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# Orientation of entry level employees to an agency of human services.

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ORIENTATION OF ENTRY LEVEL EMPLOYEES TO AN  
AGENCY OF HUMAN SERVICES

A Dissertation Presented

By

LENORE WHITMAN McNEER

Submitted to the Graduate School of the  
University of Massachusetts in partial fulfillment  
of the requirements for the degree of

DOCTOR OF EDUCATION

May

1975

Major Subject: Mental Health and Human Services Administration

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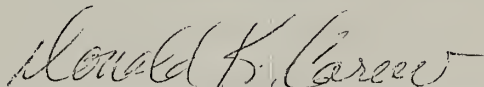
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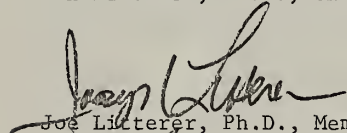
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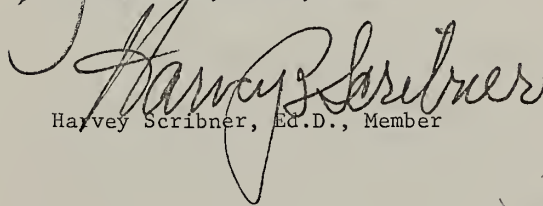
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## ABSTRACT

## ORIENTATION OF ENTRY LEVEL EMPLOYEES IN

## AN AGENCY OF HUMAN SERVICES

(May, 1975)

Lenore Whitman McNeer, A.B., Berea College

Directed by: Dr. Donald Carew

The Focus of This Study

This study focuses on the development of an orientation program for entry level employees in a State Agency of Human Services. It examines the present orientation being offered to permanent, full time, entry level employees who are in direct delivery of client services in the State of Vermont. 313 persons were surveyed with regard to their personal and professional perceptions about the orientation they had received, in amount, by whom, and with what content, as well as what changes in present orientation they would suggest and new process and content which they would recommend. It was done during the period of July through December, 1974, in Montpelier, Vermont, under the sponsorship of the State Agency of Human Services, Planning Division, State of Vermont.

Specifically the study addressed itself to the following questions:

- A. What is the formal nature of the present orientation being received by new employees who carry responsibility for client services, but who have received less than baccalaureate level of training?

- B. How much time is spent in orientation;
- C. By whom is the orientation done;
- D. What topics are addressed in the present process, in what order:

DIFFERENCES BETWEEN ORIENTATION RECEIVED AND PREFERRED

	<u>Orientation Received</u>		<u>Orientation Preferred</u>		<u>% Difference</u>
	<u>Number Responding</u>	<u>Emphasize or Highly Emphasize</u>	<u>Number Responding</u>	<u>Emphasize or Highly Emphasize</u>	
Daily Tasks	98	47%	90	78%	31%
Paper Forms	97	37%	90	63%	26%
Hours	96	24%	89	37%	13%
Structure	96	23%	89	44%	21%
Criteria For Evaluation	96	12%	89	54%	42%
Values	96	24%	90	62%	38%
How People Grow	94	17%	87	54%	37%
Resources	95	13%	89	64%	51%
Plans For Intervention	91	10%	83	49%	39%
History	95	22%	89	33%	11%

The additional question was asked: what additional suggestions or recommendations do employees make?

Results

313 employees in the above described grouping were surveyed by means of a questionnaire and the results of the data were organized



by percentages and analyzed, as shown on the tables. Additional cross comparisons were made having to do with differences in perceptions due to length of service.

Noteworthy observations occurred in the following areas:

1. In the grouping of skills, forms, hours and procedures, employees assigned preferred needs close to those presently offered.
2. In less familiar content, such as human development, community resources, and planning for intervention, employees asked for much more exposure and training.
3. On the item of history of the Agency, there appeared to be very little understanding or need for this item. This may reflect a lack of appreciation or exposure to the forces that bring about program development.
4. The longer one is on the job, the more hours one requests in orientation but the less specific one is about content.

Non-significant findings occurred in:

1. There was no significant difference between perceptions of persons who had been in the job six months and those 12 months.

