

PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES

By

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CHAPTER I

INTRODUCTION

The Nature of the Study

The Bureau of Animal Industry Livestock Extension Service in the Republic of the Philippines, is at present, in a transition and development stage. It is at this point where improving the organizational structure is of paramount importance in order for the agency to effectively carry out its goals and objectives.

Further, it is hypothesized that there is need for improving its field operations, monitoring and evaluation systems, including accountability of personnel for their success or failure in attaining the desired results within their jurisdiction.

Purpose of the Study

The central concern of this study was to find out the present situation of the Bureau of Animal Industry Livestock Extension Service, and how the principles of the Management by Objectives (MBO) System could be projected to fit into the situation.

To determine the present situation of the agency, answers to the following questions were sought:

1. What is the degree of participation of the Director and/or the Assistant Director of Animal Industry, the National Food and Agriculture Council (NFAC) Livestock Action Officer, and the

National Livestock Extension Program Coordinator in the establishment of goals and objectives for the organization, job functions and performance objectives for the personnel involved with planning and implementation of the livestock extension program at the regional and provincial levels?

2. What is the degree of participation of the Regional Directors in the establishment of goals and objectives for the region, job functions and performance objectives for the personnel involved with planning and implementation of the livestock extension program at the regional and provincial levels?
3. What is the degree of participation of the Provincial Program Officers and Livestock Extension Technicians in the establishment of goals and objectives for the province, job functions and performance objectives for the personnel involved with planning and implementation of the livestock extension program at the provincial level?
4. What are the problems of the Livestock Extension Service as perceived by personnel at the various levels?
5. What are the criteria for promotion as perceived by personnel at the various levels?
6. What is the degree of accountability of the various personnel for their success or failure in achieving the desired results?
7. What other factors do the extension personnel feel may contribute towards their effectiveness?

An additional objective was to present, after the analyses of data, the principles of Management by Objectives and how they might best be implemented in the Bureau of Animal Industry Livestock Extension Service in the Philippines.

Definitions

1. Social Planning: A conscious interactional process combining investigation, discussion, agreement, and reaction in order to achieve those conditions, relationships, and values regarded as desirable.
2. Organizational Goals: Organizational goals are broad statements of intent which are not quantifiable. They define the conditions to be achieved year after year if the organization is to be successful.
3. Job Functions: Job functions are the major segments of an individual's work or those general areas within which the individual is held accountable for producing results. They are the key responsibility areas of a job.
4. Performance Objectives: Performance objectives are the individual's short statements of intent which are quantifiable. They relate back to the individual's job functions and should indicate what is to be accomplished and by when.
5. Livestock and Poultry Extension Services Unit (LPESU): The Extension Unit of the Bureau of Animal Industry, Republic of the Philippines. As used in this study, LPESU, Livestock Extension Services Unit, or Livestock Extension are used interchangeably to mean the same.
6. Livestock Extension Technician(s), Extension Technician(s), Extensionmen, or Technician(s): The rank-and-file employees of the Bureau of Animal Industry Livestock Extension Service of the Republic of the Philippines. As used in this study, these terms are used to mean the same.
7. Management by Objectives (MBO): Management by Objectives is a system which allows an organization to plan its course of action, to

assist individuals with contributing to that course, and to determine progress toward mutually accepted goals. It provides a mechanism whereby an organization may concentrate its efforts upon a set of priorities which have been mutually determined and broadly accepted. This system allows every individual in the organization regardless of level and responsibility to know what is expected of him, where he may look for guidance and assistance, and who he is expected to coordinate with in his work. The system provides for the progress of the organization towards certain goals and keeps disruption due to both outside and inside changes to a minimum. Basically, MBO consists of three parts--plan, implement, and review.

CHAPTER II

REVIEW OF LITERATURE

The understanding of an organization is increased through a knowledge of its history (1). Thus, the history, objectives, policy, and functions of the Bureau of Animal Industry (BAI), one of the various agencies under the Department of Agriculture and Natural Resources (DANR) in the Republic of the Philippines, is traced from its inception to what it is now (2, pp. 11-13):

The Bureau of Animal Industry was organized on January 1, 1930 pursuant to Act No. 3639 dividing the Bureau of Agriculture into two distinct entities, the Bureau of Plant Industry and the Bureau of Animal Industry. In accordance with Section 5 of said Act, the powers, functions, and duties of the Bureau of Agriculture concerning domestic animals and animal diseases were transferred to and vested in the Bureau of Animal Industry. Four divisions composed the Bureau: Administrative, Animal Disease Control, Animal Husbandry, and Veterinary Research. Dr. Stanton Youngberg was appointed the first Director with Dr. Victor Buencamino as his assistant.

Since its creation, the Bureau underwent several organizational changes. In 1932, Act No. 4007, known as the Reorganization Act of 1932, reorganized the Bureau into five major entities-- Office of the Director including the General Services and Records Section, Animal Husbandry Division, Animal Disease Control Division, Veterinary Research Division, and Animal Products Division.

In 1938, the Livestock Extension Section under the Animal Husbandry Division was enlarged into a Division entitled Livestock Extension Division and all administrative functions are consolidated in the Administrative Division.

Under Commonwealth Act No. 340, approved by Congress on June 21, 1938, a fifth division entitled Animal Utilization Division was created. However, the Division began to function only in 1940 after the construction of the necessary building and installation of all needed facilities. On December 31, 1939,

the Veterinary Research Division was abolished by Executive Order No. 240. In its stead, the Division of Parasitology and Protozoology and the Division of Pathology and Bacteriology were created.

In the early part of the Japanese occupation during World War II, the Bureau was merged with the Bureau of Plant Industry to form the Bureau of Plant and Animal Industry consisting of the Plant Industry and Animal Industry Units. Sometime in 1943, the Bureau of Animal Industry was recreated. However, the former divisions of Parasitology and Protozoology and Pathology and Bacteriology were absorbed by the Institute of Science and Technology, consolidated, and named Research Division.

Immediately after the war, the Bureau, with all its prewar divisions was reconstituted and placed under an Office-in-Charge. However, the Animal Utilization Division at Marulas, Polo, Bulacan did not operate due to lack of funds and facilities. On February 24, 1946, Dr. Vicente Ferriols, a long time chief of the Animal Disease Control Division, was appointed Director.

In 1947, the Bureau again was subjected to another revamp. Under Executive Order No. 94 of 1947, the Division of Parasitology and Protozoology and the Division of Pathology and Bacteriology were integrated to form the Veterinary Research Division. In 1953, two divisions were added to the expanding Bureau, increasing the divisions to seven.

On January 6, 1957, by virtue of Reorganization Plan No. 30-A as implemented by Executive Order No. 216, the Bureau was subjected to a thorough reorganization. Bureau functions were realigned. Old divisions retained were revitalized and new divisions were created to meet the ever-widening responsibilities of the Bureau.

The Veterinary Research Division, the Parasitic Diseases Division, the Animal Products Division, and the Poultry Division were abolished. These Divisions were created: the Animal Diseases and Parasitic Research Division to undertake all research on animal diseases and parasites; the Laboratory Services Division to handle all laboratory services and the manufacture of veterinary drugs and biologics; the Livestock and Poultry Propagation Division to undertake all the functions of the former Animal Husbandry Division except research; the Livestock Research Division to concentrate research on all animals except poultry; and the Poultry Research Division to conduct research on nutrition, breed improvement, and management of poultry. An office of the Director was constituted and a position of Assistant Director therein created.

The Administrative Division was renamed Administrative Services

Division; the Animal Disease Control Division, Regulations and Control Division; and the Animal Husbandry Division, Livestock and Poultry Propagation Division.

The establishment of Regional Offices followed, and the positions for Regional Directors were created. The Marketing Unit was established in 1969.

The general objectives* of the Bureau of Animal Industry were to attain self-sufficiency in foodstuffs and by-products of animal origin for agriculture, breeding, and commercial purposes.

The specific objectives* were to (2, p. 11):

1. Give greater emphasis and attention to the 'Operation Livestock Dispersal' by wider and faster distribution of more imported breeding cattle, buffaloes, poultry, swine and locally born animals to deserving farmers and to certain government entities.
2. Intensify the campaign for the prevention and eradication of dangerous communicable diseases throughout the country, particularly in the isolated and rural areas, and at the same time train the farmers on how to care and manage their stock.
3. Standardize veterinary, biological and pharmaceutical preparations.
4. Continue the production and manufacture of veterinary, biological and pharmaceutical preparations until such time as the private concerns can take over.
5. Concentrate research activities and projects towards the acquisition of more knowledge on animal diseases, their causes, prevention and control and also on furthering the knowledge pertaining to livestock and poultry breeding, nutrition, care, management, and sanitation.
6. Propose legislation for the improvement and development of the animal industry.
7. Accelerate the upgrading of native stock through artificial and natural breeding.

*

Prior to the reorganization in 1974.

As the guardian of the animal population of the country and one of the front-line defenses of public health, the Bureau of Animal Industry carries with it the sole responsibility of improving, developing, and safeguarding the poultry and livestock industry for the production of sufficient meat, dairy, and poultry products as well as animal by-products and adequate and dependable work animals for the development of agriculture (2).

The foregoing constitutes what might be the policy* of the Bureau of Animal Industry. The functions* of the Bureau of Animal Industry are these (2, p. 13):

1. To conserve the present stock of animals the Bureau should undertake the suppression, control and eradication of animal diseases. To sustain the disease suppression, control, and eradication program, the Bureau should manufacture and dispense the necessary vaccines, sera, diagnostic agents, and other veterinary remedies. And to make further these disease-control activities in the country more effective, the Bureau should maintain a diagnostic laboratory and extend diagnostic services to help field veterinarians, livestock inspectors, livestock and poultry raisers and other private parties in solving problems of diagnosis and treatment.
2. The Bureau should conduct research on animal diseases for which no effective remedy has so far been developed. It should undertake studies on the improvement of the various veterinary products which are currently being used for disease control work. Studies should be made on parasites and parasitism of farm animals to find ways and means of controlling or preventing them. The Bureau should further pursue research in breeding, feeding, and management of livestock and poultry and the utilization and preservation of animal products and by-products.
3. With the accomplishment of these objectives, the Bureau hopes to see our country not only permanently self-sufficient in animal products and animals but also capable of producing them for export.

* Prior to the reorganization in 1974.

On May 6, 1969, the National Food and Agriculture Council was created by Executive Order No. 183 (3). The NFAC was established on the premise that there is an urgent need for a coordinating body that shall oversee, unify and integrate the administration and implementation of the total food production program of the government. In effect, the NFAC is the highest policy-making body in the implementation of the overall food production program in the Philippines (3).

Presumably, the creation of the NFAC triggered the launching by the Bureau of Animal Industry of a program on the production of animal protein foods for FY 1971-1974.

In launching the program on the production of animal protein foods, the Bureau of Animal Industry has recognized the fact that irreparable mental retardation among children below three years of age is a consequence of animal protein deficiency (4).

This condition was pointed out by nutritionist Jean Mayer as kwashiorkor, a protein-deficiency syndrome which often hits children after weaning and until they are old enough to eat "adult" food and of marasmus, a combination of deficiency of calories and protein, which often hits children under five (5).

Good nutrition during the first three years of an infant's life is, therefore, particularly important as the brain of the infant attains 80 percent of adult weight by age three, when the body weight is about 20 percent of that at maturity (6).

On May 4, 1972, Arturo R. Tanco, Jr., Secretary of Agriculture and Natural Resources, issued Memorandum Circular No. 1, series of 1972, creating the Livestock and Poultry Extension Services Unit (LPESU) as recommended by Pedro G. Refuerzo, Director of Animal Industry (7). The

creation of the LPESU was also an internal arrangement* made between the DANR and the Bureau of Animal Industry.

The LPESU was created to complement the four major programs of the Bureau of Animal Industry, namely: disease control (animal health), artificial insemination, marketing services, and the forage and pasture production pursuant to the implementation of the "Program on the Production of Animal Protein Foods for FY 1971-1974" (4).

The LPESU is charged with the following functions and duties (7, p. 1):

1. Supervise and coordinate the activities of all extension technicians;
2. Produce, reproduce and distribute extension materials dealing on the various phases of livestock and poultry production, financing, artificial insemination, marketing, forage production, etc.; and
3. Conduct training/seminars for extension technicians.

The organizational chart of the Bureau of Animal Industry at the time the LPESU was created may be seen in Figure 1.

The primary objective of the extension service in relation to the four-year program is to diffuse new technologies, techniques, systems, or methods of production, procurement, processing, distribution, financing and so forth to animal raisers, to assist them to produce more meat and more eggs at cheaper cost but with more profits. Specifically, the livestock extension program is focused on the following areas, namely: (1) veterinary (or animal health), (2) animal husbandry, (3) forage and pasture improvement, (4) credit financing, (5) marketing, (6) collection of vital statistics, and (7) business management (4).

*Response to Question 2, questionnaire for the Central Office Administrators.

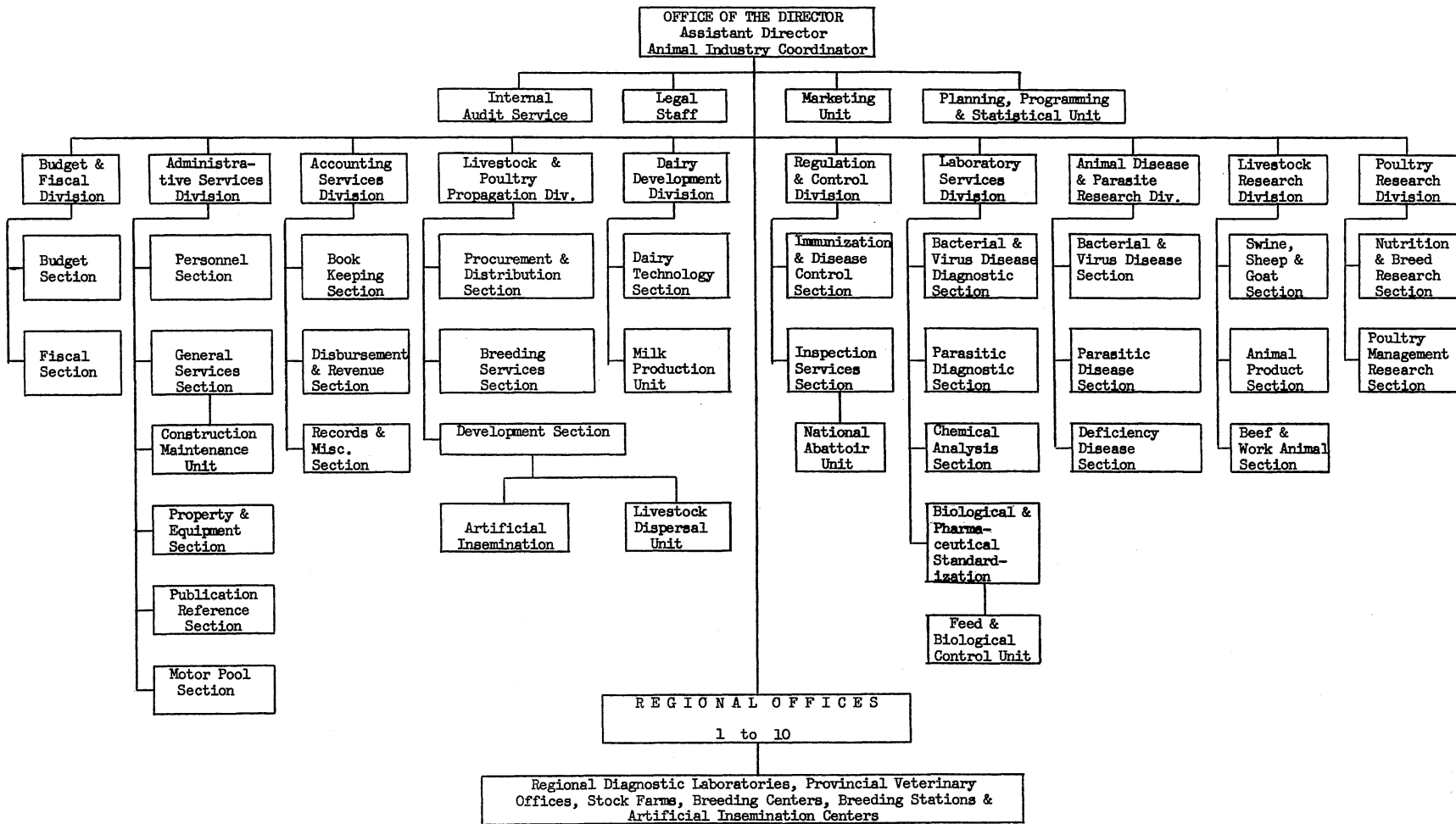


Figure 1. Organizational Chart of the Bureau of Animal Industry, 1973.

Apparently, almost inherent with the inception of the LPESU were its multi-faceted problems. Perhaps, the most pressing need confronting this new unit at that time was the need for qualified manpower to staff the livestock extension services at the national, regional, and provincial levels.

As a result of this apparent need, personnel were selected mostly from the personnel employed by the Bureau of Animal Industry at that time, notably the Veterinary Livestock Inspectors. The Livestock Inspectors were designated Livestock Extension Technicians (LET) and were subsequently fielded in the regional and provincial offices.

The technicians were designated into five categories:

1. Livestock Extension Technician for Poultry,
2. Livestock Extension Technician for Swine,
3. Livestock Extension Technician for Cattle,
4. Forage Technician, and
5. Livestock Extension Supervisor.

A supervisor assigned in the province is called Provincial Livestock Extension Supervisor, and one who is assigned in the region is called a Regional Livestock Extension Supervisor.

Generally, an Extension Technician performs functions according to his or her designation. A Provincial Livestock Extension Supervisor may also perform such functions as poultry, swine, cattle, or forage technicians, or a combination of these in addition to his duties as a Provincial Livestock Extension Supervisor.

There are other technicians of the Bureau of Animal Industry. Some are classified as Artificial Breeding Technicians, but are directly connected with the artificial breeding program, and Marketing Technicians

who are under the supervision of the Marketing Unit. Perhaps, there are other categories of technicians of the Bureau of Animal Industry of which this writer is unaware.

The qualifications of a Livestock Extension Technician in general is a Bachelor of Science in Agriculture, preferably an animal husbandry major and a "permanent"* employee of the agency.

To strengthen the newly created extension unit of the Bureau of Animal Industry, the services of the United States Peace Corps Volunteers (USPCV) were enlisted by the Bureau of Animal Industry to help the extension personnel carry out the extension program. Some of the USPCV's served as Supervisors, and as staff members in the Central Office, while the others served as technicians.

Of the ten regional offices of the Bureau of Animal Industry in 1973, two regions, Region III and VII (Eastern Visayas) were staffed with Regional Extension Supervisors. Mr. Andrew Hammond of the United States Peace Corps was assigned in Region III, and this writer in Region VII.

Following this event came the manpower training of livestock extensionmen. The year, duration, and subject matter involved during the training of the Bureau of Animal Industry personnel may be seen in Figure 2.

Sometime in 1973, a major reorganization of the Department of Agriculture and Natural Resources was in the offing. The reorganization was effected, and the organization chart as of July 1, 1974, of the Bureau of Animal Industry may be seen in Figure 3.

*"Permanent" status as used here is a kind or type of appointment issued to employees as distinguished from temporary or provisional appointments.

Year	Duration (Week)	Subject Matter	Regional Directors	Supv. Vets.	Prov. Officer	Prov. Vets.	Livestock Technologist	Extn. Supv.	Extn. Tech.	Marketing Tech.	Stock Farm Supt.	Station Managers	Livestock Inspector	Total
1972	2	Extension, Program Planning, Agribusiness			26									26
	2	Extension, Program Planning, Agribusiness						13						13
	4	Extension, Program Planning, Pasture Development				2	3	28			4	4		41
	4	Extension, Program Planning, Marketing, Agribusiness								35				35
	1973	4	Extension, Program Planning, Cattle Production, Agribusiness							46				
4		Extension, Program Planning, Swine Production, Agribusiness							82					82
4		Extension, Program Planning, Poultry Production, Agribusiness							29					29
2		Extension, Program Planning, Agribusiness			23									23
4		Extension, Program Planning, Disease Control, Farm Business Management											46	46
1		Backyard Cattle Fattening	4	2	8	1		9	28	3			11	66
1974		1	Backyard Cattle Fattening			1					1			91
	1	Supervised Credit							32 ^{a/}					32
	2	Extension, Program Planning, Agribusiness			28 ^{b/}									28
	4	Extension, Program Planning, Disease Control, Agribusiness											50	50
	4	Extension, Program Planning, Cattle Production, Agribusiness											76	76
Total	43		4	2	86	1	2	25	245	39	4	4	274	686^{c/}

*/ Training of other BAI personnel are excluded.

a/ Reported as Extension and Marketing Technicians.

b/ Reported as Provincial Program Officers and Provincial Veterinarians.

c/ It is possible that some personnel had their training more than once.

Figure 2. Year, Duration and Subject Matter Involved in the Training of the Bureau of Animal Industry Personnel, 1972-1974.*

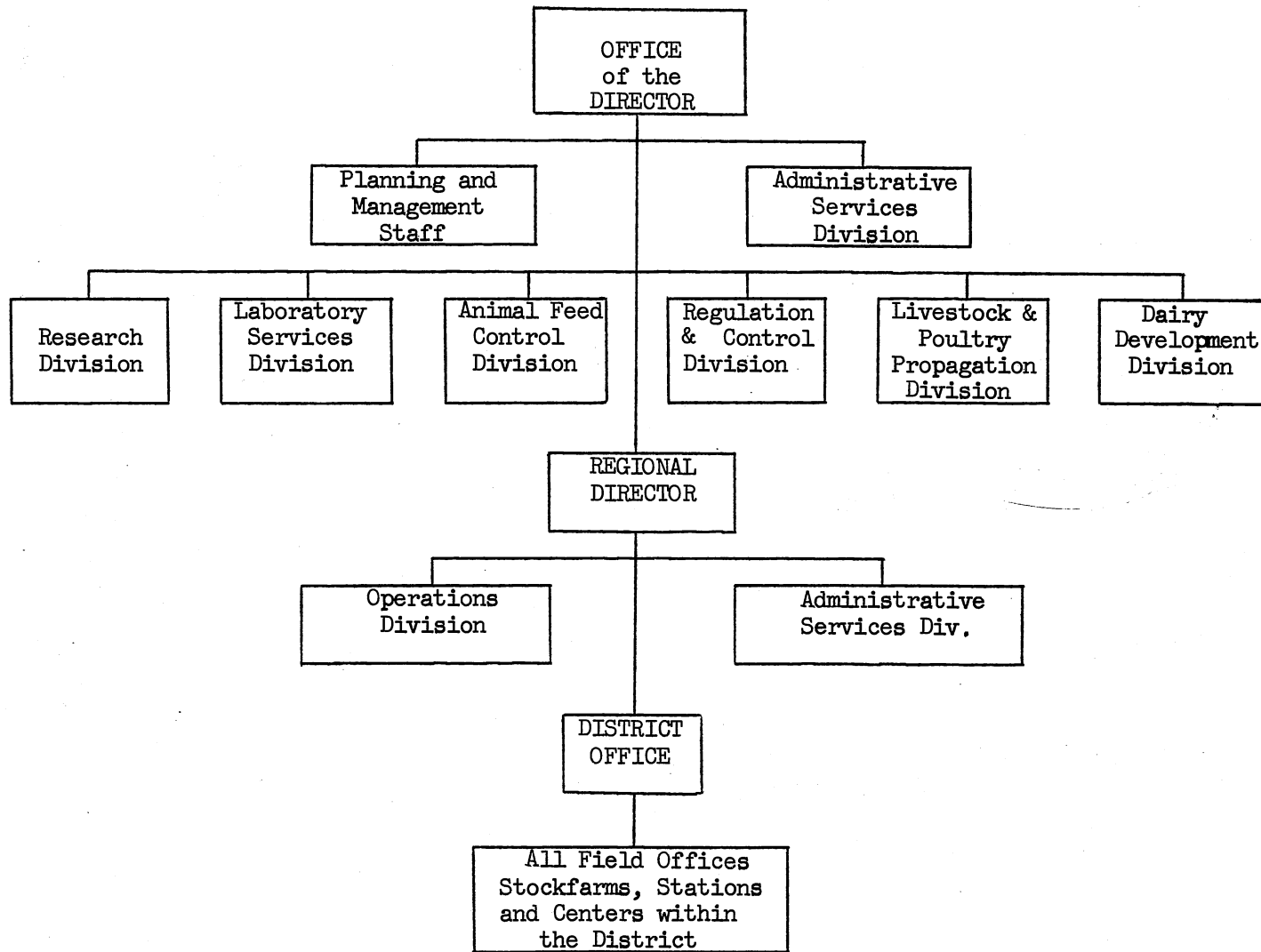


Figure 3. Bureau of Animal Industry Organizational Chart as of July 1, 1974.

This writer is unaware whether further revamp of the Department of Agriculture and Natural Resources and the Bureau of Animal Industry occurred after 1974.

Extension Work in the Philippines

The creation of the Livestock and Poultry Extension Services Unit in 1972 enabled the Bureau of Animal Industry to be involved for the second time in extension work.

The Bureau of Animal Industry is now one of the several agencies under the Department of Agriculture* performing extension work in the Philippines.

The term "livestock extension" may be used to signify the kind or type of extension service rendered by the Bureau of Animal Industry as distinct from other extension services in the Philippines.

Other institutions or agencies doing extension work in the country are the University of the Philippines College of Agriculture (UPCA); the Commission on Agricultural Productivity (CAP); the Presidential Arm on Community Development, formerly Presidential Assistant on Community Development (PACD); the Rural Banks Department of the Central Bank of the Philippines; the Philippine Reconstruction Movement (PRM); Operation Brotherhood, International (OBI); the United States Agency for International Development (USAID); Work a Year with People (WAY) and a number of other groups (8).

The drive for education in agriculture was also mentioned by

* The reorganization of the Department of Agriculture and Natural Resources in 1974 split this department into two: Department of Agriculture (DA) and Department of Natural Resources. Under this new set-up the Bureau of Animal Industry is under the Department of Agriculture.

Leonor (9) as being undertaken by several government agencies other than the schools.

The agricultural extension provided by the Agricultural Productivity Commission (APC) takes care of rural youths and adult farmers (9). Other agencies mentioned by Leonor as doing agricultural extension work are the Presidential Arm on Community Development (PACD), the International Rice Research Institute (IRRI), the Philippine Rural Reconstruction Movement (PRRM), the rural banks, agricultural credit cooperatives, farmers' associations, and even the mass media such as the press, radio, and television.

The Bureau of Agricultural Extension under the Department of Agriculture and Natural Resources was created in 1952 by virtue of Republic Act No. 680 (8). By virtue of Republic Act No. 3844, approved on August 8, 1963, otherwise known as the "Agricultural Land Reform Code," the Bureau of Agricultural Extension was renamed Agricultural Productivity Commission and placed directly under the Office of the President of the Philippines for administrative purposes (8). The Agricultural Productivity Commission again became Bureau of Agricultural Extension in the early 1970's.

"Unlike its counterpart in the United States (Federal Extension Service), this agency does not have strong legal ties with the state agricultural universities in the Philippines" (8, p. 37). Further, in contrast with the Cooperative Extension Service in the United States, the Bureau of Agricultural Extension and the Livestock Extension Service of the Bureau of Animal Industry seem to lack career ladders for their extension personnel.

Management

Every institution or agency requires methods for making decisions; ways of coordinating activities of the undertakings; ways of communicating information and ideas; and ways of evaluating the success of an agency, its programs, or activities in meeting its objectives. Every institution or agency requires management.*

As used by this writer, management may be considered as getting things done through and with people operating in organized groups as defined by Koontz (10). Management may also pertain to that most unpredictable phenomenon, the human being. In this context, it is concerned with a man's contacts with fellow human beings and with his behavior under a wide range of pressures and influences, some not easily subject to measurement (11).

Managing is defined by Koontz and O'Donnell (12) as the creation and maintenance of an internal environment in an enterprise where individuals, working together in groups, can perform efficiently and effectively toward the attainment of group goals. Essentially, managing is the art of doing, and management is the body of organized knowledge which underlies the art, they pointed out. To Haimann and Hilgert (13), management is the function motivating the efforts of people toward common objectives.

Management, according to Cribbin (14), is a learnable but not directly teachable art. He further explained that the manager has the task of translating his knowledge into behavior that a given group or department

*The author does not attempt to discuss the various "schools" of management theory. For further information see Harold J. Koontz, "The Management Theory Jungle," Readings in Management Strategy and Tactics, John G. Hutchinson, ed., (New York, 1971), pp. 3-18.

finds meaningful and acceptable.

As used in this study, the words supervisor, manager, administrator, or executive are taken to mean the same.

Management includes planning. It is a way of arriving at a decision, a central concern of business, governments, churches, schools, families, voluntary associations and agencies, and all adult education groups. While program planning appears to be complicated and time and resource consuming, the fact cannot be escaped that the negative consequence of no or poor planning can be great (15).

