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**AN ANALYSIS OF THE EFFECTS OF RACE AND GENDER IN SCORING
EXTENSION AGENT PERFORMANCE STANDARDS**

Virginia Polytechnic Institute and State University

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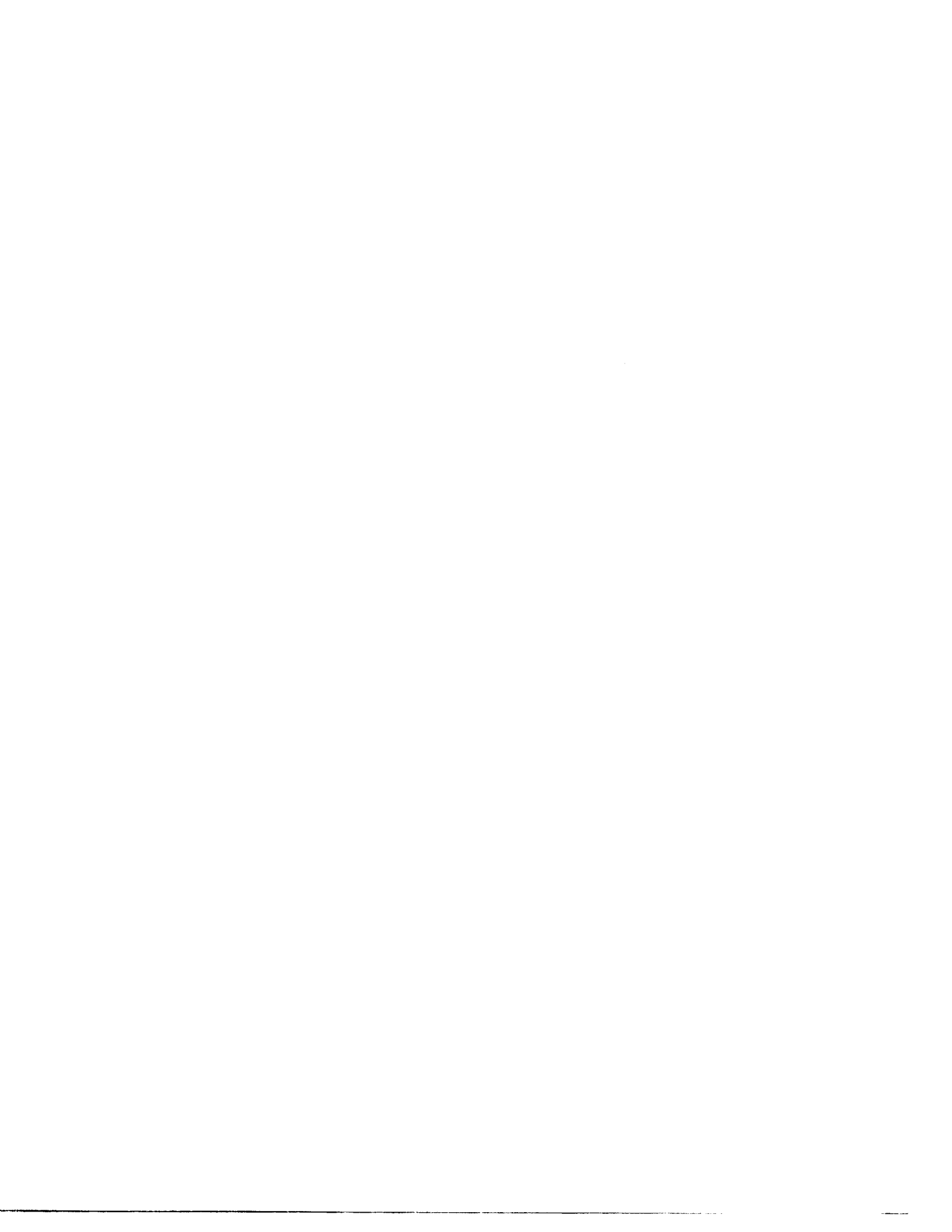


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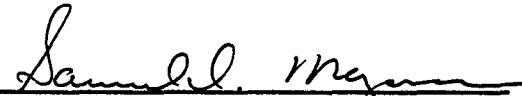
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in partial fulfillment of the requirements for the degree
of


DOCTOR OF EDUCATION

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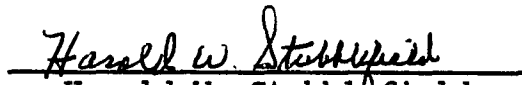

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AN ANALYSIS OF THE EFFECTS OF RACE AND GENDER
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by

Anne Kinsel Wolford

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Adult and Continuing Education

(ABSTRACT)

The Virginia Cooperative Extension Service is considering a set of procedures to evaluate agent performance. In an attempt to help this consideration process, this study was undertaken to investigate the standards of the Performance Review, Analysis and Planning (PRAP) system. Adaptations of the PRAP system have been utilized by Extension organizations in other states. However, validation procedures have not been conducted by those states.

Because of the history and concerns of the Cooperative Extension Service in Virginia, this research effort focused on the effects of race and gender in assessing the level of performance described in the PRAP standards and the relevancy of the standards to the job of an Extension agent. Also studied were the effects of program area, position, and employment location of the rater.

Both quantitative and qualitative methodologies were used in the study. The sample for the quantitative portion of the study consisted of the Virginia Extension field staff population. An eighty-three percent (83%) instrument return

rate was experienced. The qualitative portion involved twelve field interviews with agents in two of the six Extension administrative districts.

The PRAP standards were found to be relevant to the job duties and responsibilities of Extension agents in Virginia. Furthermore, no significant differences were found by program area, position, or geographic location of employment. Significant statistical differences were found by gender and race. Qualitative evidence was found to support the race differences, however, differences by gender were not found in the qualitative data.

ACKNOWLEDGEMENTS

Throughout this undertaking, numerous people have provided a great deal of support and assistance. It is with pleasure that I am able to acknowledge them.

My committee chairman, Dr. Samuel Morgan, has provided valuable advice and constant encouragement during the development of this dissertation. Dr. Fred Peabody has made two trips from Michigan State University to serve on the committee and Dr. Jerry Cline and Dr. Harold Stubblefield trekked from the Northern Virginia Graduate Center. University Legal Counsel, Kay Heidbreder and Dr. Robert Madigan of the College of Business have provided invaluable expertise and advice. My committee chair and members are deserving of my most sincere appreciation.

The list is long and includes Dr. Mitchell Geasler, Dr. William Flowers, Dr. Travis Poole, Dr. Ann Thompson, Dr. James Johnson, and Dr. Theodore Pinnock. A special thank you goes to Loraine Potter and Jan Walker for their friendship and support.

However, this would have not been possible without the love and understanding of John, my husband, and two very patient and loving daughters, Lara and Joanne. Thank you.

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Chapter 1

INTRODUCTION

The Virginia Cooperative Extension Service, a major adult education organization within the Commonwealth, is involved with a reorganization of its personnel. The need for an evaluation process to measure agent performance has been identified as part of the reorganization effort. Performance evaluation procedures must comply with legal mandates as well as meet organizational needs and provide for professional development of personnel.

The Extension Division of Virginia Polytechnic Institute and State University has identified performance appraisal as being essential in the personnel decision making process. However, when an appraisal system becomes the basis for job promotion, tenure, termination, and salary administration, compliance with the Equal Pay Act of 1963 and Title VII of the 1964 Civil Rights Act is necessary.

The Equal Pay Act and Title VII, both enacted by Congress, form only part of the network which provides protection from illegal discrimination in employment. Other federal sources of protection include the courts, which interpret and enforce the statutes, and the various non-discrimination in employment directives issued by the

executive branch, as well as Civil Rights legislation enacted prior to 1963 and statutes protecting against age and veteran discrimination. Thus, protection of rights against discrimination in employment comes from multiple sources.

In the wake of the passage of the Civil Rights Laws and court decisions, the Extension Committee on Organization and Policy (ECOP), the advisory committee of the National Association of State Universities and Land-Grant Colleges, appointed a subcommittee to review performance appraisal procedures used in the Cooperative Extension Services and to make recommendations. One recommendation was that a United States Department of Agriculture (USDA) contract be signed with the American Institutes for Research (AIR) to develop a set of procedures for assessing agent job related performance (Hahn, Brumback, & Edwards, 1979a). AIR developed and tested the Performance, Review, Analysis and Planning (PRAP) system. From the PRAP study, methods to evaluate planned work performance, as well as performance measures which are not part of the usual plan of work objectives, were identified.

As a result of an eight state job-analysis study and model testing procedures in Michigan, Hahn, Brumback, and

Edwards (1979a) inferred content validity of the PRAP system. They noted that the evaluation criteria of the system represented important aspects of Extension agents' job responsibilities and duties. However, their findings did not analyze performance rating by race and gender. Since race and gender were not considered as part of the model's development, it seems appropriate that information regarding possible race and gender biases is desirable prior to the system's implementation in the Commonwealth of Virginia.

The concept of identifying test impact by race and gender is supported by the Equal Employment Opportunity Commission (EEOC). The Uniform Guidelines on Employee Selection (EEOC, 1978) were designed to assist employers complying with the equal employment opportunity requirements as mandated by federal laws and executive orders. Section 4 of the Uniform Guidelines states: "Each user should maintain and have available for inspection records or other information which will disclose the impact which its tests...have upon employment opportunities of persons by identifiable race, sex, or ethnic group" (Federal Register, 1978, p. 38297). Performance appraisal procedures

are considered by regulatory agencies and the courts as tests subject to the strictures of the Uniform Guidelines.

A review of the Virginia Cooperative Extension Service agent population reveals that past employment practices have resulted in a disproportionately high level of supervisory positions among white male agents. Of the sixteen district positions, thirteen are held by white males and sixty-four percent (64%) of the unit directors are white males. Whereas, twenty-one percent (21%) of the unit director positions are held by white females, four percent (4%) are held by black males, and eleven percent (11%) of the unit director positions are held by black females.

This research effort will address three questions. The first is: Can the PRAP standards be applied uniformly across all agent positions. The second question is: Does the perceived level of performance described in the standards vary by race and gender and are these differences compounded by the variables of geographic location, program area, and position type? The focus of the third question is: Possible operational problems resulting from the effects of race and gender differences in the implementation of the PRAP model.

Statement of the Problem

Within the last two decades, much has been published in the area of performance appraisal and personnel evaluation procedures which result in illegal discriminatory practices. The case law resulting from the Equal Pay Act of 1963 and Title VII of the 1964 Civil Rights Act is considerable. Therefore, prior to the implementation of the PRAP appraisal model it would be advantageous to determine if there is evidence of race and/or gender related differences when using the PRAP standards.

Since there is a disproportionate distribution by race and gender of agents and supervisors and since the specification of performance is an inherently subjective process, it is possible that the values assigned to behavioral and performance result standards may vary by gender, race, program area, position, and location of the rater. Therefore, the research question addressed here is whether perceptions of the value of PRAP standards vary systematically by gender, race, program area, position, or geographic location.

The Situation

In order to better understand the current agent and supervisor staffing structure, a review of the traditions and history of the Virginia Cooperative Extension Service as well as past personnel practices seems appropriate. The following includes the development of Extension within Virginia and the South, the staffing structure, and organizational personnel concerns.

An Historical Perspective

The Smith-Lever Act, passed in 1914, legitimized the Extension educational practices which had been initiated in the South prior to the turn of the Century as well as provided an adult and youth education programming concept for the entire United States. Some trace the roots of the Cooperative Extension Service to the efforts of Seaman A. Knapp, whereas others attribute the conception to Booker T. Washington of Hampton Institute and Tuskegee. Thus, there are two versions regarding the conception and embryonic stages of the adult education program known as the Cooperative Extension Service. In the opinion of this writer, it is because of these two versions and the inability of one to recognize and accept the other that, un-

til recently, the South as well as Virginia has had two Extension Services; one white, the other black.

Booker T. Washington, a former slave from Hale's Ford, Virginia, and a graduate of Hampton Institute, used the demonstration teaching technique with black farmers and families in rural Alabama in the 1890s. This included one and two day institutes on the Tuskegee campus beginning as early as 1892; and in 1893, the initiation of a classroom on wheels (Campbell, 1936). The classroom on wheels, which went into the neighboring communities to work with black farmers and farm families, brought Tuskegee's teachers and students to Alabama's rural-poor communities.

The procedure established by Washington and Tuskegee, involved the selection of a farmer who was willing and able to utilize his resources as a demonstration farm. Improved farm practices were taught and implemented and a major overhaul was undertaken on the family dwelling and farm buildings. In fact, farm sheds for storage and animal shelter were often rebuilt or erected and considerable attention was given to the home. Homemaking skills including food preservation and preparation, personal hygiene, care of the sick, child development, and practices

related to clothing construction and care were taught to the homemaker and older children (Harlan, 1972).

Black and white community leaders and neighbors were invited to the demonstration farm. Tuskegee provided the skills and much of the initial labor to establish improved farming practices and family living conditions. Seed costs, all materials, and upkeep had to be provided by the farm family. Thus, the demonstration was a joint effort combining the resources of the individual farmer and the Tuskegee Institute.

However, the credit for the demonstration concept and the birth of the Cooperative Extension Service is given to Seaman A. Knapp. In 1903, at a mass meeting of businessmen and farmers in Tyrrell, Texas, and under the auspices of the United States Department of Agriculture (USDA), Knapp submitted a proposition to establish a demonstration farm. The community was asked to select a suitable farm and to raise a sufficient amount of money to cover any losses that might be sustained by the farmer. Walter Porter volunteered seventy acres of his farm land and a committee of eight was formed to provide a \$1000 insurance fund. Agricultural practices were outlined by Knapp and followed by Porter. At the end of the year,

Porter estimated he received a profit of \$700 more than he probably would have if he had followed his old practices.

The above illustrates the basic differences between black and white Extension and these differences existed in Virginia until the late 1960s. The focus on black farming and educational programs was at the survival level. Educational efforts were conducted on a one-to-one basis; black agents worked with black farm families. Materials needed to implement new practices were provided by the farmer; the black farm family received no community support. Whereas, Knapp involved the total community in the establishment of a demonstration farm; Porter volunteered seventy acres and a committee was established to cover risks. The concept was that of profit, not survival, and involved groups of learners.

The first county agents utilizing USDA funds were appointed in 1906. On the same day, W. C. Stallings was appointed to serve in Texas and Thomas Campbell was to work in cooperation with Tuskegee Institute in Macon County, Alabama. In December of that year, John B. Pierce of Hampton Institute was appointed to work with black farmers in Virginia. It wasn't until 1907 that Knapp ap-

pointed T. O. Sandy, known as the father of Extension in Virginia, as the first state agent for Virginia. This appointment provided Sandy, an alumnus of Virginia Agricultural and Mechanical College (Virginia Polytechnic Institute and State University), the authority to hire additional agents to help with the work.

On July 1, 1910, Knapp appointed Ella Graham Agnew of Virginia as the first home demonstration agent. Not only was Agnew the first female Extension agent in Virginia but she is also recognized as the first female agent in the United States. Agnew's title was State Agent, Girls' Tomato Clubs. The idea from the beginning of 4-H work in Virginia was to start in the garden, then to get into the kitchen, and then into the home.

By July 1916, the Virginia Extension staff totalled one hundred and forty-two. The blacks, males and females, were supervised by Hampton Institute, while white males reported to the director of Extension, who in turn reported to the President of Virginia Agricultural and Mechanical College and Polytechnic Institute (Virginia Polytechnic Institute and State University). White female agents reported to the state leader for home demonstration work. In 1930, the programs serving black families were

moved from Hampton Institute to Virginia State College for Negroes (Virginia State University), Virginia's 1890 land-grant institution. However, funding, accountability, and supervision of programs for both blacks and whites were the responsibility of the director of the Cooperative Extension Service at Virginia Agricultural and Mechanical College and Polytechnic Institute, Virginia's 1862 land-grant institution. Until the mid-1960s, a separate Extension system for blacks and whites was mandated in Virginia by State law.

It should also be noted that national development and economic circumstances have affected Cooperative Extension in the Commonwealth. During the first years of the existence of the Cooperative Extension Service, the United States moved from a primarily agrarian society to an urban-oriented industrial complex. The depression of the 1930s resulted in the decline of black Extension agents as this sector of the Service in the South was the first to be cut in a time of declining resources. During 1930s many technological advances were made, but it wasn't until the 1940s and early 1950s that agriculture became more efficient through the application of new farming methods and through the use of new machinery. However, programs

serving black farmers and farm families did not stress the technological advances of commercial agribusiness as financial opportunities, providing the means for adoption and expansion, were beyond the black farmers' reach. The clientele of the black Virginia Extension agent, the black farmer and farm family, remained at the survival level with teaching being conducted primarily on a one-to-one basis. Whereas, white farming was in a growth mode, adapting research findings as related to the various agribusiness needs.

The Virginia Cooperative Extension Service was, in fact, two different organizations with educational programming conducted to meet needs in relation to the clientele's situation. Whites served whites and blacks served blacks. White agents had white supervisory staff, black agents had blacks as their immediate supervisors. Black and white Extension workers communicated with each other infrequently. Most black agents never visited Virginia Polytechnic Institute (Virginia Polytechnic Institute and State University), and most white agents never visited Virginia State College (Virginia State University). Black clientele visited only the black Extension office while white farmers and families utilized the re-

sources available through Virginia Polytechnic Institute (Virginia Polytechnic Institute and State University) and local white Extension agents. The separate but equal doctrine was the accepted mode of operation and predominated in Virginia for Extension's first fifty plus years.

In 1965, the two Virginia Extension Services merged. At that time, all supervisory responsibilities were given to white supervisors, while black supervisors were placed in specialist-type positions with no supervisory responsibilities. Agent supervision, including the supervision of unit chairmen, occurred at the district offices, which were staffed by white males and females. In 1966, the first black unit chairman, James R. Butler, was appointed with both blacks and whites in the same office. However, it wasn't until 1980 that unit chairmen were given agent supervisory responsibilities with additional compensation being allotted to the position.

The Current Situation

Since 1981, the Virginia Cooperative Extension Service has been engaged in a systematic self-examination of its organizational and personnel framework. This self-examination process involved three steps. The first step

was the establishment of four program area task forces. The educational program areas were determined in accordance with the mission as mandated by the General Assembly of Virginia in 1981 (Chapter 567, Act to amend and reenact Sections 3.1-40 through 3.1-43, 3.1-45, 3.1-46, Code of Virginia):

The Division and the Service shall provide the people of the Commonwealth information and knowledge through instruction and practical demonstration in agriculture, including horticulture and silvaculture, agribusiness, home economics, 4-H Club work, and subjects relating thereto, and imparting information on said subjects through demonstrations, conferences, courses, workshops, publications, meetings, and mass media (Section 3.1-41).

As part of the mandate, the General Assembly also gave the organization responsibility for personnel matters, which include employee selection and supervision:

Selection of personnel; rules and regulations; work may be conducted with both adults and youth. It shall be the duty of the Virginia Polytechnic Institute and State University and of the Virginia State University in cooperation with the departments and agencies of the federal government, to exercise great care in the selection of personnel to carry out the work and to supervise the work to see that it is properly done throughout the State (Section 3.1-45).

In the early 1980s, four program area task forces reviewed staffing activities and proposed a core staffing plan based on the mission of the organization and the legislative mandates. The purposes of the core staffing

framework were two-fold. First, all Extension units were to be staffed according to a structured plan reflective of the mission and purpose of the Virginia Cooperative Extension Service. Second, each unit was to have the necessary professional resources to conduct educational programs in each of the four program areas. The recommendations of the program area task forces and the core staffing plan are presently being implemented.

The second step of the self-examination process involved the establishment of a task force to study organizational needs. In 1983, this task force recommended a reorganization of the Virginia Cooperative Extension Service administrative structure. The recommendations of this task force have been implemented at both the state and district levels.

The third step involved another task force which studied Extension agent employment status and compensation practices. This group identified the need for a performance appraisal system which would adequately and accurately describe different levels of agent performance and measure performance for purposes of salary adjustments.

The task force identified four recommendations regarding a performance evaluation system. The first re-

commendation focused on the need for a system whose primary function was to coach employees toward outstanding performance. The evaluation process was to function as a means of identifying positive skills and talents as well as good results. In those cases where performance was minimal, coaching would be used to improve performance or help the employee seek other employment. The second recommendation was that of integrating performance evaluation with the plan of work, compensation, and staff training systems. The task force recommended that the plan of work objectives should be prioritized and should determine the evaluation criteria for the performance period. The third and fourth recommendations included the self documentation of individual performance and program accomplishments and the training of supervisors in the skills of coaching.

The intent of each of the self-examinations was: (a) to enable the Virginia Cooperative Extension Service to better serve the citizens of the Commonwealth and (b) to have a personnel system which will attract high quality applicants while challenging those presently in the system to excel in educational programming at the unit level. The findings and recommendations of each task force were

analyzed and compiled into a proposal for strengthening the Extension Division's personnel system. This report, A Proposal for Strengthening the Extension Agent Personnel System of the Virginia Cooperative Extension Service (1984), was submitted to Virginia Polytechnic Institute and State University's senior administrative team in the spring of 1984. The proposal included the three human resource components of agent staffing, agent status, and agent performance appraisal standards and procedures.

Agent Staffing Component

Currently, the Virginia Cooperative Extension Service maintains one hundred and seven unit offices. Each of Virginia's ninety-five counties has an Extension office. In addition, offices are located in twelve cities. The number of agent staff per unit varies from one to fourteen. The differences in staffing patterns can be attributed to many factors. Chief among them are: the enthusiasm the locale has for Extension, the history and status of Extension in the area, the willingness and ability of some counties/cities to pay for an increased Extension program, and the complexity of the agriculturally related enterprises in the area served by the

unit. The following outlines the provisions of the staffing plan.

Unit director.

Each Extension unit is staffed with a unit Extension director. The unit director is the administrative leader of the unit staff having budget, personnel, and program responsibilities. The percent of time allotted to the total unit Extension program and personnel administration varies by unit and is defined by the unit director in consultation with the district director. The unit director is responsible for community resource development programming and also has programming responsibilities in one of the three other program areas be it agriculture and natural resources, home economics, or 4-H youth.

Agriculture.

Each Extension unit is staffed with an Extension agent who has primary program responsibilities in the area of agriculture and natural resources. A second Extension agent with agricultural expertise is assigned to the core staff in those units that meet certain criteria. The criteria used to determine which units will have a second

agent include the number of commercial producers, gross farm income, the amount of agricultural industry and business, and population as identified in the 1980 census report. These criteria have been incorporated into a formula and at the present time twenty-two units qualify for a second Extension agent with agricultural expertise.

In addition, forty multi-unit agents, which include farm management agents, are being proposed because of the specialized expertise needs associated with Virginia agriculture. These multi-unit commodity and farm management agents are to be a part of the Extension human resource base and housed in the unit offices. Thus, a total of one hundred and sixty-nine Extension agent positions are allocated to agriculture and natural resources as part of the core staff.

Home economics.

Each Extension unit is to be staffed with an Extension agent who has primary program responsibilities in the area of home economics. In addition to the core of one home economics agent, a second Extension agent with home economics program responsibilities will be provided to those units that service in excess of 20,000 households.

Based on the 1980 census data, twenty-one units qualify for a second Extension agent with home economics expertise. Thus, one hundred and twenty-eight Extension core staff agent positions are to be allocated in the program area of home economics.

4-H youth.

Each Extension unit having between 110 and 1500 nine year old youths in the geographic area as identified by the 1980 population census, is to be staffed with an Extension agent who has programming responsibilities in the 4-H youth area. Those units serving a geographic area with less than 110 nine year old youths will either have a half-time 4-H agent position or share a full-time professional with an adjoining unit of less than 110 nine year old youths. Those units with the number of nine year old youths in excess of 1500 qualify for a second core 4-H agent. In addition, each of the six 4-H educational centers is to be staffed with an agent charged with the same responsibilities as a unit director as the job duties relate to the 4-H center development and operation.

The recommended staffing pattern provides that eight units will have one half-time agent, ninety-nine units

will have one 4-H agent as part of the unit core staff, and twelve units will have a second 4-H agent as part of the unit's core staff.

Total core staff.

Thus, the core staffing concept in all program areas provides for the following agent distribution:

Agriculture and natural resources -- 169 full time equivalents,

Home economics -- 128 full time equivalents, and

4-H youth -- 121 full time equivalents.

Agent Status Component

The second component addressed by the Extension human resource plan focused on agent employment status. At the present time, Virginia Cooperative Extension Service agents are part of the Commonwealth of Virginia classified personnel system. The problems identified by the task force included the lack of differentiation in salary in relation to merit ratings, lack of incentive and reward for superior performance, and the lack of flexibility to correct salary disparities.

Currently, performance appraisal and review takes place annually on the agent's anniversary date of employment. Salary is determined by the Commonwealth for all State employees and since 1982 has been an across-the-board allocation rather than related to the level of performance. However, some local governmental units award above the classified salary scale. These salary supplements range from approximately \$600 to \$27,000 and are determined by past practices within the county/city and the ability to pay. Under the Extension Division faculty system, Extension agents will no longer be eligible to be supplemented with local county/city monies and total salary will depend on individual documentation of performance and faculty salary dollars available. Increases will be determined by a statewide evaluation of those on faculty appointment based on input from the immediate supervisors as a result of a performance appraisal system. All salaries are to be monitored to identify inequities.

Agent Performance Appraisal Component

The third component of the human resource plan for Extension identified the need for an agent focused performance appraisal procedure. The current performance

evaluation system used by the Extension Division for agent appraisal was developed for State classified employees by the Commonwealth of Virginia. The system provides an annual evaluation on: (a) five predetermined goals or objectives which have been determined cooperatively between the employee and supervisor; (b) five performance factors -- work habits, planning and analytical ability, managerial skills, communication skills, and development of others; and (c) developmental changes and training needs. The employee's performance is rated on a four point scale with "1" noting a failure to meet job requirements and "4" indicating that the individual has exceeded normal job requirements. The completed form is designed to be shared with the employee and an employee-supervisor sign-off space is provided to verify communication of the evaluation. The use of the State appraisal form has resulted in a skewed distribution to the top end of the scale with a very narrow performance level range. Because of this and other reasons, it has been stated by those both within and outside of the Extension organization that the present State system of appraising employee performance is inappropriate for Extension agents. Thus, it is appropriate to review and evaluate the PRAP system, which was devel-

oped to appraise Extension agent performance, as an alternative to the present appraisal system.

Purpose Statement

Because of the history and concerns of the organization as well as the current agent staffing and agent status plans, the purposes of this study are as follows:

1. To determine if the PRAP standards are applicable and central to the functions and tasks of Virginia Cooperative Extension Service agents.
2. To determine whether the values assigned to the PRAP standards vary by race and gender.
3. To determine possible operational problems in using the PRAP standards related to race, gender, program area, position, and geographic location.

Research Questions

Since the specification of performance standards is an inherently subjective process, it is possible that the values assigned to behavioral standards may vary by gender, race, program area, position within the organization, and/or geographic location of employment. Therefore, the research question addressed here is: Whether

perceptions of the performance described in the PRAP standards vary systematically by gender, race, program responsibilities, position type, and/or location of employment. As a result of this research, the following questions should be clarified:

1. To what extent do the PRAP standards relate to the job duties and responsibilities of Virginia Cooperative Extension Service agents?
2. Do the scale values assigned to a subset of the PRAP standards vary systematically by gender and race?
3. Do the factors of program area, position, and geographic location affect the perceived level of performance as stated in the PRAP standards?
4. What operational problems are likely to occur with the implementation of the PRAP model?

Delimitations

This study is confined to the Virginia Cooperative Extension Service and Extension agents who are presently employed by the Extension Division of Virginia Polytechnic Institute and State University. This study will also be

limited to a subset of the job related performance standards identified in the AIR report (Hahn et al., 1979a).

Limitations

The findings of this study are of particular relevance to the Virginia Cooperative Extension agents and the Extension Division of Virginia Polytechnic Institute and State University.

Importance of the Study

This study was designed to determine if the PRAP standards are free of biases resulting from gender, race, program area, position, and geographic location differences. The findings of this research will provide information prior to implementing the system in Virginia. The findings should also be of interest to Cooperative Extension Services in other states which have adopted the PRAP system or are considering the system.

