

DOCUMENT RESUME

04066 - [B3254498]

The Government Employees Training Act of 1958: A Progress Report. FPCD-77-66; B-79896. November 17, 1977. 35 pp. + 4 appendices (23 pp.).

Report to Alan K. Campbell, Chairman, Civil Service Commission; by H. L. Krieger, Director, Federal Personnel and Compensation Div.

Issue Area: Personnel Management and Compensation (300); Personnel Management and Compensation: Training and Education Programs (304).

Contact: Federal Personnel and Compensation Div.

Budget Function: General Government: Central Personnel Management (805).

Congressional Relevance: House Committee on Post Office and Civil Service.

Authority: Equal Employment Opportunity Act of 1972 (P.L. 92-261); Government Employees Training Act of 1958 (P.L. 85-507); Intergovernmental Personnel Act of 1970 (P.L. 91-648); Foreign Assistance Act of 1961 (P.L. 87-195); Economy Act. 31 U.S.C. 686. Executive Order 11348.

The Congress enacted the 1958 Government Employees Training Act to provide across-the-board Federal employee training which would improve Government productivity. Although progress has been made in the design and use of advanced training management methodologies, persistent problems in managing and evaluating the training programs make the value of training difficult to measure. Findings/Conclusions: In the 20 years since the legislation authorizing employee training was passed, the estimated cost of training Federal civilian employees has jumped from \$1 million to a high in 1976 of \$883 million. Persistent problems in the program include: lack of effective evaluation of agency training programs, lack of agreement among agencies as to what costs to charge to training, and failure of the Civil Service Commission (CSC) to assess measurable improvement in Federal training management or why CSC's products and services are not used more. Recommendations: The Chairman of the Civil Service Commission should: accurately and methodically assess whether agencies can and will use its interagency courses and training leadership services; provide adequate additional guidance in the Federal Personnel Manual on job-relatedness of training, extent of Government support of employee self-development, and tuition-assistance policies, so that all Federal employees will have an equal opportunity to receive training; jointly with the Office of Management and Budget (OMB) construct uniform cost elements required to be used by all Government departments and agencies in accounting for training costs; and jointly with OMB construct minimum standards for training program management and evaluation required to be met by all Government departments and agencies. (Author/SC)

4066



*UNITED STATES
GENERAL ACCOUNTING OFFICE*

**The Government Employees
Training Act Of 1958:
A Progress Report**

The Congress enacted the 1958 Government Employees Training Act to provide across-the-board Federal employee training which would improve Government productivity. This report shows that, although progress has been made in the design and use of advanced training management methodologies, persistent problems in managing and evaluating training programs make the value of training difficult to measure.

The report assesses the progress made since 1967 by the Civil Service Commission and the departments and agencies in meeting congressional recommendations for improving management of training programs. The report also assesses whether the act needs revision.



UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

FEDERAL PERSONNEL AND
COMPENSATION DIVISION

B-70896

The Honorable Alan K. Campbell
Chairman, U.S. Civil Service
Commission

Dear Mr. Chairman:

This is our report assessing the progress made by the U.S. Civil Service Commission, the departments, and agencies in meeting the recommendations made by the Subcommittee on Manpower and Civil Service, House Committee on Post Office and Civil Service, in its 1967 legislative review. We also assess whether the Government Employees Training Act of 1958 needs revision. Although many Federal training studies have been made since the 1967 legislative review, we saw a need to assess the continued viability of Federal civilian training as a whole.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67). We met with the Deputy Director, Bureau of Training, and other Bureau of Training officials, whose comments were considered in the report. We also informally discussed various matters contained in this report with the President's Reorganization Project Task Force personnel.

This report contains recommendations to you which are set forth on page 35. As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the House Committee on Government Operations and the Senate Committee on Governmental Affairs not later than 60 days after the date of the report. An additional written statement on actions taken on our recommendations is submitted to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

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Copies of this report are being sent to those Committees; the Acting Director, Office of Management and Budget; the Chairman, House Committee on Post Office and Civil Service; and the Chairman, Subcommittee on Civil Service, House Committee on Post Office and Civil Service. We have recommended to the latter that his subcommittee assess the utility and frequency of the Civil Service Commission's "Annual Report of Employee Training in the Federal Service."

We appreciate the excellent cooperation our representatives received.

Sincerely yours,



H. L. Krieger
Director

GENERAL ACCOUNTING OFFICE
REPORT TO THE CHAIRMAN,
CIVIL SERVICE COMMISSION

THE GOVERNMENT EMPLOYEES
TRAINING ACT OF 1958: A
PROGRESS REPORT

D I G E S T

In the 20 years since the 1958 Government Employees Training Act authorized across-the-board Federal employee training, the estimated cost of training Federal civilian employees has jumped from \$1 million to a high in 1976 of \$883 million.

The law's objective was to "improve the performance of essential Government functions" by improving work force productivity. Problems in managing and evaluating training continue, so the worth of Government training is still largely a matter of faith.

GAO used a 1967 legislative review, "Report Covering the Effectiveness of Implementation of the Government Employees Training Act," as a starting point for this survey of Federal civilian training. Some of the reports and studies done since 1967 are discussed in appendix I. The report was commented on informally by Civil Service Commission Bureau of Training officials who manage the Commission's training effort. Their comments were considered in the report. GAO did not solicit written comments from the Civil Service Commission at the request of the Chairman, Subcommittee on Civil Service, House Committee on Post Office and Civil Service.

The Civil Service Commission and the Federal agencies have made progress in meeting the 1967 report's recommendations. Although training management techniques are being designed and used and methods of instruction have improved, some problems persist.

PROBLEMS

The Commission's "training leadership"--functions not dealing directly with teaching--offer coordination of training resources and training management methods to departments and agencies interested in them. Agency reception of these services has been unenthusiastic. Training leadership is still small compared to Commission interagency training, which has grown.

The Civil Service Commission does not assess methodically any measurable improvements in Federal training management or why its products and services are not used more.

The Commission's "Annual Report of Employee Training in the Federal Service," required by the Congress, has not been issued since 1973. The report for the fiscal years 1974, 1975, and 1976 will be issued in the fall of 1977, although statistical information from the report was furnished agencies earlier this year. It has evidently been missed only by some agencies.

Agencies are still not effectively evaluating their training programs. Effective assessments of training needs are limited, and few training cost systems are used.

Training is treated differently from agency to agency because of varied definitions of "job-relatedness" of training and differing tuition-assistance policies.

Government agencies still do not agree on what costs to charge to training. Therefore, agency-to-agency comparisons and meaningful fiscal decisions cannot be made.

The Government Employees Training Act itself does not need to be revised. Some problems might be alleviated by changes in the Civil Service Commission's training policy, as spelled out in its Federal Personnel Manual.

RECOMMENDATIONS

The Chairman, Civil Service Commission, should:

- Accurately and methodically assess whether agencies can and will use its interagency courses and training leadership services.
- Provide adequate additional guidance in the Federal Personnel Manual on job-relatedness of training, extent of Government support of employee self-development, and tuition-assistance policies, so that all Federal employees have an equal opportunity to receive training.
- Jointly with the Office of Management and Budget, construct uniform cost elements required to be used by all Government departments and agencies in accounting for training costs.
- Jointly with the Office of Management and Budget, construct minimum standards for training program management and evaluation required to be met by all Government departments and agencies.

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ABBREVIATIONS

BT	Bureau of Training
BPME	Bureau of Personnel Management Evaluation
CSC	Civil Service Commission
CPDF	Central Personnel Data File
EEOA	Equal Employment Opportunity Act of 1972
EPM	Education for Public Management Program
ETO	Educational Technology Office
FPM	Federal Personnel Manual
GAO	General Accounting Office
GETA	Government Employees Training Act of 1958
OAARC	Office of Agency Assistance and Resource Coordination
OMB	Office of Management and Budget
PCO	Program and Curriculum Office
TCM	Training Cost Model
TVM	Training Value Models

CHAPTER 1

INTRODUCTION

On July 7, 1958, the Congress passed the Government Employees Training Act of 1958 (GETA) giving the majority of Federal employees the opportunity to attend both Government and non-Government training. Before that there had been no Government-wide training entitlement, although some departments and agencies; such as the Department of Defense, had received individual training authorizations.

MAGNITUDE OF FEDERAL CIVILIAN TRAINING

At the time GETA was passed, training was projected to cost, at most, \$1 million annually. Agencies were to absorb increased costs within their existing appropriations. In fiscal year 1976, the U.S. Civil Service Commission (CSC) estimated the total cost of Federal civilian training to be \$882.9 million. These costs were broken down as follows:

	(millions)
Short-term training costs--Government and non-Government--including tuition, fees, trainee salaries, benefits, books, travel, and per diem	\$561.5
Long-term, non-Government training costs, including tuition, fees, books, travel and per diem, trainee salaries, and benefits (note a)	19.6
Estimated overhead (note b)	<u>301.8</u>
Total estimated cost	<u>\$882.9</u>

a/Training of over 120 days in duration.

b/The \$301.8 million overhead cost is estimated by CSC on the basis of 100 percent of trainee salaries.

The law authorized the departments and agencies to provide almost any type of training determined to be necessary and pertinent to the Federal employees' jobs. The Government now supports training in subjects ranging from the latest techniques in financial management to personal assertiveness and adult basic education.

Training can be short-term--from 1 to 120 days--or long-term--over 120 days. It is provided to employees by many sources:

- The agencies themselves, either by using their own instructors or consultants.
- Other agencies including CSC (interagency training).
- Colleges and universities.
- Professional groups.
- Private industry.

Federal training is conducted during and after working hours in many ways: in classrooms, on-the-job, on and off campus, in residence at schools, as a continuous course, or as a work and classroom combination. Many training methods are used, including correspondence, videotape, simulation, and computer-assisted instruction.

We examined some past problems in Federal civilian training and what is happening in those areas today. In this report, chapter 2 is a discussion of GETA and other legislation effecting training. The results of our survey are categorized in chapters 3 and 4 according to subjects covered by the comprehensive 1967 report of the Subcommittee on Manpower and Civil Service, House Committee on Post Office and Civil Service, entitled Report Covering the Effectiveness of Implementation of the Government Employees Training Act. This report is known as the Henderson Report.

Reports and studies done since 1967, and CSC and agency training organizations and programs are discussed in the appendixes.

SURVEY OBJECTIVES AND SCOPE

In 1967, nearly 10 years after GETA enactment, the Subcommittee on Manpower and Civil Service issued the Henderson Report making 28 recommendations on Federal civilian training. Among the report's findings were:

- Training costs had reached about \$180 million annually.
- Agencies lacked training cost accounting systems.
- CSC annual reports to the Congress were "potentially misleading."
- Federal training programs were increasing while average course length and cost were decreasing.

- Interagency training activity appeared low.
- Non-Government training sources were inadequately monitored.
- Types of justifiable Federal training needed clarification.
- Numerous in-service Federal training centers might be appropriately consolidated.
- CSC was not providing adequate professional leadership.
- Agencies were not adequately evaluating their training programs.

We used this report as a starting point for our survey although other subsequent reports and studies were also considered. Our objectives were to:

- Assess CSC and, where possible, the agencies' progress in accomplishing changes recommended by the Henderson Report.
- Identify training areas needing further attention and laws and regulations needing changes.

