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A Study of the Policies and Practices of Unemployment Compensation Agencies Concerning In-Service Training

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A STUDY OF THE POLICIES AND PRACTICES OF UNEMPLOYMENT
COMPENSATION AGENCIES CONCERNING IN-SERVICE TRAINING

BY

ROSCOE LEONARD BARRETT

A THESIS SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS
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INTRODUCTION

The rapid expansion of governmental functions during recent years has resulted in an unprecedented number of public employees. The number and variety of governmental services which arose during the depression years created a demand for employees with a wide range of knowledge, attitudes, skills and techniques. The educational institutions were not prepared to provide persons with such a variety of specialized training in such a short period of time. Governmental agencies--federal, state and local--were faced with the necessity of providing training to public employees in order to perform the services demanded by the public. World War II increased the demand for highly qualified workers. Training for private and public employment was merged in an effort to provide workers for the defense effort.¹ Post-war trends in training for public service indicate that the rapidly forming policies and practices will be different from those which prevailed during the pre-depression period or even those which were accepted as standards during the depression years. The quality and cost of governmental services are directly proportional to the efficiency of public personnel. Training is the dominant factor in the development of efficiency. The magnitude and importance of this problem merit this attempt to determine post war policies and practices in governmental in-service training.

1 Director, Office of Governmental Reports - Defense Employment and Training for Employment. 1941.

THE PROBLEM DEFINED

The determination of post-war trends in education and training for all public service, constitutes a task far beyond the scope of this study. The problem must be defined in such a manner as to provide an adequate field for investigation, representative materials, and a scope sufficient to establish the value of the policies and practices determined. The unemployment compensation program offers such a field for investigation since it represents federal-state cooperation. The training materials developed through this program should represent the best efforts of the federal and state governments in training since these materials are of recent origin. The number and geographical location of the agencies involved in the unemployment compensation program are sufficient to establish the value of the policies and practices now in use.

Training for public service has progressed along three general lines; pre-service, in-service, and extra-service.¹ Pre-service or pre-entry training applies to the general training provided by educational institutions and other sources prior to entry into public employment. In-service training includes orientation, basic job training, and advanced or continued training.² Extra-service training provides cultural and specialized knowledge which is not directly connected with job performance. This study will deal exclusively with in-service training.

1 Leonard D. White, Introduction to the study of Public Administration. pp. 352-367.

2 William E. Mosher and J. Donald Kingsley, Public Personnel Administration (1941) pp. 271-303.

THE UNEMPLOYMENT COMPENSATION PROGRAM

Sub-chapter "C" of the Federal Unemployment Tax Act levies a three per cent payroll tax on certain employers for the purpose of encouraging states to establish a fund for payment of unemployment compensation benefits. Off-set credit amount to two and seven tenths of this tax may be granted to employers of any state providing (1) the state adopts an unemployment compensation program which meets certain requirements, and (2) the employers make contributions to the state unemployment trust fund as prescribed. Title III of the Social Security Act provides grants to states for unemployment compensation administration provided stipulated requirements are fulfilled.

The responsibility for approving state programs, assuring that state programs continue to meet requirements, and recommending the release of administrative grants and state funds is vested in the Social Security Administration. This Administration, which is a part of the Federal Security Agency, is also responsible for giving assistance and guidance to state agencies in the organization, revision and administration of unemployment compensation programs. In this capacity, it serves as a source of specialized services and a clearing house for ideas and information. The Administration has placed its unemployment compensation activities in the Bureau of Employment Security. This Bureau releases recommendations and guidance materials from time to time concerning various phases of the unemployment compensation program. Services are rendered by the Bureau

through its staff units and its regional organization. The state and territorial agencies administer the program under the general supervision of the Bureau of Employment Security.

PROCEDURE

The Bureau of Employment Security, through its regional offices, supervise forty-eight state agencies, four territorial agencies, and an agency in the District of Columbia. All of these sources were contacted for information concerning training policies; types of training offered; content of training programs; and methods, tools, techniques and materials used in in-service training. The Bureau, twenty-five states agencies, and one territorial agency submitted the requested information. The reporting states are Alabama, Arkansas, California, Georgia, Illinois, Kansas, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, Rhode Island, South Dakota, Tennessee, Washington, West Virginia, and Wisconsin. The Panama Canal Zone also submitted materials. The agencies are representative as to size, geographical location, and economic and social aspects.

The recommendations of the Bureau of Employment Security will be placed in the appendix. The policies and practices of the agencies will be analyzed and organized into appropriate chapters. A short summary of each agency's program will be given in the final chapter.

RELATED LITERATURE

Most of the available literature on in-service-training for public employees was published during the pre-war period. The major federal and state governmental agencies were contacted and the answers stated that these agencies were in the process of returning to a peace time basis and neither funds nor materials were available for needed research in training. Ten of the twenty-six state and territorial unemployment compensation agencies which submitted materials requested copies of this study. The training materials submitted by the Civil Service Commission, the executive departments and agencies, and state departments contained numerous pamphlets, bulletins and reprints, but all were published prior to 1940. Since the purpose of this study is to determine post-war policies and practices in in-service training, these materials are of limited value. It is not the purpose of this study to compare policies and practices of the post-war period with those of the pre-war era.

The books and special studies on in-service training are similarly too old for the purpose of this study. They provide a historical setting, but the policies and practices are those of the pre-war era. Most of these publications have only a few pages in the chapters on personnel functions devoted to in-service training. The following paragraphs contain a digest of the materials pertinent to this study which were published subsequent to 1940.

Employee Training In the Public Service published by the Civil Service Assembly of the United States and Canada in 1941, contains valuable information on the importance of training in management, methods of determining training needs, responsibility for conducting training, training methods, contents of training programs, and the evaluation of training. The materials submitted by the unemployment compensation agencies and the recommendations of the Bureau of Employment Security, not only include the basic policies and practices presented in the above book, but new materials and new adaptations are reflected also. Out of the fifty-four publications given in the bibliography of Employee Training In the Public Service, only two were published subsequent to 1940.

Public Personnel Administration, by Mosher and Kingsley revised in 1941, pages 271-303, includes a short summary of the advances in training subsequent to 1935; a discussion of pre-entry training facilities; methods, procedure and contents of induction and on-the-job training as practiced in federal, state and local governmental departments and agencies; and a general discussion on formal courses, training for promotion, and extra-service education. Most of these pages deal with pre-service and extra-service training. The part on in-service training is too limited to provide other than background material.

The major periodicals were examined for the years subsequent to 1940 to determine whether any special articles had been published concerning in-service training for public employees. The Social Service Review included an editorial entitled "Public Assistance Personnel" in the

June issue.¹ This article concerns the loss of employees by the Public Assistance Agencies during the war years and the cost of training due to employee turn-over. In the December issue, 1942, Marietta Stevenson had an article entitled "New Governmental Services for People in War Time".² This article emphasized the need for training of public employees needed to provide new governmental services. The Personnel Journal, published by the Personnel Research Federation, contained no articles concerning training for public employees. The Public Administration Review, the Journal of the American Society for Public Administration, contained no articles pertinent to this study. The Social Security Review contained several articles concerning the curricula of schools of social work. These articles contain information on pre-entry training only. Neither the Social Security Bulletin nor the Public Welfare Journal contained any information pertinent to this study. These periodicals constitute the major publications in this field.

1 The Social Service Review, (Editorial) "Public Assistance Personnel," June 1940.

2 Marietta Stevenson, "New Governmental Services for People in War Time", Social Service Review, December 1942.

CHAPTER I

TRAINING FOR PUBLIC SERVICE

The history of education and training for public service in the United States falls into several well defined periods.¹ Prior to 1900, training was almost entirely confined to the military, naval and educational institutions. Between 1900 and 1912, a growing demand for reform in public service produced a widespread interest in the qualifications and training of public personnel. The period from 1913 to 1929 was dominated by World War I and the resulting boom period. Interest in the improvement of public service was temporarily forgotten. During the depression years, 1930-1939, public services increased in importance. Many highly trained persons entered public employment. The trends which were established during the depression years were strengthened during the period subsequent to 1940. World War II, unlike World War I, improved and extended the interest in and demand for training and, since governmental agencies pervaded the entire war effort, all training assumed the aspect of preparation for public service. A short summary of the trends in public service training during these period will serve as a setting for this study.

PRIOR TO 1900

The doctrine of rotation in office became a fixed national policy during

1 Leonard D. White, Introduction to the study of Public Administration. Pp. 352-367.

this period.¹ Public service was characterized almost without exception by the dominance of the "spoils system". The various departments and offices were strongly political, non-professional and from time to time were swept bare by the change of party control. The principle of individual independence and responsibility resulted in most governmental services being performed by those persons who were unable or unwilling to "pioneer". Thus public service acquired an unwholesome and even degrading position in the eyes of the public. The military, naval and educational institutions were the only public services which developed training programs.

1900-1912

This period was characterized by the work of municipal reformers and civil service advocates.² Persons trained in the professions began to enter public service and an effective interest in the qualification and training of public employees was created. Under the resulting expansion of federal, state and municipal civil service laws, permanent public employees replaced the shifting groups of political henchmen. Gradually the rule of merit was applied to promotion as well as entrance. Municipal research in New York and the program of cooperation between the University of Wisconsin and the Wisconsin State Government marked the initiation of the first effective program for training for public service.

1 Glenn O. Stahl, Training Career Public Servants for the City of New York. 1936.

2 Morris B. Lambie, Training For Public Service.

1913-1929

The movement for better public service which developed during the previous period was temporarily abandoned as a result of World War I. The philosophy of individual independence and responsibility held governmental supervision and direction to a minimum and, as the war was over, the public turned to economic pursuits and displayed little interest in the quality of public services. Governmental functions were restricted and liberalism and reform were lost in the rising tide of prosperity.

1930-1939

The tragic and disastrous economic collapse during the early years of this period forced the American people to modify their previous philosophy of individual responsibility. For the first time in its existence the country was faced with the realization that the need for governmental services was not, per se, an admission of individual incompetency and irresponsibility or the direct result of "Acts of God".¹ The traditional methods of administering public services became ineffectual. State and local governmental units could not finance or provide the needed services. Private organizations and philanthropy, the traditional means of providing most welfare services, completely broke down. The federal government was the only source of help. Public interest in the quality and quantity of governmental services became urgent and earnest. A new

1 Dorothy C. Culver, Training for Public Service.

and tremendous field of public service sprang up almost over night. Where there was once only the state poor laws and a few federal projects, a vast system of Social Security was created. The governmental units and educational institutions launched an all-out effort to provide the necessary organization, methods, and personnel.¹

Large numbers of persons with specialized training sought public employment and standards of admission and performance were raised as a result of this competition. Numerous new trends in education and training for public service appeared. Educational institutions offered training and held conferences on education for public service. Governmental units set up training agencies and programs. The federal government provided financial aid through the George-Deen Act by appropriating funds for training in "public and other occupations". A large body of precedent and practices was established. Civil Service Commissions sought the aid of educational institutions in their search for trained personnel. Governmental employment assumed a new status. The large number of trained persons who entered into the low rated jobs during this period forced supervisors and administrators to seek additional training in order to maintain authority and leadership. The rapid expansion of the quantity and importance of public services made education and training a necessity.

1 William E. Mosher and J. Donald Kingley, Public Personnel Administration, 1941. p. 271.

SUBSEQUENT TO 1940

The opening years of this period found a large number of highly trained and highly skilled employees in public service. When World War II began, education and training became "magic" words. The War Manpower Commission used training as the principal means of utilizing available labor.¹ New standards, methods and techniques were developed. Training became a distant entity with its own principles, precedents and practices. Post-war patterns of public service are just beginning to appear and training seems to be etched in bold permanent lines.

SUMMARY

The milestones of training for public services are (1) the provisions of federal funds under the George-Deen Act of 1936; (2) the establishment in 1937 of the Bureau of Public Service Training in the New York State Educational Department; and (3) the executive order of June 24, 1938, authorizing the Federal Civil Service Commission to establish practical training courses and to appoint personnel directors in department; and (4) the work and leadership provided by educational institutions in creating standards and designing courses of training for public service.

