the duplication removed. Integrated plans of work at the state level generally encompass the program activities of those staff members associated with a particular subject (content) area or a specific project area. The integrated plan does not supplant individual plans of work; rather it is a master plan within which several staff members' efforts may be effectively coordinated.

The plan of work in its complete form includes ten dimensions. A brief discussion of these dimensions follows.

1. Designation of Program Area. This aspect of the teaching plan provides staff members with the opportunity to classify work to be undertaken within one of the major program areas designated by Extension. Such program areas have their origin in the organization's over-all objectives, project agreements at the state level and report forms used by both county and state Extension workers. Several program areas common to many state Extension Services include: Organization and Planning; Efficiency in Agricultural Production; Conservation and Utilization of Resources; Marketing and Consumer Education; Family Living; Youth Development; Community Development; Public Affairs Education; Leadership Development; and Management on the Farm and in the Home.

2. The Problematic Situation. The problematic situation provides Extension workers with an understanding and synthesis of factors contributing to and associated with the major problem. By outlining the circumstances surrounding the problem and defining its many segments, this statement helps Extension workers recognize smaller problems which provide approaches to the

successful solution of the total problem. To be of maximum assistance, the problematic situation statement must be: (1) people-centered; (2) subject matter oriented; (3) based upon the level of interest of people concerned; (4) based upon their level of understanding; (5) their backgrounds and experiences; (6) clear and definite; and (7) action provoking.

3. Statement of Specific Problems. The problematic situation may include several specific problems, whose identification is essential to the development of effective teaching plans. In this way, Extension workers are able to specify the desired changes, their relative priorities, and the most effective sequence in which these related problems ought to be arranged in order to plan and launch an effective educational program that will yield maximum results. For example, the delineation of specific problems helps Extension workers determine where their starting point ought to be with respect to effecting certain changes. For example, Extension workers may find it advisable to devote some of their time at the outset to helping people acquire the proper attitudes toward the proposed idea or practice, rather than starting with the teaching of associated skills. In essence, the statement of specific problems indicates the conditions that should be corrected if an effective solution to the major problem is to be realized.

4. Teaching Objectives. After the specific problems have been clearly defined and stated, the next major task is that of developing teaching objectives. These involve a definition of what is to be accomplished in relation to the specific problems, defining the particular behavioral changes in people to be brought about. Thus, they constitute the basis for deciding upon, planning and providing learning experiences aimed at effecting the desired

changes in behavior. The most useful form for stating objectives is to express them in terms which identify:

--- the people concerned or to be concerned

--- the changes in behavior people desire to make

--- the content or subject matter areas involved.

When objectives are stated in these terms, it is relatively simple to determine the kinds of learning experiences to be planned and their content. This degree of explicitness in stating objectives is also useful in appraising and evaluating results.

The kinds of experiences people need to gain understanding or to develop skills are different from those required to develop greater awareness or interest. Therefore, the determination and statement of objectives are important tasks that require the broadest insight into the processes of education, the psychology of learning and sociology of groups.

5. People to be Reached. While this particular item is generally well defined in the statement of specific problems and teaching objectives, Extension workers should carefully delineate or define the people or audience to be reached. This helps Extension workers to focus their efforts on the relevant people and also provides them with some indication of the number of people to be reached.

6. Learning Experiences to be Provided. After the teaching objectives have been clarified and the audience defined, the next step is that of planning for and defining the learning experiences to be provided. Essentially, learning takes place through the experiences the learner has and the reactions he makes to his environment. It does not take place through what the teacher does, but what the person experiences as a learner.

FIGURE I. A SKELETAL OUTLINE OF A PLAN OF WORK

Program Area -- Crops (cotton)

Statement of Problematic Situation -- Approximately 90 percent of Smith County growers produce Acala Cottons which were bred and developed in the West. Acala cottons have a reputation for excellent strength. DPL 15, a southeastern variety whose early maturation is an asset in machine harvesting, has been introduced into the neighboring state during the past five years and is now being promoted in Arizona. Although DPL is of inferior quality, yield comparisons in the Imperial Valley have shown an advantage for DPL over Acala of approximately 15 percent. Yield comparisons in Smith County have been erratic, but show no consistent advantage for either variety. Limited cotton acreage makes quality one of the few keys to increased income from cotton as quality is an important factor in utilization. Records show that high quality cotton substantially increases income.

Specific Problems	Teaching Objectives	People to be Reached	Learning Experiences Teaching Methods	Place	When	Staff Person Responsible	Plans for Evaluation
Smith Co. cotton growers need to produce the highest quality cotton possible in order to maintain markets and increase income.	1. Smith Co. cotton growers to become aware of merits of producing a high quality cotton and the dangers of producing a poor quality product.	Smith Co. cotton growers Ginners Banks	Radio talks, news letters, newspaper articles, talks at meetings.	Yuma Gila Bend Parker	Jan. Feb.	Co. Agent Cotton Specialist	Analysis of Teaching Plan in relation to opportunities available. Requests for information
	2. Smith Co. cotton growers to become aware of the merits of a one-variety cotton area	Smith Co. cotton growers Ginners Banks	Radio talks, news letters, newspaper articles, talks at meetings	Yuma Gila Bend	Jan. Feb. Mar.	Co. Agent Cotton Specialist	Same as above
	3. Smith Co. cotton growers to be willing to take action to insure the production of high quality cotton.	Smith Co. cotton growers	Radio talks, news letters, newspaper articles, talks at meetings	Yuma	Jan. Feb. Mar. Apr.	Co. Agent Asst. Co. Agent	Same as above

The teacher, in this case the Extension worker-leader, can provide an educational experience through setting up an environment and structuring the situation so as to stimulate the desired type of reaction. This means that the teacher must have some understanding of the kinds of interests and background his students have so that he can make some prediction as to the likelihood that a given situation will bring about in them a reaction of the kind essential to the learning desired.