Managers who resist planning because they "don't have time" are failing to look ahead to the significant long-range savings in time as well as the improved performance that usually results (16). Crawford Greenwalt, former President of Du Pont, was cited by Mackenzie (16) to have observed that the top-notch workers are those who first plan then follow a relaxed rather than a frantic pace. Greenwalt was further quoted as saying that "Planning time makes this ease possible, [and] for every moment spent planning saves three to four in execution" (16, p. 41). The importance of planning, problem analysis and decision making was pointed out by Kepner and Tregoe (17).

Kepner and Tregoe indicated that (17, p. 6):

The absence of conscious, systematic problem analysis and decision making is not only responsible for inefficiency and waste; it is also responsible, in large part, for the general neglect of two of the most important management functions: the setting of objectives, and the setting of clear performance standards for personnel.

Planning requires thinking. It is considered the hardest managerial job, an activity too often neglected by managers (16).

Perhaps, one of the major reasons for this apparent neglect falls

under Louis Allen's (16) "principle of operating priority" which states that "When called upon to perform both management work and operating work during the same period, a manager will tend to give first priority to operating work" (p. 134).

Morrisey (18, pp. 5-6) offered three major reasons why a manager gives priority to operating work:

1. In general, operating work involves a technology with which he is more familiar. After all, he has probably spent substantially more time and effort, both educationally and on the job, in his technical field than he has in management. In fact, his technical competence was no doubt a major consideration in his selection for management.
2. Operating work is likely to provide more immediate personal satisfaction than does management work. To illustrate this point, Edward J. Green, President of Planning Dynamics, has stated that planning (management work) involves three things we don't like to do: (a) we have to think, (b) we have to do paper work, and (c) we have to do orderly procedures.
3. Ability to solve difficult operating or technical problems has traditionally been considered, in many organizations, to be the trademark of the successful manager.

Reddin (19) claimed that planning is not an addition to a manager's job. He further claimed that the only difficulty of planning is how to get managers to do it. Institutions, therefore, need an effective management system for maximum results.

The Job of Management and the Manager's Work

The manager's job, according to Drucker (20), should be based on a task to be performed in order to attain the company's objectives. A manager's job exists because the task facing the enterprise demands its existence--and for no other reason. A manager's job has its own necessity; it must therefore have its own authority and responsibility. Such responsibility is a duty rather than a right, he pointed out.

Tasks which are too big for one man should be organized as team tasks. However the most important team task in any business is the management task, which in scope as well as in its requirements of skills, temperament and kinds of work exceeds any man's capacity.

In the last analysis, Drucker (20) pointed out that the job of higher management is aimed at helping the firing-line managers do their jobs. A one word definition of this downward relationship may be called "assistance." The ultimate test of management is performance. He claimed that management has to manage, and managing is not just passive, adaptive behavior; it means taking action to make the desired results come to pass. To manager, therefore, is to manage by objectives, he reiterated.

The second function of management according to Drucker (20) is to make a productive enterprise out of human and material resources, and the third function of management is to manage workers and work. The fourth function of management, he pointed out, is time or consideration of the present and the long-range future. Setting objectives, organizing, motivating and communicating, measuring and developing people are formal, classifying categories.

Barnard (21) expressed similar views of the functions of management. This writer considered three essential executive functions:

1. To provide the system of communication;
2. To promote the securing of essential efforts; and
3. To formulate and define purpose.

The need of a system of communication creates the first tasks of the organizer and is the immediate origin of executive organization, Barnard (20) claimed. The bringing of persons into cooperative relationship with the organization, and eliciting their services after such persons have

been brought into that relationship are two main divisions for securing of essential services from individuals.

According to Barnard (20), to formulate and define the purposes, objectives, and ends of the organization is the third executive function. Purpose is defined more nearly by the aggregate of action taken than by any formulation in words.

Reddin (19) used the term managerial effectiveness. He defined effectiveness as the extent to which a manager achieves the output requirements of his position. The concept of managerial effectiveness is the central issue in management. It is the manager's job to be effective. It is his only job, he emphasized.

To Cribbin (14) the job of a manager is first to determine what is to be done and second to see that it is done. Over and beyond this, the manager's role is that of a change agent, introducing innovations that will enhance the performance and promote the improvement of his work groups, changes that would not occur in his absence.

Morrisey (18) considered five functions like planning, organizing, staffing, directing, and controlling with some 20 different and distinct activities that make up management work.

Gulick and Urwick as mentioned by Griffiths (22) used the word "POSDCORB" in 1937 to comprise administrative tasks of planning, organizing, staffing, directing, coordinating, reporting and budgeting, but this was ridiculed by Simon in 1950 and that led to a change in the world of administrative theory.

Management Styles

Studies on scientific management started at the turn of the century,

when Frederick W. Taylor (11) considered as the "father of scientific management" published his scientific management theories that revolutionized the program planning process. The Taylorian "Principles of Scientific Management" constitute the following (11, p. 21):

Science, not rule of thumb.
Harmony, not discord.
Co-operation not individualism.
Maximum output, in place of restricted output.
The development of each man to his greatest efficiency and prosperity.

As scientific management progressed in a rapid fashion, several management styles were developed.

One of the styles of management is management by deadline. Under this style of management, everything is put off until it has to be done, then you have to work like the devil to get it accomplished; slack it off until another deadline approaches, then work and get it accomplished, etc. According to Hopkins (23), the problem with management by deadline is that it leads to another style of management which is even worse. This is management by crisis. Management by crisis, according to Hopkins, is a style of management in which the individual spends very little time in planning, and the less time he has for planning, the more fires he has to put out; the more fires he has to put out, the less time for planning, so it perpetuates itself from a lack of planning into crisis after crisis after crisis. A third style of management is management by exception. Management by exception is based on the Pareto principle (16). The Pareto principle states that the significant items in a given group normally constitute a relatively small portion of the total items in the group. Joseph Juran (16) author and lecturer on management, was mentioned by Mackenzie to have first used the terms "vital few" and "trivial many" in

in applying the Pareto principle to a great variety of managerial situations.

The management by exception holds that only significant deviations of actual from planned performance should be reported to the responsible executive to conserve his time, energy, and ability (16). Hopkins pointed out that management by exception is not a bad style of management, and probably more closely represents the style of management that most people use today. Hopkins further stated (23, pp. 1-2):

Under management by exception there is a trend line that the employee is expected to follow. As long as he stays on that trend line everything is fine, but not being quite sure exactly what he is supposed to be doing, many times he may deviate from that line. At the point that he deviates, the manager will step in and say, 'Hey, you're not supposed to be out doing that, please come back on the trend line.' The problem with this style is that a lot of time can be lost from the time the employee leaves the trend line until someone brings him back, if he ever gets back on it. Another thing is that the employee is never quite sure just exactly what he is supposed to be doing, often resulting in loss of job. A negative feeling may be created because of the conflict in what the individual perceives that he is supposed to be doing and what the manager perceives that employee's function to be.

Another management style is what Odiorne (24) reported as "management by pressure." By the end of the Korean War, the cost-price squeeze was being felt by virtually all industries, Odiorne claimed. This resulted in the development of a new style of management by pressure in which heavy pressure was exerted on the points where costs were getting out of line. This development brought about, in their turns, the hard line in labor relations, the expansion of industrial engineering departments, the improvement of systems and procedures, the introduction of computers to cut office and paper costs, and the rise of the more action-oriented manager who could make "things happen."

Another style of management which may be considered a comfortable

one is called Management by Objectives (MBO).

Leverenz et al. explained MBO this way (25, p. i):

Management by Objectives is a system which allows an organization to plan its course of action, to assist individuals with contributing to that course, and to determine progress toward mutually accepted goals. It provides a mechanism whereby an organization may concentrate its efforts upon a set of priorities which have been mutually determined and broadly accepted. This system allows every individual in the organization regardless of level and responsibility to know what is expected of him, where he may look for guidance and assistance, and who he is expected to coordinate with his work. The system provides for the progress of the organization towards certain goals and keeps disruption due to both outside and inside changes to a minimum.

An MBO System basically has three parts. They are plan, implement, and review (23).

Management by Objectives Concepts

The term, "Management by Objectives," first used by Peter Drucker in his Practice of Management (1954), has since become fairly well known (24).

Drucker (20) claimed that objectives are needed in every area where performance and results directly and vitally affect the survival and prosperity of the business.

Drucker further stated (20, pp. 135-136):

What the business enterprise needs is a principle of management that will give full scope to individual strength and responsibility, and at the same time give common direction of vision and effort, establish team work and harmonize the goals of the individual with the common weal. The only principle that can do this is management by objectives and self-control Management by objectives and self-control may legitimately be called a 'philosophy' of management. It rests on a concept of the job of management. It rests on an analysis of the specific needs of management group and the obstacles it faces. It rests on a concept of human action, human behavior and human motivation. Finally, it applies to every manager, whatever his level and function, and to any business enterprise whether large or small. It insures performance by converting objective needs into personal goals.

Drucker (20) continued his discussion by saying that objectives of a managerial unit should always and exclusively consist of the performance and results it has to contribute to the success of the enterprise. They should always and exclusively focus upward. But the objectives of the manager who heads the unit include what he himself has to do to help his subordinate managers attain their objectives. The vision of a manager should always be upward--toward the enterprise as a whole. However, his responsibility runs downward as well--to the managers of his team. That his relationship toward them be clearly understood as duty rather than as supervision is perhaps the central requirement for organizing the manager's job effectively, Drucker concluded.

Management by objectives tells a manager what he ought to do, Drucker (20) emphasized. The proper organization of his job enables him to do it. But it is the spirit of the organization that determines whether he will do it. Altogether the test of good spirit is not that "people get along together," but it is performance, not conformance. Nothing destroys the spirit of an organization faster than focusing on people's weaknesses rather than on their strengths, building on disabilities rather than on abilities. The focus must be on strength, Drucker seemed to warn managers.

To obtain balanced efforts, the objectives of all managers on all levels and in all areas should be keyed to both short-ranged and long-ranged considerations, Drucker (20) pointed out. All the objectives should always contain both the tangible and intangible objectives for manager organization and development, worker performance and attitude, and public responsibility. Anything else is shortsighted and impractical.

Proper management requires balanced stress on objectives, especially by top management. It rules out the common and pernicious business

practices: management by "crisis and drives," Drucker (20) emphasized.

Management by drive, like management by "bellows and meat ax," is a sure sign of confusion, Drucker (20) stressed. It is an admission of incompetence. The setting of objectives was discussed by Drucker this way (20, pp. 128-129):

By definition, a manager is responsible for the contribution that his component makes to the larger unit about him and eventually to the enterprise. His performance aims upward rather than downward. This means that the goals of each manager's job must be defined by the contribution he has to make to the success of the larger unit to which he is a part

This requires each manager to develop and set the objectives of his unit himself. Higher management must, of course, reserve the power to approve or disapprove these objectives. But their development is part of a manager's responsibility; indeed, it is his first responsibility. It means, too, that every manager should responsibly participate in the development of the objectives of the higher unit of which his is a part. To 'give him a sense of participation' . . . is not enough There must be 'meeting of minds' within the entire management unit.

"Mutual understanding can never be attained by 'communications down,' can never be created by talking. It can result only from 'communications up,'" Drucker (20, p. 130) emphasized. It requires both the superior's willingness to listen and a tool especially designed to make lower managers heard.

The advantages of management by objectives was pointed out by Drucker (20, pp. 130-131):

The greatest advantage of management by objectives is perhaps that it makes it possible for a manager to control his own performance. Self-control means stronger motivation: a desire to do the best rather than just to get by. It means higher performance goals and broader vision Indeed, one of the major contributions of management by objectives is that it enables us to substitute management by self-control for management by domination.

But to make management by self-control a reality, continued Drucker

(20) requires more than acceptance of the concept as right and desirable. It requires new tools and far-reaching changes in traditional thinking and practices, Drucker pointed out. To be able to control his own performance, a manager needs to know more than what his goals are. He must be able to measure his performance against the goal, he stressed.

Morality is necessary to produce the proper spirit in management, Drucker (20) pointed out. It can only be emphasized on strength, stress on integrity, and high standards of justice and conduct. But morality does not mean preachments, he continued. Morality, to have any meaning at all, must be a principle of action. It must be practices. The first requirement of management spirit, therefore, is self-motivation.

Three powerful factors of misdirection were mentioned by Drucker (20, p. 122):

1. In the specialized work of most managers;
2. In the hierarchical structure of management;
3. The difference in vision and work and the resultant insulation of the various levels of management.

Another advocate on the use of MBO is Douglas McGregor (26). In his book, The Human Side of Enterprise (1960), McGregor discussed two assumptions about human nature and human behavior called Theory X and Theory Y.

Theory X, or the traditional view of direction and control involved the following (26, pp. 33-34):

1. The average human being has an inherent dislike of work and will avoid it if he can.
2. Because of this human characteristics of dislike for work, most people must be coerced, controlled, directed, threatened with punishment to get them to put forth adequate effort toward the achievement of organizational objectives.
3. The average human being prefers to be directed, wishes to avoid responsibility, has relatively little ambition, wants security above all.

Theory Y, the integration of individual and organizational goals encompasses the following (26, pp. 45-48):

1. The expenditure of physical and mental effort in work is as natural as play or rest. The average human being does not inherently dislike work. Depending upon controllable conditions, work may be a source of satisfaction (and will be voluntarily performed) or a source of punishment (and will be avoided if possible).
2. External control and the threat of punishment are not the only means for bringing about effort toward organizational objectives. Man will exercise self-direction and self-control in the service of objectives to which he is committed.
3. Commitment to objectives is a function of the rewards associated with their achievement. The most significant of such rewards, e.g., the satisfaction of ego and self-actualization needs, can be direct products of effort directed toward organizational objectives.
4. The average human being learns, under proper conditions, not only to accept but to seek responsibility. Avoidance of responsibility, lack of ambition, and emphasis on security are generally consequences of experience, not inherent human characteristics.
5. The capacity to exercise a relatively high degree of imagination, ingenuity, and creativity in the solution of organizational problems is widely, not narrowly, distributed in the population.
6. Under the conditions of modern industrial life, the intellectual potentialities of the average human being are only partially utilized.

These assumptions, according to McGregor (26), involve sharply different implications for managerial strategy than do those of Theory X. They are dynamic rather than static: they indicate the possibility of human growth and development; they stress the necessity for selective adaptation rather than for a single absolute form of control, McGregor remarked.

Theory X offers management an easy rationalization for ineffective organizational performance. It is due to the nature of the human resources

with which we must work, he stated. Whereas Theory Y places the problems squarely in the lap of management. If employees are lazy, indifferent, unwilling to take responsibility, intransigent, uncreative, uncooperative, Theory Y implies that the causes lie in management's methods of organization and control (26). The central principle which derives from Theory Y is that of integration: the creation of conditions such that the members of the organization can achieve their goals best by directing their efforts toward the success of the enterprise (26).

Theory Y assumes that people will exercise self-direction and self-control in the achievement of organizational objectives to the degree that they are committed to those objectives (26).

The application of Theory Y as a managerial strategy was illustrated by McGregor (26). Its purpose, he claimed, is to encourage integration, to create a situation in which subordinate can achieve his own goals best by directing his efforts toward the objectives of the enterprise. It is a deliberate attempt to link improvement in managerial competence with the satisfaction of higher level ego and self-actualization needs. It is thus a special and not at all a typical case of the convention conception of management by objectives.

Conceptually, the strategy described by McGregor includes four steps or phases (26, p. 62):

1. The clarification of the broad requirements of the job;
2. The establishment of specific 'targets' for a limited time period;
3. The management process during the target period;
4. Appraisal of the results.

The McGregor (26) version which he considered as a special type rather than a convention conception of management by objectives seemed to follow this sequence*: (1) listing of a manager's major job responsibility, (2) agreement with his superior on the manager's major job responsibilities, (3) establishment by the manager specific short-term performance objectives or targets, (4) agreement with his superior on the manager's performance objectives or targets, (5) establishment by the manager specific plans for achieving the short-term performance objectives or targets, (6) self-appraisal by the manager's performance after a short period of time, such as six months, (7) the self-appraisal would then be discussed with his superior, and (8) a new short-term performance objectives or targets would be established by the manager.

The role of the superior in the above discussion is that of a helper or consultant to the fullest extent possible, rather than that of a boss (26).

McGregor (26) claimed that the important theoretical consideration, derived from Theory Y, is that the acceptance of responsibility is correlated with commitment to objectives. Genuine commitment is seldom achieved when objectives are externally imposed. Passive acceptance is the most that can be expected; indifference or resistance are the more likely consequences. Some degree of mutual involvement in the determination of objectives is a necessary aspect of managerial planning based on Theory Y.

Performance appraisal is part of the management by objectives. It

* For further information see Douglas McGregor, The Human Side of Enterprise, (New York, 1960), pp. 61-76.

is often perceived simply as a technique of personal administration, but where it is used for administrative purposes, it becomes part of a managerial strategy (26). Appraisal programs are designed not only to provide more systematic control of the behavior of subordinates, but also to control the behavior of superiors (26).

It appeared, therefore, that McGregor directed his attention to MBO based on his Theory Y more as a performance appraisal technique, in contrast with Drucker who seemed to emphasize integrating the activities and balancing the objectives of the organization.

Another advocate of the management by objectives is Odiorne (24). In brief, Odiorne described the system of management by objectives as a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of results expected of him, and use these measures as guides for operating the unit and assessing the contribution of each of its members. According to Odiorne, the system of management by objectives goes beyond being a set of rules, series of procedures, or even a set method of managing. It is also a particular way of thinking about management. Odiorne's definition suggests a joint determination of goals by superior and subordinate and defines their areas of responsibilities and compare actual results to their expected results. Some five years later, Odiorne offered another definition of MBO as "a system in which the first step is the clarification of corporate objectives and the breaking down of all subordinate activity into logical sub-divisions that contribute to the major objectives" (27, p. 97).

Several writers whose concepts of management by objectives may be considered second generation MBO are Humble, Olsson, Mali, Levinson,

Reddin, McConkey, Mold, Morrissey, Leverenz et al., Knezevich, etc.

These writers have their own versions of MBO. In general, however, their versions have more similarities than differences.

For instance, Humble (28) viewed MBO as a system that integrates the company's goals of profit and growth with the manager's needs to contribute and develop himself personally. He also considered MBO as a "learning together" process.

Olsson (29) considered MBO as a method that provides for leadership and motivation, and it is the basis for review. It is an effective method of manager development, and it simplifies and streamlines the manager's work so that they are recognizable for management action.

Mali (30) considered MBO as a strategy of planning and getting in the direction that management wishes and needs to take while meeting the goals and satisfaction of its participants. Mali considered objectives, time, strategy, total management, and individual motivations as the four basic ingredients to the MBO concept.

Levinson (31) claimed that the MBO process, in its essence, is an effort to be fair and reasonable, to predict performance and judge it more carefully, and presumably to provide individuals with an opportunity to be self-motivating by setting their own objectives.

Reddin (19) considered MBO a powerful management tool and may even be considered a method of managing. He claimed that without MBO he could not measure managerial effectiveness, let alone organizational effectiveness. He defined managerial effectiveness as the extent to which a manager achieves the output requirements of his position. He identified the major common elements of a MBO system as follows (19, p. 13):

Objectives established for positions

Use of joint objective setting

Linking of objectives

Emphasis on measurement and control

Establishment of review and recycle system

High Superior involvement

High staff support in early stages

To Reddin, duties constrain managers; objectives liberate them.

McConkey (32) in defining Management by Results mentioned what some of the previous writers had indicated as elements of MBO. He mentioned specific targets for each manager to be achieved in a given time frame, and measuring actual results achieved against the original goals each manager knows he is responsible for achieving. His emphasis is results. Managers must be results-oriented, he remarked. McConkey considers Management by Results not only as a way of corporate life but also as one that contributes to professionalism.

Results were likewise emphasized by Drucker (33, p. 69): "No matter how cheap or efficient an effort, it is waste, rather than cost, if it is devoid of results. And if it was incapable of results all along, it was unjustifiable waste from the beginning."

Mold (34) claimed that the traditional view of organization is one that is a stable, nonchanging, all-wise instrument not subject to failure, change, or challenge of mere mortals; whereas, the view of the MBO-oriented manager is quite different. He viewed organization as a "tool, device, instrument, or mechanism invented by people to get work done." Mold also viewed MBO as a communication system.

Morrisey (18) used the term Management by Objectives and Results (MOR). He described MOR in this manner (18, p. iii):

MOR is a logical, straightforward approach to management. It is deceptively simple in its train of logic . . . it requires many managers to radically change their managerial styles and to perform activities that they may find less interesting and enjoyable than those they are accustomed to performing.

Stated simply, MOR involves a clear and precise identification of objectives or desired results, the establishment of a realistic program for their achievement, and an evaluation of performance in terms of measured results in attaining them.

To Leverenz et al. (25), Management by Objectives is a system which enables an organization to plan in advance what the organization desires to accomplish within a specific period of time. In addition, it is a system whereby managers assist subordinates in planning their work, meeting their objectives, and reviewing their performance so that they may achieve optimum job results, and in so doing, assist in the accomplishment of the overall goals and objectives of the organization.

The phrase "Management by Objectives" was dissected by Hopkins (23) in his attempt to look at what management is. He stated that man relates to people; age relates to time; and ment relates to results. By means by or through. Object means to fence in, and ives relates to several. The basic ideas of a Management by Objective System according to him are these: (1) the better you understand what it is you are trying to accomplish, the greater your chances of accomplishing it; (2) progress can only be measured in terms of what one is trying to make progress toward. An MBO System basically has three parts. They are plan, implement, and review. And since a lot of time is allocated to planning, MBO is front-end loaded; a large quantity of time is spent planning in the beginning but levels off as a plan is put into operation, Hopkins concluded.

Versions of MBO go under a variety of names. However, the most

widely used are these (19, p. 11):

Management by Results

Goals Management

Carroll and Tosi (35) offered a similar statement and they stated that organizations that have implemented the MBO approach refer to their programs variously as "management by results," "goals management," "work planning and review," "goals and controls," and so on. However, all these programs are similar, despite the differences in terminology, they concluded.

Planning, Programming, Budgeting System

Knezevich (36) offered a lengthy discussion of Planning, Programming, Budgeting System (PPBS) and its relationship to management by objectives and accountability. He claimed PPBS is a means, not an end. Its implementation enhances an administrator's capacity to make more prudent resource allocation decisions. Program budgeting may be perceived as "budgeting by objectives," that is, a system of classifying anticipated expenditures around a set of objectives (or related programs for the achievement of objectives). Some increase the importance attached to objectives and declare that all managerial activities in organizations operating in the PPBS mode are governed by objectives. To fulfill these demands means implementing what is called the "management by objectives" approach, frequently identified by the acronym MBO.

Various conceptualizations of MBO were discussed by Knezevich (36). The relationship between MBO and PPBS, he pointed out, will be determined in large part by how MBO is conceptualized. Knezevich claimed that all writers agree that MBO means management by objectives, but after that is

said, agreements are few and far between. Many interpretations are attached to this seemingly simple concept. Knezevich continued his discussion on clarification of objectives with emphasis on results of work rather than its related activity under the term "management by results." He claimed that Drucker and McGregor sought ways to measure managerial performance, rather than objectives per se.

Two basically different interpretations of the substance of MBO were mentioned by Knezevich (36). One may be identified as being "human relations oriented," the original and narrower of the two with at least four subsets and the other "systems management oriented." The first subset within the broad human relations classification presents MBO as being in reality a "results-oriented management personnel appraisal," which according to Knezevich, is considered by Odiorne as staff evaluation where stated goals replaced personality traits as appraisal criteria. The second subset is the view of MBO as a way to motivate personnel to increase productive capabilities making it a leadership style that develops self-directed personnel. The third viewpoint of MBO stresses more broadly conceived management training programs, and the fourth subset gets close to what others call "sensitivity training," an effort to gain a deeper understanding of human behavior and values.

The word management in MBO applies to the total organization, not simply its personnel, in the systems-oriented conceptualization. It is this interpretation of MBO that brings it into harmony with PPBS, Knezevich claimed (36).

The relationship of MBO with accountability was explained by Knezevich (36, pp. 56-57):

MBO may be perceived as a management system that endeavors to

stimulate change and improvement in an organization by focusing on desirable results. In other words, it is not simply the identification of objectives but the generation of a particular set of objectives that will bring about movement from existing levels of productivity to higher levels. In a sense, it becomes a kind of accountability technique for holding persons responsible for results.

Accountability is defined by Knezevich (36) as a system of operation based on determination of desirable and measurable outcomes and the assignment of responsibility for achievement of such objectives to members of the organization. It implies a set of procedures to ascertain whether assigned responsibilities or objectives have been satisfied.

According to Knezevich (36), in an operational accountability system every person or group in the organization is answerable or responsible to some degree to another person or position for some thing or objective. This is expressed in terms of performance levels, results, or achievements and should be realized within certain constraints such as a specific time period or stated financial limits. In essence, the system specifies who is answerable to whom and for what and, therefore, is a goal-referenced term.

In another book by Knezevich (37), he used "management by objectives and results (MBO/R)" as this (37, p. 5):

one side of education-by-objectives (EBO/R) and is system of operation that enables the organization and its personnel to identify, move toward, and lock onto objectives as well as to manage more effectively the desired results.

It should help administrators differentiate between movement and progress, and in the process enable them to establish clearly the goals toward which the school wants to move and their progress toward these goals. The "R" for results was a latter addition to MBO, to focus the effects of administration on results and to minimize the possibility of stopping after identification of objectives.

Research Foundations of MBO

Research foundations of MBO to date, according to Carroll and Tosi (35) has tended to deal with only a few aspects of the MBO approach: the setting of goals, feedback or knowledge of results, and subordinate participation in decision making.

According to Carroll and Tosi (35), most of the early research in the area of goal setting consisted of level-of-aspiration studies, which described the discrepancy between a previous level of performance and the subject's new proposed level of performance (level of aspiration) as a function of previous success and failure.

Citing several studies, Carroll and Tosi (35) continued their discussion indicating that one of the most significant findings in this area is that subjects initially tend to set performance goals at higher levels than previous levels and then tend to keep them higher. Thus, most goals established by subjects are progressive ones, generally requiring higher levels of performance. However, if the subjects are unsuccessful in achieving goals, the level of aspiration in the following periods is not as high as when the subjects are successful. The degree to which new goals are higher depends upon the degree of success attained in achieving previous goals. Fryer was cited to have found that forcing subjects to set goals increases the level of performance most when the task was difficult. In addition, he also found that the process of goal setting had a larger effect on performance than did a knowledge of results.

A series of 12 studies conducted by Locke and Bryan on the effects that goals have on behavior was also cited by Carroll and Tosi (35) as having found that the higher the intended level of achievement, the higher

the level of performance. However, the study made by Stedry and Kay as cited by Carroll and Tosi (35) found that when superiors considered very difficult goals impossible instead of challenging, their performance decreased significantly. In six out of eight studies, Locke and Bryan were mentioned to have found that specific goals resulted in significantly higher levels of performance than when subjects were merely told to do their best. Locke also found that with boring tasks, setting goals increased interest. The studies of Fryer, Locke, and Bryan cited by Carroll and Tosi (35) also found that goal setting itself increases performance more than does feedback alone. That is, it is the goal originally established that produces most of the "motivational force" in the situation rather than the provision of feedback to the subject as to how well he is doing. However, they did find that feedback, when given in relation to standards or exceptions, does influence the goal level chosen and therefore subsequent performances.

The time allowed on a task also influences its difficulty, Carroll and Tosi (35) claimed. They cited the two studies of Bryan and Locke as having found that subjects who were given more time to do a task took more time and set easier goals than subjects given the minimum amount of time necessary for goal success, according to their abilities. Locke and others were also mentioned to have conducted studies that indicate that performance dissatisfaction depends on the relationship of actual performance to one's performance goals. In addition, their research and other research cited by them have indicated that goals and intentions are the primary motivational determinants of task performance and that external incentives influence behavior through their effects on goals and intentions. The research on goal setting indicates that the degree of task

performance does depend on whether goals are established, and based upon this finding, MBO programs should improve performance whenever there is goal acceptance.

The level of performance will, of course, depend on whether goals are at the appropriate level of difficulty for the individual, whether proper time limits are set, and whether goals are specific or not. Specific goals enable the individual to calculate the probability of success more easily than vague goals. The research also indicates that harder goals increased performance consistently even when the possibility of goal attainment diminished, provided the subjects accepted the difficult performance levels established by others. When individuals established low level goals and did not accept harder goals imposed by others, their performance in return was obviously low (35).

A review of several studies on feedback or knowledge of results was summarized by Carroll and Tosi (35, pp. 6-7):

. . . Feedback by itself is only conditionally likely to improve performance and is probably true in most situations. However, it is possible that an individual may wish to avoid receiving unfavorable feedback from a superior, even in the absence of a clear performance goal, simply because it is an unpleasant situation In an MBO program the feedback would always be in relation to a specific goal and therefore could be expected to contribute to performance, given that the subordinate has accepted the performance goal Feedback will be more helpful to the extent that it is timely, specific, and task relevant In addition . . . feedback can affect attitudes If feedback is provided by the superior, it may communicate interest in the subordinate's project or in the subordinate himself. If the feedback is given in a disagreeable manner, it may create resentment and hostility and perhaps contribute to reduced performance.