1 Director, Office of Government Reports - Defense Employment and Training for Employment. 1941.

CHAPTER II

TRAINING POLICY

A. INTRODUCTORY STATEMENT

This chapter contains an organized summation of the practices observed by reporting agencies concerning training policy. Although some agencies failed to distinguish policy as such, each agency observed some form of training policy. The materials contained a wide variety of practices. These practices will be analyzed and organized under two general headings: (1) clarification and delegation of responsibility for the formation and maintenance of the training policy, and (2) general provisions for the organization and operation of the training program. The practices of specific agencies will be presented in Chapter VI.

B. TRAINING POLICY PRACTICES

1. RESPONSIBILITY FOR TRAINING POLICY

The responsibility for the formation, development, and revision of training policy is shared by the chief administrator, board or commission; training committees; operating supervisors; training directors; and the training specialists which constitute the personnel of the training section or unit.

CHIEF ADMINISTRATOR

Primary responsibility for providing an over-all training program rest with the chief administrator. His concern is not with the mechanics of training, but with seeing to it that all supervisors train their staffs promptly and accurately. Training is one of the necessary operations for attaining the organization's objective effectively and economically. It is the duty of the administrator to see that a training policy is formulated and thoroughly understood by all personnel.

THE TRAINING COMMITTEE

The training committee, representing the administrator, advises with the training section and gives assistance on the plans and conduct of all phases of the agency's over-all training program. The committee follows the progress of current training activities, promotes the idea of staff training, and in other ways shows an active interest and support of the training program of the agency. This committee is appointed by the chief administrator.

OPERATING SUPERVISORS

The operating supervisors are responsible for actual training. Staff training is the development of people to do their jobs effectively. It is an integral function of management, and, accordingly is a major part of the job of every supervisor. The supervisor's complete dependence on the employees makes the job of getting others to do their best the most important part of supervision. This is training in its broadest sense. The

most successful supervisor, whether unit head or division head, is the one who is best at this kind of training. To place the responsibility of training anywhere else would transfer much of the real job of management to other hands.

Specifically, operating supervisors, with the advice and assistance of the training director and his staff, are responsible for the development of an adequate and comprehensive plan for training their staffs; the execution of training plans; informing their personnel of any outside opportunity for general personal and technical training and encouraging employees to take advantage of such opportunities; the preparation of content materials for job training plans with the assistance of the training section; the arrangement of the work of their offices, sections or units so that required time for staff training may be available; consulting with the training director concerning the planning and execution of training activities; and assisting the training director and his staff in planning and conducting general training programs for the agency as a whole.

THE TRAINING DIRECTOR

The training director is responsible for coordinating all agency training. Specifically, he is responsible for the development of an over-all agency training program with long range objectives; assisting in the preparation of standardized training materials and procedures for all functions of the agency; the analysis of current training needs in relation

to long range training plans; the selection of suitable training centers; assisting in the selection and development of training specialists; providing follow-up procedures to assure that training will permeate to all operating levels on a continuing basis; the coordination of all training activities to minimize training time; the maintenance of suitable training controls and records; and assisting in the evaluation of the effectiveness of all training.

THE TRAINING SECTION OR UNIT

The training staff, under the supervision of the training director, works with and through operating supervisors. Its activities will supplement--not replace or supplant--the training done by operating supervisors. As a part of the chief administrator's staff, one of its functions is to work with each operating supervisor in discharging the responsibility for training employees under his immediate jurisdiction.

The training staff performs a service function and exercises no authority over the operating functions of the agency. It is responsible for planning and assisting in the conduct of a balanced program of training and for co-ordinating the training carried on in all offices and units of the agency. It will keep in close touch with all supervisors and integrate over-all training program of the agency.

Specifically, the training staff, under the direction of the training director and in cooperation with operating supervisors, is responsible for

conducting a periodic examination of training needs and the effectiveness of the training program; preparing an over-all training plan which will carry all agency training activities forward on a systematic and continuing basis; consulting with operating supervisors, as required in the development of plans for training and the conduct of training; preparing training materials; preparing training guides and outlines for new or changed procedures; training operating supervisors in training methods and techniques; preparing, organizing and supervising a comprehensive training program for the induction of new employees; cooperating with operating supervisors to determine the form, content and method of preparing and keeping records and reports; supervising or conducting, when requested, special programs of training which cut across organizational lines; and scheduling all training activities in order to assure a balanced over-all agency program.

2. THE TRAINING PROGRAM--ITS PURPOSE AND SCOPE

A written comprehensive statement of policy which includes the purpose and scope of the agency's training program is permissive as well as directive. It establishes in advance the authority necessary for the organization of the training program and provides rules, regulations and procedures for the continued operation of the program.

PURPOSE

Training is the development of people to do their jobs effectively.

It is an important and indispensable tool of management to accomplish results through the efforts of other people. Training goes on continuously wherever the relationship of supervisor and subordinate exists. Frequently it may not be recognized as training, for it may occur in so subtle a form as the lift of the supervisor's eyebrow. If training is undirected, or if too much dependence is placed on the ability of the subordinate to absorb the details of his job, misguided efforts and work habits may easily occur. Undirected training is usually not only ineffective, but sometimes actually harmful. Every person brings to his job good ideas and a capacity for growth. If he is gifted with foresight and ability for self analysis, he will be able to attain many of his potentialities without help, and therefore improve as best he can, puzzling over, but not solving or surmounting many difficulties he encounters. Constructive guidance and assistance is necessary to help the individual employee solve the problems which arise in connection with his job.

In speaking of the training process or a training program, it simply means that the agency is undertaking to make the existing supervisory or training processes systematic and to establish official procedure for its operation.

SPECIFIC OBJECTIVES

The specific objectives of training are to initiate employees into their new environment; to assure basic knowledge and satisfactory work performance at all levels of operation; to maintain professional standards;

to provide for flexibility of staff; and to equip personnel for promotional opportunities.

TYPES OF TRAINING TO BE MADE AVAILABLE

Employees are to be given orientation training, basic job training, advanced training for employees, and supervisors, and training for promotion.

Orientation training is to be given to new employees in order to provide an understanding of the agency; what its functions and objectives are; what programs exist to attain these objectives; how the organization is set up to carry out the program; where their jobs gear into the over-all organization; and the agency's personnel policies and practices.

Basic job training is to be provided for new employees and newly transferred employees for instruction in the basic knowledge, skills and techniques essential to effective job performance.

Advanced training is to be given to employees and supervisors. Advanced training for employees includes (1) continued training for efficiency in job performance; (2) refresher training to renew forgotten knowledge and "rusty" skills; and (3) training in new programs and procedures. Supervisors will receive training designed to continually improve training methods and techniques, and to provide a permanent media for continuous interchange of ideas.

Training for promotion will be given to provide adequate replacement for vacancies due to separation and promotions.

GENERAL PROCEDURES

Although there are numerous variations, the general procedure for the formation, development and revision of the training policy include the following steps: (1) the operating supervisors, training director and the training committee draw up a proposed training policy and submit it to the chief-administrator for approval; (2) the operating supervisors and the training director make the approved policy available to all personnel; (3) operating supervisors, with the assistance of training staff, determine the training needed to accomplish the purposes as set forth in the policy and submit to the training director temporary and long range plans for meeting these needs; (4) the training director coordinates and schedules these plans, establishes training areas and centers, instructs or supervises the instruction of trainers--supervisory and otherwise--in the methods and techniques to be used, and provides assistance in carrying out training sessions; (5) the training section prepares the necessary materials and provides these materials as needed; (6) operating supervisors conduct the training as planned; (7) the training director and supervising operators prepare methods for the evaluation of the training; (8) operating supervisors evaluate the training and submit reports to the training director; and (9) this procedure is a continuing process in order to provide necessary revisions.

RULES AND REGULATIONS

Training is to be recognized as an important and essential part of operations, and the responsibility of administrators, managers and supervisors. All training taken by an employee is to be made a part of his personnel record and is to be given definite consideration relative to permanent assignment or change of status. Orientation training facilities are to be made available for all employees. Each participant in management and supervision is to be given special training in methods and techniques. On-the-job needs are to be determined with an aim to developing employee potentialities for larger responsibilities. A follow-up plan for all forms of training will determine its effectiveness and value. Lines of promotion are to be clarified and publicized. Training courses may be organized and given wholly or in part on the agency's time when authorized. All important long range training courses are to be cleared through the central office prior to installation. A comprehensive system of records and reports are to be maintained. Supervisory training is to include intensive training on conference leading and the methods and techniques necessary for effective results. All personnel having first line responsibility for training is to be functionally responsible to the training officer. Prior to the investigation of each new series of training courses, a letter signed by the chief administrator is to be directed to all levels of supervision. This letter should include an explanation of the training and its desired objectives together with a suggestion that will stimulate wholehearted participation.

CHAPTER III

ORIENTATION TRAINING

A. INTRODUCTORY STATEMENT

The training policy, as organized in the preceding chapter, states specifically that orientation training is to be given to all employees. All of the reporting agencies provided some type of orientation training. The nature and extent of this training varied directly with the size of the agency. Small agencies provided orientation through informal face-to-face contact while large agencies provided formal training. The various practices as observed by reporting agencies will be organized under the following headings: purpose, objectives, contents, methods, materials and procedure. The practices of specific agencies may be distinguished by referring to Chapter VI. In this chapter, materials will be evaluated and arranged in logical sequence so as to form an organized summation of the orientation training practices.

B. ORIENTATION TRAINING PRACTICES

PURPOSE

Orientation training is designed to give the new employee an understanding of the agency, what its functions and objectives are, what programs exist to attain these objectives, how the organization is set up to carry out the program, and where his job gears into the over-all organization. It also provides him with an understanding of the state or territorial merit

system and the agency's personnel policies and practices. Finally, orientation training provides a general understanding of the policies and provisions of federal, state and local employment security laws.

OBJECTIVES

The specific objectives to be gained through orientation training are (1) to thoroughly familiarize new employees with the historical background of employment security programs; (2) to provide a general knowledge of the functions and organizational structure of the agency; (3) to show how the agency operates within the over-all employment security program; (4) to provide general knowledge of the basic employment security laws; (5) to acquaint the employees with their rights, privileges and obligations; (6) to introduce employees to their immediate supervisors and fellow employees; (7) to explain to the employee the activities of the section to which he is assigned; and (8) to explain the general organization of the office to which he is assigned.

CONTENTS

The contents of that part of the orientation program designed to provide a general background of the employment security program includes the historical background of unemployment, a history of unemployment compensation, and a history of the employment services.

A general understanding of the basic employment security laws is provided by a study of the Social Security Act, the Servicemen's Readjustment Act of 1944, and the state or territorial unemployment compensation law.

The final step in general orientation includes agency organization, agency purpose and functions, agency operational programs, and personnel policies and practices.

METHODS

The methods of presenting orientation training are lectures, group discussions, staff meetings, demonstrations, inspection trips, visual aids, and reading assignments.

Lectures and group discussions are especially adapted to orientation training. Appropriate groups are given an opportunity to meet important administrative and supervisory heads during the presentation of various induction materials. Lectures are carefully prepared and presented by competent and skillful persons. Leaders of discussion groups require special training in order to guide the participants and to insure that all trainees take an active part. Staff meetings are very effective for orientation within a section, unit or office. These meetings are usually held weekly and are designed to keep the employees informed on current operating problems, to provide additional background information, and to encourage free exchange of ideas among employees and supervisors. Demonstrations are useful in connection with inspection trips and visual aid materials. Inspection trips must be carefully planned in order to allow the maximum observation by trainees without interrupting operations of the units visited. Demonstrations are scheduled during the inspection trips in order to re-enforce materials presented through lectures and

discussions. Reading assignments from specially prepared materials give employees an opportunity to secure additional information through individual effort. Visual aids such as charts, diagrams, maps, instructional movie shorts and displays add interest and utilize the visual as well as auditory senses.