Tyler[4] has described several principles which are useful in determining what learning experiences to include in a teaching plan or plan of work. These principles are general in character in order to be of value in selecting particular learning experiences in spite of the nature of objectives. They are:

1. The learner must gain experience in practicing the type of behavior outlined in the objectives. If the objective is to develop skill in critical thinking, the learner must have an opportunity to practice this skill in the learning situation.

2. The particular experience must provide some kind of satisfaction to the learners as they carry out the behavior implied in the objectives. If the learning experience is designed to provide skill in solving community problems, it is crucial that the learner not only secures experience in solving community problems but also obtains satisfaction through the experience.

3. The learning experience must start where the participants are in terms of their backgrounds, levels of experiences, perspectives, interests, etc. The program must be based on the needs and interests which the learners feel or can be led to accept.

4. There are a great variety of learning experiences which can be utilized in a plan of work or teaching plan to achieve the same objectives. Since there are many alternatives in selecting learning experiences, it is more profitable to select those most closely related to the needs and interests of all persons concerned.

5. Any learning experience will produce a number of outcomes which can be utilized to achieve more than one objective of the plan of work or teaching plan. While the learner may be learning how to solve some of the problems facing his community, he is also acquiring knowledge about a variety of areas and may also be developing skill in critical thinking.

Any learning experience must produce a cumulative effect in order to produce change of behavior. This means that learning experiences must be organized effectively to achieve desired teaching objectives. The following criteria for effective organization of learning experiences have been suggested by Tyler.[5]

1. The development of continuity refers to the need to provide recurring educational experiences which reinforce the development of particular attitudes, knowledge and skills resulting in changed behavior.

2. Sequence of learning experiences is related to continuity but goes beyond by the building of series of successive experiences at increasing levels of difficulty so as to provide broader and deeper treatment.

3. The integration of educational experiences requires that the participant secure an over-all perspective of the total experience rather than a segmented one. Integration refers to the need of developing the educational experiences that utilize and become part of the total capacities of the individual in life, as well as to the need of providing experiences that give unity to the acquisition of knowledge, attitudes, and skills achieved through the educational activities of the program.

After thought has been given to the types of learning experiences to be provided, the Extension worker must then select methods that will most effectively provide the desired learning experiences. Extension has developed throughout the years of its existence educational methods which have proven effective in reaching and influencing people. These Extension methods are used by workers to influence people in making desirable changes in their behavior. There are many Extension methods, and they vary in their effectiveness. An understanding of these methods and their relative effectiveness by Extension workers is a prime factor in designing effective teaching plans for inclusion in the plan of work.

7. Determining Staff and Other Resource Persons Needed to Implement Plans. Integrating and coordinating the efforts of those involved in a solution to a

problem is essential in a plan of work. It implies smooth and efficient operation, joint participation, cooperative relationships, and broad understanding.

There are several alternatives to consider in deciding on who will do the teaching. The experience of the agent and nature of subject matter to be taught will influence this decision. The teaching may be done by specialists, agents, committees, and/or lay leaders. Specialists may actually teach or train others. They must also interpret, translate, and disseminate research information. Similarly, agents may secure and train leaders or teach directly, themselves. They may also guide, aid and assist others in the actual teaching.

In addition to drawing upon those resources intimately associated with Cooperative Extension, other resource persons who possess appropriate competencies ought to be identified and recruited to assist with the program.

8. Deciding on Where the Teaching Will Be Done. A well thought out plan of work will give attention to the site where the teaching is to take place. Effective learning requires a favorable physical climate, and every attempt should be made to secure a site which will contribute to this end. Facilities needed for certain aspects of teaching should be available. Choosing a central location may be instrumental in getting the people concerned to attend and participate. Prior designation of teaching sites also helps Extension administrators and others to determine travel budgets and allocate staff resources.

9. Determining When the Teaching Will Be Done. Deciding when the teaching will be done is a necessary step in preparing the plan of work.

Seasonal factors, the timeliness of the material, the schedules of Extension staff members and leaders and other factors must be considered in deciding upon establishing the course calendar. The schedules of resource persons not associated with Extension must also be considered.

10. Plans for Evaluation. No teaching is complete until plans are made for evaluating progress and results. Evidence of accomplishments need to be identified and provisions made for a systematic evaluation and reporting of accomplishments. Specific changes sought as well as the kinds of evidence needed to verify the degree of success must be identified and included as an integral part of the plan of work. Plans need to be built into each teaching plan that will determine whether certain results were attained. Such plans should indicate the methods and procedures to be employed in making this appraisal, and also the uses that will be made of the results.