Specifically, the findings should be able to be used by the Virginia Cooperative Extension Service for assessing job related performance and concerns of adverse impact and validity of the performance appraisal standards for agents within the Extension Division.

Assumptions

A performance appraisal approach which integrates performance evaluation with plan of work and reporting efforts, staff training activities, compensation decisions, and functions as a process rather than as an event, will better serve both the organization and the employees. Appraisal standards which are based on job analysis data and identifies potential gender and race differences, will more readily conform with legal mandates and the Uniform Guidelines.

Definition of Terms

To increase clarity and understanding, the following frequently used terms are defined according to their meaning in this study.

Ability: "A present competence to perform an observable behavior or a behavior which results in an observable product" (Federal Register, 1978, p. 38307).

Adverse impact: The Uniform Guidelines defines the condition wherein the selection/promotion rate for one group for a given job is less than 80 percent of the selection/promotion rate for the group with the highest

selection/promotion rate. The 4/5th rule is offered as a practical means of determining adverse impact in enforcement proceedings. However, the Uniform Guidelines also contains a statement that smaller differences may nevertheless constitute adverse impact.

Agent: An employee under the direction of the Cooperative Extension Service and is located in one of the one hundred and seven unit offices in the Commonwealth of Virginia. The individual has educational programming responsibilities in one of four program areas be it agriculture and natural resources, home economics, 4-H, or community resource development.

Applicability/centrality: The relevance or appropriateness of the statement to the job duties and responsibilities of an Extension agent.

Construct validity: "Demonstrated by data showing that the selection procedure measures the degree to which candidates have identifiable characteristics which have been determined to be important for successful job performance" (Federal Register, 1978, p. 38307).

Content validity: "Demonstrated by data showing that the content of a selection procedure is representative of im-

portant aspects of performance on the job" (Federal Register, 1978, p. 38307).

Criterion-related validity: "Demonstrated by empirical data showing that the selection procedure is predictive of or significantly correlated with important elements of work behavior" (Federal Register, 1978, p. 38307).

District: A geographic area comprised of unit offices ranging in number from fourteen to twenty-three units. The Virginia Cooperative Extension Service is divided into six administrative districts.

Extension agent: A professional employee of the Cooperative Extension Service, located in a unit office or at Virginia Polytechnic Institute and State University, has subject-matter expertise, and is responsible for the educational programming in one or more of the four program areas.

Extension Committee on Organization and Policy (ECOP): A standing committee of the Extension section of the Division of Agriculture of the National Association of State Universities and Land-Grant Colleges. This fourteen member committee makes recommendations regarding organization and policy matters, program goals, strategies, and legislative and budgetary concerns.

Extension Division: Established by the General Assembly of Virginia as a State agency within the Virginia Polytechnic Institute and State University to administer the Virginia Cooperative Extension Service and the Continuing Education program.

Extension Division faculty: For the purpose of designation within Virginia Polytechnic Institute and State University, the faculty is divided into five categories: the Collegiate Faculties, the Library Faculty, the faculty of the Extension Division not holding appointment in the Collegiate Faculty, the Administrative Faculty, and Research Associates (Faculty Handbook: VPI&SU, 1983).

Job analysis: "A detailed statement of work behaviors and other information relevant to the job" (Federal Register, 1978, p. 38307).

Job description: A general statement of job duties and responsibilities" (Federal Register, 1978, p. 38307).

Performance: "Those outcomes that are produced or behaviors that are exhibited in order to perform certain job activities over a specific period of time" (Bernardin & Beatty, 1984, p. 12).

Performance appraisal: The assessment of job related performance.

Program areas: Four program areas of the Virginia Cooperative Extension Service as mandated by law. These include agriculture (including horticulture, silvaculture, and agribusiness), home economics, community resource development, and 4-H youth.

Purposive sampling: "...characterized by the use of judgment and a deliberate effort to obtain representative samples by including presumably typical areas or groups in the sample" (Kerlinger, 1973, p.129).

Substantially similar jobs: Employment activities which are similar in terms of the skill, effort, responsibility required to perform the work, and the working conditions under which they are performed. The employer must be sure that any performance measurement procedures are not discriminatory.

Test: "As any paper-and-pencil or performance measure used as a basis for any employment decision" (Federal Register, 1971, p. 19307).

Uniform Guidelines on Employee Selection Procedures: Sets forth acceptable procedures for the clarification and determination of adverse impact, options when adverse impact is found to exist, validation procedures, reporting and record keeping requirements. Adopted by the Equal Em-

ployment Opportunity Commission, the Civil Service Commission, the Department of Labor, and the Department of Justice in 1978. (Also referred to as the Uniform Guidelines and Guidelines.)

Unit: Basic Virginia Cooperative Extension Service organizational component functioning within a cooperating local governmental jurisdiction (Perkins, 1978).

Unit director: Each unit is staffed with a unit director who is the administrative leader of the unit staff having budget, personnel, and program responsibilities. The unit director is responsible for community resource development programming and also has programming responsibilities in one of the three other program areas be it agriculture and natural resources, home economics, or 4-H.

Virginia Cooperative Extension Service: A state organization conducting educational programs administered through the Extension Division of Virginia Polytechnic Institute and State University and Virginia State University and funded through the United States Department of Agriculture, the Commonwealth of Virginia, and local governments.

Organization of the Study

This dissertation is organized around five chapters. The first chapter includes the situation, a statement of the problem, a purpose statement, the research questions, significance of the study, delimitations, limitations, definitions, and the organization of the study. Chapter two includes a review of selected literature which addresses race and sex discrimination in the work place and employee performance evaluation practices. Also reviewed were the literature and primary sources including federal laws, mandates, regulations, and case law as it is related to performance appraisal practices, and agent appraisal methods used by other Cooperative Extension Services. Chapter three describes the design of the study, the variables, the population, the instrumentation and data collection procedures, and the procedures to be used in data analysis. Chapter four is the analysis and presentation of the data. Chapter five includes a summary of the study, conclusions relative to the findings, and suggestions for additional and related research.

Chapter 2

REVIEW OF THE LITERATURE AND PRIMARY SOURCES

Race and sex biases are anything but new in the United States. Nieva and Gutek (1981) noted that sex-role stereotyping as well as race trait expectations predominate when specific and concrete information about the merits of an individual are not known. In the performance appraisal area, the Uniform Guidelines (1978) and the courts have argued that the more task related information provided about the individual employee and the greater the clarity about the evaluation criteria, the less likely it is that actual prejudice can operate.

To address the problem of assessing the effects of race and gender in scoring Extension agent performance standards, a search of the literature as well as a review of the primary legal sources was conducted. Hahn et al. (1979a) in their report to the United States Department of Agriculture stated that failure in personnel evaluation practices results from legal problems, technical problems, and operational problems. However, both technical and operational problems contribute to legal action. This review focuses on selected literature which addresses race and sex bias in the work place including federal laws, mandates, regulations, and case law as they relate to

performance appraisal practices. Also reviewed are current Extension agent performance evaluation practices within the United States.

Race and Sex Discrimination Historically

In an effort to identify the reasons behind and the types of discriminatory employment practices, a search of the literature focusing on race and sex discrimination was conducted. The body of literature in the area of race discrimination surpasses that of sex discrimination. In fact, Feagin and Feagin identified that until recently "social science and popular literatures have been silent on the issues of sex prejudice and sex discrimination" (1978, p. 5). However, it has been noted that the theories of one can be adapted to the other (Grochros & Grochros, 1977; Feagin & Feagin, 1978).

Prior to 1960, most of the social science research adopted a prejudice-causes-discrimination model. It was therefore advocated that if prejudice could be erased, nonwhite minorities could be assimilated into the fabric of white society. Whereas, since the 1960s three streams of thought have emerged in the literature.

The first theory, the interest theory of discrimination, relates to the motivating force behind discrimination. The interest theory of discrimination is stated as the desire to protect one's own privilege and power. Thus, discrimination in the work place can be seen as a behavioral process aimed at maintaining the privileges of the dominant group and is thus, a "rational response to struggles over scarce resources" (Feagin & Feagin, 1978, p. 9).

Internal colonialism has been identified as the second stream of thought focusing on discrimination. In newly colonized societies, such as the United States, the unequal distribution and control of economic and political resources were institutionalized early. Thus, stratification can exist where there are currently few prejudiced people because the processes that maintain domination are built into the social structure. Discriminatory practices go unnoticed or are considered to be natural by those who control the resources.

The third important perspective enlarging the understanding of discrimination is that of institutional racism/sexism. Institutional racism/sexism refers to subordination "by means of attitudes, actions, or insti-

tutional structures which do not use color itself (or sex itself) but mechanisms indirectly related to color (or sex)" (Feagin & Feagin, 1978, p. 13). Examples of this type of discrimination are height and weight stipulations which are included in job descriptions.

Nieva and Gutek (1981) noted that the issues pertinent to discrimination in the work place cannot be understood from a single perspective. Stereotyping and the demand of stereotyped minority and sex role congruent behaviors characterized organizational recruitment, performance evaluation practices, career selection, and even leadership styles.

Income differentials by race and sex groups are sizable. Until recently, black women have been the most disadvantaged, earning less than white women who, in turn, earn considerably less than black men (Nieva & Gutek, 1981). Since the mid-1970s, Nieva and Gutek noted, black women have been able to move into clerical jobs, thereby improving their earnings.

However, this does not mean black women are doing well in an absolute sense. The employment market is so severely sex segregated that females cannot be compared in earnings to either group of men. According to the

United States Department of Commerce (1981), female workers earn approximately sixty percent as much as men. Also, the South supports the largest race differentials in income for both men and women (Nieva & Gutek, 1981).

Historically, the growth in the number of females in the labor force has not been even. Prior to the Industrial Revolution, women and men both worked as a necessity for family sustenance. The division of labor into two spheres, the male work sphere and the female work sphere, was a product of the Industrial Revolution when work changed to paid employment and males moved into the factories and offices. Women were delegated to stay at home and care for the children and the characteristics of meekness, modesty, and submissiveness were established as feminine ideals by society.

According to Nieva and Gutek (1981), there were approximately four million women in the work force in 1890. By 1900, over five million women were working, an increase in the labor force of twenty-five percent. In 1910, almost seven and one-half million women were in the paid labor force with the percentage remaining relatively stable until World War II. By the late 1970s, nearly forty percent of all women over sixteen years of age were work-

ing and it is expected that this will increase to fifty-five percent by 1990.

There were seventeen female occupations (at least seventy percent female workers) at the turn of the Twentieth Century (Oppenheimer, 1968). Currently, fourteen occupational categories are still identified as female occupations. Traditionally, when enough women have entered a male intensive profession, men avoid the occupation leaving women, once again, occupationally segregated (Randour, Strasburg, & Lipman-Blumen, 1982). For example the female intensive fields of typist, elementary school teacher, and bank teller at one time were male dominated occupations. It should also be noted that, wages for these occupations declined as men left. Barrett (1979) noted that two-thirds of the working women are in stereotypically female jobs with approximately thirty-five percent of all working women holding clerical positions. Currently, the jobs of nurse, teacher, librarian, and social worker are allocated for professional women (Barrett, 1979).

Research findings have identified several factors which can be associated with female occupations (Nieva & Gutek, 1981).

1. Cheapness -- women's jobs have female workers with more education than the average male worker and lower pay than the average male worker.
2. Availability -- a ready supply of skilled workers. The female worker is expected to obtain the necessary training prior to employment and acquire needed skills on her own time and at her own expense. Whereas, training programs and experiences are provided by the employing organization for male workers.
3. Sex-labeling of jobs -- related to tradition. Some jobs require traits which are assumed to be more appropriate for one gender. Thus, the job is viewed as female work or male work.
4. Female jobs involve vicarious rather than direct achievement. Achievement is through the manager, boss, or physician rather than through the female held position of secretary, assistant, or nurse.
5. Women's jobs are often those that permit relatively easy entry and reentry. This usually includes the lack of substantial fringe benefits and limited upward mobility.
6. Women's jobs are clustered in a few task areas, whereas jobs for males include a variety of tasks.

7. Jobs for women are low in prestige. The male labor force covers the whole spectrum of job prestige, from very high to very low.

Nieva and Gutek noted that minorities, as well, are included in this secondary labor force.

Personnel evaluation is an ubiquitous part of organizational life. Informal evaluations and judgments are made constantly in the work place regarding abilities, accomplishments, and potential; and these judgments often provide information for formal performance appraisal procedures. Thus, information and judgments from both informal and formal evaluation activities provide a basis for promotion and salary decisions. However, several studies have identified evaluation biases which have resulted in discrimination against females and minorities (Trombetta, 1973; Rosenthal, 1975; Nieva & Gutek, 1981).

Research efforts have also found that men have an edge over women when they are equally competent. Employers showed a strong pro-male bias to hire and promote highly competent males over highly competent females for decisive managerial type positions (Rosen & Jerdee, 1974). In another study (Cash, Gillen, & Burns, 1977), it was identified that a temporary and external factor, luck, was

credited when women were perceived as performing as well as men in stereotyped male-related tasks. Whereas, the same performance level for males was attributed to skill and ability which are internal and stable factors.

In fact, Feather and Simon (1975) noted that females who failed in stereotyped male jobs were evaluated more positively than males performing at the same level as the evaluators expected failure on the part of females. Yet, in subordinate type jobs, little distinction was made between barely competent males and females. Rosenthal (1975) found that teachers analyzing data by high-low achievement credited white students who achieved, but nonwhite high achievers were not differentiated from the nonwhite low achievers. Similarly, Trombetta (1973) found that black gasoline service station dealers achieved a greater profit margin and scored higher on economic activity measures than whites. However, the stereotype image of blacks as businessmen remained as inferior.

The Legal Aspects of Performance Appraisal

Player (1981) noted that employment opportunity has not been and is still not distributed equally among all groups in our society. For example, unemployment of

blacks regularly doubles that of whites. Evidence exists that show the under utilization of women, and even within occupational groups "males can be expected statistically to earn nearly double that of females" (Player, 1981, p.2). Sources of redress for employment discrimination come from a variety of laws and mandates as well as the courts.

Legal Framework

In order to understand the state of the art in performance appraisal procedures and the established legal framework related to employee evaluation, a review of selected literature and primary sources was conducted.

Constitutional Safeguards

One source, the Fifth Amendment of the United States Constitution, protects against federal violation of due process. The Thirteenth Amendment, another source, abolishes slavery and the third source, the Fourteenth Amendment of the Constitution of the United States, provides protection against state violations of due process and affords equal protection for all. Section 1 of the Fourteenth Amendment, enacted to protect newly freed slaves,

has three basic substantive clauses: (a) the states may not deprive any person of life, liberty, or property without due process of the law, (b) the states may not deny persons equal protection of the laws, and (c) the states may not make or enforce laws which abridge the privileges or immunities of United States citizens. Section 5 of the Fourteenth Amendment gives Congress the power to enforce the provisions through appropriate legislation. Historically, the states had enacted laws and issued mandates which resulted in differing treatments and opportunities of individuals according to their sex and race. Thus, the Civil Rights Laws, which were passed to remedy these situations, have as their Constitutional base the Fourteenth Amendment.

Statutory Law

The vast majority of court cases identified in the literature are the result of The Civil Rights Acts passed since the early 1960s. In fact, Player (1981) identified the period between 1965 and 1975 as a time of revolution with legislation protecting against employment discrimination going from famine to feast. Whereas, since 1975 it has been a period of maturation and interpretation.

Equal Pay Act.

The Equal Pay Act of 1963, the first of the Civil Rights Acts of the 1960s, was passed as an amendment to the Fair Labor Standards Act of 1939. Unlike Title VII of the 1964 Civil Rights Act, which addresses all forms of sex, race, national origin and religious discrimination, the Equal Pay Act (EPA) addresses only those forms of sex discrimination based on pay differentials. Under the Equal Pay Act, a wage differential is permissible only when based on merit, seniority, incentive, or any other non-sex related factor. The EPA is considered gender neutral as it protects men as well as women from sex related discrepancies in pay. It has also been specifically held that the Equal Pay Act may not be interpreted in a way which would be inconsistent with Title VII of the 1964 Civil Rights Act.

Equal work is legally defined as jobs which require equal skill, effort, responsibility, and are performed under similar working conditions in the same establishment (Equal Pay Act of 1963, 29 U.S.C. Section 206(d)(1)). These four separate elements must be independently satisfied or the jobs are not considered equal under the Act.

Skill is defined by EPA to include experience, training, education, and ability. (The possession of skills not directly related to job responsibilities or performance cannot be used to justify pay differentials.) However, the term 'equal skill' is not interpreted as identical skill. Thus, the general nature, effort, and responsibility of the delivery of off-campus educational programs to the citizens of the Commonwealth can be considered to be the same whether the agent is in the program area of agriculture, home economics, or 4-H youth. Also, the Virginia Cooperative Extension Service, with its one hundred and seven unit offices, is considered as one establishment since the administration of the program is centrally based in the Extension Division of Virginia Polytechnic Institute and State University.

Title VII of the Civil Rights Act.

Title VII of the 1964 Civil Rights Act, as amended, prohibits discrimination in all aspects of employment on the basis of race, religion, sex or national origin by an employer with fifteen or more employees. Title VII does not require any employer to grant preferential treatment to any member of a protected group. However, the Title

authorizes the courts to grant injunctive relief requiring that members of a disadvantaged class be hired and served (Griggs, S.Ct. 1971). The Title also prohibits practices, procedures, and tests if they operate to freeze the status quo of prior discriminatory practices or if they cannot be justified by the employer on the basis of a business necessity if the tests, etc. are discriminatory in effect (Griggs, S.Ct. 1971; Jones v. Lee Way Motor Freight, 10th Cir. 1977).

Title VII of the 1964 Civil Rights Act, as amended, is the most comprehensive and most litigated of the employment discrimination laws. According to the statute's basic prohibition:

It shall be an unlawful employment practice for an employer --

(1) to fail or refuse to hire or to discharge any individual, or otherwise to discriminate against any individual with respect to his compensation, terms, conditions, or privileges of employment, because of such individual's race, color, religion, sex, or national origin; or

(2) to limit, segregate, or classify his employees or applicants for employment in any way which would deprive or tend to deprive any individual of employment opportunities or otherwise adversely affect his status as an employee, because of such individual's race, color, religion, sex, or national origin (section 703 (a)).

Prior to 1972, federal agencies charged with enforcing anti-discrimination laws concentrated their efforts on employers in the private sector having a questionable pattern of affording equal opportunity to all races and sex. However, the 1972 amendments to the Civil Rights Act extended to all state and local government employees the protections of Title VII as these employee groups had previously been excluded from the Act's anti-discrimination provisions.

The first six titles of the Civil Rights Act prohibit discrimination on account of race, religion, and national origin, but do not include sex. Title VII, prohibiting discrimination in employment, as originally drafted did not include a prohibition against sex discrimination either. Shortly before the final vote in the House of Representatives and in an effort to defeat the bill, an amendment adding sex as a protected class was presented. However, the bill was approved by the House, virtually without debate. To assure compatibility with the Equal Pay Act the Senate added the Bennett Amendment which provides that any defenses authorized by the 1963 Equal Pay Act also apply to Title VII. The Bennett Amendment (section 703(h)) thus links the Title VII compensation claims

to the Equal Pay Act's four affirmative defenses of equal skill, effort, and responsibility, and jobs which are performed under similar working conditions.

In 1981, after much discussion on the meaning of the Bennett Amendment, the Supreme Court (*County of Washington v. Gunther*) in a 5 to 4 decision held that a plaintiff need not prove equal work in order to state a wage discrimination claim under Title VII. Therefore, utilizing the Bennett Amendment and the *Gunther* decision, a legal claim for wage discrimination can exist under Title VII even where the jobs being compared are not substantially equal. As a result of the Supreme Court ruling in the *Gunther* case (1981) a great deal of pay equity activity has been initiated in Congress. Bills have been introduced that would mandate a comparable worth study within the federal pay system and would require pay equity actions within the legislative branch. To date, none have been enacted but the debate is far from over. In April 1985, the "U. S. Civil Rights Commission repudiated the concept of comparable worth -- equal pay for jobs of similar value -- and urged federal agencies and Congress to do likewise" ("U.S. Civil Rights," 1985, p. A-1).

Executive Orders

Executive Order 11246 as amended by Executive Order 11375 prohibits discrimination by contractors or subcontractors of federal agencies.

It is the policy of the United States Government to provide equal opportunity in Federal employment and in employment by Federal contractors on the basis of merit and without discrimination because of race, color, religion, sex or national origin...

Executive Order 11478 prescribes merit as the basis for federal personnel policy, prohibits discrimination, and mandates equal opportunity programs.

Executive Order Number One of the Commonwealth of Virginia, signed by Governor Charles S. Robb on January 16, 1982, "specifically prohibits employment discrimination on the basis of race, sex, color, national origin, religion, age, or handicap." It is stated that the policy of the Commonwealth of Virginia is to "assure equal employment opportunity for all state employees and for all applicants for state employment" (Executive Order Number One, 1982). Thus, the Governor's Executive Order supports the Civil Rights Act of 1964 and the previously mentioned Presidential Executive Orders in relation to employees of the Commonwealth.

The Virginia Cooperative Extension Service receives funding from both the federal government and state government. Extension agents are considered state as well as federal employees, and as such they are protected by both the Presidential Executive Orders and Executive Order Number One of the Commonwealth.

Equal Employment Opportunity Commission

The agency charged with the interpretation and administration of the federal Civil Rights Laws and executive mandates is the five person, presidentially appointed Equal Employment Opportunity Commission (EEOC). This agency has four major roles. One role relates to enforcement. This is done through suits filed by the Justice Department on behalf of the EEOC in the federal district courts or through intervention in actions filed by private plaintiffs. Second is the role of conciliation. The Equal Employment Opportunity Commission is directed to attempt to eliminate probable violations through methods of conference, conciliation, and persuasion. A third role of the agency is closely related to the first two. The EEOC has broad subpoena powers to investigate charges of discrimination and keep records of

employment practices. The fourth role concerns interpretative powers. The agency has the power to issue interpretative guidelines and regulations.

Prior to 1978, several federal agencies issued their own guidelines. However, through a cooperative effort involving the Equal Employment Opportunity Commission, the Civil Service Commission, the Department of Justice, and the Department of Labor a uniform set of guidelines was adopted by the four agencies. The Uniform Guidelines on Employee Selection Procedures, which went into effect on September 25, 1978, sets forth acceptable procedures in the determination of adverse impact, basic options when adverse impact is found to exist, validation procedures and alternatives, reporting and record keeping requirements, and clarifications concerning the determination of adverse impact.

Adverse impact is defined in the Uniform Guidelines as the condition wherein the selection rate for one group for a given job is less than eighty percent of the selection/promotion rate for the group with the highest selection/promotion rate. The 4/5ths rule is offered as a practical means of determining adverse impact in enforcement proceedings. However, the Guidelines also

contains a statement that smaller differences may nevertheless constitute adverse impact.

The establishment of a set of uniform guidelines has relieved some of the earlier frustrations experienced by organizations as they tried to comply with regulations from several agencies and procedures which were often conflicting. It should be identified, however, that the Guidelines, which are heavily relied upon by the courts, are interpretations, not law.

The focus of the Uniform Guidelines is in two areas. First, concern is stimulated when the bottom line does not reflect equality in hiring, retention, promotion, transfer, coaching, training practices, and compensation decisions. Second, selection procedures, including performance appraisal, must be validated if there is an adverse impact on protected classes. An apparent inequality exists in the Virginia Cooperative Extension Service as white males dominate in both the unit director and district level positions.

Case Law

The Tenth Circuit Court of Appeals ruled in Brito v. Zia (10th Cir. 1973) that personnel evaluations are, in

fact, tests and are therefore subject to EEOC Guidelines. Thus, the appraisal system and resultant data are subject to the scrutiny of the courts when information from the appraisal is used in making personnel decisions. This includes those activities of promotion, termination, selection for training, transfer, or merit pay determination. Consequently, the adequacy of any performance appraisal procedure in the light of the federal court rulings must be addressed.

Racial discrimination within the Cooperative Extension Service in the South has been determined by the courts. In *Wade v. Mississippi Cooperative Extension Service* (5th Cir. 1976), The Court of Appeals concluded that evidence existed to indicate racial discrimination in both training opportunities and salary determination. The Alabama Cooperative Extension Service was under court order (Civil Action #84E, U.S. Middle District Court, Eastern Division, 1971) to develop and implement a performance appraisal system which has as its base specific and job related criteria.

Performance appraisal involves the assessment of an employee's performance on a particular job. The majority of cases involving Title VII litigation have not chal-

lenged directly an employer's performance appraisal program, but have addressed issues dealing with components of the appraisal practices (Bernardin & Beatty, 1984). In two cases, *Rowe v. General Motors Corporation* (5th Cir. 1972) and *Wade* (5th Cir. 1976), the court concluded racial discriminatory practices because the evaluation standards were subjective, vague, and had not been based on job analysis data. Similarly, in the *Brito v. Zia Company* (10th Cir. 1973) the Court of Appeals ruled that Zia had violated Title VII when assessments were based on subjective criteria, judgments and opinions of the evaluators, not on any identifiable objective criteria which were supported by written data.

However, it should be noted that the courts do recognize that not all job performance ratings can be based solely upon objective criteria. In *Rogers v. International Paper Company* (S.Ct. 1975), the Supreme Court noted that:

(Subjective criteria) are not to be condemned as unlawful per se, for in all fairness to applicants and employers alike, decisions about hiring and promotion in supervisory and managerial jobs cannot realistically be made using objective standards alone.

Odom (1977) in his review of court cases noted that appraisal systems need to have raters that actually ob-

serve performance, ratings that are collected and scored under standardized conditions, and ratings that are based on clear and objective factors and/or observable behaviors. The Supreme Court, which is the final authority, held (Albemarle Paper Company v. Moody, S.Ct. 1975) that employees can not be ranked using standards that are vague and open to divergent interpretation. The Albemarle Paper decision was based on an appraisal activity in which the raters were asked to make overall evaluations of employees in one-on-one comparisons and to select the better one of each pair. However the almost all white raters had no objective data to corroborate the differences or even a definition of 'better'.

Performance Documentation

Bernardin and Beatty identified that standards for performance appraisal need to be written. When no standards or vague standards were established for the performance appraisal, there are "no safeguards in the procedure designed to avert discriminatory practices" (1984, p. 50). Therefore, evaluations need to be based on specific dimensions of job performance rather than on a single global or overall measure.

Performance standards must also be communicated to employees. In *Donaldson v. Pillsbury Company* (8th Cir. 1977), a female employee was granted relief because she had never been shown her job description or performance evaluation. Thus, the development of performance standards and written job descriptions and evaluations are invalid unless shared with employees.

One of the most common appraisal formats, which comprises part of the currently used procedure for Virginia Extension agents, is a graphic scale with such dimensions/traits as 'quality of work,' 'cooperation,' 'work habits,' 'dependability,' 'attitude,' 'communication skills,' and 'industry.' Such scales are often anchored by the adjectives 'exceeded job requirements,' 'satisfactory,' and 'failed to meet job requirements.' The criteria are vague and not specifically related to job responsibilities and duties. Thus, biases held by the supervisor can easily become a factor in the performance rating. The courts have generally not rendered favorable decisions with the use of such formats as adverse impact has been established (*James v. Stockham Valves and Fittings Company*, 5th Cir. 1977).

Rater Validity

Individual raters need to be assessed for validity in their ratings. The organization needs to be prepared to show that ratings are, in fact, valid reflections of past performance and in the case of promotion, valid predictors of future behavior as well.

When possible, more than one rater should be used. The use of more than one rater diminishes the influence, idiosyncrasies, and the bias effects of a single rater. In Brito (10th Cir. 1973), the court ordered more time to be spent making first-hand observations and recommended a system of multiple raters. Bernardin and Beatty (1984) noted that the problem of observability underscores the need to consider other sources for appraisal besides the immediate supervisor.

Likewise, the necessity to document extreme ratings has been identified (Bernardin & Beatty, 1984). Detailed documentation can be used to explain a rating. Also, uniform documentation requirements by an organization help avoid the impression that the supervisor was out to get a certain person or group.