MATERIALS

The materials required for orientation training are determined by the objectives to be attained, the contents of the training program, and the methods used. The materials are training outlines and guides; selected readings from the Social Security Act, the Servicemen's Readjustment Act, and the state or territorial law; employee workbooks; and employee handbooks.

Training outlines and guides are the basic materials used for orientation. These outlines and guides contain units of content matter arranged in sequence and prepared in detailed outline form. Sample outlines and guides are presented in Appendix 2 and no effort will be made to give a complete description here. They are used for lectures, group discussions and special demonstrations.

Selected readings from the basic laws are prepared in unit form and the provisions and policies are expressed in a simple manner. Difficult legal phrases often obscure meaning and deter employees from attempting to study the laws directly. These well organized and specially prepared readings interpret the law and encourage trainees to gradually become accustomed to legal terms and expressions.

Employee workbooks are devices for assuring that employees take an active part in the training. They are usually constructed so as to provide a general statement on the training unit, references for additional information, blank sheets for lecture notes, and carefully selected questions to be answered by the employee. This is an individual project which provides a means of evaluating the effectiveness of the training. Training units are arranged in logical sequence. Upon completion, they serve as a valuable source of information.

Employee handbooks constitute one of the most valuable sources of materials on agency organization and personnel policy and practices. The employees are given special instructions concerning the contents and use of the handbooks. Important personnel practices are explained and underlined for emphasis. The employee will need to refer to his handbook constantly for instructions and information. Appendix 2 contains a model employee handbook as recommended by the Bureau of Employment Security.

PROCEDURE

The steps followed in the execution of general orientation training--orientation training which cuts across organizational lines or is common to the agency as a whole--are; (1) the personnel office notifies the training director when new employees enter the agency, giving their classifications and places of assignment; (2) training groups are set up on the basis of the information from the personnel office; (3) training stations and centers are selected; (4) trainers and training materials are sent to

the various centers; (5) training is conducted as planned; (6) trainers evaluate the training by short, objective tests; (7) employees are sent to their assignments for specific orientation; (8) records and reports are prepared as prescribed.

The specific orientation process follows the following steps: (1) employees are presented to the supervisors of the division or units where assigned; (2) the division supervisors welcome the new comers and introduce them to their unit supervisors; (3) they are then presented to their immediate operating supervisors who introduce them to fellow employees, explain the unit organization, point out the wash rooms, clothes racks, water cooler and so forth, after which each employee is assigned working space and given the necessary supplies for basic job training.

CHAPTER IV

BASIC JOB TRAINING

A. INTRODUCTORY STATEMENT

The functions of an agency are discharged through job performance. Training designed to provide the basic knowledge, skills and techniques essential for effective job performance constitutes the core of all training. The primary purpose of orientation training is to provide the general background and setting for basic job training. All reporting agencies provided basic job training. The materials submitted by individual agencies will be analyzed, evaluated, and arranged so as to form an organized summation of all practices concerning basic job training. These practices will be discussed under the following headings: purpose, objectives, contents, methods, and materials.

B. BASIC JOB TRAINING PRACTICES

PURPOSE

Basic job training is designed to provide to a new employee or to an employee transferred into a new job the basic knowledge, skills and techniques essential for him to do his job effectively. The ability to function efficiently cannot be developed by classroom or vestibule training alone. The information thus obtained must be backed up by actual experience in applying it in practice. Knowledge must be expressed in skills and techniques and incorporated into every day work practices.

OBJECTIVES

The general objectives of basic job training are (1) to introduce the employee to his work assignment, using the best methods to insure the formation of proper work habits; (2) to acquaint the employee with sources of information such as manuals, handbooks, bulletins and other releases; (3) to provide on-the-job training in the details of operating techniques; (4) to provide intensive training in special techniques or skills required for job performance; and (5) to maintain uniform understanding, on the part of all staff members, of current agency policies and programs.

CONTENTS

The contents of the basic training programs are the application process, benefit functions, business management, claims taking, interviewing, contribution functions, the Dictionary of Occupational Titles, employer relations, file maintenance, general clerical, public relations, reports and analysis, and reception.

The application process includes the principles and techniques of interviewing, recording information on application forms, and office routine involved in taking applications. Benefit functions includes the principles, methods and techniques involved in investigating claims, recording investigations, determining eligibility for benefits and the procedure for paying benefits. Business management covers the determination of the equipment and supplies necessary for operations, budgeting, accounting, and the distribution of equipment and supplies. Claims taking

involves the process of securing required information from claimants and recording the information on prescribed forms. Interviewing involves the techniques necessary to obtain required information through personnel interviews. Contributions functions includes the determination of covered employers, collecting reports on insured wages, and determining contribution rates and penalties. Employer relations covers correct practices in agency-employer contact, the agency's responsibility to employers, and the responsibility of employers to the agency. File maintenance and general clerical involves correct filing procedures, the correct methods of typing agency letters and forms, operation of filing and other office machines, requisitions, switchboard operations, and inventory. Public relations includes the proper methods of contacting other community organizations, relations with other state and federal agencies, and the responsibility of employees and agency personnel for obtaining favorable publicity through proper conduct. Reports and analysis involve preparation of operating reports, interpretation of reports, and the use of report materials for operating purposes. Reception includes the act of receiving the public, answering questions, recognizing problems, handling difficult cases, and routing.

METHODS

The methods used in presenting basic job training are (1) the four-step method based on duties and job analysis; (2) self-training aids and supplementary reading materials; and (3) individual or group instruction by operating supervisors.

The four-step method involves (1) instruction as to what duties are to be performed and how to perform them; (2) a demonstration of how to perform the duties of operation; (3) performance by the trainee with the assistance of the trainer; and (4) performance by the trainee under the supervision of the trainer. Job duties are broken down into units and the above process is applied to each unit until the entire job is covered and the employee can perform with the normal amount of supervision.

Self-training aids and reading materials are used to give the employee the basic knowledge of his duties and to form a basis for actual instruction in performance.

Group training includes the use of visual aids to demonstrate an operational process so as to give an over-all understanding of how various activities are coordinated for continuous operation.

There are many variations and combinations of these methods designed to adapt the presentation to the needs of the agency and the contents of the training program.

MATERIALS

The materials used in basic job training are outlines and guides, operating manuals, employment security laws, work sheets and handbooks, operating forms and reports, and the special equipment and tools required for the particular job.

Training outlines and guides are used to insure that performance is broken down into logical skills and sequences, to aid the instructor in presenting skills in order of their difficulty, and to aid in the follow-up and evaluation.

Operating manuals contain the principles, procedure and instructions for performing a particular function or process. Such manuals as are constructed for claims taking, contributions functions, benefit functions and public relation are the basic source of information and instruction. These manuals are detailed so as to provide simple instructions for guidance in all phases of the particular process.

Work sheets and handbooks contain the break down of each job into related steps, instructions, sequence of operations and additional information for aid in understanding a process as a whole and the place of a particular job in the process. Operating forms and reports serve as a guide for processing agency forms. A set of completed forms with special instructions is provided for reference. Skills and techniques in handling and operating tools and equipment are taught by the immediate operating supervisor.

CHAPTER V

ADVANCED TRAINING

A. INTRODUCTORY STATEMENT

Each agency must continually revise its policies and procedures in order to meet current needs. Continued operation depends upon the immediate solution of current problems. These conditions make advanced training a necessity. The practices observed by reporting agencies concerning advanced training will be discussed under two general headings: (1) advanced training for employees and (2) training for administrative and supervisory personnel. These practices will be analyzed and arranged as to form an organized summation of the purposes, objectives, contents, methods, and materials used in advanced training.

B. AGENCY PRACTICES

1. ADVANCED TRAINING FOR EMPLOYEES

PURPOSE

Advanced training for employees is designed to assure methods for meeting current operating needs and to provide opportunities for technical and professional growth. Employees must be continuously informed of new policies, procedures, current operating problems, and new situations not covered by other means. More difficult parts of an employee's job often call for training more advanced than that received in basic job training.

Such training must be provided in order to maintain an adequate level of performance, to develop highly technical and professional skills, and to provide advanced knowledge.

OBJECTIVES

The objectives to be reached through advanced training for employees are: (1) to renew knowledge and skills which are not in regular use; (2) to provide instructions concerning changes in policy and operations; (3) to provide training in new programs and procedures; (4) to provide knowledge of a highly technical and professional nature; and (5) to develop advanced skills.

CONTENTS

The contents of advanced training for employees include selected induction training units; selected basic training units; advanced training units based on the contents of basic training; special programs; and new policies and procedures.

The general background knowledge and skills provided through orientation and basic job training are required for every day performance in various degrees and at different times. To assure that the necessary knowledge and skills are available when needed, refresher training must be provided periodically. This training for renewal of "rusty" knowledge and skill is a continuous process.

It is not sufficient to provide employers with means of obtaining knowledge and skill necessary for adequate performance. If the agency is to discharge its obligations more effectively and efficiently, additional knowledge and skills must be made available. Improved and advanced techniques are necessary for the continued growth required to meet the ever changing needs of the agency.

Changes in operations, personnel policies and standards of performance must be continuously presented to all employees. Changes in basic laws, rules and regulations must be transmitted to all employees affected immediately. Special training sessions are constantly required in order to meet such demands.

METHODS

The methods used in the presentation of advanced training for employees are conferences, staff meetings, selected self-training materials, and on-the-job training.

Conferences are especially adapted for training of a highly technical and professional nature. Conferences are conducted in different ways in accordance with the contents, type of employees, and materials. Prepared papers may be presented giving opposing views followed by general discussion. Prepared papers may be presented on different phases of the same subject. Finally, a conference leader may present the topic of discussion and provide leadership and guidance for group discussion. In all cases where conferences

are used, detailed preparation must be made in advance. Notes should be taken and made available in reports and bulletins.

Employee staff meetings are very effective for meeting current operating problems, presenting changes in policies and operations, and introducing new policies and programs. Staff meetings are generally held weekly and on agency time.

Self-training materials are useful in providing additional knowledge, instructions and general information as a background for the four-step presentation of job performance. On-the-job training is designed to translate knowledge and information into operating skills.

MATERIALS

The materials necessary for presenting advanced training for employees are training guides and outlines, research materials, training units, operating manuals, bulletins, employment security laws, the Dictionary of Occupational Titles, and other publications.

2. SUPERVISORY TRAINING

PURPOSE

Good management and effective operations depend, to a great extent, upon adequate supervision. Therefore, a uniform interpretation of what supervision is and the accepted methods of effective supervision merit primary attention. Supervisory training should be given not only as a

means of instruction in the details of supervisory techniques, but also as a permanent media for continuous inter-change of ideas.

OBJECTIVES

The general objectives of supervisory training are (1) to insure that supervisors have a comprehensive understanding of agency purposes, policies and programs; (2) to encourage supervisors in developing their subordinate abilities and their capacity for advancement; (3) to train supervisors in modern techniques of personnel management; (4) to develop in the supervisor, skill in leadership and the ability to maintain good employee relations; (5) to acquaint supervisors with modern techniques of in-service training, including conference leading and job instruction; (6) to develop in supervisors the ability to evaluate the efficiency of the trainee in terms of job performance standards.

CONTENTS

The contents of supervisory training are job analysis; personnel administration and supervision; personnel practices; training methods and techniques; employee relations; public relations; advanced training units based on the contents of orientation, basic job training and advanced training for employees; and supervisory practices.

METHODS

The methods used in presenting supervisory training are conferences;

individual and group instruction in methods of presenting supervisory training at appropriate levels under the direction of the training director; formal courses; selected reading; and self-study material.

C. EVALUATION OF TRAINING

PURPOSE AND RESPONSIBILITY

One of the most important phases of any training program is the follow-up of formal instruction through supervision of the trainee and evaluation of results. Training without follow-up, supervision and evaluation is largely wasted. Instruction is not completed until errors are corrected, attitudes, and impressions adjusted and results measured. Relating the information and skills acquired to practical work situations is the follow-through that pays dividends in terms of increased efficiency and improved services.

