

# internationalizing cornell cooperative extension

*A Guide to  
Program Planning Strategies and  
Extension Association Experiences*

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MAKING THE  
**GLOBAL**  
**LOCAL**  
CONNECTION

Sponsored by:  
Cornell University,  
the Cornell Cooperative Extension Associations of  
Chenango, Niagara, St. Lawrence and Suffolk Counties and  
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# introduction

MAKING THE  
**GLOBAL**  
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Everyday, the American press recites a litany of global changes indicating that our personal, community, and national futures are increasingly linked to a world community. Although many Cooperative Extension educators recognize that the world's social, economic, environmental, and political integration is proceeding at an ever increasing rate, most Americans have only a hazy notion of the relationship between global issues and local impact. We talk about what a small world we live in, but, until we understand the impacts of this fact on our lives, we will remain unable to take them into account in both private and public decision making.

It is increasingly important for people to strengthen their awareness and understanding of world affairs and interdependencies. This is evident as we deal with farm policy issues, demands for trade barriers and protection, perceived and actual competition from other countries, and as we begin to comprehend our own place and position in a world of divergent values and interests. Without this awareness, our community leaders will make decisions and follow economic development strategies that will place communities at a severe competitive disadvantage. We need to integrate global dimensions in Extension programming so that we better understand such things as: our ties with other countries; our global interdependence for clean air and water; opportunities and challenges to agriculture and small businesses from foreign competition; international dimensions of food safety; and influences of the changing ethnic make-up of New York State's rural and urban communities.

## **Internationalizing Cornell Cooperative Extension**

With this imperative in mind, Cornell Cooperative Extension, the International Agriculture Program and the Department of Education at Cornell University, and four Cooperative Extension Associations, under a grant from the United States Agency for International Development, engaged in the Internationalizing Cornell Cooperative Extension (ICCE) project. The project's goals included assisting diverse audiences to:

- personalize relationships between global issues and local impact;
- develop a sensitivity, or a "global mindset," that empowers individuals and local leaders to make choices which strengthen communities within the interdependent global environment; and
- set research priorities and apply the results of Cornell's research to provide locally appropriate strategies to meet the challenges and opportunities of global interdependence.

The overall purpose of the project was to design and test a process for first, creating an awareness, and then, equipping the Extension system—including field staff, community leaders, and faculty—with ways to incorporate an international dimension in ongoing Extension program efforts. It is this process that is presented in this manual. The manual is based on lessons learned by both the Cornell-based project team and the participating associations, and includes advice for others who wish to incorporate international dimensions in Extension efforts.

*"What We Don't Know Can Hurt Us: The Shortfall in International Competence"*

*"International Trade and the Shifting of U.S. Jobs to Off-Shore Sites"*

*"Auto Emissions, the Greenhouse Effect, and Global Warming"*

*"Population Growth and Rainforest Destruction"*

*"The Death of Communism and the Caspian Sea"*

*"European Economic Unification in 1992"*

*"Isolationism Sweeping Capitol Hill"*

*"Household Chloro-Fluorocarbons and Ozone Depletion"*

*"Can America Compete?"*

# **Cornell Cooperative Extension System**

## **Origin**

Cornell University was established as the land-grant university for New York State following the passage of the Federal Morrill Act in 1862 and 1890. Authorization for state and county funding for an educational extension system was passed in New York State in 1912. This became the New York State Cooperative Extension Service and later the Cornell Cooperative Extension System as it is known today.

## **Mission**

The mission of the Cornell Cooperative Extension System is to disseminate and encourage the application of research-generated knowledge and leadership techniques to individuals, families, and communities. Statewide priorities for 1992-1995 Extension programs are: environmental protection and enhancement; economic vitality; agricultural competitiveness and profitability; nutrition, health and safety; individual, family and community well-being; and children and youth at risk.

## **Target Audience**

Educational programs on various issues are targeted at many different audiences in both urban and rural areas. Cornell Cooperative Extension has designed and implemented programs for New York State residents, designated agencies, organizations and industries, and local and state decision makers.

## **Contractual Arrangements**

Cornell Cooperative Extension is funded by annual appropriations from federal, state, and local governments. Grants, contracts, programs, user fees, and private contributions supplement the core funds. A memorandum of understanding between the U. S. Department of Agriculture and Cornell University defines Cornell responsibilities for program leadership and management. Annual memoranda of agreement are signed by Cornell University and 57 Cornell Cooperative Extension Associations to carry out the provisions of County Law, State of New York, Section 224, which provides state funding for Cornell Cooperative Extension associations and for area and statewide specialists.

## **Funding Source**

A county, state, and federal funding partnership supports extension's educational system, which links the communities and businesses of New York State with the resources of Cornell University and the nationwide land-grant system of research and education. For the most recent fiscal year, county governments provided 28 percent of the budget, the state supplied 26 percent to the colleges and 3 percent directly to associations via County Law 224. The federal government contributed 17 percent, county associations furnished 8 percent, and grants and contracts contributed 18 percent. The budget for the entire Cornell Cooperative Extension System totaled \$85.7 million.

## **Educational Support**

Clients, agents, and specialists are supported by 240 University faculty and professional staff members from 30 departments, stations, institutes, and centers connected with the Colleges of Agriculture and Life Sciences, Human Ecology, and Veterinary Medicine. Collaborative programs are carried out with State University of New York (SUNY) units and other educational entities in the state and region.

## **Staff**

Cornell Cooperative Extension employs 456 agents and specialists throughout the state.

## **Location**

Cornell Cooperative Extension offices are located in each of the 57 counties and in the 5 boroughs of New York City. Central Administration is at Cornell University.

## **Results**

More than 7,300,000 individuals are touched by Cornell Cooperative Extension each year and 66,098 volunteers work with professional staff to develop and extend educational programs.

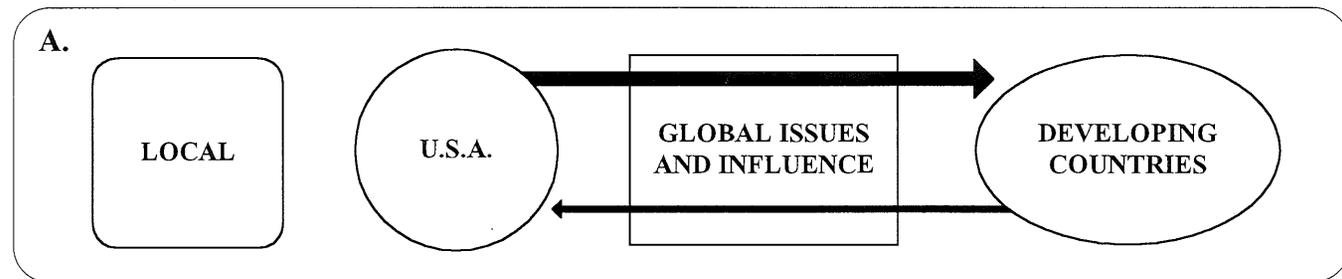
## ***Global Education***

*Global Education in a Cornell Cooperative Extension context is viewed by the Project Team as:*

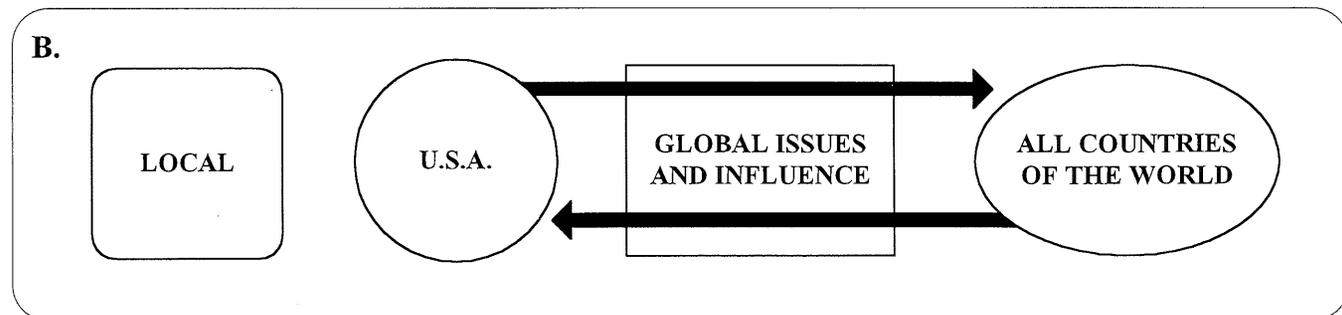
- 1. A dimension of educational programming designed to increase recognition of our growing interdependence with world affairs.**
- 2. Concerned with developing the necessary attitudes, skills, knowledge, and networks required for life as an effective global citizen.**
- 3. A perspective that seeks to include the global dimension in the consideration of any community issue.**
- 4. Concerned with developing an understanding of complex, relevant global dimensions of domestic economic, environmental, and social issues.**
- 5. Seeking to ensure that both private and public decisions incorporate an understanding of the global dimension of local issues.**
- 6. Recognizing that goals to strengthen personal and community socio-economic development require an understanding of relevant global impacts and the ability to apply this knowledge in new and creative ways.**

## A Different Approach

In the past, several Cooperative Extension systems have instituted development education programs. A common approach (see diagram A.) has been to focus on the developing world with the intent of working toward understanding and changing the structural causes of hunger, poverty, and injustice. It is often thought that the causes of these problems originate in the industrialized countries and, thus, education is needed to foster a shared responsibility and actions to solve developing countries' problems. A shortcoming of this approach is that many people, unless they have strong moral or ethical concerns for people in other countries, fail to take interest because they do not see the relevance of international issues to their own lives.



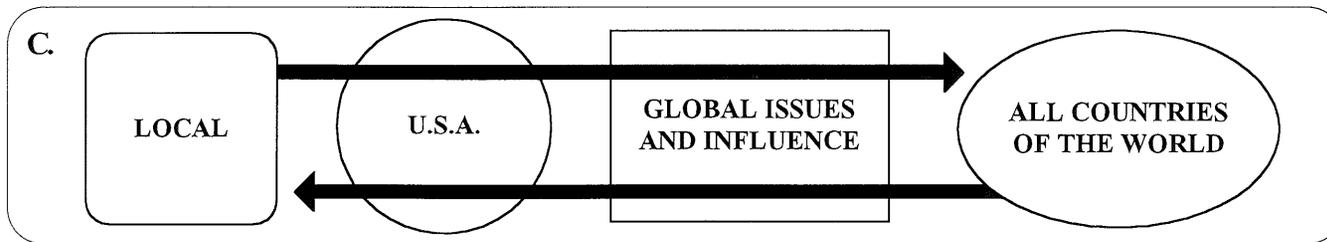
A second approach to global education has been to focus on the interdependent nature of economic, political, social, and environmental issues in a global context. In this approach (diagram B.) focus is generally on the interaction



between global and national levels and, thus, explanations are often difficult to place into the local-level context. A third approach, the one adopted by this project, has been to recognize that, for many people, awareness and action

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*\*Diagrams A, B and C are reprinted in larger format in the Appendix for use as visual aids in presentations.*



on global issues will not come about until they understand the significance and relevance of these issues as they impact individuals and families in the local community context (diagram C.). Thus, the focus is on finding ways to establish local significance of global issues and influences and to begin incorporating into existing programmatic materials relevant information that explains and acts upon the international connection. This approach also helps us discover the ways in which we connect on an international level. Some international connections result from our influences upon others, as we visit or work in another country or engage in foreign assistance. Another kind of connection results from the influence of other countries and individuals upon us. Farm workers from other countries would be an example of this type of connection. Still more connections come about through multi-country interactions that transcend national boundaries. A current example is the recently concluded North American Free Trade Agreement (NAFTA). Many of these connections have important implications for our local extension programming.

