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ABSTRACT

Findings, based on viewpoints and suggestions from New York Cooperative Extension administrative staff, regarding the personnel function now under the direction of Associate Director in charge of management and operations are summarized. On the basis of findings, suggestions for discussion and decision making regarding this function are given. Major chapter headings include: Major Activities of the Extension Leaders-Personnel; Perceptions of Extension Leaders-Personnel Regarding What Should Be Done; Points of View of Director, Associate Directors, Assistant Directors, and Selected Program Leaders; General Perception of a Personnel Office; Supplementary Material. (Author/NF)

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AN EXAMINATION OF THE PERSONNEL FUNCTION  
IN NEW YORK COOPERATIVE EXTENSION

Special Report No. 13

Office of Extension Studies  
New York State Colleges of Agriculture and Home Economics  
Statutory Colleges of the State University  
at Cornell University  
Ithaca, New York

February, 1968

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Addenda--footnotes p. 10

- <sup>1</sup>All nine of the interviewees favored supervision of the C&C Plan by a personnel office, hence not listed for discussion.
- <sup>2</sup>All nine of the interviewees favored a personnel office being responsible for orientation training of new agents, hence not listed for discussion.

Erratum--footnote p. 11

- <sup>1</sup>The use of this symbol is not fully adequate.

Author: Frank D. Alexander, Extension Studies Analyst

### Organization of the Report

Purpose: To provide an understanding of the contents in advance of reading

1. The report is based on taped interviews and the analysis of the contents of these interviews. Content analysis of this kind is difficult and requires considerable effort to prevent doing violence to the points of view of the interviewees. If there are errors in the report, it is felt that they can be attributed primarily to categorization (labeling) rather than to the biases of the author or his clerical staff.
2. The report begins with a summary of findings and a list of considerations for discussion. For those under pressure these sections ought to provide a fairly adequate understanding of the major concerns of the report. The symbols used in connection with the list of considerations for discussion should be noted.
3. To those who are concerned with technicalities the sections on initiation, purpose, and methodology may be of interest.
4. The sections dealing with the major activities of the two Extension Leaders-Personnel and what they think should be done in connection with their jobs are designed to provide the reader with the realities of the personnel function as carried on by these two people and with suggestions for improvement based on their experience.
5. The next section gives the points of view of the Director, Associate Directors, Assistant Directors, and selected Program Leaders (a total of nine who are referred to as interviewees)<sup>1</sup> with respect to a variety of topics related to the personnel function. It is recognized that males predominate among these interviewees. However, one of the male Program Leaders heads a program which is conducted principally through the Home Economics Division. Furthermore, the position of Assistant Director (H.E.) is now

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<sup>1</sup>The two Extension Leaders-Personnel are referred to by their titles or some similar designation.

vacant.<sup>1</sup> This section constitutes an important part of the report.

6. The section on General Perception of a Personnel Office summarizes the overall perceptions of such an office as given by the Directors and Program Leaders plus the two Extension Leaders-Personnel.
7. The final section referred to as Supplementary Material deserves more attention than this prosaic title might suggest. Attention is especially called to the list of assumptions or principles which the interviewees conveyed to the interviewer. These need to be recognized in discussing the functions and operations of a personnel office. The quotations from selected personnel literature are particularly relevant as are those from the three New York studies of training of agents.

Author's comment: It is hoped that the poll of opinions reported will not be followed too rigidly in arriving at decisions. Rather the information should be considered as representing the opinion situation in which decisions are to be arrived at. In so far as possible the best principles of good personnel operations and their appropriateness for Co-operative Extension should serve as guidelines for decisions.

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<sup>1</sup>The author recognized as he was completing the report that better representation would have been achieved if he had selected the 4-H Home Economics Program Leader rather than the 4-H Agricultural Program Leader as one of the interviewees.

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AN EXAMINATION OF THE PERSONNEL FUNCTION  
IN NEW YORK COOPERATIVE EXTENSION

Summary of Findings

I. Purpose of Study

To obtain from the extension administrative staff points of view and suggestions regarding the personnel function now under the direction of the Associate Director in charge of management and operations of Cooperative Extension and on the basis of the findings to prepare suggestions for discussion and decision making regarding this function.

II. Methodology

Two sets of interview questions were prepared--one for the two Extension Leaders-Personnel and the other for the Director, three Associate Directors, two Assistant Directors, and three Program Leaders, one from each division. The interviews were taped, and the contents of the taped responses analyzed for presentation in this report.

III. Major Activities of the Extension Leaders-Personnel and Their Suggestions as to What Should Do

- A. This information was obtained to provide those who may use the study with a description of how the two leaders who presently have major responsibility for conducting the detailed activities associated with the personnel function operate or think they should operate.<sup>1</sup>

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<sup>1</sup>It should be recognized, however, that these two people are under the supervision of the Associate Director (Mgn. & Op.) and that this director has himself performed personnel functions, such as taking leadership on revising the Compensation and Classification Plan and working on the development of an automated record system.



B. Major activities of the two Extension Leaders-Personnel

1. These two leaders have been primarily concerned with recruitment.
2. The home economics leader visits colleges and universities to contact recruits; this is not done by the agricultural leader.
3. The home economics leader appears to make a greater effort than the agricultural leader in preparing recruitment literature.
4. A small amount of time has been devoted to revision of the Compensation and Classification Plan by the two leaders under the direction of the Associate Director (Mgn. & Op.)
5. They have jointly planned and conducted annual orientation schools for new agents in the three divisions.
6. Neither leader has devoted time to in-service training.
7. Only casual and informal counseling on graduate training of agents has been given by the two leaders.

C. What Extension Leaders-Personnel thought should be done

1. Extension Leader-Personnel (Agr.)
  - a. Recruiter should visit institutions.
  - b. Recruiter should prepare better recruitment literature.
  - c. Recruiter does not necessarily have to be trained in technical agriculture.
  - d. Preparation by personnel office of better information on the Compensation and Classification Plan for county staffs.
  - e. Two orientation schools for new agents should be conducted each year.
  - f. A long-range plan for in-service training should be developed under a qualified person.

- g. An inventory of ongoing in-service training should be undertaken.
- h. Exit interviews should be conducted

2. Extension Leader-Personnel (H.E.)

- a. Preparation by personnel office of better information on Compensation and Classification Plan for county staffs.
- b. Preparation of training guides for orientation as a possible substitute for schools.
- c. More attention should be given to training county staffs to do more effective orientation of new staff members.
- d. In-service training should be coordinated but not sure about leadership for this.
- e. An inventory of present in-service training favored.
- f. Indicated a need for clearer definition of role of Associate Director (Mgn. & Op.) with respect to personnel functions.

3. Agreement as to what should be done

- a. Both leaders thought better information on Compensation and Classification Plan should be prepared for county staffs by personnel office.
- b. Both leaders thought there should be an inventory of present in-service training.
- c. Both leaders thought there should be better coordination of in-service training but the home economics leader wasn't sure how this should be done.

IV. Points of View of Director, Associate Directors, Assistant Directors, and Selected Program Leaders

A. Relationships with Extension Leaders-Personnel<sup>1</sup>

1. These relationships follow the present dichotomy of the extension organization, i.e., agriculture and home economics.
  - a. In terms of the personnel function for the extension organization as a whole this adherence may be questioned.
2. Specific relations to the Extension Leaders-Personnel reported by the Directors and Program Leaders were not especially important, which may or may not be considered desirable. Perhaps the relevant question at this point is what kind of relationship should exist.

B. Responsibilities of a personnel office

1. All of the Directors and Program Leaders thought a personnel office should be responsible for the recruitment of County Agents.
2. Only four of the nine who were interviewed favored the provision by the personnel office of intelligence to the Director of Extension on the employment of college departmental extension staff.
3. Only four of the eight interviewees responding favored the personnel office giving assistance (advice), on the employment of extension administrative staff.
4. All nine interviewees favored a personnel office supervising the Compensation and Classification Plan.

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<sup>1</sup>The Associate Director (Mgn. & Op.) who supervises the Extension Leaders-Personnel is excluded from this part of the summary.

5. All nine interviewees favored a personnel office having responsibility for the orientation training of new agents.
6. Three of the nine interviewees favored a personnel office being responsible for in-service training, and while three others gave yes answers, their answers were definitely qualified.
7. Eight of the nine interviewees thought a personnel office should carry responsibilities relating to the graduate training of agents. However, two of the eight gave qualifying support to this point of view.