### Conclusions

The study concluded that, although respondents were reasonably satisfied with the amount of time in orientation and by whom it was given, there was a strong request for more exposure to:

1. Organizational structure;
2. Criteria for evaluation performance;

3. Values of the Agency;
4. How people grow;
5. Community resources;
6. Planning for intervention; and
7. Some request for history of the Agency.

Several new models for meeting those requests are designed and presented in the final chapter and appendices.

## PREFACE

Although this investigator believes most people can solve their own problems and direct their lives in ways that contribute to their personal and professional growth, as well as to the growth of programs in which they participate, she also has found that many people feel impotent in exercising such control over their own productivity and meeting the expectations of others. Further, in the social welfare institutions of our society we have been caught up in encouraging the dependency of the client on the institution. We have spent a good deal of time in welfare, corrections, health, drugs and the aging taking responsibility for the client rather than helping him to take responsibility for his own life. Even though the goal of this care may be to develop self governance in the client, too often our means of controlling and directing his activities directly oppose the achieving of the originally stated goal. The client forecloses on his own potential, thus becoming dependent upon the institution or the helping program. The powerlessness felt by many people today is real, having been nurtured by their various lifelong contacts with the organizations of our society. It is this externally induced powerlessness which causes many people to seriously doubt whether they can effect positive changes in their own lives, or those with whom they work. This investigator feels that capabilities as humans are infinite and we have only begun to scratch the surface of our potentialities, particularly in the area of our professional or work responsibilities.

One of the first considerations in breaking the cycle of dependency is to examine our basic assumptions about man and develop goals and

means which support these assumptions. If one of the basic assumptions about man were that he could do an effective and responsible job of directing and controlling his own everyday life by means of using his own skills, then our training of entry level personnel would be quite different. Rather than directing and arranging the life for the client, the helping person would be active in assisting the client to acquire the skills needed for directing and arranging his own life. It is to this concern that the investigator has directed attention some twenty years of her professional life, to thinking about ways that beginning workers, without formalized professional training, can be helped to enter the human services delivery arena in a way which will make them facilitating, problem solving individuals, sensitive to client needs, and skilled in making it more possible for the person in need to move toward his own solutions, effectively, quickly and with as little loss of psychic energy as possible.

Government reorganization in the form of superagencies is a noble concept--designed to improve the delivery and quality of human services. Such reorganization has been put into effect in more than 25 states but major problems have developed both around size and the appropriate utilization of resources.

It was probably inevitable that the responsibility of mankind for his brother would eventually rest in large, publicly-funded organizations. Problems have become too vast and solutions too complex to be left to personal generosity and neighborliness. Whenever responsibility is thus given over to government, there is the risk that the intent of the organizational effort will be lost or submerged. The original effort

may not be appropriate for new problems and as organizations mature and formalize they become harder to change.

Today human services are caught in a crossfire between those who criticize the services for going about the wrong tasks and those who criticize services for going about the right tasks in the wrong way, particularly in the utilization of manpower.

Among all the areas of research to which the author could direct her energies at this time in her professional and personal experience, this priority loomed paramount as the one to which she could offer the most experience and insight in a practical way to a real system, which attempts to be helpful to persons with problems of daily living.

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## CHAPTER I

## THE PROBLEM AND PURPOSE OF THE STUDY

The last five years have seen the creation of large super-agencies of human services in state governments throughout the country for the express purpose of more effective delivery of services to persons in need. While the stated reasons for these administrative structural changes centered around effectiveness, in fact the primary motivation was to save money and to make it possible for fewer persons with responsibility to report directly to the Governor. It effectively removed the commissioner level from direct access to the executive and the legislative branch.

Now that these Agencies are in place, staff have been hired, or taken from Departmental personnel functions, there continues to be raised the question, does it make any difference in program delivery? Can the super agencies make any impact on what happens in the client transaction? What training is needed for staff in place to bring about more cooperation, collaboration, and maximize the utilization of resources?

The hypothesis of the author and the focus of this particular study is to suggest that orientation of entry level personnel, those with the most direct interface with clients, and with the least training for their responsibility, is the place to begin. If Departments within an Agency can define their shared objectives, use their training process to make those available to those who deliver services, and share their orientation and training resources in a collaborative way, toward defined

goals, the training of manpower will be enhanced and the sense of mission of the employees will be clearer.