The information in this report is the result of our analysis of GETA legislative history and training studies and reports, and interviews with CSC and executive agency training officials and employees, both of headquarters and in the field. We contacted 15 executive department training offices and 1 agency training office in the Washington, D.C., area and visited on site 2 field agencies--the National Aviation Facilities Experimental Center, Federal Aviation Administration, and the Aviation Supply Office, Naval Supply Systems Command.

CHAPTER 2

FEDERAL CIVILIAN TRAINING

LEGISLATION AND RESPONSIBILITIES

LEGISLATIVE AUTHORITY

Acts effecting training in the Federal Government are the Government Employees Training Act of 1958 (Public Law 85-507), the Equal Employment Opportunity Act of 1972 (EEOA) (Public Law 92-261), the Intergovernmental Personnel Act of 1970 (Public Law 91-648), the Foreign Assistance Act of 1961 (Public Law 87-195), and the Economy Act (31 U.S.C. 686). In addition, Executive Order 11348, "Providing for the Further Training of Government Employees," April 20, 1967, expanded GETA's framework. These set out the purposes and objectives of training and the responsibilities for management of training programs.

The Government Employees Training Act

In its 1958 committee report, the House Committee on Post Office and Civil Service stated that GETA's purpose was "* * * to provide for training of employees on a governmentwide basis * * * based solely upon considerations of strengthening and improving the performance of essential Government functions." The Committee premised its recommendation on the theory that "better employee training means better employee performance, and better employee performance means more successful and productive Federal programs." The objective of improving essential Government functions was to be achieved in a cost-effective manner. Increased Government productivity would save the taxpayers money and more than offset the additional cost of improved employee training.

Specifically, GETA was intended to supplement and extend employees' self-development efforts. It provided for Government-sponsored programs which would make employees more proficient in their official duties. Agency heads were authorized to develop or provide training fitted to the special needs of their agencies. CSC was tasked with promoting and coordinating training programs, subject to Presidential supervision and congressional review.

The GETA-authorized training programs were to be designed to

- improve public service,
- save dollars,
- develop and retain a permanent skilled Federal work force,
- lower turnover,
- provide uniform training administration, and
- provide "fair and equitable" treatment of employees in training areas.

Two secondary objectives of GETA were to (1) accelerate the U.S. space and missile program by giving Government-financed advanced training to scientists, technicians, and engineers and (2) enable the Government to recruit and retain outstanding scientific and professional people.

Experience in private industry showed that dynamic training programs helped industry meet the increasing pressures of the competitive arena. The House Committee felt that GETA would aid materially in the Government's efforts to professionalize Federal service. Thus, GETA was proposed as a kind of "catch-up" with industry programs.

GETA non-Government training restrictions

Besides the general provision that training must be related to current or anticipated official duties, GETA sets other restrictions on Federal training in non-Government facilities:

1. Agencies using non-Government facilities must first ascertain that Government training facilities are not reasonably available.
2. A Federal agency's total non-Government training staff years may not exceed 1 percent of its total civilian staff years in a fiscal year.
3. Unless agency heads make an exception, employees must have 1 year of current, continuous civilian service before they can be trained in a non-Government facility.
4. Time spent by an employee in training may not exceed 1 year of Government time in 10 years of service, unless CSC waives the limitation.

5. An employee may not be trained solely for the purpose of receiving an academic degree.
6. Agencies are prohibited from training a person for promotion if another qualified individual is reasonably available.

Non-Government facilities used by the Government must not

- advocate the overthrow of the Government by force,
- attempt to influence legislation as a substantial part of their activities,
- participate in a political campaign as a substantial part of their activities, or
- use individuals whose loyalty to the United States is in "reasonable doubt" to train Government employees.

Other legislation and
Executive Order 11348

Other legislation and an Executive order expanded the scope of opportunity and the coverage of training that could be provided by the Federal Government. These include:

- EEOA which requires agencies to include in their equal employment opportunity plans training and education programs designed to provide maximum opportunity for employees to perform to their highest potential.
- The Economy Act, (31 U.S.C. 686) as amended, which provides that agencies may admit to their training programs Federal employees not covered by GETA.
- The Intergovernmental Personnel Act which provides that the Federal Government may admit State and local government employees to its training programs.
- The Foreign Assistance Act which provides that the Federal Government may admit employees of international organizations to its training.
- The 1967 Executive Order 11348, "Providing for the Further Training of Government Employees," which

defines and strengthens CSC's role in providing training advice and assistance to agencies, and emphasizes CSC's role in promoting and coordinating interagency training. The order also sets out specific responsibilities for department and agency heads as training managers.

CSC RESPONSIBILITIES

GETA and the Executive order charge CSC with planning and promoting the development, improvement, coordination, and evaluation of Federal training programs. One of the most important CSC responsibilities is the promotion and coordination of interagency training. Executive Order 11348 emphasizes CSC responsibility to identify areas where new or expanded interagency training is needed, and either to develop and conduct the training, or to arrange for an agency with subject area expertise to do so. Further, CSC coordinates training interchange among the agencies. CSC is prohibited by GETA from prescribing types, methods, and details of intra-agency training programs.

The Federal Personnel Manual (FPM), chapter 410--"Training,"--is the compilation of regulations and standards based on statutes CSC uses to govern training programs under GETA's provisions. The FPM consists of almost verbatim text from GETA and Executive Order 11348 policy statements preceded by "it is urged," and "how-to" statements of training program methodology.

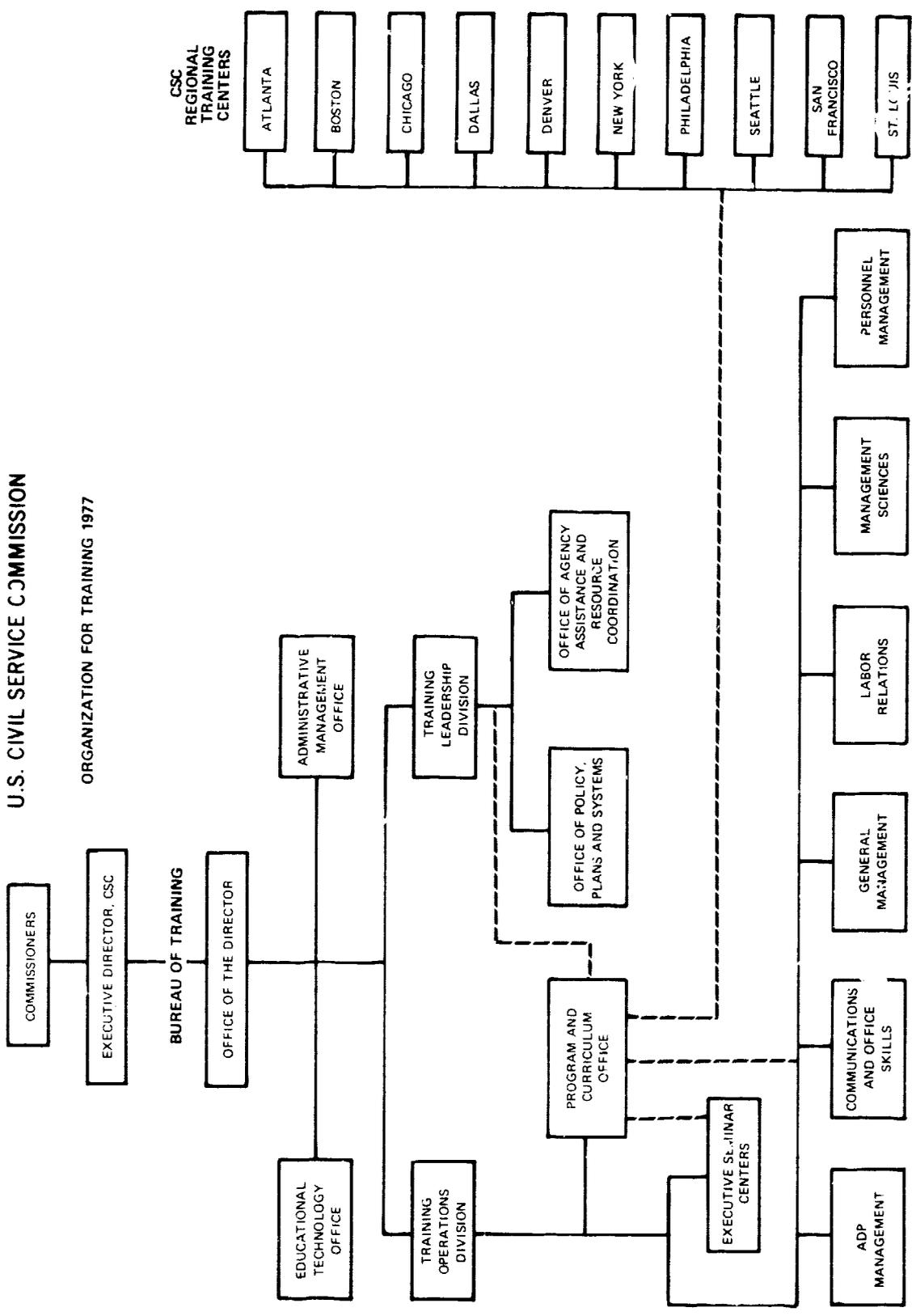
Other CSC responsibilities include (1) advising the President and agencies on improving training programs to include research and development in training technology; (2) collecting and disseminating training data; (3) assisting agencies in planning, programing, budgeting, operating, and evaluating training programs; (4) issuing standards and regulations consistent with agency needs; and (5) enforcing compliance with the law, regulations, and standards.

CSC's Bureau of Training (BT) has the major responsibility for training. 1/ BT is organized as follows.

1/The detailed structure and responsibilities of BT are discussed in app. II.

U.S. CIVIL SERVICE COMMISSION

ORGANIZATION FOR TRAINING 1977



AGENCY RESPONSIBILITIES

Agency heads are given broad discretion in operating their GETA-authorized training programs. Responsibility for fostering employee self-development efforts is given to agency heads who must establish effective training programs, including work rotation assignments, to meet the special needs of their agencies. They must review training needs annually and relate individual employee training needs to program objectives. Agencies are also responsible for developing their own training facilities, offering them to other agencies, and using other agency facilities, as practicable.

Appendix III discusses the agency training organizations we contacted.

CHAPTER 3

PROGRESS IN ACCOMPLISHING THE

HENDERSON REPORT: RECOMMENDATIONS

In June 1967, about 10 years after GETA enactment, the Subcommittee on Manpower and Civil Service, House Committee on Post Office and Civil Service, issued a Report Covering the Effectiveness of Implementation of the Government Employees Training Act. The Henderson Report, as it is called, concentrated on the following:

- The overall cost of training.
- Recent trend in training programs.
- Number and levels of employees who had received training.
- Types of training received.
- Where non-Government training funds were being spent.
- Need for changes in the act.

The report formulated 28 recommendations which have been of continuing concern to CSC. In 1969 and again in 1971, CSC reported to the House Committee on Post Office and Civil Service on progress toward effecting recommended improvements. The latest status reports, in 1973 and December 1976, were internal CSC documents, the latter of which was written in response to inquiries from the Office of Management and Budget (OMB) and from us.