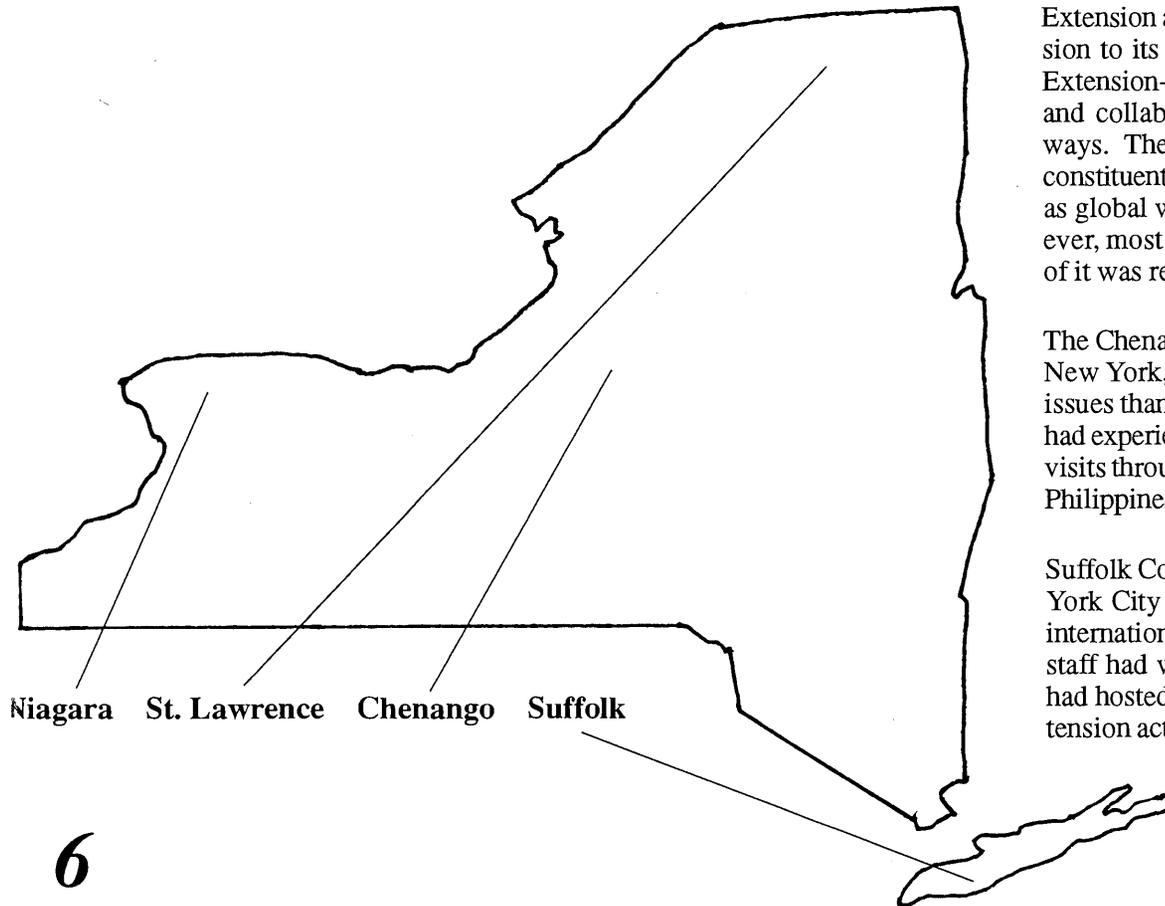
The ICCE project was intended to have two programmatic tracks. The first was intended to create awareness and equip the Extension system (faculty, off-campus staff, and volunteer leadership) with a process to incorporate an international dimension in ongoing Extension program efforts.

The second track, and perhaps most significant in the long term, was intended to establish a critical mass of community leaders which, through “ownership” of this effort and continuing support from the Extension organization, would sustain and broaden the impact in respective communities and counties. The adjacent diagram represents a process for achieving global awareness leading to commitment by local citizens and community leaders followed by appropriate action.



## The Pilot Associations

The initial pilot counties for the project were Niagara, Chenango, and Suffolk. Niagara is located on the Canadian border in western New York—urbanized and industrialized around the city of Niagara Falls in its western half, rural in its eastern half. Chenango is a rural county in central New York with the small city of Norwich as its county seat. Suffolk is a highly populated county in the New York City metropolitan area, located on the eastern end of Long Island and heavily suburbanized in its western half. During the course of the project, competing priorities for Extension in Suffolk County led to its replacement by St. Lawrence County. St. Lawrence is a large county (in land area) located in northern New York between the Adirondack Mountains and the St. Lawrence River. Predominantly rural, it also borders Canada to the North.



Because of Niagara County's proximity to Canada, the Niagara Extension association had always had some international dimension to its programming. Staff members often participated in Extension-related conferences or informational tours in Canada and collaborated with their Canadian counterparts in various ways. The association also dealt with "international issues" as constituents increasingly asked for information on such concerns as global warming, the greenhouse effect, and acid rain. However, most of these efforts were on an informal basis; very little of it was reflected in the association's plans of work.

The Chenango association, in a primarily rural county in central New York, had less programming experience with international issues than the other associations. Nonetheless, the association had experience with several international student exchange group visits through its 4-H program and had hosted an intern from the Philippines for several weeks.

Suffolk County's strong agricultural base and proximity to New York City contributed to an extensive history of working with international issues on the part of the Suffolk association. Some staff had work-related international travel experience. Others had hosted foreign visitors learning about the association's Extension activities. The association had been involved in numer-

ous technical information exchanges with other countries and was often asked by recent immigrants to the area about agricultural techniques that could be applied in their countries of origin.

Because St. Lawrence County, like Niagara, is located on the Canadian border, its association also had a history of relationships and cooperation across the border. These included tours to Canadian universities and to the Ministry of Agriculture in Ottawa and exploration of international economic development opportunities. The home economics program often received questions about imported clothing and produce, while the 4-H program had conducted educational programs on international cooking for many years and participated in an exchange program with Japan.

## **Using This Guide**

This guide describes a five-phase process for adding an international dimension to extension programming. Chapters on each phase include guidelines, experiences and advice from the four pilot associations involved. Most chapters also include a tool kit of resources that were used in working with the pilot associations and may be helpful to others.



*phase 1—*

deciding to  
incorporate  
a global  
dimension

MAKING THE  
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# Guidelines

*Suggested steps in deciding to incorporate a global dimension in local programming:*

1. Hold staff discussions to determine interest, including possible issues staff might want to explore, and what international connections these issues might have.<sup>1</sup> Factors that can be considered in assessing the degree of interest include:
  - a. international interests of agents, volunteer leaders, and community and government leaders;
  - b. global dimensions reflected in the association's plan of work;
  - c. agent and volunteer willingness and desire to explore county connections to global issues; and
  - d. availability of capable, motivated agents.
2. Organize similar discussions on an informal basis with a few select community leaders, particularly those with some international experience and others from different areas of business, education, and local government. Such preliminary discussions would help to discern possible interest and begin to identify possible significant issue areas.
3. Contact James Gould, Department of Education; James Haldeman, Assistant Director, International Agriculture Program; or your Cornell Extension Representative for more information on incorporating an international dimension in local programming and for available introductory resources.
4. Tap into the CENET Global Education Library.<sup>2</sup> The library holds a collection of over 150 references, containing current information about global and international subject matter relevant to Extension programming. References are selected and organized around current Cornell Cooperative Extension program initiatives. They include brief explanations of each reference and may also include executive summaries or tables of content. Information is updated on a regular basis.

*Staff: "I saw 'internationalizing' as an important step for us....I saw the attitude of people in the county as being isolationist. I saw a need for people to be exposed to different cultures...."*

*Staff: "I have a growing concern with food safety and with its international connection. An example is Chilean grapes.... I knew that I was going to have to put food safety into my plan of work. So right off, I saw a connection, but wasn't sure how to bring it in or what to do with it."*

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<sup>1</sup> See Tool 1: Making the Global Connection and Tool 2: Awareness Quiz Used at Initial Meeting with Staff.

<sup>2</sup> See Tool 3: Global Education Library Sample Record.

## Experience of Pilot Associations

*Volunteer: "We're kind of a parochial and rural area. People think, 'These things can't happen—we're not influenced.' But we are."*

Each pilot association had unique reasons for wanting to participate in the project. In one county, for example, the new free trade agreement with Canada had prompted the association to want to somehow formalize more of an international component into its programs. In some cases, the personal contact provided by exchange programs or interns visiting from other countries stimulated greater interest in understanding global connections. Often, however, the principal motivation seemed to be a general feeling that international programming and development of a "global mindset" was an important goal even though the project's exact purposes were not well understood.

Similarly, different staff members saw the value of the project differently. Some staff felt that, since their audiences will be more culturally diverse in the future, it was essential that they know more about their audience members' backgrounds. Others were concerned with Extension's role in their county's economic development and its ability to compete in global markets. Some staff saw a "natural" international connection with issues they were already working with, but weren't sure how to develop such a component into ongoing programs. Still others did not see an international dimension in their work or how such ambiguous "awareness raising" efforts might translate into programming action.

*Staff: "Counties should tie [the incorporation of a global dimension] to issues they are already working on.... This needs to be stressed in order to get staff and volunteers excited about it."*

Almost all participating staff were concerned with the time and resources the project would require, how it might add to existing work, and how the project would fit in with current programs. Another concern of staff was how to measure the actual impact the project would have. Fuzziness about project objectives was a frequently reported problem, suggesting the need to be as clear as possible about the goal of increasing the motivation to learn about global connections by building an international dimension into educational programs that are already designed to address local issues that people care about.

## Advice from Pilot Associations

*Staff: "The project needs support from volunteers who have international experience, either through travel or business."*

The advice from the pilot counties is that there are a number of things associations should keep in mind when deciding to incorporate a global dimension in their programming. The first is that associations should link such an effort with issues they are already working on. This "building-in" quality, as opposed to beginning new activities, needs to be stressed in order to get both staff and volunteers excited about global education. Similarly, the timing of when associations take on the effort is important. The selection of issues needs to be tied to an association's plan of work, but, in the pilot counties, the issue identification process was sometimes thought to be repetitious of activities undertaken in developing the plan of work. Perhaps, ideally, issue identification for global education would be an integral part of the process of developing an association's plan of work.