The last but most important step in the training process is the responsibility of operating supervisors, managers, and administrative heads. Employees have a right to look to their immediate supervisors for guidance, assistance, and leadership. Managers and supervisors may request the assistance of the Training Director and his staff, but the direct responsibility cannot be delegated.

METHOD

The real test of the training program is whether the worker applies

what he has learned in his daily operations. This means a continuous improvement in the quality of work. Frequent training audits must be made in order to bring to light operating weaknesses and difficulties which will need correction and will also serve as a basis for further additions to the training program.

Training audits should reveal the results of training received, indicate the need for additional training, point out the need for retraining, and provide suggestions for changes in training methods, contents, and materials.

The Training Director should provide form letters to remind managers and supervisors of the importance of training audits. Training evaluation report forms should also be provided to insure follow-up operations. This report should contain the type of training given, date of training, trainer, purpose and objectives, and the progress made by the trainee in translating the training into job skills.

It is not enough, however, that training be evaluated solely in terms of results. It is also important to evaluate the method by which the results were obtained. Adequate evaluation will reflect the value of the results in relationship to the time and investment required to obtain the results.

CHAPTER VI

SIGNIFICANT FEATURES OF AGENCY PROGRAMS

A. INTRODUCTORY STATEMENT

This chapter contains brief summaries of the agency training programs as outlined in the materials submitted. The purposes of this chapter are (1) to identify the source of materials discussed in chapters II through V; (2) to distinguish individual state practices; (3) to present the location, classification, and number of training personnel in each agency; and (4) to point out the significant features of each program.

B. AGENCY PROGRAMS

ALABAMA

Formalized training activities are centralized in the benefit section. The over-all agency program is under the direction of a training specialist. Straight line authority exists between the office of the Chief Benefit Supervisor and the Training Unit while functional line authority exists between the Training Unit and all other units.

Operating supervisors are responsible for conducting all training in all divisions of the agency. Unit supervisors of the central office serve as training specialists. Rotation of employees between the central office and local offices and conferences at the various levels are the principal methods used. The Training Section prepares all training materials.

ARKANSAS

The Chief of the Procedures and Training Section is responsible for coordinating agency training. The Training Section of the central office consists of one Training Supervisor, one Training Technician, and two Senior Stenographers.

The training of personnel in each local office is the direct responsibility and duty of the local office manager. Staff training meetings are held from three o'clock to five o'clock each Wednesday afternoon. Short daily sessions are held when necessary to present and discuss changes and instructions.

Nine training specialists are available from the central office to assist local office managers. These specialists are functionally responsible to the training supervisor.

The Training Unit prepares all operating manuals and other training materials. No reference is made concerning policy as such, but an employee training record card is provided to record the training received by each employee and minimum standards of training for each classification of employees in the agency is established. No distinction is made between the types of training provided and no special methods are used. No employee handbook was mentioned.

CALIFORNIA

Training responsibility for the agency is placed in a Training Director who is a staff officer directly responsible to the Chief Administrative Officer.

Training units are located in all divisions large enough to warrant a substantial amount of training. The actual training is conducted by operating supervisors. A Training Advisory Committee is selected by the Chief Administrative Officer to assist the Training Officer.

A statement of policy includes the duties and responsibilities of all persons connected with training, objectives of training, types of training to be provided, methods to be used, and the procedure to be followed. The types of training objectives, methods and materials are substantially those as presented in chapters II through V.

THE PANAMA CANAL ZONE

The Panama Canal Zone has no unemployment compensation organization as such. The personnel division of the civil section of the training bureau is responsible for administering the Servicemen's Readjustment Act of 1944. There is no formal in-service training provided. The training consists of the immediate supervisor or one employee instructing others in specific duties.

GEORGIA

In-service training in the unemployment compensation division is a function of the Methods and Training Division which is attached directly to the Chief Administrator's staff. The Chief of Methods and Training is the head of the division. A Senior Training Assistant and a Training Assistant are on his staff. The Methods and Training Division is responsible for planning training programs, developing and adapting training materials, and conducting training when requested by operating supervisors.

The Chief of Methods and Training, under the administrative direction of the Agency Director, is responsible for the direction of training. He supervises and coordinates the work of staff members involved in training state and local office personnel. He confers with operating supervisors on matters of procedure and prepares procedural manuals, bulletins, and training materials.

The Senior Training Assistant, under direction of the Chief of Methods and Training, prepares training materials, methods, and procedure; plans and carries out training courses and conferences; conducts training classes, and leads training discussions; develops and writes training materials and other materials to be circulated within the agency to acquaint employees with the agency program.

In-service training is of two types: (1) Formalized training at the state level of a group of employees conducted by the methods and training

staff, or formalized training conducted in weekly two-hour staff training sessions at the operating level by local office managers or section heads; (2) On-the-job training at the operating level through close supervision of the manager or immediate supervisor in functions being performed by trainees.

Methods and techniques used are conferences, cases and points, demonstrations, questions and answers, visual aids, lectures, and illustrations. Policy is not mentioned as such and no employee handbook was reported.

ILLINOIS

There is no agency Training Officer for the Illinois Agency. A Training Unit is located in the Planning, Training and Evaluation Section. Training sub-units are located in all major divisions of the agency. The majority of the training is done in the Benefit Section.

The training staff consists of a central office unit of three technicians and fourteen area trainers, two for each of the seven areas. The duties of this staff are substantially those listed in Chapters III through V. Claims deputies are given orientation training in the central office. Other personnel is trained by area trainers or office managers.

Training plans may originate in local offices, area offices or the central office. Coordination is obtained through area trainers. Policy is not mentioned as such. Methods, objectives, procedure and materials

are those expressed in the chapters previously mentioned. The agency has no employee handbook. A handbook was published initially, but it has not been revised and it is not issued to new employees.

KANSAS

Top responsibility for training rests with the Supervisor of Training, Methods and Procedure who is, in turn, responsible to the Administrative Assistant, a position directly responsible to the Executive Director. One Training Instructor is currently employed.

The Supervisor of Training, Methods and Procedure is responsible for evaluation of training given, determination of training needs, development or adaptation of training materials, timing of training, selection of method of presentation, maintaining training records, and in some instances, conducting training sessions.

Orientation and induction training are standardized as to content and given to all employees newly entering the service and whose classification is principal clerk or higher. Advanced or continuing training is given on the basis of need and reviewed by the Training Supervisor. Materials are developed by the training unit in cooperation with operating supervisors. Closely supervised on-the-job training is given by operating supervisors. Policy was not distinguished and no employee handbook was reported. The methods, contents, procedure and materials are substantially those reported in chapter II through V.

MARYLAND

A statement of training policy includes all items listed in chapter II. A Training Supervisor in the Personnel Division is responsible for the training staff and training functions. The types of training, methods, contents, procedure and materials are those listed in chapters II through V.

MASSACHUSETTS

The responsibility for agency training rests in the Training Department which is responsible to the Assistant Executive Director. Thus, training is a staff or service department and is responsible for assisting all other departments of the agency.

The training program is planned jointly by the Chief Supervisor of Training and Assistant Directors of the Agency. The Training Supervisor and his staff have the same duties as listed in the chapters on agency practices.

Methods and techniques vary, depending upon the classification of personnel involved, the nature of the subject, the amount of time allotted, and the number of trainees. The types of training, methods, contents, procedure and materials are substantially those discussed in chapters II through V. Policy is not distinguished as such and no employee handbook was reported. Personnel policies and practices are given through training guides and staff meetings.

MICHIGAN

Responsibility for agency training is placed in the Personnel and Training Division. Training is conducted by operating supervisors with the cooperation of the Personnel and Training Division. An employee handbook is provided which includes personnel policies and practices, contents of training programs, and procedure. Methods and materials were not mentioned. The contents and procedure are those listed in the preceding chapters. The types of training were not distinguished.

MINNESOTA

Responsibility for agency training is vested in a separate Training Department directly responsible to the Assistant Director of the agency. A complete and detailed training program was reported which included all of the policies and practices discussed in chapters II through V. In addition, minimum standards and courses are established for each classification and these standards must be reached within a prescribed time in order to retain employment. A complete system of records are kept and methods of evaluating training are provided. Personnel policies and practices are provided through training outlines. The method of determining training cost and budgeting cost items was also submitted. This agency submitted the best organized and most complete materials received. This program is recommended for further study.

MISSISSIPPI

The responsibility for coordinating agency training is vested in the Chief of the Training and Procedures Department. The Training Supervisor is head of this department and is directly responsible to the Executive Director. Training personnel consists of the supervisor; one assistant whose primary duty is to assist in training activities; one assistant whose primary duty is to assist in developing procedures, writing manuals, etc; and one stenographer. The department is responsible for organizing and giving leadership to training activities for both supervisory and non-supervisory employees, imparting basic background information, and preparing employees for new assignments through the media of classes, conferences, lectures, reading assignments, etc.

The Training Supervisor, being responsible for the coordination of all training in the agency, develops training plans in cooperation with line supervisors. Such plans indicate the training objectives and the projects to be completed within a designated period. These projects are developed through consultation with all line supervisors and, to a large extent, are based upon training needs as revealed by periodic surveys and analysis by the line supervisors. The Training Supervisor is a member of the senior staff and participates in conferences called to determine policies and procedures.

In order to obtain the objectives of training, various methods and techniques are employed. Training tools such as operating manuals,

training outlines and guides, visual aids, demonstrations, and training units based upon the principles of J.I.T. are the means used.

The training plan for the period from July 1, to December 31, 1947 include primary and continuing projects for central office supervisors and departmental heads, area supervisors, local office managers, and non-supervisory personnel. The contents of these projects are those listed in the various types of training discussed in chapters II through V. Operating supervisors are responsible for using the training they receive in instructing their immediate employees. A statement of policy is included in each plan and project. Records are kept and reports are made periodically. No mention was made of an employee handbook.

NEBRASKA

The Training Coordinator, located in the Technical Services Division, is directly responsible to the chief of Technical Services. The position of Training Coordinator is a staff position and is performed by a placement specialist.

Training needs are determined by line supervisors and from analysis of training needs by the training coordinator. Training schedules are prepared at the beginning of each month stating what personnel shall be included in the various training courses for that month, the location of training, the length of training, and the trainers. No formal training units are currently provided for central office personnel. All central office personnel are trained on the job or through exchange with

local office personnel or through job rotation.

The methods, contents, types of training and materials are those listed in previous chapters. Policy was not distinguished as such and no mention was made of an employee handbook."

NEVADA

This agency is a comparatively small organization and as a result does not have either a Training Officer nor a formalized training program. Responsibility for training is assigned to the immediate operating supervisors who are in turn responsible to top supervisors.

NEW HAMPSHIRE

This agency is a small organization and most of the training is done individually on the job. When time permits, classes are conducted for a period of two or three weeks to acquaint personnel with the purposes of the organization; to bring them up to date on any changes regarding policies relating to benefit payments and contributions; and to keep them acquainted with new methods and techniques.

NEW MEXICO

The responsibility for training all employees, unemployment compensation and employment services, is discharged by employment service personnel. Training materials are being revised and will be submitted later. The Information and Training Section is directly responsible to the

Executive Director.

This is one of the few agencies where unemployment compensation duties are performed by the employment service personnel. These two functions are generally separate and independent.

NEW YORK

The Director of Training is under the supervision of the Director of Personnel and is a member of the staff of the Personnel and Training Office. His duties are essentially those discussed in the chapter on policy, with the exception that each operating Bureau is directly responsible for training its personnel independently.

This agency, with the possible exception of California, has the most complete statement of policy. The lack of centralized planning undoubtedly makes a detailed policy statement necessary.

In February, 1947, a survey committee was appointed to make a study of the training in the various Bureaus. The committee made its report on March 31, 1947. This committee recommended that the Training Director should concentrate his efforts to training the personnel of those bureaus responsible for staff and service functions and each operating bureau should develop its own training programs and establish its own specialized training facilities in accordance with its own needs. Programs initiated in the staff and service bureaus should be used to evaluate methods, procedure, and methods and the operating bureaus should be free to utilize

any parts of such programs as will be useful for their purposes.