It is important to the organization, the employees, as well as deemed necessary by the legal framework (Uni-

form Guidelines, 1978) that an appeal process be part of the total appraisal system. A formal appeals process provides an opportunity for the raters to defend their judgments and allows the ratees "their day in court." However, the appeal procedure must be more than just a rubber-stamp process and should function as a means of making raters more conscientious about their rating procedures.

Burden of Proof

Kaplin in The Law and Higher Education noted that in "complex civil rights litigation, the outcome often depends on which party is allocated the burden of proof on particular issues" (1980, p. 28). Edward W. Cleary (1984) noted that the word 'proof' is ambiguous. Therefore, the term 'burden of proof' shares this ambivalence. "The term encompasses two separate burdens of proof. One burden is that of producing evidence, satisfactory to the judge, of a particular fact in issue. The second is the burden of persuading the trier of fact that the alleged fact is true" (Cleary, 1984, p. 947). In most cases, the party who has the burden of pleading a fact will have the burden of producing the evidence and of persuasion with regard

to the issue. However, the burden of providing evidence is not always final and may shift between the time the hearing is initiated and the decision. Both parties may also be delegated the burden with regard to the same issue at different points in the hearing. Thus, the burden of proof may fall upon either the plaintiff, the defendant, or both.

The federal courts have traditionally dealt with the Equal Pay Act and Title VII claims differently. A plaintiff bringing a lawsuit under the Equal Pay Act must initially show that he/she is paid less than the opposite sex doing substantially equal work. To meet this burden, the plaintiff must demonstrate that the jobs require substantially equal skill, effort, and responsibility and are performed under similar working conditions (Pemberton, 1975; Player 1982). Once the plaintiff has made this initial showing of unequal pay for substantially equal work, a prima facie case has been established and the burden shifts to the employer/defendant. The defendant then has the responsibility of proving that the wage difference is based upon a seniority system, a merit system, a system which measures earnings by quantity or quality of production, or any other factor other than sex. Personnel

appraisal procedures are an appropriate means of providing performance information as a basis for merit wage differentials. Thus, an accurate, bias free, job related performance appraisal system could provide the data needed to affirmatively prove that a wage disparity was justified.

A case brought under Title VII involves a different distribution of burdens. The three types of employment discrimination claims under Title VII are: (a) disparate treatment based on proscribed criteria, (b) neutral criteria or rules that perpetuate past intentional segregation, and (c) neutral rules which have an adverse impact (Player, 1981). The first type of employment discrimination claimed is termed 'disparate treatment' with the second and third type identified as a 'disparate impact' employment discrimination claim. Under disparate treatment, the plaintiff must prove that an employer intentionally discriminated because of her sex, or his/her race, religion, or national origin.

Once the plaintiff establishes a prima facie case of discrimination, the defendant in a disparate treatment case must articulate some legitimate, non-discriminatory reason that justifies the practice. Thus, unlike an EPA

defense, which must be proven affirmatively by the employer, a defendant in a disparate treatment case need only produce some evidence that there was a legitimate basis for his/her action. If the defendant successfully rebuts the prima facie case of discrimination by articulating a reason for the difference in pay, the burden shifts back to the plaintiff to prove that the defendant's explanation is a pretext for discrimination (McDonnell Douglas v. Green, S.Ct. 1973).

Disparate impact is concerned with employer's practices that are fair in form but discriminatory in operation. Under a disparate impact case, the plaintiff must prove that a practice of the employer, that is neutral on its face, has a discriminatory impact on a group protected by Title VII (Griggs v. Duke Power Company, S.Ct. 1971). The burden then shifts to the employer to prove that the facially neutral policy is justified by business necessity.

In summary, the employer faces different burdens in refuting a prima facie case of discrimination depending upon the type of theory advanced by the plaintiff. In an EPA case, the employer must affirmatively prove that the pay disparity was based on some factor other than sex.

In a disparate treatment case, the employer need only articulate a legitimate reason for its action, and the burden shifts back to the plaintiff to prove that the articulated reason is a pretense. In a disparate impact action, the defendant must demonstrate that the challenged action was based upon business necessity.

One of the questions which needs to be addressed by any organization concerning its performance appraisal procedures centers on the burden of proof. If the organization cannot prove that their personnel appraisal procedures and evaluation criteria are job related, accurate, and free from illegal biases, the chances of a law suit are increased and the probability of winning a law suit may be decreased.

The comments made by Bernardin and Beatty (1984) concerning performance evaluation practices and the courts are noteworthy: (a) the judgments relating to performance appraisal are anything but uniform and (b) the chances of staying out of the courts are greatly increased with an appraisal system based on the current state of the art in appraisal research and methods and an understanding of case law.

Performance Appraisal and Cooperative Extension

A review of Extension agent performance evaluation forms was conducted in an effort to ascertain which and to what extent the various states' Cooperative Extension Service appraisal procedures were based on the job related responsibilities and duties and the state of the art in appraisal methods. In Virginia the appraisal review is conducted on an annual basis. The performance evaluation form, mandated by the Commonwealth of Virginia, is a combination management-by-objectives and summated scale procedure. The agent is asked at the beginning of the performance period to identify five objectives. However, these objectives may or may not be part of the agent's plan of work. At the end of the performance period, the progress toward the attainment of these five objectives is assessed plus the agent's performance is rated on a four point scale relative to five performance standards. Since the evaluation form is used to measure performance in many state agencies and jobs, the five performance standards are both broad and vague.

A review of the 1984-1985 appraisal data showed that the mean rating for both white and black agents was 3.43 on a 4.0 scale. The mean rating for females was 3.42 with

the mean of 3.43 for males. Thus, there was no difference between blacks and whites as a group or between males and females as a group; no differentiation, no evidence of discrimination with the currently used performance appraisal procedures. In fact, all scores were heavily skewed to the top of the rating scale with the lowest score being 2.9 and the highest being a 3.9 score. However, whether the agent received a 2.9 or a 3.9, the salary increment was determined by tenure with the appraisal data having no impact.

The final section of the appraisal form relates to training needs and developmental activities in which the employee has participated. Also designated on the form are sign-off spaces for the supervisor and employee to identify that the appraisal has been communicated. It has been stated by agents, supervisors, Extension administration, and by personnel in the State classified system that the present evaluation system is inappropriate for Extension agents.

A nationwide request (Appendix C) was sent to Cooperative Extension Services asking for a copy of their appraisal instruments. Thirty-four states responded to this request and the findings identified that five states

(Illinois, Kentucky, Michigan, New Hampshire, and Missouri) were using an adaptation of the PRAP system. Each of these Services was contacted in an attempt to identify the extent to which appraisal data was used in personnel decision making and to ascertain if any legal problems had developed because of the system.

In Michigan, which was involved in the American Institutes for Research testing procedure, there have been no legal challenges to the system. However, there has been an adjustment in the procedure each year since the system was adopted and this has had a balancing effect between acceptance of the system and validation. Information from the appraisal system is used in wage determinations. Appraisal scores are communicated by immediate supervisors to administrative staff who, in turn, determine salary levels.

In Illinois, the appraisal data have been used extensively in making salary distribution decisions. In fact, the performance appraisal system is introduced to each new agent the second day on the job as part of orientation process. Thus, the agents know up front the criteria used in personnel evaluation and understand the

importance of the plan of work objectives in the appraisal procedure.

In Kentucky, compensation and other personnel decisions are based heavily on the appraisal data. In New Hampshire, salary decisions involve both appraisal data and input from local clientele with each being of equal importance. In both Kentucky and New Hampshire, the system has been changed in an effort to meet organizational and agent needs. The implementation of the system is so new in Missouri that comments would be premature at this time.

The Alabama system, implemented prior to the PRAP model, requires extensive documentation. Rating is completed on very specific criteria which were developed from an in-state job analysis. The procedure used in Alabama is the result of a court order (Civil Action #84E, U. S. Middle District Court, Eastern Division, September 1, 1971) and had to be approved by Judge Frank Johnson (U. S. Middle District Court, Eastern Division, December 27, 1978) prior to implementation.

A review of the remaining twenty-eight Extension Service appraisal procedures supported the AIR findings conducted in the late 1970s (Hahn et al., 1979a). In

their review of Cooperative Extension Services employee performance evaluation practices, AIR found that many of the systems in operation had only partial relevance to job requirements. In fact, instances were identified "where there were extraneous elements or ones of dubious relevance to the job and instances where important elements appeared to be missing" (Hahn et al., 1979a, p. 8). However, this practice is not unique to Cooperative Extension Services and has been identified in other organizations and businesses as well (Klasson, Thompson, & Luben, 1980; DeVries, Morrison, Shullmen, & Gerlach, 1981; Berendzen, Klein, & Eisner, 1981; Smith, 1983; Bernardin & Beatty, 1984).

Another deficiency identified by both the Hahn et al. (1979a) study and the review of this writer was the subjectivity and ambiguity of the evaluation standards and procedures used by the majority of the Cooperative Extension Services. The question is: How can pay or promotion be identified with or linked to performance in the procedures being used by Extension?

Summary

The focus of this literature review was determined by the question: Do the targets of job discrimination, women and minorities, perceive employment behavioral statements differently than the majority, white males? Sex and race discrimination is prevalent in our society and those in the primary labor force often discriminate against workers of the secondary labor force. Therefore, women and minorities might perceive job standards, specifically the PRAP standards, differently.

"No one has ever developed a perfect (performance appraisal) system, and we doubt if anyone ever will" (Hahn et al., 1979a, p. 6). In fact, one can expect almost any performance appraisal procedure to clash with the organizational realities in which it is designed to serve (McCall & Devries, 1976). Some of these realities can be accommodated during the design, development, and installation stages. However, an operational performance appraisal system for Cooperative Extension must meet the following requirements (Hahn et al., 1979a): (a) be appropriate to all Extension positions, (b) relate to job duties and responsibilities of the position, (c) be free from non-job-related factors, (d) provide data for use

in salary determination, (e) relate to the planning and control functions of the organization, (f) be capable of leading to improvements in mutual setting of objectives and setting standards for assessing the accomplishment of the objectives, and (g) be administratively and economically feasible.

Berendzen et al. (1981) identified four administrative objectives which should be the basis of any performance evaluation procedure. First, the appraisal process should promote professional development. Second, the process should identify and reward competence. Third, the appraisal system should identify and correct weaknesses. Finally, the evaluation of performance should improve the organization's accountability.

In an effort to develop a system geared to Cooperative Extension Service personnel needs, the American Institutes for Research (Hahn et al., 1979a) conducted an eight state study. In their survey, the sources judged capable of providing sufficiently reliable and valid assessments of agent performance ranged from two to five. These sources, identified by the sample, included employee peer evaluations, self evaluations, clientele sources, and supervisory evaluators. However, Berendzen et al. (1981)

stated that the immediate supervisor(s) must have primary responsibility for evaluation.

Part of the American Institutes for Research (Brumback et al., 1978) contract involved a job analysis. From the critical incident data collected in the job analysis inquiry conducted for the United States Department of Agriculture, 2500 descriptions of job related behaviors and work outcomes were initially extracted. Through an extensive testing procedure, this was reduced to fourteen classifications which included approximately four hundred and thirteen job related standards. These standards were reduced to two hundred as a result of the model testing procedure in Michigan. Thus, it is claimed that the PRAP model developed for the U. S. Department of Agriculture - Extension Service has content validity as it is based on the duties and responsibilities of Extension agents' jobs (Hahn, et al, 1979a).

Performance appraisal systems must be designed to suit the job structure, the appraisal needs of the organization, and must be formalized and applied uniformly. The three basic characteristics which need to be met if a performance appraisal system is to be acceptable and

defensible have been identified by Odom (1977), Klasson et al. (1980), and Bernardin and Beatty (1984):

1. The overall appraisal process must be formalized (documented), standardized, and objective. This includes statements regarding the purposes of appraisals, mandatory use by management, complete disclosure of the program to evaluation, and due process procedures. The job analysis must specify standards of performance for the employment position.
2. The performance standards must be based upon relevant job dimensions that are appropriate to the nature of the work.
3. When the appraisal involves measures of performance with subjective supervisory ratings, the procedure must be considered as only one component of the overall appraisal process.

The programming models used in adult education have as one of their functions, evaluation. The evaluation process serves to assess the attainment of educational goals and objectives and to identify strengths and weaknesses as a means of improving the programming efforts. Extension agents are adult educators and as such they are programmers. The PRAP model provides a set of procedures

to assess performance as it relates to the attainment of both planned performance and unplanned performance. Thus, two separate evaluation procedures are provided in the model. One focuses on the program objectives as stated in the individual agent's plan of work. The other utilizes a set of performance standards which were developed from an eight state job analysis study.

The PRAP standards have been tested with both Extension agents and supervisors. The standards were assessed as to their representativeness across program areas and for bias related to employment tenure. However, a gap remains. No assessment was made concerning race or sex bias.

The PRAP system is being considered for Virginia Extension agents. Both the case law and the Uniform Guidelines identify that employee performance evaluation procedures are subject to scrutinization if a claim is made of illegal discrimination. It should also be noted that both Virginia Cooperative Extension Service as well as Virginia Polytechnic Institute and State University have a questionable pattern of affording equal opportunity to all races and sex. In light of this situation, the need to assess the PRAP standards for sex and race biases is

paramount. This research is designed to answer legal concerns prior to the system's implementation. In addition, the findings will contribute to the model's validation as a subset of the PRAP standards has been tested in another state using a sample of Extension agents.

Chapter 3

METHODOLOGY

Methods and procedures used in the conduct of the study are presented in this chapter. This includes the research design, description of the independent and dependent variables, population and sample, instrumentation, and data collection and analysis procedures.

Research Design

This study involves both the scoring of items on a research instrument (a quantitative research method) and field interviews (qualitative methodology). Combining the two research approaches seems appropriate as not only is it necessary to identify the effects of gender and race but it is also desirable to assess these differences in light of potential operational problems.

In an effort to identify and assess the effects of race, gender, program area, position, and geographic location in the use of the PRAP standards, a subset of the performance standards was scored by the Virginia Cooperative Extension Service field staff as to their perceived level of performance described in each of the standards. Also assessed was the relevance of the focused duty to the job of an Extension agent in Virginia. Statistical pro-

cedures used in this study included both descriptive measures and inferential statistics.

Because differences were found to be significant by gender and race and to validate that these were, in fact, real differences, twelve field interviews were conducted with agents who had participated in the quantitative portion of the study.

Description of the Variables

This study analyzed the effects of five independent variables (gender, race, program area, position, and geographic location of employment) on the job performance values assigned to a subset of the PRAP standards. In addition, scores were assigned as to the relevance of the PRAP standards to the job responsibilities and duties of an Extension agent. The thirteen point Thurston scale was used for both the performance rating and the relevancy scoring.

The standards described a continuum of job related behaviors and results. Some of the performance statements described sub-standard performance, whereas, other described average or superior performance. District program leaders, district directors, and unit directors who were

not involved in the pilot study, were asked to rate a subset of fifty-eight PRAP standards as to the perceived level of the described performance and the relevancy of the standards to the job duties and responsibilities of an Extension agent. Similarly, agents, not involved in the pilot study, were asked to rate fifty-three (omitting the five supervisory behavior standards) of the described performance and to score each standard as to its relevancy to an Extension agent's job. Thus, one hundred and sixteen dependent variables were generated; the performance ratings (fifty-eight) and relevancy scores (fifty-eight).

The interquartile range of the fifty-eight performance rating scores was computed (Helwig, 1978). This measures the spread of the middle fifty percent of the judgments. Forty-three of the fifty-eight standards had an interquartile range of three or more points on the thirteen point rating scale. Grouping according to the AIR (Hahn et al., 1979a) performance categories, the scores of these forty-three standards were summated to form six constructed dependent variables. These constructed dependent variables represent the job duties of program planning, program promotion and public relations, program implementation, program support, interpersonal

and personal behaviors, and supervisory behaviors (see Table 1).

Population and Sample

Quantitative Portion of the Study

The sample (n=380) for the quantitative portion of this study was comprised of the entire population of Virginia Extension agents and immediate supervisors, with the exception of thirty who were part of the pilot study sample. Figure 1 identifies the population of the Virginia Cooperative Extension Service professional field staff by program area, position, race, and gender.

Figure 1, indicates that eighty-three percent (83%) of the field staff is white and seventeen percent (17%) is black. Likewise, the population distribution by sex can be identified as forty-six percent (46%) female and fifty-four percent (54%) male. Thirty-six percent (36%) of the white male field staff are in the supervisory category with only sixteen percent (16%) of the white females having supervisor status. All district program leaders and directors are white. Blacks with supervisory responsibilities number fifteen. This represents twenty percent (20%) of the black male staff and thirty-two percent (32%)

Table 1

Composition of the Constructed Dependent Variables
(Standards with an interquartile range of 3 or more scale
points)

Constructed Dependent Variable	Standard on the Research Instrument
Program Planning (4 standards)	<p>His/Her plan of work is aimed at a somewhat limited segment of the unit's population.</p> <p>He/She asks for advice from the community, but doesn't use it in his/her plans.</p> <p>He/She tends to use subjective information in programming rather than using facts.</p> <p>He/She thoroughly plans programs with extensive involvement of organized advisory groups, community leaders, public officials and representative of intended audiences.</p>
Program Promotion (2 standards)	<p>He/She is recognized but not well known in the area the unit serves.</p> <p>He/She shows disrespect for local values and customs.</p>
Program Implementation (15 standards)	<p>Clientele contact him/her whenever they have a problem or question.</p> <p>He/She has been responsible for several persons winning unit, district, or state awards.</p> <p>He/She arranged for technical assistance for a committee to help it carry out an educational project.</p> <p>There is some evidence that his/her educational activities are resulting in changing practices in agriculture, home economics or related fields.</p> <p>Committee members are willing to serve again.</p> <p>Members have expressed need for more program activities but none have been offered by agent.</p> <p>Leaders use a large number of the agent's ideas with their groups.</p> <p>Committee members are confused and do not know what is expected of them.</p>

Table 1 continued

Constructed Dependent Variable	Standard on the Research Instrument
Program Support (9 standards)	<p>He/She requires prodding to get him/her to extend program to cover all major interests and enterprises.</p> <p>He/She involves a few volunteer and local leaders in implementing programs.</p> <p>He/She give specialists ample notice so they work meetings into their schedules.</p> <p>He/She effectively uses only a portion of teaching methods.</p> <p>He/She does not know audiences well.</p> <p>He/She presents programs on untimely topics.</p> <p>He/She tries to deal with complex problems beyond his/her ability.</p> <p>He/She shows little or no tangible evidence professional growth after training.</p> <p>He/She is well regarded for making personal sacrifices for professional self improvements.</p> <p>Immediately following activity, he/she completes the necessary evaluation forms in order to have them ready for performance review.</p> <p>He/She fails to evaluate the programs except in terms of head count.</p> <p>He/She does not keep reports up-to-date.</p> <p>He/She participates in professional improvement activities whenever possible.</p> <p>At periodic intervals during the program year, he/she re-evaluates his/her job and program performance for the sake of program and personal development.</p> <p>He/She systematically works to correct weaknesses in his/her level of knowledge and/or behavior that may limit his/her ability to do a good job.</p>

Table 1 continued

Constructed Dependent Variable	Standard on the Research Instrument
Interpersonal and Personal Behaviors (9 standards)	<p>He/She coordinates phases of a program for which responsible with those efforts of co-workers.</p> <p>He/She constantly refers to "what I did."</p> <p>He/She does not respond well to constructive criticism.</p> <p>He/She attends too many meeting just to be seen and recognized and not to take an active part.</p> <p>He/She radiates enthusiasm for job.</p> <p>He/She searches out new developments and methods.</p> <p>He/She works irregular and extra hours when necessary.</p> <p>He/She procrastinates rather than attacking job at hand.</p> <p>He/She has innovative ideas, but does not try to force change.</p>
Supervisory Behaviors (4 standards)	<p>He/She supervises largely by reaction rather than planned action.</p> <p>He/She caters to favorite staff members.</p> <p>Subordinates occasionally ignore his/her position and act for or around it.</p> <p>He/She doesn't compliment or encourage subordinates.</p>

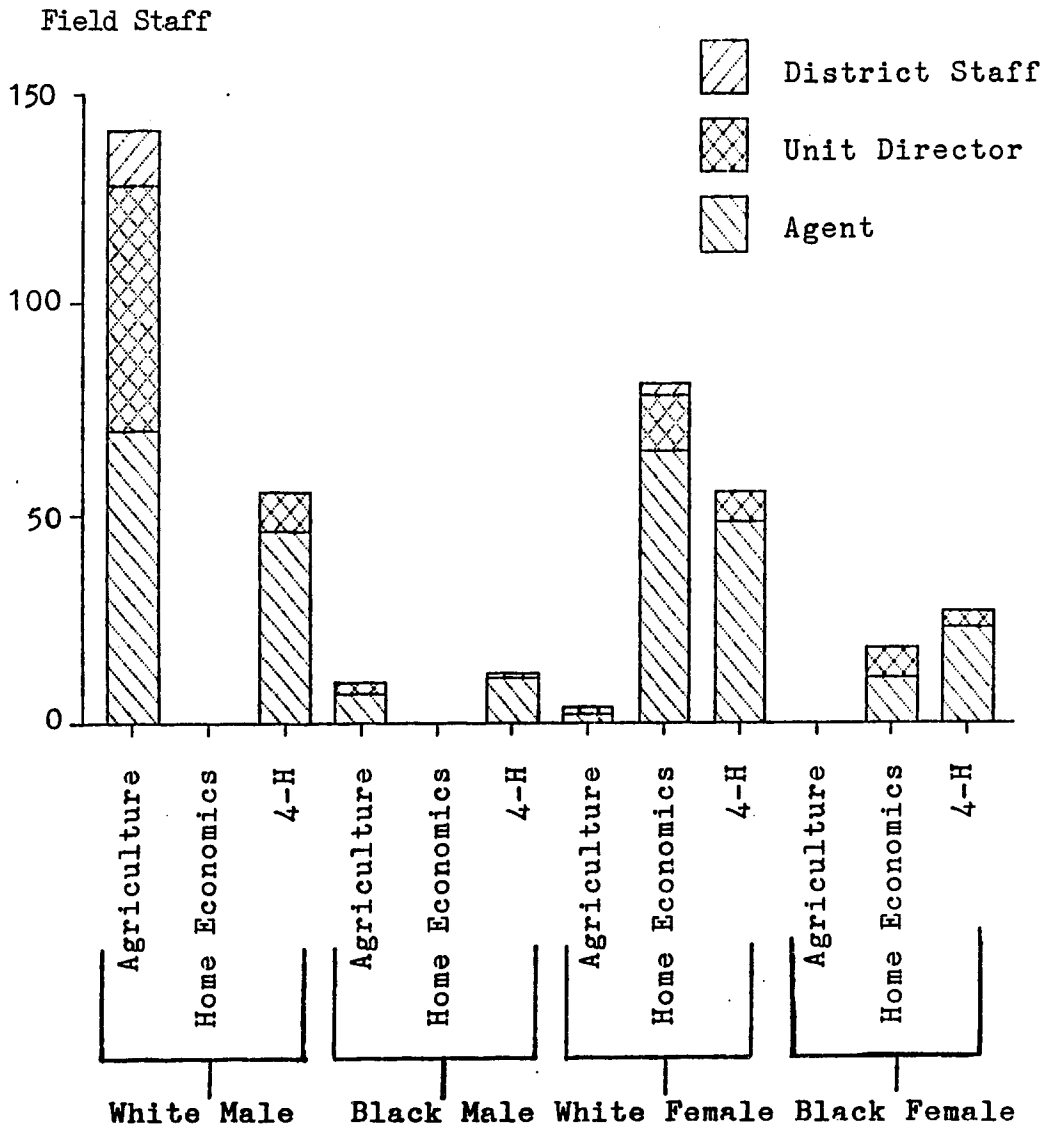


Figure 1. Virginia Cooperative Extension Service field staff population by race, gender, program area, and employment status (May 1985).

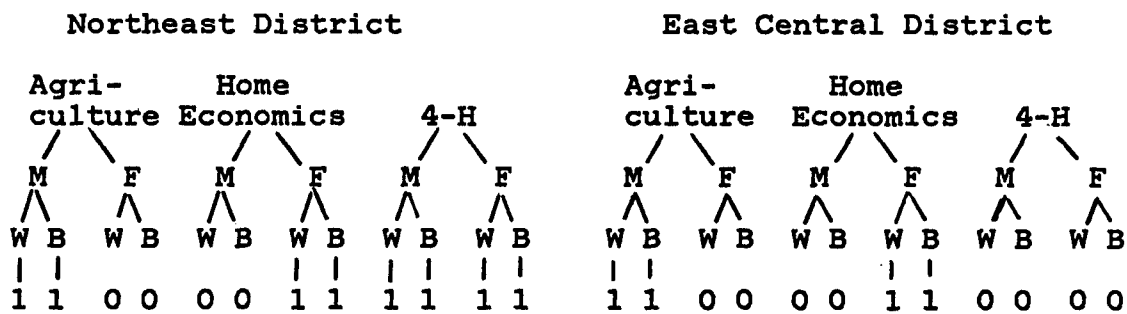
of the black female staff population. It should be noted that five of the districts have a racially integrated staff with one district having an all white staff.

To identify any differences between the respondents and the non-respondent group, ten non-respondents, selected at random, were contacted by telephone and asked to score ten randomly selected standards from the research instrument. The values of the performance described in the standards were requested as were the standards' relevance to an Extension agent's job. The scores of the non-respondents were compared to the respondents' performance ratings and applicability/centrality scores on the ten items.

Qualitative Portion of the Study

Those interviewed were located in two of Virginia's six Extension districts with whites, blacks, males, and females being selected from each of the two districts. Since the black male characteristic combination is represented in the smallest portion of the sample, the two districts which had the greatest number of black males who completed and returned the research instrument were selected as interview sites.

A purposive sampling procedure was conducted in an effort to obtain a representative sample of blacks and whites in the program areas of agriculture and home economics. Males and females of both races were selected from the 4-H program area. The interview participants were selected at random from the participants in the Northeast and East Central districts. The following is a diagram of the sample (n=12):



Instrumentation

Quantitative Portion of the Study

To identify a group of PRAP standards which would exhibit a wide score variation, a pilot test (Appendix B) was conducted using a sample of thirty members of the Virginia Cooperative Extension Service field staff and subset of seventy-six PRAP standards. The item selection process for the pilot test instrument involved a propor-

tional sampling procedure from the six duty categories of the four hundred and thirteen standards tested by the American Institutes for Research in Michigan (Hahn et al., 1979a). From the program planning category, eight standards (a representation of 18.2% of the program planning standards in the AIR study) were selected using a random numbers table. Using the same procedure, twenty-nine (18.0%) performance standards were selected from the program implementation category, twelve (18.5%) program support standards, seven (18.4%) program promotion and public relations standards, twelve (18.8%) interpersonal and personal behavior standards, and eight (19.5%) supervisory performance standards. The words 'county' and 'area' in the PRAP statements were changed to 'unit' and 'district' in an effort to comply with terminology used within the Virginia Cooperative Extension Service.

A pilot test sample of thirty from three of the six Extension administrative districts was selected using a purposive random procedure. This included three participants from each of the following Virginia Extension employee groups: district directors/program leaders, unit directors, agricultural agents (white male), agricultural agents (black male), home economics agents (white female),

home economics agents (black female), 4-H youth agents (white male), 4-H youth agents (black male), 4-H youth agents (white female), and 4-H youth agents (black female). There are no male home economics agents in Virginia and there are only four female agriculture Extension agents. Eighty-three percent (83%) of the pilot test sample completed and returned the pilot instrument.

The standards used on the pilot test described a continuum of job related behaviors and results. Some of the performance statements described sub-standard performance, whereas, others described average or superior performance. The thirteen point Thurstone Scale was used for scoring. The participants were asked to rate the level of job related behavior or the results of job behavior described in each standard. Each participant was also asked if they judged the State classified system as adequate, accurate, or equitable.