Another crucial aspect is the involvement of volunteer leadership in the very beginning of the project. Based on the experience of the pilot counties, it was often the volunteer leadership that was the most enthusiastic in having the project and in coming up with significant and relevant issues. But, in selecting volunteer leadership, it is important to have individuals who have international experience, either through personal travel or business. When working with commercial people, it is important to stress the educational component of the project and not just “profitability” issues. Individuals without international experience can provide helpful feedback on how “ordinary citizens” are likely to respond to an educational program, but will not be as helpful in assisting association staff with program content.

Finally, the pilot associations pointed out how important it is to understand that “internationalizing” programs is a process of growing awareness and one of making mental connections. In many cases, this process was said to be the most valuable component of the project. Different people, depending on the content of their work and personal experience, will make connections at different rates. Thus, time must be allowed for both nurturing this process and for letting the process take place. In the pilot associations, the duration of this process was sometimes drawn out by lack of clarity about the project’s objectives—a condition to be expected in pilot projects, but one that needs to be improved in the future.

*Volunteer: “The world is coming to us. The question is, ‘Do you stick your head in the sand or work with them?’ (sic) ... This is happening everywhere.”*

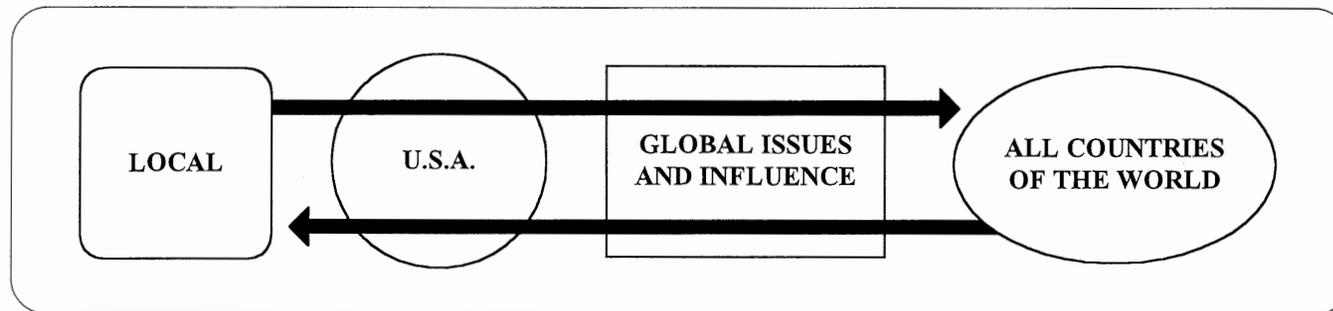


tool kit



## Understanding the Global Connection

A part of global competence has to do with the ability to identify and understand the connection between many global and local issues, and to make judgments about the significance of those connections to local Extension program priorities. In doing this, it is also important to recognize that there are several ways in which we connect to the rest of the world:



The arrows in the diagram above indicate potential connections and a direction of influence. The arrow pointing to the left suggests that the influence comes from a global source and will impact locally. Local impacts from global sources of influence may be individual in nature as in consumer marketplace decisions or interpersonal relations. They may also be impacts in the public policy arena such as food safety or trade regulations.

Conversely, the arrow pointing to the right indicates that the local citizen, or actions taken at the local level, can be the source of an influence at a global level. Examples here include that of a visitor in another country or a humanitarian effort for a developing country.

A number of examples of global/local connections follow. Most have specific extension programming implications.

1. To live and work productively and in harmony with others in *this* country:
  - Migrant workers—needs as workers, members of a community.
  - Extension minority audiences—needs as learners.
  - Understanding and appreciation of other cultures—traditions, lifestyles, foods, values as they differ from our own—to enrich our own life experiences and to increase our effectiveness to live and work in global settings.
  - To improve a capacity to make or influence public decisions that are fair to fellow members of diverse communities.
  - Appreciate and strengthen capacity to benefit from diversity in the workplace.

*Tool 1...continued*

2. To live and work productively and in harmony with others in *other* countries:
  - As workers in other countries—strengthen capacity to adapt to different customs, traditions, values—ability to speak other languages.
  - As visitors—to achieve mutual respect and understanding.
  
3. To support or participate in appropriate responses to interdependent issues—those issues in *other* countries that affect us and those issues in *this* country that affect them:
  - Somalia—civil unrest, starvation.
  - European Community—common market development, common currency.
  - Former USSR—subsistence food production.
  - GATT negotiations, other multi- or bi-lateral trade policies—in both producer and consumer contexts.
  - Sustainable development.
  - Environmental degradation.
  - Principle of comparative advantage in the marketplace.
  - Global web of business and industry.
  - Workforce needs.

One might argue that all interactions, regardless of their source, are ultimately interdependent in nature. But when one is attempting to understand the various ways in which we can be impacted by global affairs, it helps to make some distinctions.

## Awareness “Quiz” Used at Initial Meetings with Staff

St. Lawrence County, August 24-25, 1992

*Why, when we have so many problems at home, is it important to be concerned about global issues?*

1. What part of the U.S. farmland, on average, grows crops for export?  
a) One out of every 3 acres.    b) One out of every 20 acres.    c) One out of every 12 acres.
2. 25% of U.S. gross national product (GNP) is derived from U.S. foreign trade.    a) True    b) False
3. What percent of U.S. manufactured goods is sold to developing countries:  
a) 10%    b) 40%    c) 1%
4. Name the top 3 U.S. agricultural export markets (countries).    1. \_\_\_\_\_    2. \_\_\_\_\_    3. \_\_\_\_\_
5. Currently, white non-hispanic population is 67% of NY's total population. What will it be early in the next century?  
a) 65%    b) 55%    c) 45%
6. “Buy American” and protectionist trade policies are designed to save U.S. jobs. The annual cost to the St. Lawrence County consumer (per capita) for this protection is \$270.    a) True    b) False
7. The acreage of the world's tropical forests is being reduced annually by an area equal to  
a) Rhode Island    b) Pennsylvania    c) Texas
8. What percent of seafood consumed in the U.S. is imported?    a) 11%    b) 63%    c) 34%
9. There is a seafood inspection program similar to the U.S.D.A. poultry/meat program.    a) True    b) False
10. Poverty is the central reason for our global hunger problem.    a) True    b) False
11. Poor nutrition and inadequate health care are the leading causes of sickness and death in the world.    a) True    b) False
12. The U.S. spends more on foreign assistance than on going to the movies and theater.    a) True    b) False
13. Is the U.S.    a) a melting pot?    b) a tossed salad?

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*Answer Key: 1. a 2. a 3. b 4. Japan, European Community and Canada (Mexico is 4th) 5. c 6. a 7. b 8. b 9. b 10. a 11. a 12. b 13. for discussion.*

## GLOBAL EDUCATION LIBRARY SAMPLE RECORD

**EXTENSION INITIATIVE:** ENVIRONMENTAL PROTECTION AND ENHANCEMENT

**GLOBAL ISSUE:** SUSTAINABLE DEVELOPMENT

**ENTRY NUMBER** 81  
**TITLE** Citizen's Guide to Sustainable Development  
**DATE** 1990  
**AUTHOR(S)**  
**SOURCE** Global Tomorrow Coalition, Washington, DC  
**EDITOR(S)** Walter H. Corson  
**DOCUMENT TYPE** analytical paper  
**AUDIENCE** farmer, producer, consumer, community leader, youth  
**SUMMARY** Discussions of the interrelationships between problems of environment, development, population and resources. Includes "what you can do" sections in each chapter.

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*phase 2—*

selecting  
potential issues and  
exploring their  
global connections

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# Guidelines

*Once an association has decided to incorporate a global dimension in local programming, it is necessary for the association as a whole to decide which issues to work with to explore their global connections and local impact. In many ways, this phase is a continuation of the preliminary discussions held in the previous phase, but with even greater input from community leaders. Steps in a recommended process include:*

1. Orientation and clarification of global education objectives and expectations with staff and volunteers.
2. Staff work groups to develop understanding and awareness of global connections with issues identified in the association's plan of work and to make a tentative identification of priority areas.<sup>3</sup>
3. Identification and appointment of an *ad hoc* work group comprised of a dozen or so interested community leaders with international experience, representatives from program committees, and members of the board of directors.
4. Meetings with the work group for further issue identification and prioritization. The work group should begin with issues identified in the association's plan of work and should identify important global-local connections in the context of those issues.<sup>4</sup> A full array of such issues should be investigated and discussed with the ultimate objective of selecting one-to-three high priority issues for emphasis in the association's global education efforts.
5. Work group recommendation of top priority issues to the board of directors.
6. Board of directors selection of one-to-three issues for educational programming.

*Staff: "A major concern was how participation in the project would take away from our present work. But we had more support for it when we understood that it was a layer added to current work."*

*Staff: "Lay leaders... should be more involved early on, in identifying and developing issues."*

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<sup>3</sup> See Tool 4: Making Global Connections with Issues in Extension Association Plans of Work.

<sup>4</sup> See Tool 5: Making the Global Connections by Using Main Street as a Laboratory.

## Experience of Pilot Associations

*Staff: "At first, I didn't see how we were going to fit it into the plan of work. But now I'm very excited about it."*

*Staff: "We should have gotten together as staff to further develop the issue. This is really important. Staff should have been in on it more."*

*Staff: "The [concept mapping] process was very good, excellent. We got a better understanding of what was happening in the community. We learned a lot from [the lay leaders]."*

The Niagara, Chenango, and Suffolk Extension Associations created separate advisory groups specifically for this project and used computerized concept mapping software to aid in selecting issues.<sup>5</sup> Computerized concept mapping is a tool for helping a group develop a shared understanding of a complex situation or topic. It helps groups organize what they think by providing a picture or map of the group ideas. The map shows all of the ideas and how they are related to each other. The concept mapping process guarantees all participants an equal opportunity for input. And it helps assure that the group will not get bogged down in endless committee meetings or by confusing discussions during the critical early stages of a project.

The mapping process begins with group brainstorming to develop a list of possible issues, followed by individual ratings of the issues and sorting of the issues in groupings that each individual believes are similar or related. Then ratings and groupings are entered into a computer, to calculate average ratings for each issue, statistically summarize the groupings, and present the information in "maps" that pictorially display a summary of the group's judgment about the importance of each issue and the relationship of the issues to one another. The group can then review the results and decide courses of action.