Our discussion of CSC's and, where appropriate, agencies' progress in implementing recommendations will be structured around 28 recommendations, which are grouped into 7 categories:

- Training evaluation.
- Interagency training.
- Training information and cost systems.
- Non-Government training.
- Agency training programs.

--Training methodology.

--GETA restrictions on training.

The full text of the 28 recommendations is contained in appendix IV.

TRAINING EVALUATION

The Henderson Report recommended that:

--CSC develop more definitive training evaluation guides and assist agencies in using them.

--Agencies develop training evaluation programs to cover all training phases from requirements to post-training employee performance.

Our 1975 report, "Better Evaluation Needed for Federal Civilian Employee Training" (B-70896, August 12, 1975), addressed specifically the problem of training evaluation. The report answered the question: How have CSC and the agencies

--measured training effectiveness,

--fulfilled GETA evaluation requirements, and

--progressed in implementing 1967 Henderson Report recommendations?

The report showed that GETA evaluation requirements were not being met adequately. Some trainee performance measurements were taken during the course, some on its completion, and some after the trainees returned to the job. The extent, detail, timing, and scope of the measurements varied widely. In many cases the use of measurements was so limited that effective evaluation was impossible. While the report found that employee performance was assessed upon return to the job, the type, timing, and depth of this assessment often fell short of standards suggested by training authorities.

The report recommended:

--Uniform training cost data collection and reporting and efforts to increase use of the CSC Training Cost Model (TCM).

--Reemphasis of agency responsibility to control and evaluate training, and CSC promotion and monitoring of effective evaluation methods.

BT has developed several tools for agencies to use in evaluating their training programs. Two such tools are the Training Value Models I and II (TVMs) and the Comprehensive Evaluation Model. TVMs are companions to the TCM, which is discussed later in this chapter, and are for agency use in doing cost/benefit analysis. The Comprehensive Evaluation Model is designed for agencies to tailor to their evaluation needs. TVM II and the Comprehensive Evaluation Model are still in development. BT does not know how many agencies are using or will be using the models. The models are discussed in detail in appendix II.

CSC takes its "bag of tools" to agencies, recommends their appropriate use, and tries to leave the agency with expertise in the tool's application. It does not judge an agency's success in using tools like the TVM, nor does it determine the dollar benefit of the technique's utility. CSC does not require the agencies to use the products developed by its training leadership staff. Although it has the authority to set standards and require agency compliance, it has not done so, preferring to rely on agency volunteerism.

BT, however, feels that its "consulting" services to agencies will result in better training evaluation. Agency requests for technical assistance are growing. BT's Office of Agency Assistance and Resource Coordination (OAARC) now responds to approximately 6,000 requests a year, ranging from telephone questions to prolonged onsite assistance. OAARC reports 20 substantial technical assistance efforts on-going, up from none 2-1/2 years ago. As an example, it assisted OMB in doing a training needs assessment for program evaluators. This assistance is not always free. Generally, assistance projects of more than 3 days' length are reimbursable by the agency.

Training needs assessment is another area in which CSC is working to insure that training programs yield the desired results. Also known as task, performance, or "front end" analysis, training needs assessment methods isolate the knowledge and skills needed to perform a certain job before a course is designed or a trainee is selected. BT has worked with the newly organized Federal Procurement Institute in performing a task analysis of the procurement occupation before designing its curriculum. In BT's opinion, this costs more at first but, in the long run, minimizes waste in training programs.

CSC has also revised its guidance on performance appraisals to allow training needs assessment as part of the personnel appraisal process. Thoughtful planning about the

developmental needs of Federal employees could cut down on the "laundry list" approach to training, where agencies grab any available body to fill course space. Evaluation of training results is facilitated when the manager knows beforehand what the course purpose is and why his employee is attending.

Although BT has made progress in developing evaluation tools, recent studies have found that agency training evaluation is still a problem. A 1976 review of Federal executive development programs by the Survey and Investigative Staff of the House Committee on Appropriations recommended that CSC assist agencies in developing effective training evaluation systems for executive development, as agencies were making little effort to evaluate the need for or usefulness of formal executive training. BT, in a 1976 survey of 17 Federal agency training officers, found that the agencies asked for most help in training evaluation. The on-going Federal Personnel Management Project, in its September 1977 Option Paper Number Three, defined "gross inadequacies in (training) evaluation" as one of the central problems in Federal workforce development. The Survey and Investigative Staff report, the BT GETA review, and the Federal Personnel Management Project option paper are discussed in appendix I, pages 41, 45, and 46. As an illustration in the two agencies that we visited, there were no indications of evaluation programs that included all phases of training from requirements to employee post-training performance, as recommended by the Henderson Report and reemphasized in our 1975 study. Each agency did some limited course evaluation.

At one agency, the training office does not use CSC training leadership products, such as the TCM or TVMs. It limits its contact with CSC to requests for CSC interagency courses. It is agency officials' belief that their training office has the same or better capability than CSC. It is management's policy to develop all training programs within the agency. A report resulting from a 1974 CSC New York region audit team noted that the only problem in the agency's "well-run" training program was a lack of training followup evaluation. As of January 1977 the agency still did not follow up with its supervisors to ascertain if trainee on-the-job performance had improved as a result of training. Yet assessment of employee training needs is done by the supervisors, who also assign priorities to the training and schedule it.

At the other agency, employee training needs may come from management reviews, inspections, supervisors, division training administrators, or the employees themselves. Although the agency has a system of prioritizing training

course requests, employees may be selected for training on the basis of seniority, need, potential, or interest in the course. There is no formal evaluation system. The training office encourages division training administrators to obtain trainee course critiques and supervisory evaluations of trainee on-the-job performance. We were told that supervisors are often reluctant to complete the post-training evaluations.

As was the case at the first agency, the second training office does not use CSC training leadership products like the TCMS. We were told that the resources to use cost/benefit studies or productivity measures were not available, and that, furthermore, there was not a real need for those evaluation methods.

The training officer has never requested assistance from the CSC regional training leadership staff. He said his training staff has considerable training expertise and does not require CSC assistance in training methodology. Again, as was true at the first agency, this second agency's contact with CSC is limited. The last CSC review of its training was in 1976.

INTERAGENCY TRAINING

The Henderson Report recommended that:

- Interagency training programs continue but avoid duplication wherever possible.
- CSC identify training duplication and work with agencies to combine resources.
- Agencies let more employees from other agencies attend their training.
- CSC review agency training centers with a view toward consolidating them.
- CSC devote more resources to reviewing and coordinating agency training programs instead of being concerned primarily with conduct of its interagency training.

CSC interagency training

Interagency training is defined in FPM chapter 410, "Training," as training done by one agency for others, or

training shared by two or more agencies. Interagency training increases every year, especially at CSC whose interagency training operations income (from agency reimbursements) has doubled since fiscal year 1973.

<u>Fiscal year</u>	<u>Revolving fund income</u>
1973	\$10,043,214
1974	12,684,702
1975	16,726,973
1976	19,336,936

Responsibility for interagency course design and delivery at CSC is vested in BT's Training Operations Division and in the 10 CSC regional training centers. The types of training offered are: automated data processing, communications and office skills, general management, labor relations, management sciences, and personnel management.

CSC operates four executive seminar centers, and two special purpose training organizations--the National Indian Training Center, Brigham City, Utah; and the Southwest Intergovernmental Training Center, San Antonio, Texas. CSC also operates the National Independent Study Center (correspondence courses), Denver, Colorado. The Federal Executive Institute in Charlottesville, Virginia, offers residential training to Government supergrades and is a separate entity reporting directly to the Chairman, CSC.

Approximately 60 percent of CSC interagency courses are presented on site at the agencies, to employees of that and other agencies, so that the instructor travels to the trainees, and not vice versa. Approximately 400 locations are used. During fiscal year 1976, 156,000 people, of whom 12,600 were State and local employees, participated in CSC classroom courses, with an additional 9,700 trained by alternative methods. According to BT, this was done in a year when agency training enrollments were down because of budget and employment constraints. In fiscal year 1976 interagency training cost an average of \$186 per instance.

CSC has increased its efforts to avoid duplication between its courses and training offered by other sources. Curriculum guidance for the nationwide CSC training effort and advice on approval of new courses is one of the responsibilities of BT's Program and Curriculum Office (PCO) which was organized in 1975.

PCO is responsible for advising the Assistant Bureau Director for Training Operations, who has course approval

authority, on courses proposed for development. A course proposal to PCO includes the target audience, the importance of the course, the proposed length, and the cost. PCO turns down very few course proposals that it receives. Primarily, it functions to prevent duplication of effort among the training centers, and to insure that a course is related to an approved curriculum. More than 95 percent of CSC inter-agency courses are developed in-house.

When PCO receives a course proposal, it first checks its files to see if a similar course exists in CSC. It then checks the Washington training center cognizant of the course area to see if the center is aware of non-Government courses on the subject. The Washington training centers function as curriculum leaders for CSC. PCO does not check with the Training Leadership Division to see if it knows of agency need for the proposed course.

CSC recently developed the National Interagency Training Curriculum for course coordination. Courses in the curriculum are standardized throughout the training centers so that a trainee in Boston receives the same course as a trainee in Dallas. For inclusion in the national curriculum, a course must be offered at least annually in each CSC region, although two regions can cosponsor a course. The national curriculum now includes 54 of the 400 courses offered by CSC. A detailed discussion of CSC course development is contained in appendix II.

CSC training leadership in interagency training

"Training leadership" is a phrase used to designate all CSC activity not having to do with direct training delivery and support. Training leadership at CSC was not well established until 1974.

In its "outreach" program to the agencies, CSC coordinates agency training efforts through

- planned visits to agency trainers;
- Region Training Council participation;
- information dissemination through publications, round tables, workshops, and agency "showcases";
- personal contact between agency and CSC staffers to coordinate resources.

CSC promotes and coordinates interagency efforts primarily through formal interagency forums, such as the Interagency Advisory Group of agency personnel directors. BT points to interagency training centers, like the Federal Law Enforcement Training Center, and the new Federal Procurement Institute, as signs of CSC's success in consolidating agency training in new interagency centers.

One recommendation of the 1975 BT Policy Review Paper, "An Examination of the Promotion and Coordination of Agency-Sponsored Interagency Training" (see p. 39), suggested that BT review agency training centers to determine if some could be consolidated or made interagency. BT was not able to supply data on agency training centers consolidated or made interagency, or on duplicative agency courses identified. In its 1976 update on Henderson Report recommendations, CSC mentioned that in its view duplication is not necessarily bad and is, in fact, encouraged by GETA. Interestingly, the 1976 CSC Training Act Review (see p. 45) found that 4 of the 17 Federal agencies contacted indicated that they wished to start their own training centers.

In 1976 CSC published a catalog of agency facilities in the Washington, D.C., area, Shared Training Facilities, which lists agencies willing to loan training room to others. CSC had a difficult time convincing agencies to open their facilities to others, and in fact CSC had to be coerced itself.

The Henderson Report recommended that CSC devote more time and staff to reviewing and coordinating agency training instead of being primarily concerned with training delivery. CSC has augmented the staff and budget of its Training Leadership Division, but the staffing ratio of training operations to training leadership remains lopsided. For fiscal year 1977, the ratio is about 4 to 1, with training operations authorized 419 personnel to training leadership's 103. Training leadership's appropriated fund budget for fiscal year 1976 was \$2.3 million to training operations' revolving fund income of \$19 million. Still, training leadership's budget had grown from \$1.5 million in fiscal year 1973, with most of the dollar increase in fiscal year 1976 due to the effect of staff pay raises.