The interquartile range was computed for each performance standard on the pilot test. In order to utilize those items which would have the greatest scoring variance, the performance standards exhibiting interquartile range of three or more scale points in the pilot test (forty-three standards) were incorporated into the re-

search instrument. Similarly, to confirm if those standards which exhibited a narrow interquartile range (fifteen standards) in the pilot study would again exhibit a small amount of scoring variance, standards with an interquartile range of two points or less were included in the research instrument. This resulted in an instrument of fifty-eight PRAP standards. In addition, each participant was asked if the current State classified appraisal system assesses agent performance adequately, accurately, and if they judge the system as equitable.

Prior to the final draft of the research instrument, four agents and a district staff member who participated in the pilot test were asked to score the standards as to item relevance to the duties and responsibilities of an Extension agent. Comments and concerns about the procedure were solicited. Revisions were made and two Extension specialists, who had agent experience, were asked to complete and comment on the instrument. Final refinements were made prior to distribution.

The scoring instrument is included in Appendix A. The pilot test instrument is included in Appendix B. The set of four hundred and thirteen standards used in the American Institutes for Research testing procedures are

in Appendix D. A review of the PRAP system and a discussion of the Virginia situation as it relates to the PRAP model is included in Appendix E.

Qualitative Portion of the Study

The focus of the interview instrument (Appendix A) is in those performance categories where race and/or gender differences were identified as significant by the analysis of variance statistical procedure. The interview questions are the result of participants' comments noted on the returned research instruments and input from two members of the Extension faculty and four members of the College of Education faculty of Virginia Polytechnic Institute and State University. The interview instrument and format were developed in accordance with the literature (Babbie, 1973; Dillman, 1978; Patton, 1983). An interview agreement (Appendix A) was developed in an effort to assure identity protection of the interviewees.

Data Collection

Quantitative Data Collection

The collection of quantitative data involved the scoring of a subset of the PRAP standards as to the per-

ceived level of job performance and the relevancy of the statements to the duties and responsibilities of Virginia Cooperative Extension Service agents. A thirteen point scale was used for both the rating of performance as well the relevancy scoring. Agents with no supervisory responsibilities were asked to score a subset of fifty-three standards which were job behavior and result descriptions. Unit directors, who have agent supervisory responsibilities, and district personnel were asked to score the same fifty-three job behavior and result descriptions as well as five supervisory behavior descriptions.

Three hundred and eighty instruments, each with a cover letter and a stamped envelope for easy return, were mailed to the Virginia Extension field staff. The participants were asked to score the items individually and return the instrument prior to any discussion with coworkers. A two week return period was allotted for completion. At the end of this two week period, a telephone call was made to those in the sample who failed to return the instrument in order to answer questions and encourage participation. Upon receipt of the instrument, a letter (Appendix A) was sent to each of the participants to thank

them for their efforts and to further explain the PRAP appraisal system.

Qualitative Data Collection

The collection of qualitative data involved the interviewing of twelve Virginia Cooperative Extension Service agents who had participated in the quantitative portion of this study. A initial telephone contact was made with each participant approximately ten days prior to the interview. This was followed by a letter (Appendix A) stating the purpose of the interview, the date, time, and location of the interview, and a draft of the interview agreement. The date, time, and location of the interview was determined by the interviewee.

At the beginning of the interview session, the agreement was signed by the interviewee and the researcher with both keeping a copy of the signed document. With the permission of the interviewee, the interview session was recorded on audio tape. The interview session was scheduled to take one and one-half hours of uninterrupted time.

Data Analysis

Quantitative Data Analysis

Comparisons of the sample means were analyzed using the analysis of variance (ANOVA) statistical procedure (SPSS Inc., 1983). The following ANOVA procedures were computed for each of the six constructed dependent variables: (a) by race and gender, (b) by race and program area, (c) by gender and position, and (d) by gender and location. A .05 alpha level was determined as the level of significance.

Qualitative Data Analysis

These data were analyzed allowing patterns of information to emerge from the data. The findings are reported in narrative form including direct quotations. After the analysis of the qualitative data, each participant had the opportunity to review the qualitative findings and the option of deleting their portion of the data from the report if they felt their identity had not been adequately protected.

Chapter 4

ANALYSIS AND PRESENTATION OF THE DATA

The data obtained in this study are presented in six sections. The first section provides a summary of the research instrument returns and a comparison of the participant/non-participant groups. Sections two through five deal with the research questions presented in Chapter 1 of this dissertation. The final section presents those data which focus on the currently used State classified system.

Section 1

Respondent Characteristics

Of the three hundred and eighty research instruments mailed, three hundred and twenty-eight (eighty-six percent) were returned. However, twelve of the instruments were excluded from the analysis because of missing data, lateness of receipt, or the coding information had been removed. Without the coding information, race, gender, program area, position, and location of employment could not be ascertained.

In terms of employment position, unit directors and district personnel had the highest return rate (90%). The return rate by race and gender was in descending order of

white females (85%), black males (84%), white males (81%), and black females (79%).

In an attempt to ascertain if those who did not respond differed from those who returned the instrument, a random sample of the non-respondents was contacted by telephone and asked to respond to a randomly selected group of items from the research instrument. Since, there were no significant differences between the respondent and the non-respondent answers, it was assumed that the respondent sample was not biased by the absence of the non-respondent data.

Section 2

Research Question: To what extent do the PRAP standards relate to the job duties and responsibilities of Virginia Cooperative Extension Service agents?

In an attempt to ascertain whether the PRAP standards were perceived as relevant to the job duties and responsibilities of Extension agents in Virginia, the participants were asked to score the applicability/centrality of each of the standards to the job of an Extension agent. Across all field staff positions, ninety-five percent (95%) of the standards were considered to be of average

(a mean score of seven on the thirteen point scale) or above in relevance to the job of an Extension agent. Therefore, the PRAP standards are perceived by the Virginia Cooperative Extension Service agents as applicable to their job duties and responsibilities.

As can be observed in Table 2, the frequency of the high mean score varied by group membership. Males scored thirty-four of the fifty-eight performance standards as more relevant than did their female co-workers. Blacks scored thirty-three of the fifty-eight standards higher in relevancy than did whites. Agriculture agents scored more of the standards (thirty-one) higher than did home economists (seventeen) with 4-H agents only scoring ten of the standards as higher in relevancy. However, the greatest variation was observed by position. The mean scores for fifty-six of the fifty-eight standards were higher for personnel with supervisory responsibilities. District staff had the highest mean scores on forty-four of the standards with unit directors having the highest mean scores on eleven of the standards.

Table 2

Mean Scores of the PRAP Standards' Relevance to Agent
Job Duties (Scores on a 13 point scale)

(n range=300 to 316)

Standard on Research Instrument	Independent Variables									
	Gender		Race		Program			Position		
	M	F	W	B	ANR*	HEc*	4-H	Dist*	U D*	Agent
Part I										
1	9.2	8.5	8.9	8.4	9.2	8.6	8.6	9.6	9.4	8.6
2	10.8	10.3	10.6	10.3	10.9	10.3	10.3	11.1	11.0	10.4
3	8.2	7.8	7.9	9.0	8.1	7.4	8.5	8.8	8.5	7.8
4	9.0	8.2	8.7	8.2	9.0	8.4	8.4	9.7	9.1	8.4
5	11.2	10.4	10.8	10.8	11.3	10.3	10.8	10.3	11.1	10.7
6	8.8	8.6	8.6	9.1	8.8	8.6	8.7	8.4	9.5	8.4
7	10.8	11.0	10.8	11.0	10.8	10.7	11.2	10.2	11.1	10.8
8	10.8	10.9	10.8	11.1	10.7	10.8	11.1	11.0	10.8	10.9
9	10.2	10.6	10.4	10.3	10.1	10.4	10.6	11.0	10.5	10.3
10	10.8	11.2	11.0	11.0	10.7	11.3	10.9	11.8	11.0	10.9
11	10.6	10.8	10.6	11.0	10.6	10.7	10.8	10.8	10.8	10.6
12	8.7	8.4	8.5	8.7	8.7	8.1	8.5	10.3	8.7	8.3
13	11.4	11.6	11.5	11.7	11.4	11.5	11.7	11.1	11.6	11.5
14	9.6	9.4	9.4	10.1	9.6	9.1	9.8	9.3	9.9	9.3
15	9.4	8.9	9.1	9.2	9.6	8.6	8.8	10.8	9.7	8.8
16	10.1	9.5	9.8	9.6	10.2	9.5	9.5	10.6	10.2	9.6
17	10.2	10.4	10.2	10.7	10.2	10.5	10.3	11.4	10.4	10.2
18	10.0	10.4	10.1	10.7	10.1	10.4	10.3	9.8	10.6	10.1
19	9.7	9.5	9.7	8.8	9.8	9.6	9.2	11.0	9.7	9.4
20	9.4	9.3	9.4	8.8	9.7	9.4	8.8	10.8	9.4	9.2
21	9.0	8.1	8.4	9.2	9.1	8.0	8.3	9.7	9.1	8.3
22	8.8	9.5	9.1	9.7	9.0	9.8	8.8	10.0	9.8	8.9

* ANR: Agriculture and Natural Resources
 HEc: Home Economics
 Dist: District Staff
 U D: Unit Directors

Table 2 continued

Standard on Research Instrument	Gender		Race		Program			Position		
	M	F	W	B	ANR	HEc	4-H	Dist	U D	Agent
Part II										
1	8.6	8.3	8.3	9.3	8.5	8.4	8.4	9.9	8.6	8.4
2	9.3	8.6	9.0	8.8	9.5	8.9	8.3	10.4	9.0	8.9
3	9.4	8.7	9.0	9.2	9.5	9.0	8.3	11.9	9.1	8.9
4	8.9	8.4	8.6	8.9	9.0	8.7	8.1	10.9	8.6	8.6
5	11.3	11.7	11.5	11.7	11.3	11.9	11.3	12.5	11.9	11.3
6	9.1	8.3	8.9	7.4	9.8	8.1	7.8	11.2	9.1	8.4
7	8.8	7.9	8.4	7.9	9.3	8.0	7.5	9.7	8.6	8.2
8	9.5	9.3	9.4	9.2	9.4	9.4	9.0	11.6	9.5	9.2
9	10.6	11.1	10.8	11.2	10.6	11.3	10.8	10.0	11.3	10.7
10	10.0	10.2	10.0	10.4	10.2	10.3	9.9	9.6	10.6	9.9
11	9.1	8.7	8.9	8.8	9.1	8.9	8.5	10.1	8.8	8.8
12	9.1	8.7	9.0	8.5	9.3	8.8	8.6	9.5	8.8	8.9
13	9.3	8.3	8.9	8.1	9.9	9.0	7.6	9.6	8.8	8.8
14	7.9	7.2	7.5	7.8	8.0	7.3	7.1	8.9	7.8	7.4
15	10.9	11.2	11.0	11.4	10.8	11.2	11.1	12.0	11.2	10.9
16	10.8	11.4	11.0	11.7	10.7	11.4	11.2	11.5	11.3	11.0
17	8.9	8.4	8.7	8.3	8.9	8.8	8.0	11.2	8.3	8.7
18	8.5	8.9	8.5	9.7	8.6	9.2	8.2	10.6	8.6	8.6
19	9.7	10.6	10.0	10.7	9.8	10.9	9.8	10.8	10.2	10.1
20	10.4	11.0	10.7	11.0	10.4	11.1	10.6	11.3	10.9	10.6
21	11.2	11.3	11.2	11.6	11.1	11.5	11.2	11.9	11.5	11.1
22	10.6	11.0	10.7	11.1	10.6	11.0	10.8	10.8	11.0	10.7
23	6.0	5.2	5.7	5.2	6.2	5.2	5.4	4.9	5.7	5.6
24	8.3	7.9	8.0	8.7	8.4	7.7	7.9	9.8	8.2	8.0
25	6.2	5.9	6.1	6.1	6.4	5.9	5.8	5.6	6.0	6.1
26	10.8	10.9	10.8	11.1	11.0	11.1	10.5	11.3	11.2	10.7
27	10.8	11.2	10.9	11.2	10.8	11.2	11.2	10.7	11.2	10.9
28	11.3	11.5	11.3	11.8	11.3	11.7	11.3	11.8	11.6	11.3
29	10.5	9.6	10.0	10.2	10.3	9.7	10.2	10.5	10.3	9.9
30	8.6	7.1	8.0	7.4	8.6	7.1	7.7	9.6	8.1	7.7
31	8.9	9.3	9.1	9.1	8.9	9.4	8.9	10.5	9.3	8.9
Part III										
1	9.0	7.9	8.6	9.3	8.6	7.8	9.1	9.6	8.5	8.8
2	7.1	4.8	6.5	5.4	6.9	4.2	6.8	7.3	5.9	7.5
3	11.4	11.6	11.5	11.2	11.6	11.5	10.9	12.2	11.4	11.3
4	8.3	7.3	8.1	7.3	8.3	7.2	7.8	8.8	7.8	8.3
5	10.1	9.7	10.0	9.5	9.8	9.2	10.2	12.1	9.3	11.2

Section 3

Research Question: Do the scale values assigned to a subset of the PRAP standards vary systematically by gender and race?

In the rating of performance, those items which exhibited an interquartile range of three or more scale points on the pilot test had an interquartile range of three or more points on the research instrument. Likewise, those items which had a narrow interquartile range (two points or less) on the pilot test had a narrow range on the research instrument.

The effects of gender and race in assessing the value and importance of job performance were addressed through the scoring of described work related behaviors and results on a research instrument by the Virginia Extension field staff and through personal interviews with Extension agents in two of Virginia's six administrative districts. The independent variables, gender and race, were considered individually and then interaction between the variables was analyzed. The data are presented first by the variable gender, next by race, and then by the interaction of race and gender.

Gender

In three of the six categories of PRAP standards for Extension agents, differences by gender were found in the scoring of the performance standards. Using an ANOVA statistical procedure, the sample means for males and females differed significantly for the categories of program planning, program implementation, and supervisory performance (see Table 3).

The data presented in Figure 2 show that males in each of the six Extension administrative districts scored the performance descriptions of program planning higher than did their female co-workers. Males in the Southeast and Southwest districts viewed the program planning behavior and result descriptions (four standards) three or more mean points higher than did the females within the same district. However, it should be noted in the Northeast district the difference was less than one mean point.

The data in Figure 3 show that males scored program implementation performance (fifteen standards) from one to twelve mean points higher than females in five of the six Extension districts. In the Northeast district,

Table 3

Summary of ANOVA Results for the Independent Variable,
Gender

Constructed Dependent Variable	Male Means	Female Means	F	Signif of F
Program Planning (4 standards)	25.7 (n=160)	24.0 (n=146)	7.15	.01
Program Promotion and Public Relations (2 standards)	9.6 (n=165)	9.8 (n=144)	.19	.66
Program Implementation (15 standards)	111.2 (n=161)	107.7 (n=133)	3.86	.05
Program Support (9 standards)	74.3 (n=166)	74.6 (n=139)	.07	.79
Interpersonal and Personal Behaviors (9 standards)	64.9 (n=156)	63.8 (n=138)	.93	.33
Supervisory Behaviors (4 standards)	18.1 (n=85)	14.4 (n=41)	6.24	.01

Statistically significant findings are identified in bold print.

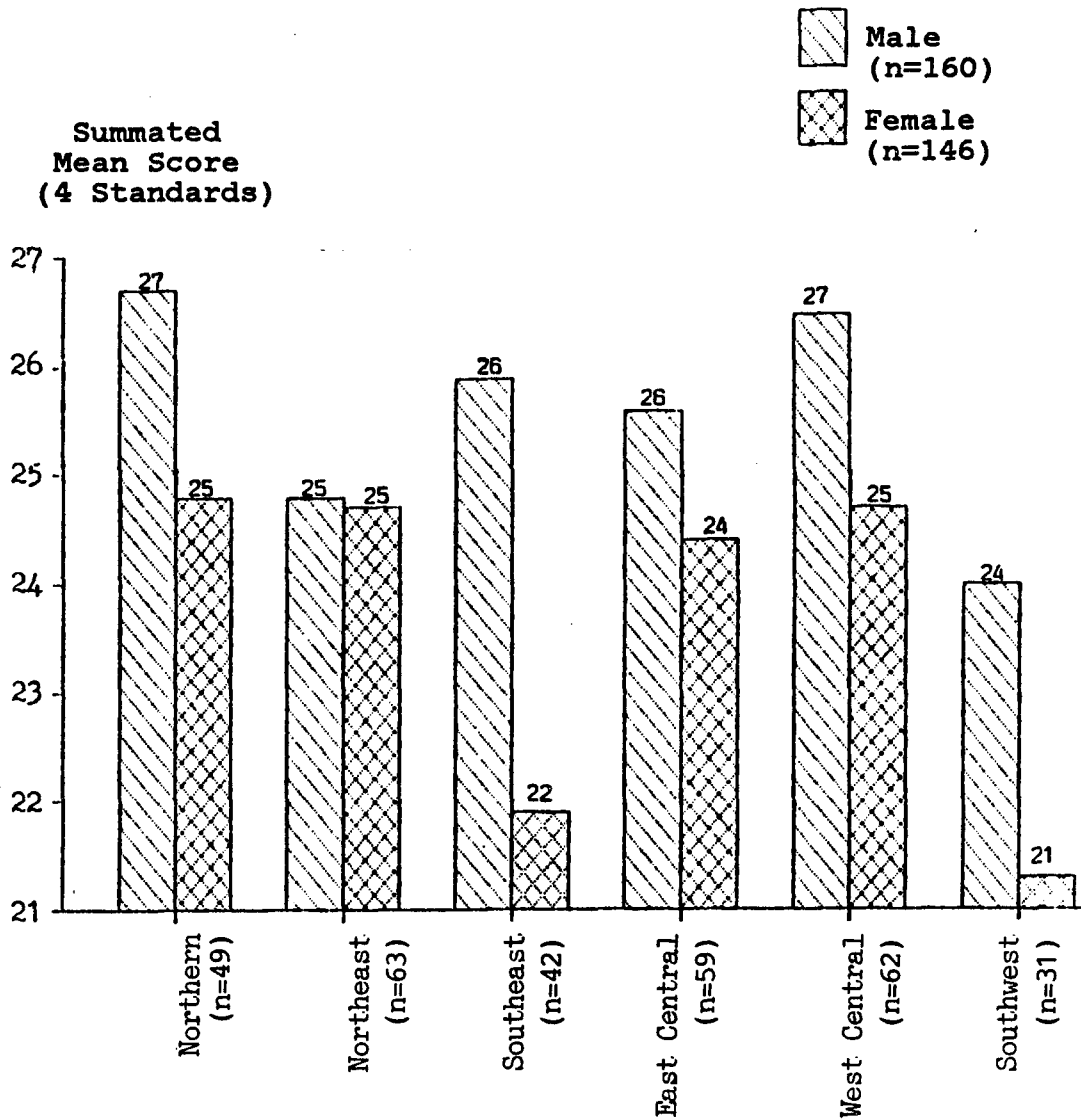


Figure 2. A comparison of PRAP rating means focused on program planning by gender and location.

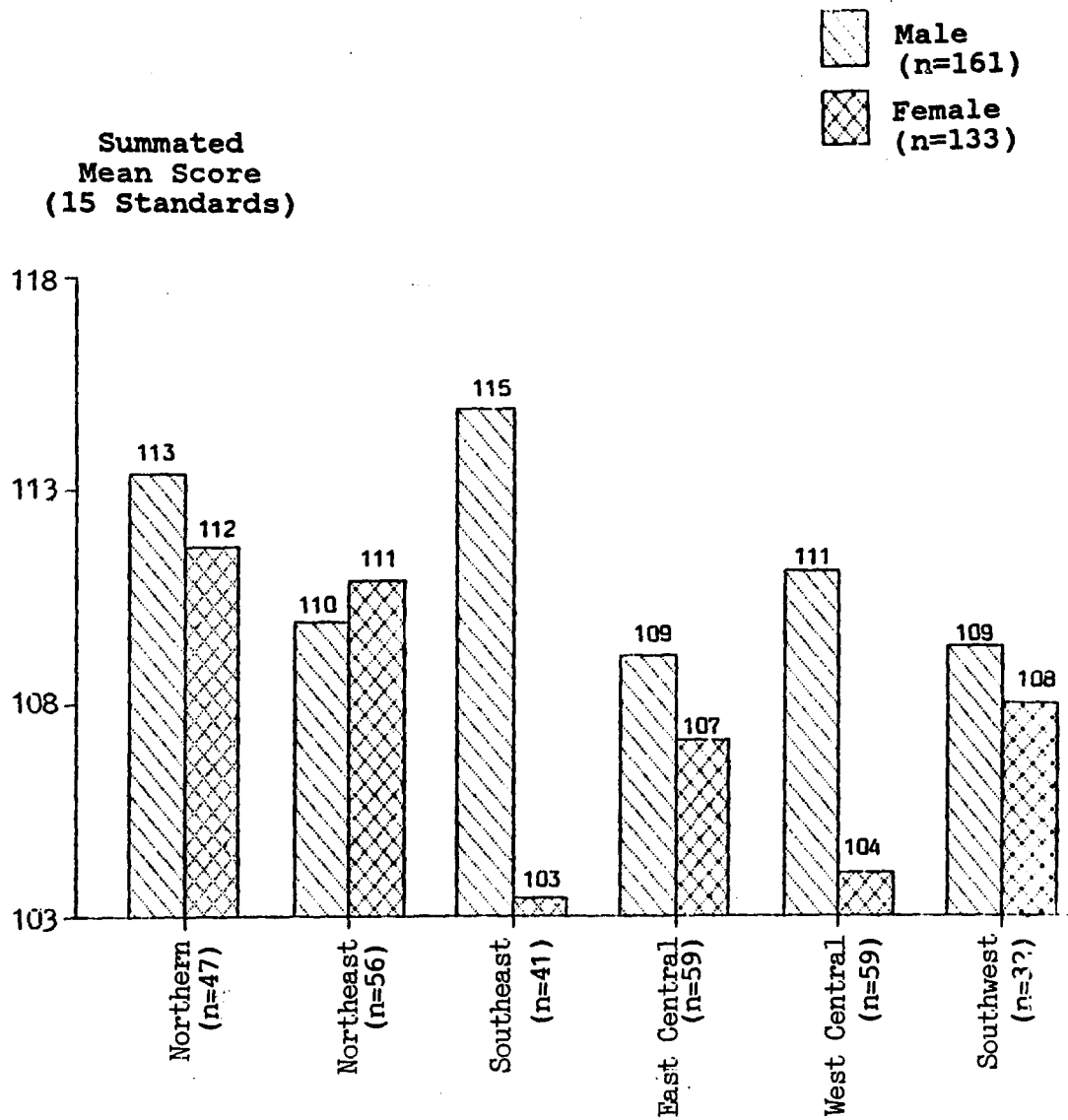


Figure 3. A comparison PRAP rating means focused on program implementation by gender and location.

scores given by females were one mean point higher than the male scores. Thus, for those efforts related to program planning and implementation, except in the Northeast District, it appears that males would evaluate the same performance behaviors and results higher than would their female co-workers.

In Figure 4, it can be observed that males in five of the six Extension administrative districts rated the behavior descriptions of supervisory performance (four standards) higher than did females. In the Northern, Southeast, West Central, and Southwest districts, males view the supervisory behavior descriptions up to seven mean points higher than did their female counterparts. The reverse was observed in the East Central district; females rated the described supervisory performance higher (two mean points) than did their male counterparts.

The findings of the quantitative data identified that statistically significant differences by gender did exist in the program planning category, program implementation category, and in the scoring of the supervisory standards and that an extension of the inquiry efforts was needed. In an attempt to validate that the quantitative data are reflective of real differences, twelve field interviews

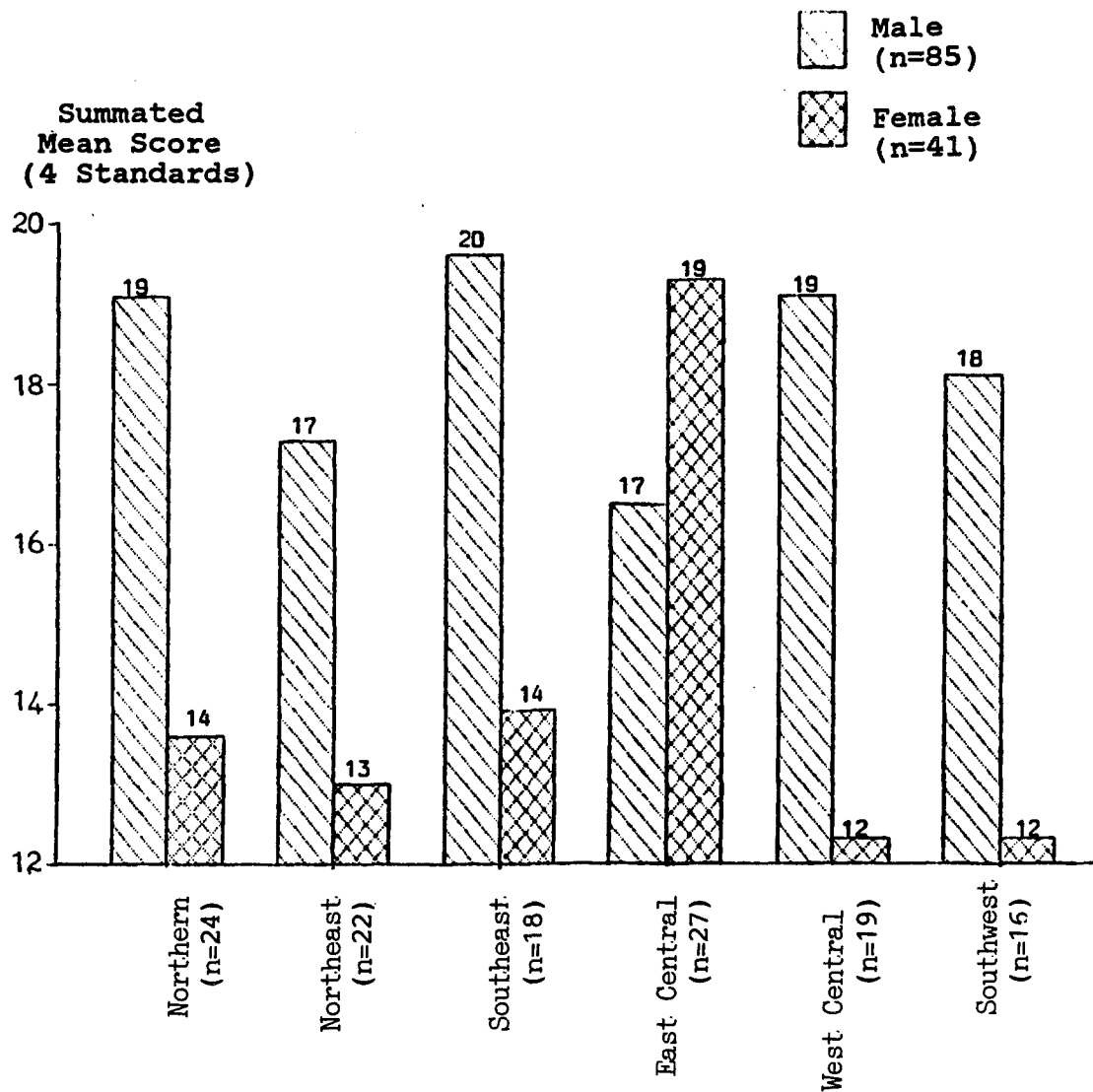


Figure 4. A comparison of PRAP rating means focused on supervisory behaviors by gender and location of employment.

(three white males, three black males, three white females, and three black females) were conducted in the Northeast and East Central districts. The focus of the questions was on program planning, program implementation, and supervisory behaviors and performance.

Frustrations were expressed in each of the twelve interviews with programming direction, specialist support, and in-house training efforts, all of which relate to program planning and implementation processes. Frustrations regarding the behaviors of those in Extension administrative positions were also expressed. However, these frustrations were not gender specific, thus the qualitative data did not verify those differences observed by gender in the quantitative findings.

Race

In two of the six PRAP designated categories of agent duties and responsibilities, significant differences between blacks and whites were found in the scoring of the performance standards. Using the ANOVA statistical procedure, significant differences were identified by race in the program promotion/public relations category and program implementation category (see Table 4).