C. Relative importance of three major personnel functions

1. Rank orders:

<u>Favored by four</u>	<u>Favored by three</u>	<u>Favored by two</u>
recruitment	All three	recruitment
supervision of Compensation and Classification Plan	of equal importance	staff development
staff development		supervision of Compensation and Classification Plan

2. The functions at issue in terms of importance are supervision of the Compensation and Classification Plan and staff development, with the former slightly favored for second rank.

D. One person heading a personnel office

1. Eight of the nine interviewees thought one person should head the office.

E. Delegation of recruitment of agents by a personnel office

1. Six opposed and three, with qualifications, favored delegation.

## F. Personnel file

### 1. Contents

- a. The items mentioned most frequently (four or five times) for inclusion were: record of in-service training, college transcript or academic record, and experience background or previous employment. The list obtained provides ideas for those responsible for such a file.

### 2. Use

- a. Two major uses were indicated--1) providing facts for dealing with individual employees and 2) providing information that can be analyzed for guidance for planning in-service training, understanding important characteristics of the staff, discovering staff members with special competencies, etc.

### 3. Responsibility for maintenance

- a. Possibly six of the seven interviewees who expressed a view would go along with a central file maintained by a personnel office.
- b. The seventh interviewee from the home economics staff would divide the personnel file into personal and impersonal parts with the former left in the hands of Extension Leaders and readily available to them.

## G. Positions that should be in continuous communication

### 1. For recruitment

- a. In general the interviewees considered Extension Leaders, Extension Representatives, and personnel office staff the positions which should be in continuous communication. There seemed, however, to be some lack of clarity regarding the role

of the Extension Representative in this connection.

2. For supervision of Compensation and Classification Plan

- a. The three positions indicated were the same as for recruitment.

3. For staff development

- a. Information not adequate for analysis.

H. Coordination of a comprehensive in-service training program by a personnel office

1. Six of the nine interviewees favored this coordination but two gave qualifications.<sup>1</sup>

I. Knowledge required by personnel office to coordinate an adequate in-service training program

1. A considerable amount of research was indicated by the interviewees including inventory of present training, examination of extension programs, analysis of educational and experience background of present staff, and exploration of relevant great issues of the times.

V. General Perception of a Personnel Office

- A. No striking consensus appeared in the general perception statement of the interviewees.<sup>2</sup>

- B. Considerations proposed for the development of a personnel office included:

---

<sup>1</sup>The interviewees were not consistent in qualifying answers to the question on coordination and the one on responsibility for in-service training (IV-B-6).

<sup>2</sup>Perceptions included those of the nine Directors and Program Leaders plus the two Extension Leaders-Personnel.

is also relevant.

1. Responsibility generally for three functions, i.e., recruitment, supervision of Compensation and Classification Plan, and staff development, but some question regarding the inclusion of staff development.
2. Personnel office should be headed by one individual.
3. Emphasis on the role of a personnel office as a staff function providing leadership and services in the area of personnel matters.
4. Guidelines or operational details for a personnel office...

C. Qualifications of head of a personnel office mentioned were:

1. A person trained in education and adult education, or business and public administration, or personnel and administration, or adult education and personnel management, or education and administration and having a Ph.D.<sup>1</sup>

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<sup>1</sup>Only five interviewees of the 11 gave answers to this question which was not specifically asked of the other six.

List of Considerations for Discussion  
(With Indications of Evaluation of Points of View)

Items for Consideration

Points of View

Meaning of symbols:

- + positive direction
- negative direction
- 0 a suggestion, or unknown as to how those interviewed would divide
- ± about equally positive and negative

I. Major items

A. Recruitment

- |  |  |
|--|--|
| 1. Delegation of recruitment of agents   | - Six of the nine interviewees opposed   |
| 2. Recruitment of Agricultural, 4-H, and Home Economics Agents by persons trained in personnel with understanding of jobs but not technically trained in agriculture or home economics | 0 Mentioned by one of Extension Leaders-Personnel and one of nine interviewees |
| 3. Provision of intelligence by a personnel office to the Director on recruitment of departmental extension staff  | - Favored by less than half of the nine interviewees                           |
| 4. Assistance on employment of extension administration staff by a personnel office  | ± Favored by half of the eight interviewees giving views                       |
| 5. Production of better recruitment literature and initiation of visits to institutions by personnel office  | 0 Extension Leader-Personnel (Agr.)  |



Items for ConsiderationPoints of ViewB. Supervision of C&C Plan

1. Preparation by personnel office of better information on C&C Plan for county staffs

0 Extension Leaders-  
Personnel

C. Staff development

## 1. Orientation--

- a. Planning and conducting a comprehensive orientation program including:

- 1) Two schools each year at colleges by personnel office
- 2) Preparation of orientation training guides by personnel office as a substitute for schools
- 3) Training of county staff (Divisional Leaders) by personnel office for on-the-job training

0 Extension Leader-  
Personnel (Agr.)

0 Extension Leader-  
Personnel (H.E.)

0 Extension Leader-  
Personnel (H.E.)

## 2. In-service training--

- a. Personnel office responsible for, or performing a coordinating role for

+ While a majority of the nine interviewees seemed to favor moving in this direction, at one point at least three stated qualifications

- b. Inventory of present in-service training by a personnel office

+ Five of the eight interviewees mentioned some kind of inventory of present in-service training

## 3. Graduate training--

- a. Advisory service by personnel office relative to graduate training of agents

+ Eight of the nine interviewees were considered to be favorable, but two of these qualified their support

Items for Consideration

4. Order of importance of three major functions--recruitment, supervision of C&C Plan, and staff development

Points of View

- +<sup>1</sup> All nine of the interviewees ranked recruitment first, and supervision of C&C Plan was a slight favorite over staff development for second place

D. Personnel file

1. Inclusion of in-service training records, college transcript or academic record, and experience background or previous employment
2. Two major uses--1) providing facts for work with individual employees and 2) providing information to be analyzed for planning in-service training, understanding staff, and discovering employees with special abilities
3. Responsibility of a personnel office for personnel file

- + Items mentioned most frequently by seven of the interviewees
- + Both major uses mentioned a number of times (eight interviewees gave answers)
- + Probably six of the seven interviewees who expressed view would go along with a central file maintained by a personnel office--but one sharp disagreement from home economics

II. Related Items


---

<sup>1</sup>The use of a symbol here is questionable.

Items for ConsiderationPoints of View

- |  |  |
|--|--|
| A. Clearer delineation of role of Extension Leaders and Extension Representatives in relation to the personnel functions of recruitment and of supervision of C&C Plan as these relate to a personnel office | + Supported by impression gained from interviewees' discussion of best system to communicate county recruitment needs to personnel office and positions that should be in continuous communication on the two functions specifically referred to |
| B. Personnel office headed by one person   | + Favored by eight of the nine interviewees  |
| C. Qualifications of head of personnel office, i.e., trained in education, adult education, personnel management, business and public administration   | + These fields of training listed by five interviewees (one of whom was an Extension Leader-Personnel)   |
| D. Guidelines for operating a personnel office (see main text)   | + List compiled from comments of several interviewees including two Extension Leaders-Personnel  |
| E. Delineation of role of Associate Director (Mgn, & Op.) with respect to a personnel office   | 0 One interviewee (Extension Leader-Personnel) indicated need for this   |

AN EXAMINATION OF THE PERSONNEL FUNCTION  
IN NEW YORK COOPERATIVE EXTENSION

Initiation

This investigation was initiated upon the request of the Associate Director in charge of management and operations. The directors' conference of January 5, 1968 had asked the Associate Director (Management and Operations) to put in writing a description of how the personnel function associated with management and operations might be developed. The Associate Director in a memorandum to the Director, other Associate Directors, Assistant Directors, Extension Leaders-Personnel, and one Program Leader indicated that, rather than undertaking the assignment personally, he would like to build on the information, points of view and experience of others and that to this end he had requested the Extension Studies Leader to help by interviewing those to whom the memorandum was addressed with respect to their suggestions regarding a personnel office. In the memorandum it was stated, "Specifically, I have asked him to help us determine the top priority needs you believe could be met by one or more persons in a 'personnel' office. He will start with the assumption that three broad functions might be considered for inclusion:

- a) recruitment of staff
- b) supervision of the Compensation and Classification Plan (the mechanics of keeping the plan functional, in use and up-to-date)
- c) Coordination and assistance in staff development"

Purpose of Investigation

To obtain from the extension administrative staff points of view and suggestions regarding the personnel function now under the direction of the Associate Director in charge of management and operations and on the basis of the findings to prepare suggested topics for discussion and decision making regarding this function.