The Implementation Phase of the Execution Process

Program Implementation is the process of carrying through educational jobs set forth in the plan of work. In carrying out such jobs, attention must be given to identifying various tasks warranting staff and leader assistance; assigning responsibilities to relevant persons; equipping these persons with knowledge and skills for jobs to be undertaken; and continually reviewing and following through with those who are actively involved in carrying out the jobs. Putting a planned program into action generally comprises several dimensions -- each of which is briefly discussed.

1. Establishing Common Understanding Among Persons Concerned. Successful implementation of educational jobs outlined in the plan of work require that they be understood and supported by those who are or will be

involved in the organizing or teaching. Such understanding and support is essential if these persons are to contribute to their maximum effectiveness.

VandeBerg[6] and others justify the expectation that responsible persons in Extension should expend considerable effort in helping staff members, leaders and others acquire a common understanding of specific educational jobs to be undertaken. According to VandeBerg:

> Coordination and efficiency of staff members' and leaders' efforts are enhanced when those concerned have common insight into the planned educational job to be undertaken and common agreement on objectives, procedures and responsibilities concerning the job.

They conclude that it is important for persons concerned to perceive the total educational job, the tasks contained therein, and to know what is expected of others with respect to implementing the various tasks associated with the job. Staff members, leaders, and other relevant persons can then proceed with a positive, unified team approach that is strengthened by the very momentum resulting from common understanding and aims.

In helping those concerned acquire a common understanding of educational jobs to be implemented, Extension employs a number of methods. The use of the educational process in determining Extension programs is certainly the first step in helping relevant persons contribute to and become familiar with the total program. Through democratic procedures, opportunities are afforded staff members and others to participate in the program decision-making process at the level appropriate to their competence.

Provision needs to be made to involve relevant persons in contributing ideas to and in the actual development of plans for implementing various educational jobs. Such opportunities ought to be designed to permit these individuals to become thoroughly familiar with various aspects of the educational job(s) under consideration. Specific attention needs to be given to the problem statement, objectives sought, and the general means for attaining them. Both staff members and leaders should become thoroughly familiar with the jobs under consideration.

The weekly staff conference allows Extension workers to explore in depth pending educational jobs and to be cognizant of progress and results being attained in specific areas. Extensions's size and complexity makes such conferences desirable and necessary in keeping the total staff and others advised about projected and activated programs. At both state and county levels staff members can profitably utilize staff meetings as a basis for planning the implementation of educational jobs. Such conferences provide staff members with opportunities to study educational jobs, to evaluate the feasibility and practicality of plans associated with these jobs, to replan if necessary, and to decide on a specific course of action.

Distribution of the program statement to relevant individuals and groups is another means of helping familiarize various publics with the several program areas that Extension intends to emphasize. Such a statement helps to shape the public's expectations of the Cooperative Extension Service. In addition, Extension workers may discuss their plans of work with various groups to acquaint and familiarize them with Extension's immediate plans.

Appropriately timed news releases as well as other public announcements serve to keep the public apprised of forthcoming or anticipated Extension developments. These are but a few of many methods that can be employed by responsible persons in helping relevant individuals and groups develop an understanding of the Cooperative Extension Service's planned educational activities.

2. Identification of Tasks and Exploration of Means for Accomplishing Tasks. Associated with practically all educational jobs are a number of specific tasks. Although these are highly interrelated and cumulative in nature, often they must be identified and treated individually if the total educational job is to be realized.

Generally, the problematic situation, specific problems and teaching objectives outlined in the plan of work indicate what tasks will be associated with a particular educational job. A careful and thorough study of abbreviated teaching plans set forth in the plan of work is required in identifying tasks to be attacked. Such a study should be of a cooperative nature involving all staff members and others who will be expected to assume responsibility for implementing educational jobs or tasks associated with them.

Following identification of tasks is the exploration of various means for accomplishing the tasks. For example, certain tasks may require organizational skills while others may involve teaching. Exploration of means for performing various tasks permits those concerned to understand obstacles to be overcome, the skills needed to perform various tasks, and the manner of allocating resources.

3. Developing and Following Calendar of Tasks. While the plan of work contains a list of educational jobs, a calendar must be developed to identify and list specific tasks inferred in those educational jobs. This calendar should list tasks to be pursued, the names of persons responsible for each task and the approximate date or time when each task is to be performed. The Master Calendar for a staff may be supplemented by individual staff members' personal calendars. The value of a calendar is threefold; it serves as a time table for staff members and others to follow in performing various tasks, and hence educational jobs; it helps staff members and others to plan and arrange their schedules to allow sufficient time for the performance of pending tasks; finally, it helps to determine the timing for discussion of various tasks in staff meetings.

4. Identifying and Securing Resource Persons. Identifying persons who will be responsible for performing various tasks is an important dimension of the implementation phase. To determine which resource persons are needed to perform various tasks, Extension staff members must be familiar with the kinds and availability of resources both within and outside of Extension. Frequently, leaders can assume an important role in identifying those persons not associated with Extension who can contribute to the performance of various tasks and educational jobs.

The types of resource persons whom Extension can draw upon in program implementation include professional Extension staff members, professional persons associated with other publicly supported organizations, professional persons associated with private and commercial concerns, and individuals possessing certain competencies related to the job to be performed. In the

past, Extension has made use of these resources in helping to plan, execute and evaluate its programs. Home Economics and 4-H Club Extension staff members have relied heavily upon individuals in all of the mentioned groups to assist with various aspects of organizational and teaching work.