The research on participation, or the influence that an individual has on decisions that affect him, and research on productivity has produced conflicting results. Some studies according to Carroll and Tosi (35)

find positive relationship; whereas, others find none at all. However, there are no studies that suggest that participation will decrease performance. It may be that the key intervening variable is legitimate participation, they claimed.

Another reason cited as having to do with the conflicting results are studies showing that a positive relationship between participation and performance involved the actual establishment of goals by subordinates; thus, the improvements in performance could be the result of goal setting itself rather than of participation (35).

Participation is usually related to higher levels of job satisfaction. It may have benefits other than performance, such as favorably affecting turnover and absenteeism, in gaining the subordinate's acceptance of decision, and it may lead to improved understanding between superiors and subordinates. More participation leads to more discussion, which may in turn lead to better problem identification (35).

Studies on Actual MBO Programs

Only a few studies have been carried out on MBO programs in organizations (35). The studies of Meyer, Kay, and French conducted at the General Electric Company involved alternative methods of performing the appraisal interview and the effects of a new MBO program adopted by some managers in the company. Other studies by the three authors were mentioned by Carroll and Tosi as one of the studies on actual MBO programs.

The first research study was carried out after the organization had split the traditional company appraisal interview into two different sessions - the first focused on appraising past performance and taking some action with respect to the individual's salary; and the second

interview, two weeks later, focused on performance improvement. For the second interview, half of the appraisees were asked to prepare for discussion a set of goals for improving job performance, and the superiors of these appraisees were instructed to allow the latter to exert as much influence as possible on the formulation of the final list of job goals. The other half of the appraisees discussed with their superiors a list of job goals developed by the boss, and over whose final form the superior exerted more influence than the subordinate. The findings from this study are summarized as follows (35, p. 9):

1. Greater amounts of criticism and the high threat thus created were associated with more defensive behavior on the part of the appraisees and with lower subsequent performance for those appraisees lower in self-esteem.
2. Appraisees who had more influence in setting goals had more favorable attitudes and achieved a higher percentage of their improvement goals than those with less influence in setting goals. However, appraisees who had been traditionally accustomed to low participation in their relationship with their superior did not perform better under high participation in goal-setting conditions.
3. Goal setting itself was more important than subordinate participation in its effects on improved performance. About 65 percent of the identified performance deficiencies that were translated into specific work goals resulted in improvements, whereas only 27 percent of the identified performance deficiencies that were not translated into specific goals were improved.

Carroll and Tosi (35) also cited the study of Ivancevich, Donnelly, and Lyon regarding the impact of the introduction of an MBO program in two companies. According to Carroll and Tosi, these researchers administered a questionnaire measuring the degree of satisfaction of certain needs, such as self-actualization, autonomy, esteem, social needs, and security--both before and after MBO had been introduced. The MBO program was introduced by the personnel department in one organization and in the

other by top level managers. The result was more improvement in need-satisfaction scores in the organization in which top level managers were actively involved in the implementation program, and the most improvement in need satisfaction was among their subordinates in middle management. There appeared to be greater satisfaction in security needs than in the other need categories. In this organization there were also more reviews of performance during the year.

Interviews were also mentioned by Carroll and Tosi (35) to have been used in the study to identify managerial perceptions of the primary problems associated with the new MBO program. In one organization the lower level managers indicated that they were not actually involved in the MBO program; whereas, in the other organization the lower level managers complained most frequently about the amount of paper work required by the program and about the difficulty of setting goals for their jobs.

The study of Raia, who examined the impact of a program called "Goals and Controls," a variant of MBO, was also cited by Carroll and Tosi (35) as one of the early studies on actual MBO programs.

In this study, Raia analyzed production records, conducted interviews, and administered questionnaires from 112 managers after a goal-setting program was instituted. By the end of the first year of Goals and Controls, productivity had increased, managers were more aware of the firm's goals, and specific goals had been set in more areas than had been the previous experience. Prior to the program, productivity was decreasing at the rate of 0.4 percent per month. After the program was instituted, the trend reversed and was increasing at 0.3 percent per month.

According to Carroll and Tosi, Raia concluded this (35, p. 11):

A contribution of the program in the area of performance appraisal has been quite significant. There was unanimous agreement among the line managers in the department, particularly plant managers, [that] the Goals and Controls had simplified the evaluation of the individuals performance. The statement by the manager who, while being interviewed, remarked that he was now judged by his performance and not 'by the way I comb my hair,' is quite meaningful.

The "English Case Studies" and a "Hospital Study" were other studies mentioned by Carroll and Tosi (35) as studies on actual MBO programs.

MBO in the State of Oklahoma

MBO came into focus in the State of Oklahoma in 1973. Dr. William W. Stevenson, Assistant Director of the Oklahoma State Department of Vocational and Technical Education, has this to say about MBO (25, p. i):

The Oklahoma experience, while not without problems, has proved Management by Objectives to be an effective management system for the State Department of Vocational and Technical Education. The system was pre-tested for one year in the Division of Research, Planning and Evaluation and has now been installed in the entire Department.

As a result of legislative resolution, the State Department of Education was charged with the development of an "accountability" program for all public schools in Oklahoma (38).

The Oklahoma Legislative Resolution 1027, a measure on accountability states in part that (39):

WHEREAS, every individual has educational needs which are unique, and

WHEREAS, every school has its own special needs and characteristics based upon its student body and community; and

WHEREAS, financial resources of any community, state, and nation are limited and must be allocated on a priority basis, and educational programs must be designed to obtain optimum economic efficiency; and

WHEREAS, the educational system should be developed by making choices among alternatives in the face of limited resources; and

WHEREAS, the system for education at all levels should be responsible to the needs of the society of which the school is a part; and

WHEREAS, the system cannot ignore the future as though the future is to be the same as today; and

WHEREAS, the system for education should be accountable (italics by FGV) for the use made of resources allocated to it by the public; and

The management by objectives system, in view of the Legislative Resolution 1027, is now utilized as a tool for accountability in education by many schools.

Limitations of MBO

One of the most important factors that will determine the success or failure of management by objectives is the organizational commitment, or non-commitment, as evidenced by the top executive officer's personal commitment and enthusiasm. The reason behind this is obvious. It is the head of the institution that can institutionalize, legitimize, or sanction any program, activity, or innovations that may be undertaken within his institution.

Odiorne (24), Reddin (19) suggest starting MBO at the top. Humble (28) indicated that management by objectives must involved all the executive managers of a company in a very direct way.

Some of the major problems and difficulties encountered in implementing a management by objectives system are (25, p. 57):

1. Lack of commitment by the top administration to support the system.
2. Lack of adequate data base from which to develop the organizational goals and objectives.
3. Lack of understanding by the participants to grasp the ability to write organizational goals and objectives and

personal job functions and performance objectives.

4. Lack of flexibility when implementing the system.
5. Lack of personnel to implement the system and give individual instruction to those participants who need and desire it.
6. Lack of time to implement the system.
7. Lack of accountability or failure to follow up and periodically evaluate accomplishments of the objectives.

Carroll and Tosi (35) indicated that individuals may not be fully receptive to a formal MBO program.

Some of the managerial resistance to a formal implementation of MBO programs may be due to (35, pp. 49-52):

TIME EXPENDITURES. 'I've always managed this way. Why do I have to spend time in training? Why do I need to write these goals? My people know what is expected.' Comments such as these indicate that some managers feel that the determination of objectives takes an unreasonable amount of time. There is little question that the development and statement of objectives and subsequent programs of action will take a great deal of a manager's effort and time. When a formal MBO program is used, the manager must communicate the goals and objectives of the organization. These must be developed and prepared in such a way that they can be clearly stated to his subordinates, as well as to his superiors. This means that a manager will be forced to spend time, which may be in very short supply for him, to prepare his objectives and to assist his subordinates in preparing their objectives in such a way as to facilitate communication.

SUBORDINATE DEFICIENCIES. Another problem is that some managers may not believe their subordinates capable of using MBO because they lack the adequate decision discretion necessary to participate effectively in MBO or are not competent enough to make the proper decisions. However, what is more likely to be the case is that managers who resist MBO are either underestimating the competence of their subordinates or rationalizing their own unwillingness to allow additional subordinate involvement and participation.

EROSION OF AUTHORITY. Because of subordinate participation in setting objectives, a superior may feel that he is losing some control, that his authority is being eroded. This concern probably arises from a lack of understanding of the relationship among participation, discretion, and decision parameters . . .

LACK OF PLANNING ABILITY. MBO forces managers, especially at the top levels, to look ahead to the future. In two organizations studied, the authors found a great deal of reluctance on the part of certain high-level but very disorganized managers to look ahead and establish specific objectives for their organizational units. As MBO forces an analysis of the future, managers who are reluctant to do this may resist MBO.

STATUS OF THE GROUP PROPOSING THE PROGRAM. . . . Initiators of any new program who are perceived by others to be of low status, low competence, untrustworthy, or who are disliked because of past behavior will have difficulty in gaining acceptance for their suggested programs.

DISLIKE OF THE PERFORMANCE REVIEW REQUIREMENTS. When MBO is implemented, the intended review and feedback may not take place as needed or required. Many managers make the mistaken assumption that when they interact with their subordinates, the subordinates receive feedback about their performance. Such is not the case. When goals are set in MBO, they represent a statement of the superior's expectation of the subordinate's work and provide the subordinate the guidelines delineating his responsibilities and activities. Having these stated in "objective form" leads an individual to expect some feedback. When performance feedback is not forthcoming, particularly with respect to goals set, he may be somewhat upset, frustrated, and concerned with how he is being evaluated. Therefore, if MBO does create an expectancy for feedback, we must ensure that it occurs and that the subordinate perceives it as feedback. Some managers dislike the face-to-face discussion of performance with their subordinates.

PAPER-WORK PROBLEMS. . . . Goals and evaluations should be documented, which means additional forms. Becoming bogged down in paper work does reduce time for other managerial activities. However, it is possible that the paper-work syndrome is simply the easiest rationalization for failing to use MBO. Furthermore, it has been our experience that this is only an initial response. Later, managers are more willing to use the MBO system and prepare a goal statement, if the program is implemented with the true support and assistance of top management.

Reddin (19) offered some cautions in implementing an MBO program. He claimed that a common failure in MBO implementations is an attempt to do too much too soon. The rate of change should also be considered, he claimed.

The weaknesses and shortcomings in managing by objectives, some of

which are found in the system itself, or due to shortcomings in applying it, were also discussed by Koontz and O'Donnell as embracing the following areas (12, pp. 87-89):

Failure to teach the philosophy,

Failure to give goal setters guidelines

Goals are difficult to set,

Tendency of goals to be short run,

The dangers of inflexibility,

Other dangers such as overuse of quantitative goals in areas where they are not applicable.

Other pitfalls of the MBO system were also pointed out by Humble as having to do with these areas (28, pp. 22-29):

During the review process: Appraisers are reluctant to appraise. Interviewers are even more reluctant to interview. The follow-up is inadequate. Reports carry little or no weight when transfer, promotion, or training is considered.

. . . To assume that all managers are endowed with the required level of personal skills in coaching and counseling . . . is likely to lead to disappointment.

[When] additional controls are added without the company giving itself the discipline of removing a number of existing ones. Thus there is extra confusion and a proliferation of paper work.

Maintaining momentum.

[Because] MBO is a two-sided system -- one side technical, the other human concentrating on performance goals or production levels and forgetting about the delegation of authority, the dialogue, and the individual's development is the surest way to fall headlong into the pit.

Another pitfall management falls into is thinking that MBO programs will take care of themselves, Humble claimed.

Another strong criticism against MBO was raised by Levinson (13). In his article, he criticized the current practice of management by

objectives by management executives because of their failure to include the human point as part of the overall organizational objectives and the cost involved as a result of this dilemma. Levinson stressed his point (31, p. 129):

If a man's most powerful driving force is comprised of his needs, wishes, and personal aspirations, combined with the compelling wish to look good in his own eyes for meeting those deeply held personal goals, then management by objectives should begin with his objectives.

Parker et al. (40) also mentioned the weak point of scientific management. He stated that the weak point of scientific management was the assumption that men always work harder and produce more for increased pay--the concept that workers are pure "economic men," what they do being determined solely by money and material gain. Such theories tend to neglect other human desires that are often of more concern to workers than high pay. Desire for security, conformity of group standards, the pride of personal integrity, acceptance of others--these are all important influences on a worker's behavior.

Other limitations deal with quantification of goals. Koontz and O'Donnell (12) pointed out that many goals cannot be quantified. Moreover, they claimed that there are many worthwhile goals that are not quantitative; and the higher one goes in the management structure, the more objectives are likely to be qualitative. The difficulty of measuring qualitative goals was further emphasized by these writers. They indicated that qualitative goals can, for the most part, be made verifiable, although admittedly not with the complete degree of accuracy possible in quantitatively stated objectives.

Drucker (33) issued a similar statement to this effect. He said that quality is almost meaningless in respect to knowledge-people. Their

quality is far more important.

Another problem of MBO which may prove relevant is what Reddin (19) described as within the bounds of managerial effectiveness. Reddin claimed that before a manager can operate with full effectiveness, he must have a willingness to work to achieve his objectives which may mean preparedness to change his behavior. The greatest factor in any change is the human factor, he claimed.

To effect a change is not an easy task. People may not resist change, but they resist being changed.

Life is a constant process of relating. It is imbued with changes. Consider some of these statements.

"There is nothing permanent except change," says Heraclitus (41). "There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things," says Nicolo Machiavelli, (41); "it is one of the few constants in our society," says Beal (15); "it is the order of the day and we must face it as a basic fact of life," says Deyoe (42).

The types of changes may be in terms of modernization, transformation or adaptation; or in another approach, in terms of structure, technology, behavior or assumptions and values (41). On the other hand, the changes brought about in the process of education may be classified as: change in the knowledge of the things we know, change in the skills or the things we do, and change in the attitudes or the things we feel (43).

Advantages of MBO

In the preceding discussions on the disadvantages or limitations of

MBO, some of the advantages or benefits that may be derived by implementing the system were partly discussed.

Reddin (19) emphasized that MBO is the only system he knew that could measure managerial and organizational effectiveness. Koontz and O'Donnell (12) said of MBO that only in recent years have a significant number of those responsible for managing our various enterprises come to realize the simple truth that if objectives are to be actionable, they must be clear and verifiable to those who pursue them.

McConkey (32) viewed MBO as having to contribute to professionalism, while many writers consider it as a results-oriented style of management, with a built-in accountability system.

The increasing popularity of MBO in the State of Oklahoma requires Dr. Charles O. Hopkins, one of the authors of M/BE/OH! to render a minimum of 250 lectures or seminars a year on management by objectives. The benefits of MBO he pointed out are these (44, pp. 17-18):

1. MBO is a way of coordinating and giving directions to overall organizational activity.
2. MBO is a way of planning, organizing, and controlling work for an individual manager in his own department or function.
3. MBO is a way of insuring maximum utilization of individual talents and strengths.
4. MBO is a means to achieve maximum levels of achievement for individuals, departments, and the total organization.
5. MBO relates to a more effective performance evaluation and appraisal.
6. MBO is a system for better and more equitable salary administration.
7. MBO is a basis for coaching and developing subordinates.
8. MBO is a system for insuring continued analysis, improvement and growth.

9. MBO is an approach to releasing the motivational potential in people.
10. MBO is a fair way to accountability.
11. MBO is simple.
12. MBO is more formal.

MBO could also be successfully utilized in local government (45).

Other benefits of MBO were mentioned by Reddin (19, pp. 105-201):

1. Subordinates' Benefits

- Knowledge of what is expected of them
- Performance measurement
- Clarified authority and responsibility

2. Superiors' Benefits

- Motivates subordinates
- Strengthens relationships
- Provides coaching framework
- Eliminates weak appraisal methods

3. Organization Benefits

- Induces managerial effectiveness as a central value
- Focuses managerial effort
- Facilitates coordinated effort
- Provides objective reward criteria
- Identifies advancement potential
- Identifies development needs
- Facilitates change

4. Overall Benefits

MBO, while not obviously theoretical, is based on many sound organizational and psychological principles. These include focus on outputs of positions, feedback on performance, and the commitment arising from involvement.

MBO can be used in all parts of the organization . . . the basic ideas can be applied everywhere.

MBO is flexible in the nature and degree of its implementation To some extent MBO can be tailored to the style of the top manager in the organization and to the readiness of the organization to accept it.

It is not so complex a system that management needs to rely heavily on outside help to implement it. The ideas behind

MBO are perfectly clear, and the degree of success of its implementation will be equally clear.

MBO is now fully tested. It is beyond its trial period and has passed the test of profit improvement.

In the field of education, Knowles (46) reported that a recent refinement of the performance review procedure, that is consistent with the spirit of andragogy and has proven to be effective in need assessment, is the management by objectives process. Knowles defines andragogy as the art and science of helping adults to learn; whereas, pedagogy is the art and science of teaching children. The management by objectives system, therefore, is useful in extension education.

Summary

The Bureau of Animal Industry was organized on January 1, 1930, pursuant to Act No. 3639 dividing the Bureau of Agriculture into two distinct entities, the Bureau of Plant Industry and the Bureau of Animal Industry.

In a span of 44 years, the Bureau of Animal Industry underwent several organizational changes. These changes included the addition, abolition, renaming of divisions, even merging of the Bureau of Animal Industry with the Bureau of Plant Industry in the early part of World War II to be recreated again sometime in 1943.

Other changes included the creation of a position for an Assistant Director, Animal Industry Coordinator, creation of the Regional Offices and creation of the Marketing Unit.

As a result of these organizational changes, the Livestock Extension Division that was created in 1938 disappeared from the scene, only to appear again some 34 years later as a Livestock and Poultry Services Unit, by virtue of the Memorandum Circular No. 1, series of 1972, issued by

Arturo R. Tanco, Jr., Secretary, Department of Agriculture and Natural Resources upon recommendation of Pedro G. Refuerzo, Director of Animal Industry.

According to the Central Office Administrators who answered the writer's inquiry, the creation of the Livestock Extension Service was also a result of an internal arrangement, presumably between the Department of Agriculture and Natural Resources and the Bureau of Animal Industry.

Following the split of the Department of Agriculture and Natural Resources in 1974, into Department of Agriculture and Department of Natural Resources, a major organizational change again took place in the Bureau of Animal Industry.

Extension activities in the Philippines are conducted by educational institutions and a number of government agencies, one of which is the Bureau of Animal Industry.

A distinctive feature of the Bureau of Animal Industry Extension is the fact that it was designed to serve, but not limited to, the livestock producers as compared to the extension services rendered by the educational institutions like the vocational schools, universities, and other government agencies that deal with extension services on a multidisciplinary basis, including perhaps what the Bureau of Animal Industry does.

Qualified manpower to staff the livestock extension service in the national, regional, and provincial offices appeared to be the pressing need of the Bureau of Animal Industry Livestock Extension in the early years; therefore, manpower training of one to four weeks duration was conducted at the College of Agriculture, University of the Philippines.

This study perhaps may aid in better staffing and organizing the national, regional, and provincial offices through the concepts presented. Briefly discussed were management, the job of management, and the manager's work.

The development of scientific management has paved the way for the development of several management styles, one of which is management by objectives.

The various concepts, versions, or variants of MBO after the idea was first presented by Drucker in 1954 may be considered as second generation MBO. However, the various programs are considered similar, despite the differences in terminology.

Opinions vary on how to use the MBO approach. Also there is disagreement about its purpose. However, most authorities agree that the MBO approach involves the establishment and communication of organizational goals, the periodic, and then final review of performance as it relates to the objectives. In addition, agreement would be likely on the following elements as necessary ingredients to an effective MBO program: effective planning and goal setting by top level management, complete commitment of top management to this approach, integration of MBO to the various organizational systems of the institution, mutual goal setting, frequent performance review, and some degree of freedom in developing means for the establishment of objectives.

Research foundations of MBO, studies on actual MBO programs, the Oklahoma experience, the use of MBO in local government and in the field of education has established a strong base that MBO could be used in the extension service.

The limitations or disadvantages have been pointed out, most of

which deal with the human variables which somehow can be solved.

The various advantages discussed seemed to outweigh its limitations. MBO, once adopted, must be well supported, as organizational commitment or non-commitment is one of the most critical factors that determine its success or failure. This is a vision that must be nurtured because MBO breaks at the top.

CHAPTER III

METHODOLOGY AND RESEARCH DESIGN

This study was designed and developed in a manner categorized by Van Dalen as an opinion survey under descriptive research (47). A major effort was attempted to obtain opinions and judgments from present personnel concerning the management and organization of the Bureau of Animal Industry of the Republic of the Philippines.

The Population

The population for this study was personnel of the Bureau of Animal Industry in the Philippines. The groups included were:

1. The administrators from the Central Office in Manila. Questionnaires were directed towards four administrators: (a) The Director of Animal Industry, (b) The Assistant Director of Animal Industry, (c) The Livestock Action Officer for the National Food and Agriculture Council (NFAC), and (d) The National Livestock Extension Program Coordinator.
2. The 11 Regional Directors of the Bureau of Animal Industry.
3. The 26 Provincial Program Officers of the Bureau of Animal Industry.
4. At least 100 out of the 200 plus Livestock Extension Technicians of the Bureau of Animal Industry, preferably from the different regions of the country.

The Methods of Gathering Data

A combination of closed and open-ended types of questions were prepared for questionnaires by the writer under supervision of instructors at Oklahoma State University.

The contents of the questionnaires were based upon the three basic parts of the management system, Management by Objectives (MBO), as described by Hopkins (23), namely (a) plan, (b) implement, and (c) review.

The questions were also patterned after the Work Planning and Review (WPR) study as published by Carroll and Tosi (35) as well as the writer's experience gained through his intensive study of each phase, planning, implementation, and review.

Criteria for promotion, accountability, some human needs (48) (49) and the areas of job satisfaction or dissatisfaction are motivational components of an MBO system, and these were also included in the developed questionnaire schedules.

The questionnaires were sent to the Director of Animal Industry, Manila, Philippines, in mid-December, 1974, through Mr. Hugh F. Rouk, Director, Office of International Programs, Oklahoma State University, who financed the mailing of the questionnaires to the Philippines.

On January 9, 1975, the Director of Animal Industry endorsed and monitored the questionnaires to the various regional and provincial offices of the agency (50).

The Central Office, too, upon receiving the questionnaire schedules added two respondents--the Chief Planning Officer who was the concurrent Chief of the Marketing Unit, and former National Livestock Extension Program Coordinator, and the Chief of the Immunization and Disease Control

Section. Thus, the number of respondents increased from four to six for the Central Office Administrators and that offered advantages to the study.

From late January, 1975, through March, 1975, responses were received by the writer at Oklahoma State University. On April 20, 1975, giving due recognition to the fact that no responses had been received for about 20 days, the gathering of data was closed.

An Overview of the Research Design

The closed and open-ended types of questionnaires as an instrument for gathering the desired information from the Bureau of Animal Industry in the Philippines was envisioned as offering respondents a chance to express both objective and subjective opinions and judgments on the statements and questions provided.

Guidelines were designed to assist respondents in answering the questionnaires. The guidelines and the questionnaires may be seen in the appendix.

CHAPTER IV

RESULTS

Percentage Return

Of the six Central Office Administrators, one failed to return his response to the writer because the form given him was inadvertently lost and there was no time or way to replace it. This resulted in 83.3 percent return from the Central Office.

Six of the 11 Regional Directors responded giving a 54.5 percent return, while 18 or 69.2 percent of the 26 Provincial Program Officers responded. However, an unfortunate incident occurred in that seven of these Provincial Program Officers used the form intended for the Livestock Extension Technicians. This obviously did seriously limit data available from Provincial Program Officers.

Sixty-three of the 100 Livestock Extension Technicians returned their responses to the writer. Out of the 63 returns, one form was without any responses, and again an error was made in that nine forms were filled out by the technicians using the form intended for the Provincial Program Officers. Admittedly, this further limited the study to 53 percent return of usable information. Responses from the nine forms, except for a few selected items, limited usage in the same manner as did those received from the Provincial Program Officers.

Some respondents among the Provincial Program Officers and the Livestock Extension Technicians occasionally offered incomplete responses;

that is, they omitted some items probably out of haste, avoidance, attempt to acquiesce, or otherwise. This did pose a problem and made certain analysis of data somewhat more difficult.

Findings

Program Planning

The five or 100 percent of the Central Office Administrators were in accord with the idea that the Bureau of Animal Industry should pattern its national goals and objectives consistent with the national policy, goals, and objectives of the Department of Agriculture and the National Food and Agriculture Council. The Council was created by Executive Order No. 183 on May 6, 1969, as a coordinating body that shall oversee, unify, and integrate the administration and implementation of the total food production program of the Philippine government.

Four out of the five Central Office Administrators indicated that they feel they have to confer with the Top Officials of the Department of Agriculture before the program is finalized. One of the Central Office Administrators explained that the "Planning and Management Staff . . . is the unit in the BAI that consolidates the various plans submitted by [the] field units and divisions of the BAI." This statement was taken by the writer to mean that whatever the planning and management staff does with the plans submitted by the various units and divisions of the agency, some have to be legitimized by the Director of Animal Industry and subsequently included during their conference with the Top Officials of the Department of Agriculture.

A question was asked (Question 4) whether the Bureau of Animal

Industry national program had to be first approved by the Top Officers of the Department of Agriculture before it is implemented. All five of the Central Office Administrators offered an affirmative answer. The same administrators offered some comments. One of them commented that "the fact that the plan is submitted to the Department Secretary; it follows that the Secretary has to go over and modify, approve or reject." The other four administrators offered similar comments: "The program as presented to the DA Secretary for his final comments and recommendations."

All six Regional Directors claimed that they prepare their regional programs and set their own performance objectives or targets consistent with the national policy of the Bureau of Animal Industry. But before they finalize their programs, four or 66.6 percent of them feel they have to confer with their staff and the Provincial Program Officers. One of these four Regional Directors includes his station managers in the conference. One of the six Regional Directors confers with his staff, the Provincial Program Officers, Livestock Inspectors, Artificial Breeding Technicians, Livestock Extension Technicians, and other fieldmen in his region, including the Director of Animal Industry or his representative before finalizing his program. Another one of the six Regional Directors, in addition to conferring with the personnel as does the other Regional Director, also confers with the Top Officials of the Department of Agriculture before finalizing his program.

All the six Regional Directors indicated that their regional programs have to be first approved by the Director of Animal Industry before they are implemented.

In like manner, all the Provincial Program Officers of the Bureau of Animal Industry also claimed that they prepare their provincial programs

and set their own performance objectives or targets. However, one of these Provincial Program Officers did not answer the question of whether the provincial office should pattern its goals and objectives consistent with the national and regional policies of the agency. The ten Provincial Program Officers offered affirmative answers with one giving two answers, "yes" for long-ranged objectives and "not necessarily for short-ranged objectives." Four of the ten who responded claimed that they confer with their staff, the Livestock Inspectors, Artificial Breeding Technicians, Livestock Extension Technicians, and other fieldmen in their province before they finalized their program. Five do the same thing as the four Provincial Program Officers with the inclusion of their Regional Directors in their conference before they finalized their program. One claimed that he included his staff, his Regional Director, the Livestock Inspectors, Artificial Breeding Technicians, and other fieldmen in his province including local officials and other agencies; for, according to him, "they are of help in the formulation and implementation of the provincial program."

Six of the nine Provincial Program Officers who answered the question asked whether their program has to be first approved by their Regional Directors before it is implemented gave affirmative answers. Three gave negative answers.

A majority of the Livestock Extension Technicians also claimed that they prepare their program and set their own performance objectives or targets. Of the 53 technicians who responded, 48 or 90.5 percent claimed they do. Five or 9.4 percent claimed they do not. Two of the five technicians who do not prepare their programs or set their own performance objectives or targets remarked that it is the "Central Office that set

their targets."

Forty-four or 84.6 percent of the 52 technicians who answered the question asked with regard to their program and performance objectives or targets being consistent with the goals and objectives of the regional and provincial offices gave affirmative answers. Four or 7.6 percent said "no" to the question. Another four claimed they have "no knowledge."

A question was asked among the technicians whether their program has to be first approved by their immediate superiors, the Provincial Program Officers, before it is implemented. Forty-six or 92.0 percent of the 50 technicians offered affirmative answers. Four or 8.0 percent gave negative answers.

From the foregoing, it appeared that program planning in the Bureau of Animal Industry is initiated at the Central Office, Manila, consistent with the national policy, goals, and objectives of the mother agency--the Department of Agriculture.