In Niagara, Chenango, and Suffolk, work sessions were conducted by the project team. Association staff identified issues from plans of work which had global connections. A follow-up meeting of an advisory group combining staff and county leaders focused on further issue identification and prioritization. The advisory group brainstormed important issue areas and identified important global connections. Issues were sorted and rated.<sup>6</sup> About ten high-priority issues were identified and grouped for each association. A feedback session following issue identification was conducted in each county, involving staff and volunteer leaders, to help prioritize one or two issues for the project.

In contrast to the other counties, the St. Lawrence association chose to use a different process following the project team's initial meeting with association staff. There was a conscious staff decision to use the existing program committee structure, rather than a separately created advisory group, to identify and refine issues for the project. The home economics and 4-H program committees brainstormed issue statements related to each of the nine issue areas in the association's plan of work. In a subsequent meeting, a small group of representatives from all three program areas reviewed and refined the issue statements and then used a two-step process to rate the issues by importance in the county and need for information about global connections. Individuals ranked the top five issues; these were discussed by the total group; and individuals then ranked the top three issues. Four high-priority issues were identified, two of which were selected for emphasis in light of staff availability and commitments.

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<sup>5</sup> See Tool 6: An Example of Computerized Concept Mapping.

<sup>6</sup> This process is illustrated in Tool 6.

In all four associations, volunteer leaders were almost universally supportive of the project and often helped increase the staff's commitment through their enthusiasm. Attendance was sometimes disappointing, however, due to familiar problems of competing commitments and priorities. A prominent tension in associations that used a separate advisory group for this project was between the freedom to generate issues the advisory group considered important and the need to focus on issues already included in the association's plan of work. In at least two situations, the association made necessary but uncomfortable decisions to focus on issues that were less highly ranked by the advisory group in favor of others that had a better fit with staff resources or the association's plan of work.

*Staff: "Staff... looked at the concept maps, and looked for issues that would have a team approach."*

The St. Lawrence association avoided this problem by relying on existing program committees instead of creating a new advisory group for this project. A possible disadvantage of that approach is the inability to tap individuals with the greatest likelihood of having international expertise or experience to contribute. This can place too heavy a burden on the staff for maintaining enthusiasm and locating necessary resources.

The final selection of issues was often made primarily by the association director or selected staff and approved by the board of directors, with only limited participation by other staff or volunteers. Broader involvement at that stage would probably not have changed the choice of issues, but might have enhanced commitment and understanding by staff and volunteers. Resource limitations were recognized as an unfortunate but realistic constraint on issue selection.

The Niagara association chose two major issue areas: *economic development*, specifically ways to develop export markets and to exchange expertise in youth and adult leadership and agricultural products; and *education*, particularly the type and quality of education needed to develop and maintain a competitive workforce. Chenango also selected *education*—what was referred to as a “tired” educational system—as well as *food safety*, specifically global factors related to local concerns about pesticide residues, food choices, and costs. Suffolk identified *economic development issues related to agriculture and fisheries*. The St. Lawrence association identified *youth citizenship and leadership, agricultural profitability and competitiveness*.

*Staff: "[It was difficult] to focus down to an issue that is really 'doable,' both for the community and the faculty."*

## Advice from Pilot Associations

*Staff: "We got exceptional support from volunteers. Some of the volunteers got it [the international connection] faster than the staff."*

Generally, the pilot associations that used concept mapping by a separate advisory group for issue identification and prioritization were pleased with the results. Several staff felt that they gained a better understanding of what was happening in the community through the concept mapping process as well as a better idea of the interrelationships of the issues and existing networks. Several participants liked the way concept mapping "allowed people to think differently." Others thought it was an excellent way in which to "hear" from volunteer leadership and that it provided an important way for volunteer leadership to participate in the project.

A major drawback noted by the pilot associations was that the process is highly idiosyncratic and the results depend entirely on who is present for the sessions. Therefore, it is especially important to select advisory group members carefully and to strive for a good cross-section of the community. Depending on the context, this might include community leaders from such areas as business, industry, politics, planning, agriculture, housing, health, education, labor and local government.

Other advice given by the pilot associations included the need for staff to be open to volunteer leadership ideas, but to continue working within the existing plan of work. One association in particular felt that it was very important to invite community leaders who, in addition to having international experience, were already familiar with the association and its objectives. This would further help keep identified issues within the plan of work.

The St. Lawrence association felt that its decision to rely on existing program committees to identify and prioritize issues worked quite well. It avoided the proliferation of committees and tapped the perspectives of individuals with "typical" orientations to global issues, but, as noted above, may have deprived the staff of locally available international expertise that separate advisory groups provided for the other associations.

Some association staff felt that the final selection of issues should have been a more open process, with more involvement of staff and of participating volunteers. It was suggested that feedback from faculty would be useful at this early stage to at least identify faculty areas of work, so that specific expertise could dovetail with selected issues.

tool kit



# *Making Global Connections with Issues in Extension Association Plans of Work*

Tool 4

## *Excerpts from a 1992-1993 Extension Association Plan of Work*

### **1. Agricultural Awareness**

- need producer/consumer awareness of effects of food production on health and of laws and regulations protecting U.S. food supply
- to provide educational programming related to safety of the food supply

### **2. Agricultural Competitiveness**

- lower farm product prices
- alternative agriculture could improve economic conditions
- increased competitiveness
- need to understand microeconomic policies regarding

### **3. Economic Well-Being**

- fifth graders to learn how to make economic choices
- adults and youth will develop consumer decision making skills

### **4. Environmental Awareness**

- youth and adults develop commitment to environmental stewardship ethic

### **5. Food, Nutrition, and Health**

- residents lack skills to manage food dollars and knowledge of preparation/selection of foods to meet dietary guidelines

### **6. Preparing Tomorrow's Workforce**

- reading, reasoning, writing, and math are required in today's competitive market
- youth will experience future employment opportunities
- countywide agencies, schools, and employers will assist youth through shadowing and mentoring

## *Potential Global Connections*

- circle of poison
- 63% of seafood is imported  
voluntary inspection only
- public policy on regulations and inspection of imported food
- global marketing: including comparative advantage, product development, market needs and opportunities, export skills
- effects of public policy decisions on consumer costs, availability, and variety of goods and services
- global warming
- ozone depletion
- ocean pollution
- other countries' policy decisions
- expertise in other countries re: cereal grain use in diet
- educational systems in other countries
- workplace procedures and philosophies in other countries
- apprenticeship program (Germany)

*Why, when there are so many problems at home, is it important to be concerned about global issues?*

## ***Making Global Connections by Using Main Street as a Laboratory***

U.S. interdependence with other countries in the world reaches so deeply into people's everyday lives that it is possible to use communities—no matter what their size or location—as laboratories for studying interdependence and the connections to global affairs. The idea for a locally based laboratory arose from an experiment conducted by former foreign correspondent and World Bank official John Maxwell Hamilton. He proposed that news organizations with limited resources could still cover seemingly distant nations by looking at their own communities. He tested this premise by producing a series of front page articles on a surprising diversity of links between the community of Hattiesburg, Mississippi, and countries in the third world. The articles attracted wide attention and led to the publication of *Main Street America and the Third World*, a book of model news stories from large and small daily newspapers across the country.

The idea of a laboratory, or a locally based research effort, can be exciting. A similar effort in your county can help community leaders, government officials, and the general public develop a global mindset. Both teenagers and adults can participate in gathering information. The process of data collection and analysis is one of discovery and can be an eye-opening experience for all concerned. If the information is shared with others through meetings, newsletters, or in the mass media as John Hamilton did, then many others can also benefit.

Decisions will need to be made about whom to visit and what information to collect. A steering committee made up of representatives from areas in which you are likely to seek information, or who have a “built-in” interest, will help in the identification of information sources. Some ideas: activist groups (churches, environmental groups); farm groups; manufacturing/industry groups; Chambers of Commerce; mass media; high school social studies teachers; State University of New York (SUNY) units; city and county governments; service clubs; returned Peace Corps volunteers; teen groups (4-H councils, school groups). The questions outlined below offer examples of the kinds of things a group could explore.<sup>7</sup> Answers may be in the form of statistics, case studies (in-depth conversations with an individual, or through analysis of the operations of an organization or company), or a blend of the two.

### **Trade**

- (a) Which locally produced goods (agriculture and industry) are exported?
- (b) How much do they earn?
- (c) What percentage of local industry or agriculture do they represent? Examples: dollars circulating in the local economy as a secondary result of export earnings; number of jobs these create.

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<sup>7</sup>Questions adapted from: Seminar Guide to Entangling Alliances: How the Third World Shapes Our Lives, prepared by Elise Storck and Joan H. Joshi, The Panos Institute, 1990.

- (d) What raw materials are imported for use in local industry or agriculture?
- (e) Why are they imported? Examples: materials not produced, grown, or mined in the United States; an import price substantially below the domestic price.
- (f) How does the local consumer benefit from imports? Examples: prices moderated due to competition from foreign goods; goods available (coffee, diamonds) that cannot be produced locally.
- (g) What negative impact do imports have on the local economy? Examples: number of jobs lost through foreign competition; dollar losses to local industry and agriculture.

### **Finance**

- (a) How much, and in what industries, have local industries invested abroad? Examples: overseas subsidiaries.
- (b) What are the earnings on those investments?
- (c) Has this had a positive or negative effect on the local economy? Examples: jobs created or lost; increase or decrease of dollars in circulation.
- (d) How much have local financial institutions loaned to foreign governments and institutions?
- (e) What are the earnings (or losses) on those loans?
- (f) How much foreign capital has been invested in the local economy, and in which industries?
- (g) How has this investment affected the local job market and the dollars incirculation?

### **Education**

- (a) How many foreign students are enrolled in local institutions of higher education?
- (b) What positive or negative impacts do they have on the local economy? Examples: their expenditures on tuition, room, and board versus local government subsidies for their education.
- (c) What ties do local educational institutions and their faculties have with institutions abroad? Examples: formal institution-to-institution affiliations, collaborative research projects, consultancies.

### **Culture**

- (a) Is there local participation in the "Sister Cities" or "Partners of the Americas" programs?
- (b) What international programs in the arts does the local population patronize? Examples: foreign movies, imported television shows, performances of visiting artists, museum exhibits from abroad.
- (c) What local restaurants serve cuisine from other countries?
- (d) What local religious institutions have close ties with other countries and cultures?

### **Ethnic mix of the population**

- (a) From what parts of the world did the local population immigrate to the United States?
- (b) Is there a recent immigration population?
- (c) Why and how did they come to the United States?
- (d) What are immigrants contributing to the local community, or what problems are created by their presence?