This study will, then, attempt to examine what entry level employees now perceive to be the nature of their orientation to their job, their Department and their Agency. The investigation will examine what has been done in a particular Agency, how employees perceive their present needs, what they would prefer, and then the data will be available upon which all orientation can be planned and executed in a more rational way. But, first, let us look at what is human services anyway.

#### What is Human Services

Williams (1973) defines the boundaries of the human services by looking at how state health and welfare agencies recently have aligned themselves for the explicit purpose of providing supportive and life maintenance services to their own constituents.

Hasenfeld and English (1974) list the typical divisions of such conglomerates as variously including welfare, mental health, corrections, employment security, public health, community services, rehabilitation, alcohol, drug addiction control, mental retardation, family services, housing, rural and urban planning, comprehensive health planning, aging and in some instances education. These entities share the fact that their main mandate is to prevent dependency and to maintain and improve the population's well being.

Instead of looking at the member organizations, one may choose to

identify the human services by the clusters of workers who staff them. Williams (1973: 12-13) isolates six attributes of human servants.

The most clearly identifiable members of the class called "human service workers" are those persons who: a) belong to a profession or specialty which finds the term compatible and meaningful for its self-concept, b) deliver a human service, c) work in an organization likely to be included in a public or quasi-public human services organization, d) recognize the similarities of practice and education between their own group and others on the list, e) are less likely to lose status and power through association with other groups on the list, and f) are not distinguished on the basis of an overriding technology or tradition to which their group has monopoly access.

In effect, anyone who sees himself as such and who can get some external validation of the fact is a human service worker.

A third way to conceptualize the human services is discussed by Williams (1973: 34-35). This view is of a group of services demonstrating a decided direction; hence we see the words "human services" as a label adopted by a social movement growing among persons in the field of social, economic and biological services which connotes the integration and rationalization of service structures, personnel and goals.

Ramm (1974) suggests that the movement connotation captures the nature of a trend in such a way that it subsumes definitions of the human services as clusters of services or of personnel.

She further states that beyond merely signifying a grouping of agencies, the trend connotes a decided course that is joined by many and implies that they proceed in a common direction.

Those who adopt the label "human services" choose it because for them it stands for a rational, explicitly thought out approach to service provision. Such an emphasis demands goal-orientedness, demonstrable effectiveness, efficiency, accountability, and the reorganization of services along functional lines.

These characteristics or objectives have a direct impact on the role, status, and activity of human service personnel. And it is to this critical issue that the following study will address itself. Some authors would contend that the trend bears the markings of a social movement as is described by R. Meyer (1972: 41). It is some alteration of a social system which involves 1) reallocation of the existing combination of roles and statuses to a different set of individuals and membership; 2) altering the combination of role, characteristic of a given structure; and 3) redistributing the rights and obligations inherent in the statuses of that structure.

Goal-directedness sets the first alteration in personnel role and action. To the extent that one of the characteristics of human service programming is goal directedness, program personnel must be seen as responsible agents of purposeful activities and not as mere functionaries in an ongoing series of events. In human service programming there has not always been a differentiation between purposeful action and random events in the evaluation of program effect. Rosenblueth and Weiner (1950) set forth criteria that are to be met by a system to qualify it for the ascription of purposiveness: it is goal directed and it occurs in a system capable of interacting with parts of its environment so as to attain the identified goal. Applied to a

human service program these two criteria lead to the conclusion that a goal must be generated in response to a client situation. Governed by goal-directedness, the human services person performs actions in such a way that the client situation is modified; hopefully, the modification moves the client towards his or her own individual goal.