The Regional Directors in turn appear to prepare their program consistent with the national policy of the agency. The Provincial Program Officers likewise prepare their programs in a way that is consistent with the regional goals and objectives of the Bureau of Animal Industry. The Livestock Extension Technicians do the same as their Provincial Program Officers. They prepare their program, goals, and objectives to be legitimized by their immediate superiors.

Therefore, while program planning appeared to be centralized in the Bureau of Animal Industry, there is a high degree of flexibility with the lower management levels having to prepare their own programs and set their performance objectives consistent with the national policies, goals, and objectives.

Participation of Selected Personnel in Goal

Setting

The degree of participation of selected personnel in the preparation of the national goals (satisfaction of the effective demand and exportation of the surplus) of the meat and egg production programs of the Bureau of Animal Industry as perceived by the Central Office Administrators, regional goals as perceived by the Regional Directors and provincial goals as perceived by the Provincial Program Officers may be seen in Figure 4.

The rank order of persons perceived to have participation in the preparation of national goals by the Central Office Administrators ranged from the greatest for the staff of the Director of the Bureau of Animal Industry as indicated by a rating of five to the lowest for the Action Officer of the artificial insemination program with a 2.3 rating. Others who ranked high in participation were the Director and Assistant Director (4.8), Top Officials of the Department of Agriculture (4.4), and NFAC Livestock Action Officer (4.4).

Regional Directors perceived Provincial Program Officers (4.8) and themselves (4.6) as having the greatest participation in regional goal setting. The rest were perceived as having similar participation with ratings of 3.2 or less, except the Top Officials of the Department of Agriculture who rated only 2.1.

In their responses, the Provincial Program Officers rated themselves highest in participation in provincial goal setting with a 4.7 rating, Regional Directors (3.7), NFAC Livestock Action Officer (3.6), Livestock Inspectors and Technicians (3.4), Action Officer of the artificial

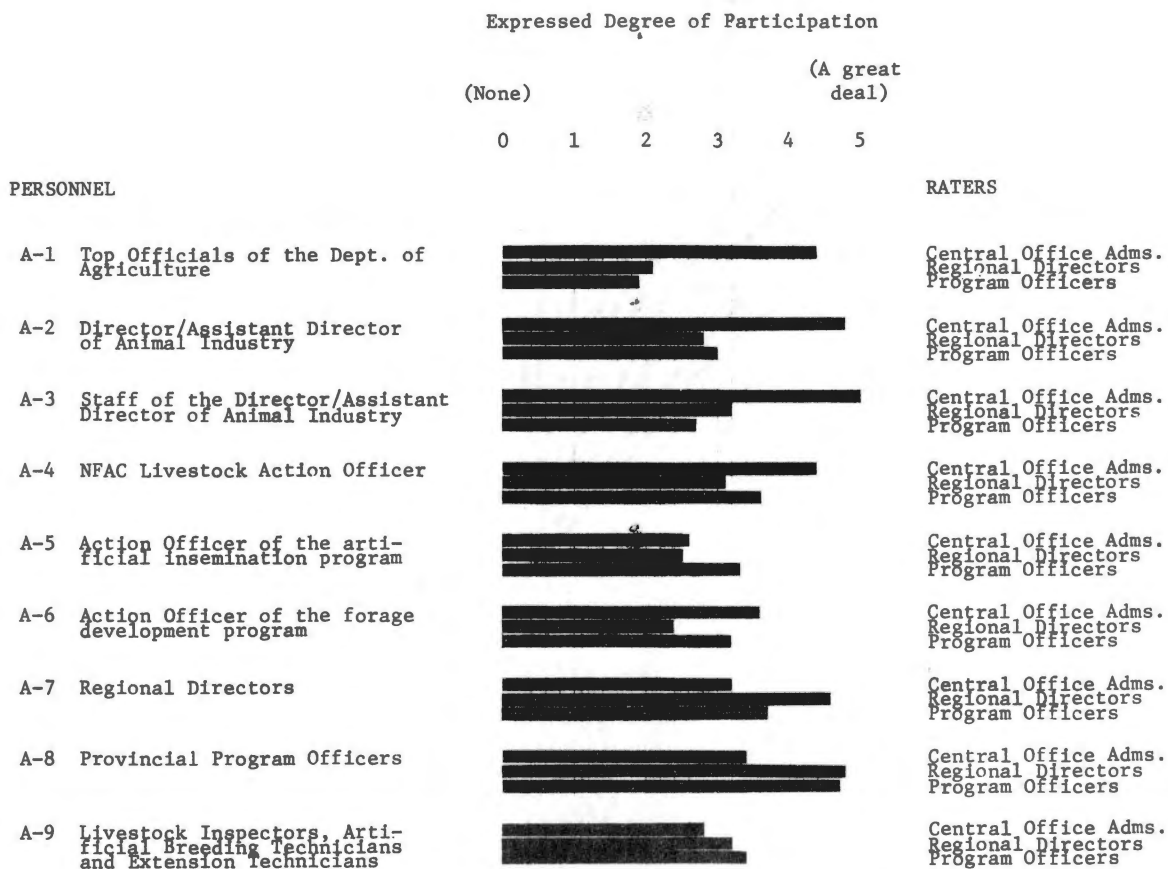


Figure 4. Degree of Participation of Selected Personnel in the Preparation of Goals at Their Level as Perceived by Central Office Administrators, Regional Directors, and Provincial Program Officers

insemination program (3.3), and Action Officer of the forage production program (3.2) were perceived as having high participation; whereas, the higher officials and staffs had lower with the Top Officials of the Department of Agriculture least (1.9).

This appears to indicate the participation in the setting of goals for the different levels generally takes place at those levels.

Participation of Selected Personnel in
Target Setting

The degree of participation of selected personnel in preparation of the national targets (kilograms or tons of meat, milk or eggs, or number of services rendered), as perceived by the Central Office Administrators, regional targets as perceived by the Regional Directors, and provincial targets as perceived by the Provincial Program Officers may be seen in Figure 5.

The rank order of persons perceived to have participation in the preparation of national targets by the Central Office Administrators ranged from the greatest for the staff of the Director/Assistant Director as indicated by a rating of five to the lowest for the Top Officials of the Department of Agriculture with a 0.8 rating. Others who ranked high in participation were the Action Officer of the artificial insemination program (4.6), Action Officer of the forage development program (4.2), the Director/Assistant Director (3.6), the NFAC Livestock Action Officer (3.6), the Provincial Program Officers (3.4), and the Regional Directors (3.2).

In their responses, the Regional Directors perceived the Provincial Program Officers (4.6), the Regional Directors themselves (4.5), the NFAC

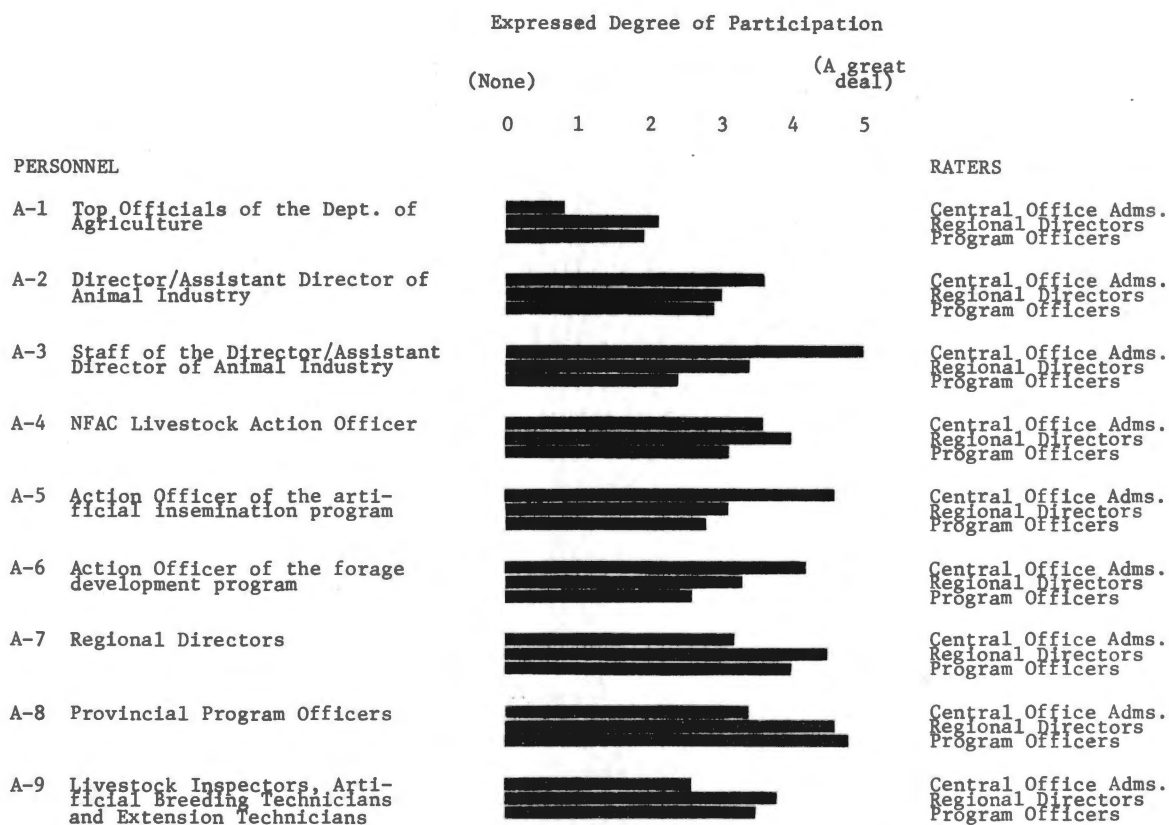


Figure 5. Degree of Participation of Selected Personnel in the Preparation of Targets for Their Level as Perceived by Central Office Administrators, Regional Directors, and Provincial Program Officers

Livestock Action Officer (4.0), and the Livestock Inspectors and Technicians (3.8) as having the greatest participation in the regional target setting. The rest were perceived as having similar participation with ratings of 3.4 or less. The Top Officials of the Department of Agriculture had the least participation (2.1).

The Provincial Program Officers rated themselves highest in participation in provincial target setting with a 4.8 rating, Regional Directors (4.0), the Livestock Inspectors and Technicians (3.5), and the NFAC Livestock Action Officer (3.1). The higher officials and staff had lower participation with the Top Officials of the Department of Agriculture having the least (1.9).

Participation of Selected Personnel in Setting Job Functions

The degree of participation of personnel in the preparation of job functions or specific duties and responsibilities, of those involved in the implementation of the Bureau of Animal Industry programs for FY 1971-1974, as perceived by the Central Office Administrators, Regional Directors and Provincial Program Officers may be seen in Figure 6.

The Central Office Administrators perceived the Action Officer of the artificial insemination program as having the greatest participation (4.6) followed by the Action Officer of the forage development program (4.2), the Provincial Program Officers (4.2), the Director and Assistant Director (3.8), the Regional Directors (3.8), and the staff of the Director and Assistant Director (3.6). Others who ranked high in their participation in the preparation of job functions are the Livestock Inspectors and Technicians (3.2), and the NFAC Livestock Action Officer

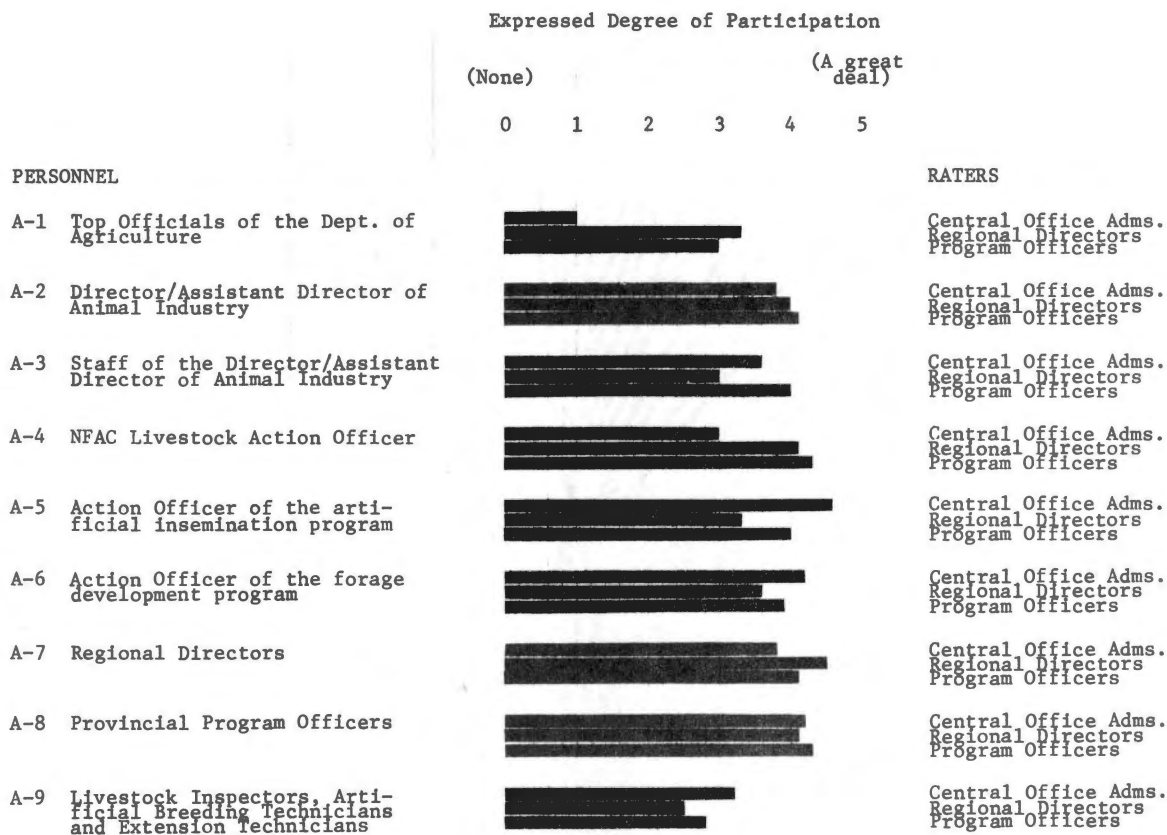


Figure 6. Degree of Participation of Selected Personnel in the Preparation of Job Functions of Those Involved in the Implementation of Programs, as Perceived by Central Office Administrators, Regional Directors, and Provincial Program Officers.

(3.0). The Top Officials of the Department of Agriculture have the least participation with a rating of 1.0.

The Regional Directors perceived themselves (4.5), the NFAC Livestock Action Officer (4.1), the Director and Assistant Director (4.0), and the Action Officer of the forage development program (3.6) as having the greatest degree of participation in the preparation of specific duties of those involved in the implementation of the Bureau of Animal Industry programs. Other officials with high participation were the Top Officials of the Department of Agriculture (3.3), the Action Officer of the artificial insemination program (3.3), and the staff of the Director (3.0). The Livestock Inspectors were perceived as having the least participation with a rating of 2.5.

The Provincial Program Officers perceived themselves (4.3), the NFAC Livestock Action Officer (4.3), the Director and Assistant Director (4.1), and the Regional Directors (4.1) as having the greatest participation in the preparation of specific duties of personnel directly involved with implementing programs. Others who ranked high were the staff of the Director (4.0), the Action Officer of the artificial insemination program (4.0), and the Action Officer of the forage development program (3.9).

The Top Officials of the Department had lower participation with a rating of 3.0, and the Livestock Inspectors and Technicians the least with 2.8.

Perceptions of Problems by Personnel
at Various Levels

Presented in Figure 7 are the perceptions of the extent to which

selected problems occur within the Bureau of Animal Industry Livestock Extension Service as reported by personnel at various levels.

The problem on manpower resources, A-1 through A-10, was answered by five Central Office Administrators, six Regional Directors, 15 to 18 Provincial Program Officers, and 57 to 60 Technicians.

Lack of qualified staff in the Central Office was perceived by the Central Office Administrators (5.0), and the Regional Directors (4.1) as a great problem of the extension service. The Provincial Program Officers and the Technicians also viewed this as a problem of the extension service but to a lesser degree.

Lack of qualified staff in the Regional Offices was perceived by Central Office Administrators (5.0) and Regional Directors (4.5) as a great problem of the extension service and also by the Provincial Program Officers (3.5) and the Technicians (2.9).

Lack of qualified staff in the Provincial Offices was viewed by the Central Office Administrators (5.0), the Regional Directors (4.6), and Provincial Program Officers (3.5) as a great problem of the extension service; whereas, the Technicians viewed it as a moderate problem (2.7).

An insufficient number of extensionmen were viewed by the Central Office Administrators (5.0), Regional Directors (4.3), Provincial Program Officers (4.2), and Technicians (3.9) as a great problem of the extension service.

Lack of training of Technicians was perceived by the Central Office Administrators (4.2), Regional Directors (3.6), Program Officers (3.3), and Technicians (3.2) as a problem of the extension service. Lack of training of Provincial Program Officers was viewed by the Central Office Administrators (4.0) and Regional Directors (3.8) as quite a problem for extension.

Specific Problem	Expressed Extent of Problem					Source of Response
	(No Problem)		(Great Problem)			
	1	2	3	4	5	
A. Manpower						
A-1. Lack of qualified staff in the Central Office	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-2. Lack of qualified staff in the Regional Offices	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-3. Lack of qualified staff in the Provincial Offices	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-4. Insufficient Technicians	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-5. Lack of training of Technicians in extension concepts, methods, agri-business, program planning and evaluation	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-6. Lack of training of Program Officers in extension concepts, methods, agri-business, program planning and evaluation	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-7. Lack of training of Regional Directors in extension concepts, methods, agri-business, program planning and evaluation	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-8. Lack of supervision of Technicians	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-9. Lack of secretarial staff in Central, Regional and Provincial Offices	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
A-10. Lack of administrative support from Top Administrators (higher in rank than the respondent)	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
B. Funds						
B-1. Lack of travel funds	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
B-2. Lack of funds to procure supplies and equipment	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
C. Materials						
C-1. Lack of transport for mobility of Technicians	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
C-2. Lack of feedforward materials like references, research publications, etc.	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians
C-3. Lack of supplies and equipment	[Redacted]					Central Office Adms. Regional Directors Program Officers Technicians

Figure 7. Perceptions of the Extent to Which Selected Problems Occur Within the Bureau of Animal Industry Livestock Extension as Reported by Personnel at Various Levels

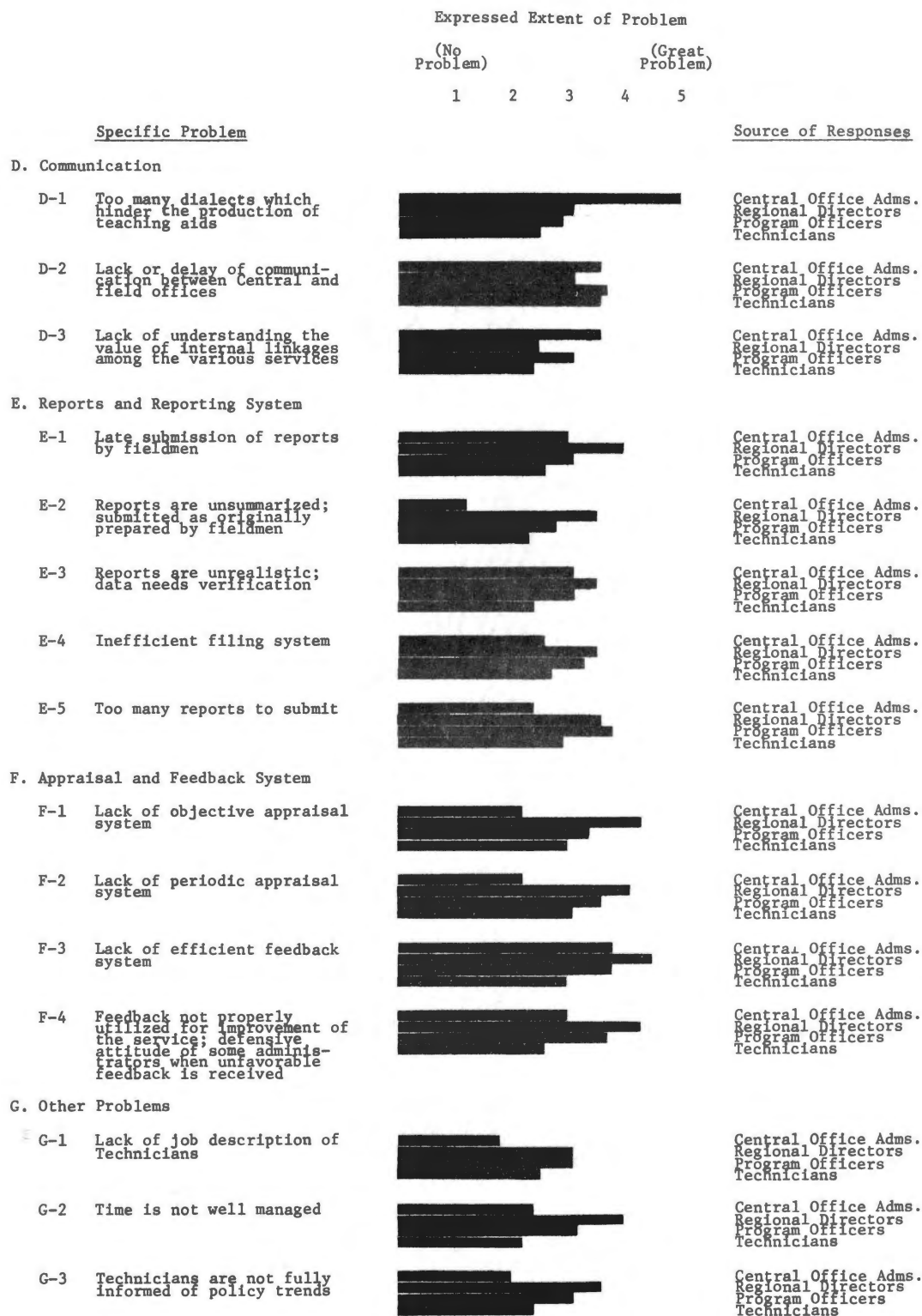


Figure 7. (Continued)

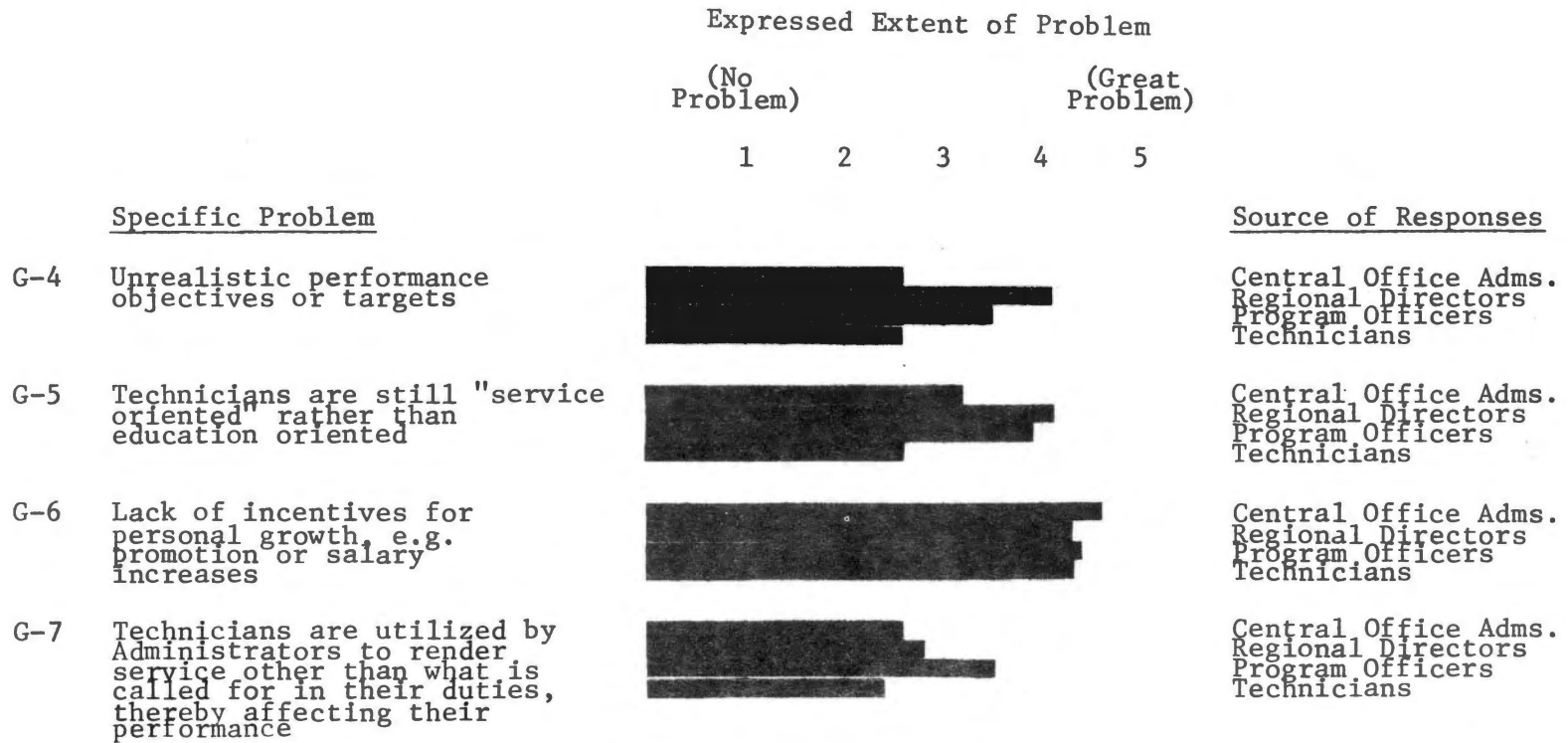


Figure 7. (Continued)

In contrast to the Central Office Administrators and Regional Directors who considered lack of training for technicians a problem were the Provincial Program Officers and Technicians. This last group viewed this aspect of the total as a moderate problem by their rating of less than 3.0.

Lack of training of Regional Directors in extension concepts, extension methods, agribusiness, program planning, and evaluation was perceived by the Central Office Administrators as a great problem (4.8) of the extension service. The regional Directors (3.1), Provincial Program Officers (2.9), and Technicians viewed this as a moderate problem of the extension service.

Lack of supervision of Technicians was perceived by most management levels as a moderate problem with their rating of 3.2 or less; whereas, lack of secretarial staff was perceived by the Central Office Administrators (3.0) as a moderate problem, increasing gradually as it reached the Technician's level (3.5).

Lack of administrative support (higher in rank than the respondent) appeared to be perceived by the Central Office Administrators and Regional Directors as a minor problem (1.8). However, this problem seemed to increase in intensity as management level went down as indicated by the rating of 3.1 to 3.2 given by Program Officers and Technicians.

Funds and Materials. The problems of funds and materials were rated by five Central Office Administrators, six Regional Directors, 18 Provincial Program Officers and 59 to 60 Technicians. Lack of travel funds as perceived by Central Office Administrators appeared to be a minor problem (2.0) of the extension service. However, this problem seemed to increase in intensity (3.6) as management level went down.

Lack of funds to procure supplies and equipment as viewed by the various management levels has the same pattern as the lack of travel funds. Lack of transport for mobility of Technicians was perceived by the Central Office Administrators (3.8), the Regional Directors (2.3), Program Officers (3.2) and Technicians (2.9) as a problem of the extension service.

Lack of feedforward materials like references, research publications, etc. was viewed by the various management levels as problems of the extension service as indicated by their rating of 3.3 to 4.2. Lack of supplies and equipment was likewise viewed by the various management levels as a problem of the extension service as indicated by their rating of 3.8 to 4.3.

Communication. The question on communication was answered by five Central Office Administrators, six Regional Directors, 18 Provincial Program Officers, and 59 to 60 Technicians.

Too many dialects which hinder the production of teaching aids were perceived by the Central Office Administrators as a great problem (5.0) of the extension service. It is possible that the close to 100 dialects in the Philippines have made the Central Office Administrators take this stand. This problem, however, seemed to decrease as management level went down (2.5).

Lack or delay of communication between Central and Field Offices, lack of understanding the value of internal linkages among the various services, appeared to be perceived by personnel at various levels as minor to moderate problems of the extension service.

Another possible problem involving communication was the issue asked in Question 9 of the Central Office Administrators questionnaire. The

question asked was: As a deviation from the Standard Operating Procedure in an upward flow of communication from a Source with a Message through a Channel thence to the Receiver for action, in your opinion how would you consider this situation: "Source with a message by-passing the channels, then to the Director for action."

Five or 100 percent of the Central Office Administrators responded that such a situation was a prerogative of the Director of Animal Industry. This question was asked because it had been encountered by the writer on several occasions in the field operations of the agency. Fieldmen sent communications to the Central Office in Manila by-passing the normal channel like the Regional Office in an attempt to get faster response. However, at times the communication was returned to the sender without action and sometimes without reaching the intended audience.

On the other hand, for the channels to hold communication indefinitely without action, or their outright disapproval of the message without the message reaching the intended audience, e.g. the Director of Animal Industry, presupposes that the Director of Animal Industry thinks or acts the way the channel(s) do without due recognition to the prerogatives of the Director of Animal Industry as head of the agency, to act appropriately on the message.