The training leadership function has also spread to the CSC regions. Staffers to advise and assist agencies were appointed in 1973. The number of regional training leadership personnel ranges from one in Boston to seven in Dallas. Regional training leadership staff are active in 50 regional training councils coordinating Federal, State, and local training.

TRAINING INFORMATION AND COST SYSTEMS

The Henderson Report recommended that:

- Agencies establish better training cost systems, perhaps incorporating them into existing cost accounting systems.
- CSC develop a reporting system to measure training progress, trends, performance, and compliance.
- Training be categorized by purpose.

At the time the Henderson Report was written, CSC was reporting to the Congress only the information then required by GETA--annual name listings of Government employees who received training of more than 120 days in non-Government facilities. Neither the Congress nor training officials could use this information to assess Government training programs. Since that time CSC has expanded its reporting and has been required to render the "Annual Report Of Employee Training in the Federal Service" to the President, the Congress, and the executive agencies. GETA has also been amended by Public Law 93-156, November 21, 1973, to require CSC to provide an annual analysis of administration and operation of Government training.

Annual Report of Employee Training in the Federal Service

CSC's annual report contains information on Federal training trends, type of training, number of training instances, costs, training sources, and personnel profiles of trainees. Although it was initially a manual reporting system, the annual report data was automated in 1973. No annual report has been issued since the data was automated, although CSC furnished statistical information to the agencies earlier this year.

At the outset, the newly automated annual report was delayed because of CSC automated data processing equipment problems which have since been corrected. A second factor contributing to the 3-year delay in issuing the annual report is a lack of a parallel system in the agencies. Agencies felt it would be prohibitively expensive to maintain two reporting systems while CSC's automated system was debugged.

The new annual report from the automated system, which CSC will distribute in the fall of 1977, will be a combined

report for fiscal years 1974, 1975, and 1976. Fiscal year 1974 will be the report's baseline. The report is to distill masses of data into an understandable format for management use throughout the Federal Government. CSC had not issued its formal annual report at the time of this survey.

BT believes the new automated annual report will have advantages over the old one. Under the old system, agencies reported training data once a year; now training of more than 8 hours is reported as it occurs. This gives greater reporting accuracy. The new timeliness of agency reporting will allow CSC to provide agencies with feedback on their training 2 months after the close of each quarter. Agencies will receive a full training report for themselves and a summary of other agencies' training.

The annual report will show training categorized as one of the following types.

- Executive and management.
- Supervisory.
- Legal, medical, scientific, engineering.
- Administration and analysis.
- Specialty and technical.
- Clerical.
- Trade or crafts.
- Orientation.
- Adult basic education.

Training will also be shown by purpose.

- Program change.
- New technology.
- Work assignment.
- Improve performance.
- Staff needs.
- Develop skills.

- Apprenticeship.
- Orientation.
- Adult education.

And it will be shown by source.

- Internal.
- Interagency.
- Non-Government long term.
- Non-Government short term (developed).
- Non-Government short term (off-the-shelf).
- State or local.

The new annual report will also offer more detailed data in minority training (EEOA compliance) and training by sex and occupation.

The CSC annual report has not and will not indicate training value in terms of improving productivity and performance. Instead, the report will describe agency "success stories" about its training program accomplishments during the year. Because training evaluation is a problem, training's value to agencies is not, as a rule, quantifiable.

TCM

The TCM, first published in 1972, is CSC's answer to the Henderson Report's recommendation to develop a uniform training cost accounting system. Its use by agencies is not mandatory. TCM is a simulation model which allows the user to predict or to reconstruct training program cost. In it, CSC offers four major standard cost categories:

- Training (salary, travel, per diem, tuition, materials, and supplies).
- Instruction (salary, travel, per diem, and preparation/instruction time).
- Facilities.
- Development and production.

TCM is a two-part training model. The second part is either the TVM I or II. The TCM can be used with the TVM I or II to measure economic costs against the economic benefits of training to agencies. TCM is available on magnetic tape to the agencies.

BT estimates that 400 trainers have received a course in TCM. The course is no longer offered on a regular basis because of low demand. Our 1975 report, "Better Evaluation Needed for Federal Civilian Employee Training," found that only 12 percent of training officers surveyed, who accounted for training costs, used TCM.

A BT analysis determined that TCM is not used more widely because trainers (1) thought TCM use was too time-consuming, (2) did not believe managers were interested and did not have the skill to interest managers, (3) found it hard to get the needed productivity measures.

NON-GOVERNMENT TRAINING

The Henderson Report recommended that:

- CSC and the agencies pay closer attention to GETA's requirement that non-Government training facilities can be used only if Government facilities are reasonably available.
- CSC actively review agency use of non-Government sources, and make a greater effort to evaluate the on-the-job effectiveness of non-Government training.
- Agencies not permit non-Government training to prepare an employee for promotion if there is already a qualified individual on board.

Review of non-Government training

CSC's Bureau of Personnel Management Evaluation (BPME) has responsibility for reviewing agency use of non-Government training facilities, which it does as part of its agency personnel management audits. Some BT employees expressed dissatisfaction with BPME's training coverage, since they have gone from program to system audits. In other words, BPME makes sure that the agency has a system for determining that non-Government training is justified, rather than judging individual instances.

BT provides agency training program information to BPME for general audits, and on occasion will provide a training staff member to the BPME audit team. The auditors use the following criteria to determine if agency use of non-Government training is justified.

--The agency makes a reasonable effort to determine that the needed training is not available within the Government. BPME looks at agency records and the demonstrated agency decisionmaking process.

--The agency has determined that training selection is equitable (that the selection process is not discriminatory).

BPME audits have found infrequent violations of training laws or regulations.

BT has devised another less formal means of monitoring non-Government training. It checks lists of Government contracts advertised for bid in the Commerce Business Daily, a publication which provides information to industry about Government procurement. BT contacts agencies advertising training contracts to determine if the use of non-Government sources is justified and to remind them of FPM 410 requirements. If the contract seems questionable, the information is furnished to BPME to use in reviewing the agency. Information from the Commerce Business Daily is kept for BPME reference. Of an estimated 20 to 25 CSC inquiries in 1976, one case was passed to BPME for review. It is still pending.

In its role as a consultant to agencies, CSC encourages appropriate use of non-Government facilities. The staff is available to answer questions and assist agencies in deciding whether to use non-Government training sources. CSC publicizes training information, Government and non-Government, so that agency trainers know what is available. Primarily, CSC approaches agency use of non-Government training as a problem in disseminating information because the staff believes that getting information to agencies about Government resources has encouraged them to use Government rather than non-Government sources.

Relevancy of non-Government training

In answer to GAO and its own audit findings of agency approval of non-job-related non-Government training, CSC plans to issue a revision to the FPM Chapter 410, "Training." The proposed new section, subchapter 5-10, "Ensuring Relevancy of Training Through Non-Government Facilities," should

be ready for release in December 1977, according to CSC. The new subchapter is addressed primarily to job-relevancy of non-Government training used in upward mobility program, long term, and career ladder training. It does not answer the question of the extent to which the Government should supplement employees' self-development efforts. One BT official expressed his belief that the FPM revision would not be of great assistance to agencies having difficulty in determining what is and is not job-related training.

Evaluation of non-Government training

CSC does not evaluate the effect of non-Government training on job performance. Agencies pay for non-Government training and are responsible for appropriate use of personnel after training. Thus, the agencies are responsible for evaluating the effectiveness of non-Government training. The problem of evaluating all Government training, not just that done by non-Government sources, was discussed earlier in this report.

Cost of non-Government training

In fiscal year 1976 the cost of short-term non-Government training was:

Non-Government off-the-shelf	\$37,632,403
Non-Government developed	6,675,030
State/local	<u>523,005</u>
Total	<u>\$44,830,438</u>

This represents about 30 percent of the \$152 million total training cost accounted for in CSC's automated system. An additional \$4.4 million of long-term non-Government training was reported separately to CSC, for a total non-Government training cost in fiscal year 1976 of over \$49 million. This cost does not include participants' salaries or training overhead.

AGENCY TRAINING PROGRAMS

The Henderson Report recommended that:

- Agencies review periodically the types of employees receiving training to assure continued equity.
- Agencies continue to train their employees themselves when comparable training is not available elsewhere.

- Agencies review their training selection guides and follow up more often to insure compliance.
- Supervisors receive more definite information on training objectives to better evaluate on-the-job results.
- Agencies not develop training or education programs which are available through public or private school systems.
- Agencies not use GETA funds to obtain training which could be acquired through other federally funded programs.
- No training be given or financed solely for the employee's benefit.
- Agencies review their own training centers, considering all the Henderson Report recommendations, and insure that training is up-to-date.

BT has a problem in dealing with Henderson Report recommendations addressing agency training programs since it views itself primarily as an "advisor" and not an "enforcer." CSC generally does not force agency correction of deficiencies identified by the Henderson study. BPME assesses agency compliance with GETA and FPM during its audits, and it has found few violations.

BT feels that training equity is a matter for the agency to decide. Officials point out, however, that when the new annual report is issued it will give a break-out, by agency, of trainees according to minority, sex, pay system (General Schedule or Wage Grade, etc.), and grade level, so that agencies will know what groups are receiving training. Blue-collar occupations may seem underrepresented as agencies do not report on-the-job training and classroom training of fewer than 8 hours duration. We found no evidence in our survey that agencies or CSC review for training equity.

CSC also aids agencies in determining if required training is available before agencies develop their own programs. CSC does this through publications, such as the Federal Trainer, and through interagency course catalogs, agency technical assistance, and through participation in forums like the Interagency Advisory Group. TCM could help agencies determine which courses are most economical, but, as was pointed out earlier, it is not in wide use.

That does not mean, of course, that agencies have not developed their own costing methods; both agencies we visited had computed training costs prior to scheduling courses.

In the same vein, CSC also has training needs assessment methodologies which could aid agencies in selecting employees for training. We viewed a new CSC videotape which briefly instructs supervisors in using task analysis to determine their employees' training needs. Since it is generally the supervisor and not the training officer who selects an employee for training, the tape is directed to the right audience.

Neither agency we surveyed mentioned problems in selecting employees for training. BT in its Training Act Review contact with 17 Federal agency training officers, found that they had no problem with CSC guidance on selecting employees for training. One agency contacted by CSC and one contacted in our survey tied formal training courses to some employees' Individual Development Plans--career "road maps." Agencies do have problems deciding what is "job-related" training, but since that is a problem in itself, it is discussed separately.

The Henderson Report recommended that agency supervisors be provided with clear and definitive course objectives so that, after training, they could measure any improvement in job performance. It seems to us that the report was talking about defining course objectives in terms of observable actions on the part of the trainee; in other words, describing what the trainee would be able to do, not what he would know, after training. This recommendation is tied to problems with training evaluation. We found in our survey that CSC at least provides specific information in its course brochures about what trainees will be able to do after training. At the agencies we visited, training officers rarely follow up with supervisors about training value in on-the-job performance.

In connection with this, BT, in its internal 1976 Henderson Report Update, mentioned the potential worth to agency supervisors of the TVM approach to measuring training-initiated changes in employee performance. TVM, however, was designed for use by training officers doing cost/benefit analyses and, thus far, few use it.