Once the inventory of resource persons required has been completed, the next step is to secure their services. Obtaining such a commitment requires that professional Extension staff members be equipped to describe the task to be performed, the results expected, and roles to be performed by resource persons. In order to prevent exploitation of Extension for commercial or other purposes, the educational nature of the task to be performed and the need for complete objectivity must be made clear to all those concerned.

Extension workers should not hesitate to involve persons from outside the traditional Extension program in various aspects of program implementation. Often such persons may possess greater competence in a specific content area than Extension workers themselves.

6. Equipping Resource Persons. If individuals expected to perform or assume responsibility for a task were not equipped with necessary skills, the inescapable result would be frustration. One factor which accounts for Extension's past successes is its recognition that persons who are to perform tasks must be appropriately prepared. The extensive leader training programs planned and conducted by Cooperative Extension attest to this fact.

Thus, competence begins with training. Extension staff members have the responsibility of planning for and actually conducting training programs aimed at equipping staff and other persons for certain tasks. This training must cover three kinds of materials.

1. Subject Matter -- Agriculture, Home Economics, etc.

2. Extension Methods -- How to teach -- including group methods.

3. Decision-Making

Training programs should be systematically planned and related to the job to be performed. Ideally, persons for whom training is intended would be involved in the development of such programs. Moreover, training must be individualized as much as possible in accord with the special requirements and stages of readiness of particular trainees. Provisions should be made to train individuals responsible for the implementation of every task and job identified. Built-in training plans, employed while the program is actually in progress, reduce the risk of overlooking this important point.

6. Communications. While there are many methods of maintaining communications among and between staff members and other persons concerned during the time when educational jobs are being implemented, the most valuable is the periodic conference. Newsletters are also of great assistance, especially in maintaining communications between state and county Extension staff members. Periodic reports, both written and verbal, serve to inform interested groups of pending and active programs.

7. Continual Review and Follow-Up. The value of periodic review and follow-up with activated or recently completed programs has often been overlooked as a dimension of program implementation. The importance of periodically assessing the status of a program task is highlighted by several factors. Although staff members and leaders may have been equipped to carry out their responsibilities, they frequently need additional help

in interpreting and overcoming difficulties encountered in a task, if maximum results are to be attained. A continual review of objectives is necessary to keep the efforts of responsible persons aimed in the right direction. A study of the effectiveness of various methods in use might indicate changes to be made in order to attain predetermined ends.

The Evaluation Process

The evaluation process which receives greater attention in a later part of this book, must be mentioned in this chapter because of its pervasive nature, operating throughout the program function.

It is one of the three major processes inherent to the program function. The evaluation process has been set forth as a part of the model presented in the last chapter of this part of the text. Included in the model are the major dimensions of the evaluation process. The reader should carefully note these dimensions in order to properly appreciate the pervasive nature of evaluation throughout the programming function.

Summary

The purpose of this chapter was to discuss the total programming function in Extension, with emphasis on the planning and execution processes. The evaluation process was introduced only to the extent that it is viewed by the authors as a third major process in the function, and thus an equally important component. The planning and execution processes were subdivided into their major phases and subordinate dimensions. As for the evaluation process, a brief treatment of its phases and dimensions appears in Chapter Five of this part of the text.

Throughout the development of this chapter, emphasis has been placed on involvement and participation of people in the programming function. It is fitting to close this discussion by noting that people are its most important ingredient.

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CHAPTER FOUR

COORDINATING THE EXTENSION PROGRAM FUNCTION WITH OTHER AGENCIES, GROUPS AND ORGANIZATIONS

The Cooperative Extension Service is presently surrounded by a host of agencies, organizations and groups, both publicly and privately supported, who are performing functions formerly reserved for and peculiar to Extension. In some instances, these groups are working with people who once made up an almost exclusive clientele for Extension. The groups involve representatives of many full-time government agencies, well-trained professional workers of business and industry, field representatives of farm and commodity organizations and others. Many groups have restricted areas of responsibility or more limited fields of interest than Extension, and as a result, their personnel frequently become more specialized than many Extension workers.

In acknowledging the presence and importance of these groups, Administrator York stated:

> "We could look upon these groups from two different viewpoints. They could be considered competitors, and I assure you that if we treat them as such, this is what they will be. On the other hand, we could look upon them as members of our own team and invite them to help us with our total job."
>
> "...There are tremendous resources available to work with us toward a solution of complex problems confronting the people if we will make use of them. If we are to merit our leadership role, we must make a determined effort to secure the cooperation of all agencies, groups or individuals who contribute to these efforts."[1]

Recognizing and utilizing these resources are crucial factors in effecting programs aimed at total resource development. The strategic role assigned to Cooperative Extension Service -- as the educational arm of the Department of Agriculture and the Land-Grant Institution -- makes it imperative that Extension provide the necessary organizational and educational leadership at Federal, state, area and county levels. Such leadership is needed to facilitate effective use of resources in coping with major problems confronting society. More specifically, Extension is looked to by the public to provide the educational leadership that will result in effectively coordinating and utilizing efforts of various groups in resource development.