This apparent problem of communication may be resolved by the Central Office Administrators' communication to fieldmen of the course of action appropriate for this kind of situation.

Reports and Reporting System. This question on reports and reporting system was answered by five Central Office Administrators, the six Regional Directors, 18 Provincial Program Officers, and 57 to 58 Technicians.

These problems were rated by the Regional Directors as ranging from

3.5 to 4.0 in contrast with other management levels who rated these problems as 1.2 to 3.3, except the item on too many reports to submit which was rated 3.8 by the Provincial Program Officers.

Appraisal and Feedback System. These problems were answered by five Central Office Administrators, six Regional Directors, 18 Provincial Program Officers, and 58 to 59 Technicians.

The Central Office Administrators viewed these problems as minor (2.2) to moderate (3.0) ones, except the problem on lack of an efficient feedback system which was rated 3.8. The Regional Directors on the other hand perceived appraisal and feedback system as great problems (4.1 to 4.5) of the extension services. The Provincial Program Officers rated these problems 3.4 to 3.8, while the Technicians viewed these problems as minor to moderate ones.

Other Problems. Other problems of the extension service which seemed to concern the Regional Directors and Provincial Officers more than the Central Office Administrators and Technicians are lack of job description, time management, policy trends, unrealistic performance objectives or targets, and technicians being "service oriented" rather than "education oriented."

Of all the possible problems of the extension service that was presented, it was the problem of the lack of incentives for personal growth of technicians where all the management levels had a very high unanimity of opinion. The Central Office Administrators rated this problem 4.6, the Regional Directors and Technicians 4.3, and Provincial Program Officers 4.4. This problem must be viewed with great concern since among the resources available to administrators, it was claimed that it is only men who can grow and develop.

Another problem that must be viewed with concern is the fact that Technicians are utilized by Administrators to render service other than what is called for in their duties, thereby affecting their performance. The Provincial Program Officers rated this item 3.5; whereas, others rated it 2.8 or less. One of the Provincial Program Officers seemed to rationalize his position when he remarked that it is "due to lack of personnel."

Other problems of the extension service as presented by the various respondents with their corresponding rating scales are as follows:

A great problem -----5

No problem -----1

Central Office Administrators -----None Listed

Regional Directors:

G-8. Lack of objective record sheet-----5

Performance and functions are affected by
existing peace and order conditions in the
region-----4

Extension technicians lack the support of
local elective officials-----5

Lack of exposure on the practical aspects on
the different livestock and poultry projects-----5

G-9. Lack of performance appraisal system-----5

Lack of initiative on the part of the
extension technicians-----5

Lack of sincerity on the work-----5

G-10. Highly centralized budgetary system-----5

Provincial Program Officers:

- G-8. Extension technicians should have a
 separate unit-office in [the] provincial
 as well as regional offices-----5
 No national guidelines to follow in supervised
 credit for livestock and poultry-----5
 Impossible/impractical to delineate Extension
 Technicians from Livestock Inspectors-----5
 Frequent transfer of assignment of
 production technicians-----4
- G-9. (Reworded) Performance of extension
 technicians should be measured in terms
 of animal units of cooperators-----4
 Commercial livestock projects are not
 cooperating with the program of the Bureau-----5
 Improper selection of Technicians, lack of
 inclination to extension work-----4
 Marketing program for supervised credit
 animals-----5

Livestock Extension Technicians:

- G-8. Extension supervisor must make follow-up
 of his extension technicians-----5
 Goals and objectives of extension are not
 well defined, thereby technicians could
 not formulate programs within their
 respective assignments-----4
 Technicians assigned in Rural Banks [are]
 doing some clerical work due to lack of

- of personnel of the bank-----5
- Lack of feed ingredients in the market to
encourage home-mixing of feeds to lower
the cost of production-----5
- Extension has no presentable and comfortable
transportation-----5
- Different line agencies of the government have
no full coordination with each other-----5
- G-9. Sometimes extension technicians and
inspectors do not have close coordination
especially [in] handling classes and
seminars-----3
- (reworded) Technicians assigned with the Rural
Banks incur more traveling expenses-----5
- Price of liveweight in the farm is very low
to allow a good margin of profit-----5
- Lack of support from the Marketing Staff-----5
- The same program of [the] different
government agencies with different systems
of implementation-----5
- G-10. Equipment and facilities like Jeeps,
Tape Recorders, Cameras are necessary in
[the] implementation [of the program]-----4
- Price of feeds is high leaving the raisers
little or no profit at all-----5
- Technicians do not start from a zero level
assistance in most of the projects but

actually start from a semi-commercial project-----5

The foregoing problems of the extension service as reported by the Regional Directors, Provincial Program Officers and Technicians involved administration or leadership, supervision, coordination, recruitment of personnel, highly centralized budgetary system, knowledge in extension education, personnel development, goals or performance objectives, evaluation, livestock management, funding, material resources, marketing, peace and order conditions and too high cost of feeds or feed ingredients.

The comment about "highly centralized budgetary system" deserves attention. The budget by its very nature could act as a program constraint if it does not reach its intended users on time and in adequate amount as programmed.

Criteria for Promotion

The criteria for promotion as reported by the Central Office Administrators, Regional Directors and Provincial Program Officers involved a variety of factors.

Three of the five Central Office Administrators had indicated that performance or behavior followed by qualification and seniority are the criteria for promotion. One Central Office Administrator indicated that performance and educational qualification are the criteria for promotion, and one had indicated that qualification, seniority, and behavior are the criteria for promotion. If behavior was taken to mean performance, then all the Central Office Administrators considered performance as one of the criterion for promotion.

Four or 66 percent of the six Regional Directors mentioned performance as one of the criteria for promotion. Potential ability to manage

developmental goals and objectives, communication skills, human relations skills, merit, experience and scholastic qualification, and one who can deliver the goods were other criteria that were mentioned by these four Regional Directors.

One Regional Director indicated that the criteria for promotion should be based on performance, while another Regional Director mentioned "proper connection," as the criteria for promotion.

Five or about 45 percent of the 11 Provincial Program Officers considered performance as a criterion for promotion. Other factors such as length of service, education, training and experience, civil service eligibility, efficiency rating, public or community relations, efficiency, honesty, command responsibility are among those included as criteria for promotion.

One Provincial Program Officer had indicated that seniority and experience are the criteria for promotion; another Provincial Program Officer mentioned that "merit system" is the criterion for promotion; another Provincial Program Officer mentioned that "promotion must be based on seniority in performance and not seniority in the length of the service . . ."; another Provincial Program Officer mentioned that "connections rather [than] merit" is the criterion for promotion; and still another Provincial Program Officer mentioned that "performance is supposed to be the criterion, but in some it is the nearness to the 'kitchen' that counts, as the criterion for promotion.

The apparent unanimity of opinion among the Central Office Administrators with their view on the criteria for promotion is very encouraging. The diversity of opinion among the Regional Directors and the Provincial Program Officers with the same subject was, however, to the contrary.

It may be of necessity that this hot issue on the criteria for promotion be treated with great concern by the proper authorities, and a more objective rating system be developed and communicated down to the lower management levels.

Accountability

The expressed accountability of personnel at various levels may be seen in Figure 8.

As perceived by the five Central Office Administrators, the accountability of Regional Directors, Provincial Program Officers, Livestock Inspectors, and Artificial Breeding Technicians was high. Their perceptions on the accountability of the Livestock Inspectors or Artificial Breeding Technicians appeared to have tapered off a little which seemed to indicate that the accountability of these personnel are slightly lower than the accountability of the Regional Directors and the Provincial Program Officers.

Although the Livestock Extension Technicians were excluded in the question on accountability, it is assumed that they are with the category of the Livestock Inspectors and the Artificial Breeding Technicians.

The six Regional Directors perceived accountability of themselves, the Provincial Program Officers, Livestock Inspectors, and Artificial Breeding Technicians as high. They perceived everybody as equally accountable for the achievement of results in their area.

The Provincial Program Officers had a slightly different view on accountability. They perceived accountability of Regional Directors as quite high, gradually increasing as it reached their level, and still increasing as it reached the Livestock Inspectors and Artificial Breeding

Technicians.

Accountability appeared to increase as management level went down. The 59 Livestock Extension Technicians perceived accountability at a lower level than did the Provincial Program Officers, the Regional Directors, and the Central Office Administrators. Their perceptions on accountability of Regional Directors and Provincial Program Officers were equal. It appeared, however, that they are slightly more accountable than the Regional Directors and Provincial Program Officers which seemed to indicate that they were accepting their responsibilities.

Accountability, appraisal, and criteria for promotion are perhaps the hottest issues that were included in the questionnaire.

Job Functions of Program Officers

The major job functions of Provincial Program Officers is shown in Table I.

Of the 11 Provincial Program Officers who responded, nine claimed they perform planning functions; two claimed they perform research functions; all 11 claimed they perform supervision and directing functions; five claimed they perform staffing functions; ten claimed they perform administrative functions; and nine claimed they perform other duties as assigned.

One Provincial Program Officer claimed that he or she performs all six functions; three claimed they perform five functions; five claimed they perform four functions; one claimed he performs three functions; and one claimed he performs two functions.

The major job function of Provincial Program Officers was reported to be as few as only two to as many as six major functions.

TABLE I
DISTRIBUTION OF MAJOR JOB FUNCTIONS AS REPORTED BY
PROGRAM OFFICERS

Major Job Functions	Program Officers Reporting (n=11)											Total
	1	2	3	4	5	6	7	8	9	10	11	
1. Planning	x		x	x	x	x	x	x	x	x		9
2. Research			x	x								2
3. Supervising & Directing	x	x	x	x	x	x	x	x	x	x	x	11
4. Staffing			x	x		x	x	x				5
5. Administrative	x	x	x	x	x	x	x	x	x	x		10
6. Other duties as assigned	x	x	x		x	x	x	x		x	x	9
Number of Functions	4	4	6	4	5	5	5	4	3	4	2	

Program Officers and Technicians

Influence on Setting Objectives. The influence on setting objectives or performance targets is shown in Table II.

Two Provincial Program Officers claimed their Regional Directors had greater influence; three claimed they had the same influence as their Regional Directors; two claimed their Regional Directors had lesser influence; and three claimed their Regional Directors had much lesser influence than they themselves did. The group score averaged 3.60 which tended to indicate that the Provincial Program Officers had the same influence as their Regional Directors in setting performance objectives or targets.

Fifteen of the 51 Technicians claimed their Program Officers had

TABLE II

DEGREE OF INFLUENCE OF DESIGNATED PERSONS COMPARED TO SELF AS PERCEIVED BY
PROGRAM OFFICERS AND TECHNICIANS

Officials Designated	Respondents	Number Responding	<u>Responses</u>										Mean
			Much Greater (1)		Greater (2)		Same (3)		Less (4)		Much Less (5)		
			N	%	N	%	N	%	N	%	N	%	
Regional Directors	Program Officers	10	0	0	2	20.00	3	30.00	2	20.00	3	30.00	3.60
Program Officers	Technicians	51	15	29.41	5	9.80	28	54.90	2	3.92	1	1.96	2.39

much greater influence; five claimed their Program Officers had greater influence; 28 claimed they had the same influence as their Program Officers; two claimed their Program Officers had lesser influence; and one claimed his Program Officer had much less influence on setting targets than they themselves did. The group score average 2.39, indicating that the Program Officers had greater influence in setting targets than the Technicians.

Relative Difficulty of Performance Objectives. The relative difficulty of performance objectives set for their position as perceived by the Program Officers and Technicians may be seen in Table III.

Of the ten Program Officers who responded, two claimed that their targets were easy; seven claimed they had some difficulty; and only one claimed that it was difficult. No one claimed that their target was extremely easy or extremely difficult. The group score averaged 2.90 which seemed to indicate that the Program Officers viewed their targets as easy.

The Technicians perceived their targets almost the same way as did the Program Officers.

Since 90 percent of the Program Officers appeared to have viewed their targets as easy to some difficulty as did most of the Technicians, these personnel apparently could be assigned additional objectives for more action. The Program Officers particularly can easily do this since 80 percent of them appeared to have the same or more influence than their Regional Directors on setting objectives.

Success in Achieving Objectives of Targets. In Table IV, the relative success in achieving the performance objectives of the Program Officers and Technicians is shown.

TABLE III

RESPONSES AS TO RELATIVE DIFFICULTY OF PERFORMANCE OBJECTIVES OR TARGETS AS PERCEIVED BY PROGRAM OFFICERS AND BY TECHNICIANS

Officials	Number Responding	<u>Responses</u>										Mean
		Extremely Easy (1)		Easy (2)		Some Difficulty (3)		Difficult (4)		Extremely Difficult (5)		
		N	%	N	%	N	%	N	%	N	%	
Program Officers	10	0	0	2	20.00	7	70.00	1	10.00	0	0	2.90
Technicians	53	2	3.77	9	16.98	38	71.69	4	7.54	0	0	2.83

Sixty percent of the Program Officers claimed that little activity was done, and 40 percent claimed that their targets were partially met. The Technicians, too, had almost the same view. About 14 percent claimed that no activity was done; 47 percent claimed that little activity was done; 37 percent claimed that their targets were partially met; and only about 2 percent claimed that their objectives were achieved.

Extent of Feedback Received. Table V shows the relative extent of feedback received from superiors as perceived by Program Officers and Technicians.

Of the ten Program Officers who responded, four claimed they occasionally received feedback; five claimed they frequently received feedback; and one claimed he or she very frequently received feedback. None claimed that he never or rarely received feedback. The group score averaged 3.70, indicating that the Program Officers occasionally received feedback of their performance from their superiors.

The Technician perception on the extent of feedback received from their superiors appeared to have a wider dispersion with a cumulative mean score of 3.35, indicating that they too occasionally received feedback from their superiors.

Extent of Opinion Asked by Superiors from Subordinates. The relative extent of opinion asked by superiors when a problem came up that involved the work of Program Officers and Technicians may be seen in Table VI.

Of the ten Program Officers who responded, eight claimed that most of the time their superior asked their opinion when a problem came up that involved their work; one claimed that his superior rarely asked his opinion; and another claimed that his superior almost always asked his opinion when a problem comes up that involved his work. The group score

TABLE IV

RESPONSES AS TO RELATIVE SUCCESS IN ACHIEVING PERFORMANCE OBJECTIVES OR TARGETS AS PERCEIVED BY PROGRAM OFFICERS AND BY TECHNICIANS

Officials	Number Responding	<u>Responses</u>										Mean
		No Activity (1)		Little Activity (2)		Partially Met (3)		Achieved (4)		Exceeded (5)		
		N	%	N	%	N	%	N	%	N	%	
Program Officers	10	0	0	6	60.00	4	40.00	0	0	0	0	2.40
Technicians	51	7	13.72	24	47.05	19	37.25	1	1.96	0	0	2.27

TABLE V
 RESPONSES AS TO RELATIVE EXTENT OF FEEDBACK RECEIVED FROM SUPERIORS AS
 PERCEIVED BY PROGRAM OFFICERS AND BY TECHNICIANS

Officials	Number Responding	<u>Responses</u>										Mean
		Never (1)		Rarely (2)		Occasionally (3)		Frequently (4)		Very Frequently (5)		
		N	%	N	%	N	%	N	%	N	%	
Program Officers	10	0	0	0	0	4	40.00	5	50.00	1	10.00	3.70
Technicians	53	1	1.88	6	11.32	21	39.62	23	43.39	2	3.77	3.35

TABLE VI

RESPONSES AS TO RELATIVE EXTENT OF OPINION ASKED BY SUPERIOR WHEN A PROBLEM COMES UP THAT INVOLVED THE WORK OF RESPONDENTS AS PERCEIVED BY PROGRAM OFFICERS AND TECHNICIANS

Officials	Number Responding	<u>Responses</u>								Mean
		Rarely (1)		Sometimes (2)		Most of the time (3)		Almost Always (4)		
		N	%	N	%	N	%	N	&	
Program Officers	10	1	10.00	0	0	8	80.00	1	10.00	2.90
Technicians	53	3	5.66	12	22.64	25	47.13	13	24.52	2.90

averaged 2.90.

The Technician score, also, averaged 2.90, indicating that they, too, were sometimes asked by their superiors when a problem came up that involved their work.

Amount of Praise Received from Superiors. The relative amount of praise received from superiors as perceived by Program Officers and Technicians may be seen in Table VII.

Of the nine Program Officers who responded, two claimed they received only criticism from their superiors; one claimed he received little praise; four claimed they received equal criticism and praise; and two claimed they received mostly praise. The group score averaged 2.66 which seemed to indicate that the Program Officers are receiving about equal criticism and praise. Both averages fell within the absolute limits of the designation, equal praise and criticism.

Extent of Effort Increases Which Will Lead to Increased Performance. The responses as to anticipated degree to which effort increases will lead to increased level of performance as perceived by Program Officers and Technicians is shown in Table VIII.

The Program Officer's group score average 3.88 indicating that their increased effort will lead to increased performance almost to a great degree.

The Technician's score average 4.07, indicating that their increased effort will lead to increased performance to a great degree.

Self-Assessment of the Degree Work in Present Job Is Interesting. The mean score of Program Officers was 4.30, indicating that they perceived work in their present job as quite interesting as did the Technicians as shown in Table IX.

TABLE VII

RESPONSES AS TO RELATIVE AMOUNT OF PRAISE RECEIVED FROM SUPERIORS AS
PERCEIVED BY PROGRAM OFFICERS AND TECHNICIANS

Officials	Number Responding	<u>Responses</u>										Mean
		Criticism (1)		Little Praise (2)		Equal Criticism and Praise (3)		Mostly Praise (4)		Only Praise (5)		
		N	%	N	%	N	%	N	%	N	%	
Program Officers	9	2	22.22	1	11.11	4	44.44	2	22.22	0	0	2.66
Technicians	52	2	3.84	5	9.61	30	57.69	11	21.15	4	7.69	3.19

TABLE VIII

RESPONSES AS TO ANTICIPATED DEGREE TO WHICH EFFORT INCREASES WILL LEAD TO INCREASED LEVEL OF JOB PERFORMANCE AS PERCEIVED BY PROGRAM OFFICERS AND TECHNICIANS

Officials	Number Responding	<u>Responses</u>										Mean
		Unrelated At All (1)		Minor Degree (2)		Moderate Degree (3)		Great Degree (4)		Very Great Degree (5)		
		N	%	N	%	N	%	N	%	N	%	
Program Officers	9	0	0	1	11.11	2	22.22	3	33.33	3	33.33	3.88
Technicians	52	1	1.92	0	0	11	21.15	22	42.30	18	34.61	4.07

TABLE IX

RESPONSES AS TO SELF-ASSESSMENT OF THE DEGREE WORK IN PRESENT JOB IS INTERESTING
AS PERCEIVED BY PROGRAM OFFICERS AND TECHNICIANS

Officials	Number Responding	<u>Responses</u>										Mean
		Not at All Interesting (1)		Neither Interesting Nor Uninter- esting (2)		Fairly Interesting (3)		Quite Interesting (4)		Extremely Interesting (5)		
		N	%	N	%	N	%	N	%	N	%	
Program Officers	10	0	0	0	0	1	10.00	5	50.00	4	40.00	4.30
Technicians	53	0	0	2	3.77	4	7.54	25	47.16	22	41.50	4.26

Self-Assessment of Values. Responses as to self-assessment of values of present work situation as perceived by the Program Officers and Technicians is shown in Table X. Fifteen Program Officers and 52 Technicians responded by ranking seven items in the order of their importance.

The Program Officers ranked recognition as their first (3.33), opportunity to experience a sense of accomplishment as second (3.40), opportunity to use one's skill as the third (3.53), and promotion as the last (4.66).

The Technicians ranked salary as their first (3.11), opportunity to use one's skill as the second (3.13), opportunity to experience a sense of accomplishment as the third (3.57), and pleasant co-workers as the last (5.38).

Concern of Superiors over Objectives. The degree of concern of designated persons compared to self as perceived by Program Officers and Technicians is shown in Table XI.

The Program Officer's mean score was 4.50 which seemed to indicate that the Regional Directors were quite concerned, if the Program Officers failed to achieve their targets to a considerable degree.

In like manner, the Technicians perceived their Program Officers to be quite concerned if they failed to achieve their targets to a considerable degree.

The discussion that follows, except the respondents' personal information, is centered to Technicians for more information that might aid planners in improving the effectiveness of the livestock extension service.

TABLE X

RESPONSES AS TO SELF-ASSESSMENT OF VALUES OF PRESENT WORK SITUATION
AS PERCEIVED BY PROGRAM OFFICERS AND TECHNICIANS

<u>Respondent</u> Program Officers (n=15)			<u>Respondent</u> Technicians (n=52)		
Mean Score	Rank	Item	Mean Score	Rank	
4.46	6th	Pleasant co-workers	5.38	7th	
4.66	7th	Promotion	4.08	6th	
3.33	1st	Recognition	4.01	5th	
3.66	4th	Job stability	3.65	4th	
3.40	2nd	Opportunity to experience a sense of accomplishment	3.57	3rd	
3.53	3rd	Opportunity to use one's skill	3.13	2nd	
3.86	5th	Salary	3.11	1st	

TABLE XI

DEGREE OF CONCERN OF DESIGNATED PERSONS COMPARED TO SELF AS PERCEIVED
BY PROGRAM OFFICERS AND TECHNICIANS

Officials Designated	Respondents	Number Responding	Responses										Mean
			Uncon- cerned (1)		Just Slightly Concerned (2)		Somewhat Concerned (3)		Quite Concerned (4)		Very Concerned (5)		
			N	%	N	%	N	%	N	%	N	%	
Regional Directors	Program Officers	10	0	0	1	10.00	0	0	2	20.00	7	70.00	4.50
Program Officers	Technicians	53	0	0	1	1.88	5	9.43	20	37.73	27	50.94	4.37

Livestock Extension Technicians

Criticism Received from Program Officers. The relative extent of criticism received from Program Officers for failure to achieve goals as perceived by the Technicians may be seen in Table XII. This information is related to Table VII, the relative amount of praise received from superiors.

Of the 50 Technicians who responded, two claimed they received no criticism at all; five claimed they received mild criticism; 21 claimed they received somewhat severe criticism; 15 claimed they received quite severe criticism; and seven claimed they received extremely severe criticism. The group score average 3.40, which seemed to indicate that the Technicians received somewhat severe criticism from Program Officers for failure to achieve their goals to a significant degree.

Importance of What Program Officers Expect Technicians. The relative importance of what Program Officers expect Technicians to do as perceived by the respondents is shown in Table XIII.

The majority of the 52 Technicians who responded claimed that it was quite important for them to know what their Program Officers expect them to do, as shown by their mean score of 4.65. Their perception seemed to indicate a need for direction from their Program Officers in the conduct of their activities.

Importance of Definite Policies and Procedures. The relative importance of definite policies and procedures to help Technicians in performing their jobs is shown in Table XIV.

The Technicians's mean score was 4.61, indicating that it was quite important for them to have definite policies and procedures to help in their job performance.

TABLE XII

RESPONSES AS TO RELATIVE EXTENT OF CRITICISM RECEIVED FROM PROGRAM OFFICERS FOR FAILURE TO ACHIEVE GOALS AS PERCEIVED BY TECHNICIANS

Respondents	Number Responding	<u>Responses</u>										Mean
		No Criticism At All (1)		Mild Criticism (2)		Somewhat Severe Criticism (3)		Quite Severe Criticism (4)		Extremely Severe Criticism (5)		
		N	%	N	%	N	%	N	%	N	%	
Technicians	50	2	4.00	5	10.00	21	42.00	15	30.00	7	14.00	3.40

TABLE XIII

RESPONSES AS TO RELATIVE IMPORTANCE OF WHAT PROGRAM OFFICERS
EXPECT TECHNICIANS TO DO AS PERCEIVED BY RESPONDENTS

Respondents	Number Responding	<u>Responses</u>										Mean
		Not at All Important (1)		Slightly Important (2)		Somewhat Important (3)		Quite Important (4)		Extremely Important (5)		
		N	%	N	%	N	%	N	%	N	%	
Technicians	52	0	0	1	1.92	3	5.76	9	17.30	39	75.00	4.65

TABLE XIV

RESPONSES AS TO RELATIVE IMPORTANCE OF DEFINITE POLICIES AND PROCEDURES TO HELP
IN JOB PERFORMANCE AS PERCEIVED BY TECHNICIANS

	Number Responding	<u>Responses</u>										Mean
		Not at All Important (1)		Slightly Important (2)		Somewhat Important (3)		Quite Important (4)		Extremely Important (5)		
Officials		N	%	N	%	N	%	N	%	N	%	
Technicians	52	1	1.92	0	0	5	9.61	6	11.53	40	76.92	4.61

Extent of Feeling Personal Accomplishment and Satisfaction. The relative extent of feeling personal accomplishment and satisfaction for completing targets as perceived by the Technicians is shown in Table XV.

The majority of the 52 Technicians appeared to have a great degree of personal accomplishment and satisfaction for completing their targets, as indicated by their mean score of 4.01.

Description of Manners in Which Program Officers Help Technicians. The relative description of manners in which Program Officers help Technicians with their jobs is shown in Table XVI.

The Technician's mean score was 3.74, which tends to indicate that the Program Officers sometimes help the Technicians in performing their jobs and sometimes do not.

Satisfaction or Dissatisfaction with Present Designation. A question concerned with the Technicians' satisfaction or dissatisfaction with their present designation, and what might be their alternative to a limited choice, was asked by the writer.

Question 20 is reproduced with the responses obtained from respondents. This is shown in Table XVII.

Of the 50 Technicians who responded, 38 or 76 percent claimed that their designation was their choice; 11 or 22 percent claimed that their designation was not their choice; and one or 2 percent did not indicate whether such designation was his or her choice. Most of those who claimed that their designation was not their choice preferred to have other designation.

TABLE XV

RESPONSES AS TO RELATIVE EXTENT OF FEELING PERSONAL ACCOMPLISHMENT AND
SATISFACTION FOR COMPLETING TARGETS AS PERCEIVED BY TECHNICIANS

Respondents	Number Responding	<u>Responses</u>										Mean
		None (1)		Minor Degree (2)		Moderate Degree (3)		Great Degree (4)		Very Great Degree (5)		
		N	%	N	%	N	%	N	%	N	%	
Technicians	52	1	1.92	1	1.92	10	19.23	24	46.15	16	30.76	4.01

TABLE XVI

RESPONSES AS TO RELATIVE DESCRIPTION OF MANNERS IN WHICH PROGRAM OFFICERS HELP
TECHNICIANS WITH THEIR JOB AS PERCEIVED BY RESPONDENTS

Respondents	Number Responding	<u>Responses</u>										Mean
		He Rarely Makes Sug- gestions (1)		He Gives Some Ideas But I Could Use More (2)		He Sometimes Helps and Sometimes Doesn't (3)		He Generally Suggests Ways to Overcome Problem (4)		We Generally Discuss Problem, Revise Strategy and Objective (5)		
		N	%	N	%	N	%	N	%	N	%	
Technicians	50	0	0	13	26.00	2	4.00	20	40.00	15	30.00	3.74

TABLE XVII
RELATIVE SATISFACTION OR DISSATISFACTION OVER TECHNICIAN'S
DESIGNATION AS PERCEIVED BY THEM (n=50)

What is your present designation?	Was such designation of your choice?		If your answer to column 2 is "No," what would you rather prefer to be? (please check one.)
	Yes	No	
LET for cattle = 9	7	2 ^{a/}	LET for swine LET for poultry
LET for swine = 25	23	2	LET for cattle = 1 LET for poultry = 1
LET for poultry = 9	6	3	LET for cattle LET for swine = 3
Forage Technician = 7 ^{b/}	2	4	LET for cattle = 1 LET for swine = 3 ^{c/} LET for poultry
TOTAL = 50	38	11	= 9
PERCENT	76	22	

^{a/}One remarked "assignment was given to the Technician," and the other remarked, "no question asked to the choice."

^{b/}One of the seven did not answer Column 2.

^{c/}One preferred to be a Livestock Inspector.

Respondents Information Sheet

Circumstances involved the appointment or designation, educational attainment, number of years devoted to public service were requested from the respondents. This information may be seen in Table XVIII.

The information revealed that all the Regional Directors are holders of the Doctorate in Veterinary Medicine.

Of the 18 Provincial Program Officers, one has a B.S. in Agriculture degree and is a Livestock Inspector designated as Officer In-Charge. The 16 or about 89 percent are holders of Doctor in Veterinary Medicine. One Provincial Program Officer failed to answer the question asked relative to the highest degree attained by respondents.

It appeared, therefore, that the position of a Regional Director and Provincial Program Officers are mostly occupied by personnel who hold the degree of Doctor of Veterinary Medicine, which tended to indicate the existence of an informal "clique" organization within the Bureau of Animal Industry.

Perhaps the preponderance of Doctor of Veterinary Medicine personnel among Regional Directors and Program Officers contributes to a very viable influence in terms of the structure, program, and performance of the agency.