### Methodology

The author conferred with the Associate Director (Management and Operations) to ascertain clearly what he had in mind and reviewed with him questions to be included in the interviews. The interviews were taped and the resulting accounts analyzed. The Director, three Associate Directors, two Assistant Directors, three Program Leaders, one from each division, and the two Extension Leaders-Personnel were interviewed. The interviews required from an hour to an hour and a half each. A set of questions different from that used with the other interviewees was used in the interviews with the two Extension Leaders-Personnel. The interviews with these two staff members were designed to ascertain their major activities and to have them indicate how they thought they should operate.

#### Major Activities of the Extension Leaders-Personnel

This and the following section of the report are intended to provide the reader with a picture of how the two Extension Leaders-Personnel have been operating and on the basis of their experience, what activities they think should be added.

The principal activities of the two Extension Leaders-Personnel as given in their interviews are presented in Chart 1. The major portion of their time input is devoted to recruitment (see IV, 5 in chart). The leader who is concerned with agricultural recruitment (including 4-H agriculture) estimated that only 12.5 percent of his time was given to supervision of the Compensation and Classification Plan and an equal amount to staff development. The leader responsible for home economics recruitment (including 4-H home economics) indicated that little time was devoted to the Compensation and Classification Plan and even less to staff development.

Chart I. Summary of the Job of the Extension Leaders-Personnel

Functions	Extension Leader-Personnel-- Agriculture & 4-H Agriculture	Extension Leader-Personnel-- Home Economics & 4-H Home Economics
I. Recruitment		
1. How learn about recruitment needs of counties	1. Through ER's and EL's	1. Through EL's because they know program
2. How find recruits	1. Position announcement to county staffs 2. Sends position announcements to institutions as well as others 3. Do not have good brochures 4. No visits to colleges or universities (Note--most of recent recruits from people already employed--not new graduates)	1. Position announcement to county staffs 2. Sends position announcements to institutions as well as others 3. Has prepared leaflet for home economics, also posters 4. Visits annually 15 to 20 colleges or universities
3. System of communication with ER's, EL's, Directors, and Program Leaders	1. ER's and EL's inform him of county needs for determining position announcements 2. Considers system of keeping up with program informal; attends meetings of Assistant Directors (Agr. & 4-H); also meets regularly with EL's (Agr. & 4-H)	1. EL's inform of county personnel needs 2. Sends notices of vacancies to ER's, EL's, Assistant Directors (H.E. & 4-H), H.E. & 4-H PL's; also to Associate Director (Mgn. & Op.), and Associate Director (H.E.) 3. When a person is ready to go for an interview, notice is sent to ER's, EL's, Assistant Directors (H.E. & 4-H), H.E. & 4-H PL's; also to Associate Director (Mgn. & Op.), and Associate Director (H.E.) 4. Meet once a month with EL's (H.E.) to review recruitment and other personnel matters but not so structured for 4-H 5. Meets with Program Leaders in case of special program needing staff

Extension Leader-Personnel--  
Agriculture & 4-H Agriculture

Functions

4. Brochures, leaflets, 1. Has done very little on preparation of films, etc., on 2. Helped agents with exhibits on recruitment recruitment

Extension Leader-Personnel--  
Home Economics & 4-H Home Economics

1. Prepared a recruitment leaflet for home economists
2. Prepared several state exhibits on recruitment of home economists
3. Developed sets of slides relating to home economists
4. Have transmitted to guidance people folder with leaflets on home economists for Home Economics Agents Association
5. Worked with college staff on material for recruitment

5. Recruitment relating to college extension staff

1. Nothing done

1. Sometimes help recruit staff member when visiting colleges--informal
2. Have reviewed with Assistant Director credentials of potential departmental staff members as a sort of briefing for her to make her recommendations or comments to departments

6. Recruitment of extension administrative staff

1. Nothing done

1. Not anything mentioned (probably no information)

II. Supervision of Compensation and Classification Plan

1. A member of personnel committee [Associate Director (Mgn. & Op.) and two Extension Leaders-Personnel]
  - a. Have worked with committee on revision of C&C Plan

1. A member of personnel committee [Associate Director, (Mgn. & Op.) and two Extension Leaders-Personnel]
  - a. Have worked with committee on revision of C&C Plan
  - b. Meets twice a year with committee to consider classification grades



Extension Leader-Personnel--  
Agriculture & 4-H Agriculture

Functions

III. Staff development

1. Orientation training
  1. Have been responsible along with other Extension Leader-Personnel for organizing induction training for all three divisions.

2. In-service training

1. Nothing done

3. Graduate training

1. Have developed a file on graduate opportunities, institutions, scholarships, etc.
2. Have counseled some agents relative to getting in touch with proper people to help them

IV. General

1. Records

1. Indicated there was a personnel file on each person on field staff--kept by clerk

2. Performance evaluation

1. Work on this as a member of personnel committee--see that it is carried out

Extension Leader-Personnel--  
Home Economics & 4-H Home Economics

1. Have been responsible along with other Extension Leader-Personnel for organizing induction training for all three divisions
2. Send outline to Home Economics Division Leaders to guide in orientation of new staff members

1. Have no responsibility for

1. Have developed a complete library of college catalogues for use by those interested in graduate training

2. Has given to interested persons information learned about faculty and courses when visiting colleges for recruitment purposes

3. Has advised interested persons to consult with Associate and Assistant Directors (H.E.), and college staff members

1. Not considered a responsibility of position

1. Have worked on revision of evaluation plan



Extension Leader-Personnel---  
Home Economics & 4-H Home Economics

1. Have done a few exit interviews:  
EL's supposed to do these
1. Have both formal and informal discussions with
2. Under old organization recruitment was fully delegated, now function as a staff associate--a service job
3. Work with on C&C
1. Almost all of time on recruitment
2. Little time on C&C Plan
3. Even less on staff development

Extension Leader-Personnel---  
Agriculture & 4-H Agriculture

1. No organized approach--have talked with some as they were leaving
2. Maintain record of why agents are leaving and position to which going
1. Works fairly closely with
2. On recruitment--get approval in selecting Divisional Leaders but not for Associate Agents
3. Work with on C&C through personnel committee
1. Recruitment--75 percent
2. Supervision of C&C Plan--12.5 percent
3. Staff development--12.5 percent

Functions

3. Exit interviews
4. How work with Associate Director (Mgn. & Op.)
5. How divide time among three functions

Under recruitment, the Extension Leader-Personnel (H.E.) reported learning about recruitment needs through the Extension Leaders, while the Extension Leader-Personnel (Agr.) used both the Extension Leaders and Extension Representatives as his communication linkage (see Chart I). Because of differences in the sources of recruits and, possibly also because of the turnover (as well as operations of the draft for young male college graduates) the two Extension Leaders-Personnel have differed somewhat in their methods of finding recruits. The home economics leader has visited institutions extensively, but the agricultural leader has done no visiting of institutions. It also appears that the home economics leader has done considerably more preparation of printed matter for recruitment purposes and has developed a more systematic communication procedure with those who are concerned with recruitment. The home economics personnel leader has in a limited way contributed her views regarding potential recruits for extension staff of departments, but the agricultural leader has never functioned in this respect. The home economics leader did not mention any activities relating to the recruitment of extension administrative staff and the agricultural leader had done nothing in this regard.

Both of the Extension Leaders-Personnel had worked with the Associate Director (Management and Operations) on revision of the Compensation and Classification Plan. The impression given was that the major contribution on revision had been made by the Associate Director.