Past and Present Coordination Efforts

Coordination of Extension program efforts with those of related groups is not a new subject, but has occupied an important place in Extension workers' thoughts since the formative years. Early emphasis was given to involving lay leaders and representatives of agency groups and organizations in planning and executing various aspects of the Extension program. One of the earliest attempts to coordinate the program efforts of various agricultural agencies was the drafting of the Mount Weather Agreement in July, 1938. This agreement established a system of coordinated land-use planning to correlate existing action programs in the field and help guide formulation of future programs. Efforts of county land-use planning committees were to be correlated by a similar state-wide committee.

Although the Agreement did not work out as successfully as its drafters envisioned, yet it has had considerable impact on the Extension program function.

Following World War II, attention was again focused on coordinating Extension's program efforts with those of other agencies, organizations and groups. A Joint Committee representing the Department of Agriculture and Association of Land-Grant Colleges and State Universities prepared a joint statement on policies and procedures to facilitate coordination of program efforts between Extension and the several Departmental agencies.[2]

A broadened approach to programming commonly referred to as "program projection" in Extension was formally initiated in 1955. This expanded concept grew out of the June 1955 session of the Extension Committee on Organization and Policy of the American Association of Land-Grant Colleges and Universities. At that time the committee emphasized the need for the Cooperative Extension Service to formulate better program making policies and procedures in order to help people more effectively build clear-cut, longer range programs. Significant emphasis was placed on the need for and importance of Extension providing opportunities for public and private groups to contribute to the Extension program decision-making process and various aspects of program execution. In the main, program projection emphasized development of a broader based Extension program, but several State Extension Services made a concerted effort to bring other agencies into the planning process. Two approaches were employed in treating major problems. In the first approach, Extension and various agencies, groups and organizations pooled their efforts in seeking solutions to major problems. In the second approach, Extension referred problems directly to agencies.

In 1956, Department of Agriculture leaders in cooperation with Land-Grant University officials took formal action to coordinate program efforts of Departmental Agencies with the Cooperative Extension Service. Under the leadership of Under-Secretary of Agriculture, True Morse, and Federal Extension Administrator, C. M. Ferguson, the Rural Development approach to effecting programs was conceived and launched. This experimental approach was focused on selected distressed areas. Essentially, its aim was to improve all aspects of living including employment opportunities and incomes in low-income rural areas.

The success of Program Projection and Rural Development work led to an expansion of these efforts in the form of Rural Areas Development in 1960 which has as its major objective the development of total human and economic resources of an area to their fullest potential. The Rural Areas Development approach to programming represents a further attempt to more effectively focus the combined resources of Extension and other organizations on major problems confronting society.

Present and Projected Development Point Toward Both Continued and Intensified Coordination

Two developments point up a continuing and intensified need for coordinating Extension's program efforts with those of related agencies, organizations, and groups. They are the presence of many varied public and private groups and the increasing complexity and interrelatedness of problems facing people.

Based on these circumstances, responsible leaders in both Extension and other organizations will need to be continually alert to possible opportunities for cooperation. In Extension, plans will need to be built into the program function. These coordination plans must begin with the formative aspects of Extension programming and extend through evaluation of program accomplishments.

Some General Guiding Principles For Effecting and Facilitating Coordination

Several approaches can be used to facilitate coordination but the approach to be used will depend upon the circumstances and the immediate persons involved. General guiding principles for Extension workers and others concerned in program coordination include:

1. Extension programs cannot and should not be viewed as being independent and separate from those of related agencies, organizations and groups.

Problems currently confronting people are so complex and interrelated that no single organization has all of the resources needed to deal effectively with them. The combined resources of several agencies, organizations, groups and individuals are often required to reach effective solutions. Director Frank Ballard of Oregon summarized the situation confronting Extension as follows:

> "Many of the problems of people identified cooperatively by the people and professional Extension staff members are extremely complex and are often outside the realm of Extension's resources. Here Extension has a wide-open opportunity to come forward in a leadership position. Through the years, Extension workers, educators under statute, have become recognized leaders.

> In this role, they take the lead in providing opportunities for the resources not under Extension to be focused on these problems. They assist in working out the best possible means of local application of the work of these other agencies, whether state, federal or private. This approach points toward a program of which Extension's projects will be a substantial part, but not the whole structure. The Extension staff(s) gain understanding and support for their activities in Extension and are supported in their leadership role to bring all possible help to the agreed upon improvement activities in the community, county and state."[3]

Federal Extension Administrator E. T. York recently stated:

> "Extension's job has become larger and more complex. Obviously we cannot expect to do the total job by ourselves -- neither is this necessary or desirable.
>
> "There are tremendous resources available to work with us toward a solution of these complex problems if we will make use of them. If we are to merit our leadership role, we must make a determined effort to secure the cooperation of all agencies, groups or individuals who can contribute to these efforts.
>
> "One of the important functions of Extension in the future may be that of bringing together, motivating and organizing the various resources groups which can contribute to the solution of our many problems."[4]

These two Extension leaders voice the opinion that the environmental, social and economic situation within which Extension finds itself today is far more complex than ever before and will require the concerted attention of a number of individuals and groups. The educational leadership role they perceive for Extension is significant. It seems apparent that effective future programs aimed at total resource development will require the combined efforts of Extension and many other public and private groups, agencies and organizations.