Table 4

Summary of ANOVA Results for the Independent Variable,
Race

Constructed Dependent Variable	White Means	Black Means	F	Signif of F
Program Planning (4 standards)	24.9 (n=259)	24.7 (n=47)	.04	.85
Program Promotion and Public Relations (2 standards)	9.4 (n=262)	11.3 (n=47)	10.64	.00
Program Implementation (15 standards)	108.9 (n=251)	113.7 (n=43)	3.71	.05
Program Support (9 standards)	74.0 (n=260)	76.8 (n=45)	2.92	.09
Interpersonal and Personal Behaviors (9 standards)	64.5 (n=250)	63.7 (n=44)	.21	.65
Supervisory Behaviors (4 standards)	16.7 (n=108)	17.8 (n=18)	.25	.61

Statistically significant findings are identified in bold print.

Analysis of the data identified that blacks scored the performance descriptions related to program promotion/public relations and public relations and program implementation higher than did their white co-workers and these differences varied by program area. It can be observed in Figure 5 that blacks scored the program promotion/public relations descriptions (two standards) two mean points higher than did their white co-workers. In comparing the three program areas, black home economists scored the program promotion and public relations standards higher than all other groups with white 4-H agents having the lowest mean score.

As observed in Figure 6, of those standards which related to program implementation (fifteen standards), a difference of seventeen mean points separated the scores of black agricultural agents from white agricultural agents. A difference of five points was observed between black and white mean scores for agents in the home economics program area and only a difference of two mean points was observed between black and white 4-H agents.

In an attempt to verify the quantitative data, twelve interviews were conducted with black and white agents.

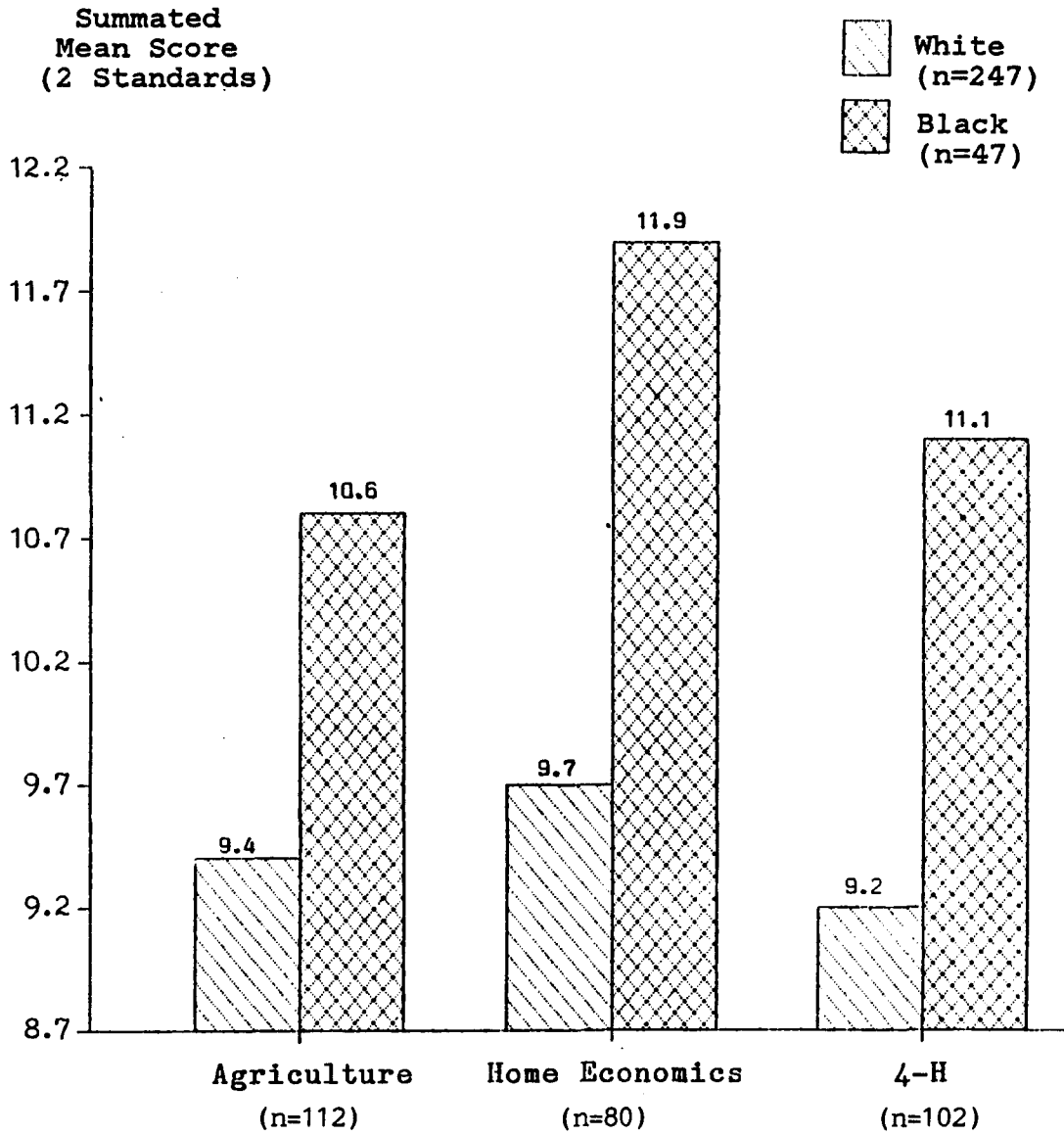


Figure 5. A comparison of PRAP rating means focused on program promotion and public relations by race and program area.

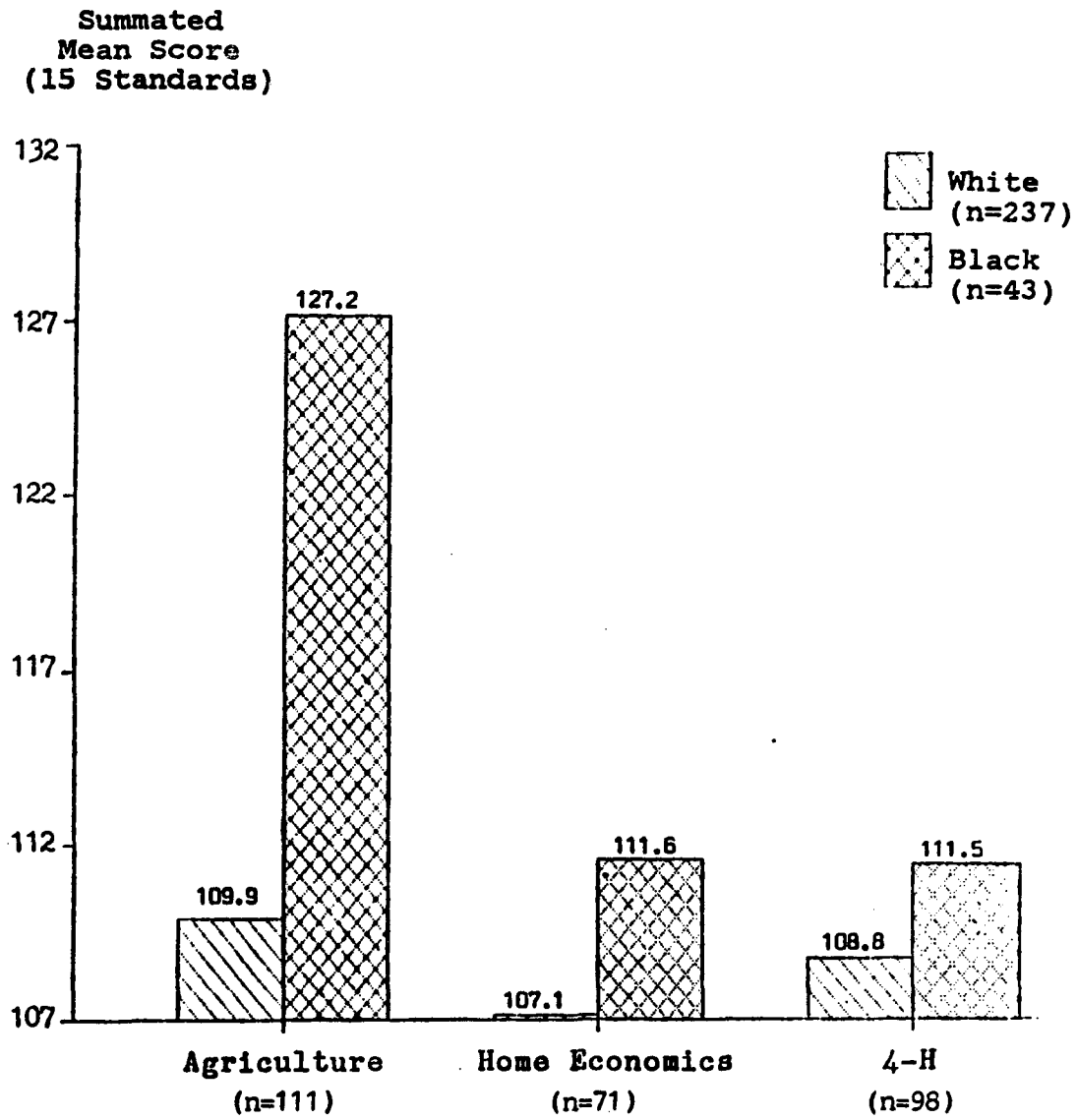


Figure 6. A comparison of PRAP rating means focused on program implementation by race and program area.

The questions focused on program promotion/public relations and program implementation efforts. The interview data suggest that blacks relate to their jobs and program implementation in more of a personal manner than do white agents. During the interview sessions black agriculture agents, who had a mean score of 17 points higher on the combined fifteen program implementation standards than did white agriculture agents, commented that they often worked on Saturdays and were "on call twenty-four hours a day...they (clientele) think I am on duty all the time, I have encouraged this." The white male agents interviewed noted that they also had evening meetings but did not express the "twenty-four hours a day" concept. In fact, two of the white agriculture agents commented that weekends were for home and family responsibilities.

The black home economists, who rated the program implementation standards five mean points higher than their white counterparts, as well as the black agriculture agents noted that they were at Extension related meetings seldom less than two and often more than three nights per week. White agents with agriculture and home economics programming responsibilities also commented about working irregular hours, but not to the extent indicated by their

black co-workers. No differences were noted in the qualitative data focusing on program implementation efforts of 4-H agents. However, it should be noted that only a two mean point difference was observed between black and white agents with 4-H program responsibilities.

In discussing program promotion/public relations efforts, two of the three black males interviewed and a black female interviewee indicated that considerable time and effort were spent meeting with agency boards and important others within their unit's geographic area. The following priority was expressed by a black female:

One of the most important things I do is to meet with the county social services board. This keeps me in touch with their program and problems plus it provides information to that agency about my programming efforts and capabilities. Our economy does not allow the luxury of duplicating efforts. We must focus on those things we do best and cooperate to serve family needs.

Black males commented that they were "The Extension Service" and that the time spent in other agency meetings was necessary if efforts were not to be duplicated and if needs were to be met. It should be noted, white agents also met with agency boards and influential others within their service area. However, the blacks interviewed seemed to be more aware of the time and effort spent on cultivating public support, inter-agency cooperation, and

on being available to answer clientele questions and concerns.

Based on the qualitative data, blacks worked with a higher percentage of black clientele than did their white counterparts. However, all black agents interviewed worked with some white clientele and all white agents interviewed worked with some black clientele. Unlike whites, blacks cited the following with regards to the effects of race on program implementation:

There are a few specialists that I cannot get to my county...I know it is because I am black. In one case, the specialist will cross the State to work with a non-Extension program...shouldn't specialists first support Extension programs?

The 4-H staff leaves much to be desired...they do not have programs for low income...many of our blacks are low income.

I learned what my programming responsibilities were through someone not even in Extension. My co-workers (who are white) had discussed and decided the division of job duties and responsibilities without even including me.

The above comments not only reflect impact on program implementation efforts but also suggests that these interviewees perceive a sense of racial bias. The preception of bias, however, was not limited to program implementation efforts and responsibilities. Each of the

blacks interviewed perceived bias in the organization's hiring practices and/or in the unit office situation:

You watch, when black males retire or resign, seven out of ten will be replaced with whites...one major factor in hiring should be on the qualification of how well the individual can work with people.

The compliance plan caused real problems with clientele and it didn't change anything within the organization. A few years ago we had fifteen to eighteen black male agents in this district, now we have very few. This tells me something.

I know where I stand and I am looking forward to the time I can retire. I have seen positions filled that were not advertised.

Black and white agent cooperation would be accepted by the clientele, but not by my unit director.

We have a secretary who is also black...they put us in the back corner of the office...the white secretary got the space in the front of the office...she got to see everyone who came into the office. We were climbing over one another while the white secretary had all that room. We finally got that changed. Does that tell you something?

I have talked to you more in the past two hours than I have talked to my unit director in fifteen years...I can't tell you some of the things because I don't know or trust you.

I am doing fine, I have a very supportive unit director. But I worry about my people out there...they do not have my unit director.

In one case, the interview session began with the black agent indicating that he had consulted with his lawyer prior to agreeing to the interview. This same agent summed up his observations and feelings by saying:

The Extension Service is the most segregated agency we have in this county. We haven't always been this way. Administration tries to pretend it isn't there and wash it over...people know its there...the people know its a put-on.

I would not recommend Extension as a career for my daughter...no one should have to put up with this.

It should be noted that only two of the twelve interview sessions were taped, a white male and a white female. Several of the agents emphatically stated that they would not permit taping while others expressed reservations.

Interaction by Gender and Race

As shown in both Table 3 and Table 4, significant differences related to gender and/or race were found in four of the six PRAP designated categories. However, significant interaction was not identified between the two independent variables, race and gender. Differences by race were significant regardless of gender and differences by gender were found significant regardless of race.

Summary

Significant differences by gender and/or race were found in four of the six PRAP designated categories.

Interaction between the independent variables, gender and race, was not found to be significant. Differences by gender were not found in the interview data which supported the quantitative findings. However, differences by race were found in the qualitative data which verified the quantitative findings. Blacks related to the program promotion/public relations and program implementation aspects of their Extension job more personally than did white agents and perceived themselves as "The Extension Service" in their locale. Both quantitative and qualitative data suggested some racial bias in this predominately white male organization.

Section 4

Research Question: Do the factors of program area, position, and geographic location affect the perceived level of performance as stated in the PRAP standards?

Differences were not found to be statistically significant by program area, position, or geographic location of employment in the scoring of the PRAP standards. Nor were any significant interactions found between the independent variables of gender and employment location, gender and position, or race and program area. Thus,

program area, position, and geographic location of employment do not appear to be significant factors in the assessment of agent performance.

Section 5

Research Question: What operational problems are likely to occur with the implementation of the PRAP model in Virginia?

The data identified significant differences by race and/or gender as to the level of performance described in four of the six PRAP categories. The interview data supported the quantitative findings by race and suggested that differences do exist regarding the degree of importance placed on program promotion/public relations and program implementation efforts. The interview data did not verify the quantitative findings by gender.

The Performance Review, Analysis and Planning system places the supervisors in the position of being describers of performance and working with agents to identify the desired level of performance and achievement. The unit director or district director along with the agent jointly agree on the agent's objectives for the performance period as well as a mutually discuss the performance analysis and

agree upon agent development efforts (Appendix E). The success of the PRAP system is dependent upon open communications and trust between unit director/district director and agent (Hahn et al., 1979a). However, a lack of trust and communications between the agents and their supervisors seemed to emerge during the interviews with the twelve agents. The following comments are examples of what the researcher interpreted to be a manifestation of a lack of communications and trust.

We get incomplete instructions or they (administration) are always changing the instructions on us...they send out something for us to do and then they send out a set of revised instructions just before it is due.

I feel as if I have been patronized...I had a personal conversation with a member of the state administrative team and it was repeated to me by another person who was not involved in the conversation or the topic.

They (administration) come to a meeting, throw at us what they want to tell us and leave...they never stay for the whole meeting...they are not available for discussion and clarification...we are suppose to shut up and listen. On two occasions I called to discuss a misunderstanding of direction. I was told to do all the listening and no talking...I will not make the mistake to calling again.

They (administration) don't know or care what you are doing...they never stay for an entire program or do any of the listening.

I feel that administration views agents not as humans but as machines.

I don't think they know me in administration. How can they know how I am performing if they don't know me? The only things they know are the negative things.

I don't think they would know me if they passed me on the street.

I don't want an award or even a letter...I would like to be told when I am doing a good job...just a simple note or a pat on the back would mean a lot.

Administration looks like the buddy system.

Administration keeps Extension agents at a high level of frustration...their directions are incomplete and ill-defined.

I have been told: "What ever you do, don't call Blacksburg with a problem."

I never see anyone here...I can't get excited about Extension's potential or shortcomings.

A white female agent commented on the current performance appraisal procedures in the unit office. Her comments seemed to illustrate a lack of communications between the agent and her unit director. The comment also tends to support the quantitative finding that males rate some performance behaviors higher than do their female co-workers.

My last performance evaluation was laid on my desk for me to sign...there it was when I came into the office...it was not completed...there were no comments written on it...there was no discussion...I feel that I am rated higher than I truly deserve.

In addition to the communication gap and the lack of trust which seems to exist within the Extension organization, the interview data suggest that blacks perceive the organization to have some racial bias. Blacks perceive a lack of program support and help from certain specialists, a lack of professional acceptance and support by their immediate supervisors, some racially biased activities in the unit office situation, and some employment practices that they seem to interpret as being racially biased. These perceptions of racial practices and distrust with administration and with those in supervisory positions may affect and would probably hamper implementation of the PRAP performance appraisal system at this time.

Section 6

State Appraisal System

In addition to scoring the PRAP standards, opinions on the adequacy, accuracy, and equity of the currently used State employee evaluation system were solicited. Seventy percent (70%) of the respondents indicated that the present system was not adequate, seventy-five percent (75%) noted that the system was not accurate, and sixty-six percent (66%) noted that the system was not equitable

(see Table 5). In reviewing the responses, males felt that the system was more adequate, accurate, and equitable than did females. The greatest difference, however, was observed by race. White staff members considered the system thirteen to fifteen percent more adequate, accurate, and equitable than did black staff.

Concerns were expressed on the return instruments regarding the adequacy and accuracy of those individuals currently rating agent performance. Several participants felt that the unit directors needed training in performance evaluation practices and rating procedures. Respondents noted that training in personnel appraisal activities would be paramount for all supervisors with the implementation of a new system. Seven noted that "all are in the same boat, thus it (the system) must be equitable."

"All are in the same boat" comment appears to stem from the fact that salary increases mandated by the State have been in increments related to the classified position held by the agent. The classified position level is determined by the number of years the individual has been a Virginia Cooperative Service agent. Each year the employee is advanced to the next level if minimum performance has been identified and by the end of sixth year, the

Table 5

Comparison of Judgments by Race and Gender of the State
Classified System's Adequacy, Accuracy, and Equity

	Adequate			Accurate			Equity		
	Yes %	No %	NA %	Yes %	No %	NA %	Yes %	No %	NA %
Total Responses (n=297-307)	27	70	3	21	75	4	28	66	6
Race									
White (n=254-263)	30	68	2	23	74	3	30	64	6
Black (n=43-44)	15	79	6	9	83	8	17	75	8
Gender									
Male (n=159-163)	29	68	3	22	74	4	33	61	6
Female (n=138-144)	25	72	3	20	76	4	22	71	7

agent is at the top of his/her salary potential.

As an employee in the classified system, the individual receives the same salary increase whether he/she received a 2.8 or 4.0 on the State four point scale performance appraisal system. Thus under the classified system, the accuracy and/or adequacy of the evaluation procedures have not been critical.

However, for some agents, State monies represent only a portion of their salaries. Approximately seventeen percent have received an above the scale supplement from their local county or municipality. These yearly supplements range from a few hundred to several thousand dollars. The largest group receiving above the scale supplements are white males. Thus, all are not "in the same boat" and there is salary inequity within the system.

Chapter 5

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This chapter presents a summary of the study, conclusions relative to the findings, and recommendations for further study.

Study Summary

The Virginia Cooperative Extension Service is in the process of considering alternative procedures to evaluate personnel performance. In an attempt to help this consideration process, this study was undertaken to review and evaluate the perception of the performance standards, a component of the PRAP system. The PRAP system is being utilized by Extension organizations in other states to evaluate agent performance.

Because of the history and concerns of the Virginia Cooperative Extension Service, the focus of this research effort was to determine if race, gender, program area, position level, and geographic location of employment might influence the perception of agent performance described in the PRAP standards. The perceived relevancy of the standards to the functions and tasks of Virginia Extension agents was also a part of the research problem

as was the identification of potential operational problems in using the standards.

Based on the data obtained, the PRAP standards were found to be perceived as relevant to the job duties and responsibilities of Extension agents in Virginia. However, the degree of job relevancy varied by race, gender, program area, and position level. Supervisors identified the standards as more relevant than did supervisees. Blacks perceived the standards as more relevant to the job than did whites and males perceived the standards as more relevant than did their female co-workers. Agriculture agents, of whom the vast majority are male, perceived the standards as more relevant than did female home economists and male and female 4-H agents. Thus, supervisors, the majority of whom are white males and from the agriculture program area, perceive the relevancy of the standards to the job of an Extension agent differently than do their black male, white female, and black female co-workers.

However, in assessing the value of the performance described in the standards, no significant differences in perceptions were found by program area, position level, or geographic location of employment. Because significant differences by geographic location of employment or posi-

tion level were not identified, the scope of the qualitative portion of this study was limited to unit staff members in two of the six administrative districts, the Northeast district and the East Central district. Therefore, comparisons by district or between supervisory and non-supervisory personnel were not pursued.

Significant differences were found by rater's gender and race in the perceived value of the described performance. These differences are of concern because three of the six programming efforts considered as desirable by males would probably be rated as less desirable by females. Program planning and program implementation efforts were judged as more important by males than by females with the exception of the Northeast district where females judged the program planning and implementation efforts as more important. Males also judged the supervisory behaviors as more important than did their female co-workers with the exception of the East Central district. Therefore, the value of the described behaviors were perceived differently by gender but there were inconsistencies by geographic location. This researcher was unable to verify the quantitative data related to gender differences in the interview data.

A review of the quantitative data by race identified that in two of the six PRAP categories, efforts considered by blacks as desirable would be rated less desirable by whites. Across the program areas of agriculture, home economics, and 4-H, blacks judged the program promotion/public relations and program implementation efforts more important than did their white counterparts. The greatest difference, however, was noted in the program implementation ratings by agriculture agents. Black males with agriculture programming responsibilities judged the program implementation efforts as seventeen mean points higher than did white agriculture agents. Black males promote the concept that they are "on call 24 hours a day" and encourage clientele to call them at home during the weekend. Black males also view themselves as "The Extension Service" and both black males and black females stress the importance of sitting on other agency boards.

Thus, the pattern which developed from the both the quantitative and the qualitative data portrays blacks, as a group, view the PRAP standards as more relevant to the job and the described program promotion/public relations and program implementation efforts are perceived as more important than judged by their white co-workers.

Based on the qualitative data, evidence was also found of a perceived lack of communications between agents and supervisory personnel, a lack of trust by agents with those in administrative positions, and perceptions of racial biases within the organization. Indeed, in each of the interviews with black agents, perceived racial practices within the organization were noted and the agents cited experiences in support of these perceptions. Frustrations were noted by whites, blacks, males, and females with programming directions and communications with and support of administrative and supervisory staff. Since the success of the PRAP system is dependent upon trust and an open communications system between supervisor and supervisee, these divergent perceptions could readily impact on the implementation of the proposed appraisal system at this time.

A lack of trust in and questionable accuracy, adequacy, and equity was expressed relative to the currently used State appraisal system. The Extension field staff views the State appraisal system as neither accurate or adequate. Furthermore, the adequacy and accuracy of supervisors presently performing the appraisal function was perceived as questionable by agents.

Conclusions and Recommendations

Relative to the Findings

The focus of this study was limited to the performance standards which comprise one of the two value generating components of the PRAP system. Based on the data obtained in this study, the PRAP standards are relevant to the job of Virginia Extension agents and, therefore, would be an acceptable tool for assessing the Virginia Extension agent performance not identified in the MBO component of the PRAP appraisal system. However, the organization will need to be aware of differences by race and gender in the perceived importance of the behaviors described in the standards and the perceptions of a communications gap and organizational racial biases if the PRAP system is to effectively operate.

Past employment practices have resulted in a disproportionate high level of supervisory and administrative positions among white males. Of the sixteen district positions, only three are held by white females and there are no blacks at the district level. Less than forty percent of the unit director positions are held by white females, black males, and black females combined. Thus, in most cases the rating of performance using the PRAP

standards will be conducted by a supervisor who judges the importance of the task differently than the supervisee.

These differences can be exemplified through a series of scenarios. In rating the performance of a black agent by a white supervisor, those efforts which the black would consider as important and desirable the white supervisor would judge as less important and desirable. Thus, a gap in the value of the agent's performance may emerge with the black claiming that the white supervisor doesn't really know what he is doing or that the supervisor may be unfair. On the other hand, the white supervisor could claim that the black agent overrates his/her job efforts.

The reverse rating gap would be apparent when a male supervisor rates a female agent. Males judged the standards and the described behaviors as more important than did their female co-workers. Thus, females could view their performance as being overrated by their supervisor. Female agents could also view that males hold certain performance behaviors as excessively important and thus the standards are inappropriate for the female's job.

Another scenario depicts the results of a white female supervisor rating a black male supervisee. Since black males consider the standards as more relevant and

the described behaviors as more important and white females are on the opposite end of the value continuum, the judgements would place the supervisor and supervisee in a position of confrontation. The black male agent would probably question his supervisor's judgements.

In each of the above situations, the accuracy and adequacy of the rating and rater could be open to question. Under the present salary distribution procedures, the adequacy and accuracy was not of concern because pay increases are determined by an in-time step procedure rather than on performance evaluation data. However, these perceptions of inadequacy and inaccuracy could readily carry over to any new appraisal system that could impact on salary adjustments. Thus, differences between the supervisor's race and gender and that of the agent could increase complications in implementing a new performance appraisal system. This may especially be true if salary adjustment is tied to the performance appraisal process.

The organization may need to monitor the scoring differences by gender and race since these differences appear to exist. In addition, raters may need to be trained and their scores may need to be reviewed by their

supervisor and the personnel officer of the organization. Agents will need to know what is expected of them and what steps they can pursue to improve their performance. Unit personnel may also need to feel that their performance evaluation adequately and accurately reflects their job related efforts and that their programming efforts are known.

The PRAP system involves both the supervisor and the agent in the establishment of program and performance objectives as well as in the performance review and analysis activities. The process places supervisors in the position of being describers of performance and working with agents to identify the desired level of performance and achievement. Because of this, the environment must be one which will foster constructive feedback with the appraisal process becoming a mutual development and learning experience rather than a mechanistic evaluation or accounting effort.

Communication is currently perceived by the unit staff too often to be a one-way flow of information; from supervisor or administrator to subordinate. A lack of trust was suggested in all of the interviews conducted. Steps to close the communication gap need to be taken by

those in administrative positions. A two-way communication system can provide a basis for trust and is paramount if agents are to actively participate in the assessment of performance as outlined in the PRAP system.

If the appraisal system and implementation process do not take into account the perceptions and frustrations identified in this study, their presence would likely have a negative impact on the development of excellence in many of the Virginia Cooperative Extension Service personnel.

Recommendations for Further Study

The data obtained in this study identified race and gender rating differences with the use of the PRAP standards and validated that race differences were indeed real. In view of the findings, two areas of research needed are:

1. Evaluate the possible effects of race and gender on the scoring of the PRAP standards in other Cooperative Extension Services. Several states are currently using or considering the PRAP system. However, validation efforts have not been conducted since the late 1970s. The question is: Are the findings of this study unique to Virginia or do they exist in other states?

2. Qualitative data needs to be collected in the other four Extension administrative districts in Virginia. This effort and the analysis of the data needs to be completed prior to the implementation of the PRAP system in Virginia in order to determine whether the perceived communications gap and lack of trust trust and the perceived racial biases are unique to the East Central and Northeast districts.