Under the staff development function the two Extension Leaders-Personnel have been jointly responsible for an annual orientation school for new agents. This school has included recruits from all three divisions. The home economics leader sends an outline to all Home Economics Division Leaders for their guidance in the orientation of new staff members. Neither leader had done anything in connection with in-service training,

and the home economics leader stated she had no responsibility in this area. Both leaders have developed files which contain information relative to graduate training, including institutional catalogues and information about scholarships, grants, etc. The home economics leader indicated the possession of a complete library of college catalogues and in addition stated that she was able to provide interested agents with information about faculty and courses which she obtained as she visited various institutions. Both leaders have advised agents concerning people from whom they should seek advice on their graduate training interests.

While a personnel file is maintained by a clerk, the two leaders do not apparently have any responsibility for its supervision. Both leaders have done some work on the evaluation plan which is used to evaluate the performance of the agent staff. The Extension Leader-Personnel (H.E.) had done a few exit interviews, but considered this primarily a responsibility of the Extension Leaders (H.E.) The agricultural leader indicated he had talked with a few agents who were leaving extension employment. He also stated that a record was kept (presumably by him or under his supervision) of why an agent was leaving extension and of the position to which he was going.

The Extension Leader-Personnel (Agr.) indicated a fairly close working relationship with the Associate Director (Mgn. & Op.) and the Extension Leader-Personnel (H.E.) stated that she had both formal and informal discussion with the Associate Director. The Extension Leader-Personnel (Agr.) obtains approval from the Associate Director in the case of the employment of Divisional Leaders but not for Associate Agents. Both leaders indicated work with the Associate Director on the Compensation and Classification Plan.

The Extension Leader-Personnel (H.E.) considered her job downgraded now compared to her former function under the old organization. Then the recruitment function was fully delegated

to her. Now she thinks of her job as a service function.

In general, it appears that the two personnel leaders are mainly concerned with recruitment. Jointly they have organized and conducted an annual orientation school for new agents. The home economics leader visits colleges and universities as part of her recruitment function, which is not done by the agricultural leader. This difference may be influenced considerably by the difference in demand for and supply of recruits in agriculture compared to home economics. The home economics leader appears to make a greater effort than the agricultural leader in preparing recruitment literature.

Perceptions of Extension Leaders-Personnel  
Regarding What Should Be Done

Presented below is a list of some of the more important things each Extension Leader-Personnel thought should be done that are not now being done with respect to various aspects of their functions:

I. <u>Recruitment function</u>	<u>Extension Leader-Personnel (Agr.)</u>	<u>Extension Leader-Personnel (H.E.)</u>
1. Finding recruits	1. Visit educational institutions	1. Prepare additional recruitment literature to meet inquiries
	2. Prepare recruitment literature	
2. System of communication on recruitment	1. Considered adequate	1. Meet once a month with 4-H EL's

	<u>Extension Leader- Personnel (Agr.)</u>	<u>Extension Leader- Personnel (H.E.)</u>
II. <u>Supervision of Compensation and Classification Plan</u>	1. Devote more time to inform lay leaders	1. Improve information about Plan for EL's and county staffs
III. <u>Staff development</u>		
1. Orientation training	1. Conduct two schools each year	1. Prepare training guides as a pos- sible substitute for schools
		2. Train county staffs to do orientation of new members
		3. Use EL's and ER's in training schools rather than upper level people at colleges
2. In-service training	1. Develop a long- range plan	1. Coordinate in-service training
	2. Employ a quali- fied person to head	2. Possibly assign to Assistant Directors and Program Leaders
	3. Conduct training in behavioral science for three divisions jointly	
3. Graduate training	1. Provide agents with better guidance	1. EL's and Assistant Directors should relate closely to this function

IV. <u>General</u>	<u>Extension Leader- Personnel (Agr.)</u>	<u>Extension Leader- Personnel (H.E.)</u>
1. Records	1. Develop an automated record system	1. No central file should be maintained
2. Inventory of in-service training	1. Develop a comprehensive picture of what is being done	1. Prepare an inventory of
3. Performance evaluation	1. Doesn't apply to EL-P	1. Doesn't apply to EL-P, but someone should train agents to use system
4. Advisory committee to personnel office	1. Not needed	1. Need advisory committee if personnel office handles in-service training
5. Exit interviews	1. Should be conducted	1. Should be conducted [EL (H.E.) expected to do this now]
6. Relationship to Associate Director (Mgn. & Op.)	1. Considered adequate	1. Define more clearly Associate Director's (Mgn. & Op.) role with respect to personnel functions
7. Major points of view about personnel function	1. Staff development should be headed by a qualified person 2. Recruitment could be done by a person without technical agricultural training	1. Personnel office could serve as a coordinator of in-service training for technical areas, and active leader in behavioral science training <sup>1</sup> 2. If have a training coordinator, should be a person trained in education and adult education 3. Recruitment could be delegated to a nonfaculty person under supervision of a professional

<sup>1</sup> There was some uncertainty in this leader's thinking about the in-service training function of a personnel office.

The highlights of what the Extension Leaders-Personnel thought should be done with respect to the personnel function were:

1. Extension Leader-Personnel (Agr.)

Recruitment for adult and 4-H agricultural agents should be improved by the recruiter visiting institutions and preparing better recruitment literature. The recruiter does not necessarily have to be someone trained in agriculture. The personnel office should prepare better information on Compensation and Classification Plan for county staffs. Two orientation schools per year should be conducted for new agents. A long-range plan for in-service training should be developed under the direction of a qualified person. An inventory of ongoing in-service training should be undertaken. Exit interviews should be conducted.

2. Extension Leader-Personnel (H.E.)

Recruitment activities for 4-H should be improved through more adequate communication with 4-H Extension Leaders. The personnel office should prepare better information on Compensation and Classification Plan for county staffs. Training guides should be developed as a possible substitute for schools. Attention should be given to training county staffs to do more effective orientation training. In-service training should be coordinated, but not sure whether this should be headed by a qualified person or left to the Assistant Directors and Program Leaders. No central personnel file should be maintained. An inventory of present in-service training was favored. This leader thought there was need for a clearer definition of the role of the Associate Director (Mgn. & Op.) with respect to personnel functions.



### 3. Agreement on What Should Be Done by the Two Leaders

The two leaders agreed that there should be better information on the Compensation and Classification Plan for county staffs. Both agreed there should be an inventory of present in-service training. While both of the leaders thought there should be better coordination of in-service training, the home economics personnel leader was less certain than the agricultural leader about the method of attaining this coordination.

#### Points of View of Director, Associate Directors, Assistant Directors, and Selected Program Leaders

As has already been noted in the section on methodology, the Director of Cooperative Extension, three Associate Directors, two Assistant Directors, and three Program Leaders, one from each major division, i.e., agriculture, home economics, and 4-H, were interviewed by the author. Each interviewee was given a stack of cards, and on each card was typed a question or a major question with related subquestions. There were 11 major questions. The questions were open-ended and the answers of the interviewees were taped.

#### Relationships with Extension Leaders-Personnel

In order to ascertain the acquaintance which the interviewees had with the two staff members who are presently carrying some of the major responsibilities relative to the personnel function, each interviewee was asked to indicate his or her more important relationships with the two Extension Leaders-Personnel.<sup>1</sup>

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<sup>1</sup>The original rationale for exploring these relationships was that the information obtained would indicate how intimately the interviewees were acquainted with the present operations of the two Extension Leaders-Personnel and that this would reflect something of their competency in giving opinions about a personnel office. After undertaking the exploration the author feels that this assumption about the information was not valid.



A general picture of this relationship emerges from the following tabulation:

	<u>Number</u>
Relationship primarily with Extension Leader-Personnel (Agr.)	4
Relationship primarily with Extension Leader-Personnel (H.E.)	2
Relationship with both leaders	2
No direct contacts	<u>1</u>
Total	9

The no direct contact was reported by the new Director and is what might well be expected at this point in time. The four interviewees who had relationship primarily with the agricultural personnel leader were the Associate Director-Agriculture, Assistant Director-Agriculture, Program Leader-Community and Resource Development, and Program Leader-4-H Agriculture. The two interviewees who related primarily to the home economics personnel leader were the Associate Director-Home Economics and Program Leader-Consumer Education. The two who related to both were the Associate Director (Mgn. & Op.) who supervises the two staff members and the Assistant Director-4-H.<sup>1</sup>

The relationships thus indicated tend to adhere to the functional lines that have been accepted and generally followed since reorganization. Moreover, these relationships can probably be defended with considerable logic by those who accept the present dichotomy within extension operations. However, in examining the personnel function, there may be those who would question this rigid adherence to traditional agricultural and home economics separateness, especially with respect to personnel matters.