## *An Example of Computerized Concept Mapping<sup>8</sup>*

In the first step of the computerized mapping process in Niagara County, the following issues were identified through brainstorming by association staff and county leaders:

1. Education—quality and ability to compete effectively
2. Social, physical, and economic effects of substance abuse
3. Lack of knowledge of how to do business globally
4. Maximize economics of world class destination
5. Over-regulation, excessive mandates on businesses
6. Identify and focus support for winners
7. Improve marketing of Niagara County advantages
8. Equalize regulations globally
9. Better work ethic and labor-management attitudes
10. Improve tax incentives for business
11. Improve community awareness of global impacts
12. Multicultural awareness
13. Defining direction in the future (vision)
14. Exchange of services, products, technology with Canada
15. Coping with increased Medicaid costs and mandated programs
16. Environmental quality issues (air, water, food, etc.)
17. How to improve the New York State business economy
18. Life style impacts on family life

Each of the issues was then printed on a separate card and a complete set of cards was given to each participant. Participants were asked to rate each issue according to its importance (5 = very important, 1 = not very important) and to sort the cards into piles “in a way that makes sense to you.”

Using the participants’ ratings and sortings, the computer program generated the following “clusters” of issues. Issues placed within the same cluster were more frequently sorted in the same pile than issues in different clusters. Numbers in parentheses are the average importance ratings for each issue:

### **Cluster 1: Education & Communication**

1. Education - quality and ability to compete effectively (5.00)
3. Lack of knowledge of how to do business globally (3.36)
11. Improve community awareness of global impacts (3.55)
9. Better work ethic and labor-management attitudes (4.45)
12. Multicultural awareness (2.91)

### **Cluster 2: Services & Marketing**

4. Maximize economics of world class destination (3.73)
7. Improve marketing of Niagara County advantages (3.55)
14. Exchange of services, products, technology with Canada (3.82)

### **Cluster 3: Environment & Quality of Life**

2. Social, physical, and economic effects of substance abuse (3.82)
16. Environmental quality issues (air, water, food, etc. )(3.36)
18. Life style impacts on family life (3.64)
13. Defining direction in the future (vision) (3.36)

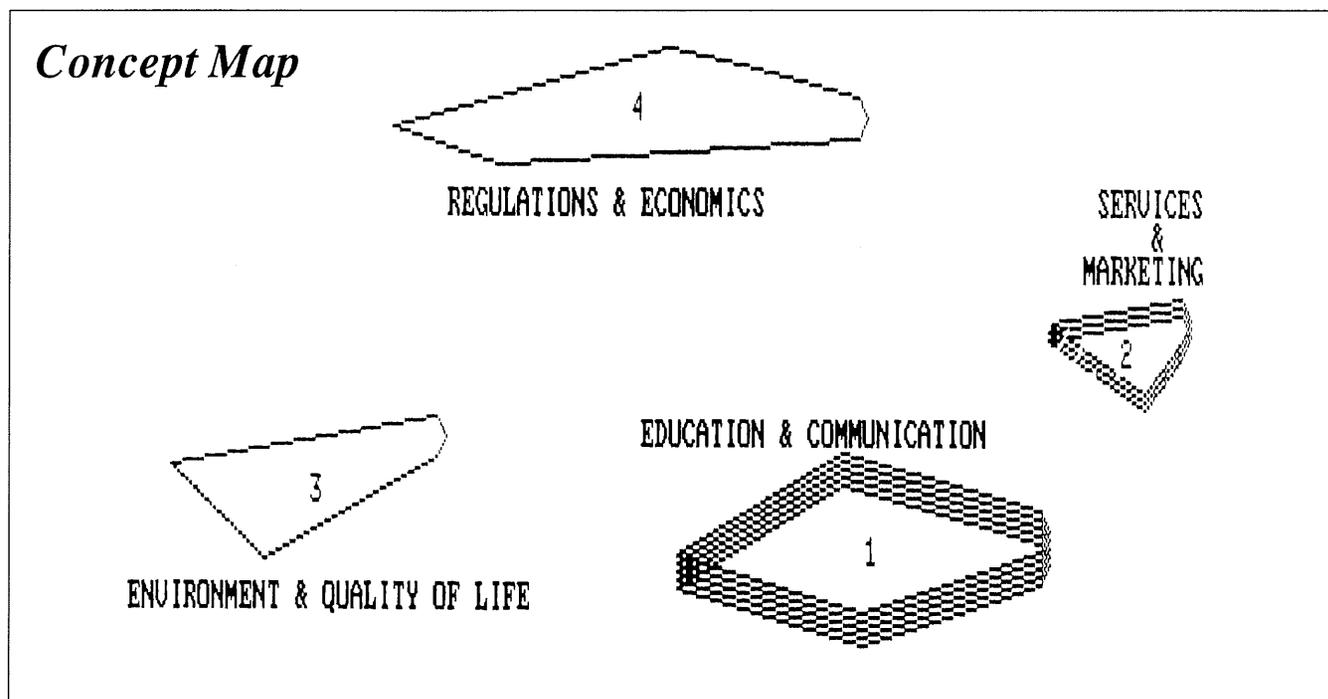
### **Cluster 4: Regulations & Economics**

5. Over-regulation, excessive mandates on businesses (4.00)
17. How to improve the New York business economy (3.73)
10. Improve tax incentives for business (3.64)
8. Equalize regulations globally (3.09)
6. Identify and focus support for winners (3.27)
15. Coping with increased Medicaid costs and mandated programs (3.64)

Finally, the following concept map was produced for Niagara County. Clusters closer together on the map had issues sorted in the same piles more frequently than clusters farther apart. Clusters with higher “fences” around them had higher average importance ratings:

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<sup>8</sup>*Concept mapping computer software was developed by Dr. William Trochim, College of Human Ecology, Cornell University, 1989.*



**Possible interpretations of the map:**

- (1) The Services & Marketing cluster lies between Education & Communication and Regulations & Economics, suggesting improvements in education as a possible strategy for developing international markets for Niagara County products and relieving some of the problems represented by economic and regulatory difficulties.
- (2) Services & Marketing and Environment & Quality of Life lie at opposite sides of the map, possibly reflecting perceived conflicts between economic expansion and environmental values.
- (3) The location of Education & Communication between Services & Marketing and Environment & Quality of Life may suggest improvements in education as a strategy for dealing with conflicts between economic expansion and environmental values.

The issue areas ultimately selected by the Niagara association for incorporating a global dimension were *economic development* and *education*.



*phase 3—*

refining issues  
and starting  
preliminary  
program planning

MAKING THE  
**GLOBAL**  
**LOCAL**  
CONNECTION

# Guidelines

*In this phase, a great deal of effort needs to go into refining and transforming the selected issues into “doable” programs. This process should involve extensive interaction between staff, volunteers, other local resources, and relevant faculty members at Cornell.<sup>9</sup> Recommended steps include:*

- 1. Identification and appointment of a steering committee for each issue, to work with association staff in program development and implementation. These committees should include individuals who can represent various perspectives on the issues to be addressed and who can assist in defining the issues, identifying target audiences, planning educational strategies, tapping needed resources, and evaluating program impact.**
- 2. Preparation of draft issue statements for each issue. Although lengthy documents should not be necessary, thoughtfully prepared issue statements can be helpful in seeking program development assistance from statewide program committees, individual faculty members, and other sources of assistance. Issue statements should cover the nature of the issue, connections with global issues, and an initial indication of what local citizens need to learn about global-local connections in the context of the issues to be addressed.<sup>10</sup>**
- 3. Identification of appropriate faculty and statewide program committee resources.**
- 4. Discussions between association staff, steering committee members and faculty to further refine the issues and develop initial plans for educational programming. The following outline is suggested for such discussions:**
  - a. Presentation of the association’s interest in global education by association staff and volunteers.**
  - b. Explanation of the selected issues.**
  - c. Preliminary discussion of possible international linkages. What are each issue’s local, national, and international effects?**

*Staff: “What we know about adult education is that people come to us when they have a [specific] need. They don’t come to learn about ‘global education.’”*

*Staff: “Europe is way ahead of [our farmers] on manure handling. We could do a program on that, but you won’t get anybody to a meeting [if it’s only] on global issues. We’ve got to take the global concepts and examples and incorporate them into ongoing programs.”*

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<sup>9</sup> See Tool 7: *Issue Refinement and Preliminary Program Planning.*

<sup>10</sup> See Tool 8: *Preparing Issue Statements: An Example.*

*Staff: "[At a staff session]...  
staff saw areas where  
they could buy into  
the project."*

- d. Identification of audiences. Who wants to learn about the issues, and why? Who needs to learn, and why?<sup>11</sup>**
- e. Identification of resource needs. What information is needed to develop an educational program? What other resources are needed?**
- f. Identification of how to collect the needed information and other resources. What should association staff do? What should faculty do? With what time-lines?**

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<sup>11</sup> A suggested framework for this process is given in Tool 9: Situation Analysis.

## Experience of Pilot Associations

All pilot associations involved in the project at the time (i.e., all but St. Lawrence) attended a workshop at Cornell on October 23, 1991, together with selected faculty members. Prior to the workshop, the pilot associations were asked to prepare issue statements for each issue area that had been identified for the project. Efforts were made by on-campus project staff to match the expertise of faculty participants in the workshop with the issue areas identified by the pilot associations. The purpose of the workshop was to present issue statements, for faculty to indicate potential interest in the issue areas, and to engage in small-group discussions leading to improved understanding and refinement of each issue area. At the conclusion of the workshop, small-group reports were shared, and next steps were identified. In the case of St. Lawrence County, efforts to connect faculty and association staff were more individualized and informal.

Although the October workshop was intended by the Cornell-based project staff as a mechanism to help the counties move from issue statements to specific implementation strategies (and decisions about next steps and who would do what) it served more as an initial “touching base” on what others were thinking about. Many of the issue statements were either hastily prepared or not completed at all, and, for various reasons, no association volunteers participated. Evaluation of the workshop indicated that much useful communication occurred, but that many participants—both faculty and association staff—were frustrated by lack of clarity about the project’s goals or the absence of good issue statements from the associations.

As a result, much of the project team’s assistance in issue refinement and program planning was provided on an individualized basis, involving different combinations of association staff, volunteers, county advisory groups, faculty, and Cornell-based project staff.

## Advice from Pilot Associations

Issue statements need to be specific. However, making them specific was difficult. Deciding how to propose addressing the international dimensions of an issue was perhaps the most difficult aspect of the project. Cornell faculty and county-level advisory groups should be good sources of assistance in that process, but association staff are apparently reluctant to request such assistance until their issue statements are written—or at least until their ideas for educational programs are clearer in their own minds. That “Catch 22” situation needs to be overcome in future projects. It seems to be a considerable source of delay in getting education programs implemented.

Feedback from the associations suggests that time spent in small groups discussing the specific issues that associations intended to address is helpful. Interaction with peers from other associations that are working on the same issues is especially helpful. Periodic in-service education events to facilitate such interaction may be needed.