In the area of cooperative efforts with public and private school systems, both agencies we contacted use local schools to train their employees. One, for instance, is developing a maintenance work-study program for local high

school students, and the other contracts with the local school district for business courses.

BT feels it cannot define clear action for itself, except for information dissemination, in areas addressed by some Henderson Report recommendations.

Job-related training

The Henderson Report underscored the GETA requirement that Government-sponsored training must be related to the employee's present or potential job. In its 1976 Training Act Review, BT found that defining job-related causes a lot of agencies problems. Of the 17 agencies surveyed, 8 wanted CSC to clarify job-relatedness and the extent to which the Government should support employee "self-development."

The current CSC policy on job-relatedness is contained in FPM chapter 410, subchapter 1-12 (a) (7) "Definitions," subchapter 3-4, "Selecting Training Content, Methods, Resources and Strategies," and subchapter 2-2, "Identification of Training Needs." CSC does not prescribe any structured system of determining job-relatedness. As BT interprets GETA, there is no requirement that job-relatedness be defined by agencies in the same way, so agency definitions vary in liberality. This may cause problems when employees move from agency to agency and receive differing support. In times of tight budgets agencies may tighten their definition of job-related to conserve money, and employees in some agencies have filed grievances over not receiving the same support as others before them.

As was mentioned in the earlier discussion of non-Government training, CSC plans to issue additional FPM guidance on determining relevancy of non-Government training supported by agencies. The proposed subchapter does not address the extent to which agencies should support Government training or employee self-development.

Agency review of training programs

Agencies should review their training programs to be sure they are well managed and adequate. CSC, through BPME, checks compliance with laws and regulations.

We found no evidence of agency training center reviews of the kind recommended by the Henderson Report. At one of the two agencies we visited in the field, the review and update of internal training is done by its central agency technical and management schools.

Agency tuition-assistance policies

Although not specifically mentioned as a problem by the Henderson Report, we found that department and agency support of employee after-hours training varies widely. Activities will pay from 50 to 100 percent of course tuition. They will also pay for all books, materials, and fees; or none. Some activities have a dollar or course limit per person, per semester; some do not. In all but 1 of the 15 departments and 3 agencies we contacted, the decision authority about how much to pay for after-hours education and training was delegated to the operating level. Budget constraints were the governing factor in the various support policies.

As with varying agency definitions of job-related, for purposes of payment, varying after-hours support policies could cause employee dissatisfaction. None of the departments or agencies contacted reported any major problems in this to date.

TRAINING METHODOLOGY

The Henderson Report recommended that:

- CSC develop a program of analyzing new training methods and techniques before the methods and techniques are adopted by the Government.
- CSC consider serving as a central source of advice on training equipment.

In a 1974 reorganization, CSC separated the educational technology function from training leadership to form BT's Educational Technology Office (ETO). ETO is charged with "leadership and guidance in the development, selection, utilization and evaluation of modern instructional methods and training techniques." ETO's major goal is promoting instructional technology--using scientific knowledge to improve teaching.

ETO's most recent major project was to study instructional television as a method of delivering Government training. The Office of Telecommunications Policy asked CSC to do the study. A four-agency task group composed of OMB, General Services Administration, Office of Telecommunications Policy, and CSC is working on implementing the study's recommendations. The study concluded it was premature to consider Government broadcast capability now.

The second recent major ETO output is a videotape, "Orientation for Federal Employees," to indoctrinate new Government employees. The agencies can buy the videotape, which was produced by a contractor.

As we mentioned in our training evaluation discussion, BT has developed some modeling techniques that Government trainers can use, but there is no evidence of their impact on training management.

GETA TRAINING RESTRICTIONS

One of the objectives of the Henderson study was to determine if GETA needed revision. The report recommended that:

- CSC determine whether manpower shortages exist because of academic degree requirements of Government jobs, and recommend whether GETA's restriction on academic degrees should be changed.
- CSC determine why the GETA requirement of "1 year of current continuous civilian service" before an employee could receive non-Government training had been waived so often, and whether that requirement should be dropped.
- CSC recommend to the Congress whether or not the GETA limitation of 1 year of training time in 10 years of Government service should be continued.
- The Congress eliminate the GETA requirement for agencies to submit annual lists of names of employees who receive long-term non-Government training.

CSC has determined that degrees are required for only 30 entry-level civil service positions--10 percent of all series in which the median grade is GS-9 or higher. Thus, the GETA restriction on training solely to receive academic degrees would not be an impediment to getting qualified people into Government. The recent BT Training Act Review found that only 2 of the 17 agencies surveyed felt the restriction on degree acquisition had outlived its usefulness.

The same BT study also concluded that the 1 year of current continuous civilian service requirement and the 1-year-in-10 limitation were not causing sufficient problems

to merit a change in the law. BT rarely receives requests for waiver of the latter requirement.

The GETA requirement for annually reporting names to the Congress of employees getting non-Government training of more than 120 days was dropped in 1973 after the Henderson Report. CSC still receives the information from the agencies.

CHAPTER 4

CURRENT CONCERNS, CONCLUSIONS, AND RECOMMENDATIONS

In our survey of CSC and agency progress in meeting recommendations of the Henderson Report, we did not find any major new problems. Federal training policies and programs have been well studied, and major problems are known to CSC and the agencies. We feel CSC has made good progress in making changes recommended by the Henderson Report.

CURRENT CONCERNS

Training evaluation

Training evaluation is still a major problem in Federal training. Training should be done for specific purposes identified by agency managers. This type of human resource management is no different from management of plant and equipment, which must be purchased, maintained, and replaced. Training is the maintenance aspect of human resource management. Training evaluation is needed to see if maintenance efforts are productive in improving employee performance.

To evaluate a training investment successfully, agencies must first know what the employee is doing in his job, what he should be doing in his job, and whether training could bridge any gap between the two. This is the employee performance appraisal aspect of human resource management, which falls outside the training area per se. If it is decided that training is the answer to employee performance gaps, agency managers should evaluate whether or not the trained employee has, in fact, improved his performance. It is not only the training course that is evaluated, since it is a vehicle for needed change, but also the employee's performance that is measured. It is quite possible to have an excellent course with poor results in employee productivity if the wrong person is sent to the course.

Our 1975 report, "Better Evaluation Needed for Federal Civilian Employee Training," showed that agencies were not adequately meeting GETA evaluation requirements. We reported that agencies had not developed training evaluation programs covering all training phases, from requirements to post-training employee performance, and we recommended reemphasis of agency responsibility to control and evaluate training, and CSC responsibility to promote and monitor effective evaluation methods. Agencies still do not have training evaluation programs which cover all training phases.

CSC does not require agency use of quantitative evaluation methods, such as the TVMs, although it has the authority to set standards and evaluate compliance.

Interagency training

CSC has increased identification of in-house duplicative training. It is also working to cut duplicative training by agencies, and to encourage resource sharing. It has not, evidently, done much to encourage combining agency training centers, which, officials explain, is more difficult to do than establishing an entirely new interagency facility like the Federal Procurement Institute. It has not thoroughly reviewed agency training centers. CSC still devotes most of its resources to delivering interagency training. In our opinion, this will remain the case as long as interagency training supports itself from reimbursements while training leadership depends on appropriations.

Agencies seem to be continuing in their reluctance to share their training programs and facilities with other agencies although there are exceptions to this. BT reports that its "lead agency" concept, in which one agency in an area agrees with other area agencies to share facilities, has worked in locales like Idaho Falls, Idaho. BT has found the lead agency program does not work well for extended periods of time if one agency carries the majority of the area training load. The interagency cooperation fostered by the local efforts of interagency training councils, such as the Federal Executive Board or the New England Intergovernmental Training Council, are more effective in promoting interagency sharing.

Training information and cost systems

The CSC "Annual Report of Employee Training in the Federal Service," as it is planned, will answer most points raised in the Henderson study. We question, though, if the annual report will be the most useful and economical way for the President and the Congress to receive training information, and for the agencies to generate it. The annual report does not give an indication of the performance of training programs, or their value in improving productivity, but this is tied to the general problem of evaluating the worth of training to agencies. Problems causing the 3-year

delay in the report's issuance seem to have been corrected. It would have been interesting to turn that 3-year delay to advantage by assessing just how much information was needed, by whom, how often, and by what method it should be presented, instead of automating data which might not be necessary.

Although we did not assess the effect on agencies, the Congress, or the President of the 3-year delay in CSC's annual report, it is our opinion that the value of the report ought to be assessed in the light of its potential usefulness. Reports, obviously, cost money. The annual report and the quarterly feedback to agencies should be justified as management information to agency trainers. This is especially pertinent now in light of congressional interest in cutting Federal paperwork. It is very well for CSC to provide central data collection, analysis, and reporting for agencies, but it seems to us that those agencies which have a real requirement for the data would do this for themselves. This is true, for instance, in the Department of the Army, which, in the 3-year annual report hiatus, has collected and composed its own report, as well as submitted data to CSC. We do not know how general dual reporting is.

We did not find Government-wide agreement on a uniform training cost system, as recommended by the Henderson Report. TCM, which was designed to fill that need, is not in wide use because trainers find (1) it is too time consuming, (2) that managers are not interested, and (3) productivity measures are hard to come by. We believe that uniform cost elements constructed by CSC and OMB and required for use by agencies in accounting for training costs would make training trends and costs accurate and comparable for use in exercise of Presidential supervision, congressional review, and agency management.

Non-Government training

The Henderson Report recommendations concerning non-Government training may be outdated. Agencies cannot always quantify how much their tailor-made training programs are worth to them in terms of on-the-job effects. Use of similar, albeit more general, non-Government training might be encouraged to both Government and private benefit. We are not talking about use of non-Government training similar to something the Government already has unless the non-Government course is less costly, but about new programs. Here the primary consideration could be cost: Could specificity of Government programs be sacrificed to use less costly non-Government sources if they can be found? Again,

agencies would need accurate and complete cost information to be able to make such a judgment when selecting a training source.

Although BT did not mention it as one of the purposes of its training leadership's planned agency visits, review of agency non-Government facility use could be made a part of these. Planned agency visits are onsite visits by CSC staffers to agency trainers to offer and to gather information. Evidence of significant noncompliance with GETA and FPM in agency use of non-Government sources could be passed to BPME as is now done with the information from the Commerce Business Daily. As shown by an "Appropriate Activities for Agency Visits" checklist, a lot of the information requested of trainers during the CSC planned agency visits is in response to our and to OMB concerns for increased efficiency, better evaluation, and more interagency sharing of resources. Adding an item to answer concerns about use of non-Government facilities would not seem inappropriate.

Agency training programs

Agency training programs continue along the lines addressed by the Henderson Report. Both agencies we surveyed periodically review their training needs (as required by GETA) and develop or procure needed courses. One selects employees for training using Individual Development Plans. Neither installation has systematic evaluation of training results. To achieve this we feel would require close cooperation between the training office and the line managers, which would take time and skills neither may be able or willing to devote to the evaluation effort.

Training methodology

The Henderson Report recommendation about CSC leadership in training methodology suggested only that CSC develop a program of analyzing new training methods. CSC has gone further to develop new methods. In BT, ETO has been set up to do special studies and research in complex instructional systems, such as instructional television and computer-based instruction. ETO also provides much of the manpower for the Training Leadership Division's technical assistance projects involving new technology.