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APPENDICES

Appendix A

Research Instrument
and Related Correspondence

Interview Agenda
and Related Correspondence

Interview Agreement

VIRGINIA COOPERATIVE EXTENSION SERVICE

**VIRGINIA
TECH**

**VIRGINIA
STATE**

Blacksburg, Virginia 24061

TO:

FROM: Anne Wolford

DATE: June 3, 1985

SUBJ: Testing of Performance Standards for Virginia Extension Agents

Concerns over an adequate performance appraisal system for Virginia Extension agents has been expressed both inside and outside of the organization. Your help is needed as part of the pretesting procedures.

The following standards were developed in the late 1970s as a result of an eight-state agent job analysis. They represent only one component of the performance appraisal system developed at that time and should not be considered as the entire process.

The questions are:

1. At what level would you rate this job behavior on a 13 point scale?
One (1) represents extremely poor performance with (13) denoting outstanding or superior performance. A rating of (7) indicates average performance with the other scores representing behaviors and the results of those behaviors somewhere between these three scores.
2. How central or appropriate is the task/work behavior to your job responsibilities?
One (1) denotes that the task is not at all appropriate with (13) denoting high centrality to the job. A rating of (7) indicates moderate centrality.

You may be assured of complete confidentiality. The questionnaire has an identification number for mailing purposes only. This is so that I may check your name off of the mailing list when your questionnaire is returned. Your name will never be placed on the questionnaire.

I would be most happy to answer any questions you might have. Please write or call. The telephone number is (703) 961-7434 (SCATS: 230-7434). Enclosed is an envelope for easy return.

Thank you for your assistance.

/jws
enclosure

Virginia Cooperative Extension Service programs, activities, and employment opportunities are available to all people regardless of race, color, religion, sex, age, national origin, handicap, or political affiliation. An equal opportunity/affirmative action employer.

An Educational Service of the Virginia Polytechnic Institute and State University and Virginia State University, Virginia's Land-Grant Institutions, with U.S. Department of Agriculture and Local Governments Cooperating.

YOUR OPINION IS NEEDED

PLEASE ANSWER THE FOLLOWING QUESTIONS AS WELL AS SCORE THE PERFORMANCE STANDARDS. DO NOT DISCUSS THE QUESTIONS OR STANDARDS WITH CO-WORKERS AS YOUR OPINION IS NEEDED.

IF YOU HAVE ANY QUESTIONS, PLEASE CALL ME AT (703) 961 7434 (SCATS: 230 7434). PLEASE LET THE TELEPHONE RING AT LEAST 6 TIMES.

1. DO YOU FEEL THE CURRENTLY USED STATE PERFORMANCE APPRAISAL SYSTEM ADEQUATELY ASSESSES YOUR JOB PERFORMANCE?

YES_____ NO_____

2. DO YOU FEEL THE CURRENTLY USED STATE PERFORMANCE APPRAISAL SYSTEM ACCURATELY ASSESSES YOUR JOB PERFORMANCE?

YES_____ NO_____

3. DO YOU FEEL THE CURRENTLY USED STATE PERFORMANCE APPRAISAL PROCEDURES AND PRACTICES ARE EQUITABLE?

YES_____ NO_____

4. HOW LONG HAVE YOU BEEN AN EMPLOYEE OF THE VIRGINIA COOPERATIVE EXTENSION SERVICE (ROUND TO THE NEAREST NUMBER OF YEARS)?

YEARS_____

PLEASE RETURN BY: JUNE 17

STANDARDS OF PERFORMANCE

RATING SCALE

1 2 3 4 5 6 7 8 9 10 11 12 13
 /---/---/---/---/---/---/---/---/---/---/---/---/---/
 POOR ADEQUATE SUPERIOR
 PERFORMANCE PERFORMANCE PERFORMANCE

YOU ARE RATING AN EXTENSION AGENT. WHAT RATING WOULD YOU GIVE THE AGENT IF:

APPLICABILITY SCALE

1 2 3 4 5 6 7 8 9 10 11 12 13
 /---/---/---/---/---/---/---/---/---/---/---/---/---/
 NOT AT ALL HIGHLY
 APPLICABLE APPLICABLE

HOW APPLICABLE IS THIS TO THE FUNCTIONS OF AN EXTENSION AGENT:
 (REGARDLESS OF THE PERFORMANCE LEVEL, HOW APPLICABLE IS THIS TO THE RESPONSIBILITIES OF AN EXTENSION AGENT?)

Please note, some of the following statements are positive in nature while others are stated negatively.

Rating

PART I RESULTS-ORIENTED STANDARDS

Applicability

- | | | |
|-----|--|-----|
| --- | 1. HE/SHE MAKES CHANGES IN PLANNED PROGRAMS WHICH CAUSE CONFUSION AMONG CLIENTELE. | --- |
| --- | 2. HE/SHE IS WELL KNOWN BY PUBLIC OFFICIALS OR OTHER DECISION MAKERS IN THE AREA WHO EXPRESS POSITIVE OPINIONS ABOUT THE AGENT AND EXTENSION PROGRAMS. | --- |
| --- | 3. HIS/HER CEREMONIAL EVENTS ARE MODERATELY WELL ATTENDED. | --- |
| --- | 4. HE/SHE IS RECOGNIZED BUT NOT WELL KNOWN IN THE AREA THE UNIT SERVES. | --- |
| --- | 5. CLIENTELE CONTACT HIM/HER WHENEVER THEY HAVE A PROBLEM OR QUESTION. | --- |

turn to next page

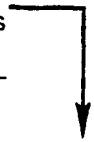
<i>Rating</i>		<i>Applicability</i>
___	6. HE/SHE HAS BEEN RESPONSIBLE FOR SEVERAL PERSONS WINNING UNIT, DISTRICT, OR STATE AWARDS.	___
___	7. LEADERS EXPRESS APPRECIATION FOR THEIR OWN TRAINING AND BELIEVE IT HAS LED TO MORE INTERESTING PROGRAMS.	___
___	8. HE/SHE CONDUCTS PROGRAMS THAT ENCOURAGE AUDIENCE QUESTIONS AND SUGGESTIONS.	___
___	9. HE/SHE ARRANGED FOR TECHNICAL ASSISTANCE FOR A COMMITTEE TO HELP IT AND CARRY OUT AN EDUCATIONAL PROJECT.	___
___	10. COMMUNITY BECAME AWARE OF A PUBLIC PROBLEM DUE TO HIS/HER EDUCATIONAL EFFORTS.	___
___	11. ADDITIONAL SESSIONS SOMETIMES ARE SET UP TO ACCOMMODATE OVERFLOW RESPONSE TO AGENT'S EDUCATIONAL ACTIVITIES.	___
___	12. HE/SHE UTILIZES THE HELP OF A FEW SPECIALISTS, BUT THEIR MAXIMUM CONTRIBUTIONS ARE NOT REALIZED.	___
___	13. THERE IS SOME EVIDENCE THAT HIS/HER EDUCATIONAL ACTIVITIES ARE RESULTING IN CHANGING PRACTICES IN AGRICULTURE, HOME ECONOMICS OR RELATED FIELDS.	___
___	14. COMMITTEE MEMBERS ARE WILLING TO SERVE AGAIN.	___
___	15. KEY COMMUNITY PEOPLE GIVE LUKEWARM SUPPORT TO PROGRAMS.	___
___	16. MEMBERS HAVE EXPRESSED NEED FOR MORE PROGRAM ACTIVITIES BUT NONE HAVE BEEN OFFERED BY AGENT.	___
___	17. LEADERS USE A LARGE NUMBER OF THE AGENT'S IDEAS WITH THEIR GROUPS.	___
___	18. HE/SHE GETS INITIALLY HESITANT PERSONS TO PARTICIPATE SUCCESSFULLY IN A PROJECT.	___
___	19. COMMITTEE MEMBERS ARE CONFUSED AND DO NOT KNOW WHAT IS EXPECTED OF THEM.	___
___	20. HE/SHE SHOWS LITTLE OR NO TANGIBLE EVIDENCE OF PROFESSIONAL GROWTH AFTER TRAINING.	___
___	21. HE/SHE IS WELL REGARDED FOR MAKING PERSONAL SACRIFICES FOR PROFESSIONAL SELF IMPROVEMENTS.	___
___	22. IMMEDIATELY FOLLOWING ACTIVITY, HE/SHE COMPLETES THE NECESSARY EVALUATION FORMS IN ORDER TO HAVE THEM READY FOR PERFORMANCE REVIEW.	___

turn to next page

CENTRALITY SCALE

1 13
 /---/---/---/---/---/---/---/---/---/---/---/---/
 NOT AT ALL HIGHLY
 CENTRAL CENTRAL

HOW CENTRAL IS THE TASK TO EXTENSION AGENT FUNCTIONING:
 (REGARDLESS OF THE PERFORMANCE LEVEL, HOW CENTRAL IS THIS
 FUNCTION TO THE DUTIES OF AN EXTENSION AGENT?)



<i>Rating</i>	PART II BEHAVIORAL STANDARDS	<i>Centrality</i>
_____	1. HIS/HER PLAN OF WORK IS AIMED AT A SOMEWHAT LIMITED SEGMENT OF THE UNIT'S POPULATION.	_____
_____	2. HE/SHE ONLY DOES WHAT HAS TO BE DONE AND IS HAPHAZARD IN THE ORGANIZATION OF EVENTS.	_____
_____	3. HE/SHE ASKS FOR ADVICE FROM THE COMMUNITY, BUT DOESN'T USE IT IN HIS/HER PLANS.	_____
_____	4. HE/SHE TENDS TO USE SUBJECTIVE INFORMATION IN PROGRAMMING RATHER THAN USING FACTS.	_____
_____	5. HE/SHE THOROUGHLY PLANS PROGRAMS WITH EXTENSIVE INVOLVEMENT OF ORGANIZED ADVISORY GROUPS, COMMUNITY LEADERS, PUBLIC OFFICIALS AND REPRESENTATIVE OF INTENDED AUDIENCES.	_____
_____	6. HE/SHE SHOWS DISRESPECT FOR LOCAL VALUES AND CUSTOMS.	_____
_____	7. HE/SHE REQUIRES PRODDING TO GET HIM/HER TO EXTEND PROGRAM TO COVER ALL MAJOR INTERESTS AND ENTERPRISES.	_____
_____	8. HE/SHE INVOLVES A FEW VOLUNTEER AND LOCAL LEADERS IN IMPLEMENTING PROGRAMS.	_____
_____	9. HE/SHE CONTINUALLY LOOKS FOR AND FINDS NEW AUDIENCES TO WORK WITH.	_____
_____	10. HE/SHE GIVES SPECIALISTS AMPLE NOTICE SO THEY CAN WORK MEETINGS INTO THEIR SCHEDULES.	_____
_____	11. HE/SHE EFFECTIVELY USES ONLY A PORTION OF TEACHING METHODS.	_____
_____	12. HE/SHE DOES NOT KNOW AUDIENCES WELL.	_____
_____	13. HE/SHE PRESENTS PROGRAMS ON UNTIMELY TOPICS.	_____

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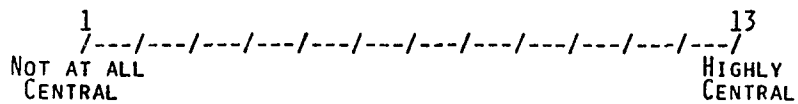
<i>Rating</i>		<i>Centralitu</i>
_____	14. HE/SHE TRIES TO DEAL WITH COMPLEX PROBLEMS BEYOND HIS/HER ABILITY.	_____
_____	15. HE/SHE HELPS CLIENT DETERMINE PROS AND CONS OF DIFFERENT APPROACHES TO A PROBLEM.	_____
_____	16. HE/SHE USES AND SHARES EVALUATIVE INFORMATION TO IMPROVE EFFECTIVENESS OF PROGRAMS.	_____
_____	17. HE/SHE FAILS TO EVALUATE THE PROGRAMS EXCEPT IN TERMS OF HEAD COUNT.	_____
_____	18. HE/SHE DOES NOT KEEP REPORTS UP-TO-DATE.	_____
_____	19. HE/SHE PARTICIPATES IN PROFESSIONAL IMPROVEMENT ACTIVITIES WHENEVER POSSIBLE.	_____
_____	20. AT PERIODIC INTERVALS DURING THE PROGRAM YEAR, HE/SHE RE-EVALUATES HIS/HER JOB AND PROGRAM PERFORMANCE FOR THE SAKE OF PROGRAM AND PERSONAL DEVELOPMENT.	_____
_____	21. HE/SHE SYSTEMATICALLY WORKS TO CORRECT WEAKNESSES IN HIS/HER LEVEL OF KNOWLEDGE AND/OR BEHAVIOR THAT MAY LIMIT HIS/HER ABILITY TO DO A GOOD JOB.	_____
_____	22. HE/SHE COORDINATES PHASES OF A PROGRAM FOR WHICH RESPONSIBLE WITH THOSE EFFORTS OF CO-WORKERS.	_____
_____	23. HE/SHE CONSTANTLY REFERS TO "WHAT I DID."	_____
_____	24. HE/SHE DOES NOT RESPOND WELL TO CONSTRUCTIVE CRITICISM.	_____
_____	25. HE/SHE ATTENDS TOO MANY MEETINGS JUST TO BE SEEN AND RECOGNIZED AND NOT TO TAKE AN ACTIVE PART.	_____
_____	26. HE/SHE PERSONALLY SETS A GOOD EXAMPLE FOR THOSE HE/SHE WORKS WITH.	_____
_____	27. HE/SHE RADIATES ENTHUSIASM FOR JOB.	_____
_____	28. HE/SHE SEARCHES OUT NEW DEVELOPMENTS AND METHODS.	_____
_____	29. HE/SHE WORKS IRREGULAR AND EXTRA HOURS WHEN NECESSARY.	_____
_____	30. HE/SHE PROCRASTINATES RATHER THAN ATTACKING THE JOB AT HAND.	_____
_____	31. HE/SHE HAS INNOVATIVE IDEAS, BUT DOES NOT TRY TO FORCE CHANGE.	_____

Unit directors and district staff

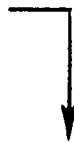
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The following five performance standards need to be completed only by unit directors and district staff.

CENTRALITY SCALE



HOW CENTRAL IS THE TASK TO EXTENSION AGENT FUNCTIONING:
(REGARDLESS OF THE PERFORMANCE LEVEL, HOW CENTRAL IS THIS FUNCTION TO THE DUTIES OF AN EXTENSION AGENT?)



PART III SUPERVISORY PERFORMANCE

Rating

Centrality

- | | | |
|---|--|---|
| — | 1. HE/SHE SUPERVISES LARGELY BY REACTION RATHER THAN PLANNED ACTION. | — |
| — | 2. HE/SHE CATERS TO FAVORITE STAFF MEMBERS. | — |
| — | 3. HE/SHE ALWAYS HAS TIME TO GIVE DIRECT SUPERVISION TO LESS EXPERIENCED OR LESS CAPABLE AGENTS. | — |
| — | 4. SUBORDINATES OCCASIONALLY IGNORE HIS/HER POSITION AND ACT FOR OR AROUND IT. | — |
| — | 5. HE/SHE DOESN'T COMPLIMENT OR ENCOURAGE SUBORDINATES. | — |

THANK YOU

VIRGINIA COOPERATIVE EXTENSION SERVICE

**VIRGINIA
TECH**

Planning, Evaluation,
Professional Development

**VIRGINIA
STATE**

Blacksburg, Virginia 24061

Memo to:

From: Anne Wolford *Anne Wolford*

Re: Performance Standards

Thank you for your response and participation in the scoring and scaling of the performance standards. Your input is greatly appreciated. Your comments and ratings will be kept in strict confidentiality.

Please keep in mind:

1. The standards which you scored are a subset of over four-hundred developed and tested in the late 1970's. The wording of the statements was not changed in an effort to maintain the previously established content validity.
2. The performance standards are only one component of a multi-component appraisal system. In no way should they be considered as the whole system or even a "look at the system."
3. Operational problems which includes supervisory behaviors, will be part of this research project. However, this phase of the research will be initiated only after most of the performance standards scoring instruments are returned and analyzed. Thus, only unit directors and district staff were asked to complete page 5, Supervisory Performance, of the scoring instrument.

Thank you for your participation.

jb

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October 4, 1985

Anne J. Wolford
1107 Lora Lane
Blacksburg, VA 24060

Cooperative Extension Service

Dear

Thank you for agreeing to be interviewed. As was stated in our telephone conversation, the purpose of the interview is to gain insight as to your perspective and interpretation of some of the statements on the performance rating questionnaire you completed in June. Twelve Virginia Extension agents will be interviewed and this sample has been selected at random from those who completed the performance questionnaire.

Enclosed is a draft of the interview agreement which we will both sign. As you can see, your identity will be protected at all times. I am looking forward to meeting with you.

DATE:
TIME:
PLACE:

If you have any questions, please feel free to call me. My home telephone number is (703) 953 2168.

Sincerely,

Anne J. Wolford

INTERVIEW AGENDA

October 12, 1985

Introduction

In the analysis of the questionnaires completed by Virginia Cooperative Extension Service field staff, statistically significant differences were found in the way various groups rated the behaviors described in the performance standards. Because of these differences, my graduate committee has asked me to interview a sample of twelve agents in an effort to determine the basis of these differences.

I have been an Extension agent in both Oregon and Michigan. I have also worked on the state staff in Michigan and was an intern in Vice Provost Geasler's office while I was taking course work for my doctorate. Presently, I work part time for the Extension Division.

Purpose

The purpose of this interview is to gain insight as to your perspective and interpretation of some of the statements on the performance rating questionnaire. Twelve interviews are being conducted with both blacks and whites, males and females from the Northeast and the West Central districts. The individuals have been se-

lected at random from those who completed and returned the questionnaire.

Participant Protection

At all times your identity will be protected. You will not be called by name and prior to sending this to my graduate committee, this section of the dissertation will be sent to you as well as the other eleven interviewees in an effort:

1. To determine if I have interpreted you comments correctly, and
2. To determine if you feel your identity has been adequately protected.

Purpose of the Tape Recorder

Your comments are most important. In order that I may give you my full attention, rather than worrying about note taking, I would like to tape this interview. This tape will be heard only by me and will be erased after you have reviewed my analysis of the interviews. However, if you feel uncomfortable with the taping procedure, I will not record this session.

Interview Procedure

The interview will last approximately one and one-half hours. I need to know your reaction to the questions and the thoughts these questions trigger. There are no right

or wrong answers. The answers can only be your impressions and thoughts.

Questions

Describe the activities you are involved in during a typical work week.

- Are you the one who is primarily responsible for determining these activities?
- Are your activities initiated by yourself or someone else?
- Are there times when you feel you don't have adequate direction?

Who are your clientele?

- What are they like?
- What are their general characteristics?
- How often do you work with clientele
 - on a one to one basis?
 - in small groups?
 - with large groups?

How are your programs and work activities determined?

- Who determines your program thrusts and teaching activities?
- Do you feel you are meeting clientele requests/needs?
- Do you feel that clientele expect you to answer

their every question and educational need?

- Are there times when there are roadblocks in your path?
- What are your suggestions on how these roadblocks might be minimized?

What benefit do you receive from the Virginia Tech, Virginia State, or district training events?

- Which training has been most helpful?
- Which has been least helpful?
- How does the training meet your needs?
- In what ways are specialists or campus based staff meeting your requests and needs?

How do you feel about taking additional course work or training?

- Courses via a university or community college?
- Other types of learning opportunities?

How do you feel about leaving your unit's geographic area for training or classes?

- What are the effects on the clientele?
- What are the effects on your personal life?

What would you like to add that I have not asked?

- What message would you send to Virginia Tech?

- What message would you send to the Extension administration?

November 11, 1985

To: The Important Twelve Interviewees

From: Anne Wolford

Re: Findings and Discussion Draft

Enclosed is the draft of Chapter 4 as promised. I decided to include the chapter in its entirety so you could see how your comments would be used. Be assured, you will probably recognize your own statements. The question is: Will others recognize that you and only you could make such a statement?

Please mark on the copy as you see fit and return it to me with the enclosed interview agreement signed. I will delete any of your statements that you feel reveal your identity. Enclosed is a stamped envelope for easy return.

Thank you for your time, honesty, and trust.

November 21, 1985

To: The Important Twelve
From: Anne Wolford
Re: The Second Draft of Chapter 4

Enclosed is the second draft of Chapter 4. When I hear from you and have made the deletions per your request, I will send the revised copy to my committee. As stated in the letter of November 11, you will probably recognize your own statements. The question is: Will others recognize that you and only you could have made such a statement?

Please mark on the copy as you see fit and return it to me with the interview agreement signed. Also sign this letter to verify that you did receive the second draft and return letter with this draft. I will delete any of your statements that you feel reveal your identity.

Thank you for your time, honesty, and trust.

Your signature

INTERVIEW AGREEMENT

October 11, 1985

The undersigned agrees to participate in an interview, subject to the following conditions, from which information will be used for the doctoral dissertation of Anne Wolford.

1.) At all times the identity of the interviewee will be protected. The reporting of data will not include the individual's name, the unit of employment, or other identifying information.

2.) The interview session will be taped only if permission is given by the interviewee. After the data has been analyzed, all tapes will be erased.

3.) Prior to presenting the dissertation to the Virginia Tech graduate committee, the qualitative analysis section of the dissertation will be shared with the interviewee in an effort:

A. To determine if the comments have been correctly interpreted,

B. To determine if, with reasonable judgment of the interviewee, his/her identity has been protected adequately, and

C. To provide the interviewee a final opportunity to decline to be included in the analysis.

C. To provide the interviewee a final opportunity to decline to be included in the analysis.

Upon the request of the interviewee, all information which was collected during the interview will be deleted from the dissertation document, if the likewise reasonably believes his/her identity has been disclosed or his/her remarks have not been recorded accurately.

Permission to interview granted? Yes___ No___
Permission to tape interview granted? Yes___ No___

(signature) (Anne Wolford)
Date:_____ Date:_____

I have reviewed the qualitative analysis portion of the dissertation and feel my identity has been adequately protected.

(signature) Date:_____

Appendix B

Pilot Instrument
and Related Correspondence

VIRGINIA COOPERATIVE EXTENSION SERVICE



Blacksburg, Virginia 24061

TO:

FROM: Anne Wolford

DATE: March 22, 1985

RE: Testing of Performance Standards for Virginia Extension Agents

Concerns over an adequate performance appraisal system for Virginia Extension agents has been expressed both inside and outside of the organization. Your help is needed as part of the pretesting procedures.

The following standards were developed in the late 1970s as a result of an eight-state agent job analysis. They represent only one component of the performance appraisal system developed at that time and should not be considered as the entire process.

The question is -- At what level would you rate this job behavior on a 13 point scale. One (1) represents extremely poor performance with thirteen (13) denoting outstanding or superior performance. A rating of seven (7) indicates average performance with the other scores representing behaviors and the results of those behaviors somewhere between these three scores.

You may be assured of complete confidentiality. The questionnaire has an identification number for mailing purposes only. This is so that I may check your name off of the mailing list when your questionnaire is returned. Your name will never be placed on the questionnaire.

I would be most happy to answer any questions you might have. Please write or call. The telephone number is (703) 961-7434. Enclosed is an envelope for easy return.

Thank you for your assistance.

Kdl

enclosures

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Virginia's Land-Grant Institutions with U.S. Department of Agriculture and Local Government's Cooperation

Please answer the following six questions as well as score the performance standards. Do not discuss the following questions and standards with co-workers as your opinion is needed.

1. Do you feel the currently used State performance appraisal system adequately assesses your job performance?

YES _____ NO _____

2. Do you feel the State appraisal system accurately assesses your job performance?

YES _____ NO _____

3. Do you feel the presently used appraisal procedures and practices are equitable?

YES _____ NO _____

4. How long have you been an employee of the Virginia Cooperative Extension Service (round to the nearest number of years)?

YEAR(S) _____

5. How long have you been in your present position (round to the nearest number of years)?

YEAR(S) _____

6. How much time did it take to score the performance standards?

TIME _____

turn to next page

STANDARDS OF PERFORMANCE

Rating Scale

1	2	3	4	5	6	7	8	9	10	11	12	13
/	---	/	---	/	---	/	---	/	---	/	---	/
Poor				Adequate					Superior			
Performance				Performance					Performance			

0 = Not applicable

You are rating an Extension agent. What rating would you give the agent if he/she (his/her):

PART I RESULTS-ORIENTED STANDARDS

- Rating*
- _____ 1. Has invitations mailed out early enough for people to become interested and enthusiastic about an event.
 - _____ 2. Makes changes in planned programs which cause confusion among clientele.
 - _____ 3. Is well known by public officials or other decision makers in the area who express positive opinions about the agent and Extension programs.
 - _____ 4. Has increased final turnout at events by preparing news releases and/or radio spots.
 - _____ 5. Ceremonial events are moderately well attended.
 - _____ 6. Is recognized but not well known in the area the unit serves.
 - _____ 7. Clientele contact him/her whenever they have a problem or question.
 - _____ 8. Has been responsible for several persons winning unit, district, or state awards.
 - _____ 9. Leaders express appreciation for their own training and believe it has led to more interesting programs.
 - _____ 10. Conducts programs that encourage audience questions and suggestions.
 - _____ 11. Arranged for technical assistance for a committee to help it and carry out an educational project.

turn to next page

- ___ 12. Community became aware of a public problem due to his/her educational efforts.
- ___ 13. Additional sessions sometimes are set up to accommodate overflow response to agent's educational activities.
- ___ 14. Agent's classes have led to requests for additional technical assistance on the farm or at home.
- ___ 15. Educational projects have been successful enough to be repeated in different parts of the unit's geographical area.
- ___ 16. Utilizes the help of a few specialists, but their maximum contributions are not realized.
- ___ 17. Workshop participants learned through agent's demonstrations why certain problems occur.
- ___ 18. There is some evidence that his/her educational activities are resulting in changing practices in agriculture, home economics or related fields.
- ___ 19. Committee members are willing to serve again.
- ___ 20. Key community people give lukewarm support to programs.
- ___ 21. Members have expressed need for more program activities but none have been offered by agent.
- ___ 22. Leaders use a large number of the agent's ideas with their groups.
- ___ 23. Gets initially hesitant persons to participate successfully in a project.
- ___ 24. Committee members are confused and do not know what is expected of them.
- ___ 25. Makes audience members aware of learning needs in deliberate ways.
- ___ 26. Shows little or no tangible evidence of professional growth after training.
- ___ 27. Is well regarded for making personal sacrifices for professional self improvements.
- ___ 28. Immediately following activity, he/she completes the necessary evaluation forms in order to have them ready for performance review.

turn to next page

PART II BEHAVIORAL STANDARDS

- _____ 1. Plan of work is aimed at a somewhat limited segment of the unit's population.
- _____ 2. Involves new clientele groups as the need arises in the planning process.
- _____ 3. Only does what has to be done and is haphazard in the organization of events.
- _____ 4. Asks for advice from the community, but doesn't use it in his/her plans.
- _____ 5. Tends to use subjective information in programming rather than using facts.
- _____ 6. Thinks through each month, each week, each activity and knows by item what needs to be done and where everyone will be or should be.
- _____ 7. Thoroughly plans programs with extensive involvement of organized advisory groups, community leaders, public officials and representatives of intended audiences.
- _____ 8. Makes some original use of mass media.
- _____ 9. Shows disrespect for local values and customs.
- _____ 10. Requires prodding to get him/her to expand program to cover all major interests and enterprises.
- _____ 11. Involves a few volunteer and local leaders in implementing programs.
- _____ 12. Continually looks for and finds new audiences to work with.
- _____ 13. Gives specialists ample notice so they can work meetings into their schedules.
- _____ 14. Effectively uses only a portion of teaching methods.
- _____ 15. Does not know audiences well.
- _____ 16. Presents programs on untimely topics.
- _____ 17. Tries to deal with complex problems beyond his/her ability.
- _____ 18. Sometimes give too generalized answers to callers with specific inquiries.

turn to next page

- _____ 19. Helps client determine pros and cons of different approaches to a problem.
- _____ 20. Uses and shares evaluative information to improve effectiveness of programs.
- _____ 21. Evaluates results at time of annual planning rather than making evaluation a continuous process.
- _____ 22. Fails to evaluate the programs except in terms of head count.
- _____ 23. Does not keep reports up-to-date.
- _____ 24. Uses statistical data without appropriate interpretations in reports.
- _____ 25. Participates in professional improvement activities whenever possible.
- _____ 26. At periodic intervals during the program year, he/she re-evaluates his/her job and program performance for the sake of program and personal development.
- _____ 27. Systematically works to correct weaknesses in his/her level of knowledge and/or behavior that may limit his/her ability to do a good job.
- _____ 28. Files are properly indexed and labeled.
- _____ 29. Willingly assists co-workers' programs without recognition from clientele or supervisors.
- _____ 30. Coordinates phases of a program for which responsible with those efforts of co-workers.
- _____ 31. Does not hold grudges against people who may not agree with him/her.
- _____ 32. Constantly refers to "what I did."
- _____ 33. Does not respond well to constructive criticism.
- _____ 34. Attends too many meetings just to be seen and recognized and not to take an active part.
- _____ 35. Personally sets a good example for those he/she works with.
- _____ 36. Radiates enthusiasm for job.
- _____ 37. Searches out new developments and methods.
- _____ 38. Works irregular and extra hours when necessary.

turn to next page

- _____ 39. Procrastinates rather than attacking the job at hand.
- _____ 40. Has innovative ideas, but does not try to force change.