<sup>1</sup>The 4-H Program Leader-Home Economics was not interviewed but it is very likely that her relationships have been primarily with the home economics personnel leader.

Since, with the exception of the Director and Associate Director (Mgn. & Op.), all of the interviewees were program people and since the two Extension Leaders-Personnel function principally as recruitment officers for county staff members, the character of relationships which were indicated gives some index to how the upper level of Program Leaders relates to these people. Excluding the relationships mentioned by the Associate Director (Mgn. & Op.) who supervises the two personnel leaders,<sup>1</sup> the content of the relationships which were reported by seven of the interviewees was as follows:

	<u>No. mentioning</u>
Problem of filling positions--requirements	2
Filling position of Divisional Leader	2
Relaying names of people seeking jobs	2
Recruitment relating to county staff	2
Discussion of program ideas of Extension Leaders and Program Leaders	1
In-service training	1
Training of summer assistants	1
Discussion of applicants for positions	1
Filling regional specialist positions	1
Meet with once a month on personnel recruitment	1
Informal communication with Extension Leader-Personnel about personnel matters	1

<sup>1</sup>The new Director could not be expected to give any relationships, though he did indicate a personal interest in the recruitment function with expectations of following it closely in the future.

This list may appear to be unimpressive. That it should be otherwise does not necessarily follow. What it indicates is the relatively unimportant character of relationships that presently exist between the upper level of program people and the recruitment officers. No criticism is intended in this presentation. Effective channels of communication for making known program needs to those responsible for recruitment may be achieved through the Extension Leaders. However, if one wants to raise any question at this point, the above facts may stimulate those interested in the question to pursue it.

#### Responsibilities of a Personnel Office

These responsibilities were explored with the interviewees around the three functions, i.e., recruitment, supervision of the Compensation and Classification Plan, and staff development. The interviewees were asked to consider recruitment in terms of 1) agent staffs in counties, 2) providing intelligence to the Director of Extension for his advising on the employment of college departmental extension staff, and 3) providing advice on the employment of extension administrative staff. There were no subheadings under the exploration with respect to supervision of the Compensation and Classification Plan. The subheadings under staff-development were orientation (induction) training of new County Agents, in-service training of County Agents, and graduate training for County Agents.

All of the interviewees thought a personnel office should be responsible for the recruitment of County Agents (Table 1). Four of the interviewees favored the provision by a personnel office of intelligence to the Director of Extension on the employment of college departmental extension staff, four were negative, and one was uncertain or didn't know. Two of those who said yes, one who said no, and the one who didn't know or

was uncertain commented that identifying need for departmental extension staff was the job of the Program Leaders. Irrespective of the function of a personnel office with respect to advising the Director on the employment of departmental extension staff, this kind of comment deserves attention. The eight interviewees who provided information on giving assistance (advice) on the employment of extension administrative staff were divided equally, four in favor and four opposed.

All nine of the interviewees favored a personnel office supervising the Compensation and Classification Plan.

Under staff development the nine interviewees favored a personnel office having responsibility for the orientation training of new agents. The nine interviewees lacked consensus with respect to in-service training being a responsibility of a personnel office. Three favored it outright and three others gave yes answers but these were sharply qualified. One stated that a personnel office should be responsible to both the college extension staff (taken to mean departmental staff) and field staff for training in communications and also added, without indicating the trainees, for training in methodology. Another thought a personnel office could lead and perform the role of convening groups, but that part of the training function belonged to faculty members. The third one stated that the responsibility for in-service training belonged to the departments of the colleges, but a personnel office could be responsible for training in methodology. Two of the interviewees were opposed to the personnel office being responsible for in-service training, and one didn't know or was uncertain. Eight of the nine interviewees favored the personnel office having some responsibility relative to graduate training of agents. One answered yes without comments. Five indicated that this responsibility should involve a counseling role and providing information such as catalogues. Two gave qualifying yes answers.

Table 1  
Number and Percentage Distributions of Interviewees with Respect to Opinions  
Regarding Responsibilities of a Personnel Office

<u>Responsibilities of personnel office</u>		<u>Yes</u>	<u>Yes, but qualified</u>	<u>No</u>	<u>Don't know or uncertain</u>	<u>No information</u>	<u>Total</u>
<u>1. Recruitment</u>							
a.	Of County Agents	9 100		0 0			9 100
b.	Provide intelligence to Director on employment of college depart- mental extension staff	4 <sup>a</sup> 44		4 <sup>a</sup> 44	1 <sup>a</sup> 11		9 <sup>e</sup> 99 <sup>e</sup>
c.	Provide assistance (advice) on employment of extension admin- istrative staff	4 44		4 44		1 11	9 <sup>e</sup> 99 <sup>e</sup>
<u>2. Supervision of Compensation and Classification Plan</u>		9 100		0 0			9 99 <sup>e</sup>
<u>3. Staff development</u>							
a.	Orientation (induction) training	9 100		0 0			9 100
b.	In-service training	3 33	3 <sup>b</sup> 33	2 22	1 11		9 99 <sup>e</sup>
c.	Graduate training	6 <sup>c</sup> 67	2 <sup>d</sup> 22		1 11		9 100

<sup>a</sup>Two of those who said yes, one who said no, and the one who was uncertain, commented that identifying needs for departmental extension staff was the job of Program Leaders.

<sup>b</sup>All of these yes's were qualified. The qualifications were: one stated that a personnel office should be responsible to both college extension staff (taken to mean departmental staff) and field staff for communication training and this person also mentioned responsibility of personnel office for methodological training; another stated a personnel office could lead and perform the role of convening groups but part of the activity belongs to faculty members; and one stated the responsibility belongs to departments of colleges but a personnel office could be responsible for training relating to methodology.

<sup>c</sup>Five of these commented to the effect that a personnel office should have a counseling role and provide information, such as catalogues, etc.

<sup>d</sup>One of these thought a personnel office should handle only administrative matters with counseling being done by program leaders and subject-matter departments; the other thought a personnel office should handle the mechanics of graduate training, stimulate interest in, and informally involve subject-matter departments.

<sup>e</sup>Failure to total 100 percent is due to rounding.

With one exception, no exploration was made of in-service training of the extension administrative staff. This, however, is an area which deserves consideration. In the case of the exception, the interviewee did not approve of the idea.

### Relative Importance of the Three Major Personnel Functions

The interviewees were asked to indicate the relative importance of the three major functions of a personnel office, i.e., recruitment, supervision of Compensation and Classification Plan, and staff development. Four, or 44 percent, of the interviewees ranked the three functions in the following order of importance: 1) recruitment, 2) supervision of C&C Plan, and 3) staff development (Table 2). This is the emphasis the Extension Leader-Personnel (H.E.) has actually been placing on these functions and almost conforms to the emphasis of the Extension Leader-Personnel (Agr.) who equated his input on the last two functions. Three, or one third of the interviewees, considered the three functions of equal importance. Two of the interviewees ranked the functions: 1) recruitment, 2) staff development, and 3) supervision of C&C Plan. On the basis of these opinions, the functions providing an issue as to importance are supervision of the C&C Plan and staff development with the former slightly favored for second rank.

Table 2  
Number and Percentage Distribution of  
Interviewees According to Rank Order of Importance  
Of Three Major Functions of a Personnel Office

<u>Rank order of importance of personnel functions</u>	<u>Number</u>	<u>Percent</u>
1) Recruitment, 2) supervision of C&C Plan, 3) staff development	4	44
1) Recruitment, 2) staff development, 3) supervision of C&C Plan	2	22
All three equally important	<u>3<sup>a</sup></u>	<u>33</u>
Total	9	99 <sup>b</sup>

<sup>a</sup>Two of these stated equal, if adequate staff in a personnel office.

<sup>b</sup>Failure to add to 100 due to rounding.



### One Person Heading Personnel Office

Eight of the nine interviewees thought one person should head the office (Table 3). One thought the Associate Director (Mgn. & Op.) should be this person with one or two persons responsible to him. Five of the eight who favored one person being in charge gave qualifying comments. Four stated one person should be in charge with associates assisting him. One thought one person should be in charge with an associate of the opposite sex. One stated that the person in charge should have the rank of Assistant Director if both colleges were served by the office.