Advanced training management techniques developed by BT are not in wide use by the agencies. We feel it may be beneficial for BT to do "market research" in the future when contemplating development of projects such as the TCM and TVM to insure that agencies will use them. According

to BT, the state of the art in agency training programs is "primitive," and agencies may not be willing or able to use such advanced techniques. Sophisticated training management techniques may be used only in agencies where training is critical to successful performance and mistakes can have grave consequences.

BT does not have a research methodology to evaluate agency use of its products. BT does not do cost/benefit analyses pitting the cost of developing and marketing its products against potential dollar benefits to agencies if they use the products. If such cost/benefit analyses were done, it could result in more effective use of the considerable CSC expertise in training methodology. CSC in its "Training Leadership Study" recognized a need for improved systematic monitoring of the impact in agencies of its programs and services.

Changes in GETA

GETA does not need revision. None of the GETA training restrictions seriously limits agencies in providing almost any type training to their employees, as long as it is needed and pertinent to the employee's job. Any problems which agencies have with the law itself, and there appear to be few, CSC can handle administratively by changing the FPM.

One such change could be a better definition of job-relatedness and the extent to which the Government should support employee self-development. CSC should respond to the need that it found in agencies contacted during its "Training Act Review," that of defining job-relatedness in a clearer manner, so that training policies from agency to agency could be more consistent. ELJA, which requires that employees be trained so as "to realize their fullest potential," has further muddied the job-relatedness problem. Agencies may wish to review programs to determine the extent of variance among their bureaus and the effects of variances on employees who participate in those programs.

CONCLUSIONS

GETA does not need to be revised. CSC has made progress in accomplishing changes recommended by the Henderson Report, but CSC training leadership is still a small effort compared to CSC interagency training. Agency reception of the CSC advanced training management techniques has been unenthusiastic. CSC does not assess methodically the effect of its training

leadership effort in terms of measurable improvements in Federal training management, or why its products and services are not in wider use.

Departments and agencies are still not effectively evaluating their training programs. We found only limited evidence of effective training needs assessments and training cost systems. Training equity differs from agency to agency because of varied definitions of job-relatedness and differing tuition-assistance policies.

The CSC "Annual Report of Employee Training in the Federal Service" has not been issued since it was automated in 1973, although CSC furnished statistical information from the report to the agencies earlier this year. Due out now in the fall of 1977 for the fiscal years 1974, 1975, and 1976, the report evidently has been missed only by some agencies.

The Federal civilian training area has been well-studied. Future efforts should be concentrated on better management and correction of current system deficiencies rather than additional studies.

RECOMMENDATIONS

The Chairman, Civil Service Commission, should:

- Accurately and methodically assess whether agencies can and will use its interagency courses and training leadership services.
- Provide adequate additional guidance in the Federal Personnel Manual on job-relatedness of training, extent of Government support of employee self-development, and tuition-assistance policies, so that all Federal employees have an equal opportunity to receive training.
- Jointly with the Office of Management and Budget, construct uniform cost elements required to be used by all Government departments and agencies in accounting for training costs.
- Jointly with the Office of Management and Budget, construct minimum standards for training program management and evaluation required to be met by all Government departments and agencies.

STUDIES SINCE 1967 OF FEDERAL CIVILIAN TRAINING

The studies and reports pertinent to this survey are discussed below in the order of their publication. An underlying assumption of each is that training benefits the Government even though its value may not be quantifiable. None of these studies recommend discontinuing Federal civilian training.

PRESIDENTIAL TASK FORCE REPORT--1967

The Presidential Task Force on Career Advancement published its report in 1967, entitled Investment for Tomorrow. The task force was charged with critically reviewing training for Federal professional, administrative, and technical personnel. One of its major recommendations was for CSC and Federal agencies to establish a Federal executive development program. The task force also emphasized the increased use of interagency training, including assigning a major role to CSC in identifying areas where such training could be possible. CSC was tasked with providing technical assistance to agencies in training and educational programs and in career advancement systems. The 1967 Executive Order 11348, "Providing for Further Training of Governmental Employees," makes these study recommendations Presidential policy.

CSC REPORT ON STUDY OF LONG-TERM TRAINING THROUGH NON-GOVERNMENT FACILITIES--1972

CSC's study of long-term non-Government training encompassed 12 agencies and 10 years--from 1960 to 1969. The 12 agencies, which accounted for 40 percent of the almost 8,000 long-term training assignments during the 10-year period, reported a moderate or better return on their training investment in 90 percent of the survey cases. Agencies participating in the study recommended increased attention to post-training utilization of employees. CSC recommended close examination of agency long-term training programs to insure that qualified people could not be hired directly to avoid the cost of training incumbents. Currently, BPME is launching a study of the use of non-Government facilities through fiscal year 1977.

DISINCENTIVES TO EFFECTIVE EMPLOYEE TRAINING--1973

In 1973 CSC issued a report titled "Disincentives to Effective Employee Training and Development." Two major disincentives to effective training CSC found were: (1) training

and development benefits were not clear to top management and (2) employee development specialists (the CSC classification of training specialists) were providing only limited counseling and consulting services to the rest of their organizations.

Because training and development benefits are not clear, top management is likely to concentrate resources in areas where returns are evident. Managers and supervisors are rarely rewarded for effective training, so that plans, time, and money for training are low on the list of management priorities. Employee development specialists, who should serve as consultants to their organization's managers, are not equipped for that role by either study or on-the-job experience.

As a follow-on to the disincentives study, CSC has designed and is implementing a training curriculum for employee development specialists to provide them with needed knowledge and skills.

TRAINING LEADERSHIP STUDY--1973

The 1973 "Training Leadership Study," was done by BT to compare what it was doing (and what other studies had recommended it do) with agencies' needs for training support. Primarily, the study proposed that CSC:

- Develop and issue performance oriented guidance in the areas of: identification and ranking of learning needs; participant selection; and evaluation of the employee development process, with determination of needs being the first target for development.
- Improve its capacity to provide onsite consultation in the field of employee development.
- Develop Government-wide knowledge and ability requirements for employee development specialists similar to those set for personnel officers in the field of labor relations, and provide or arrange for suitable learning experiences.
- Develop a commission issuance which reemphasizes agency responsibility for self-evaluation of its personnel management programs in general and of its employee development programs in particular.

- Improve its ability to assist, coordinate, and evaluate accomplishments by undertaking a phased approach to a review system for agency training plans, beginning with annual managerial and executive training plans from all agencies with over 1,500 employees.
- Insure that CSC's personnel management evaluations include more extensive evaluation of the management and the effectiveness of employee development efforts.
- Improve its capacity to monitor more systematically the impact of its own employee development programs and services to determine (a) whether agency needs were met, and (b) if modifications in the products and services are necessary.
- Receive OMB information about the determinations it makes concerning agency employee development activities as a result of its reviews, so that CSC can more effectively provide guidance, assistance, and evaluation.
- Use CSC resources more effectively to deliver training to Federal employees.
- Assist State and local governments in finding resources other than at CSC to meet their training needs that are not shared with the Federal community.
- Focus its sharing effort with State and local governments in areas where CSC has mission responsibility.
- Share with State and local governments, to the extent possible, training delivery resources provided to Federal agencies.
- Secure, systemize, and disseminate reasonably precise research-supported data on the cost and effectiveness of various training delivery methods.

To answer issues raised in the Training Leadership Study, CSC is now concentrating money and staff years in interagency training and in technical assistance to agencies. According to BT, technical assistance is the largest area of increased resource allocation, although compared to interagency training, it is still a small effort.

BETTER EVALUATION NEEDED FOR FEDERAL
CIVILIAN EMPLOYEE TRAINING--1975

Our 1975 report, "Better Evaluation Needed for Federal Civilian Employee Training," addressed the question: How have CSC and the agencies

- measured training effectiveness,
- fulfilled GETA evaluation requirements, and
- progressed in implementing 1967 Henderson Report recommendations?

The report, which showed that evaluation requirements were not being met adequately, recommended

- uniform training cost data collection and reporting and efforts to increase use of TCM;
- written course plans effective for future course evaluation;
- reemphasis of agency responsibility to control and evaluate training, and CSC promotion and monitoring of effective evaluation methods.

CSC's progress in implementing these recommendations is discussed in chapters 3 and 4 of this report.

REVIEW OF INTERAGENCY TRAINING--1975

In 1975 BT developed an internal staff paper, "An Examination of the Promotion and Coordination of Agency-Sponsored Interagency Training," which found that BT did not satisfactorily promote and coordinate interagency training. To correct this and to make the promotion and coordination activities of BT more dynamic, the study recommended that BT's top management issue a mandate emphasizing interagency training. BT should be made an initiator of interagency training and not just a responder. Actions to accomplish this would be to:

- Initiate identification of common training needs in Government.
- Study existing agency training centers with a view toward making them interagency.

- Use employee development inspections by BPME to ascertain if regulations are being followed.
- Let agencies know conditions for establishing interagency training courses.
- Let agencies that cannot deliver needed interagency training develop it and give it to CSC for presentation.

Although never formally adopted, the staff paper did spark CSC action in some areas it discussed.

CSC INTERNAL AUDIT REPORT--1975

The CSC Office of Management Analysis and Audits 1977 audit report of the Bureau of Training, covering all aspects of BT-managed training activities, was issued on August 7, 1977.

The Office of Management found that BT Analysis and Audits is effectively carrying out its responsibilities for (1) conducting interagency training and (2) exercising Government-wide training leadership.

The interagency training operations (a revolving fund activity) continue to be favorably supported by other agencies. Trainee participation in the program increased from about 112,000 in fiscal year 1973 to about 167,000 in fiscal year 1976.

To meet the challenges brought on by higher costs, reduced staff, and a leveling off in the number of training participants, BT should establish (1) a centralized quality measurement system and (2) a centrally coordinated cost review system.

The training leadership activities have made significant contributions toward improving Government training efficiency and effectiveness. Agency requests for training assistance are increasing steadily. However, BT recognizes that Government-wide training is still not meeting the ideals set forth in law and in the Executive order. To this end, leadership activities encourage better agency identification of training needs, improvement of training management, and evaluation of training results.

To increase general management effectiveness, the Training Leadership Division should (1) document systematically and disseminate periodically information on the successful implementation of training management models and systems

and (2) establish a standardized recordkeeping system, by agency, to assist program impact measurement and planning.

EXECUTIVE DEVELOPMENT PROGRAMS--1976

In March 1976 the Survey and Investigative Staff of the Committee on Appropriations, U.S. House of Representatives, issued its report, Executive Development Programs of the Federal Government. The report concluded that few agencies have effective executive development programs, and that most misconceive executive development as primarily formal, as opposed to on-the-job, training.