Cost Effectiveness As A Program Concern. The mid-sixties saw wide application in the human services of the Program Planning Budget System (PPBS) of cost-effectiveness analysis following its successful use in the country's space program (P. Meyer, 1971). Utilization of a cost-effectiveness approach to program planning and service delivery brings a number of new elements into the human services world. It is intended to present decision-makers with systematic and comprehensive comparisons of alternative approaches to meeting an objective, in contrast to traditional budgeting presented in terms of objects of expenditure without showing a link between costs and goals. Another newly popularized administrative approach is management by objectives which is a logical and straightforward approach to management that satisfies an intuitive sense of how things ought to work. It has become a useful tool for some human service program managers intent upon answering questions of cost and effectiveness (Morrissey, 1970). The first task of a manager using this approach is to identify his objectives which will serve as the measures for program outcome.

A human service program that is keeping pace with movement trends is one that is characterized by conscious goal-orientedness, demonstrable effectiveness, efficiency, and accountability but public service organizations are only now becoming concerned with these issues. The

above description of a desired human service organizational model echoes Weber's (1947) description of an ideal rational-legal bureaucracy.

Whereas the ideal bureaucracy is intended to give the greatest possible consistency and purposefulness to a complex operation, twentieth-century citizens have heard more than enough stories about red tape and rigid policies. The generally accepted image of bureaucracies is one of anything but efficiency, and the route of creating the super agencies was taken not in the interest of program effectiveness but in an attempt to save money, to get the least expensive alternative in place.

Ways of Allocating Manpower to Meet Client Goals. This paper proposes that the allocation of the work function to personnel available is of critical importance. Within the constraints of a program's goals and resources, the factor that most determines relative cost of manpower is its system of personnel allocation. Because salaries make up the largest portion of most human services budgets, the cost-effectiveness minded administrator must attend scrupulously to the allocation as well as to the effectiveness of personnel. Decisions allocating staff to tasks may be made on the basis of several different rationale and each has its consequences. One way to look at manpower allocation is to ask what is the nature of the orientation, who does it, when, how and toward what objectives.

McPheeters and Slavin (1973) suggest five bases for the allocation of personnel. The first provides for the distribution of work on the basis of categorical titles: i.e., physician, psychologist, occupational

therapist, social worker. This method has the effect of encouraging staff to give its highest loyalty to the profession and its technology, sometimes at the expense of program or client-defined priorities.

Another rationale for allocation of personnel to task is by the nature of the task. When this is applied we see typists, eligibility determiners, interviewers, and other staff identified primarily as technicians and usually fragmented from the whole of the operations.

A third method of allocation is based on the logistics of the organizational operation, so that we see a night supervisor and a day supervisor whose main allegiance is to the Agency and its goals at the expense of loyalty to client or discipline.

Another new and frequently used rationale for the allocation of personnel resources to work is to divide the labor in terms of major program objectives. This can have the consequence of having different workers assigned to a part of the client's life--intake workers, discharge workers. These workers often concern themselves exclusively with one aspect or time frame of the client's life and only as it relates to their particular program objective.

A final rationale for the allocation of personnel to work is on the basis of specific client target groups. When this method is chosen, the consequence is often that the staff feel a primary commitment to their clients and tend to deal with them in terms of their total needs. Clearly, this rationale is more consonant with the general trend in the human services toward integration of service. It may be difficult to implement in a complex service-delivery system. It is an allocation

principle to be maximized even though certain highly skilled work must remain with specifically trained staff groups (Teare and McPheeters, 1970).

The author of this paper suggests that the use of a rational orientation and training process must be a further alternative to examine.

The human service manager must consciously consider the various allocation rationales and select the one or combination of ones that is most likely to facilitate accomplishment of program goals.

Finestone (1964: 107-113) summarizes experimentation in various designs for social welfare staff deployment. Because any agency or program has available to it only a finite number of ways it might organize its personnel, the task of redeployment needs to be a manageable one. He makes clear that deployment design is a matter of decision; four elements of that decision comprise its dimensions of choice. 1) The unit of differentiation influences the final design--whether the work is partitioned by case, by task, by problem, or by some other unit. 2) The principle of differentiation governs the final design; in other words, the theoretical basis of the differentiation--by arbitrary administrative section, or by programmatic or client goal. 3) The method of staff differentiation determines the final design--whether it is by title or generic focus. 4) The method of staff grouping sets the final design and should be done so that efforts are mutually complementary.