Table 3  
Number and Percentage Distribution of  
Interviewees According to Opinion About  
One Person Heading a Personnel Office

<u>One person should head personnel office</u>	<u>Number</u>	<u>Percent</u>
Yes	8 <sup>a</sup>	89
One or two persons responsible to Associate Director (Mgn. & Op.)	<u>1</u>	<u>11</u>
Total	9	100

<sup>a</sup>Four of the eight stated one person in charge with associates. One of the eight stated one person in charge but with person of opposite sex as an associate. One of the eight stated one person with rank of Assistant Director if both colleges included.

### Delegation of Recruitment by a Personnel Office

The question asked the interviewees was: "Do you think a personnel office might operate in terms of broad oversight



of recruitment delegating recruitment contacts to others, i.e., Extension Leaders, Program Leaders, Assistant Directors?"

Of the nine interviewees only three said yes, and these qualified their yes answers by "but not entirely." Six, or two thirds of the nine were opposed to delegation of recruitment to others.

### Personnel File

Contents. The interviewees were asked to indicate what they would consider an adequate file. The following is a list of the different items which were mentioned by seven interviewees with the number of times each was mentioned.

<u>File items</u>	<u>No. of mentions</u>
Record of in-service training	5
College transcript or academic record	5
Experience background or previous employment	4
Graduate training	3
Face sheet data	3
References	3
Personal interests	2
Evaluations or performance appraisals	2
Summer school study	1
Publications	1
Special capabilities	1
Salary changes	1
Recognitions	1
Information obtained when being employed	1
Exit interview	1
Military service	1
A file in two parts-- <u>impersonal</u> including salary, business papers, employment papers; <u>personal</u> --relating to supervisory concerns and including transcripts, references, record of previous employment, letter when leaving, counseling on graduate work	1

The above list contains overlapping items but an attempt was made to preserve all of the different kinds of mentions. Perhaps the list can provide ideas to those concerned with a

personnel file and at least it gives an indication of what the interviewees considered important for such a file. Over half of the interviewees would include a record of in-service training. This would seem to be a needed innovation but would probably require considerable effort.

Uses. The eight interviewees who gave information on the uses that should be made of a personnel file mentioned the following:

<u>Uses</u>	<u>No. of mentions</u>
Analyzing information for training purposes	5
Prevention of duplication in in-service training	4
Guidance in personal or professional development	2
Guidance when considering an employee's transfer to another job	2
Guidance in graduate counseling	2
Record of facts on which initial employment was based	1
Considering persons for openings in agency	1
Providing knowledge of kind of staff agency has	1
Dealing with individual employees	1
Ascertaining competencies of agents for special jobs	1
Conducting research (not sure though)	1

A review of the list of uses reveals that a personnel file could have two major uses, i.e., 1) providing facts for dealing with individual employees and 2) providing information that can be analyzed for guidance for planning in-service training, understanding important characteristics of the staff, discovering staff members with special competencies, etc.

While the use of an individual's file for counseling and working with him would have to be studied by the persons undertaking this counseling or dealing with an individual, the use of a personnel file for analysis purposes would require research at a fairly high level. If this use should be taken seriously, the necessary resources in terms of personnel and finances would have to be made available.<sup>1</sup>

Responsibility for maintenance. Four of the seven interviewees who gave an answer to the question, "Who should maintain the personnel file?" thought a central file should be maintained by the personnel office, and another thought by the Associate Director (Mgn. & Op.) (Table 4). If the latter should be done, the actual maintenance might be delegated to a personnel office under the Associate Director's supervision. Another interviewee did not give a direct answer, but the answer given, "Can presently get what is needed from clerk in charge of file," would seem to permit the classification of this answer with the answer, Associate Director (Mgn. & Op.). It would seem, therefore, that it would not be incorrect to say that six of the interviewees would go along with having a central file maintained by a personnel office.

The answer given by the seventh interviewee differs from the other answers in that it would involve dividing the file into two parts with an impersonal part being handled by a clerk presumably as a central file, but the personal part handled by the Extension Leaders and located where readily accessible to them. This view represents a concern of the home economics staff and is related to a long-time concern of that staff over the management of a personnel file and its accessibility to those immediately concerned with its contents.

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<sup>1</sup>The author suggests that consideration be given to delegating this function to Extension Studies.

Table 4  
Number and Percentage Distribution of Interviewees  
According to Opinions with Respect  
To Who Maintains Personnel File

<u>Who maintains file</u>	<u>Number</u>	<u>Percent</u>
Personnel office--central file	4	57
Associate Director (Mgn. & Op.)	1	14
Can presently get what is needed from clerk in charge of file	1	14
Impersonal part of file maintained by clerk as a central file; personal part of file maintained under supervision of EL's and where readily accessible to them <sup>a</sup>	<u>1</u>	<u>14</u>
Total	7 <sup>b</sup>	99 <sup>c</sup>

<sup>a</sup>This would probably mean a separate file for home economics EL's and for agricultural EL's.

<sup>b</sup>Two interviewees did not give information.

<sup>c</sup>Failure to add to 100 percent due to rounding.

#### Positions That Should Be in Continuous Communication

For recruitment. All nine of the interviewees gave their views on this. None of them named the same positions. The Extension Leaders were mentioned most frequently with eight mentions, followed by the Extension Representatives and staff of personnel office with seven mentions each. Assistant Directors were mentioned four times, and Associate Directors twice. Other positions mentioned once were Director, Division Leaders, county staffs, county boards of directors, county personnel committees, and top administration. It is clear that in general the interviewees consider the Extension Leaders, Extension Representatives, and personnel office staff the positions which should be in continuous communication on recruitment.

In answering another question which dealt with what the interviewees considered the best system for bringing recruitment needs to the attention of a personnel office, the basic channel was Extension Leaders and Extension Representatives with Extension Leaders having the primary role. The impression given the interviewer was a lack of clarity on the part of the interviewees regarding the role of the Extension Representative.

For supervision of the Compensation and Classification Plan. Eight of the interviewees gave their opinions on this. Two of them agreed that the positions involved in continuous communication on this function should be the Extension Leaders, Extension Representatives, and personnel staff. The Extension Representatives were mentioned by all eight interviewees; personnel staff by six; Extension Leaders by five; Associate Director (Mgn. & Op.), Assistant Directors, county staffs, and county boards of directors by two each. Other positions mentioned one time each were personnel committees and top administration. Again the three positions which were considered the core of communication were Extension Representatives, personnel staff, and Extension Leaders.

For staff development. Since this function has three aspects, i.e., orientation, in-service, and graduate training, it was difficult to obtain from the interview records any systematic indication of those who should be in continuous communication. It was, therefore, impossible to present a useful analysis of the responses.

Coordination of a Comprehensive In-Service Training Program by a Personnel Office

Six of the nine interviewees thought a personnel office should attempt to coordinate a comprehensive in-service training program, but one of these six indicated it should be a loose coordination and another seemed to think of coordination as taking an overall look at present in-service training

(Table 5). The consistency of these answers to this question with the positive answers to the question asking the interviewees about the responsibilities of a personnel office for in-service training (under staff development--see Table 1) should be noted. The positive answers to the latter question added to six, but three of the yes answers were qualified while only two were qualified in answering the question relating to coordination. However, only one interviewee gave a yes answer that was qualified on both the responsibility and the coordination questions. A possible explanation for this difference could be that the word coordination assumed a wide range of meanings for the interviewees. Of course, the interviewees may have been so uncertain about the whole matter they were unable to be consistent.

Table 5

Number and Percentage Distribution of Interviewees  
According to Whether or Not a Personnel Office Should Attempt  
To Coordinate a Comprehensive In-Service Training Program

<u>Should coordinate</u>	<u>Number</u>	<u>Percent</u>
Yes	6 <sup>a</sup>	67
No, but perhaps coordinate in social sciences	1	11
No, should be responsibility of Associate and Assistant Directors (Program)	1	11
Uncertain, but if done, personnel or an in-service training committee should do it	<u>1</u>	<u>11</u>
Total	9	100

<sup>a</sup>One indicated yes, but loose coordination, and another defined coordination as an overall look at in-service training.