The Survey and Investigative Staff made numerous recommendations to CSC and OMB. Most relevant to our inquiry were:

- The role of CSC in executive development should be one of providing assistance to agencies in developing and implementing realistic executive development programs consistent with individual agency differences (structure, mission, and executive needs), rather than in the development and promulgation of program requirements superimposed on all agencies. Any executive development goals or requirements promulgated to agencies should be sufficiently flexible to provide any needed adjustments for differences based on individual agency situations. Agency executive development needs should be determined on the basis of effective manpower planning forecasts, not on the basis of arbitrary estimates.
- OMB should establish a system in conjunction with the agencies that will make available for review the amount of funds being expended by agencies on executive development programs. One method of accomplishing this might be to establish a budget line item entitled "Training and Development Costs." Major subheadings might include "Executive Training and Development," "Professional and Technical Training," and any other employee developmental costs. Included in these costs should be amounts expended for tuition, fees, travel, per diem, contracts, staff salaries, and training participant salaries. This would have the effect of controlling the dollars expended, not only for executive development but for total training and development as well. An alternative would

be to require the agencies to record their executive development costs and to provide OMB with a report of the amount of funds actually expended on executive development.

- CSC should issue further clarification to the agencies specifically delineating the supporting role of formal classroom training in executive development programs and should provide concrete examples of how development can occur on the job or through intra-agency mobility assignments. CSC should further insure that all future CSC issuances do not imply indirectly that formal classroom training is being stressed as a major component of executive development.
- CSC should provide assistance to agencies in establishing effective training evaluation systems. Such systems should start with a determination of legitimate training need, carry through the selection of the most cost effective approach, and provide for an assessment of the impact of the training on work performance. In addition, agencies should be reminded that only training which the individual may reasonably be expected to use on his present job or on one in which he has been appropriately selected for development should be approved.
- Greater efforts need to be made to establish a system that rewards individuals who voluntarily engage in appropriate executive development training on their own time.

COLLEGE AND UNIVERSITY TRAINING--1976

In its 1976 "White Paper: College and University Training of Federal Civilian Employees in Public Administration and Management: An Invitation to a Dialogue," BT set out some concerns about the role of the Government as purchaser and the academic community as supplier of training. Concerns arose because of the Government's need to provide adequate justification for long-term training and to evaluate training programs incorporating university training.

Some of the questions raised were:

- Can a more satisfactory justification of long-term training be constructed--one which would direct agency officials to observable changes in employees' on-the-job performance or potential? Or is long-term training justifiable only for newly developed specialties?
- Is removal of the employee from the work site and duties for long periods of training pedagogically sound for mid-careerists?
- How can agency officials tell which colleges or universities offer the best instruction in an individual course or program?
- How should colleges and universities participate in identifying training needs, in setting the objectives of training, contributing to the evaluation of instructional effectiveness, helping to determine the cost-effectiveness of training, or ascertaining the on-the-job effectiveness of training?

STUDY OF EDUCATION FOR PUBLIC MANAGEMENT'
PROGRAM--1976

The EPM program, which is sponsored and administered by BT, is a 9-month residential training program at one of eight participating universities. It is designed for mid-careerists, to improve their managerial abilities as they move toward executive positions. BT studied its role in EPM and concluded that CSC should (1) strengthen its EPM role in monitoring the program, (2) withdraw from EPM and let agencies contract directly with the involved universities, or (3) limit BT involvement to publicizing the program. In the course of its EPM study BT asked agencies if they could administer the EPM program for themselves. The agencies said "yes," but indicated they would make more use of local after-hour programs.

BT has also questioned the propriety of favoring eight universities with its business, while other universities ask, "What have you done for us lately?" The eight universities currently participating in EPM--Harvard, Cornell, Princeton, Massachusetts Institute of Technology, University of Virginia, Indiana University, University of Southern California, and the University of Washington--are for the most part the same ones used in the 1963 pilot test of the program.

The EPM program costs agencies approximately \$30,000 to \$40,000 a year for each participant, including trainee salaries. It costs BT roughly \$30,000 a year to administer the program. EPM costs vary among the eight universities, but all charge more for EPM participants than for long-term training outside the EPM structure. The added charge covers university EPM administrative costs. At the Universities of Washington and Virginia, the added charges exceed the normal tuition rate. In addition, no hard evidence exists that the EPM or any other long-term non-Government program provides sufficient added value to justify added cost.

CSC has decided to continue administering EPM as it has in the past, while studying further its role in the whole area of long-term training.

DEGREES RECEIVED BY LONG-TERM NON-
GOVERNMENT TRAINING PARTICIPANTS

In discussing long-term non-Government training with BT, we asked about the number of degrees received by people who attend such training. Although BT does not track degree receipt, since GETA prohibits training solely to achieve a degree, BT readily gave us the number of degrees received by most EPM participants in program years 1972-73 through 1975-76. (See the following chart.) Total enrollment was 320 for those years. Nine of the Masters degrees

<u>University</u>	<u>Degree received</u>	<u>Number of recipients</u>
University of Southern California	Master of Public Administration	41
	Bachelor of Science	1
	Doctorate of Public Administration	1
Indiana University	Master of Public Administration	21
	Bachelor of Science	1
	Associate of Arts	2
Massachusetts Institute of Technology	Master of Science	11
University of Virginia	Master of Public Administration	1
Cornell University		0
Princeton University		0
University of Washington	Master of Public Administration	4
		<u>4</u>
Total degrees		<u>a/83</u>

a/Twenty-six percent of the 320 participants, 1972-73 to 1975-76.

were obtained by participants with additional work outside the EPM structure. Not included in the report are Harvard University, which did not respond to the inquiry, or Stanford University, which withdrew from EPM last year.

PROPOSAL FOR LEGISLATIVE CHANGE--1976

GETA has been under scrutiny by associations of professional trainers, the Training Officers Conference, and the American Society for Training and Development. Their joint Committee on Legislation prepared a position paper which outlined several recommended changes to the act.

Some of the more important recommendations were to:

1. Clarify the language of the act and broaden its coverage.
2. Separate the training and development function from the personnel function and have the training director report directly to top management.
3. Give training and development a separate line item in the agencies' budgets.
4. Establish a Board of Visitors to evaluate the effectiveness of training programs.
5. Establish a clearinghouse for training information at CSC.

BT will not make an official response to the proposal, but it does not recommend adoption. Primarily, BT is not in sympathy with the use of legislation to enhance training's status in the agencies. BT officials do not indicate, however, that they may make administrative changes to accommodate the Training Officers Conference recommendations.

TRAINING ACT REVIEW--1976

The scope of the 1976 BT "Training Act Review" is described by its subtitle "A General Survey on the Purpose, Opportunities and Limitations of Training as Perceived by Selected Federal Agencies, State and Local Governments, Foreign Governments and Industrial Organizations."

The review set out to determine progress and problems in implementing GETA in the expectation that retiring Chairman Henderson of the House Committee on Post Office and Civil Service would take a last look at Federal training. BT also wanted to compare Federal with non-Federal training. The study has not been issued officially.

BT did the study by interviewing 17 Federal agency training officials and by sending questionnaires to a sample of State, city, and foreign governments and to private organizations. BT concluded that the Government is a training leader and that GETA does not need to be amended, but that the FPM chapter on training could use clarification.

THE FEDERAL PERSONNEL MANAGEMENT PROJECT--1977

The Federal Personnel Management Project addresses the President's goal of efficiency and effectiveness in Government programs. The objectives of the study are:

- To examine the present Federal personnel policies, processes, and organization to determine what improvements are required to meet the objectives of Federal programs and policies.
- To recommend appropriate process, regulation, legislation, and organizational solutions.

The study, overseen by the CSC Chairman, should lead to administrative action, new regulations by CSC or OMB, reorganization through a reorganization plan, and legislative proposals, including the possibility of a comprehensive "Civil Service Reform Act."

Option Paper Number Three, "The Composition, Dynamics, and Development of the Federal Work Force," September 1977, of the Federal Personnel Management Project, presents some of the significant problems, issues, and options (but does not make any recommendations) related to the President's goal of efficiency and effectiveness in Government programs.

One of the option paper's sections discusses Federal employee development and training, defining central problems and key areas for problem resolution.

The study group believes that coordinated action in four areas is the key to reducing and ultimately solving the problems related to the development of Federal employees:

- Improving the federal employee development process and increasing the role of the supervisor in this process.
- Improving the administration and support of employee development.
- Considering changes in the laws and regulations on employee development.
- Offering options on the training and development of special groups of employees.

ORGANIZATION, PROGRAMS, AND PRODUCTS OF
THE CSC BUREAU OF TRAINING

The majority of CSC's training responsibilities are vested in the Bureau of Training. BT was created in May 1967, succeeding the Office of Career Development, which had been almost entirely concerned with providing interagency training courses. BT is concerned with training delivery and training advice and assistance to agencies, including training research. In fiscal year 1977, the personnel ceiling for the BT and the CSC nationwide training centers was 554 full-time permanent positions.

THE TRAINING OPERATIONS DIVISION

The Training Operations Division, headed by an Assistant Bureau Director, has the responsibility for designing and providing interagency courses. Training operations, with a personnel ceiling for fiscal year 1977 of 419 full-time permanent positions, has line authority over 6 Washington training centers and 4 executive seminar centers, and administrative oversight over 10 CSC regional training centers.

CSC provides courses almost entirely on a reimbursable basis and has been on a revolving fund since 1970. Since fiscal year 1973, revolving fund income has almost doubled from \$10 million to \$19.3 million in fiscal year 1976. Costs of course delivery have more than doubled, from \$9.5 million in fiscal year 1973 to \$21.5 million in fiscal year 1976. The \$2 million deficit in fiscal year 1976 resulted from a BT attempt to cut training operations' revolving fund excess from \$1.2 million to a contingency cushion of \$300,000 to \$500,000. Lower participation by agencies in CSC interagency courses and rising course costs caused the training operations deficit. In fiscal year 1977, the BT director has stated, it will be necessary for all training centers' income to exceed costs by 5 percent to redress the fiscal year 1976 deficit.

CURRICULUM CONTROL AND COURSE DEVELOPMENT

Although each of the six CSC Washington training centers--Personnel Management, Labor Relations, Communications and Office Skills, General Management, Management Sciences, and Automated Data Processing Management--functions as a curriculum leader for its subject area, the central focus of curriculum control is the Program and Curriculum Office (PCO). BT organized PCO in 1975 when it realized

the need for increased curriculum control as a result of its training delivery program. As of February 1977 PCO was authorized 18 full-time permanent employees and three part-time employees. It had 13 full-time employees on-board, including clerical personnel and the director, and 4 part-time employees.

PCO functions as an advisor to the Assistant Bureau Director for Training Operations, who has course approval authority on whether a proposed course should be approved for development. PCO turns down very few course proposals. CSC now offers about 400 courses in its total curriculum. At the time of our survey, PCO was engaged in purging its course title file to eliminate old courses and have accurate curriculum data at hand.

Course development

The CSC training centers get most ideas for new courses from informal means, such as statement of need by students, agency contacts, and regional training councils. Course development efforts range from off-the-shelf purchases to in-house development of instructor guides. Majority of development projects is set according to:

- Relation to other CSC courses.
- Extent of perceived need.
- Whether need can currently be met by agencies.
- Whether course will need revision in the near future.

Considerations about return on investment figure into the decision to develop a course, but they are not the governing element.

BT does try to interest agencies with "substantive competence" in a subject to do the training for themselves and other agencies. It has had limited success in this. For instance, training in the Privacy of Information Act and the Freedom of Information Act should have been done by OMB and the Department of Justice, respectively. Those agencies were not able to do it so, instead, they assisted CSC in course development.