The training programs of the various bureaus included all of the methods, contents, procedures, and materials discussed in the preceding chapters.

NORTH CAROLINA

The responsibility for coordinating training is placed in the Office of Training with a Training Supervisor as its head. The Training Supervisor is directly responsible to the Director of Unemployment Compensation. The training staff consists of four Training Technicians and an office secretary. The state is divided into four areas and a Training Technician is assigned to each area. Each area serves as a distinct training entity. Coordination is maintained through the office of training.

The contents, procedure, methods, types of training, and materials are essentially those discussed in chapters II through V. Policy was not designated as such and no employee handbook was mentioned.

RHODE ISLAND

The responsibility of coordinating agency training is assigned to a Training Director who is on the staff of the Personnel Division. The materials submitted only covered the duties of the Training Director and his staff. The duties were those listed in chapter II. Additional information was requested, but no reply has been made to date.

SOUTH DAKOTA

Training of personnel is under the supervision of the Chief of Staff Training, whose job is comparable to that of the heads of all other departments. The line of authority runs from the Commissioner through the Director of Unemployment Compensation to the Chief of Staff Training. Due to budgetary limitations, it has been necessary to combine the work of the Chief of Staff Training with Appeals Referee. The work of appeals has been extremely heavy and very little time has been devoted to training. No organized training has been given in recent months and no current training materials are available at present.

TENNESSEE

The responsibility for coordinating agency training is assigned to the Personnel and Training Section which is directly responsible to the Commissioner of Employment Security. The training program is headed by a Training Supervisor. The state is divided into four districts and a training assistant from the training staff is assigned to each district office.

The statement of training policy is clear and comprehensive. It includes all the items discussed in the chapter on policy. The methods, contents, types of training, procedure, and materials are those presented in chapters II through V. This agency, with the possible exception of Minnesota, presented the best plan for follow-up and evaluation. The

plan provides instructions for making training audits, keeping records, and making reports.

WASHINGTON

The agency training functions are being reorganized and training for unemployment compensation and employment service is being consolidated into one department under a single training officer responsible to the Chief of Staff.

An excellent statement on policy was submitted which includes the provisions discussed in chapter II. An outline of the training plan for the period from July through December, 1947, was also submitted. This plan includes the procedure for initiating training projects, the projects to be conducted, time allotment, methods to be used, contents and materials, and several selected training units.

A copy of the Tenth Annual Report (1946) of the office of unemployment compensation and placement was included in the materials made available for this study. This report contains a summary of all activities during 1946. The summary on training is of such importance as to warrant its reproduction in the appendix.

The methods, types of training, procedure, contents and materials are those discussed in the preceding chapters.

WEST VIRGINIA

The supervisor of Training is an independent staff position directly responsible to the Chief Administrator. Due to the recent budget cut, the training staff at the state level consists of only the Supervisor and a Principal Clerk. Training functions for unemployment compensation and employment service are combined.

A staff training projects chart is released every six months and field operating supervisions are required to keep a monthly check to see that their offices are maintaining proper progress in meeting training goals. The duties of the Training Supervisor and Operating Supervisors are the same as listed in Chapter II. The contents, types of training, methods and materials, are those presented in chapters III through V.

An employee orientation handbook is provided for all new employees. This handbook is constructed in workbook form and includes a statement of policy, training units, space for taking notes, selected reading assignments with questions to be answered, and personnel policies and practices.

WISCONSIN

This agency does not have a separately organized training unit, nor does it have a training staff as such. It is a small intimate organization with about 330 employees at present--and training by the working unit supervisors has been highly effective. The vast majority of employees are clerks, typists and stenographers. Supervisory positions are generally filled by advancement within the service.

Each new employee is given approximately an hour of orientation instructions by the personnel officers at the time of induction. This covers such matters as: (1) the general field of work, (2) the organizational set-up of the department, (3) his rights, duties, and status under the state-wide civil service, and (4) special regulations of the department and projects sponsored by the department in which he may participate. The employee is then referred to a division supervisor for further instructions, and in turn to the unit supervisor for instruction in specific duties and procedures. Accountants and Analysts are given about two weeks of class-room training followed by in-office work. Thereafter, they are assigned to field work.

APPENDIX 1

SUMMARY OF TRAINING ACTIVITIES

OFFICE OF UNEMPLOYMENT COMPENSATION AND PLACEMENT

STATE OF WASHINGTON

1946

Personnel turnover and the continuing difficulty of recruitment made the training of an adequate personnel staff a continuing problem during 1946. The practice started in 1945 of recruitment and training groups of individuals willing to work on a part time basis during emergency periods was continued. A large number of veterans were included in this program and as a result many have subsequently received permanent appointments.

All new employees in the central office, and whenever practicable, local office personnel, were given regular orientation and induction training. This included an explanation of personnel policies and rules and an explanation of the unemployment insurance program, the Act, and the organizational structure of the agency.

Several special projects were also undertaken during the year. A series of sound movies dealing with stenographic proficiency were obtained and presented to all employees in stenographic classifications. Several stenographers were given training on the use and operation of the vari-typer. Training bulletins, manuals, and guides were prepared to meet

specific needs and to keep the staff informed on current developments in the field of unemployment insurance. With the assistance of materials prepared by the Bureau of Employment Security particular attention was given to the retraining of interstate claims-takers in the local offices.

By special assignment the Training Section prepared a series of news releases on both the State Unemployment Compensation program and Veterans' Readjustment Allowance program. In addition the Training Section continued to collaborate with the Industrial Relations Section in the practice of conducting informational meetings for various labor groups throughout the State. Changes in personnel made it necessary for the Unemployment Compensation training officer to assume certain supervisory responsibilities over several local offices for an extended period during the year.

Through the cooperation of the Social Security Administration a training specialist spent six weeks in the agency. The purpose of his visit was to cooperate with this agency in developing an over-all training plan which would be adaptable to any state unemployment compensation agency. During his visit there was inaugurated a training program to supervisors to direct activities of subordinates more effectively. This program was based on an employee questionnaire designed to give supervisors information on the actual effectiveness of their methods of dealing with their personnel. Using this information the supervisors in a series of staff meetings discussed their shortcomings and decided on specific actions to be taken to improve. Experience has demonstrated the usefulness of this method for getting supervisors actually to deal with their people in ways that

assure increased cooperation and accomplishment.

During the last six weeks of the year the two training officers, one for Employment Service and one for Unemployment Compensation, did preliminary groundwork and planning for coordinating all training activities and programs for the combined staffs for the coming year.

APPENDIX 2

RECOMMENDATIONS OF THE BUREAU OF EMPLOYMENT SECURITY CONCERNING TRAINING

SECTION I. Training Policy

- (a) Definition of Training
- (b) Purpose
- (c) Responsibility
- (d) Bureau Participation
- (e) Delegation of Responsibility
- (f) Types of Training

SECTION II. The Induction Training Program

- (a) Definition
- (b) Purpose
- (c) Content

SECTION III. Suggested Program and Methods for Individual Job Instruction

- (a) Bases and Advantages of such a Program
- (b) Responsibility
- (c) Orientation
- (d) Functional Description of Section
- (e) Preparation for Teaching
- (f) Teaching the Job
- (g) Supervising the New Employee

SECTION IV. Suggested Program and Methods for Training in General Background

- (a) Recommendations
- (b) Explanation of Recommendations
- (c) Responsibility
- (d) Suggested Schedules and Outlines
- (e) Sample Schedule of Group Training
- (f) Sample Outline of Lectures
- (g) Outline of Leading a Discussion
- (h) Problem Situations in Discussion Groups

SECTION V. Suggested Program and Methods for Training in Personnel Policies and Practices

- (a) Purposes of an Employee Handbook
- (b) Contents of Employee Handbook
- (c) Suggested Outline for an Employee Handbook

SECTION VI. Suggested Program and Methods for Training for Efficiency and Promotion

- (a) Job Rotation
- (b) Advantages of Job Rotation
- (c) Thoroughness
- (d) Selection of Personnel
- (e) Preparation
- (f) Teaching the Job
- (g) Continued Supervision During Job Rotation
- (h) Necessary Records

RECOMMENDATIONS OF THE BUREAU OF EMPLOYMENT SECURITY
CONCERNING TRAINING

SECTION 1. TRAINING POLICY

DEFINITION:

Training is the process of assisting employees in order to enable them to increase their effectiveness in the least possible time. Since it is not possible to appoint persons who possess all the skills and knowledge needed to accomplish the work of an agency, effective administration requires that the agency take steps to assure that employees gain effectiveness in their present or future work through the development of appropriate habits of thought and action, skills, knowledge, and attitudes.

PURPOSE:

The purposes of training are: (1) to enable new employees to reach or exceed reasonable standards of performance in a minimum time; (2) to assure that experienced employees keep up with changes in law, policies, and procedures with improved methods, and with advances in their professional or technical fields; (3) to be sure that replacements are ready to take the place of employees who are promoted or leave the agency; and (4) to give all employees an understanding of the aims and the social usefulness of the agency, of the functions of its various parts, and of the relationship of their work to the work of others.

RESPONSIBILITY:

From the top should come the policy that the agency is committed to

training all employees to do their work efficiently, and to helping employees become qualified for promotion; and that this training is an important part of the job of every person who supervises the work of others. It should be clearly understood that supervisors are directly responsible for training their employees, and that the primary function of the training staff is to help by providing expert knowledge, material, training techniques, and methods.

BUREAU PARTICIPATION:

The Bureau, through its regional representatives will consult with state agencies concerning their training problems and provide technical service on request. In order to avoid unnecessary duplication of effort, the Bureau will from time to time, and with the assistance of qualified agency personnel, prepare training materials which may serve as guides for state agencies in preparing their own materials. In addition, the Bureau will serve as a clearing house for exchanging training information on training materials and methods that have been successfully used by the various agencies. This information will be duplicated and made available to all agencies. A training bibliography will be kept up to date and made available. Training sessions will be held at regional meetings upon request. To the extent that personnel is available, special training methods programs will be introduced to state agency top-line supervisions.

DELEGATION OF RESPONSIBILITY:

Situations may exist where training needed by employees is on common ground but across organizational lines. In these instances, supervisors may delegate work to another person, usually a training specialist, while

retaining final responsibility. Occasions may arise when two or more supervisors are unnecessarily duplicating one another's training efforts because personnel in several units have need for identical training. In such instances, the responsibility is usually delegated to a training director. He is responsible for coordinating and organizing such programs in accordance with the needs, suggestions, and recommendations of the line supervisors.

TYPES OF TRAINING:

The general types of training are: (1) induction training, (2) training for improvement and efficiency in job performance, and (3) training for promotion.

SECTION II. INDUCTION TRAINING PROGRAM

DEFINITION OF INDUCTION TRAINING:

Induction training consists of all instruction and guidance, formal or informal, which is given to new employees to fit them to perform their new jobs. The period of induction training should be more than a brief, formal introduction to the employing agency; all efforts to give new employees skill and understanding in performing their jobs should be considered integral parts of induction training. Only when the employee can perform his job with a minimum of supervision is the induction period finally over.

PURPOSE OF INDUCTION TRAINING:

New personnel in State employment security agencies are selected on the basis of definite requirements as to general education and special skills; however, much of the background and technique needed for their new jobs can be learned only inside the agency and must be acquired after their entrance on duty. It has been found that the most effective way to introduce new employees on their work is to provide a definite period and program for induction training.

- A. An induction training program should enable new employees to reach reasonable standards of performance as quickly and as economically as possible.
- B. An induction training program should give the new employee:
 - (1) An understanding of the specific job to be performed
 - (2) A view of the broad purposes of the unemployment compensation program in order that he may see his own work in terms of the total job

- (3) An understanding of the historical background of the agency and its relation to other governmental units and services.
- (4) Familiarity with the legal basis and administrative structure of the agency.
- (5) A picture of the agency functions and staff relationships.
- (6) Knowledge of the methods and resources provided for staff development.
- (7) Understanding of the purpose and meaning to the individual of agency personnel policies.