The following eight performance standards need to be completed only by unit and district directors.

PART III SUPERVISORY PERFORMANCE

- _____ 1. Supervises largely by reaction rather than planned action.
- _____ 2. Never sits down to discuss a particular problem with the whole office who could have some insight in solving the problem.
- _____ 3. Caters to favorite staff members.
- _____ 4. Always has time to give direct supervision to less experienced or less capable agents.
- _____ 5. Subordinates occasionally ignore his/her position and act for or around it.
- _____ 6. Does not keep others of his/her staff informed of own programs, schedule, commitments.
- _____ 7. Corrects subordinates in private.
- _____ 8. Doesn't compliment or encourage subordinates.

THANK YOU!

Appendix C

Other Correspondence

VIRGINIA COOPERATIVE EXTENSION SERVICE

**VIRGINIA
TECH****VIRGINIA
STATE**

Blacksburg, Virginia 24061

March 18, 1985

M. R. Geasler
 Vice Provost
 Extension Division
 336 Burruss Hall
 Campus

Dear Mitch:

As part of my dissertation effort which focuses on performance appraisal procedures for Extension agents, the help of the Virginia Extension field staff is needed. This would involve three separate efforts.

The first effort involves twenty-four agents, three unit directors, and three district supervisors in a pretest which will be distributed and returned by mail. The second effort will involve a different group of agents, unit directors, and district supervisors in an effort to collect both quantitative and qualitative data. For this second effort, I will meet once with all of the participants in their district and a second time with selected participants in their district or unit office.

The testing instrument will include a subset of the performance standards developed for the Performance Review, Analysis and Planning (PRAP) system and a short set of questions relating to performance appraisal concerns and operational use of the PRAP standards.

The first effort will take place in March with the second effort planned for April of this year. I am looking forward to hearing from you.

Sincerely,


 Ann Wolford

kdl

Approved by
 M.R. Geasler
 3/21/85

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 Virginia's Land-Grant Institutions, with U.S. Department of Agriculture and Local Governments Cooperation

VIRGINIA COOPERATIVE EXTENSION SERVICE

**VIRGINIA
TECH**

Office of the Director

**VIRGINIA
STATE**

Blacksburg, Virginia 24061

October 31, 1984

Dear

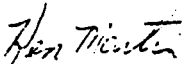
Subject: Performance Appraisal Procedures for Extension Agents

The Virginia Cooperative Extension Service is changing its classification of Extension Agents from non-faculty status to non-tenured faculty status. Continuing appointments will be given. We are in the process of developing a performance appraisal system which fits the agents' needs, organizational requirements, as well as the Commonwealth of Virginia's mandates.

We would like very much to have copies of instruments/procedures which your state is currently using and would appreciate a copy of your performance evaluation instrument. We will reciprocate by sharing a copy of our revised evaluation model and instrument when it is completed.

If you can help us, please send the material to Mrs. Anne Wolford, Program Development Staff, Hutcheson Hall, Virginia Cooperative Extension Service, VPI&SU, Blacksburg, Virginia 24061. Her telephone number is (703) 961-7556.

Cordially,


Kenneth H. Martin
Personnel Officer

W1

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Cooperates with U.S. Department of Agriculture and Local Government Organizations

October 4, 1985

To: Ann Sanderson
Clark Jones
Travis Poole

From: Anne Wolford

Re: Interviews for Dissertation

As a follow up to the findings of my quantitative data, my committee has asked me to conduct twelve interviews with Extension Agents. During the month of October, I will be interviewing eight agents in the Northeast District and four agents in the East Central District. The interviews will be conducted at the location specified by the agent and will take approximately one and one-half hours. The agents, selected at random from those who completed the performance rating instrument in June, will be contacted by telephone and then a letter of confirmation with a draft of an interview agreement will be sent to the agent. The interviews will start the week of October 14 and I hope to have them completed by October 29.

Enclosed are copies of the interview instrument, a draft of the interview agreement, and the confirmation letter. If you have any questions or concerns, please contact me at my home (703) 953 2168.

Appendix D

Performance Standards Field Tested
in Michigan by AIR

THE PERFORMANCE STANDARDS
INCLUDED IN THE FIELD TEST WITH MICHIGAN
COOPERATIVE EXTENSION SERVICE AGENTS AND SUPERVISORS

Source: Hahn et al., 1979a

PART I RESULTS-ORIENTED STANDARDS

A. PROGRAM PLANNING RESULTS

This section includes standards for summarizing the agent's results in assessing community needs, involving the community in the planning process, preparing long-range and annual plans, planning specific program activities and events, and managing his/her own time.

(Corresponding with Duties 1, 2, and 3 of the PRAP Model)

1. Identifies new project areas that interested many clients.
2. Some of the needs of clientele are reflected in his/her situation statements.
3. Has moderately good attendance at planning meetings.
4. Has an active committee for assessing the county situation, but the committee needs to be more representative of all segments of society in the area.

5. Many times important items which need to be discussed in a meeting are omitted because of no agenda.
6. Lets things slide until crisis develops.
7. Poorly organized events dissatisfy clients.
8. Committee members feel they have an important part to play in program development and actively participate in the planning process.
9. Events run very smoothly as a result of thorough planning, assigning specific responsibilities and matching talents and interests of volunteers to the program.
10. Has invitations mailed out early enough for people to become interested and enthusiastic about an event.
11. Alienation exists between planning committee and agent.
12. Has good community representation at planning sessions to set county priorities.
13. Schedules programs at a time and place convenient to the intended audience, avoiding conflicts in his/her own schedule and with other major community activities.
14. Has up-to-date bulletins out and plenty on hand for distribution.
15. Makes changes in planned programs which cause confusion among clientele.
16. Has no difficulty recruiting advisory committee members.
17. His/Her planning committee functions, but needs to have provision for replacement or rotation of members, needs to be used reg-

- ularly or needs to better understand objectives, responsibilities, procedures.
18. The number of minorities involved at all levels of his/her program where minorities are a part of the audience far exceeds minimum requirements.
19. Occasionally does a barely adequate job because of last minute rush.

B. PROGRAM PROMOTION AND PUBLIC RELATIONS'
RESULTS

This section includes standards for summarizing the agent's results in promoting programs and the Extension Service, raising funds and using mass media.

(Corresponding Duty 10 of the PRAP Model)

20. He/She is well known by public officials or other decision makers in the area who express positive opinions about the agent and Extension programs.
21. Public officials respond to his/her invitations and actively participate in ceremonial events.
22. Has obtained increased funds for special projects by making well prepared requests to the county.
23. Has increased final turnout at events by preparing news releases and/or radio spots.
24. Agent's news stories on a problem have resulted in public requests for assistance on the problem.

25. His/Her ceremonial events are moderately well attended.
26. Newspaper staff has to cut and rewrite his/her material extensively.
27. Convinces dubious county officials about the need for a program.
28. He/She is recognized but not well known in county.
29. Alienates clientele and public by becoming personally involved in controversial issues in the city or county government.
30. Has very positive community support for his/her programs.
31. His/Her publicity materials are widely read.
32. Has good rapport with mass media personnel so that Extension activities are publicized.
33. Promotional programs have expanded public's view of Extension's role.
34. Arranges large ceremonial events which run smoothly, are well attended and give favorable impressions to key people.
35. His/Her publicity materials have been shared by other counties in the region.
36. Reaches an audience not served by Extension through a newsletter.
37. Has gotten front page publicity in the daily newspaper about one of his/her programs.

C. PROGRAM IMPLEMENTATION RESULTS

This section includes standards for summarizing the agent's results in conducting program activities. These activities include broadening the community's involvement in program activities; organizing and working with groups; recruiting; developing and using lay leaders; preparing educational materials; giving formalized instruction to groups; responding to clients' requests for advice and technical assistance and using specialist resources.

(Corresponding Duties 4, 5, 6, and 7 of the PRAP Model)

- 38. Many of the attendees' questions are answered in his/her educational events.
- 39. Few or no people are changing practices in agriculture, home economics or related fields as results of his/her educational efforts.
- 40. His/Her audio/visual presentations are judged successful based on audience interest and further requests for the presentations.
- 41. Clientele contact him/her whenever they have a problem or question.
- 42. His/Her results demonstrations have received good coverage from the media.
- 43. Has very low turnout at his/her program activities.
- 44. Participants in his/her educational activities have gained technical proficiencies.

45. His/Her leaders make moderate progress in their development of leadership skills.
46. Gets follow-up compliments and requests for more information from his/her educational activities.
47. Has developed a series of lesson plans and activities which had wide appeal to both youths and adults.
48. Doesn't spend enough time in office to satisfy client requests and return telephone calls.
49. Gets ethnic and low-income citizens to participate in programs.
50. Accepted and well respected as a subject matter authority by clientele.
51. His/Her educational activities have resulted in noteworthy changes in clientele practices in agriculture, home economics or related fields.
52. Writings are too long and wordy for intended audiences.
53. His/Her results demonstrations have allayed specific concerns of the public.
54. Has been responsible for several persons winning county or state awards.
55. Has lost the interest of the volunteer leaders.
56. Has active programs, but does not branch out to reach new audiences.
57. Some of his/her educational events have become annual events with growing attendance.

58. Leaders express appreciation for their own training and believe it has led to more interesting programs.
59. Attendance at his/her educational activities is sufficient, but there is no evidence of any gains in knowledge or changes in behavior.
60. Educational activities have been shortened or cancelled for lack of attendance.
61. Conducts programs that encourage audience questions and suggestions.
62. Arranged for technical assistance for a committee to help it and carry out an educational project.
63. Has occasional turnover problems with volunteer leaders.
64. There is evidence that clients effectively use agent's advice or technical assistance.
65. Is sought after as a speaker for area and state programs on certain subjects.
66. Community became aware of a public problem due to his/her educational efforts.
67. Has high project completion or accomplishments by volunteer groups.
68. Has cleared up clientele confusion over a new development with his/her educational efforts.
69. Additional sessions sometimes are set up to accommodate overflow response to agent's educational activities.
70. Agent's classes have led to requests for additional technical assistance on the farm or at home.

71. His/Her educational projects have been successful enough to be repeated in different parts of the county.
72. Adoption of new practice recommended by agent has expanded from a few local innovators to become commonplace among the clientele group.
73. Saw need for and developed a technical newsletter which quickly led to a long mailing list.
74. Has low project completion or accomplishments by volunteer groups.
75. Has moderate attendance at his/her programs.
76. As a result of his/her educational activities, clientele gain a better understanding of the basics.
77. All committee members are involved in carrying out at least one activity that was developed in the plan of work.
78. Utilizes the help of a few specialists, but their maximum contributions are not realized.
79. Workshop participants learned through agent's demonstrations why certain problems occur.
80. Established an active group in an area where none had existed before.
81. There is some evidence that his/her educational activities are resulting in changing practices in agriculture, home economics or related fields.
82. Provides information that is too general to be of much practical value.

83. His/Her programs are very popular with local people.
84. Has been able to break sex or minority barriers in the filling of volunteer leadership positions.
85. Programs the agent develops are well attended.
86. Leaders are open in expressing their ideas and feelings with the agent.
87. Committee members feel a responsibility toward the programs conducted.
88. People enjoy committee meetings and linger afterwards.
89. Has recruited and developed leaders of new groups to point where they can function independently.
90. Has gotten other relevant public agents in area to cooperatively plan an activity for the community.
91. Has helped establish a new and thriving group.
92. Has a high degree of support from the advisory committee.
93. Leaders have lost respect for the agent.
94. Committee members are willing to serve again.
95. All his/her leaders are organizing or leading established groups.
96. Good volunteer leaders have resigned in protest over agent's actions.
97. Got several relevant agencies to share resources and staff responsibilities in pro-

- viding a successful new program for clientele who ordinarily do not participate in such activities.
98. Volunteer groups can rely on him/her to help them prepare for events.
 99. Key community people give lukewarm support to programs.
 100. Has motivated and developed leadership in volunteers who were initially passive or difficult to work with.
 101. Has persuaded reluctant community officials to serve on committees.
 102. Members have expressed need for more program activities but none have been offered by agent.
 103. Leaders use a large number of the agent's ideas with their groups.
 104. Gets initially hesitant persons to participate successfully in a project.
 105. The impact of his/her leaders in program accomplishments is moderate.
 106. Gets other agencies to cut red tape in order to accomplish program objective.
 107. Has involved new community groups in annual events.
 108. Volunteer leaders have complained about lack of assistance.
 109. People feel they have a definite input into his/her programs.
 110. Committee members are confused and do not know what is expected of them.

111. Has increased the amount of time leaders volunteer.
112. Gets capable volunteers to assist with special activities and projects.
113. Leaders and members are not learning to become independent in their projects.
114. Has little or no premature turnover among volunteer leaders.
115. Has only moderate support from his/her advisory committee.
116. Volunteers gain leadership experiences.
117. His/Her advice has helped clientele make confident decisions on complicated matters.
118. His/Her educational projects have made a significant impact on the local community.
119. Clients have come to depend on the agent's newsletter for information in depth.
120. Requests for similar successful educational projects have been received.
121. His/Her organization and mix of teaching techniques and learning experiences result in moderate depth of content in learning experience.
122. Has overcome initial lack of trust of a clientele group to teach them better living habits.
123. The specialists' visits he/she arranges are sometimes not well planned and are of little benefit to county programs.
124. Has chosen resource persons to speak whose lack of practical experience discredited them in the audience's eyes.

- 125. His/Her education materials have been used continuously.
 - 126. Writes specialists for additional information on specific subjects just to get updated on recent information.
 - 127. Makes audience members aware of learning needs in deliberate ways.
 - 128. Is recognized by clientele groups as having the skills to assist them.
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D. PROGRAM SUPPORT RESULTS

This section includes standards for summarizing the agent's result in reporting and evaluating program activities and accomplishments; performing office management and administrative tasks and continuing professional development.

(Corresponding Duties 8, 9, 12, and 13 of the PRAP Model)

- 129. His/Her reports indicate program progress with tangible facts such as number, dollars, or definite changes in attitudes, knowledge, or skill.
- 130. Shows considerable tangible evidence of growth after training.
- 131. Plans well in advance so all arrangements can be completed in time to avoid worry and office rush on the secretaries.
- 132. Keeps good records and memos to capitalize upon the next event or for next staff member to use.

133. Shows some evidence that implications of his/her program evaluations results are used to strengthen further work.
134. Budgets allocated funds so that equipment, supply and travel expenses are within limits.
135. Involves few volunteers and local leaders in evaluating programs.
136. Has an average number of credits in graduate or summer school compared to agents with same amount of tenure.
137. Office is arranged to allow for most efficient and effective use of staff time.
138. Subject matter is sometimes difficult to find in his/her office files.
139. Often gets nearly 100% returns from participants to his/her evaluation forms.
140. Files are in fair condition.
141. Shows little or no tangible evidence of professional growth after training.
142. Planning committee input is based on very little information about last year's program accomplishments.
143. Is well regarded for making personal sacrifices for professional self improvements.
144. His/Her reports are generally on time and well done.
145. Immediately following activity, he/she completes the necessary evaluation forms in order to have them ready for performance review.

- 146. If there is any professional improvement, it tends to be in areas where there is already some strength.
- 147. Reports are interesting to read, comprehensive and easily understood.
- 148. Shows moderate tangible evidence of growth after training.

PART II BEHAVIORAL STANDARDS

A. PROGRAM PLANNING BEHAVIORS

This section includes standards for summarizing the agent's behaviors in assessing community needs, involving the community in the planning process, preparing long-range and annual plans, planning specific program activities and events, and managing his/her own time.

(Corresponding Duties 1,2, and 3 of the PRAP Model)

- 1. Does not fully establish priorities.
- 2. Helps organize planning committee and uses it in program development just enough to get by.
- 3. His/Her plan of work is only partially based on problems and objectives stated in long-range plans and situational statements.
- 4. Determines objectives, but they are sometimes not well defined as to audience, content and expected behavior.
- 5. His/Her plan of work is aimed at a somewhat limited segment of the county population.

6. Generally prepares plan of work carefully but sometimes needs to specify more clearly leadership involvement in implementing the plan or staff responsibilities and involvement.
7. Involves new clientele groups as the need arises in the planning process.
8. Provides summary reports of previous years activities at planning meetings.
9. Often uses formal surveys to determine community needs.
10. Writes a plan of work, then ignores the plan and does unrelated programs.
11. Only does what has to be done and is haphazard in organization of events.
12. Asks for advice from the community, but doesn't use it in his/her plans.
13. Infrequently uses clientele to develop programs.
14. Does not identify clientele needs nor determine program objectives.
15. Tends to use subjective information in programming rather than using facts.
16. Does not involve people or organizations in problem identification.
17. Plans a program that is timely and meets the needs of the people.
18. Anticipates new clientele and actively involves them in the planning process.
19. Thinks through each month, each week, each activity and knows by item what needs to be done and where everyone will be or should be.

20. Plans programs with clearly stated objectives and priorities.
21. Identifies a specific target audience in planning programs.
22. Uses local statistics to obtain as full a picture of the county situation possible.
23. Constantly assesses the educational needs of clientele in every day contacts.
24. Thoroughly plans programs with extensive involvement of organized advisory groups, community leaders, public officials and representatives of intended audiences.
25. Sees total picture - state, county and local in his/her program planning.

B. PROGRAM PROMOTION AND PUBLIC RELATIONS'
BEHAVIORS

This section includes standards for summarizing the agent's behaviors in promoting programs and the Extension Service, raising funds and using the mass media.

(Corresponding Duty 10 of the PRAP Model)

26. Constantly develops good public relations and not just at budget time.
27. Maintains good relations with local officials and the power structure.
28. Is willing to work with all groups and organizations for promotion of Extension regardless of personal feelings.

29. Communicates effectively with publicity media.
30. Uses a variety of publicity methods and media, depending on availability.
31. Makes reports to advisory groups and public officials upon request or as opportunities arise.
32. Makes some original use of mass media.
33. Localizes some of the promotional material supplied by the Extension office.
34. Occasionally writes human interest stories to highlight aspects of Extension work.
35. Is involved in at least one community activity or organization not related to Extension.
36. Has developed a county-wide mailing list of interested individuals.
37. Maintains communication with some local leaders, organizations and groups.
38. Assists with planning and implementing public relations programs even though efforts may lack consistency.
39. Insufficiently uses one or more of the mass media.
40. Makes no effort to speak to community clubs or organizations.
41. Continually mentions mass media which should be contacted to increase potential audiences, but does nothing about it.
42. Is unable to explain the importance of the need for funds.

- 43. There are some parts of the program that he/she sees as being unimportant and thus will not be concerned with them.
- 44. Shows disrespect for local values and customs.
- 45. Fails to communicate events, activities, etc., to those interested.

C. PROGRAM IMPLEMENTATION BEHAVIORS

This section includes standards for summarizing the agent's behaviors in conducting program activities. These activities include broadening the community's involvement in program activities; organizing and working with groups; recruiting, developing and using lay leaders, preparing educational materials; giving formalized instruction to groups; responding to clients' requests for advice and technical assistance and using specialist resources.

(Corresponding Duties 4, 5, 6, and 7 of the PRAP Model)

- 46. Obtains new leaders without conferring with other staff members who are acquainted with prospective leaders.
- 47. Recognizes leaders usually with only a few methods of recognition.
- 48. Shows prejudice in dealing with minorities and low-income audiences.
- 49. Considers time, place and other circumstances in organizing a group.

50. Appraises the qualifications and potential of leaders before recruiting them and matches their interest and abilities with the task.
51. Gives leaders increasing responsibility and opportunity for development as they gain experience.
52. Recognizes publicly contributions of volunteers to program.
53. Requires prodding to get him/her to expand program to cover all major interests and enterprise.
54. Devotes personal individual attention to new leaders, counseling and advising them and strengthening their abilities and confidence.
55. Involves a few volunteer and local leaders in implementing programs.
56. Doesn't keep leaders informed on subject matter and upcoming events.
57. Arranges the size of group meetings according to the purpose of the meetings.
58. Provides leaders with opportunities to serve and exercise their leadership skills in limited areas, usually the less important ones of program implementation.
59. Continually looks for and finds new audiences to work with.
60. Does a fair job of identifying and recruiting local leaders.
61. Is willing to listen to leaders' advice and take it.
62. Asks volunteers to do things at the last minute.

63. If someone volunteers, he/she doesn't get back to them for several weeks.
64. Conducts programs in the county in all locations to meet the needs of all people, irrespective of race, color, national origin or economic circumstances.
65. Tries to carry out activities single-handedly without using lay leaders.
66. Asks specialists about their new programs that might fit local needs.
67. Teaches "from the book," making no effort to relate principles to real life situations.
68. Exhibits innovative teaching techniques.
69. Gives specialists ample notice so they can work meetings into their schedules.
70. Always does some teaching in every educational activity for which he/she has responsibility.
71. Writes teaching goals and outlines lesson plans to accomplish the goals.
72. Presents information already known by the audience.
73. Almost never uses "canned" material for an audience.
74. Occasionally involves audience members in the teaching or communication task.
75. Gives explanations and instructions carefully and in adequate detail.
76. Uses specialists and resource people to maximum advantage.
77. Adapts teaching techniques to the group.

78. Takes for granted people understand what he/she is saying.
79. Is unwilling to teach subject areas, relying totally on specialists or other resources.
80. Does not inform specialists about program needs.
81. Effectively uses only a portion of teaching methods.
82. Does not know audiences well.
83. Conducts educational programs with one person talking all the time and without discussion.
84. Presents subject matter on a level consistent with the knowledge and understanding of program participants.
85. Is unorganized in his/her presentations to audiences.
86. Seldom uses demonstrations as learning tools.
87. Does thorough research before conducting method demonstrations.
88. Makes some effort to create a need for learning.
89. Presents programs on untimely topics.
90. Frequently recognizes and serves individual learning needs within an audience.
91. Uses an extensive variety of available, appropriate educational methods.
92. Teaches most recent information on the subject.

93. Uses group methods to some extent in teaching activities.
94. Does not communicate ideas very well.
95. Does a fair job of teaching in assigned subject matter area.
96. Double checks any recommendations made to be sure the information is correct.
97. Tries to deal with complex problems beyond his/her ability.
98. Uses imaginative and appropriate techniques to persuade the client to try or to adopt recommended practices.
99. Makes a return call upon clients when necessary or advisable to evaluate results and offer additional advice.
100. Introduces innovations on a trial or demonstrative basis, selecting and finding cooperators carefully.
101. When he/she receives calls for technical assistance, tries to make excuses for not making visits or just simply offers "some" alternative solution.
102. Has a breadth and depth of knowledge about a range of specific facts, methods and principles and applies them to unusual and complex problems.
103. Does not take seriously the questions, problems, or concerns brought by clients.
104. Probes for essential facts of a situation before answering an inquiry.
105. Does not respond to questions other than in own subject matter area when asked.

- 106. Sometimes gives too generalized answers to callers with specific inquiries.
- 107. Makes sure information given client is understood and can be used by him/her.
- 108. Gives information from "top of the head" -- often not documented by research.
- 109. Defines options for the client's problem.
- 110. Sometimes delays in recontacting a client.
- 111. Has a basic or conversational knowledge of his/her subject matter.
- 112. Recommends new products only after adequate trial.
- 113. Provides answers to clients inquiries, but gives lengthy unrelated explanations.
- 114. Helps client determine pros and cons of different approaches to a problem.
- 115. Provides accurate, complete, and current information or assistance.

D. PROGRAM SUPPORT BEHAVIORS

This section includes standards for summarizing the agent's behaviors in reporting and evaluating program activities and accomplishments; performing office management and administrative tasks and continuing professional development.

(Corresponding Duties 8, 9, 12, and 13 of PRAP Model)

116. Measures accomplishments in terms of behavioral objectives.
117. Develops evaluative materials for program during planning stage.
118. Doesn't discuss a program with anyone or do any type of evaluation after it is over.
119. When no formal evaluation is possible, follows up with clients and/or peers to discover strengths and weaknesses in program.
120. Selects certain program goals for in-depth evaluation using surveys and instruments designed for that specific program.
121. His/Her program evaluations are sometimes not totally inclusive of activities, reports, events, and committee work throughout the year.
122. Uses and shares evaluative information to improve effectiveness of programs.
123. Evaluates program offerings in a variety of ways -- uses "log" to record.
124. Doesn't bother evaluating activities that do not have a good attendance.
125. Evaluates results at time of annual planning rather than making evaluation a continuous process.
126. Has an effective way of questioning and observing clients to determine how much technical information is being used and if attitudes are changing.
127. His/Her observations are most commonly the data used to evaluate programs.
128. Does not set behavioral objectives as a means for evaluating programs.

129. Fails to evaluate the programs except in terms of head count.
130. His/Her evaluations consist mostly of a list of agent inputs, activities performed, and amount of participation.
131. Keeps accurate records of accomplishments in order to write concise, exact reports.
132. Interprets statistical data appropriately.
133. Writes long reports without really saying anything important.
134. Sometimes submits late or incomplete special reports.
135. Gives examples in reports of changes in behavior.
136. Does not keep reports up-to-date.
137. Reports things in more a favorable light than they actually are.
138. Writes excellent reports, but spends too much time on them.
139. Uses statistical data without appropriate interpretations in reports.
140. Includes a variety of tables and graphic means of presenting meaningful information.
141. Participates in professional improvement activities whenever possible.
142. Belongs to appropriate professional societies and makes use of professional meetings, journals, and proceedings.
143. Occasionally seeks advice with respect to professional improvement.

144. Belongs to appropriate professional societies, but does not take advantage of them for professional improvement.
145. At periodic intervals during the program year, he/she re-evaluates his/her job and program performance for the sake of program and personal development.
146. Only attends those training activities required to attend.
147. Reads, studies, and learns from a variety of sources.
148. Has a general personal and professional improvement plan.
149. Has far fewer credits in graduate or summer school than agents with same amount of tenure.
150. Systematically works to correct weaknesses in his/her level of knowledge and/or behavior that may limit his/her ability to do a good job.
151. Does not always keep an accurate record of all office callers.
152. Budgets allocated funds so that program needs are met throughout the year.
153. Follows sound business practices in conducting affairs of the county office.
154. Does not leave a schedule of his/her whereabouts during office hours.
155. Is extremely conscientious about the office appearance at all times.
156. Files are properly indexed and labeled.

- 157. Sometimes lets supplies of bulletins and other needed information and materials run out.
- 158. Keeps accurate and current records of the expenditure of allocated funds.
- 159. Doesn't recognize the need to secure an adequate Extension budget from the County Commissioners.
- 160. Some routine office jobs are not performed efficiently.

E. INTERPERSONAL AND PERSONAL BEHAVIORS
GENERALLY RELATED TO JOB

This section includes standards for summarizing the agent's interpersonal and personal behaviors and characteristics that are generally related to job responsibilities.

(Corresponding Duty 11 and Job Pervasive
of PRAP Model)

- 161. Always has time to help a co-worker with a problem.
- 162. Frequently shifts programs to co-workers to pick up the pieces.
- 163. Willingly assists co-workers' programs without recognition from clientele or supervisors.
- 164. Coordinates phases of a program for which responsible with those efforts of co-workers.