One of the no answers was qualified with, "but perhaps co-ordinate in the social sciences." The other no answer was qualified by assigning the in-service training function to Associate and Assistant Directors responsible for program. The uncertain answer was qualified by, "but if done, personnel or an in-service training committee should do it."

Knowledge Required by a Personnel Office to Coordinate Adequate In-Service Training Program

The tabulation below presents the different kinds of knowledge that were mentioned by eight of the interviewees with frequency of mentions:<sup>1</sup>

<u>Knowledge required</u>	<u>No. of mentions</u>
Inventory of present training offerings	3 <sup>2</sup>
Inventory of training schedules (to prevent conflicts)	3 <sup>2</sup>
Information about extension program	2
Intelligence derived from effective communication with Program Leaders of the three divisions	2
Knowledge of present staff	1
Knowledge based on recent recruitment experience	1
Knowledge of principles of training	1
Intelligence with respect to staff needs and efforts to meet these needs	1
Awareness of great issues of the times	1

This list might be considered a guideline for preparation by a personnel office for the job of coordinating in-service training. A considerable amount of research is indicated, i.e., inventory of present training offered including training schedules, examination of extension programs which would involve obtaining information from Program Leaders, analysis of educational and experience background of present staff, and exploration of

<sup>1</sup>The interviewees who gave a no answer about coordination of in-service training by a personnel office with the qualification that this was the responsibility of the Associate and Assistant Directors did not give an answer to the question relating to knowledge required for coordination.

<sup>2</sup>These mentions were made by five different individuals.



relevant great issues of the times.

### General Perception of a Personnel Office

Each of the nine Directors and Program Leaders plus the two Extension Leaders-Personnel were asked as a last question to give an overall statement of their perception of the functions and methods of an extension personnel office. The interviewee was instructed that he might begin with the assumption that the office would have three major functions, i.e., recruitment, supervision of the Compensation and Classification Plan, and staff development, but with the understanding that he could reject any or all of these functions. The interviewees were probably guided to some extent by their consideration of the questions preceding this one. They may have also felt that anything they said at this point would be repetitive and hence did not need to be restated. The statements made by the 11 interviewees were examined for the major ideas contained in them. A classified list of these ideas with the number of mentions of each idea follows:

	<u>No. of mentions</u>
A. <u>Functions</u>	
1. All three functions belong to a personnel office	4
2. Recruitment and supervision of Compensation and Classification Plan go together but staff development is questioned	3 <sup>1</sup>
B. <u>Staffing</u>	
1. A personnel office should be headed by one person (Associate Director-Mgn. & Op.) with an associate for each of the three functions	1

<sup>1</sup>One of these included orientation training as a function belonging to the personnel office.



No. of mentions

- |   |   |
|---|---|
| 2. A personnel office should have one head, a position that might be rotated    | 1 |
| 3. A personnel office should have one head with associates                      | 1 |
| 4. A personnel office should have a staff of four or five with secretarial help | 1 |

C. Role of personnel office

- |  |   |
|--|---|
| 1. A personnel office should provide leadership which depends on adequate communication              | 1 |
| 2. A personnel office's function is one of service   | 1 |
| 3. A personnel office is a staff role and should be guided by the principle of service not authority | 1 |
| 4. A personnel office should serve to provide uniformity in recruitment                              | 1 |
| 5. The head of a personnel office should be given authority to act                                   | 1 |
| 6. A personnel office gains its authority through its competency                                     | 1 |

D. Guidelines or operational details

- |  |   |
|--|---|
| 1. Personnel functions of Extension Leaders should be removed and Extension Representatives given more responsibility in this area       | 1 |
| 2. A personnel office should broaden its recruitment sources to include institutions other than agricultural and home economics colleges | 1 |
| 3. A personnel office should be aggressive in visiting educational institutions for recruits   | 1 |
| 4. A personnel office should prepare adequate descriptions of positions to be filled   | 1 |
| 5. A personnel office should keep a file of potential recruits   | 1 |

No. of mentions

- |   |   |
|---|---|
| 6. A personnel office should proceed with approval of candidates when Extension Leaders and Extension Representatives are not available   | 1 |
| 7. Actual recruitment might be undertaken by a nonprofessional under the supervision of a professional in a personnel office  | 1 |
| 8. Recruitment can be done by competent personnel people without their training being associated with the specific subject matter of the three divisions                          | 1 |
| 9. A personnel office should obtain reports from Extension Representatives on how the Compensation and Classification Plan is working   | 1 |
| 10. A personnel office should use Extension Agents in updating the Compensation and Classification Plan   | 1 |
| 11. A personnel office needs to keep informed concerning boards of supervisors and extension associations relative to the application of the Compensation and Classification Plan | 1 |

E. Problems

- |  |   |
|--|---|
| 1. There is a serious problem of developing a personnel office for extension because of its connections with two colleges  | 1 |
| 2. There is some question as to whether a study by a personnel office would provide a basis for in-service training. If such a study were done, it should probably cover more than one year. | 1 |

The preceding list is long and fails to reflect extensive consensus. It does, however, provide some considerations for the development of a personnel office. Some of these are:

1) responsibility generally for three functions, i.e., recruitment, supervision of C&C Plan, and staff development, but some question regarding the inclusion of staff development, 2) a

personnel office should be headed by one individual, and 3) emphasis on the role of a personnel office as a staff function providing leadership and services in the area of personnel matters. A number of guidelines or operational details were stated and several of these deserve attention as, for example, a personnel office should broaden its recruitment sources to include institutions other than agricultural and home economics colleges, or actual recruitment might be undertaken by a non-professional under the supervision of a professional in a personnel office.<sup>1</sup>

A subquestion was introduced for a few of the interviewees in connection with their statement of overall perception of a personnel office. The question asked what should be the qualifications of the head of a personnel office. The five who were asked gave the following qualifications:

Should be trained in education and adult education

Should be trained in business and public administration

Should be trained in personnel and administration

Should be trained in adult education and personnel management

Should be trained in education and administration having a Ph.D.

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<sup>1</sup>This suggestion should not be interpreted as meaning the recruiter would be a person trained in personnel because the one suggesting it had rather firm convictions that a recruiter had to be trained in the technical field for which he or she is recruiting.

### Supplementary Material

#### A. Some Assumptions or Principles Underlying Points of View of the Interviewees

Below are listed several assumptions or principles that appeared to underlie the thinking of various of the interviewees and which impressed the author as being important enough to be stated for those who may use this report in their discussion of the personnel function in Extension. No claim is made for comprehensive coverage of relevant underlying assumptions and principles which the interviewees may hold. The ones stated here could probably be stated differently and for several of them an opposite might be formulated.

1. Organization (including a personnel office) exists to further program efforts and should be designed with this end in view.
2. Cooperative Extension is an organization with linkages to both the College of Home Economics and the College of Agriculture and the loyalties of staff members to their respective colleges and to Extension require accommodations.
3. Technical training in agriculture and home economics belongs basically to the college departments and must be respected in planning in-service training.
4. While a personnel office should have administrative understanding and approval, its effectiveness is not based on authority but on the service it provides as a staff function.
5. A personnel file has a functional role and should be so administered that it serves both administrative and program leaders.
6. Efforts to change traditional operations will be opposed unless there is full discussion and clear-cut motivation is demonstrated.

7. In-service training in the behavioral sciences provides an opportunity for planning an across-the-board program of training involving all three divisions.
8. Recruitment of County Agents must be done by persons who are trained in the technical fields of agriculture and home economics.
9. A personnel office has three major functions, i.e., recruitment, supervision of the Compensation and Classification Plan, and staff development.
10. A personnel office should be headed by a professional who is trained in personnel and education or closely related fields.