To some extent the contemporary currents run counter to each other. Those asking for greater client centeredness are generated from a humanistic value base. Those asking for efficiency are generated from an economic value base.



The compromise course is the one that is chosen by those who want their programs to survive and to remain relevant. This course of action attempts to recognize client goals, either by asking clients or by inferring goals on their behalf. It also attempts to operate efficiently, spending the taxpayer's dollar judiciously, and it quickly is evident that priority conflicts are inevitable.

### The Problem Defined

The creation in the last five years of super agencies, as part of government reorganization, in an effort to deliver more effective human services, has called dramatic attention to the need for a more productive use of existing manpower of the constituent Departments. Throughout more than 25 states where consolidation has occurred, the chief Agency executives consistently identify "problems of turf" as a major deterrent to effecting reorganization, and achieving program objectives.

This paper proposes that one way to enhance collaboration and reduce interdepartmental rivalry is to provide an initial orientation for all new employees. Such an orientation would focus on the commonly shared competencies needed to function productively in whatever division of the Agency one is employed. Thus, the first impression of the worker is a broad knowledge base shared by all Agency personnel who have client contact, rather than the highly specific and specialized view of one Department or Division.

In view of the reluctance to collaborate, or the "turf tension", one way to look at common goals would be to look at the training needs.

We can examine what initial training has been done, how entry level employees feel about it, ask them what they need, and gather information to build a rational, well focused and implemented system.

Addressing the issue is the first consideration to establishing competency-based orientation for human services. Competency-based orientation is designed to establish discrete, identifiable skills and knowledges as these are required in a particular job. It usually means a recognition of competence regardless of where or how it was learned.

#### Plan for Inquiry

Discussions of manpower development ordinarily center on who should teach? What? and Where? The problem, simply stated, is that we do not know at the present time what needs to be the initial orientation experience. This study will inquire of a target population, hired in the last year in a super agency, what had been the nature of the orientation process, given by whom, in what time frame, and with what content.

The specific area to be researched is an attempt to identify the major units of knowledge which are needed by all workers at the entry level in delivery of client oriented services to recipients. Experience in exploring the parameters of this proposal suggests that it is practical to confine the inquiry to an orientation model, both because an adequate one does not exist but more importantly because of the need to circumscribe a manageable piece of research.

Underlying the work is this assumption:

There is an identifiable body of knowledge needed by all entry level workers in an Agency of Human Services, which can be made available in a period of orientation.

The critical questions center on what this shared body of knowledge is and whether it can be explicitly stated. An effort will also be made through the distribution of a questionnaire to get some perceptions of employees about what changes they would like to see implemented.

Exploratory interviews with the Secretaries of the super Agencies of Human Services in Georgia and Vermont indicate critical manpower dilemmas in putting together in one system as many as nine to fifteen Departments, and the complex and sensitive difficulties of gaining commitment of previously autonomous staffs to shared objectives of a larger umbrella Agency. Immediate and carefully planned orientation of new personnel when prior prejudices are less rigid offers the alternative of "hooking in" personnel to Agency priorities before or alongside the specialized Departmental orientation.

It is important to try to identify what employees feel they need and what administrators state as program objectives.

Before orientation is discussed, the following questions must be addressed: What are the goals of programs? What program goals must there be to enable clients to attain their goals? What competencies must staff have in order to carry out program goals? Finally, what training is needed to enhance competency achievement?

These questions are specific to programs and cannot be answered thoroughly in a general presentation of this nature. There are skills

and knowledges, however, seen as requisite for all human service work, and some assumptions based on the author's study and experience will be discussed in the final chapter.

This specific piece of research is aimed at providing a work which would be usable by any Agency of Human Services. If the thesis is kept as closely tied to practice as possible it will be the first comprehensive and generic orientation literature to be available to states now undergoing reorganization. Furthermore, it will be a practical and much needed source of information for some fifty Associate of Arts degree programs in Community Colleges across the country which are struggling for self definition as related to practice.