Of the 62 Technicians, 54 or 87 percent are holders of Bachelor of Science in Agriculture, Bachelor of Science in Animal Husbandry, Bachelor of Science in Agricultural Education, and Bachelor of Science in Agricultural Technology; two or 3 percent are high school graduates; and six or 10 percent failed to indicate their highest degree attained. A majority of the personnel serving in the Livestock Extension Service

TABLE XVIII

RESPONDENTS INFORMATION SHEET

Appointment or Designation	Highest Degree Attained							Age (Years)							Length of Service (Years)													
	MA	BSC	DVM	DVM with MEA BSA, BSAH, BSAAB, BS Agr. Tech.	High School Grad.	No Response	Total	21 - 30	31 - 40	41 - 50	51 - 60	Over 60	No Response	Total	In the government				In the BAI									
															1 - 5	6 - 10	11 - 15	16 - 20	Over 20	No Response	Total	1 - 5	6 - 10	11 - 15	16 - 20	Over 20	No Response	Total
Central Office Adms. (n=5) Director of Animal Industry Assistant Director Chief, Planning Officer National Livestock Extension Program Coordinator	1	1	2	1			5		3	1	1		5				1	4		5				1	3	1	5	
Regional Directors (n=6)			5	1			6	2	1	1	2		6			4	2		6				1	3	2		6	
Program Officers (n=18)			16	1	1	18	4	11	1	2			18	6	5	3	1	3		18	7	5	4		2		18	
Extension Technicians (n=62) LI*/Extension Technician LI/Extension Supervisor LI/Forage Technician LI/Marketing Technician Livestock-Poultry Technologist/ Extension Supervisor Regional Extension Supervisor				54	2	6	62	32	21	5	1	3	62	42	10	5		2	3	62	52	4			2	4	62	

* LI means Livestock Inspector.

appeared as having been appointed Livestock Inspector, a position which is "service-oriented," and subsequently, designated as Livestock Extension Technicians.

CHAPTER V

A PROPOSED MBO SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY LIVESTOCK EXTENSION

Introduction

The results from the questionnaire revealed that while program planning appeared to be centralized in the Bureau of Animal Industry, there is a high degree of flexibility with the lower management levels having to prepare many of their own programs and set their performance objectives consistent with the national policies, goals, and objectives.

Participation in goal and objective setting appears to exist at the various management levels with varying magnitude. Technicians have the greatest participation in objective setting at the provincial level.

The problems of the livestock extension service as perceived by personnel at the different levels supported the need for the MBO system. Some of the perceived problems which MBO could help solve were lack of objective appraisal; lack of periodic appraisal; lack of objective record sheets; inefficient feedback system; unrealistic performance objectives; technicians still "service-oriented"; lack of personal growth; use of technicians to render service other than what is called for in their duties; impossibility or impracticality of delineating Extension Technicians from Livestock Inspectors; lack of inclination to extension work; and vague goals.

The advantages of the MBO system as previously discussed in Chapter

It would seem to justify its implementation in view of these perceived problems encountered in the present system.

Proposed Management by Objectives System

This writer, in proposing the introduction of the Management by Objectives System for the Bureau of Animal Industry Livestock Extension, did not imply or explicitly say that MBO or its variants neither exist nor are practiced in the agency. Rather, this proposal will serve to support such an approach or system, if it does exist.

The proposed MBO System, although intended for the Bureau of Animal Industry Livestock Extension, can be used in some divisions or sections of the agency, in other Bureaus of the Department of Agriculture, in the Department of Education, in local governments, or even in the industries.

As a requisite to understanding, establishment, and effective implementation of the MBO System, a few careful procedures are required. If these procedures are fully understood, and conscientiously followed, the system will lead toward progress and success.

The procedures recommended are those given in M/BE/OH! by Leverenz, Hopkins, and Stevenson on pages 7 to 57.

These procedures or sequences involve (1) developing organizational goals and objectives, (2) developing personal job functions and performance objectives, and (3) performance appraisal or achievement measurement.

For an institution to develop its organizational goals and objectives planning is required. Social planning is defined as a conscious interactional process combining investigation, discussion, agreement, and reaction in order to achieve those conditions, relationships, and values

regarded desirable (15). It is also defined as the rational determination of where you are, where you want to go, and how you are going to get there (25). Thus the "where you want to go" becomes the organizational objectives, and the "how you are going to get there" becomes the personal objectives (25). However, before you decide where you want to go, it is necessary to determine where you are and this ultimately requires a data base from which you can develop viable goals and challenging but achievable objectives for the organization.

Once the organizational goals and objectives have been developed, negotiated, and approved, the organization becomes committed to the attainment of these objectives, in addition to being held accountable for producing the results stated within (25). At this point, there is little or no accountability. The establishment of clear goals and specific objectives may solve the perceived problem of vague goals for the extension service.

Sequence for Developing Organizational Goals and Objectives

The sequence for developing organizational goals and objectives of an organization is seen in Table XIX, and an example of the goals and objectives for the Bureau of Animal Industry Livestock Extension Unit is seen after this table.

TABLE XIX
SEQUENCE FOR DEVELOPING ORGANIZATIONAL GOALS
AND OBJECTIVES

Sequence	Responsibility	Step	Activity
1.	Task force* appointed by the top administration (Director of Animal Industry)	1.	<p>The purpose of this task force will be to:</p> <p>A. Study where the organization has been in the past;</p> <p>B. Determine where the organization is at the present time;</p> <p>C. Decide where the organization will likely be at some future date if it continues along the trend line it has set; and then</p> <p>D. Determine where the organization would like to be at some future date, focusing on the key result areas which will determine the goals for the organization.</p> <p>The key result areas become the organizational goals, or those broad statements of intent which are not quantifiable, and define conditions to be achieved year after year if the organization is to be successful.</p>

* The task force may be the existing personnel of the Planning and Management Staff of the Bureau of Animal Industry, selected personnel of the Administrative Division, etc.

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
		2.	<p>The process of determining the goals from the key result areas is best achieved by the following steps:</p>
			<p>A. Compile a list of those things the organization must do, or would like to do concerning a particular key result area. This list should encompass those accomplishments the organization would like to achieve; those concerns the organization would like to overcome; or those opportunities the organization would like to take advantage of in this area.</p>
			<p>B. Repeat Step A until every key result area has been studied and a list of goal statements has been compiled.</p>
			<p>C. Make sure each item on every list is a broad statement of intent which is not quantifiable.</p>
			<p>D. Rank or arrange the goal statements in order of their priority.</p>
		3.	<p>Once the goals have been establishment, the task force then determines what the organization must do in order to achieve these goals. This becomes the second crucial step of developing the organization</p>

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			objectives or those short statements of intent which are quantifiable.
		4.	<p>The process of determining the organizational objectives is best achieved by the following steps;</p> <p>A. Consider each organizational goal individually.</p> <p>B. Specifically state what is to be accomplished and by when for each goal statement.</p> <p>C. List results to be accomplished or major activities leading to the results.</p> <p>D. State the expected results or major activities in measurable terms.</p> <p>E. Be realistic in terms of available resources.</p> <p>F. Be realistic but provide challenge and growth.</p> <p>G. Identify "must" and "want" objectives and weigh them accordingly.</p> <p>H. Include qualitative as well as quantitative results.</p> <p>I. Put the objective into a time frame. (Organizational objectives are</p>

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			usually put within a fiscal year time frame.)
		5.	Present the task force recommendations for organizational goals and objectives to the top administration for modification and approval.
2.	Top Administration	6.	Reviews the task force's recommendations and modifies the organizational goals and objectives as appropriate.
		7.	Conducts a meeting with the first level managers (Regional Directors).
		A.	Distributes a copy of organizational goals and objectives to each first level manager.
		B.	Reviews the organizational goals and objectives with the first level managers and suggests some tentative goals and objectives that the first level managers should consider when they write their organizational goals and objectives for their areas of responsibility.*
		C.	Requests the first level managers to develop, for

* Manager's Area of Responsibility: all the individuals within the Unit, Section, Division, Department, Region, Province, or any other subdivision in the organization that the manager is responsible for.

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
3	First Level Managers or Regional Directors	8.	<p data-bbox="1021 468 1406 688">their areas of responsibility, the organizational goals and objectives that will enable the total organization to achieve its goals and objectives.</p> <p data-bbox="956 724 1406 1041">Develops the first level management organizational goals that he feels must be achieved in his area of responsibility, in order to meet the total organization's goals and objectives for the set time period. This can best be achieved by the following steps:</p> <ul style="list-style-type: none"> <li data-bbox="956 1077 1406 1203">A. Study where the manager's area of responsibility has been in the past; <li data-bbox="956 1239 1406 1365">B. Determine where the manager's area of responsibility is at the present time; <li data-bbox="956 1400 1406 1587">C. Decide where the manager's area of responsibility will be at some future date if it continues along the trend line it has set; <li data-bbox="956 1623 1406 1902">D. Determine where the manager's area of responsibility would like to be at some future date, focusing on the key result areas which will determine the goals for the manager's area of responsibility.

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			The key result areas become the organizational goals, or those broad statements of intent which are not quantifiable, and define conditions to be achieved year after year if the manager's area of responsibility is to be successful.
		9.	<p>The process of determining the goals from the key result area is best achieved by the following steps:</p> <p>A. Compile a list of those things the manager's area of responsibility must do or would like to do concerning a particular key result area. This list should encompass those accomplishments the organization would like to achieve; those concerns the organization would like to overcome; or those opportunities the organization would like to take advantage of in this area.</p> <p>B. Repeat Step A until every key result area has been studied and a list of goal statements has been compiled.</p> <p>C. Make sure each item on every list is a broad statement of intent which is not quantifiable.</p>

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			D. Rank or arrange the goal statements in order of their priority.
10.			Once the goals have been established, the first level manager then determines what the manager's area of responsibility must do in order to achieve these goals. This becomes the second crucial step of developing the organizational objectives or those short statements of intent which are quantifiable.
11.			<p>The process of determining the organizational objectives is best achieved by the following steps:</p> <p>A. Consider each organizational goal individually.</p> <p>B. Specifically state what is to be accomplished and by when for each goal statement.</p> <p>C. List results to be accomplished or major activities leading to the results.</p> <p>D. List results to be accomplished or major activities in measurable terms.</p> <p>E. Be realistic in terms of available resources.</p> <p>F. Be realistic but provide challenge and growth.</p>

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			G. Identify "must" and "want" objectives and weigh them accordingly.
			H. Include qualitative as well as quantitative results.
			I. Put the objectives into a time frame. (Organizational objectives are usually put within a fiscal time frame.)
		12.	Determine and list the coordination with other agencies and/or departments that will be necessary in order to carry out the objectives that relate to the goal.
		13.	Discuss the information and assistance needed with other agencies and/or departments concerned, outlining specific requirements and fully explaining the reasons for the requirements.
		14.	Meet with the top administration to present the organizational goals and objectives for negotiation and approval.
4.	Top Administration or Director of Animal Industry	15.	Reviews, reconciles, consolidates, and approves the organizational goals and objectives of the first level manager at the negotiation session.
5.	First Level Manager or Regional Director	16.	Conducts a meeting with the second level managers (Program Officers) in his or her area of responsibility.

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
6	Second Level Manager or Program Officer	17.	<p data-bbox="964 442 1414 597">A. Distributes a copy of his or her organizational goals and objectives to each second level manager.</p> <p data-bbox="964 640 1414 1051">B. Reviews the first level manager's organizational goals and objectives with the second level managers, and suggests some tentative goals and objectives that the second level managers should consider when they write their organizational goals and objectives for their area of responsibility.</p> <p data-bbox="964 1093 1414 1378">C. Requests the second level managers to develop for their areas of responsibility the organizational goals and directions that will enable the first level manager to achieve his or her objectives.</p> <p data-bbox="964 1421 1414 1768">Develops the second level management organizational goals that he or she feels must be achieved in his or her area of responsibility, in order to meet the first level manager's organizational goals and objectives for the set time period. This can best be achieved by the following steps:</p> <p data-bbox="964 1810 1414 1932">A. Study where the manager's area of responsibility has been in the past;</p>

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			<p data-bbox="967 438 1382 562">B. Determine where the manager's area of responsibility is at the present time;</p> <p data-bbox="967 600 1395 783">C. Decide where the manager's area of responsibility will be at some future date if it continues along the trend line it has set.</p> <p data-bbox="967 821 1414 1108">D. Determine where the manager's area of responsibility would like to be at some future date, focusing on the key result areas which will determine the goals for the manager's area of responsibility.</p> <p data-bbox="1029 1146 1414 1493">The key result areas become the organizational goals, or those broad statements of intent which are not quantifiable, and define conditions to be achieved year after year if the manager's area of responsibility is to be successful.</p>
		18.	<p data-bbox="967 1530 1382 1654">The process of determining the goals from the key result area is best achieved by the following steps:</p> <p data-bbox="967 1692 1414 1904">A. Compile a list of those things the manager's area of responsibility must do, or would like to do concerning a particular key result area. This list should</p>

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			encompass those accomplishments the organization would like to achieve; those concerns the organization would like to overcome; or those opportunities the organization would like to take advantage of in this area.
			B. Repeat Step A until every key result area has been studied and a list of goal statements has been compiled.
			C. Make sure each item on every list is a broad statement of intent which is not quantifiable.
			D. Rank or arrange the goal statements in order of their priority.
19.			Once the goals have been established, the second level manager then determines what the manager's area of responsibility must do in order to achieve these goals. This becomes the second crucial step of developing the organizational objectives or those short statements of intent which are quantifiable.
20.			The process of determining the organizational objectives is best achieved by the following steps:
			A. Consider each goal of

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
			the organization individually.
		B.	Specifically state what is to be accomplished and by when for each goal statement.
		C.	List results to be accomplished or major activities leading to the results.
		D.	State the expected results or major activities in measurable terms.
		E.	Be realistic in terms of available resources.
		F.	Be realistic in terms of challenge and growth.
		G.	Identify "must" and "want" objectives and weigh them accordingly.
		H.	Include qualitative as well as quantitative results.
		I.	Put the objective into a time frame. (Organizational objectives are usually put within a fiscal year time frame).
		21.	Determine and list the coordination with other agencies and/or departments that will be necessary to carry out the objectives that relate to the goal.

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
		22.	Discuss the information and assistance needed with other agencies and/or departments concerned, outlining specific requirements and fully explaining the reasons for the requirements.
		23.	Meet with the first level manager to present the organizational goals and objectives for negotiation and approval.
7.	First Level Manager or Regional Director	24.	Reviews, reconciles, consolidates, and approves the organizational goals and objectives of the second level manager at the negotiation session.
8.	Second Level Manager or Program Officer	25.	<p>Conducts a meeting with the third level managers (Livestock Extension Technicians) in his or her area of responsibility.</p> <p>A. Distributes a copy of his or her organizational goals and objectives to each third level manager.</p> <p>B. Reviews the second level manager's organizational goals and objectives with the third level managers and suggests some tentative goals and objectives that the third level managers should consider when they write their organizational goals and objectives for their area of responsibility.</p>

TABLE XIX (CONTINUED)

Sequence	Responsibility	Step	Activity
9.	Continue on as before until the cycle has reached every level of management in the organization.	C.	Requests the third level managers to develop for their areas of responsibility, the organizational goals and objectives that will enable the second level manager to achieve his or her goals and objectives.

(25, pp. 8-17)

Table XIX very well illustrates the proper sequence for developing organizational goals and objectives. To apply this sequence of organizational goals and objectives to the Bureau of Animal Industry Livestock Extension Unit will provide an example of how Management by Objectives may be applied to a particular division or institution.

The following example of organizational goals and objectives has been developed for the Bureau of Animal Industry Livestock Extension Unit for the fiscal year 1976. This example purposes two goals and develops corresponding objectives.

EXAMPLE OF ORGANIZATIONAL GOALS AND OBJECTIVES

BUREAU OF ANIMAL INDUSTRY LIVESTOCK

EXTENSION UNIT

Fiscal Year 1976

Goal

To assist the livestock producers in the Philippines through extension education to utilize their agricultural economics and resources as to bring about improvement in their quality of life.

Objectives

1. To develop a Livestock Extension Newsletter by May 1, 1976.
2. To conduct two regional seminars on livestock production by April 15, 1976.

Goal

To provide services to Livestock Extension Technicians to improve planning, reporting, evaluation, and delivery systems by April 1, 1976.

Objectives

1. To develop a Livestock Extension Manual by June 1, 1976.
2. To develop a plan for induction training of Livestock Extension Technicians by June 30, 1976.
3. To develop a plan for in-service training of Livestock Extension Technicians by June 30, 1976.
4. To conduct two regional seminars on MBO during fiscal year 1976 and establish MBO in two regions by fiscal year 1976.

Developing Personal Job Functions and Performance Objectives

In the process of achieving the organizational goals and objectives, the need for individual accountability becomes apparent (25). Developing personal job functions and performance objectives may solve the perceived problems of the extension service, namely: (1) unrealistic performance objectives; (2) Technicians still "service oriented"; (3) use of Technicians to render service other than what is called for in their duties; (4) impossibility or impracticability of delineating Extension Technicians from Livestock Inspectors; and possibly (5) lack of inclination to extension work.

To begin, the "manager"* and "subordinate" must mutually decide upon the major segments of the subordinate's work, or those general areas within that the individual is held accountable for in producing results (25). These key responsibility areas of a job become the individual's personal job functions.

Once the personal job functions have been identified and agreed upon, the subordinate will begin developing performance objectives for each identified job function (25). These performance objectives are short statements of intent which are quantifiable and should indicate what is to be accomplished and by when.

As a guide in developing the performance objectives, the individual should return to the organizational goals and objectives that have been

*"Manager" may refer to a Regional Director and a Provincial Program Officer as his "subordinate," or a Provincial Program Officer may be considered as a manager and a Technician as his or her subordinate.

developed for his or her area of responsibility, and project his performance objectives consistent with the organizational goals and objectives previously set for the agency, division, section, unit, department, region, or province. A high degree of congruence between the performance objectives of the individual and the organizational goals and objectives is desired at this juncture.

Therefore, as the organizational goals and objectives give the direction and specific measurable targets to be achieved by the total management area,* the manager and the subordinates within that management area are also held accountable for achieving certain performance objectives within their major areas of responsibility on the job (25).

The sequence for developing major job functions and performance objectives (Table XX), a flow chart (Figure 9), and an example of personal job functions and performance objectives are presented in the succeeding pages.

TABLE XX
SEQUENCE FOR DEVELOPING PERSONAL JOB FUNCTIONS
AND PERFORMANCE OBJECTIVES

Sequence	Responsibility	Step	Activity
1.	Manager	1.	Writes the major job functions of his or her subordinate.

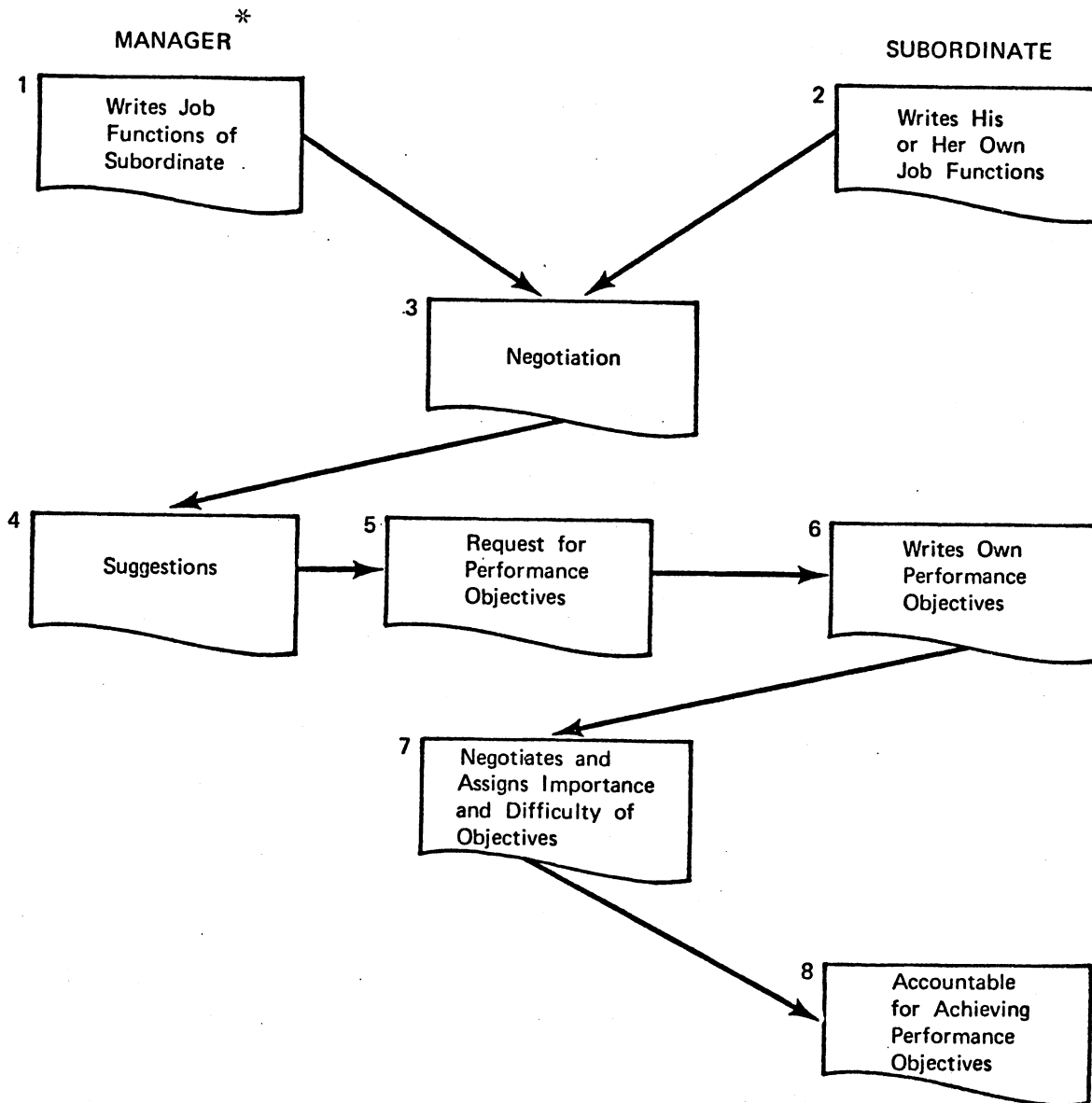
* Management area: the manager and all the subordinates under the manager's supervision.

TABLE XX (CONTINUED)

Sequence	Responsibility	Step	Activity
			A. Keeping in mind the major functions are those key result areas or general objectives for which the subordinate is held accountable. They are the major responsibilities of his or her position.
2.	Subordinate	2.	Writes his or her own major job functions. (Note: Step 1 A. above.)
3.	Manager and Subordinate	3.	Meet and discuss the major job functions and mutually agree on the job content and the relative importance of each major job function.
		4.	The manager suggests tentative performance objectives for each job function of his or her subordinate.
		5.	Manager requests the subordinate to develop specific performance objectives for each job function, that the subordinate feels must be achieved in his or her area of responsibility to enable the management area to meet its organizational goals and objectives for the coming year.
4.	Subordinate	4.	For each job function, the subordinate lists the specific results he or she expects to accomplish during the time period covered. Performance

TABLE XX (CONTINUED)

Sequence	Responsibility	Step	Activity
			<p>objectives should:</p> <ul style="list-style-type: none"> A. Specifically state what is to be accomplished and by when. B. List results to be accomplished or major activities leading to the results. C. State the expected results or major activities in measurable terms D. Complement or support the manager's organizational goals and objectives. E. Be realistic in terms of available resources. F. Be realistic but provide challenge and growth. G. Identify "must" and "want" objectives and weigh them accordingly. H. Include qualitative as well as quantitative results.
5.	Manager and Subordinate	7.	Meet and negotiate the subordinates' performance objectives and mutually agree upon the importance and difficulty of the objectives.
6.	Subordinate	8.	Begins work on objectives and know he or she will be held accountable for objective accomplishment.



* "Manager" may refer to a Regional Director and a Provincial Program Officer as his "subordinate," or a Provincial Program Officer may be considered as a manager and a Technician as his or her subordinate.

Figure 9. Job Functions and Performance Objectives Flow Chart

EXAMPLE OF PERSONAL JOB FUNCTIONS AND
PERFORMANCE OBJECTIVES

Unit Livestock Extension Unit

Person Mr. John Doe, Extension Supervisor

Major Job Functions	Job Objectives
<p>List, in order of importance, the key responsibility areas of your job. (Those general areas within which you are held accountable for producing results.)</p>	<p>For each Job Function, list the specific results you expect to accomplish during the time period covered. Objectives should include what is to be accomplished, by what date, at what cost and quality, etc.</p>
<p>Planning</p>	<ol style="list-style-type: none"> 1. To conduct a benchmark survey to determine the needs of the livestock producers in two provinces by July 15, 1976. 2. To conduct MBO workshops in two provinces by May 1, 1976. 3. To conduct two provincial seminars on livestock production and control and eradication of livestock and poultry diseases during FY 1976. 4. To submit a minimum of five possible clientele, identify their problems and recommend possible solutions to these problems, including assistance in their operations within two weeks upon notice during FY 1976.
<p>Research</p>	<ol style="list-style-type: none"> 1. To submit two research proposals on the control of liver fluke to the Director of Animal Industry by July 15, 1976. 2. To submit the manuscript of the study on the control of liver fluke to the Director of Animal Industry by June 15, 1977.
<p>Supervising and Directing</p>	<ol style="list-style-type: none"> 1. Assign work plans to members of the staff by July 15, 1976.

EXAMPLES OF PERSONAL JOB FUNCTIONS AND
PERFORMANCE OBJECTIVES

Unit Livestock Extension Unit

Person Mr. John Doe, Extension Supervisor

Major Job Functions	Job Objectives
Supervising and Directing	<ol style="list-style-type: none"> 2. Conduct weekly meetings with members of the staff during FY 1976. 3. Conduct a quarterly MBO performance review with one Regional Director and four Program Officers during FY 1976. 4. Conduct semi-annual and annual MBO performance reviews with Extension Technicians in four provinces during FY 1976.
Staffing	<ol style="list-style-type: none"> 1. To identify, recruit, interview, and recommend appropriate staff within two months after a vacancy exists during FY 1976. 2. To review the work load and progress of the Livestock Extension Unit at the end of each quarter during FY 1976 to determine staff requirements and make recommendations to the Director of Animal Industry.
Coordination	<ol style="list-style-type: none"> 1. To identify agencies, or persons involved; set up meetings; and establish objectives within two weeks from the time activity is identified during FY 1976.
Administration	<ol style="list-style-type: none"> 1. To submit a monthly and annual status report to the Director of Animal Industry five days before the due date during FY 1976.
Other duties as assigned	<ol style="list-style-type: none"> 1. To establish priorities and objectives of special assignments and projects within five days from time assigned during FY 1976.

Performance Evaluation: Achievement Measurement

When the organizational goals and objectives have been developed, along with the personal job functions and performance objectives and implemented as desired, the next and final stage to implementing an effective Management by Objectives System is the performance evaluation. Performance evaluation is defined as the review of the performance of each staff member in terms of how well previously established performance objectives have been accomplished (25).

The performance evaluation has two major goals (25). The first and primary goal is to improve the performance of the individual in his present position, and the second is to identify those individuals who are capable of performing tasks involving greater responsibilities and to assist them in preparing themselves for the future.

Performance evaluation allows the individual to receive regular consideration, to find out how he or she stands, and to establish a basis for improving performance (25). The manager has a basis for obtaining improved performance, making fair, consistent decisions, and counselling formally and informally. In addition, the organization has more objective data, a better knowledge of human resources, and a basis for accelerating staff development.

Performance evaluation, therefore, attempts to solve other perceived problems of the livestock extension service, namely: (1) lack of objective appraisal; (2) lack of periodic appraisal; (3) lack of objective record sheets; (4) inefficient feedback system; and possibly (5) lack of personal growth when evaluation is linked with the staff development and reward system of the Bureau of Animal Industry.

Before analyzing individual performance, there are a number of factors to be considered (25). Has the individual had an opportunity to perform? Has the individual had the assistance that was necessary? Has there been a reasonable working relationship between the individual and his superior?

Measuring the individual's performance during the performance review is basically a three step process (25, p. 45):

1. Review the performance objectives. Review the performance objectives for the time period covered.
2. Measure the job performance. Measure the job performance by determining the achievement level that the individual has attained while working toward the objective. The level to which an individual has achieved his objectives may be classified as follows:

- Level 1 - No activity
- Level 2 - Little done
- Level 3 - Partially met
- Level 4 - Achieved
- Level 5 - Exceeded

3. Determine the cause for not meeting the performance objective. Failure to achieve objectives may be the fault of the manager and the situation, as well as the fault of the subordinate. Once the cause of the failure is identified, a plan of action should be discussed in order to improve future performance.