*Staff: “The colleges here [in the county] have people from other countries who could be resources.”*



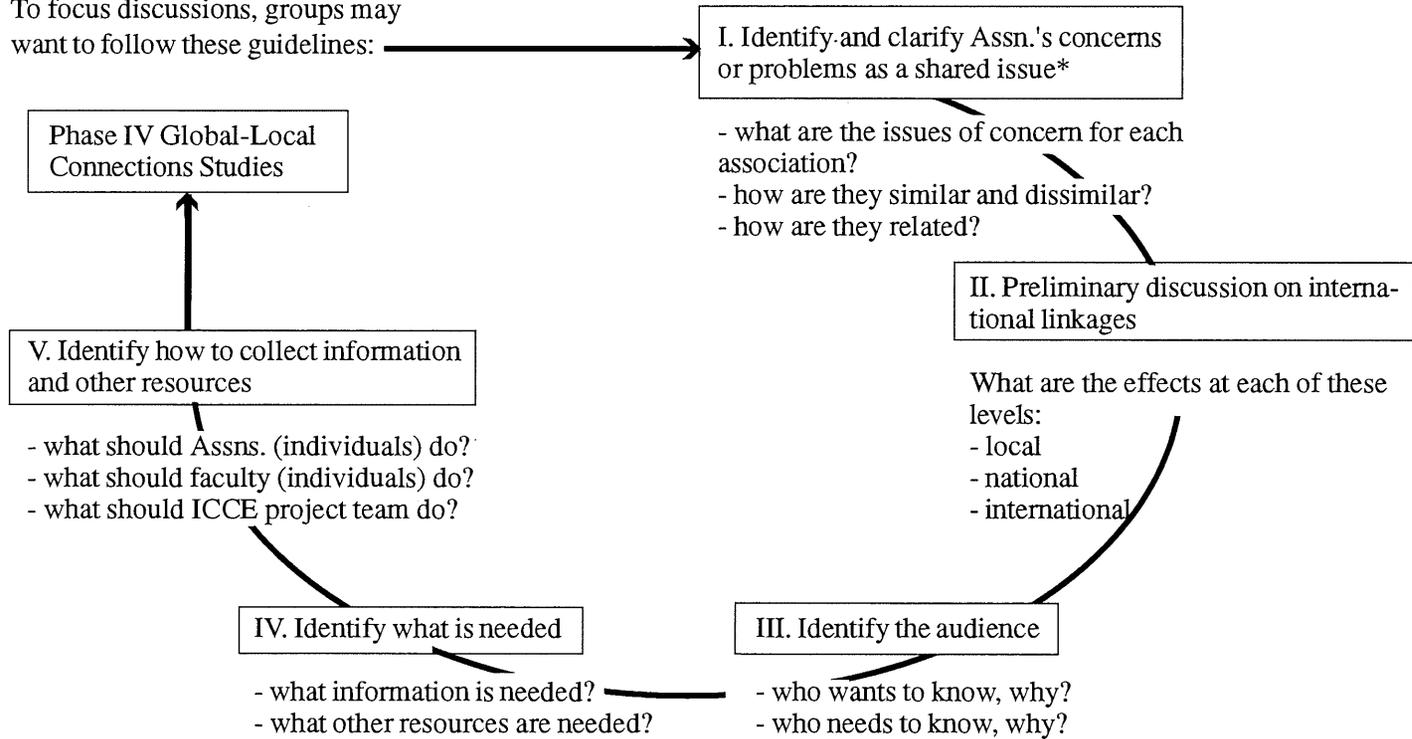
tool kit



# Issue Refinement and Preliminary Program Planning

1. Each pilot Association develops issue statement(s).
2. ICCE project staff identify and contact resource faculty.
3. Issue statements are distributed to participating faculty; opportunity for exchange between designated Association staff and faculty
4. Issue Refinement and Preliminary Planning Workshop
  - a. Association representatives present:
    - i) their interest in participating in the project, and
    - ii) the issue(s) of concern.
  - b. Faculty members introduce themselves and explain areas of expertise.
  - c. Appropriate Association staff/members and faculty break into "issue groups," based on similar issues and across counties.

To focus discussions, groups may want to follow these guidelines:



*\*(each issue should be in the form of a question, represent current and broad public interest, focus on a single topic, and not suggest a solution)*

## ***Preparing Issue Statements: An Example***

Once an extension association selects local issues for global connection study and understanding, this information needs to be shared with faculty and statewide program committees as their involvement is sought in supporting global education programming. Although lengthy issue statements are not necessary, a description of selected issues should include basic information so that others will understand and be able to assist in program development. Discussion of the following topics is recommended:

1. What is the specific nature of the problem or concern that makes up the issue in your county? What evidence do you have that defines the problem—economic, political, environmental, social? (Some or all of this may have been a part of your plan of work development process.)

*Example:<sup>12</sup> Food safety. The importance of persistent and quality food safety education efforts has been heightened with ongoing health issues such as a hepatitis epidemic. Microbial contaminants, chemical residues, food production, processing, packaging, and questions about the safety of our food supply are of major concern. Misconceptions, information overload, lack of knowledge and skills, and apathy make an already complex health and safety system poorly understood and ineffective in facilitating positive change by individuals, families, and decision makers.*

2. What are, or might be, the connections with global issues, and/or how do global events, developments, or circumstances seem to impact on the local issue?

*Example:*

- a. Awareness and understanding of the global food system.*
- b. Circle of poison.*
- c. Safety of food/seafood imports.*
- d. Cultural diversity.*
- e. Role of U.S. and Codex Alimentarius Commission.*

3. What do you feel county citizens and extension staff need to learn about the global-local connection in the context of the issue?

*Example:*

- a. Knowledge of food supply system—local, regional, national, global.*
- b. Knowledge about credible information sources for informed decisions.*
- c. Policy arena—knowledge about national food import regulations as related to safety issues.*

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<sup>12</sup> *Example taken from issue statement prepared by Gale Hamstra, Chenango County.*

## *Situation Analysis*

*In the chart on the following page, the first three rows of boxes refer to individuals and families, organizations, and governmental policy makers in the U.S. You will probably want to begin with persons in your own locality or county, but don't forget that issues often affect people beyond local boundaries and may require the participation of state or national policy makers before they can be resolved. The last three boxes in the first column will push you to think about how people outside the U.S. are affected by the issue.*

1. In the first column, indicate who is affected by your issue at each of the six levels. For individuals and families, you may want to indicate specific age, income, occupational, or racial groups, residents of particular geographic areas, etc. Organizations include governmental and nonprofit agencies, business firms, interest groups, and voluntary organizations. Governmental policy makers include legislatures, chief executives, various boards and commissions, heads of agencies, and courts.
2. In the second column, indicate how people at each level are affected by your issue. How does the situation look to them? What concerns do they have? What problems do they experience?
3. In the third column, shift your attention from existing conditions to desired future conditions. What changes would you like to see occur at each of the six levels? What would you like to accomplish through educational programs? Think about ways to prevent future problems and correct existing ones. What impact indicators would you look for?

*After the needed information is obtained, the statement for each issue should be refined into final form. Also, during this phase, the association should begin devising a step-by-step program implementation plan based on the suggestions of staff, volunteers, steering committee, and faculty.*

Issue \_\_\_\_\_

Existing Conditions		Desired Future Conditions
What individuals and families in the U.S. are affected by this issue?	How are individuals and families in the U.S. affected by this issue?	What changes would you like to see occur at the individual and family level in the U.S.?
What organizations in the U.S. are affected by this issue?	How are organizations in the U.S. affected by this issue?	What changes would you like to see occur at the organizational level in the U.S.?
What governmental policy makers in the U.S. are affected by this issue?	How are governmental policy makers in the U.S. affected by this issue?	What changes would you like to see occur at the governmental level in the U.S.?
What governmental policy makers in other countries are affected by this issue?	How are governmental policy makers in other countries affected by this issue?	What changes would you like to see occur at the governmental level in other countries?
What organizations in other countries are affected by this issue?	How are organizations in other countries affected by this issue?	What changes would you like to see occur at the organizational level in other countries?
What individuals and families in other countries are affected by this issue?	How are individuals and families in other countries affected by this issue?	What changes would you like to see occur at the individual and family level in other countries?

*Staff: "It's nice to have people [on an advisory group] who haven't thought about global topics.... They may have insights into how to reach others who haven't thought about the topics."*

*phase 4—*

developing  
educational programs  
on global-local  
connections

MAKING THE  
**GLOBAL**  
**LOCAL**  
CONNECTION

# Guidelines

*In this phase, initial plans described in the issue statements are developed into detailed plans for actual educational programs. Most of the steps are familiar program development steps:*

- 1. Create a steering committee or advisory group to help identify learning needs, decide on the most effective strategies, and locate needed educational resources. This may be the same group that assisted in earlier phases, or it may be different. It may need to be either broader or more focused in order to tap individuals who can provide helpful advice or resources on the specific topics chosen for program development.**
- 2. Begin with a careful identification of audiences and learning needs.<sup>13</sup> What do people need to learn about the issue, and who needs to learn?**
- 3. Clarify objectives and desired outcomes. What would you like to have happen as a result of the educational program? What changes would you look for in evaluating the program?**
- 4. Outline an educational strategy designed to accomplish the objectives, including appropriate content, process assistance, and delivery methods.**
- 5. Identify resources needed to carry out the strategy and make arrangements to obtain or develop them.**

*Volunteer: “You have to stipulate a goal or direction and then be certain you have a planning committee oriented in that direction.”*

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<sup>13</sup> See Tool 10: Audiences and Learning Needs.

## Experience of Pilot Associations

Educational programs that reached at least some stage of program planning in the pilot associations included:

*Staff: "Agents are aware of the need, but they need help in implementation. They do not have time to research and develop programs in their areas."*

### **Chenango Association**

- "Beyond Our Borders," a conference on global awareness for farmers, teachers, nutritionists, and the general public
- programming on apprenticeships and satellite technology for local educators
- programming on global markets for local business and economic development interests

### **Niagara Association**

- "Celebrating Global Opportunities," a conference on implications of globalization for business, government, labor, educators, and the general public
- an apprenticeship project in collaboration with two school districts
- a conference for agricultural producers on their place in the global community

### **St. Lawrence Association**

- a 4-H project on international cultures and issues
- an international theme for the Extension Association's 1993 Annual Meeting
- emphasis on the global economy as part of the 1994 Leadership Institute
- Canadian involvement in a regional maple tour

*Staff: "Until I really got into it [i.e., global education programming], I didn't realize the importance of it."*

In all three associations, program development was a slow process. It sometimes appeared to be more of a process of looking for something Extension could do—"finding a niche"—than a proactive process beginning with what people need to learn. "What Extension can do" is partly a matter of what association staff feel they are capable of doing, but it also concerns the network of other organizations in the county and what they will expect or permit Extension to do. Uncertainty is compounded—especially in more urban counties such as Niagara—by the presence of a multitude of other key players (like community colleges, economic development agencies, and BOCES) and by Extension's persistent image in some circles as a narrowly defined agricultural agency.