The design of the study is directed toward creating a questionnaire which represents some of the author's assumptions about generic knowledges needed by all human service workers. This instrument was mailed to 313 entry level employees in the Agency of Human Services in Vermont, who have direct client contact, of whom 105 responded. The specific areas to be researched are the perceptions of employees about what they got during their orientation to the Agency, Department or job and what they feel they need but did not receive. It spans twelve months of actual practice in the State of Vermont. The particular assumptions used by the author come about as a result of some thirty years of practice in health, comprehensive health planning, mental health, aging and welfare. She has also been involved some ten years in creating an academic training program and creating career ladders for a new level of worker between aides and fully trained professionals.

The responses of the population studied will be analyzed and some general trends will be identified. The author will then propose some content models to meet the needs as described by the respondents.

The purpose is to make more explicit the needs of entry level personnel to be connected to the objectives and purposes of the super agency in order to better meet client needs.

As historical and professional background for the study, a review of the literature will indicate where emphases have been placed up to the present time by various authors and what some of the critical questions have been in preparing entry level personnel to render client centered services in a complex and often diffuse bureaucratic structure.

C H A P T E R   I I  
REVIEW OF RELATED LITERATURE

This study will be an investigation into the maximum utilization of manpower with less than baccalaureate training in a state Agency of Human Services, and what is needed in an orientation of such new workers to the delivery system.

It appears inevitable that the responsibility of man for his brother would eventually rest in large, publicly-funded organizations, because problems have become too vast and solutions too complex to be left to charity and neighborliness. Whenever responsibility is thus given over to bureaucratic systems there is a greater risk that the original intent of the delivery of service effort will be lost or submerged to the needs of the system to maintain itself.

In an effort to further explicate the issues raised in the first chapter, the following areas of related research will be examined:

1. Critiques of manpower utilization in Human Services;
2. Issues of manpower development;
3. Rise of the paraprofessional movement and need for appropriate training definitions;
4. Relationship of training to new collegiate content in community and junior colleges.

Although much of the related research is taken from studies of different populations around the country, the findings are germane to the objectives of this investigation, and are traced historically in the last two decades.

## Critiques of Manpower Utilization in Human Services

Human Services are caught in a crossfire between those who criticize the services for going about the wrong tasks and those who criticize services for going about the right tasks the wrong way. Within the Human Service professions there is a steadily growing critique of human services delivery and its practices beginning recently with Weed (1969) who criticizes obscure and dysfunctional medical practice recording. Rehabilitation strategy in less complex bureaucratic settings calls for a tighter definition of what it means to be a helper (Smith, 1973) and Fisher et al (1973) angrily blasts psychiatric specialties. Hobbs (1968) challenges psychologists to assume new and more responsive roles. Briar (1972) warns social work to be more concrete as a response to legislative fire; and Specht (1972) forecasts the demise of the social work field if changes do not occur.

The author of this paper, in pleading for the usefulness of paraprofessionals in social work, suggests that all social work field students are essentially untrained in the beginning and learn from experience in the same manner as paraprofessionals.

Psychologists are called on by Iscoe (1971) to examine their traditional intervention roles in the face of technological and methodological developments of the future. Public health is under fire to test intervention models which do not focus on the heavily individualistic, intrapsychic orientation to the cause and treatment of troubled people (Skovholt, 1973). Piven and Gloward (1971) impute motives to human services that are anything but pure public benevolence. The

nation continues to set up one system of service for the poor and another for the affluent, depriving the former of skilled help, as made explicit by Cooper (1973).

Agel (1971) collects statements calling for a radical revision of psychiatry so that it serves, rather than oppresses, the patient. Mayer and Timms (1970) advocate in behalf of client's view of social services. Gartner (1971) pleads for the improvement of Human Services practice through employment of the poor and undereducated. Jansen and Aldrich (1973) describe a client's assessment of institutional psychiatric services. Krismer and Cordes (1970) find it necessary to remind Human Service workers that the departure point for treatment is the client. Reid (1972) suggests that if the Human Services were in the market place they would quickly become attuned to the client needs. Ishiyama (1970) similarly suggests that market principles be applied to the delivery of institutional psychiatric service. Budner (1973) advocates for indigenous workers in the welfare and community action programs to negotiate for increased income support through outreach as an appropriate model for social service to incorporate. There has grown increasing dissatisfaction with the approaches which have been used in the past to the treatment of the emotionally disturbed, and there will never be a sufficient number of trained professionals available to provide the needed care says Steisel (1972). Alternative service models to earlier institutional forms are suggested by such writers as Honig (1972) and Wolfensberger (1972), addressing effectiveness and efficiency priorities. More clear accountability is recommended by Carlson (1970), Weed, (1969) Nader (1972). Redeployment of Human Services