Achievement measurement consists of two parts--interim progress reviews and annual performance evaluation. An example of a performance evaluation may be seen in Table XXI.

Performance evaluation, as previously presented, dealt with the major job functions and job objectives of the personnel within the agency. It did not concern itself with the results or behavioral changes occurring or already occurred among the clientele which are the beneficiaries of the extension inputs rendered by the agency.

Since the extension service exists as a means for the delivery of

knowledge, to effect behavioral changes among the clientele that would possibly cause improvement in their quality of life, there is a need for obtaining direct information from them concerning the impact of the services rendered by the agency.

This is an important aspect of evaluation in extension that must be treated as an integral part of the overall appraisal scheme. It offers a direct communication and involvement of the clientele with the extensionmen. The extension service ends with the clientele. It is here with these clientele where the needs of the future could be arrived at, stated, not by the planners or personnel of the Bureau of Animal Industry, but by those who bear the tax burden, the people they serve.

Strategies to Implement a Management by Objectives System

There are several approaches to implementing a Management by Objectives System (25). Any approach, however, requires the support and encouragement of the top administration. In fact, at each management level, the manager's acceptance of this system will determine to a great extent whether or not his subordinates accept and make the system work.

The recommended approach to implementing the system starts from the top administrative level in the agency which is the Director of Animal Industry and filters down through all the levels within the agency. In order for this approach to work correctly, the Director of Animal Industry must be favorable to the concept of Management by Objectives and the idea of implementing this system of management into the agency.

Once this first major step has been taken, it is recommended that an individual be appointed by the top administration to study the concept

of the Management by Objectives System (25). This individual should become familiar with and knowledgeable about the system to the extent that he or she will be able to conduct orientation workshops on Management by Objectives for the personnel of the organization at a future date.

Leverenz et al. (25) recommended that an MBO Director be appointed one level below the top administrator in order to report the progress of the implementation of the system directly to the top administrator to insure a continued and effective feedback system throughout the entire process of implementation.

After the appointment of the MBO Director, the next step would be for this individual to contact a reputable and knowledgeable management consultant and arrange a two- or three-day Management by Objectives orientation conference for the top administrators and the first and second level managers of the organization (25). This conference would allow the top administration to study the Management by Objectives concept in detail and determine the acceptance of such a management system from the first and second level managers' comments and interests. This would also allow the MBO Director an opportunity to inquire about any specific questions he or she may have, before the implementation actually begins throughout the organization and to receive additional information which may be of vital importance later on.

The next step is the crucial step to the acceptance or rejection of this Management by Objectives System (25). It is now the responsibility of the Director of Animal Industry to make the decision to continue on with the system or to abandon it. This is done by the commitment of the top administrator or the Director of Animal Industry to the system or by his lack of commitment. If the commitment is given for the implementation

of the Management by Objectives System, the Bureau of Animal Industry has received the support, encouragement, and the determination of the top administrators to implement the system until it becomes completely operable. Without this commitment from the top administrators, the supporting staff will not view the system as an important management technique for their organization, and therefore, lose what interest has been developed thus far (25).

Assuming the commitment has been given, the MBO Director should be allowed to recruit a staff suitable to develop a data base from which to begin, handle the implementation, and maintain the system once the sequence filters down through all levels of the organization (25).

The next step for the MBO Director and staff is to develop and/or compile a data base from which the organization will be able to determine where they have been in the past and where they are now (25). This information is necessary in developing organizational goals and objectives that will determine where the organization would like to be at some future date.

This data base will be extremely useful for the next step, that of organizing a task force to develop recommendations for organizational goals and objectives which will be submitted to the top administration for review, modification, and approval (25). The task force recommended should consist of five to eight people, and these individuals be selected by the MBO Director for their knowledge and favorable attitude toward the Management by Objectives concept.

Once the top administration has reviewed, modified, and approved the task force's recommendations, the MBO Director should schedule a workshop with the first level managers and distribute a copy of the

organization's goals and objectives to all those concerned (25).

It is recommended that this workshop be scheduled for a minimum of two days of work and consist of no more managers than the MBO Director and staff are able to give personal attention to upon request (25). It is further recommended that the morning session of the first day be a complete orientation to the concepts and workings of the Management by Objectives System and the development of organizational goals and objectives. This orientation should be flexible enough to allow any and all questions the first level managers bring up for discussion. That afternoon the managers should make a concentrated effort to develop the orientation goals and objectives for their areas of responsibility.

The second day of the workshop should begin with an orientation and instruction on developing personal job functions and performance objectives by the MBO Director (25). As in the first session, this session should be flexible enough to allow any question to be asked and explained. That afternoon the managers should begin writing their personal job functions and performance objectives.

Following the workshop for the first level managers, a time should be scheduled with each manager to conduct a similar workshop for his or her staff (25). This system of two-day workshops will continue on in the same manner until everyone in the organization has been reached. This will require the major portion of the MBO Director's time, and the individual assistance given will keep the MBO staff occupied for the remaining time of the implementation for the entire organization.

Alternative Strategies

Although a top down flow for implementing Management by Objectives

is recommended, this type of flow will not work in an organization if the top administrator or the Director of Animal Industry and Regional Directors are not quite sure of committing themselves to implementing the system. Often times, this situation requires a reinforcement from an external factor before a commitment will be given (25).

In a situation such as this, the writer recommends that the MBO Director attempt to implement the system into a division or region outside the home organization; that is, the Central Office in Manila. Once the Director of Animal Industry views the success and receives reinforcement for this system of management from the participating division or region, the Director, the Division Chiefs and Regional Directors may also commit themselves to implementing the system in their level.

Another alternative to implement the system would be to initiate it within one division or unit, say the Livestock Extension Unit, and then let it work its way horizontally to other divisions or units at the same level, and vertically to those divisions or regions at a higher or lower level in the organization.

The present structure of the Bureau of Animal Industry seems to limit the possibility of appointing an MBO Director one level below the top administrator or the Director of Animal Industry because such a position is occupied by the Assistant Director of Animal Industry. In view of this situation, the writer proposed that the existing position one level below the Director of Animal Industry be designated an MBO Director, in addition to his present duties, or the Bureau of Animal Industry has to be restructured and a position for an MBO Director be appointed. If these suggestions are of remote possibility, perhaps a workable alternative acceptable to those concerned could be arrived at.

Difficulties and Problems of Implementation

Adopting a new management system into any organization rarely occurs without problems that need to be confronted and difficulties which need to be surmounted (25). Therefore, the anticipated problems or pitfalls as previously discussed in the review of literature could serve as a caution or guide in implementing the Management by Objectives System.

CHAPTER VI

SUMMARY AND RECOMMENDATIONS

Summary

The central concern of the study was to find out the present situation of the Bureau of Animal Industry Livestock Extension Service in the Philippines and how the principles of the Management by Objectives System could be projected to fit into the situation.

A combination of closed and open-ended types of questionnaires were used to obtain information from four types of population. One population was represented by the Central Office Administrators comprised of the Director of Animal Industry, the Assistant Director of Animal Industry, the NFAC Livestock Action Officer, and the National Livestock Program Coordinator.

The Central Office Administrators added two more respondents--the Chief, Regulations and Disease Control Section, and the Chief, Planning Officer, making a total of six respondents to comprise the Central Office Administrators. However, the NFAC Livestock Action Officer failed to return his response to the writer for a good reason. This resulted in 83.3 percent return from the Central Office.

The second type of population was represented by the Regional Directors. Six or 54.5 percent of the 11 Regional Directors of the Bureau of Animal Industry returned their responses to the writer.

The third type of population was represented by the Provincial

Program Officers. Of the 26 Provincial Program Officers of the Bureau of Animal Industry, 11 or 42.3 percent furnished this writer with valuable information, while seven returned their responses using the form intended for the Livestock Extension Technicians, giving a 69.2 percent total return.

The fourth type of population was represented by the Livestock Extension Technicians of which 53.0 percent of the 100 furnished this writer with valuable information, while nine returned their responses using the form intended for the Provincial Program Officers, and one returned the questionnaire without any responses. Excluding the returned questionnaire which has no responses, a total of 62.0 percent return was obtained from the Livestock Extension Technicians.

Except for a few selected items, the response of the Provincial Program Officers and the Livestock Extension Technicians who used the wrong form offered minor value to the study.

The information obtained by this writer from the respondents was how the Bureau of Animal Industry Livestock Extension Unit was created; degree of participation in the establishment of goals and objectives for the organization; job functions and performance objectives for the personnel involved with planning and implementation of the livestock extension program; the problems of the Livestock Extension Service as perceived by personnel at the various levels; the criteria for promotion as perceived by personnel at the various levels; the degree of accountability of the various personnel for their success or failure in achieving the desired results; job functions of Provincial Program Officers; and other factors the extension personnel felt might contribute towards their effectiveness.

The study revealed that the Bureau of Animal Industry Livestock Extension Unit was created by Special Order issued by the Secretary of Agriculture and Natural Resources upon recommendation of the Director of Animal Industry. The creation of this unit was also an internal arrangement made between the Department of Agriculture and Natural Resources and the Bureau of Animal Industry.

The study also revealed that program planning is primarily initiated by the Central Office Administrators in Manila, Philippines. While program planning appeared to be centralized, there is a high degree of flexibility with the lower management levels having to prepare their own programs and set their objectives consistent with the national policies, goals, and objectives of the organization.

At the regional level, program planning appeared to be initiated by the Regional Directors and Provincial Program Officers with the Livestock Extension Technicians having some degree of participation. At the provincial level, the Program Officers themselves initiate the programming process with the Livestock Extension Technicians having a better degree of participation than they have in the regional level.

Criteria for promotion, accountability, and perception of problems of the Livestock Extension Service were viewed by the respondents at varying degrees or magnitude. The major job functions of the Provincial Program Officers were reported to be as few as only two, to as many as six major job functions.

In general, the major problems of the Livestock Extension Service appeared to be manpower, knowledge of extension education, transportation, communication, feedforward materials (like reference materials, research publications, etc.), personal growth, and evaluation.

In the lower management levels, highly centralized budgeting, funding, supplies, reports and reporting system, evaluation, feedback, procedures and policies, the Extension Technicians' apparent dissatisfaction with their present designation, and above all leadership seemed to be the major problems.

A majority of the personnel serving in the Livestock Extension Service appeared as having been appointed Livestock Inspector, a position which is "service-oriented," and subsequently designated as Livestock Extension Technician.

The study also seemed to reveal the existence of a homogeneous informal group occupying top positions in the organization.

Recommendations

Since the present personnel of the Bureau of Animal Industry Livestock Extension Unit are estimated to be more than 10 percent of the total employees of the agency and since it is important to improve the effectiveness and personality of the unit, it is recommended that it be designated a division, if this has not yet been done.

The problems of the Livestock Extension Service as perceived by personnel at the various levels supported the need for the Management by Objectives System. The installation of the MBO System in the Bureau of Animal Industry Livestock Extension is recommended to overcome these problems.

A majority of the personnel of the Livestock Extension Service are appointed Livestock Inspector and subsequently designated as Livestock Extension Technician. Since this was indicated as a problem by many of those personnel, it is recommended that their designation be changed with

appointment and a career ladder be established for their position.

Since manpower appeared to be one of the greatest problems confronting the Bureau of Animal Industry Livestock Extension Service, this writer recommends training or retraining of personnel directly involved with the program, including Regional Directors.

To re-examine the functions of some personnel charged with implementing the Bureau of Animal Industry programs is within the powers and prerogatives of top management and should be considered in view of the variety of functions reported.

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APPENDIX A

CENTRAL OFFICE QUESTIONNAIRE

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES "

by F. G. Villarta

GUIDELINES ON THE USE OF THE QUESTIONNAIRES

- A. Please study and appraise the questionnaires and find out whether or not they are understood and acceptable by the respondents. If the questionnaires are acceptable, please monitor them to all concern.
- B. The sample selected for this study are:
1. Administrators from Central Office, Manila

Questionnaire for Central Office, Manila, is directed towards four administrators:

 - a. The Director of Animal Industry
 - b. The Assistant Director of Animal Industry
 - c. The NFAC Livestock Action Officer
 - d. The National Livestock Extension Program Coordinator

Questionnaire may be answered individually by the four administrators and their responses will be treated individually. Or, the Director of Animal Industry, as head of the agency, may select a representative for the group, to answer the questionnaire intended for the four administrators. Responses of the representative, should represent the opinion of Central Office, Manila.
 2. All Regional Directors of the Bureau of Animal Industry
 3. All Provincial Program Officers of the Bureau of Animal Industry
 4. At least one hundred Livestock Extension Technicians of the Bureau of Animal Industry, preferably from the different regions of the country.
- C. The names of the Regional Directors, Provincial Program Officers and Livestock Extension Technicians need not be indicated in the questionnaire. In this way, their identity will be unknown and will remain unknown. Their responses will be treated as a group and never individually.
- D. Questionnaires intended for Central Office, Regional Offices, Provincial Offices and Livestock Extension Technicians are marked accordingly.
- E. Please answer the questions as truthfully as you can. The success of this study depends on your willingness to answer the questions in a truthful and careful manner.
- F. It is suggested that the questionnaire intended for a particular provincial office be administered at a certain time and date. Questionnaire once completed, will be collected by the one administering it.
- G. Please send completed questionnaire by AIRMAIL to:

F. G. Villarta
c/o Room 235 Agricultural Education Dept.
Oklahoma State University
Stillwater, Oklahoma 74074
U. S. A.

on or before January 15, 1975.

Thank you.


FEDERICO G. VILLARTA

"PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES"

by F. G. Villarta

CENTRAL OFFICE

QUESTIONNAIRE

The National Food and Agriculture Council (NFAC) was created by Executive Order No. 183 on May 6, 1969, as a coordinating body that shall oversee, unify and integrate the administration and implementation of the total food production program of the Philippine government.

Question 1

In preparing a national program for the Bureau of Animal Industry (BAI), it seems logical that the BAI should pattern its national goals and objectives consistent with the national policy, goals and objectives of the Department of Agriculture. Do you support such statement?

Yes No

Question 2

How was the Livestock Extension Service of the Bureau of Animal Industry created?

Answer:

Question 3

When a national program of the BAI is prepared, before the program is finalized, the Director or Assistant Director of the BAI normally has to confer with: (Please consider only one answer.)

- Top Officials of the Department of Agriculture.
- his Staff.
- his Staff, Top Officials of the Department of Agriculture, the NFAC Livestock Action Officer, the Regional Directors and Provincial Program Officers.
- his Staff, Top Officials of the Department of Agriculture, the NFAC Livestock Action Officer, the Regional Directors, the Action Officers of the artificial insemination and forage development programs and Provincial Program Officers.
- Other possibility (please explain).

Question 4

Will the BAI national program have to be approved first by Top Officers of the Department of Agriculture before it is implemented?

Yes No

Comment:

CENTRAL OFFICE QUESTIONNAIRE

Question 5

What in your opinion, is the degree of participation of the following personnel in the preparation of the "national goals", (satisfaction of the effective demand and exportation of surplus) of the meat and egg production programs of the BAI.

	Please circle the appropriate number					
	(None)				(A great deal)	
	0	1	2	3	4	5
Top Officials of the Dept. of Agr.....	0	1	2	3	4	5
Director/Assistant Director of BAI	0	1	2	3	4	5
Staff of the Director/Assistant Director of BAI	0	1	2	3	4	5
NFAC Livestock Action Officer	0	1	2	3	4	5
Action Officer of the artificial insemination program	0	1	2	3	4	5
Action Officer of the forage development program	0	1	2	3	4	5
Regional Directors	0	1	2	3	4	5
Provincial Program Officers	0	1	2	3	4	5
Livestock Inspectors, Artificial Breeding Technicians and Extension Technicians	0	1	2	3	4	5

Question 6

What in your opinion, is the degree of participation of the following personnel in the preparation of the "national targets" (kilograms or tons of meat, milk or eggs or services, number of A.U. to be immunized by a Livestock Inspector, or number of cooperators each Extension Technician).

	Please circle the appropriate number					
	(None)				(A great deal)	
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5

Question 7

What in your opinion, is the degree of participation of the following personnel in the preparation of job functions or specific duties and responsibilities of personnel directly involved in the implementation of the BAI program for FY 1971-74.

	Please circle the appropriate number					
	(None)				(A great deal)	
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8

The following are possible problems of the Livestock Extension Service. Please rank these problems according to the scale indicated. If in your opinion there are other problems affecting the livestock extension program, please list these problems and rank them accordingly.

	Please circle the appropriate number						Please circle the appropriate number				
	(No problem)				(Great problem)		(No problem)				(Great problem)
	1	2	3	4	5		1	2	3	4	5
A. Manpower											
A-1. Lack of qualified extension staff in the Central Office	1	2	3	4	5	A-8. Lack of supervision of extension technicians	1	2	3	4	5
A-2. Lack of qualified extension staff in the Regional Offices	1	2	3	4	5	A-9. Lack of secretarial staff in Central, Regional and Provincial Offices	1	2	3	4	5
A-3. Lack of qualified extension staff in the Provincial Offices	1	2	3	4	5	A-10. Lack of administrative support from Top Administrators (higher in rank than the respondent)	1	2	3	4	5
A-4. Lack of sufficient extension technicians	1	2	3	4	5						
A-5. Lack of training of extension technicians in extension concepts, extension methods, agribusiness, program planning and evaluation.....	1	2	3	4	5	B. Funds					
A-6. Lack of training of <u>Provincial Program Officers</u> in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-1. Lack of travel funds	1	2	3	4	5
A-7. Lack of training of <u>Regional Directors</u> in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-2. Lack of funds to procure supplies and equipment	1	2	3	4	5
						C. Materials					
						C-1. Lack of transportation for mobility of extension technicians	1	2	3	4	5
						C-2. Lack of feedforward materials like reference materials, research publications, etc.	1	2	3	4	5

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

	Please circle the appropriate number				
	(No problem)				(Great problem)
	1	2	3	4	5
C-3. Lack of supplies and equipment like filing cabinets, duplicating machines and photo equipment	1	2	3	4	5
<u>D. Communication</u>					
D-1. Too many dialects which hindered the production of teaching aids	1	2	3	4	5
D-2. Lack or delay of communication between Central and field offices	1	2	3	4	5
D-3. Lack of understanding on the value of internal linkages among the various BAI services	1	2	3	4	5
<u>E. Reports and Reporting System</u>					
E-1. Late submission of reports by fieldmen	1	2	3	4	5
E-2. Reports are unsummarized; submitted as originally prepared by fieldmen	1	2	3	4	5
E-3. Reports are unrealistic; data needs verification	1	2	3	4	5
E-4. Inefficient filing system	1	2	3	4	5
E-5. Too many reports to submit	1	2	3	4	5

	Please circle the appropriate number				
	(No problem)				(Great problem)
	1	2	3	4	5
<u>F. Appraisal and Feedback System</u>					
F-1. Lack of <u>objective</u> appraisal system...	1	2	3	4	5
F-2. Lack of <u>periodic</u> appraisal of extension program	1	2	3	4	5
F-3. Lack of efficient feedback system....	1	2	3	4	5
F-4. Feedback not properly utilized for improvement of the service; defensive attitude of some administrators, within and without the extension service, when unfavorable feedback is received	1	2	3	4	5
<u>G. Other Problems</u>					
G-1. Lack of job description of extension technicians	1	2	3	4	5
G-2. <u>Time</u> is not well managed by extension technicians	1	2	3	4	5
G-3. Extension technicians are not fully informed of policy trends	1	2	3	4	5
G-4. Unrealistic performance objectives or targets	1	2	3	4	5

CENTRAL OFFICE QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

	Please circle the appropriate number				
	(No problem)				(Great problem)
	1	2	3	4	5
G-5. Extension technicians are still "service oriented", rather than education oriented	1	2	3	4	5
G-6. Lack of incentives for personal growth, e.g. promotion or salary increases	1	2	3	4	5
G-7. Extension technicians are utilized by Administrators to render service other than what is called for in their duties, thereby affecting their performance....	1	2	3	4	5
G-8. _____ _____ _____	1	2	3	4	5
G-9. _____ _____ _____	1	2	3	4	5
G-10. _____ _____ _____	1	2	3	4	5

Question 9

As a deviation from the "Standard Operating Procedure" in an upward flow of communication from a SOURCE with a MESSAGE through a CHANNEL, thence to the RECEIVER for action, in your opinion how would you consider this situation: (Please check those that apply.)

"SOURCE with a MESSAGE by-passing the CHANNELS, then to the DIRECTOR for action."

- () A prerogative of the Head of the Agency (Director)
- () Acceptable by the Head of the Agency (Director)
- () Unacceptable by the Head of the Agency (Director)
- () Others (please explain):

Question 10

What, in your opinion, is the criteria for promotion at present?

Answer:

CENTRAL OFFICE
REGIONAL OFFICES
PROVINCIAL OFFICES
LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

"Accountability", as used in the preceding question means that every person or group is answerable to some degree to another person or position for something (objectives) expressed in performance terms within specified constraints (time, money).

Example, if we assume that:

- (a) A Regional Director having 2 Provincial Program Officers (PFO's) has received from the Director of Animal Industry a ₱20,000.00 budget for FY 1974-75, ₱10,000.00 of which is intended for veterinary services and the other ₱10,000.00 for artificial breeding services;
- (b) The Regional Director has appropriated to each PFO ₱5,000.00 for veterinary services and another ₱5,000.00 for artificial breeding services;
- (c) Each PFO has 3 Livestock Inspectors and 3 Artificial Breeding Technicians;
- (d) The minimum target for each Livestock Inspector is 2,000 stock or animal units (A.U.) of veterinary services, and the minimum target for each Artificial Breeding Technician is 1,800 breeding services;

Therefore, the accountability for FY 1974-75 of:

- (A) A Livestock Inspector to his Provincial Program Officer is 2,000 A.U. of veterinary services;
- (B) An Artificial Breeding Technician to his Provincial Program Officer is 1,800 artificial breeding services;
- (C) A Provincial Program Officer to the Regional Director is 6,000 A.U. of veterinary services and 3,600 artificial breeding services; and
- (D) A Regional Director to the Director of Animal Industry is 12,000 A.U. of veterinary services and 7,200 artificial breeding services.

Question 11

In program implementation or execution, what in your opinion is the degree of accountability for the success or failure of the following personnel in their respective field of assignment.

	Please circle the appropriate number				
	(Low)				(High)
	1	2	3	4	5
A. The accountability of a <u>Regional Director</u> to the Director of Animal Industry for the achievement of results in his region is	1	2	3	4	5
B. The accountability of a <u>Provincial Program Officer</u> to the Regional Director for the achievement of results in his province is ...	1	2	3	4	5
C. The accountability of a <u>Livestock Inspector</u> or <u>Artificial Breeding Technician</u> to the Provincial Program Officer is	1	2	3	4	5

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES "

by F. G. Villarta

RESPONDENT'S INFORMATION SHEET

Appointment/Designation: _____

Highest Degree Attained: _____

Age (please check one):

- 21 - 30 years old 51 - 60 years old
 31 - 40 years old over 60 years old
 41 - 50 years old

Number of years in the government service (please check one):

- 1 - 5 years 16 - 20 years
 6 - 10 years over 20 years
 11 - 15 years

Number of years in the Bureau of Animal Industry (please check one):

- 1 - 5 years
 6 - 10 years
 11 - 15 years
 16 - 20 years
 over 20 years

APPENDIX B

REGIONAL OFFICE QUESTIONNAIRE

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES "

by F. G. Villarta

REGIONAL OFFICE

QUESTIONNAIRE

Question 1

Do you prepare a "regional program" and set your performance objectives or targets for the region?

() Yes () No

Question 2

In preparing a regional program for the Bureau of Animal Industry (BAI), it seems logical that the region should pattern its goals and objectives consistent with the national policy of the agency. Do you support such statement?

() Yes () No

Question 3

When a regional program of the BAI is prepared, before the program is finalized, the Regional Director normally has to confer with: (Please consider only one answer.)

- () his Staff.
- () his Staff and the Provincial Program Officers.
- () his Staff, the Provincial Program Officers, Livestock Inspectors, Artificial Breeding Technicians, Livestock Extension Technicians and other fieldmen in his region.
- () his Staff, the Provincial Program Officers, Livestock Inspectors, Artificial Breeding Technicians, Livestock Extension Technicians and other fieldmen in his region; the Director of Animal Industry or his representative.
- () his Staff, the Provincial Program Officers, Livestock Inspectors, Artificial Breeding Technicians and other fieldmen in his region; the Director of Animal Industry or his representative and Top Officials of the Department of Agriculture or their representatives.
- () Other possibility (please explain).

Question 4

Does the regional program have to be approved first by the Director of Animal Industry before it is implemented?

() Yes () No

REGIONAL OFFICE QUESTIONNAIRE

Question 5

What in your opinion, is the degree of participation of the following personnel in the preparation of the "regional goals", (satisfaction of the effective demand and exportation of surplus) of the meat and egg production programs of the BAI.

Please circle the appropriate number

	(None)				(A great deal)
	0	1	2	3	4 5
Top Officials of the Dept. of Agr.....	0	1	2	3	4 5
Director/Assistant Director of BAI	0	1	2	3	4 5
Staff of the Director/Assistant Director of BAI	0	1	2	3	4 5
NFAC Livestock Action Officer	0	1	2	3	4 5
Action Officer of the artificial insemination program	0	1	2	3	4 5
Action Officer of the forage development program	0	1	2	3	4 5
Regional Directors	0	1	2	3	4 5
Provincial Program Officers	0	1	2	3	4 5
Livestock Inspectors, Artificial Breeding Technicians and Extension Technicians	0	1	2	3	4 5

Question 6

What in your opinion, is the degree of participation of the following personnel in the preparation of the "regional targets" (kilograms or tons of meat, milk or eggs or services, number of A.U. to be immunized by a Livestock Inspector, or number of cooperators each Extension Technician).

Please circle the appropriate number

	(None)				(A great deal)
	0	1	2	3	4 5
Top Officials of the Dept. of Agr.....	0	1	2	3	4 5
Director/Assistant Director of BAI	0	1	2	3	4 5
Staff of the Director/Assistant Director of BAI	0	1	2	3	4 5
NFAC Livestock Action Officer	0	1	2	3	4 5
Action Officer of the artificial insemination program	0	1	2	3	4 5
Action Officer of the forage development program	0	1	2	3	4 5
Regional Directors	0	1	2	3	4 5
Provincial Program Officers	0	1	2	3	4 5
Livestock Inspectors, Artificial Breeding Technicians and Extension Technicians	0	1	2	3	4 5

Question 7

What in your opinion, is the degree of participation of the following personnel in the preparation of job functions or specific duties and responsibilities of personnel directly involved in the implementation of the BAI program for FY 1974-75.

Please circle the appropriate number

	(None)				(A great deal)
	0	1	2	3	4 5
Top Officials of the Dept. of Agr.....	0	1	2	3	4 5
Director/Assistant Director of BAI	0	1	2	3	4 5
Staff of the Director/Assistant Director of BAI	0	1	2	3	4 5
NFAC Livestock Action Officer	0	1	2	3	4 5
Action Officer of the artificial insemination program	0	1	2	3	4 5
Action Officer of the forage development program	0	1	2	3	4 5
Regional Directors	0	1	2	3	4 5
Provincial Program Officers	0	1	2	3	4 5
Livestock Inspectors, Artificial Breeding Technicians and Extension Technicians	0	1	2	3	4 5

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8

The following are possible problems of the Livestock Extension Service. Please rank these problems according to the scale indicated. If in your opinion there are other problems affecting the livestock extension program, please list these problems and rank them accordingly.