Agents' limited global knowledge—or limited confidence in their knowledge at the outset of the project—and limited time to research and develop programs were also prominent obstacles to program development. Assistance was potentially available from at least two sources: individuals with international experience or expertise who could have been asked to serve on local advisory committees and faculty at Cornell or other institutions. An expectation of the project was that associations would draw both of those sources into the program development process. Unfortunately,

association staffs' lack of confidence in their own knowledge slowed down their use of such resources. Agents were reluctant to create local steering committees until they felt knowledgeable enough about the issues and global connections to know what to ask. Similarly, they reported that Cornell faculty were helpful only when program development was far enough along that the agents knew what to ask for. At least some association staff were disappointed that faculty were not more enthusiastic and helpful in early stages of program development.

Finally, "brushfires" were another obstacle to effective program development. Budget problems and staff reductions in Extension often distracted attention from global education. In Chenango County, for example, program planning in relation to food safety was interrupted on two separate occasions by staff reductions. Other times, individuals or organizations that were collaborating with Extension in program development were distracted by other issues that demanded higher priority, such as plant closures or new State Government initiatives in education. Ironically, in at least some of these cases, the situations demanding attention most likely had global causes, but it was considered necessary to deal with day-to-day problems rather than develop educational programs.

## Advice from Pilot Associations

Pilot association representatives stressed the importance of ensuring adequate time commitment and "tackling something manageable." Although global education was envisioned as something to be incorporated in ongoing programming rather than something totally new (to be added on top of existing work), it became clear that even modest adjustments in existing programs take time. Several pilot association program development efforts were thought to have suffered because insufficient time had been committed.

Being clear about objectives was another piece of advice. It was noted that global education can emphasize either "learning about other cultures" or "understanding impacts on the local economy." The former is a familiar objective in educational programs, but the latter was considered more important since it is the concern most likely to be of interest to potential audiences. Ideally, both objectives would be accomplished. Audiences initially attracted through interest in local economic impacts will eventually learn about other cultures (rather than continue with narrowly self-interested perspectives).

Many association representatives felt that steering committees with a broad membership were important to help plan educational programs and provide needed resources. It was noted that volunteers have much to offer and are often willing to do more than staff ask of them.

Some association representatives pointed out, however, that committee membership can be too broad. When there is too much diversity on a committee, program planning can lose focus and committee members may lose interest. (That was thought to have happened in planning Niagara County's "Celebrating Global Opportunities" conference.) One

*Staff: "People were wondering what Extension was doing in this area."*

*Staff: "[Community leaders] are too busy [to help develop global education programs]. They're dealing with plant closures, which, of course, are affected by global markets. But the concern is with putting out the fire here."*

*Staff: "A lot of people in Extension are involved internationally—including the pilot counties, other agents, and professors. Would it make sense to take all those experiences and put on a conference or brainstorming session? All are seeing a different side of internationalism, but it's all piecemeal—there's no 'coordinated effort'."*

recommendation was to have a broad-based committee do the issue scanning in order to identify issues for program planning, but then to create a new committee with more appropriate membership to help with actual program development.

In addition to local steering committees, assistance from university faculty can also be helpful. Both groups need to be involved early on. But, since one major obstacle to early involvement appears to be association staff's insecurity about their own global knowledge, another frequent piece of advice was to find ways to enhance agents' international exposure. Professionally relevant international travel and relevant coursework were mentioned as desirable opportunities, as was the sharing of information about global education programming in other counties around the state. One recommendation was for a conference bringing together agents and faculty with international experience to brainstorm global education directions and strategies for Extension.

tool kit



## *Audiences and Learning Needs*

Educational programs can have audiences at multiple levels. Potential learners certainly include individuals and families—ordinary citizens—but they also include agencies, business firms, and other organizations as well as governmental policy makers themselves. Individuals and families learn about their own situations and what they can do to solve problems or accomplish goals. But they can also learn about agencies, business firms, and other organizations that provide relevant services or assistance (or that may be part of the problem) as well as about governmental policy makers responsible for any changes in public policy that may be necessary or desirable. When organizations or governmental policy makers are the audiences for educational programs, they can also learn about people and situations at other levels in addition to their own.

For several years, extension educators have been using planning tools based on these assumptions in designing educational programs about public issues. In developing educational programs with an international dimension, the same framework can be expanded to include people in other countries, as the following table illustrates. Key questions are listed in the table on the following page. While it should be possible to answer all the questions, it will not be possible to implement all of the answers. For example, it will rarely be possible to include people in other countries among the audiences for educational programs in the U.S., but the questions about what people at various levels in the U.S. need to learn about people in other countries can certainly lead to effective additions to educational programs.

Issue \_\_\_\_\_

Levels that Audiences Need to Learn About	Levels of Audiences for Educational Programs			
	Individuals and Families in the U.S.	Organizations in the U.S.	Governmental Policy Makers in the U.S.	People in Other Countries
<b>Individuals and Families in the U.S.</b>	What do individuals and families in the U.S. need to learn about their own situation?	What do organizations in the U.S. need to learn about individuals and families in the U.S.?	What do governmental policy makers in the U.S. need to learn about individuals and families in the U.S.?	What do people in other countries need to learn about individuals and families in the U.S.?
<b>Organizations in the U.S.</b>	What do individuals and families in the U.S. need to learn about organizations in the U.S.?	What do organizations in the U.S. need to learn about their own situation?	What do governmental policy makers in the U.S. need to learn about organizations in the U.S.?	What do people in other countries need to learn about organizations in the U.S.?
<b>Governmental Policy Makers in the U.S.</b>	What do individuals and families in the U.S. need to learn about governmental policy makers in the U.S.?	What do organizations in the U.S. need to learn about governmental policymakers in the U.S.?	What do governmental policy makers in the U.S. need to learn about their own situation?	What do people in other countries need to learn about governmental policy makers in the U.S.?
<b>People in Other Countries</b>	What do individuals and families in the U.S. need to learn about people in other countries?	What do organizations in the U.S. need to learn about people in other countries?	What do governmental policy makers in the U.S. need to learn about people in other countries?	What do people in other countries need to learn about their own situation?

*phase 5—*

implementing  
educational programs  
on global-local  
connections



# Guidelines

*In this phase, programming strategies developed in the previous phase are implemented. Most of this will be fairly straightforward, although it will obviously vary greatly depending on the strategy chosen and modifications may be necessary. The guidance of a steering committee or advisory group will continue to be helpful. Steps in this phase include:*

- 1. Devote ample time and energy to publicity.** This is especially important in view of potential audiences' unfamiliarity with global education as well as Extension's newness in this area. Extra attention to publicity, followed by good programs, can be expected to have favorable pay-offs in the future.
- 2. Implement each step of the chosen educational strategy.**
- 3. Conduct ongoing evaluation.** Possible techniques include questionnaires filled out at the end of meetings, pre- and post-test questionnaires, telephone follow-up with selected participants a few months after the events or activities, qualitative interviews with knowledgeable observers of educational programs and community issues, and careful reflection by association staff and volunteers themselves.
- 4. Learn from experience.** Progress, problems, and evaluation results should be discussed at staff meetings and board and committee meetings. Emphasis should be on learning from both successes and failures. Global education is a new venture, not just for Extension, but for nearly everyone. It is important to try different approaches and realize that not everything will work.

*Staff: "You need a focused mission—a focused purpose—and I don't think we had it."*

*Staff: "Whenever a definite commitment is made, Extension does a good job."*

## Experience of Pilot Associations

Although few major global education events or activities were implemented in the pilot associations, a large number of more subtle changes in ongoing educational programming occurred.

In Niagara County, in spite of extensive publicity, the “Celebrating Global Opportunities” conference was cancelled when only a dozen people registered. Co-sponsored by the county’s community college and three local chambers of commerce, the conference would have included: a keynote address on thinking globally; a public forum with representatives of government, labor, international corporations, and the educational community; and seminars on export marketing, apprenticeship programs, international education, and government trade and commerce programs. Explanations for the low turnout include a common pattern of limited attendance at such conferences, frequent turnover in planning committee members, and committee members’ failure to follow through with recruitment. But this was only a part of the county association’s global-connection effort. On the positive side, for example, implications of global competitiveness for youth careers were included in Extension’s 1993 summer employment and training program.

Chenango County’s “Beyond Our Borders” conference was successfully implemented, with 30 individuals in attendance. Topics included an overview of Third World cultures, economies, and population issues; presentations on world food sources and safety of foods consumed in the U.S.; GATT, the importance of international trade, and its effects on our daily lives and standard of living; alternative farming practices in Ireland that could be adapted to American agriculture; new robotic milking machines being introduced in Europe; and a demonstration of a global export software program. An article summarizing the conference appeared in a local newspaper. Program evaluations were mostly positive, with 80% of the respondents indicating success in meeting objectives. Participants suggested additional programming on global issues, but pointed out the need to relate program content more directly to people’s daily business and personal lives.

In St. Lawrence County, an international theme was adopted for the association’s 1993 annual meeting. Eighty-five people attended and heard presentations by association staff and volunteers on Sweden, Russia, Japan, and Honduras. Impact was uncertain. The audience was positive and recognized the importance of learning about other countries, but the program was long and time ran out before a planned discussion of implications could be held. Also in St. Lawrence County, a 4-H exchange program with Japan has been implemented for several years (predating the global education project), and five 4-H clubs participated in a program entitled “... And My World” in which they chose a country to focus on and carried out activities including research, displays at the county fair, and projects in foods, arts and crafts, and native dress. In addition, an international business linkages survey project has been initiated.<sup>14</sup>

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<sup>14</sup> See Tool 11: International Business Linkages Survey Project.

*Staff: “The issue out there is, ‘What’s in it for the county? What can I do about it?’ So we’re losing business to Mexico? So what if NAFTA gets adopted? ... I gotta have a feel of what’s in it for my county to share with [Extension volunteer leadership]. It would be easy to do an Extension program if a Saturn plant was going to come into the county. It would be clear what’s in it for the county.”*

Other major programs in all three counties, though not yet implemented, are “still alive,” with significant programming anticipated sometime in the future. These include: a proposed apprenticeship project and conference for agricultural producers in Niagara County; programming on education and economic development, and further work on food issues in Chenango County; and adding a global dimension to traditional 4-H programs (such as dairy, home vegetable gardens, foods, and bird study) in St. Lawrence County.

In addition to these major programming efforts, a large number of more subtle changes in ongoing educational programming have also occurred. For example, an agent in St. Lawrence County who visited Honduras with an international agriculture class has made several slide presentations to community groups and school classes. But, for some audiences, including the farming community, the agent reports greater success from simply using selected slides to “plug awareness-type information” into meetings on other topics. Examples include slides of bad practices such as inadequate pesticide precautions or hillside farming that help local audiences realize that equally bad practices occur at home. The agent notes that learning is more effective that way than by directly criticizing local practices. In other cases, slides showing positive developments in Honduras such as modern dairy operations or palm oil production can stimulate discussion of potential economic competition from other parts of the world.