2. Extension staff members and, more especially Extension administrators, need to be cognizant of the importance of coordination, and provide the climate that will facilitate the development and maintenance of good working relationships with representatives of the various relevant organizations at state, district, county and community levels.

Effective coordination has its origin in and is guided by the climate and relationships that exist between Extension workers and their counterparts in the various relevant agencies, organizations and groups. The climate which exists at the several organizational levels influences the development and maintenance of relationships among and between representatives of the several groups.

Coordination is affected by relationships that exist between Extension administrators and their counterparts in agencies, organizations, and groups at the state level. Attitudes of Extension administrators toward coordination affects what transpires throughout various levels of the organizations. Besides giving verbal support to coordination, administrators must act through policies which facilitate and encourage coordination of Extension program efforts with those of related agencies. Too, administrators used to provide for and encourage free and open communication between the Extension staff and representatives of associated groups. Continual contact needs to be maintained with state leaders of the several agencies, organizations and groups. Such contact helps to keep Extension administrators apprised of various developments in the several agencies, organizations and groups. Too, it affords leaders of these groups a chance to keep informed about program developments in Extension. Some

Extension administrators serve as ex-officio members or chairmen of important inter-agency organizational groups at the state level, which provide excellent opportunities for contact.

Other state level Extension staff members -- including program leaders, supervisors and specialists -- need to maintain harmonious working relationships with their counterparts in state level agencies, organizations and groups. Public groups would include state and federal agencies. Private groups include professional organizations, civic groups, commodity groups and others. State level groups generally have county units so that establishing good relationships at the state level between Extension and various groups can affect relationships that exist between county Extension staffs and county representatives of the several groups. Extension supervisors and specialists generally have counterparts in all publicly supported groups. Specialists have contact with private groups interested in their particular area of specialty. State 4-H Club staff members are in an excellent position to maintain good relationships with State Department of Education officials, various private youth groups at the state level, and other relevant organizations.

County Extension agents have frequent and intensified contact with county agencies, organizations and groups. Often, Extension agents and agency representatives are housed together or in close proximity, thus putting them in an excellent position to cooperate in the program decision-making process. Too, county agents as citizens participate in civic and community affairs which bring them into close contact with other professional workers at the same level. In addition, county Extension agents serve as

ex-officio members of or chair many important inter-agency committees and special interest groups. These associations provide excellent opportunities for establishing and maintaining effective relationships with the several county public and private groups.

3. Extension staff members need to keep informed about and familiar with the various organizations, agencies, and groups that exist at their respective levels -- including organizational or agency objectives, programs, and clientele groups.

A basic comprehension of the objectives and programs of public agencies, organizations and groups by Extension workers is important in planning for and effecting coordination. Such understanding permits Extension workers to determine the extent to which Extension programs complement or are in direct conflict with programs of these groups. It also provides a basis for determining where coordination of program efforts would be necessary and desirable.

Duplication of efforts might also be avoided. In some instances, Extension and the various groups have complementary objectives and programs, and are also endeavoring to reach similar or the same clientele groups. The joint pooling of program efforts can greatly facilitate the change process and yield greater results in quantity and quality than if the various groups went their independent ways.

4. Attention needs to be given to identifying the phases and elements in the Extension program function within which coordination of Extension program elements with the efforts of other groups are important.

Extension programming is extremely complex -- as it encompasses numerous elements, roles and relationships. Extension workers often find it difficult to perceive programming in its totality. This difficulty

alone perhaps has hampered coordination of program efforts more than anything else. The total program function needs to be carefully studied, and points identified where coordination would be appropriate. These points should provide the basis for Extension workers to formulate and build in plans for coordination.

A major concern is that successful coordination cannot be effected after the program has been developed. Research findings in public administration support the proposition that those who are to be affected by or expected to implement a decision ought to be involved in formulating it. Thus, in the Extension program function, efforts should be made to involve representatives of relevant groups in the actual formulation stage. As indicated earlier, various persons have the task of seeing that the needed coordination occurs at their respective levels of responsibility. At the state level, Extension administrators, supervisors and specialists have the major responsibility, while at the operational level county agents are charged with this important task.

Summary

As Extension has matured, and new organizations and agencies have appeared, the importance and need for coordination has been increasingly felt both by leaders in Extension and in allied agencies, organizations and groups. In the early years, Extension -- like any new organization endeavoring to establish itself -- focused its attention on internal matters peculiar to its organization. However, it is now natural that

Extension should direct its attention to solving external conditions, namely coordinating its program efforts with those of related groups.

Although increased attention is currently being given to coordination, it is important to note that the present status of its coordination efforts did not evolve overnight, but that it has been a gradual process extending over a half century.

Coordination of the program efforts of Extension with those of other groups must begin with the formative aspects of programming and extend through evaluation. Plans for coordination must be built into every major phase of programming.

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CHAPTER FIVE

A FUNCTIONAL MODEL OF EXTENSION PROGRAMMING

Our primary purpose in Part III has been to define activities implicit in this expanded concept of the Extension programming function. It seems evident that the programming function, as a complex arrangement of interrelated responsibilities, efforts, and activities may be meaningfully summarized in the form of a concise model which crystallizes its salient features, concepts and processes. In order that the model and its parts can be interpreted in relation to the preceding discussions, the following principles of programming are offered.