#### B. Selections from the Literature

##### 1. Need for a personnel office

The number and types of different programs administered by an agency, the diversity and complexity of these programs, and the rate of growth (or change) of the agency are all factors that compound the need for establishing the departmental personnel office. Whenever these operating conditions are found, such personnel problems become intensified in such areas as recruitment for hard-to-fill jobs, difficult classification problems, equitable pay plans to retain staff and to prevent needless turnover of staff, training programs to meet rapidly growing or changing programs, etc.<sup>1</sup>

##### 2. Importance of clearly defining activities of a personnel office

The importance of clearly defining and reaching agreement as to what activities comprise the personnel function within the operating agency must be stressed. Virgil L. Couch has stated that: 'Many of the difficulties in personnel administration in the Federal service and elsewhere stem from this lack of uniform understanding or agreement as to what activities comprise the personnel function...Just as it is important

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<sup>1</sup> Achille R. Albouze, "Criteria for Establishing a Departmental Personnel Office," Personnel Brief, No. 24, circa 1962, p. 11.

that supervisors and employees at all levels reach an understanding as to what the employee is expected to do in a job...to satisfy management--so it is also important that the personnel officer understand exactly what subject matter he is responsible for administering, what the definition of each activity is, and what he is expected to do in carrying out his responsibility for each activity.<sup>1</sup>

### 3. Importance of organization of a personnel office

The elimination of friction, waste motion, and confusion is perhaps more important in the administration of the personnel program than in any other management process. The organization is really the pattern of relationships among the people concerned, and a sound personnel program is difficult in an illogical structure. Superior people can manage to achieve their results under almost any circumstances, but a sound structure that facilitates the best relationships will be instrumental in providing a means of coordination that must otherwise be won by extraordinary measures.<sup>2</sup>

### 4. Training role of a personnel office

It has been generally found, however, that the most substantial contribution of the personnel specialist in training, as in many other personnel activities, is that of providing effective advisory leadership.<sup>3</sup>

### 5. Counseling role of a personnel office

Counseling of employees is gradually emerging as a function of the more progressive personnel agencies.<sup>4</sup>

### 6. Training of supervisors by personnel office

As a part of the general trend toward obtaining the understanding and support of department heads and other line officials, personnel agencies are devoting increasing attention to the development of administrative and supervisory training programs carried on largely through the conference method. Since many employees are promoted to supervisory positions

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<sup>1</sup>Ibid., p. 7.

<sup>2</sup>Earl P. Yocum, "Organizing the Personnel Office at the Operating Level," Personnel Administration, November, 1944, p. 11.

<sup>3</sup>Henry F. Hubbard, "The Elements of a Comprehensive Personnel Program," Public Personnel Review, July, 1940, p. 10.

<sup>4</sup>Ibid., p. 12.

on the basis of technical competence, it is highly desirable that such knowledge and skill be supplemented by training in the human problems of supervision.<sup>1</sup>

7. Records and research of personnel office

Records are indispensable in reaching personnel decisions, in determining the needs and status of the personnel program, and in planning future improvements.<sup>2</sup>

In normal times research has probably been neglected more than any other aspect of personnel work; when budgets are cut, it is often abandoned completely. This is true in spite of the fact that scientific investigation is often the most effective way of bringing about an ultimate saving of time and money as well as an improvement in the quality of the work performed.<sup>3</sup>

It is neither necessary nor practical for each individual personnel office to perform all of its own research work.<sup>4</sup>

8. A suggested guide for functions of a personnel office

Although the following functions may be found in varying degrees in different personnel offices, the list below provides a guide for considering the functions of such an office:

1. Personnel policy
2. Personnel program
3. Recruitment and placement
4. Position classification
5. Salary and wage administration
6. Employee performance standards and evaluation
7. Employee relations
8. Disciplinary actions and separations
9. Health and safety
10. Staff training and development
11. Personnel records, procedures, and reports
12. Employee services<sup>5</sup>
13. Personnel research

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<sup>1</sup>Ibid., pp. 9-10.

<sup>2</sup>Ibid., p. 14.

<sup>3</sup>Ibid.

<sup>4</sup>Ibid.

<sup>5</sup>Albouze, op. cit., p. 7.



9. A suggested chart for indicating expected personnel functions

The Function and Scope of Personnel Activities<sup>1</sup>

Name and definition of activity	Who does it and what he does			
	The Personnel Officer	The Supervisor	The Employee	Others

C. Highlights of Three New York Studies of Training

1. Study of preservice training of county agents

1. If the nine areas of competency outlined by the national task force on Extension inservice training have validity for county Extension workers, it is inescapable that an important part of the early inservice training of agents in all three departments of the New York State Extension Service should be devoted to the relevant subject-matter fields which these employees have not taken in their preservice training. (The nine areas of competency are: 1) Co-operative Extension Service, 2) human development, 3) program development, 4) educational process, 5) social systems, 6) communications, 7) philosophy and values, 8) technology (defined as subject matter to be taught clientele), and 9) research and evaluation.)

2. To devote an important segment of early inservice training to those disciplines which are relevant to the job but which were largely omitted from agents' preservice training should not mean a neglect of refresher training in the traditional technical fields which may still be the core of Extension's

<sup>1</sup>Adapted from Virgil L. Couch, "The Scope of Personnel Activities in the Federal Service," Personnel Administration, January, 1948, p. 2.



teaching in many counties. It might, however, mean that the early inservice training given in these fields would be more selective in terms of assignments and back-ground of the agents and that it would be organized in a manner best suited to work loads of the agents.

3. If extension education and education are made an important part of early inservice training, the courses offered should be designed around the specific elements of the competencies to which they are considered relevant. Traditional courses in these fields should not be accepted for this early training, but courses based on an analysis of the areas of competency to which such courses are relevant should be developed. The national task force's report provides a skeleton for this analytical approach and might serve as a beginning point which could be supplemented by job analysis that is directed to the kinds of competency required of agents in order that they might effectively meet the demands which their jobs place upon them. However, in the absence of both time and resources for undertaking this supplementary study, it is believed that the findings of this study provide sufficient indication of the direction in which early inservice training should go so that a realistic beginning can be made in designing or redesigning a large segment of that training.<sup>1</sup>

2. Study of evaluation of induction and early training of new agricultural agents

The general conclusion derived from this study and from two other recent studies dealing with the training of county agents (Preservice Training of Cooperative Extension Service County Employees Employed in 1959 and 1960 Presently Employed by the Extension Service, New York, Extension Study No. 4, by Frank D. Alexander, Office of Extension Studies, Cornell University, 1964; and In-service Training of Agricultural Agents in New York State: 1963, Extension Study No. 6, by Frank D. Alexander and Jean Harshaw, Office of Extension Studies, Cornell University, 1964) is that in-service training of agricultural agents constitutes a problem of such scope and complexity that it can only be managed by a training officer attached to the Office of the Director of Extension. To justify the position it should,

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<sup>1</sup> Frank D. Alexander, Preservice Training of Cooperative Extension Service County Employees Employed in 1959 and 1960 Presently Employed by the Extension Service, New York State, Extension Study No. 4, May, 1964, pp. 2, 3.

of course, embrace the in-service training of all three Extension divisions. However, before a position of this type is created, it may be desirable to undertake studies of the in-service training now being conducted by the 4-H and Home Demonstration divisions.<sup>1</sup>

### 3. Study of in-service training of agricultural agents

This study was designed primarily to describe the in-service training program of agricultural agents in one calendar year; therefore, no attempt has been made to evaluate the program. It was felt, however, that a number of questions relating to the description should be listed for the consideration of those concerned with in-service training. The questions which appear to be relevant are:

1. Are the times of the year when training is offered best suited to the work load of the trainees?
2. Is there a proper balance between the offerings in refresher and other training and in induction and early training?
3. Are the amounts of training offered in various subject-matter areas properly adjusted to the various aspects of the agricultural program and, therefore, to the competency needs of agents?
4. Is there a proper balance between training offered in technical versus methodological subject matter?
5. Is the amount of in-service training received by various classes of agents in proper balance?
6. In refresher and other training does attention need to be given to the number and length of training meetings?
7. Is the percent of total man days of work devoted to in-service training adequate?
8. In terms of man days of training received are the various training areas doing the job which the varied emphases of the agricultural program require?

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<sup>1</sup>Frank D. Alexander, Evaluation of Induction and Early Training of New Assistant Agricultural Agents in New York Extension Service, Extension Study No. 7, October, 1964, p. 21.

9. Does the relationship of training received to work in-put indicate an efficient use of training time?
10. Should in-service training that is not related to one's job requirement be decreased or increased?
11. Is the less positive relationship to work in-put of induction and early training compared to refresher and early training a sound educational practice?<sup>1</sup>

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<sup>1</sup>Frank D. Alexander and Jean Harshaw, In-Service Training of Agricultural Agents in New York State: 1963, Extension Study No. 6, September, 1964, pp. 5, 6.

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