Similar modifications of ongoing programs occurred in other counties. In Niagara County, Extension staff have responded to requests over the years to help arrange visits to local agricultural operations by international visitors. They used to assist with such requests as long as it was convenient, but now, they say they will not turn any of them down. Also in Niagara County, a regular regional agents meeting was devoted to exchanging information with Canadian Extension workers.

In Chenango County, a display prepared for the “Beyond Our Borders” conference has been used at other events; one agent makes a point of suggesting global education topics whenever anyone asks her to do a program; and another agent has put together a “packet” of global information that he draws on for points to include in presentations on various topics (such as the Third World’s percentage of expected population growth as a reminder of the importance of global markets).

Since such changes are not discrete educational programs, they’re often not thought of as significant global education activities and, in fact, may not even be reported. However, they do help stimulate awareness of global connections among Extension audiences. Whether the impact extends beyond awareness to significant changes in knowledge, attitudes, or behavior is hard to say. It could lead to such changes, of course, and it could also lead to increased demand for more extensive global education programming in the future. So far, however, it does not appear to have done so; association staff in the pilot associations are not aware of such impacts.

Awareness-type activities also help keep association staff thinking about international connections, and that, too, could have future payoffs that are not yet evident. In that regard, it does appear that participation in the ICCE project has had irreversible effects on most of the staff involved. They’re not always certain how to proceed and they’d like to

*Staff: “The global dimension continues to show up in my work. It’s integrated into my work.”*

*Staff: “What’s the vision of the professional staff leadership? Where does [global education] fit in their vision for the organization? ... It’s important how you tie into the philosophy of global education and how you express that philosophy to the board.”*

have more resources, but they have no question about the need for global education. Comments such as “I feel like I’ve put so much into it, I’m not going to let it go” are not unusual.

## Advice from Pilot Associations

*Staff: “An important question is, ‘Will these efforts have an effect on volunteer leadership?’ In future planning efforts, will they ask, ‘What are you doing in the global arena?’ I think that will be the key.”*

Pilot associations stressed the importance of paying attention to publicity. While it would be nice to be able to put on a good program and assume people will attend, in reality there is a lot of competition for people’s attention. Extension is not generally perceived as a provider of a wide range of educational offerings, and global education is likely to be an unfamiliar offering from any provider of education. Under such conditions, special efforts to recruit audiences become doubly necessary. If programs are good and responses are favorable, the effort will pay off.

Several association representatives pointed to encouragement and support from Cornell as a vital ingredient. Specific assistance in program development or implementation is one need. But encouragement of a more general nature was also said to be important—in the form, for example, of building attention to global issues into the process of creating a plan of work. As one association director said, when counties have done their environmental scanning and are deciding which issues to include in their plans, one of the “screens” they take into account is backup at the state level and priority on a statewide basis. If that backup and priority are available and visible, it will be easier to make a commitment to global issues.

For all the pilot counties, incorporating an international dimension into existing program areas continues to make sense, but they have found it to be more of an “add-on” than originally envisioned. That is particularly true when global education is implemented at a more serious level than simply “creating awareness.” Without a significant commitment of time and attention, major events such as “Celebrating Global Opportunities” or “Beyond Our Borders” are hard to implement. Creating awareness is important, but is it sufficient? At least in the long run, the answer to that question is clearly “no.”

According to pilot association representatives, making the commitment to move beyond creating awareness requires, in turn, that Extension have a focused mission or purpose—“a vision of where global education fits into the vision of Extension.” One place—perhaps, the principal place—where such a vision needs to develop is at the county association level. Associations need to be able to answer such questions as: “What is in it for our county? What does the audience need? What do we want to accomplish?”

tool kit



## International Business Linkages Survey Project

Local communities have many linkages throughout the world. However, youth (and other residents) are often unaware of these linkages and how much they are influenced by - and are dependent upon - foreign countries. Through individual research, youth will become aware of these linkages and obtain a beginning grasp of the concept of global interdependence, while developing basic employment skills.

### Objectives:

Youth will:

- identify linkages between their local community and foreign countries
- conduct simple research in their community
- hypothesize about the effects of international trade on their community
- develop employment skills

### Procedure:

1. Recruit ten interested 4-H members, 14 years-of-age or older.
2. Obtain input from interested community organizations and individuals (e.g., Chamber of Commerce, Office of Economic Development) on potential survey topics and issues.
3. Hold a training session to develop an awareness of international linkages and their importance in the 4-H members' communities.
4. Have participating 4-H members design a survey with (input from knowledgeable individuals) to collect information on the international business linkages within their communities. Members will also identify 50-75 businesses throughout St. Lawrence County which will be contacted for interviews to complete the survey.
5. 4-H members will be trained on how to properly complete the surveys through face-to-face or telephone interviews and on how to present themselves to contact people representing the selected businesses.
6. Each participating 4-H member will survey 5 to 7 businesses.
7. 4-H members will summarize the collected information, analyze the results, and develop a hypothesis explaining the effects of international trade on their communities.
8. 4-H members will develop a display to be exhibited at the Gouverneur-St. Lawrence County Fair and other locations and will write a news release to publicize their survey results.

### This lesson is based on:

“Identifying local business firms involved in foreign trade” lesson from *Your State and World*, Social Studies Development Center, Indiana University.

“International linkages: Your community and the World” lesson from the *New York and the World*, a guidebook for secondary school educators, The American Forum For Global Education.



# conclusions



There is no question about the importance of global education or about the appropriateness of Extension's involvement in providing it. Scarcely anyone has missed the message that the U.S. and the rest of the world are interdependent, and nearly everyone understands that local communities are caught up in that interdependence. Both extension volunteers and association staff readily acknowledge the importance of global education and express enthusiasm about Extension's involvement in efforts to increase understanding of global issues.

The central frustration, however, has been the painfully slow pace of program development and implementation. That has been a frustration at all levels. How can it be explained, and what can be done about it?

One possibility is that we simply have inflated expectations. Change is nearly always a slow process. Perhaps the three-year duration of grant programs is simply too little time in which to expect significant change to occur. That may be especially true for large, complex organizations like Extension. From the standpoint of the proponents of change, the advantage of working with large organizations is that impact will be great once it occurs. A significant commitment to global education by Extension will have a much greater impact than similar commitment by a handful of small organizations. The analogy of steering a battleship comes to mind: the effort to bring such organization about will be worthwhile, but it takes time, over a distance of some miles.

That line of argument can only be taken so far, however. When evolving world, national, or local conditions call for new responses, it's hardly reasonable to say, "We will take care of it—just give us five or ten years." (Or twenty? How many does it take?)

When one looks beneath the surface of present evidence in the pilot associations, a frequent image is one of everyone waiting for everyone else. Program development and implementation require a vision of what needs to be done. Local steering committees or advisory groups should be able to help association staff formulate such a vision, but staff are reluctant to create such committees until they have a clear understanding of the issues. Likewise, university faculty should be helpful in identifying appropriate or feasible responses to local issues, but staff perceive that they should not approach faculty until they have a clearer sense of where they want to go and what assistance they need.

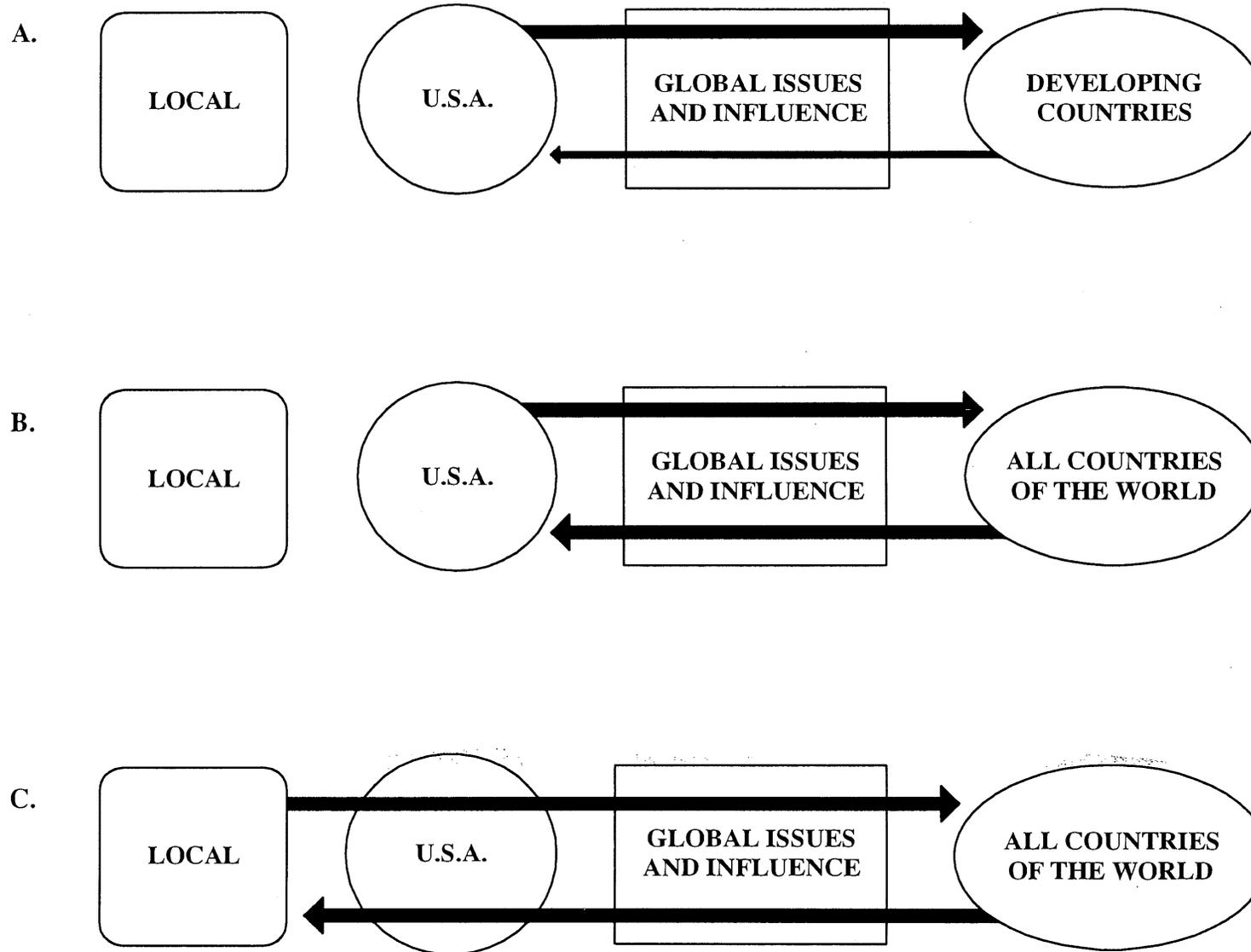
This manual will have done its job if it helps break those impasses.



# appendix



## Approaches to Global Education: Visual Aids





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