Principles

Principles which deal primarily with the planning process are:

Principle 1. Being one of many continuing educational and action programs in the community, state and the nation, the Cooperative Extension program must therefore, be effectively related to and integrated with existing programs if it is to contribute fully to the achievement of societal goals.

Principle 2. The planning process must be a continuous effort, constantly adjusting to the ever-changing environment within which it functions.

Principle 3. Interested individuals, groups, organizations and agencies are actively and continuously engaged as participants in the planning process.

Principle 4. The planning process utilizes specialized knowledge effectively whether within or external to the Extension organization, wherever and whenever appropriate.

Principle 5. The planning process begins with the formulation of a planning framework within which national objectives are adapted to state-wide needs, with adequate provision for communicating results throughout the State Extension Service

Principle 6. The planning process provides for an understanding of and gives direction to the programming function when it develops a clearly stated philosophy of Extension work and concise state-wide program objectives.

Principle 7. Since the Extension programming function cannot solve all of society's problems, it must determine its proper role and responsibilities in terms of the needs to be served and the potential resources available.

Principle 8. The planning process is most effectively initiated when it provides opportunities for all affected individuals and groups to achieve an understanding and appreciation of the value of carefully defined objectives, formulated framework for planning and detailed courses of action to be pursued.

Principle 9. The implementation of Extension program planning will be realistic, practical and objective when it thoroughly researches facts of existing situations -- without allowing the results to become rigid patterns for the future -- as a basis for making program decisions.

Principles which deal primarily with the execution process are:

Principle 10. The results of the program planning process are fully realized to the extent that plans are actually put into practice.

Principle 11. The program execution process is effectively initiated when there is a careful compilation of the efforts, activities and results of the planning process in a comprehensive, written program statement.

Principle 12. County and state written program statements are effective program communication instruments for Extension personnel and the public when they provide knowledge of the situation, major problems and clearly established program objectives which set forth the behavioral changes to be accomplished.

Principle 13. The preparation of an annual plan of work constitutes the basis for translating program decisions outlined in written program statements into planned learning experiences which identify the intended participants, content, and methods, as well as the instructional problems concerning personnel, schedules, and facilities, and the evidence necessary for evaluating results attained at both the county and state levels.

Principle 14. Program execution is effectively implemented when educational jobs are clearly understood, specific educational tasks are identified, and a calendar of these tasks is developed and followed.

Principle 15. The effective implementation of the calendar of tasks is enhanced when available resource persons are identified, selected, and trained as leaders; adequate communications are maintained between all responsible persons; and there is a continual review and follow-up of actions taken.

Principles which deal primarily with the evaluation process are:

Principle 16. Evaluations are more useful and effective when accomplishments of the programming function are defined in terms of changes in people (professional and lay), i.e., the way they think, act, or interact as a result of their participation in the programming function as planners, executors, and learner-clientele.

Principle 17. Evaluative judgments constitute the basis for each decision taken in planning and executing Extension programs.

Principle 18. The implementation of the evaluation process is more effective when the formal instruments (questionnaires, check lists, etc.) are, themselves, judged in terms of their adequacy in measuring that which they were intended to measure, and their reliability in repeated measurements of like situations.

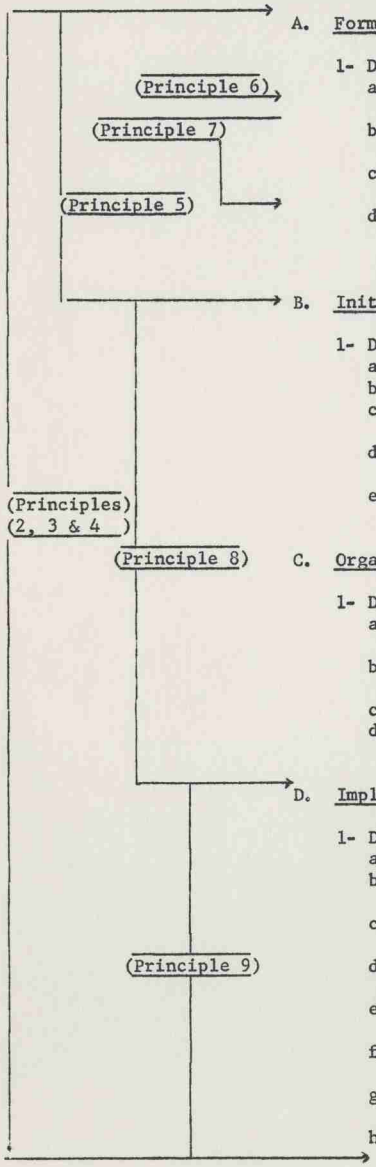
Principle 19. The evaluation process is more productive when results of the programming function are compiled in carefully prepared reports useful to planners and executors as guides to necessary adjustments in future implementations of the programming function, and to the public as a source of reliable information on accomplishments of Extension's educational programs.

Principle 20. The ideal programming function provides for a continuous evaluation of the processes and their accomplishments, over time.