165. Is willing to listen to co-workers' opinions.
166. Refers compliments heard about other staff workers outside the office back to the person.
167. Never hesitates to ask co-workers or resource personnel for support or assistance.
168. Always keeps co-workers informed of actions that affect the entire office.
169. Shares ideas, materials, and literature with fellow workers in county and neighboring counties.
170. Lets co-workers in on program at the last minute.
171. Is willing to assist in any way possible to maintain an effective program in the county.
172. Helps motivate people of all levels.
173. Displays a courteous and helpful attitude with all clientele.
174. When conflict arises, handles it calmly, always enforcing the same rules for everybody.
175. Calls people by name when greeting them at meetings and usually has something of a personal nature to say to them.
176. Deals with difficult interpersonal problems by bringing the individuals together to talk it out.
177. Does not hold grudges against people who may not agree with him/her.

178. Allows others to receive recognition even when he/she is the main reason for the achievement.
179. Constantly refers to "what I did."
180. Talks too much and tries to act like an expert on too many subjects.
181. Tends to "run" activities or meetings when he/she is not in charge of the event.
182. Fails to sympathize with and to encourage individuals who don't achieve.
183. Does not bend or compromise in group effort.
184. Does not respond well to constructive criticism.
185. Attends too many meetings just to be seen and recognized and not to take an active part.
186. Is always prepared to offer an excuse when something does not turn out right.
187. Always tries to take sole credit for whatever is accomplished.
188. Does not let people explain situations--jumps to conclusions.
189. Accepts failure without placing blame on others.
190. Shares responsibility with others and makes sure they understand what is expected of them.
191. Never tries to "snow" people.
192. Enjoys working with people.
193. Takes criticism without losing temper.

194. Maintains a professional image at all times.
195. Personally sets a good example for those he/she works with.
196. Radiates enthusiasm for job.
197. Takes a firm stand when warranted.
198. Shows initiative in his/her work.
199. Cares less about self-recognition and praise than about meeting the needs of the people.
200. Follows up on contact and double checks commitments.
201. Looks for the potential in a proposal or idea before being critical of it.
202. Searches out new developments and methods.
203. Is conscientious about his/her job and shows pride in being an Extension agent.
204. Makes promises and keeps those promises.
205. Accepts job assignments and opportunities with optimistic attitude.
206. Follows established policies, rules, and procedures in conducting programs.
207. Is always on time for meetings, activities and appointments.
208. Works irregular and extra hours when necessary.
209. Leaves his/her menial work for others to do.
210. Procrastinates rather than attacking the job at hand.

211. Must be reminded about his/her responsibility for routine work of program.
212. Displays emotion and loses control easily.
213. Unwilling to work after 5:00 or more than 40 hours per week.
214. Demonstrates negativism toward administration, specialists, and unit staff.
215. Shows lack of enthusiasm for the job.
216. Resists change.
217. Is willing to tolerate inconveniences when necessary to accomplish something.
218. Continually tries to improve the program rather than to be content with its present state.
219. Has innovative ideas, but does not try to force change.
220. Arrives at work on time.
221. Greets a new idea by looking for its inadequacies.
222. Constantly is late for meetings or activities.
223. Doesn't follow through on commitment to others.
224. Will not listen to or try new ideas.

PART III SUPERVISORY PERFORMANCE

This section includes standards for summarizing the supervisory performance of agents who have official responsibility for supervising other employees.

1. Always finds time to discuss problems or provide support when requested.
2. Does not keep entire staff up-to-date on all policies and decisions.
3. Supervises largely by reaction rather than planned action.
4. Refuses to advertise for the best qualified person. Wants to hand pick individuals.
5. Holds office conferences so that all subordinates have some general knowledge of programs being conducted.
6. Updates subordinates on all programs and events as the need requires.
7. Continually plays down the ideas of subordinates.
8. Has little idea of scope or effectiveness of staff programs.
9. Listens to subordinates' complaints.
10. Helps coordinate work with secretary.
11. Has adequate resources for a basic program.
12. Provides adequate and appropriate supervision to staff members for whom he/she is responsible.

13. Reports programs and activities to subordinates when asked.
14. Is never too busy to converse with subordinates no matter how small the details.
15. Helps subordinates get equipment and resources needed.
16. Takes care of office management and discusses day's activities with subordinates first thing in the morning.
17. Secretarial staff is poorly trained and inefficient.
18. Never sits down to discuss a particular problem with the whole office who could have some insight in solving the problem.
19. Takes sides in disagreements among subordinates.
20. Caters to favorite staff members.
21. Makes all decisions without discussion with staff for everything ranging from coffee maker to equipment to budget.
22. Is not responsive to subordinates' ideas or ignores them completely.
23. Delegates responsibility for one program to a subordinate and then undercuts their authority by making policy changes without consulting them.
24. Secretarial workload is planned sufficiently in advance to allow for both priorities and routine needs of staff.
25. Is aware of the activities of all staff and holds necessary office conferences to coordinate matters.

26. Always has time to give direct supervision to less experienced or less capable agents.
27. Subordinates occasionally ignore his/her position and act for or around it.
28. Takes big stacks of work home because he/she tries to do everything rather than delegate some of it.
29. Does not keep others of his/her staff informed of own programs, schedule, commitments.
30. Assesses needs of individual staff workers in office.
31. Secretarial time is equitably distributed among the staff.
32. Corrects subordinates in private.
33. Doesn't compliment or encourage subordinates.
34. Overrules ideas that subordinates have without giving the idea a fair trial.
35. Does not include information to the total staff for which they are involved and responsible.
36. Cannot delegate responsibility.
37. When a conflict between subordinates arises, he/she says to forget it instead of trying to get to the root of the problem.
38. Waits till last minute and then expects the secretaries to "whip up" the needed work.
39. Fails to leave or provide complete and meaningful instructions to subordinates.

40. Explains to subordinates why resources aren't available instead of simply saying "NO."
41. Allows time for discussion of plans and accomplishments.

Appendix E

Performance Review, Analysis and Planning System

PERFORMANCE REVIEW, ANALYSIS AND PLANNING SYSTEM
(PRAP)

In the 1970's the American Institutes for Research (AIR) based in Washington, D. C., received a grant, contract number 12-05-300-72, from the United States Department of Agriculture (USDA) to conduct a nationwide job analysis of Extension agents' work and develop a performance appraisal system. The job analysis report was submitted in 1978 and recommendations concerning performance evaluation system and procedures were submitted to USDA in May 1979. Findings from the agent job analysis research conducted by Brumback, Hahn, and Edwards (1978) provided the foundation for the Extension agent Performance Review, Analysis and Planning system (PRAP).

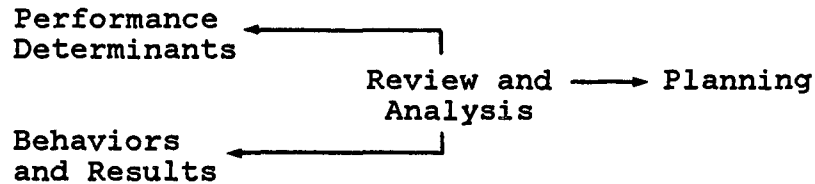
The following minimal requirements of a performance evaluation system for Extension agents were identified in the AIR report (Hahn et al., 1979a):

1. The system must encompass or be appropriate for Extension agents who have agriculture/natural resources, home economics, 4-H youth, and/or community resource development program responsibilities.
2. The system must relate to the critical job duties of each position.

3. The system must be free from non-job-related factors.
4. The system must take into consideration the difference in performance levels and requirements of the entry-level agent and the experienced agent.
5. The system must provide data and records which can be used in salary administration, promotion, transfer, and employment termination decisions.
6. The system must relate to the planning and control functions of the organization.
7. The system must be capable of leading to improvements in objective setting, performance and situational problem solving, and the setting of accomplishment standards.

The PRAP System

The resulting performance evaluation system, identified as PRAP, consists of four components (Hahn et al., 1979a): (a) the determinants of performance, (b) the measurement of agent behaviors and the results of those behaviors, (c) performance review and analysis, and (d) planning. The conceptual operation of these components by Hahn et al. (1979a, p. 18) is:



Component 1: Performance Determinants

Performance determinants are those blocks to performance which may or may not be in the control of the individual. These include the intra-individual factors which are the individual's capabilities and the extra-individual factors which are situational. If an equitable and valid assessment of performance is to be made, knowledge of the determinants is necessary during the planning stage as well as in the performance analysis procedures.

The intra-individual factors include knowledge, skills, abilities, and other characteristics such as motivation. These factors, identified in the PRAP literature as KSAOs, are the primary determinants of the agent's job related behavior.

The situational factors are the conditions under which the agent functions. Some of the situational factors are under the control of the organization, such as

the work structure. Others, may or may not be under the control of the agent. The weather, for example, is beyond the control of either the individual or the organization.

Component 2: Performance Measures

If one of the purposes of merit pay is to motivate performance, then the link between employee performance and salary adjustment needs to be explicit. Thus, a priority of the performance evaluation model should be the ability to differentiate performance and achievement levels.

Hahn et al. (1979a) conceptualized performance as entailing three consecutive stages of outcomes. The hierarchical model developed by Bennett (1975) was used as a basis, with the PRAP model grouping Bennett's seven evaluation levels into three outcome stages.

The first of the three stages, immediate outcomes, was described as staff activities and correspond with levels one and two of Bennett's hierarchical model. Immediate outcomes are those job-related behaviors that are the immediate manifestations of the agent's task efforts. Because of this, the evaluation of an agent's immediate

outcomes requires a behaviorally-oriented component in performance evaluation.

The intermediate outcomes, the second stage, correspond to levels three through six of Bennett's hierarchy. Intermediate outcomes represent more distal results and require a results-oriented component in performance evaluation.

The third stage, ultimate outcomes, corresponds to the highest level in Bennett's hierarchy and is related to the end results. These outcomes, which are usually difficult to assess, require a results-oriented component in performance evaluation. Thus, the PRAP evaluation system includes assessment procedures of both the agent's job-related behaviors and the results of those behaviors.

As the initial step in the development of a performance appraisal system for the USDA Cooperative Extension Service, a job analysis was conducted by AIR (Brumback et al., 1978). This job analysis research provided the explicit linkage between job requirements and the proposed performance evaluation procedures. Because of this linkage, AIR concluded that the PRAP system was job related and thus, validity was inferred (Hahn et al., 1979a).

Brumback et al. (1978) identified fourteen major areas of responsibilities from their eight state job analysis survey. The fourteen categories of duties were developed from 2500 descriptions of performance tasks and outcomes submitted by Extension agents and supervisors. While the duties vary in terms of how critical or important they are as functional responsibilities of the specific agent position, they were all found of sufficient importance to be represented in the appraisal system. Each duty is made up of specific work units called tasks and these are written in the form of performance standards. Except for the supervisory standards, which are limited to some of the agents, the performance standards are either result oriented descriptions or work related behavioral descriptions. The supervisory functions are primarily behaviorally oriented. These standards, numbering four hundred and thirteen, are listed in Appendix D and were used in the instrumentation of this research effort.

Component 3: Review and Analysis

The performance review and analysis activity allows both the supervisor and the agent to evaluate job related

efforts, the results of those efforts, pinpoint the causes of problems, identify training or educational needs, and determine where further employee development may be desired. The review and analysis involves the active participation of both the immediate supervisor and the individual agent and a sharing of knowledge and concerns. However, the environment must be one which will foster constructive feedback if this is to be a worthwhile activity with meaningful results.

Since Extension planning is generally done within a management-by-objectives (MBO) framework, Hahn et al. (1979a) developed two processes to reinforce this particular planning and work mode. First, a process was outlined for determining the worth of objectives. Second, guidelines were established for distinguishing between key objectives and less important ones, for distinguishing between means and ends, and for specifying objectives into precise and more assessable terms. These processes are outlined in the planning component, below.

Component 4: Planning

Planning requires the allocation of resources according to priorities. Unfortunately, there is often

considerable imprecision in the specification of the objectives. In fact, Hahn et al. (1979a) found most Extension plan of work objectives are vague either about the target clientele or planned changes with some objectives mixing means and ends together. Thus, guidelines were established to aid in distinguishing between key objectives and less important ones, for distinguishing between means and ends, and for specifying objectives more precisely and in more assessable terms. Second, a standardization process for determining objective worth was developed.

The following definition of a key objective was used during the PRAP testing procedures (Hahn et al., 1979a, p. 68):

An objective is a key one if the agent has primary responsibility for its attainment and has planned at least 40-person days of personal effort on the objective during the program year. The number of key objectives will vary among agents, but generally should not exceed five. Key objectives are neither trivial nor routine; they are aimed at effecting important social changes.

It should be stressed that key objectives must be mutually understood and agreed upon by both the agent and the supervisor.

Hahn et al. (1979a) outlined two methods of standardizing the worth of objectives. The first, value con-

tribution method (VCM), was originally developed by AIR to help policy makers set priorities in a rational and systematic manner. In the VCM procedure, organizational goals are formulated and ordered on a ratio scale by a small group of goal setters. Individual employees then establish objectives as a means of accomplishing the organizational goals. Each set of objectives is then ordered on a ratio scale by the employee. Thus, both the organizational or statewide agency goals and the agent's or locally derived objectives have been given a value. However, since the Virginia Cooperative Extension Service does not function around statewide goals, it is the opinion of this writer that the VCM procedure is inappropriate for Virginia.

The second method, which seems to be more appropriate for Virginia Cooperative Extension Service, is one that involves key objectives as stated in the individual agent's plan of work and the rating of these key objectives relative to importance. The following guidelines were identified for determining the importance of key objectives:

70 points: Moderate Importance

-job related activities

-increased participation

80 points: Substantial Importance

-increased program satisfaction by clientele

-increased knowledge level of clientele

90 points: Maximum Importance

-adopted practices by clientele

-impacted upon ultimate objectives of clientele

Additional Criteria for Value Adjustments of Key Objectives:

0 to 3 points: Need for change (based on priority of the need relative to other local needs)

0 to 3 points: Extent of change (based on the extent of change planned, e.g., a significant increase planned in number of hard-to-reach clientele, e.g., a significant increase in planned crop yield)

0 to 3 points: Difficulty in achieving (based on the complexity of the objectives in terms of major situational obstacles anticipated and/or level of knowledges, skills, and abilities)

Thus, key objectives which are determined to be of moderate importance have a 70 to 79 point range. Key objectives which are determined to be of substantial impor-

tance have a 80 to 89 point range. And key objectives which are determined to be of maximum importance have a 90 to 99 point range. It should also be noted that the last added value criterion, difficulty in achieving, requires consideration of the determinants of performance.

The identification of key objectives values now allows the scoring of achievement. For the MBO component, a key result value can be computed for each objective. The formula for computation is (Hahn et al., 1979a, p. 25):

$$\begin{array}{l} \text{Status of Attainment} \\ \text{on the} \\ \text{Key Objective} \end{array} \times \begin{array}{l} \text{Potential Value} \\ \text{of the} \\ \text{Key Objective} \end{array} = \begin{array}{l} \text{Key} \\ \text{Result} \\ \text{Value} \end{array}$$

It is necessary that the attainment of objectives also be in a standardized designation form. The following scale, developed as part of the AIR study, was presented in the Manual for County Extension Agent Performance Review, Analysis and Planning (May 1979, p. 39):

- 3 - exceeded the planned objective
- 2 - met the planned objective
- 1 - made some progress toward meeting the objective but did not fully meet the planned objective

0 - made little or no progress toward meeting the
planned objective

For example:

Importance weight of Key Objectives: 74, 86, 95

Attainment status: 2, 1, 3

Key result value: $(74 \times 2) + (86 \times 1) + (95 \times 3) = 519$

Key Objective Performance Score:

$$519 / (74 + 86 + 95) = 519 / 255 = 2.04 \times 100 = 204$$

The theoretical range of a three key objective performance score may be from 0 in the case of complete failure to 300 in the case of exceeding all three objectives with each objective having a 99 value.

One of the questions asked by AIR focused on who should assign the key objective values. The respondents indicated that the agent may assign the initial value at the time the objective is written and this should be reviewed and agreed upon by the immediate supervisor. When more than one supervisor is involved in reviewing the agent's performance, the values should be assigned individually by each supervisor and then compared, resolving any discrepancies. The results of this review and weighting process should be documented and communicated

to the agent in order that there will be a mutual understanding early in the performance period.

However, special assignments and unforeseen circumstances often arise within any planning period. The findings of the AIR national study indicated that between two-thirds to four-fifths of Extension agents' time is planned in advance. A comprehensive performance evaluation procedure must also include a procedure which can positively encompass the rest of an individual's job performance and continue to allow flexibility to meet client needs. Thus, the utilization of the PRAP standards allows for evaluation on planned performance which has not been identified in the key objectives as well as any unplanned performance.

This concept was reinforced in the AIR findings. Participants were requested to express their opinions on the relative emphasis to be placed on the various major components of agent performance. They were asked to do this separately for agents who had no official supervisory responsibilities and those who did. The data presented in Tables 6 and 7 summarizes participant responses.

There was general agreement among agents and county Extension directors that for non-supervisory agents the

Table 6

Recommended Relative Emphasis of Components of Job Performance for Nonsupervisory Agents (based on 100 total points)

	Agents		County Extension Directors		Regional Supervisors	
	Range	Median	Range	Median	Range	Median
Results on Key Objectives	30-60	45.0	20-75	42.5	28-70	32.5
Results on Other Activities (Results-Oriented Standards)	20-40	25.8	15-50	24.2	15-36	32.5
Job Behaviors (Behavioral Standards)	15-40	22.5	10-50	23.8	15-40	27.5

Note. From Development of a Performance Evaluation System (p. 66) by C. P. Hahn, G. B. Brumback, and D. S. Edwards, 1979, Washington, D. C.: American Institutes for Research.

Table 7

Recommended Relative Emphasis of Components of Job Performance for Supervisory Agents (based on 100 total points)

	Agents		County Extension Directors		Regional Supervisors	
	Range	Median	Range	Median	Range	Median
Results on Key Objectives	10-50	28.1	10-50	27.5	18-55	19.0
Results on Other Activities (Results-Oriented Standards)	5-33	23.6	10-40	16.7	15-27	19.0
Job Behaviors (Behavioral Standards)	10-40	20.7	10-40	16.7	15-37	23.5
Supervisory Performance (Supervisory Standards)	15-50	23.1	15-50	25.0	15-30	23.5

Note. From Development of a Performance Evaluation System (p. 67) by C. P. Hahn, G. B. Brumback, and D. S. Edwards, 1979, Washington, D. C.: American Institutes for Research.

results obtained on key objectives should receive the most weight. However, when the two, or three as in the case of unit directors, are added together the weight of the performance standard scores surpasses that of the key objective results.

Other Findings

The consideration of time involvement was also included in the AIR research effort as a means of determining the overall feasibility of the PRAP system. The agent time spent completing the annual progress report ranged from one to twelve hours with the mean being four hours and thirty-eight minutes. The performance discussion preparation time for agents ranged from zero time up to eight hours with the mean being just under two hours. The reported actual time per agent for the total evaluation process ranged from just under three hours to ten hours (mean of five hours and thirty-two minutes). Agents also identified the time they considered as optimal and it ranged from one to nine hours (mean of three hours and forty-nine minutes).

County Extension directors and regional supervisors were also asked to estimate time spent on the evaluation

process and identify what they perceived as the optimal time. Directors spent a mean of one hour and fourteen minutes per agent in reviewing the annual progress report and a mean of one hour and forty-nine minutes in completing the performance review, analysis, and planning summary. This included the summary of results on the key objectives and the scoring of four hundred and thirteen performance standards used in the testing procedures.

However, AIR proposed a limit of two hundred performance standards in the PRAP model. This number of standards was supported by participant responses, "Based on median responses, it appears that an operational version might well be built around about one-half of the standards used in the draft format" (Hahn et al., 1979a, p. 51).

It should be noted, however, there was a large variation in the number of standards that the respondents felt could be included in an operational version. County Extension directors identified that a low of fifty performance standards would be acceptable with agents noting that as many as three hundred and seventy-two would be manageable. In terms of relative emphasis on the functional areas, there was agreement among agents, county extension

directors, and regional supervisors that program implementation should receive the heaviest emphasis with interpersonal and personal standards being nearly as important. The findings also indicated "that the vast majority of respondents felt that the performance standards used increased objectivity of the appraisal process" (Hahn, et al., 1979a, p. 53). However, the time spent by county directors on performance discussions per agent ranged from one to seven hours with the mean being just over two hours. Thus, total mean time spent per agent on performance evaluation by county Extension directors was five hours and thirteen minutes per agent.

The reported figures on time spent were similar for regional supervisors. The review mean time per agent annual progress report was fifty-five minutes. The mean time per agent was fifty-three minutes to complete and review the summary of results on key objectives and the performance standards. The performance discussion time per agent for regional supervisors calculated to the mean of two hours. Thus, a total time of less than four hours per agent was spent on the PRAP system by regional supervisors.

County Extension directors perceived optimal time per agent for the total evaluation process ranged between one hour to nine hours (mean of three hours and forty-nine minutes). Similarly, regional directors identified the mean of three hours and thirty-eight minutes, a range of one and one half hours to eight hours, as optimal.

Operational Summary

The PRAP system has a series of procedural components with the process being circular and continual. The completion of one component provides data and initiates the next component.

The system has several general characteristics. The system is objective oriented. This is in keeping with the tradition of the Cooperative Extension Service and the plan of work and reporting functions of the organization. The basic input for the MBO component of the appraisal model is a set of objectives which are to be taken directly from each agent's plan of work. The system is designed to differentiate between key objectives and other objectives and includes a method for standardizing the values to be assigned to each of the identified key objectives. Also, included in system is a method by which

attainment of key objectives can be evaluated and given a numerical value relating to the worth of the key objective and the degree of attainment.

The PRAP system provides a procedure to evaluate work outcomes and job behaviors in order that performance on other objectives and agent efforts can be assessed. Thus, total work performance is appraised with the use of the performance standards, not just performance as it relates to key objectives.

The system is designed to integrate the functions of performance review, performance analysis, the identification of training needs, performance determinants, and planning for the next performance period. Therefore, the personnel appraisal system not only functions to initiate employee development decisions but also functions as an organizational planning and control mechanism. Also, the system involves the active participation of agents, unit directors, district supervisors, and program leaders at the state level in the review, analysis, and planning aspects of the system and Extension programming efforts.

Finally, the PRAP system places supervisors in the position of being describers of performance and working with agents to identify the desired level of performance

and achievement. The performance appraisal process becomes a mutual development and learning experience rather than a mechanistic evaluation or accounting effort.

Along with the documentation requirements, the cycle of performance review, analysis, and planning is shown in Figure 7. The performance review, analysis, and planning cycle is a series of steps which span over the performance period. The first step is the setting of objectives for the upcoming performance period. These objectives should be part of the agent's plan of work and have been identified as high priority objectives by the agent and his/her supervisor(s). Hahn et al. (1979a) noted that the "definition of key objectives must be made explicit to agents and supervisors alike" and suggested that "the set of key objectives be limited" (p. 73). The criteria for key objectives are:

1. The agent has primary responsibility for objective accomplishment,
2. A substantial portion of the agent's efforts is planned for its attainment, such as forty man days, and
3. Successful objective attainment will lead to measurable change.

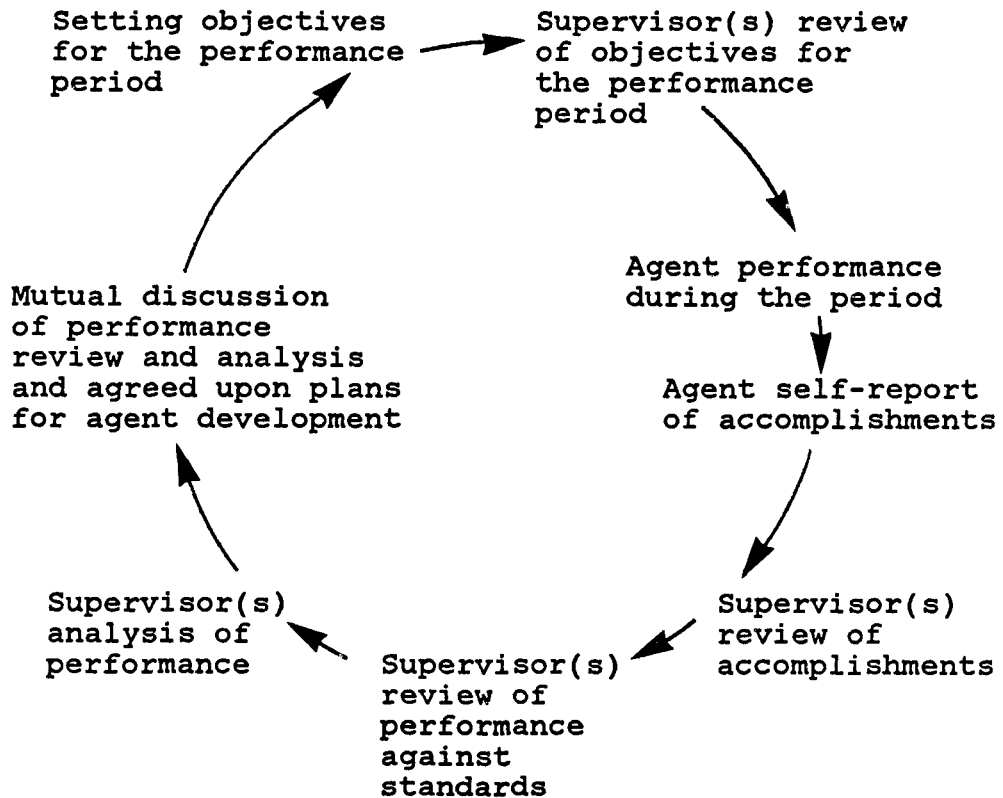


Figure 7. The annual cycle of the Performance Review, Analysis and Planning system.

Note. From Development of a Performance Evaluation System (p. 72) by C. P. Hahn, G. B. Brumback, and D. S. Edwards, 1979a, Washington, D. C.: American Institutes for Research.

Objectives need to be clearly written, specifying the type of change to be achieved, the extent of change attempted, and the expected difficulty of attainment. Objectives which are stated in vague terms can neither be assessed in terms of worth or measured in terms of achievement.

The second step involves the weighting of the identified key objectives. This step determines the worth of each objective and is possible only when the objectives are stated in clear and precise terms. The agent and his/her supervisor(s) are involved in the weighting process. A mutual understanding of the key objectives and their relative weights is necessary early in the performance period.

The third step involves first the agent and then the supervisor(s). At the end of the performance period, an accomplishment report is to be compiled by the agent identifying the level of attainment on each of the key objectives and all other work outcomes. This report needs to contain evidence of results attained and be submitted to the appropriate supervisor(s).

The supervisor(s) reviews the accomplishment report and accompanying evidence and then assigns an attainment

status score to each key objective. The key result value for each objective is calculated by multiplying the attainments score by the value weight and recording the product.

The fourth step provides an assessment of performance not identified in the key objectives. The appropriate supervisor(s) is to rate the agent's performance against a set of results-oriented and behavior-oriented standards. This yields a set of scores which can be added to the key objective scores in determining a total performance score.

The fifth step identified in the performance appraisal cycle is the analysis of performance and involves interaction between the agent and the immediate supervisor(s). This process is basically one of agent development and problem resolution. Both situational and individual factors which affect agent performance should be examined. The question that needs to be addressed is -- How can performance deterrents be alleviated and what can the collective resources of the Cooperative Extension Service do to alleviate such factors?

When more than one supervisor are involved, supervisor differences should be discussed and resolved prior to meeting with the agent so that a united supervisory view-

point can be expressed. It was stressed in the AIR report (Hahn et al., 1979a) that "discussions should attempt to convey the idea that they are a mutually helpful learning and development process and not that the agent's career and self esteem are on the block...be honest without unwarranted praise or reproach heaped on the agent...at the end of the process the agent knows rather precisely what the judged performance level is, what factors were considered, and how the agent may sustain and increase the level for the next performance period" (p. 78).

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