CONTENT OF INDUCTION TRAINING PROGRAM:

The induction training program outlined in the following sections is designed to aid State agencies in developing and presenting a program adapted to their own laws, procedures and organization. It does not prescribe what should be taught to new personnel; suggestions as to content of the training program should be looked upon as illustrative. The following sections cover (1) individual job instruction; (2) general background training; and (3) employee handbook.

Although as a general rule it is recommended that individual job instruction be given before the general background training, it may be advisable to reverse this order in training large groups of workers hired on an emergency basis to handle the post-war load. The necessity for current handling of the peak load will make it impracticable to return employees to a central point for training once they are placed in the local office or on a production job. The program outlined in this Guide material is suggested for agency use during

normal times. Modifications will be necessary to fit the program to the needs of the various State agencies.

A. INDIVIDUAL JOB INSTRUCTION:

Instruction in the operations of individual positions which new employees are to fill. This instruction should be given immediately after an employee's entrance on duty. It is desirable for immediate supervisors to give new employees a brief description of the over-all functions of the agency, personnel and office practices, and of the job they are to fill and its relationships to other jobs in the unit or section. The new employee should then be instructed in the technique of the job and be permitted to begin work under close supervision.

B. GENERAL BACKGROUND GROUP TRAINING:

Explanation of the social insurance programs, particularly the unemployment compensation program. General background group training should be given from 2 weeks to a month after the employee's entrance on duty, or as soon thereafter as a sufficient number of new personnel are available to justify training in a group. Thorough grounding in the unemployment compensation program and other social insurance programs and familiarity with the functions and organization of the State employment security agency directly affect the quality of the employee's performance.

- (1) Some State agencies have found that while personnel may perform passably when given only individual job instruction, their over-all performance improves when they understand and appreciate the importance of the program and the relation of their jobs to the execution

of the program.

- (2) Understanding of the program leads to better employees morals.

An employee may feel his work is routine and purposeless unless its relationship to the program as a whole has been made clear to him.

The employee's adaptability to different kinds of work may be increased if he has a sound foundation of knowledge of the program.

- (3) Finally, it is essential that personnel who come into frequent contact with the public, such as claims takers and claims examiners, field auditors, and appeals referees, understand the program so that they may be able to explain it clearly and in favorable light.

C. PERSONNEL POLICIES AND PRACTICES:

(See recommendation on handbooks.)

SECTION III. SUGGESTED PROGRAM AND METHODS FOR
INDIVIDUAL JOB INSTRUCTION

SUGGESTED PROGRAM:

Many State agencies have found that the most effective way of giving job instruction to new employees consists of two steps: (1) instruction by the immediate supervisor in the techniques of the job immediately after entrance on duty; and (2) closely-supervised work experience immediately after instruction in the rudiments of the job.

A program based on these steps has several advantages:

- A. The recruit becomes acquainted with his supervisor and his co-workers. The relationship of the recruit to his surroundings is a most important morale factor on a new job; the sooner any feeling of strangeness is dispelled, the sooner the recruit can settle down to learning how to do his work.
- B. The recruit who begins to do productive work soon after entering on duty feels more useful and develops good work habits more easily than one who does no work until he has had general background training.
- C. Employees are not always recruited in large enough groups to make it worth while to give training in general background at the time they are hired; to give such training many times to small groups is wasteful. When new personnel enter on duty individually or in very small groups, they should start work on their own jobs and wait until a larger group is available for background training.

D. If formal group training in general background is delayed, recruits have a chance to read reference materials before discussing them in the group.

E. Parts of group training, such as description of the functions of other sections of the agency, may be more meaningful to the recruit after he has some understanding of his own work.

RESPONSIBILITY FOR JOB INSTRUCTION:

First-line supervisors should retain the major responsibility for instructing new employees in the operations of the position. First-line supervisors know the work and come in frequent contact with employees, so that they are in a good position to teach. Moreover, since the first-line supervisor will eventually be responsible for the work of the trained employee, he should have the chance to instruct the recruit in performing the job the way he expects it to be done.

First-line supervisors may sometimes wish to delegate to the person actually performing the work the job of teaching a given operation to a new employee. In such cases, the employee who will teach the job should be given suitable guidance in methods of presenting the job. (See sections below.) The responsibility of following up this instruction and checking its effectiveness remains with the supervisor.

ORIENTATION IN THE OFFICE:

A. Introduce the new employee to other members of the unit, particularly to those working in the same room or adjacent to his working place, and to those from whom he gets work or to whom he gives his finished work.

B. Explain the layout of the office, location of files, supplies, etc.; give him a desk or working place; and point out location of rest rooms, cafeteria, emergency room, etc. If the agency has an employee counselling service, the employee should be so informed and directed to the proper person.

C. Explain such office practices as opening and closing hours; lunch or rest period; economy in the use of lights, fans, and supplies; use of telephone for official purposes only; etc.

D. Give the employee a copy of the handbook and explain briefly what it covers--the rights and responsibilities of an agency employee. Demonstrate its use, going over the contents with the employee and showing him how to use the index. At this time it would be well to remind the employee that he should feel perfectly free to ask his supervisor any questions about the work or his adjustment to it.

FUNCTIONAL DESCRIPTION OF THE SECTION:

Before instructing the employee in the operations of his position, the supervisor should present a functional description of the section in which he is to work. This description should be prepared in advance to insure that all points are covered. In preparing functional descriptions, it may be useful to make brief notes; these notes are the basis for oral description of the section to the recruits. If so desired, copies may be distributed to the recruits at the time of the description for them to retain as a permanent record.

An adequate functional description of any operating section of the agency

should include answers to the following questions:

- (1) What is the purpose of the section?
- (2) Is the section divided into units carrying out different functions?
- (3) What is the relation of the section to other parts of the organization?
- (4) Who supervises the section? What control exists over the work of the section?
- (5) How many people are in the section?
- (6) What operations are involved in the work?
- (7) What special material and machines are used, such as wage reports, punch cards, addressograph machines, etc.?

In addition to answering these general descriptive questions, it may be desirable to select examples of the work performed for use as illustration.

PREPARATION FOR TEACHING THE OPERATION OF A POSITION:

In order to teach any operation of a position effectively, the supervisor must have its parts clearly in mind. If he omits parts of the operation or teaches them in the wrong order, the employee is likely to establish incorrect work habits or forget some parts entirely.

The best way for the supervisor to refresh his memory of the steps of any operation is to prepare a detailed written breakdown for each operation he will teach. Essentially an orderly listing of activities, the operation breakdown serves several purposes. The supervisor may find, when he tries to set down the content, that he is not aware of all the work actually done; or he may know the operation so well that in explaining it he will overlook

crucial points which may create problems for the learner unless they are especially carefully explained.

Breaking an operation down is not difficult, but unless it is carefully done, it is valueless. We recommend using the following procedure:

- (1) List all the important steps in the operation in the proper sequence, (A "step" is an action which advances the operation). It is best to go through the actual operation to see how it breaks down into steps.
- (2) Opposite each step, list any "key points" which are important in carrying out the step properly. A "key point" may be some information or "knack" which makes the job easier to do, or may even mean success or failure in performing the operation. (A "step" describes what is done while a "key point" describes how to do the step.)
- (3) Check the breakdown to see that all important steps and key points are listed as accurately and clearly as possible.

Retain the breakdowns and use them for teaching. It may sometimes be useful to give the employee a copy of the breakdown when he begins to work. The breakdowns should be revised when work methods are changed so that they are always available in current form.

TEACHING THE JOB:

A. Preparation

- (1) Develop the employee's interest. Explain the purpose of the operation, its importance to the job as a whole, and its effect on the

work of other members of the unit or other parts of the agency. Find out whether he has done any similar work and point out the relationships.

(2) Prepare for demonstration. The employee should stand where he can see the work clearly and, if possible, in the same relation to work, forms, and machines that he will be in when he is actually working. All necessary supplies should be at hand and the working place set up as it should be kept. Instruct the employee to stop you and ask questions whenever he does not understand.

B. Demonstrate the Operation

(1) Go through it slowly, one step at a time. As you perform each step, tell what you are doing and why. Repeat any instructions which are not understood or which should be emphasized.

C. Drill Operation

Have the employee perform the operation and explain to you why he does it that way. Make any necessary corrections.

D. Put the Employee on His Own on the Actual Job

Watch his work for some time without actively helping him. Answer any questions he may have. Give him criticisms and pointers; if there are better ways of doing the job, point out changes he should make next time.

E. Use Reference Materials

Call the employee's attention to pertinent reference materials, such as instructions for using machines, precedent materials, and procedural manuals.

SUPERVISING THE NEW EMPLOYEE

The nature of the supervision which should be given to a new employee who is learning his job is rather different from ordinary supervision of experienced personnel. The new employee cannot be expected to remember everything he has been told in initial job instruction, nor can he possibly meet all unusual situations which may confront him without further aid; he should be encouraged to ask his supervisor any questions he may have as to purpose or procedure. From the moment he begins to work, he should assume gradually increasing responsibility for correct work, but he will have greater confidence in taking such responsibility if he knows that any significant errors he might make at first will be caught by his supervisor.

The supervisor should make clear that at this early learning stage good work habits and high standards are quite as important as if the employee were already capable of handling the job alone, even though he is not expected to produce as much work in a given amount of time as an experienced employee. At this stage, the employee cannot be regarded as a producing unit, although throughout the training period his goal should be to increase the amount he can do.

SECTION IV. SUGGESTED PROGRAM AND METHODS FOR TRAINING
IN GENERAL BACKGROUND

Recommendations for Training in General Background

- A. Recruits should be given training in general background in groups in the central office. Wherever possible, this training should be given from 2 weeks to a month after entrance on duty and should last about 3 days.
- B. Training in general background should have two parts: (1) talks and discussion about the programs, and (2) survey and demonstration of agency functions.
- C. Talks on basic aspects of the program should be given to new employees by the official responsible for the planning and supervision of the induction training program, or by persons to whom he may delegate this job. These talks should be adapted for presentation to clerical and professional personnel in separate groups. In addition, if slide films or moving pictures on unemployment compensation or related programs are available it is suggested that they be used to supplement this section of the program.
- D. Talks on program should be followed wherever possible by group discussion. It is desirable to supplement talks on program and groups discussions by the assignment of suitable reading materials, such as agency informational releases and the employee handbook.
- E. After the program talks, professional recruits should be divided into

two groups according to whether their work is in accounting or benefit functions. Each group should be thoroughly grounded in the processes required for its own function and given a summary of the procedures of the other function. Clerical recruits should be given a briefer summary of agency organization and functions. Actual demonstration of operations to clerical recruits may be omitted if time is limited.

F. Heads of operating sections should discuss and demonstrate the processes performed in their own sections. (See section 6313 for methods for describing work.)

Explanation of Recommendations for Group Training

Induction training in general background should be given to relatively large groups of personnel in the central office or some other central point. In very large agencies, or agencies serving wide geographical areas, it may be advisable to carry on group training at points other than the central office or to equip sections of the agency to carry on a program designed especially for the section's personnel. The advantages of group presentation are numerous.

Group training is economical and compact; many employees can be taught the same thing at one time. The functions and processes of the central office can be best presented to a group while they are actually in the central office. Experts who could not be made available for the instruction of individuals can be brought in to speak to large groups. Finally, interchange of viewpoints and experience among the members of the group stimulates

learning.

Responsibility for Training in General Background

A. Over-all Planning

General responsibility for planning and supervising the program for training in general background includes:

- (1) Developing and presenting discussion materials in the general background of the social insurance program.
- (2) Requesting operating heads to prepare and present information about the functions and problems of the sections which they supervise, and aiding operating heads in preparing and teaching these materials.
- (3) Reviewing and coordinating prepared materials about agency functions to avoid repetition.
- (4) Maintaining such controls of the program as are necessary to make sure that all personnel receive training.
- (5) Evaluating the program periodically and recommending necessary changes in content or in methods of presentation.
- (6) Developing methods of determining whether the training is producing good performance.