	Please circle the appropriate number						Please circle the appropriate number				
	(No problem) 1	2	3	4	(Great problem) 5		(No problem) 1	2	3	4	(Great problem) 5
A. Manpower											
A-1. Lack of qualified extension staff in the Central Office	1	2	3	4	5	A-8. Lack of supervision of extension technicians	1	2	3	4	5
A-2. Lack of qualified extension staff in the Regional Offices	1	2	3	4	5	A-9. Lack of secretarial staff in Central, Regional and Provincial Offices	1	2	3	4	5
A-3. Lack of qualified extension staff in the Provincial Offices	1	2	3	4	5	A-10. Lack of administrative support from Top Administrators (higher in rank than the respondent)	1	2	3	4	5
A-4. Lack of sufficient extension technicians	1	2	3	4	5	B. Funds					
A-5. Lack of training of extension technicians in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-1. Lack of travel funds	1	2	3	4	5
A-6. Lack of training of Provincial Program Officers in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-2. Lack of funds to procure supplies and equipment	1	2	3	4	5
A-7. Lack of training of Regional Directors in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	C. Materials					
						C-1. Lack of transportation for mobility of extension technicians	1	2	3	4	5
						C-2. Lack of feedforward materials like reference materials, research publications, etc.	1	2	3	4	5

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

	Please circle the appropriate number						Please circle the appropriate number				
	(No problem)				(Great problem)		(No problem)				(Great problem)
	1	2	3	4	5		1	2	3	4	5
C-3. Lack of supplies and equipment like filing cabinets, duplicating machines and photo equipment.....	1	2	3	4	5						
<u>D. Communication</u>						<u>F. Appraisal and Feedback System</u>					
D-1. Too many dialects which hindered the production of teaching aids	1	2	3	4	5	F-1. Lack of <u>objective</u> appraisal system..	1	2	3	4	5
D-2. Lack or delay of communication between Central Office and field offices	1	2	3	4	5	F-2. Lack of <u>periodic</u> appraisal of extension program	1	2	3	4	5
D-3. Lack of understanding on the value of internal linkages among the various BAI services	1	2	3	4	5	F-3. Lack of efficient feedback system...	1	2	3	4	5
<u>E. Reports and Reporting System</u>						F-4. Feedback not properly utilized for improvement of the service; defensive attitude of some administrators, within and without the extension service, when unfavorable feedback is received.....	1	2	3	4	5
E-1. Late submission of reports by fieldmen	1	2	3	4	5	<u>G. Other Problems</u>					
E-2. Reports are unsummarized; submitted as originally prepared by fieldmen....	1	2	3	4	5	G-1. Lack of job description of extension technicians	1	2	3	4	5
E-3. Reports are unrealistic; data needs verification	1	2	3	4	5	G-2. <u>Time</u> is not well managed by extension technicians	1	2	3	4	5
E-4. Inefficient filing system	1	2	3	4	5	G-3. Extension technicians are not fully informed of policy trends	1	2	3	4	5
E-5. Too many reports to submit	1	2	3	4	5	G-4. Unrealistic performance objectives or targets	1	2	3	4	5

REGIONAL OFFICE QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

		Please circle the appropriate number				
		(No problem)				(Great problem)
		1	2	3	4	5
G-5.	Extension technicians are still "service oriented", rather than education oriented	1	2	3	4	5
G-6.	Lack of incentives for personal growth, e.g. promotion or salary increases....	1	2	3	4	5
G-7.	Extension technicians are utilized by Administrators to render service other than what is called for in their duties, thereby affecting their performance	1	2	3	4	5
G-8.	_____					

	_____	1	2	3	4	5
G-9.	_____					

	_____	1	2	3	4	5

Question 9

What, in your opinion, is the criteria for promotion at present?

Answer:

CENTRAL OFFICE
REGIONAL OFFICES
PROVINCIAL OFFICES
LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

"Accountability", as used in the preceding question means that every person or group is answerable to some degree to another person or position for something (objectives) expressed in performance terms within specified constraints (time, money).

Example, if we assume that:

- (a) A Regional Director having 2 Provincial Program Officers (PPO's) has received from the Director of Animal Industry a ₱20,000.00 budget for FY 1974-75, ₱10,000.00 of which is intended for veterinary services and the other ₱10,000.00 for artificial breeding services;
- (b) The Regional Director has appropriated to each PPO ₱5,000.00 for veterinary services and another ₱5,000.00 for artificial breeding services;
- (c) Each PPO has 3 Livestock Inspectors and 3 Artificial Breeding Technicians;
- (d) The minimum target for each Livestock Inspector is 2,000 stock or animal units (A.U.) of veterinary services, and the minimum target for each Artificial Breeding Technician is 1,800 breeding services;

Therefore, the accountability for FY 1974-75 of:

- (A) A Livestock Inspector to his Provincial Program Officer is 2,000 A.U. of veterinary services;
- (B) An Artificial Breeding Technician to his Provincial Program Officer is 1,800 artificial breeding services;
- (C) A Provincial Program Officer to the Regional Director is 6,000 A.U. of veterinary services and 3,600 artificial breeding services; and
- (D) A Regional Director to the Director of Animal Industry is 12,000 A.U. of veterinary services and 7,200 artificial breeding services.

Question 11

In program implementation or execution, what in your opinion is the degree of accountability for the success or failure of the following personnel in their respective field of assignment.

- | | Please circle
the appropriate number | | | | |
|--|---|---|---|---|--------|
| | (Low) | | | | (High) |
| | 1 | 2 | 3 | 4 | 5 |
| A. The accountability of a <u>Regional Director</u> to the Director of Animal Industry for the achievement of results in his region is | 1 | 2 | 3 | 4 | 5 |
| B. The accountability of a <u>Provincial Program Officer</u> to the Regional Director for the achievement of results in his province is ... | 1 | 2 | 3 | 4 | 5 |
| C. The accountability of a <u>Livestock Inspector</u> or <u>Artificial Breeding Technician</u> to the Provincial Program Officer is | 1 | 2 | 3 | 4 | 5 |

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES "

by F. G. Villarta

RESPONDENT'S INFORMATION SHEET

Appointment/Designation: _____

Highest Degree Attained: _____

Age (please check one):

- 21 - 30 years old 51 - 60 years old
 31 - 40 years old over 60 years old
 41 - 50 years old

Number of years in the government service (please check one):

- 1 - 5 years 16 - 20 years
 6 - 10 years over 20 years
 11 - 15 years

Number of years in the Bureau of Animal Industry (please check one):

- 1 - 5 years
 6 - 10 years
 11 - 15 years
 16 - 20 years
 over 20 years

APPENDIX C

PROVINCIAL OFFICE QUESTIONNAIRE

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES "

by F. G. Villarta

PROVINCIAL OFFICE

QUESTIONNAIRE

Question 1

Do you prepare a "provincial program" and set your performance objectives or targets for the province?

() Yes () No

Question 2

In preparing a provincial program for the Bureau of Animal Industry (BAI), it seems logical that the provincial office should pattern its goals and objectives consistent with the national and regional policies of the agency. Do you support such statement?

() Yes () No

Question 3

When a provincial program of the BAI is prepared, before the program is finalized, the Provincial Program Officer normally has to confer with: (Please consider only one answer.)

- () his Staff.
- () his Staff, the Livestock Inspectors, Artificial Breeding Technicians, Livestock Extension Technicians and other fieldmen in his province.
- () his Staff, the Regional Director, the Livestock Inspectors, Artificial Breeding Technicians, Livestock Extension Technicians and other fieldmen in his province.
- () Other possibility (please explain).

Question 4

Does the provincial program have to be approved first by the Regional Director of the Bureau of Animal Industry before it is implemented?

() Yes () No

PROVINCIAL OFFICE QUESTIONNAIRE

Question 5

What in your opinion, is the degree of participation of the following personnel in the preparation of the "provincial goals", (satisfaction of the effective demand and exportation of surplus) of the meat and egg production programs of the BAI.

	Please circle the appropriate number					
	(None)					(A great deal)
	0	1	2	3	4	5
Top Officials of the Dept. of Agr.....	0	1	2	3	4	5
Director/Assistant Director of BAI	0	1	2	3	4	5
Staff of the Director/Assistant Director of BAI	0	1	2	3	4	5
NFAC Livestock Action Officer	0	1	2	3	4	5
Action Officer of the artificial insemination program	0	1	2	3	4	5
Action Officer of the forage development program	0	1	2	3	4	5
Regional Directors	0	1	2	3	4	5
Provincial Program Officers	0	1	2	3	4	5
Livestock Inspectors, Artificial Breeding Technicians and Extension Technicians	0	1	2	3	4	5

Question 6

What in your opinion, is the degree of participation of the following personnel in the preparation of the "provincial targets" (kilograms or tons of meat, milk or eggs or services, number of A.U. to be immunized by a Livestock Inspector, or number of cooperators each Extension Technician).

	Please circle the appropriate number					
	(None)					(A great deal)
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5

Question 7

What in your opinion, is the degree of participation of the following personnel in the preparation of job functions or specific duties and responsibilities of personnel directly involved in the implementation of the BAI program for FY 1974-75.

	Please circle the appropriate number					
	(None)					(A great deal)
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5
	0	1	2	3	4	5

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8

The following are possible problems of the Livestock Extension Service. Please rank these problems according to the scale indicated. If in your opinion there are other problems affecting the livestock extension program, please list these problems and rank them accordingly.

	Please circle the appropriate number						Please circle the appropriate number				
	(No problem)				(Great problem)		(No problem)				(Great problem)
	1	2	3	4	5		1	2	3	4	5
A. Manpower											
A-1. Lack of qualified extension staff in the Central Office	1	2	3	4	5	A-8. Lack of supervision of extension technicians	1	2	3	4	5
A-2. Lack of qualified extension staff in the Regional Offices	1	2	3	4	5	A-9. Lack of secretarial staff in Central, Regional and Provincial Offices	1	2	3	4	5
A-3. Lack of qualified extension staff in the Provincial Offices	1	2	3	4	5	A-10. Lack of administrative support from Top Administrators (higher in rank than the respondent)	1	2	3	4	5
A-4. Lack of sufficient extension technicians	1	2	3	4	5						
A-5. Lack of training of extension technicians in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B. Funds					
A-6. Lack of training of Provincial Program Officers in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-1. Lack of travel funds	1	2	3	4	5
A-7. Lack of training of Regional Directors in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-2. Lack of funds to procure supplies and equipment	1	2	3	4	5
						C. Materials					
						C-1. Lack of transportation for mobility of extension technicians	1	2	3	4	5
						C-2. Lack of feedforward materials like reference materials, research publications, etc.	1	2	3	4	5

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

	Please circle the appropriate number				
	(No problem)				(Great problem)
	1	2	3	4	5
C-3. Lack of supplies and equipment like filing cabinets, duplicating machines and photo equipment.....	1	2	3	4	5
<u>D. Communication</u>					
D-1. Too many dialects which hindered the production of teaching aids	1	2	3	4	5
D-2. Lack or delay of communication between Central Office and field offices	1	2	3	4	5
D-3. Lack of understanding on the value of internal linkages among the various BAI services	1	2	3	4	5
<u>E. Reports and Reporting System</u>					
E-1. Late submission of reports by fieldmen	1	2	3	4	5
E-2. Reports are unsummarized; submitted as originally prepared by fieldmen....	1	2	3	4	5
E-3. Reports are unrealistic; data needs verification	1	2	3	4	5
E-4. Inefficient filing system	1	2	3	4	5
E-5. Too many reports to submit	1	2	3	4	5

	Please circle the appropriate number				
	(No problem)				(Great problem)
	1	2	3	4	5
<u>F. Appraisal and Feedback System</u>					
F-1. Lack of <u>objective</u> appraisal system..	1	2	3	4	5
F-2. Lack of <u>periodic</u> appraisal of extension program	1	2	3	4	5
F-3. Lack of efficient feedback system...	1	2	3	4	5
F-4. Feedback not properly utilized for improvement of the service; defensive attitude of some administrators, within and without the extension service, when unfavorable feedback is received.....	1	2	3	4	5
<u>G. Other Problems</u>					
G-1. Lack of job description of extension technicians	1	2	3	4	5
G-2. <u>Time</u> is not well managed by extension technicians	1	2	3	4	5
G-3. Extension technicians are not fully informed of policy trends	1	2	3	4	5
G-4. Unrealistic performance objectives or targets	1	2	3	4	5

PROVINCIAL OFFICE QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

	Please circle the appropriate number				
	(No problem)				(Great problem)
	1	2	3	4	5
G-5. Extension technicians are still "service oriented", rather than education oriented.....	1	2	3	4	5
G-6. Lack of incentives for personal growth, e.g. promotion or salary increases.....	1	2	3	4	5
G-7. Extension technicians are utilized by Administrators to render service other than what is called for in their duties, thereby affecting their performance.....	1	2	3	4	5
G-8. _____					

_____	1	2	3	4	5
G-9. _____					

_____	1	2	3	4	5
G-10. _____					

_____	1	2	3	4	5

Question 9

The following are possible major job functions of a Provincial Program Officer. Which ones, in your opinion do you perform? (Please check those that apply.)

- () Planning
- () Research
- () Supervising and Directing
- () Staffing
- () Administrative
- () Other Duties as Assigned

Question 10

What, in your opinion, is the criteria for promotion at present?

CENTRAL OFFICE
REGIONAL OFFICES
PROVINCIAL OFFICES
LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

"Accountability", as used in the preceding question means that every person or group is answerable to some degree to another person or position for something (objectives) expressed in performance terms within specified constraints (time, money).

Example, if we assume that:

- (a) A Regional Director having 2 Provincial Program Officers (PPO's) has received from the Director of Animal Industry a ₱20,000.00 budget for FY 1974-75, ₱10,000.00 of which is intended for veterinary services and the other ₱10,000.00 for artificial breeding services;
- (b) The Regional Director has appropriated to each PPO ₱5,000.00 for veterinary services and another ₱5,000.00 for artificial breeding services;
- (c) Each PPO has 3 Livestock Inspectors and 3 Artificial Breeding Technicians;
- (d) The minimum target for each Livestock Inspector is 2,000 stock or animal units (A.U.) of veterinary services, and the minimum target for each Artificial Breeding Technician is 1,800 breeding services;

Therefore, the accountability for FY 1974-75 of:

- (A) A Livestock Inspector to his Provincial Program Officer is 2,000 A.U. of veterinary services;
- (B) An Artificial Breeding Technician to his Provincial Program Officer is 1,800 artificial breeding services;
- (C) A Provincial Program Officer to the Regional Director is 6,000 A.U. of veterinary services and 3,600 artificial breeding services; and
- (D) A Regional Director to the Director of Animal Industry is 12,000 A.U. of veterinary services and 7,200 artificial breeding services.

Question 11

In program implementation or execution, what in your opinion is the degree of accountability for the success or failure of the following personnel in their respective field of assignment.

	Please circle the appropriate number				
	(Low)				(High)
	1	2	3	4	5
A. The accountability of a <u>Regional Director</u> to the Director of Animal Industry for the achievement of results in his region is	1	2	3	4	5
B. The accountability of a <u>Provincial Program Officer</u> to the Regional Director for the achievement of results in his province is ...	1	2	3	4	5
C. The accountability of a <u>Livestock Inspector</u> or <u>Artificial Breeding Technician</u> to the Provincial Program Officer is	1	2	3	4	5

PROVINCIAL OFFICE QUESTIONNAIREQuestion 12

Who had the most influence on setting the performance objectives or targets for you?

- () My Regional Director had much more influence than I
- () My Regional Director had somewhat more influence than I
- () My Regional Director and I had about equal influence
- () I had somewhat more influence than my Regional Director
- () I had much more influence than my Regional Director

Question 13

What in your opinion, was the level of difficulty of the performance objectives or targets set for your position?

- () Extremely difficult
- () Difficult
- () Some difficulty
- () Easy
- () Extremely easy

Question 14

How successful were you in achieving the performance objectives or targets set for your province?

- () Objectives or targets was exceeded
- () Objectives or targets was achieved
- () Objectives or targets was partially met
- () Little activity was done
- () No activity was done

Question 15

How often were you given feedback on your progress on your performance objectives or targets?

- () Never
- () Rarely
- () Occasionally
- () Frequently
- () Very frequently

Question 16

How often does your Regional Director ask your opinion when a problem comes up that involves your work?

- () Almost always
- () Most of the time
- () Sometimes
- () Rarely

PROVINCIAL OFFICE QUESTIONNAIREQuestion 17

Which of the statements best describes the amount of praise you receive from your Regional Director about your performance last year?

- Received only praise with no criticism
- Received mostly praise with just a little criticism
- Received about an equal amount of praise and criticism
- Received mostly criticism with just a little praise
- Received only criticism with no praise

Question 18

In your opinion, to what extent will effort increases on your part lead to increases in the level of your job performance?

- To a very great degree
- To a great degree
- To a moderate degree
- To a minor degree
- They will not be related at all

Question 19

How interesting is the work in your present job?

- Extremely interesting
- Quite interesting
- Fairly interesting
- Neither interesting nor uninteresting
- Not at all interesting

Question 20

Given your present situation in life, rank the following items in order of their importance, 1 through 7.

- Opportunity to use one's skills
- Opportunity to experience a sense of accomplishment
- Salary
- Recognition in current job
- Promotions
- Pleasant co-workers
- Job stability

Question 21

How concerned do you feel your Regional Director would be if you failed to achieve the performance objectives or targets established for your job to a significant degree?

- Very concerned
- Somewhat concerned
- Quite concerned
- Just slightly concerned
- Not at all concerned

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
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by F. G. Villarta

RESPONDENT'S INFORMATION SHEET

Appointment/Designation: _____

Highest Degree Attained: _____

Age (please check one):

- () 21 - 30 years old () 51 - 60 years old
() 31 - 40 years old () over 60 years old
() 41 - 50 years old

Number of years in the government service (please check one):

- () 1 - 5 years () 16 - 20 years
() 6 - 10 years () over 20 years
() 11 - 15 years

Number of years in the Bureau of Animal Industry (please check one):

- () 1 - 5 years
() 6 - 10 years
() 11 - 15 years
() 16 - 20 years
() over 20 years

APPENDIX D

LIVESTOCK EXTENSION TECHNICIAN QUESTIONNAIRE

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES "

by F. G. Villarta

LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 1

Do you prepare a program and set your own performance objectives or targets for your position?

- () Yes () No

Question 2

When you prepare a program and set your own performance objectives or targets, are they consistent with the goals and objectives of the regional and provincial offices?

- () Yes () No () I have no knowledge

Question 3

Does your program have to be approved first by your Provincial Program Officer before it is implemented?

- () Yes () No

Question 4

Who had the most influence on setting the performance objectives or targets for you?

- () My PPO had much more influence than I
() My PPO had somewhat more influence than I
() My PPO and I had about equal influence
() I had somewhat more influence than my PPO
() I had much more influence than my PPO

Question 5

What in your opinion, was the level of difficulty of the performance objectives or targets set for your position?

- () Extremely difficult
() Difficult
() Some difficulty
() Easy
() Extremely easy

Question 6

How successful were you in achieving the performance objectives or targets set for your position?

- () Objectives or targets was exceeded
() Objectives or targets was achieved
() Objectives or targets was partially met
() Little activity was done
() No activity was done

LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIREQuestion 7

How often were you given feedback on your progress on your performance objectives or targets?

- Never
- Rarely
- Occasionally
- Frequently
- Very frequently

Question 8 (Please see possible problems of the Livestock Extension Service)Question 11

How concerned do you feel your PFO would be if you failed to achieve the performance objectives or targets established for your job to a significant degree?

- Very concerned
- Quite concerned
- Somewhat concerned
- Just slightly concerned
- Not at all concerned

Question 12

What kind of criticism would you receive from your PFO if you failed to achieve the goals established for your job to a significant degree?

- Extremely severe criticism
- Quite severe criticism
- Somewhat severe criticism
- Mild criticism
- No criticism at all

Question 13

How important is it for you to know what your PFO wants you to do?

- Extremely important
- Quite important
- Somewhat important
- Slightly important
- Not at all important

Question 14

How important is it for you to have definite policies and procedures to help you in performing your job?

- Extremely important
- Quite important
- Somewhat important
- Slightly important
- Not at all important

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8

The following are possible problems of the Livestock Extension Service. Please rank these problems according to the scale indicated. If in your opinion there are other problems affecting the livestock extension program, please list these problems and rank them accordingly.

	Please circle the appropriate number						Please circle the appropriate number				
	(No problem)				(Great problem)		(No problem)				(Great problem)
	1	2	3	4	5		1	2	3	4	5
A. Manpower											
A-1. Lack of qualified extension staff in the Central Office	1	2	3	4	5	A-8. Lack of supervision of extension technicians	1	2	3	4	5
A-2. Lack of qualified extension staff in the Regional Offices	1	2	3	4	5	A-9. Lack of secretarial staff in Central, Regional and Provincial Offices	1	2	3	4	5
A-3. Lack of qualified extension staff in the Provincial Offices	1	2	3	4	5	A-10. Lack of administrative support from Top Administrators (higher in rank than the respondent)	1	2	3	4	5
A-4. Lack of sufficient extension technicians	1	2	3	4	5						
A-5. Lack of training of extension technicians in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B. Funds					
A-6. Lack of training of Provincial Program Officers in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-1. Lack of travel funds	1	2	3	4	5
A-7. Lack of training of Regional Directors in extension concepts, extension methods, agribusiness, program planning and evaluation	1	2	3	4	5	B-2. Lack of funds to procure supplies and equipment	1	2	3	4	5
						C. Materials					
						C-1. Lack of transportation for mobility of extension technicians	1	2	3	4	5
						C-2. Lack of feedforward materials like reference materials, research publications, etc.	1	2	3	4	5

CENTRAL OFFICE, REGIONAL OFFICES, PROVINCIAL OFFICES AND LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

	Please circle the appropriate number						Please circle the appropriate number				
	(No problem)				(Great problem)		(No problem)				(Great problem)
	1	2	3	4	5		1	2	3	4	5
C-3. Lack of supplies and equipment like filing cabinets, duplicating machines and photo equipment.....	1	2	3	4	5						
<u>D. Communication</u>						<u>F. Appraisal and Feedback System</u>					
D-1. Too many dialects which hindered the production of teaching aids	1	2	3	4	5	F-1. Lack of <u>objective</u> appraisal system..	1	2	3	4	5
D-2. Lack or delay of communication between Central Office and field offices	1	2	3	4	5	F-2. Lack of <u>periodic</u> appraisal of extension program	1	2	3	4	5
D-3. Lack of understanding on the value of internal linkages among the various BAI services	1	2	3	4	5	F-3. Lack of efficient feedback system...	1	2	3	4	5
<u>E. Reports and Reporting System</u>						F-4. Feedback not properly utilized for improvement of the service; defensive attitude of some administrators, within and without the extension service, when unfavorable feedback is received.....					
E-1. Late submission of reports by fieldmen	1	2	3	4	5	1 2 3 4 5					
E-2. Reports are unsummarized; submitted as originally prepared by fieldmen....	1	2	3	4	5	<u>G. Other Problems</u>					
E-3. Reports are unrealistic; data needs verification	1	2	3	4	5	G-1. Lack of job description of extension technicians	1	2	3	4	5
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						G-4. Unrealistic performance objectives or targets	1	2	3	4	5

LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

Question 8 (Continuation on possible problems of the Livestock Extension Service)

		Please circle the appropriate number				
		(No problem)				(Great problem)
		1	2	3	4	5
G-5.	Extension technicians are still "service oriented", rather than education oriented	1	2	3	4	5
G-6.	Lack of incentives for personal growth, e.g. promotion or salary increases	1	2	3	4	5
G-7.	Extension technicians are utilized by Administrators to render service other than what is called for in their duties, thereby affecting their performance....	1	2	3	4	5
G-8.	_____					

	_____	1	2	3	4	5
G-9.	_____					

	_____	1	2	3	4	5
G-10.	_____					

	_____	1	2	3	4	5

Question 9

How often does your PPO ask your opinion when a problem comes up that involves your work?

- () Almost always
- () Most of the time
- () Sometimes
- () Rarely

Question 10

Which of the statements best describes the amount of praise you receive from your PPO about your performance last year?

- () Received only praise with no criticism
- () Received mostly praise with just a little criticism
- () Received about an equal amount of praise and criticism
- () Received mostly criticism with just a little praise
- () Received only criticism with no praise

CENTRAL OFFICE
REGIONAL OFFICES
PROVINCIAL OFFICES
LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIRE

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Therefore, the accountability for FY 1974-75 of:

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Question 11

In program implementation or execution, what in your opinion is the degree of accountability for the success or failure of the following personnel in their respective field of assignment.

	Please circle the appropriate number				
	(Low)				(High)
	1	2	3	4	5
A. The accountability of a <u>Regional Director</u> to the Director of Animal Industry for the achievement of results in his region is	1	2	3	4	5
B. The accountability of a <u>Provincial Program Officer</u> to the Regional Director for the achievement of results in his province is ...	1	2	3	4	5
C. The accountability of a <u>Livestock Inspector</u> or <u>Artificial Breeding Technician</u> to the Provincial Program Officer is	1	2	3	4	5

LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIREQuestion 15

In your opinion, to what extent will effort increases on your part lead to increases in the level of your performance?

- () To a very great degree
- () To a great degree
- () To a moderate degree
- () To a minor degree
- () They will not be related at all

Question 16

To what extent do you experience a feeling of personal accomplishment and satisfaction in fully completing your performance objectives or target assignments?

- () To a very great degree
- () To a great degree
- () To a moderate degree
- () To a minor degree
- () No feeling of personal accomplishment and satisfaction

Question 17

Given your present situation in life, rank the following items in order of their importance, 1 through 7.

- () Opportunity to use one's skills
- () Opportunity to experience a sense of accomplishment
- () Salary
- () Recognition in current job
- () Promotions
- () Pleasant co-workers
- () Job stability

Question 18

Which statement best describes the manners in which your PPO helps you in performing your job?

- () He rarely makes suggestions to me
- () He gives me some ideas, but I could use much more help
- () Sometimes my PPO helps me plan to reach a goal and sometimes he doesn't
- () Generally, when I encounter a serious obstacle, my PPO will suggest ways to overcome it
- () Generally, when a serious obstacle arises, I discuss it with my PPO and we revise the strategy and the objective

LIVESTOCK EXTENSION TECHNICIANS QUESTIONNAIREQuestion 19

How interesting is the work in your present job?

- () Extremely interesting
 () Quite interesting
 () Fairly interesting
 () Neither interesting nor uninteresting
 () Not at all interesting

Question 20

Please answer the following questions by checking those that apply.

What is your present designation?	Was such designation of your choice?	If your answer to column 2 is "No", what would you rather prefer to be? (Please check one.)
	Yes	No
() LET for cattle	()	() LET for swine () LET for poultry
() LET for swine	()	() LET for cattle () LET for poultry
() LET for poultry	()	() LET for cattle () LET for swine
() FORAGE Technician	()	() LET for cattle () LET for swine () LET for poultry

Thank you.

" PROJECTION OF THE MANAGEMENT BY OBJECTIVES
SYSTEM FOR THE BUREAU OF ANIMAL INDUSTRY
LIVESTOCK EXTENSION IN THE PHILIPPINES "

by F. G. Villarta

RESPONDENT'S INFORMATION SHEET

Appointment/Designation: _____

Highest Degree Attained: _____

Age (please check one):

- | | |
|--|--|
| <input type="checkbox"/> 21 - 30 years old | <input type="checkbox"/> 51 - 60 years old |
| <input type="checkbox"/> 31 - 40 years old | <input type="checkbox"/> over 60 years old |
| <input type="checkbox"/> 41 - 50 years old | |

Number of years in the government service (please check one):

- | | |
|--|--|
| <input type="checkbox"/> 1 - 5 years | <input type="checkbox"/> 16 - 20 years |
| <input type="checkbox"/> 6 - 10 years | <input type="checkbox"/> over 20 years |
| <input type="checkbox"/> 11 - 15 years | |

Number of years in the Bureau of Animal Industry (please check one):

- | |
|--|
| <input type="checkbox"/> 1 - 5 years |
| <input type="checkbox"/> 6 - 10 years |
| <input type="checkbox"/> 11 - 15 years |
| <input type="checkbox"/> 16 - 20 years |
| <input type="checkbox"/> over 20 years |

VITA

Federico Guarin Villarta

Candidate for the Degree of

Specialist in Education

Thesis: PROJECTION OF THE MANAGEMENT BY OBJECTIVES SYSTEM FOR BUREAU OF ANIMAL INDUSTRY LIVESTOCK EXTENSION IN THE PHILIPPINES

Major Field: Vocational-Technical and Career Education

Biographical:

Personal Data: Born in Camiling, Tarlac, Philippines, July 25, 1934, the son of Mr. and Mrs. Apolonio Villarta.

Education: Attended grade school in Camiling Elementary School in 1947; graduated in high school from Camiling Colleges in 1952; received Bachelor of Science in Agriculture in 1956, from the University of the Philippines; and earned 32 units in Liberal Arts from the University of San Carlos, Cebu City in 1965; received the Degree of Master of Science from Oklahoma State University in May, 1975; and completed requirements for the Degree of Specialist in Education at Oklahoma State University in December, 1975.

Professional Experience: As a Livestock and Poultry Technologist of the Bureau of Animal Industry, Republic of the Philippines, he served as a Station Manager for about eight years; a Regional Supervisor for the artificial breeding program for one year; a Regional Livestock Extension Supervisor for about one year while serving as a staff member of the Regional Office. Prior to his fellowship at Oklahoma State University, he served as a staff assistant of the National Livestock Extension Service of the Bureau of Animal Industry. He served as instructor, Agricultural Orientation Course, Home Defense Affairs Units, 3rd Infantry Brigade (Separate) Philippine Army from July to September, 1971. He served as a Regional Secretary and Group Leader, Evaluation Committee, Eastern Visayas Regional Green Revolution Projects. Attended the mid-winter seminar at Sacramento, California in December, 1973; the management seminar sponsored by the U.S. Civil Service Commission on May 13-15, 1974; the extension workshop and seminar at the University of Wisconsin, Madison, Wisconsin, on May 26 to August 5, 1974;

and the seminar on keys to agricultural development at the same university on August 6 to 16, 1974. He is a member of the Red Red Rose at Oklahoma State University, an association of educators. He is married to Thelma Rabor Laput and has four children--Gloria, Teresita, Glenn, and Kathryn Joy.