The Programming Function Model
(For a State Extension Service)

Principle 1 (Encompasses the entire Programming Function)

I THE PLANNING PROCESS



A. Formulation Phase: (A Planning Framework)

1- Dimensions:
- a-Clarifying the purpose: broad programming philosophy and objectives.
- b-Determining Extension's role in achieving identified ends.
- c-Determining planning policies, procedures and practices for achieving state-wide objectives.
- d-Providing for effective communication of those (a-c) to all Extension personnel and relevant lay persons.

B. Initiation Phase: (Adapting Framework to Local Level)

1- Dimensions:
- a-Determining prior planning activities.
- b-Determining need for local level planning.
- c-Gaining commitment of existing groups in organizing the local planning endeavor.
- d-Determining local planning objectives, policies, procedures and practices.
- e-Determining and developing existing and potential lay leadership.

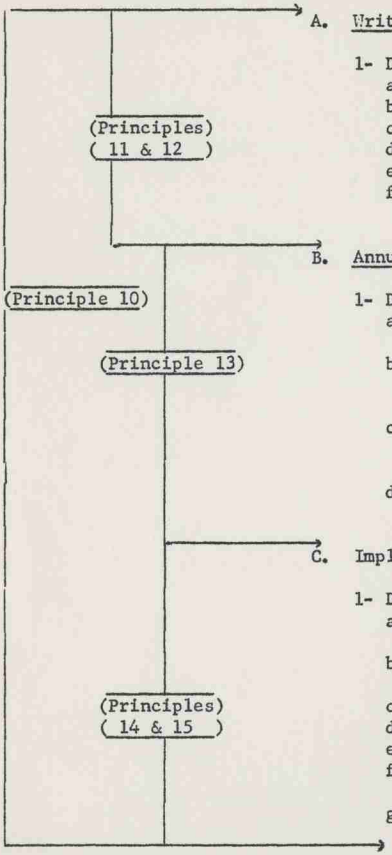
C. Organization Phase: (Organizing for Local Planning)

1- Dimensions:
- a-Determining planning committee structure and composition (member selection).
- b-Determining committee leadership and member tenure and replacement.
- c-Defining member roles and providing training.
- d-Agreeing upon procedures for implementing the planning (committee functions).

D. Implementation Phase: (Local Level Planning)

1- Dimensions:
- a-Collecting factual data and information.
- b-Analyzing and interpreting in light of local trends and conditions.
- c-Identifying problems of importance as expressive of needs and interests of people.
- d-Deciding upon priorities for programming to solve identified problems.
- e-Defining long-term and short-range program objectives.
- f-Determining the courses of program action (selected alternatives).
- g-Coordinating with the resources and programs of other organizations.
- h-Recording planning deliberations & results.

II THE EXECUTION PROCESS



A. Written Program Statement Phase: (Local & State)

1- Dimensions:
- a-Statement of program process.
- b-Statement of situation.
- c-Statement of major problems.
- d-Statement of objectives.
- e-Recommendations for solving problems.
- f-Plans for coordination with other organizations, agencies, and groups.

B. Annual Plan of Work Phase: (Local & State)

1- Dimensions:
- a-Defining the composition and purpose of an annual plan of work.
- b-Relating the annual plan to the written program. (Annual objectives based in long-term objectives)
- c-Developing a general schedule of activities, events, and methods for achievement of program objectives.
- d-Compiling local level plans into a statewide plan of work.

C. Implementation Phase: (Plans of Work Translated into Action)

1- Dimensions:
- a-Establishing common understanding among persons concerned.
- b-Identifying educational tasks and the means for their accomplishment.
- c-Developing and following a calendar of tasks.
- d-Identifying and securing resource persons.
- e-Equipping resource persons (leader training).
- f-Communications among persons and groups concerned.
- g-Continual review and follow-up.

A. Evaluation of Planning Phase: (State & Local Level) (Planning Performance)

1- Dimensions:
- a-Evaluating decisions while formulating planning framework.
- b-Evaluating the adaptation of the framework to local situations(initiating local level planning)
- c-Evaluating organizational features.
- d-Adjusting any or all of the above on the bases of evaluating judgments.
- e-Evaluating the total planning results with regard to the process by which the planning of programs was formulated, initiated, organized, and implemented.

(Principle 17)

B. Evaluation of Execution Phase: (Performance in Execution)

1- Dimensions:
- a-Evaluating preparation of state and local written program statements.
- b-Evaluating preparation of state and local annual plans of work.
- c-Evaluating methods and techniques of implementing the plans of work.
- d-Evaluating results of learning experiences provided -- in terms of both short-range objectives and long-term goals.
- e-Adjusting the planning and/or execution processes as a result of these evaluative judgments

(Principle 16)

C. "Evaluation" Phase of the Evaluation Process:

1- Dimensions:
- a-Determining, to extent possible, the validity of formal measuring devices.
- b-Determining, to extent possible, the reliability of formal measuring devices.
- c-Adjusting these devices in light of evaluative judgments and experiences noted during their application.

(Principle 18)

D. Evaluation of the Programming Function Phase:

1- Dimensions:
- a-Defining the purpose and composition of a written evaluation report.
- b-Synthesizing separate evaluation reports into a comprehensive state and local report of accomplishments in all processes of the programming function.
- c-Publicizing reports in two forms: (1) that which has specific utility for guiding future formal process efforts and activities of Extension workers and lay leaders, and (2) that which has general use for public information.

(Principle 19)

Principle 20 (Encompasses the entire Programming Function)