The location of responsibility for over-all planning and supervision of the induction training program will vary from agency to agency. If the

agency has a training supervisor, he should be in charge of over-all planning of general background training. In other agencies, it will be necessary to give this responsibility to the head of personnel or some operating official such as the chief of benefits.

B. Instruction in Agency Functions

Heads of operating sections may be charged with writing up and presenting to the personnel being trained the functions and problems of the sections which they supervise. Operating heads are usually more familiar with the work of their individual sections than the official planning the entire program; if properly guided, they can do the best job presenting the work of their sections.

Suggested Schedules and Training Outlines for Group Training

The following subsection contains suggested schedules and topics suitable for use in group training in the unemployment compensation program and in the organization of the State agency. Separate training outlines should be prepared for presentation to groups of clerical or professional personnel; these outlines, however, should cover similar topics and need differ only in manner of presentation. The basic outlines used should be elaborated or simplified and shortened to suit the abilities of the group being trained and the time available.

State agencies will wish to adapt and simplify these schedules and outlines to suit their laws, procedures, and organization, and to include

methods of presentation which have proved especially successful; the materials presented below are intended primarily as illustrations.

In planning group training, care should be taken to be sure that lectures are not too long (not more than $1\frac{1}{2}$ hours is suggested). A large proportion of the training period should be scheduled for free group discussion.

Sample Schedule of Group Training

A. First Day of Group Training

(1) 9:15-10:45 a.m.

(a) Introduction of group leader and members by official in charge of induction training program.

(b) Short statement welcoming new employees delivered by top agency administrator, or read for him by group leader.

(c) Talk by group leader on the need for unemployment compensation and the main features of the program.

(2) 11:00-12:30 p.m.

(a) Talk by group leader on the history of unemployment compensation before the Social Security Act and provisions of the Social Security Act.

(b) Talk by group leader on history of unemployment compensation in the State.

(3) 1:30-3:00 p.m.

(a) Talk by group leader on provisions of the State Unemployment Compensation Law.

(4) 3:15-4:45 p.m.

(a) Summary by group leader

(b) Group discussion

B. Second Day of Group Training

(1) 9:15-10:45 a.m.

(a) Talk on the organization of the employment security agency by group leader.

(b) Talk on the relationship of the USES and its program to unemployment compensation by group leader.

(2) 11:00 a.m.-12:30 p.m.

(a) Brief summary of talks by group leader

(b) Explanation of remaining schedule and split of groups by function for survey of agency by group leader.

(c) Discussion

(3) 1:30-3:00 p.m. (group splits):

(a) Benefit-function group surveys central office benefit processing, led by chief of benefits.

(b) Accounting-functions group surveys central office accounting processes, led by chief of contributions.

(4) 3:15-4:45 p.m. (group continues split):

Continuation of 3 (a) and (b)

C. Third Day of Group Training

(1) 9:15-10:45 a.m.

(a) Accounting processing summarized for benefit-functions group-chief of contributions.

(b) Benefit processing summarized for accounting-functions group-chief of benefits.

(2) 11:00 a.m.-12:30 p.m.

(a) Local Office activities summarized by head of local office operations.

(b) Discussion of processing led by chief of benefits, chief of contributions, and head of local office operations

(3) 1:30-3:00 p.m.

(a) Summary of topics covered and of high points of lectures and discussion by group leader.

(b) Discussion

(4) 3:15-4:45 p.m.

(a) Brief written quiz if desired

(b) Discussion

Sample Outlines of Lectures on Program

A. First Day of Group Training

(1) Need for Unemployment Compensation

(a) Extent of unemployment

1. Unemployment exists even in "normal" times: 1922-1929

Average unemployment among industrial workers estimated at 8 per cent (1 out of 12).

2. Number of unemployed rises sharply in depression; 1933

estimated per cent of unemployed industrial workers 39.2 (1 in 3).

(b) Main causes of widespread unemployment in urban industrial society.

1. Technological advances

2. Transition to a wage-earning population - occupational specialization.
3. Tendency toward monopoly and greater extremes of wealth and poverty.
4. Cyclical depression leading especially to increased unemployment and dependency in old age.
5. Individual causes: sickness, old age, lack of training in necessary skills, unemployment due to shifting from one job to another.

(c) Need for public methods of compensating unemployment.

1. Savings out of wages are inadequate.
2. Contributions from family or charity are uncertain and inadequate.
3. Employer insurance schemes do not cover all workers and are not compulsory.
4. Public insurance covers all workers (within the classes for which it is designed) and spreads the risk.

(2) Main Features of the State Unemployment Compensation Program

- (a) Groups which are eligible to receive benefits.
- (b) Amount and duration of payment.

(c) Financing of payments.

(d) How payments are made: Claims filing in local office, registration for work, receipt of check, etc.

(3) History of Unemployment Compensation Before Passage of the Social Security Act, and Provisions of the Social Security Act

(a) Attempts to deal with unemployment before 1935

1. Legislative proposals

a. 1916 - bill presented to Massachusetts legislature

b. 1921 - bill presented to Wisconsin legislature

c. 1921 - 1922 -- five States considered legislation but none passed.

d. 1932 - Wisconsin Act.

(i) Total cost borne by employer

(ii) Individual reserve fund - concept that employer could prevent unemployment

(iii) When employer reserve exhausted, benefits stop.

2. Early remedial measures:

National Coordinating Council, American Legion, charity drives, share-the-work schemes, Federal Emergency Relief

Administration, Works Progress Administration, National Youth Administration, Civilian Conservation Corps, Townsend movement, and Ludeen Bill.

3. State Programs of old-age and other pensions

4. Appointment and report of Committee on Economic Security;
Congress debates report of Committee on Economic Security.

(b) Provisions of the Social Security Act (as amended in 1939)
and Related Acts.

1. Unemployment Compensation

- a. Tax-offset device
- b. Other financial provisions
- c. Employers covered under Federal law
- d. Administrative provisions

2. Old-age and survivors insurance

3. Titles of the Social Security Act providing for public assistance (may be omitted)

4. Title of Social Security Act concerned with welfare problems (may be omitted).

5. Organization of the Social Security Board (describe very briefly with chief emphasis on organization and functions of Bureau of Employment Security)

a. Bureau of Employment Security (use organization and functional charts).

- (i) Budget relations to State agency
- (ii) Legislative aid
- (iii) Technical aid
- (iv) Regional office organization

b. Other parts of the Board

(4) History of State Unemployment Compensation Act

- (a) Sponsor of bill
- (b) Date first bill passed
- (c) Date effective
- (d) Date of first payment of benefits
- (e) Dates of amendment

(5) Provisions of State Unemployment Compensation Act (as of date)

(a) Coverage

- 1. Subject employers
- 2. Covered workers
- * 3. Voluntary coverage

(b) Contributions

- 1. Employers
- 2. State fund
- 3. Reductions by experience rating
- 4. Employee

(c) Benefits

1. Amount - minimum and maximum weekly
2. Duration
3. Method of computation

(d) Eligibility qualifications

1. Amount of earnings in base period
2. Unemployment or partial unemployment
3. Registration for work
4. Willingness to work
5. Ability to work
6. Availability for work

(e) Disqualification (explain reasons for disqualification and effect)

1. Voluntary quitting
2. Misconduct
3. Refusal of suitable work
4. Labor dispute

(f) Appeal provisions

B. Second Day of Group Training

- (1) Organization of the State Agency (distribute organization and functional charts)

(a) Top administrative body

1. Functions
2. Composition

(b) Top executive

(c) Advisory Council

(d) Administrative functions

1. Legal
2. Research and statistics
3. Public information
4. Budgetary
5. Personnel management and training
6. Servicing--stock and supplies, mail control, etc.

(e) Operating functions

1. Contributions
 - a. Liability determination
 - b. Collection
 - c. Delinquency procedures
 - d. Recording and banking
 - e. Tax computations
2. Benefit payments
 - a. Claims taking

b. Central office processing

c. Adjustments and appeals

(2) Relationship of the USES and Its Program to Unemployment Compensation

(a) Brief history of the USES

1. Purposes

2. Basic provisions of the Wagner-Peyser Act

(b) Organization of the State USES

(c) Functions

(d) Services performed for the employment security agency

Outline for Leading a discussion

Persons who lead discussions of aspects of the program or of the agency's function will find it useful to follow these steps in leading discussions:

A. Make up an agenda. Call for questions to find out where discussion is needed. List problems which groups will discuss. In some cases, assigned reading may be used as the starting point for discussions; in others, discussion will be more useful as a means of clarifying material presented in talks.

B. Define each problem. Wherever possible, ask members of the group to formulate the problem.

C. Use case studies. Real case histories, based on letters from the public

to the agency, may be used to illustrate some points.

D. Develop solutions to the problem. So far as possible, have members of the group answer each other's questions. Bring out pertinent facts and examples not used in the lectures to aid group in making its conclusions.

E. Summarize conclusions of discussion. Write them down in brief form to be preserved by the group.

F. Repeat B, C, D, and E for each problem on the agenda.

Problem Situations in Discussion Groups

The leader of the discussion group may in the course of leading discussions be confronted with a number of difficult situations. These situations and some devices to overcome them are listed below:

A. No one wants to start the discussion. Summarize discussion to this point and ask a direct question to start discussion.

B. The group lacks confidence in its knowledge of the topic; replies are brief or monosyllabic. Call for examples and illustrations from members' experience or cited from lectures.

C. The discussion has broken off due to some awkwardness. Ignore or cover up the break and use a direct question to start free discussion.

D. Members of the group are afraid of being corrected by the group or the leader; the group may break up into small side discussions. Encourage such groups to express their views to the whole group. Give special

attention to their viewpoints. Help them develop their statements.

E. Members of the group hesitate to express their opinions for fear of reflecting on some other member of the group. This may be recognized by some direct comment or by silence on the part of usually talkative members. Reiterate the impersonal nature of the discussion.

F. Points are made too fast. Slow up the discussion by calling on members in sequence. Have another member take down others' comments.

G. Local discussion take place outside the main group. Pay a compliment to the interesting nature of the smaller discussion and request that it be shared with the whole group.

H. It is difficult to break away from one discussion to set down comments from other members. Ask members to hold their comments for a moment. Jot down a few words to recall the comment.

I. A few members of the group monopolize the discussion. Encourage backward members to talk. Address direct questions to them, asking for their opinions. Support their statements.

SECTION V. PERSONNEL POLICIES AND PRACTICES

THE EMPLOYEE HANDBOOK

The essential purpose of an employee handbook is to provide in attractive and easily readable form information which the employee should have to enable him to adjust quickly and effectively to the environment in which he is employed. In other words, the employee handbook is a tool for obtaining the cooperation of the individual employee with the group, thus assuring a smoothly functioning organization. This cooperation is secured by giving the employee:

- (1) An understanding of the agency's objectives
- (2) An understanding of his personal duties
- (3) An understanding of the functions of his fellow workers
- (4) Confidence in the ability and desire of the agency's leaders to direct the organization toward accomplishing its objectives
- (5) Confidence that he is adequately compensated for the efforts he extends.

Much of the information on which these factors of adjustment are based is furnished to the recruit during the regular induction training period; however, it is valuable to draw together in one compact and permanent document materials on basic aspects of the agency's program, organization, relation to the public, and personnel policies.

An effective employee handbook serves both the purpose of initial adjustment to the working environment and periodic adjustment during the employment relationship. New employees retain only a portion of the material

presented to them orally during the induction training course. If a handbook containing summaries of basic background material is provided for the permanent use of employees, they may review some parts of the contents of the course which they did not completely grasp. By relying on the handbook as a supplement, the period required for effective group induction training may also be shortened. Both old and new employees need a permanent source of information about the agency, since many questions about daily work arise long after the completion of induction training. Finally, the employee who has worked for the agency for some time needs to be reminded of the essential facts concerning his employment relationship and functions as a member of the group; in this way his viewpoint and understanding may be refreshed and temporary influences which might distract his active cooperation may be offset.