During the course of our survey, we contacted the Communications and Office Skills and the General Management Training Centers, two of six CSC training centers

located in Washington, D.C., to learn how they design and develop their courses.

General steps in course development at the centers were:

- Identification of need.
- Task assigned to staff.
- Research available resources and needed knowledge.
- Structure course objectives, agenda, content, and time segments.
- Course approval document written for PCO.
- Contents and budget defined.
- Management review.
- Pilot test.
- Course distributed.

The Communications and Office Skills Center course needs are identified from:

- Changes in technology/methodology.
- Gaps in knowledge presented in existing courses.
- Agency requests.
- Student evaluations.
- Information from BT's Training Leadership Division.

The General Management Training Center courses are developed primarily to answer agency demand, but they may also come from:

- Regulatory requirements, such as the FPM Letter 412.2, Executive and Management Development.
- New technology/procedures.
- Executives who identify a need.
- Student feedback.

--Agency line management.

--Legislation.

The cost of developing the 1-week course, "Seminar for Professional Managers," which the General Management Training Center used as an example of its course development process, was \$120,000. This was a large development effort for it.

THE TRAINING LEADERSHIP DIVISION

The Training Leadership Division, which is also headed by an Assistant Bureau Director, has responsibility for advice and assistance to agencies, policy and regulations, and research in training methodology. In fiscal year 1977, the personnel ceiling for the training leadership function was 103 full-time permanent positions, 69 in the central Washington office and 34 in the 10 CSC regional training centers. The division has two offices--the Office of Policy, Plans and Systems which handles training data, policies, regulations, and research, and the Office of Agency Assistance and Resource Coordination (OAARC) which acts primarily as a consultant to Federal agencies on training matters.

The Training Leadership Division operates on appropriated salary and expense funds, on a budget approximately one-tenth that of training operations. The Training Leadership Division budget has grown from \$1.5 million in fiscal year 1973 to \$2.3 million in fiscal year 1976. Recently, the Training Leadership Division started consulting with agencies on a reimbursable basis. Projects that require more than 3 days of a BT staffer's time generally are reimbursable. Thus far, income from reimbursable training assistance has had little effect on the BT revolving fund.

Training Value and Comprehensive Evaluation Models

The Training Leadership Division is developing TVMs, and the Comprehensive Evaluation Model for the agencies to use in their training programs. TVM I, which is already available to agencies, is designed to measure changes in employee on-the-job productivity. According to BT, 67 percent of all Federal jobs are quantifiable; that is, they have output that can be measured. TVM I is intended for training done by that 67 percent of the Federal sector. Measurable changes in employee behavior are related to measurable changes in productivity. Used in conjunction with

TCM, economic costs of training can be measured against training economic benefits.

BT does not have information on the number of agencies using the TVM I. Officials admit that the TVM I variables are complicated and that gathering data on pre- and post-training employee productivity can be a problematic and sensitive undertaking. In addition, BT feels that since training officers are not always evaluated on the cost-effectiveness of their training, they may not be concerned with it.

TVM II can be used to measure economic costs against the economic benefits of management training since "management" falls into the 33 percent of Federal jobs that are not quantifiable. TVM II is planned for export in fiscal year 1978. BT has tested, or is in the process of testing, portions of TVM II on CSC courses at the Goddard Space Flight Center, the David Taylor Model Basin, the Federal Home Loan Bank Board, and the city of El Paso, Texas. CSC Training Operations reported that it sent results of the test of TVM II on Seminar for New Managers and Seminar for Advancing Managers back to the designers for "interpretation." BT does not plan to offer courses in TVM II since it is very involved. Instead, BT will assist agencies in its use.

As a spinoff from the TVM II, BT now has a training needs assessment methodology for managers. Although in the future TVM II may be a valuable tool for agencies, at the moment, according to one BT official, response has ranged from "complete indifference to outright hostility."

The Comprehensive Evaluation Model now being developed grew out of a BT evaluation of two CSC courses--the Seminar for New Managers and the Seminar for Advancing Managers. Hoping to demonstrate that they could practice what they preach about training evaluation, BT personnel designed and tested a model consisting of a flow chart and a narrative.

The Comprehensive Evaluation Model has two objectives:

- Broaden the ways in which trainers look at evaluation.
- Show trainers "how-to" evaluate through a series of guides.

The model can be tailored to individual agency applications. BT plans to publicize the model, letting agencies know that assistance in its use is available.

AGENCY TRAINING ORGANIZATIONS

We surveyed two agency field locations--the National Aviation Facilities Experimental Center, Federal Aviation Administration, and the Aviation Supply Office, Naval Supply Systems Command. The Personnel Management Division of the first agency is responsible for providing training to all its own elements as well as three tenant organizations. In all, the branch is responsible for providing training to about 1,600 to 1,700 personnel. The training branch staff consists of the Training Program Management Officer and two clerks. A fourth position has been authorized for an employee development specialist. The training staff does not include any full- or part-time instructors or consultants. Instructors for in-house training are the organization's technical or managerial employees qualified to teach the particular subject.

The training branch serves as the principal element of the Personnel Management Division with respect to management and general training, technical training, and career development. The branch provides (1) review, analysis, and consolidation of both the training requirements and the training budget, (2) review of curricula, methods, instruction, testing, reporting, and recordkeeping of all training, (3) determination as to whether training programs are in balance with stated and scheduled needs, (4) development or procurement of locally needed training courses, as necessary, (5) management and general training when not provided centrally by the agency, and (6) administration of all training funds under the centralized training concept. The training branch is responsible for the proper utilization of agency resources in fulfilling training requirements.

Supervisors are responsible for identifying and prioritizing employee training needs. The Training Program Management Officer may identify needed training based on legislation, regulation, management policy, and the like. But, basically, supervisors identify the training needs and the Training Program Management Officer plans and administers the training.

Management and technical training for this first field agency is provided to it by two central schools located in the Southwest United States. These two schools service the entire organization nationwide, surveying training needs, designing, developing, delivering, and evaluating their courses.

The second agency we visited has an employee development branch, or training office, that is responsible for training all employees except those in one tenant agency.

The total number of employees supported is about 5,000. The training office is staffed by five employee development specialists and one employee development clerk. The employee development specialists assist employees in establishing self-development programs; conduct training sessions to indoctrinate new employees; and prepare, administer, and conduct training classes in the Basic Course for Supervisors for all newly appointed supervisors. We observed that much of their time was spent performing administrative duties.

Agency divisions have training administrators selected by the division directors. Of the 15 administrators, only 1 spends his full time in training administration. The training administrator is responsible for determining divisional training needs, administering the division's training funds, reviewing progress records of newly employed trainees, and developing lesson plans for in-house classes. The training administrator may counsel employees but usually advises them to see the employee development specialists in the training office.

The staffing of the second agency training office is more typical of recent agency training organizations. It is generally the employee development specialist who should be responsible for consulting with his organization on needed training. The role of the employee development specialist has been the subject of research by CSC. That study and resultant CSC programs are discussed in appendix I.

RECOMMENDATIONS OF THE 1967 REPORT
COVERING THE EFFECTIVENESS OF IMPLEMENTATION OF THE
GOVERNMENT EMPLOYEES TRAINING ACT

1. Departments and agencies should consider establishing better systems for keeping cost records of training programs. These should probably be incorporated into existing cost accounting systems. CSC should coordinate the program to assure uniformity and comparability.
2. CSC should develop a reporting system which will yield the kind of information that can be used to measure progress, trends, performance, and compliance. The system should be as simple as possible, yet thorough enough to give meaningful data.
3. Departments and agencies should periodically review the types (by grade level and job category) of employees receiving training to assure continued equity among all groups.
4. Departments and agencies should continue to develop and conduct training programs for their employees when comparable required training is not more economically available on a timely basis from other sources.
5. Interagency training programs should be continued with increased emphasis on avoiding duplication wherever possible.
6. CSC should increase its efforts to identify areas of possible duplication and should work closely with departments and agencies to combine training resources wherever possible.
7. Departments and agencies should give greater consideration to allowing more employees from other agencies to participate in their training programs.
8. Departments and agencies, and especially CSC, should pay much closer attention to the training act requirement that training is authorized for employees by, in, or through a non-Government facility "only after determination by the head of the department concerned that adequate training

for such employees by, in, or through a Government facility is not reasonably available * * *."

9. CSC should play a more active role in reviewing department and agency use of non-Government training sources. A greater effort should be made to evaluate the effectiveness of non-Government training relative to on-the-job performance.
10. Departments and agencies should review their procedures and guides for selecting employees for training, assure that they are well understood at all levels, and follow up more often to assure compliance.
11. Consideration should be given to providing supervisors with more definitive information on training course objectives and expected results of the training to better enable supervisors to measure the extent of improved job performance related to the training.
12. CSC should study the relationship of academic degrees to various job requirements in the Government, determine the extent to which manpower shortages exist because of academic requirements, and recommend whether or not the training act should be changed in this regard.
13. CSC should review the reasons why the "1 year of current continuous civilian service" requirement has been waived so many times and recommend to the Congress whether or not to continue this requirement.
14. CSC should review the 1-year-in-10 limitation, including the cost of recordkeeping necessary, and recommend to the Congress whether or not this limitation should be continued.
15. The Congress should eliminate the requirement for the departments and agencies to submit name listings each year for employees who attended non-Government training which exceeded 120 days in length.
16. Consideration should be given to categorizing training as follows: (1) training for improving present performance; (2) training for changing

technology, equipment, new missions, etc; (3) training for keeping abreast of the state of the art; (4) training for future development; and (5) initial training for unavailable skills.

17. Agencies should make clear that the training act does not permit non-Government training "for the purpose of filling a position by promotion if there is in the department concerned another employee of equal ability and suitability who is fully qualified to fill such a position * * *."
18. The departments and agencies of the Government should not develop and conduct training or education programs which are available through public and private school systems, unless it is impossible for these school systems to provide adequate staffpower to meet the Government's needs.
19. Departments and agencies should not use operating funds available under the training act to obtain training for their employees which the employees can acquire under education and training programs subsidized and sponsored by the Federal Government through such departments as Labor, and Health, Education, and Welfare.
20. Departments and agencies should keep in mind that employee training is a joint effort on the part of the organization and the employee--not an obligation of the organization. No training should be given or financed solely for the benefit of the employee.
21. CSC should thoroughly review existing department and agency training centers and recommend combinations and consolidations wherever feasible, which will result in more economical operations without significant loss in effectiveness.
22. Departments and agencies should review their own training centers considering all of the recommendations included in this report.
23. CSC should devote more time and staffpower to reviewing and coordinating the training programs of the departments and agencies rather than devoting essentially most of its resources to conducting interagency training programs.

24. CSC should take leadership in developing more definitive guides for training evaluation and assist the departments and agencies in implementing these guides.
25. Departments and agencies should give concerted attention to developing training evaluation programs which include all phases of training from training requirements to employee performance after training.
26. CSC should take leadership in developing a sound program of analyzing new training methods and techniques before they are adopted in Government training programs.
27. CSC should consider serving as a central source of competent professional advice on the adequacy and effectiveness of the wide variety of training equipment in existence and those being developed each year.
28. Departments and agencies should periodically review their training programs to assure that "horse and buggy" training is not being given where the requirements are for "space age" skills and knowledge.

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