CONTENTS OF EMPLOYEE HANDBOOK:

An employee handbook which is to contribute materially to the factors of employee cooperation listed above should include a number of special features:

A. Foreword

The handbook should contain a foreword over the signature of the agency's top administrator. This introductory statement is particularly well suited to expressing the interest of the top administrator in the program, the execution of the program, and the people who help execute it. The foreword should also include a word of welcome to new employees

and a concise statement as to the usefulness of the handbook to old employees.

B. Table of Contents

In order to make the handbook as useful as possible to both new and old employees, the handbook should include a table of contents showing its major topics. Such a table enables the employee to determine quickly whether the handbook contains an answer to his particular question.

C. Illustrations, Tables, and Charts

We suggest that free use of charts, tables, and illustrations be made wherever such material will logically supplement and clarify written statements. Graphic material is particularly well suited to presenting statistics on agency work load, agency organizational units, and agency functions. All tables, charts, and illustrations should be identified and listed in the table of contents for easy reference.

D. Section on State Government

The handbook may include a brief section on State government showing the relationship of the employment security agency to other parts of the State government. This section will contribute to the employee's understanding of the agency's role in the community. Suitable topics for these sections would be:

(1) History of State Government

There should be a brief, but comprehensive history of the government of the State. This history should trace the administrative evolution of the principal agencies, citing the essential factors contributing to the development of the State government to its present size and form.

(2) Description of State Organizational Structure

The historical record should be followed by a concise description of the organizational structure of the State government defining its functions, responsibilities, and authority.

(3) Directory of Principal State Government Units

Following the description of organizational structure, there should be a directory of all departments and agencies of the State government and of their principal subdivisions. Such a directory should describe the principal purposes and functions of each department, agency and subdivision, and the organizational structure. It should also list the names and titles of the principal administrative heads in each department, agency and subdivision.

E. Agency Personnel Policies

A As a principle section immediately following the section on State government should appear a statement of personnel policies of the agency. This section should contain a full statement of all policies governing personnel administration in the State agency. A brief listing

of personnel classifications and salary rates effective within the agency should be presented, together with a general description of the qualifications for each major personnel group--such as accounting staff, interviewing staff, and stenographic staff. The purpose of this listing is to inform the employee of the possibilities for advancement, and thereby to stimulate his interest in increasing his skills. Facilities and benefits available through the State government to employees of the State should be described. This should cover the retirement insurance, sick leave, vacation, efficiency rating, political activity, handling of grievances, and garnishment policies. This section might also include a brief description of the reports and publications issued by the agency and of its library facilities.

F. Agency Personnel Regulations

The statement of personnel policies should be followed by a clear statement of all rules and regulations governing personnel administration and employee conduct in the agency. If there are specific penalties for the violation of any such rule or regulation, these penalties should be stated together with the conditions under which they are invoked. This section should cover such regulations as those pertaining to overtime, travel, building and property, etc.

G. Section of State Agency

The main body of the employee handbook should consist of a section treating the State employment security agency. This section should be

as compactly written as possible so that it may be a permanent source for basic facts about the historical background of the program, the provisions of the State law, and the organization and functions of the State agency.

H. Index

The inclusion of an alphabetical subject index will make the handbook a more effective reference tool.

SUGGESTED OUTLINE FOR AN EMPLOYEE HANDBOOK

A. Foreword

B. Table of Contents

C. Section on State Government

- (1) History of State government
- (2) Description of State Organizational structure (chart)
- (3) Directory of principal State governmental units

D. Agency Personnel Policies

- (1) Personnel selection - recruitment and examination program
- (2) Classification and compensation plan
 - (a) Titles of all classified positions within the agency
 - (b) Description of duties, responsibilities, and general requirements
 - (c) Salary schedules
 - (d) Salary policy
 - (e) Merit increases
- (3) In-Service Program
 - (a) Promotion policy

- (b) Training policy
- (c) Working hours and overtime policy
- (d) Holidays and holiday policies
- (e) Service rating policy
- (f) Leave policy
- (g) Work simplification policy
- (h) Grievance policy
- (i) Supplemental benefits and facilities
- (j) Employee retirement plan
- (k) Credit union
- (l) Group insurance plan
- (m) Hospitalization
- (n) Medical service
- (o) Legal service
- (p) Rest and recreation facilities
- (r) Employee counselling
- (s) Miscellaneous

E. Agency Personnel Regulations

- (1) Attendance
- (2) Political Activity
- (3) Safety
- (4) Smoking
- (5) Selling and soliciting
- (6) Personal phone calls and visits
- (7) State guard, civilian defense, and jury duty

- (8) General conduct and appearance
- (9) Pay-roll deduction
- (10) Miscellaneous

F. Section on State Agency

- (1) History and development of the State Program
- (2) Major functions of the State agency
- (3) Brief analysis of the law
- (4) Description of the organization of the agency (chart)
- (5) Location of Local Offices

G. Index

(Note: We suggest that the employee handbook be a loose-leaf type booklet. This will facilitate revision of those sections which are subject to continual change.)

SECTION VI. TRAINING FOR EFFICIENCY AND PROMOTION

JOB ROTATION TRAINING

Definition of Job Rotation Training:

A job rotation training program consists of transferring employees temporarily to jobs related to their regular work, and supervising their work on the new job closely to give them brief and intensive training in the actual performance of the new job.

Advantages of Job Rotation TrainingA. Merit of Job Rotation Training as a Training Device.

A fundamental training principle is that guided experience is the best teacher. More can be learned about a job in a short period during which the trainee actually performs the work himself than in a longer period during which he is only furnished descriptive materials about it.

B. Usefulness of Job Rotation Training to the Agency

In states where job rotation training programs have been put into effect, the following results have been observed:

- (1) Performance on the trainee's original job improves after job rotation training. The knowledge of related jobs gained from temporary assignments results in better understanding of the requirements of the trainee's own job and its relation to other jobs.
- (2) Personnel trained in secondary jobs may be shifted to meet tem-

porary fluctuations in agency work load.

(3) A pool of partially trained personnel is created which may be drawn upon for upgrading when the work load increases to a normal level. The probable post-war shortage of personnel outside the organization suitable for recruitment and training makes it necessary to equip personnel already on the payroll to handle jobs requiring more skill. Temporary assignment to other jobs serves as a method of discovering personnel who might otherwise go unnoticed and who might be good material for higher grade jobs.

Thoroughness of JobRotation Training

Employees receiving job rotation training should be given the same basic instruction with respect to the new job that they would get as new employees regularly assigned to the job. It would not be worth-while to institute a job rotation training program unless the results obtained caused a substantial improvement in current performance, and gave trainees enough skill in their secondary jobs so that they might be used with some confidence on the second job in case of a heavy temporary work load or permanent organizational shifts.

It is not anticipated that a job rotation training program will turn out personnel equal in every way to those qualified by long experience on the job. However, the rudiments of many operating jobs in unemployment compensation may be learned in a relatively short period of practical training.

The length of training will vary from job to job. We suggest that at

the beginning of the program, personnel **exchange** be limited to periods of one or two weeks. After some experimentation, the length of job rotation training periods may be increased if special jobs appear to require longer instruction. The objective should be to provide the trainee with a usable secondary skill.

Job rotation training instruction should be given by the immediate supervisor of the temporarily assigned job. His responsibility is to give the trainee instruction equal in thoroughness to that he would give to a new employee regularly assigned to him.

Selection of Personnel for Job Rotation Training

Selection of personnel for job rotation training should be made on the basis both of the jobs involved and the personal qualifications of prospective trainees.

A. Suitable Training Jobs

A job rotation training program will be most effective if exchanges are made between jobs involving related skills or between jobs which have a functional relationship. The program may well be introduced on an experimental basis so that job rotation is confined at first to changes entirely within either the central or the local office, later expanding to central office-local office interchange. Alternatively, the program may be limited at first to shifts involving only claims-taking personnel, later expanding the program to include other employees. The following combinations are suggested only as examples; many other combinations are possible:

- (1) Local office claims-takers -- local office adjustment desk;
- (2) Local office claims-takers (large office) -- local office claims takers (small office);
- (3) Claims examiners -- field auditors (especially in coverage or fraud cases);
- (4) Local office claims examiners -- central office adjustment unit;
- (5) Local office claims takers -- central office adjustment unit;
- (6) Field auditors -- central office adjustment unit.

3. Personal Qualifications

In selecting individuals for job rotation assignments, the following factors should be considered:

- (1) Previous job training of the candidate which might facilitate his learning the new job;
- (2) Natural abilities which might enable him to adapt himself to the new job;
- (3) Low current work load in the candidate's own job or in his unit;
- (4) Jobs for which more trained personnel will be needed.

Recommendations on the basis of the first two factors should be made by immediate supervisors to a group of supervisors who will make final selections with all four factors in mind.

Preparation for Giving Job Rotation Training.

The immediate supervisor who is to instruct the job rotation trainee must know what he intends to teach before the trainee is assigned to him.

In preparing to teach the elements of a job, the supervisor should know exactly what the job consists of: what its major component operations are, and the details of these operations. The best way of knowing the content of the job is to prepare a detailed job breakdown:

- (1) List the major operations of the job.
- (2) Under each operation, list all the detailed steps.
 - (a) List details in sequence.
 - (b) Describe details exactly as they are performed on the job.

The list should be based either on the supervisor's personal knowledge or on his observation of the job as it is actually performed by someone else. In no case is it safe to rely solely on descriptions in procedure manuals.

- (3) Indicate where the work comes from and where it goes after the trainee has worked on it, with emphasis on the parts of the work which affect that of other people.
- (4) Opposite each detail, note any supplies, forms or equipment which may be involved.
- (5) Opposite each detail, note any tricks of the trade which might not be grasped by observation alone and which should be explained.

Teaching the Job to the Trainee

The following method for presenting the new job is direct and economical:

- A. Put the trainee at ease and get his interest.

(1) Describe briefly the purpose and functions of the section.

(2) Describe the duties of the assigned position, emphasizing their relationship to the trainee's permanent position.

B. Present one operation of the assigned position at a time.

(1) Using the job breakdown, describe processing and work flow.

(2) Demonstrate how job is done, processing a real or hypothetical case. Explain the details of any forms involved.

C. Have trainee try the operation which is being taught.

(1) Have trainee perform operation and repeat his instructions; criticize where necessary.

(2) Have trainee work with incumbent until he has some practice background.

D. Repeat steps B and C for each operation composing the job.

E. Let trainee take over the assigned position.

(1) Allow trainee to perform on his own for the remainder of the training period.

(2) Supervise trainee closely throughout the training period.

Continued Supervision During Job Rotation Training Period

The job rotation training assignment will prove most profitable if the trainee's attention is directed to interesting or unusual cases and if special efforts are made to explain the purpose behind his work and his

working methods. The supervisor must not regard the trainee merely as an extra pair of hands but should try to give him a well-rounded and representative experience on the job. The success of the training cannot be judged solely by the quantity of production. Some reference material, such as sections of the procedural manual pertaining to the job, may be useful. In general, however, the emphasis should be on learning by "doing" rather than through reading.

Necessary Records

Two kinds of records will be useful in carrying out a job rotation training program:

A. Job Description Cards

Job description cards will show the number of personnel fitted for any given job in the organization, and will help in selecting areas in which more personnel should be trained. The card should show necessary qualifications for each job, machines involved, length of normal training period, names of employees who have had job rotation training on this job, and dates of such training.

B. Employee Training Inventory Cards

Employee training inventory cards will be part of the personal record of each employee. Used in conjunction with job description cards, they will help determine which individuals should be trained for permanent shifts in position. These cards should be set up separately for each employee and

should show names, permanent position, other jobs he has held permanently, beginning and ending dates of such jobs, jobs for which he has been partially trained through job rotation, dates of such training, evaluation of his performance by his job rotation training supervisor, and any evidence of additional skills such as civil service ratings or academic credits.