manpower is discussed by Barker and Briggs (1968), Teare and McPheeters (1970) and Williams (1972). Revisions in Human Services training are implied by most critics and are dealt with directly by such authors as Cartner and Rieseman (1972), McPheeters and King (1971) and Williams (1973).

To some extent the currents of criticism are in open conflict. Those asking for greater client centeredness are generated from a humanistic value base. Those asking for efficiency are generated from an economic value base. The differing value bases establish program goal priorities in different orders, and in some instances the ordering of priorities is incompatible.

The compromise course chosen by those who want their programs to survive and to remain relevant attempts to recognize real client goals, either by asking clients or by inferring goals on their behalf. It also attempts to operate efficiently, spending the taxpayer's dollar judiciously. Wolfensberger (1969: 231) presents an analysis of some issues that have surfaced since cost-benefit thinking infused the Human Services.

Within a cost-benefit scheme, the distinction between effectiveness and efficiency must be made. An effective approach is one that reaches a goal; however, not all effective approaches are efficient; an efficient approach attains a goal at a low cost.

He points to the inevitability of implementing cost-benefit principles in Human Services management:

While sentimentality and perhaps ill-rationalized 19th century humanism might have it otherwise, cold reality will increasingly demand that human management decisions of the future, like other national practices, be based upon a cost-benefit policy if our society, perhaps even mankind, is to survive. (Wolfensberger, 1969: 372)

Program managers must assure that their staff of Human Service workers is performing effectively. Because identifying competent performance is elusive, this study will concentrate upon some issues of orienting staff at the entry level in order to bring about more effective utilization of Human Service workers.

To this investigation there will be a look at ways of identifying some needed competencies, for purposes of orientation.

#### Issues of Manpower Development in Human Services

Content. Discussion of manpower development centers on who should teach what, when, and where according to Bergevin, Morris and Smith (1966). Before staff orientation is discussed, the following questions must be asked and answered:

1. What are the goals of the clients in the program?
2. What program goals must be identified and made explicit to enable clients to reach their goals?
3. What competencies must staff possess to meet program/client goals?
4. What training is needed to eliminate competency deficiencies?

Job dissatisfaction and high turnover can best be addressed in terms of organizational commitment to differentiated staffing patterns (Porter, Steers, Boulian, 1973). The relationship of self-concept to job satisfaction is more critical than either race, sex, marital status, age or level of responsibility in the view of some authors.

Masyck (1973) characterizes the personal data of average para-professions as married, middle-aged, with children older than six and having had 11 years of schooling. The tendency to place primary emphasis on security and disciplinary functions of the entry level worker does not address adequately the role conflict and role ambiguity of these workers (Eades, 1972). The day of the one agency approach is over (Collins, 1971) and future programs will have to be not only broader in their coverage but more complex.

Organization of Services. Earlier in Chapter One, Williams (1973) plots the boundaries of human services by examining how existing state health and welfare agencies have linked together for the purpose of providing supportive and life-maintenance services to their respective constituencies. In a review of health and welfare tables of organization, he reports that nearly one-half of the states have consolidated a range of human services under one larger unit.

No structure covers the field exhaustively; some autonomous departments co-exist. To date the remaining states have persisted in maintaining accidental combinations of autonomous departments which reflect no conscious design or order beyond response to the separate federal funding mechanisms and decrees that authorize or mandate certain services to specific populations or eligibility groups.

Hasenfeld and English (1973) describe human service organizations as those providing welfare, mental health, corrections, employment security, public health, community services, rehabilitation, addiction control, mental retardation, family service, housing, rural and urban planning, and education programs. These organizational entities have

in common, they say, the fact that their inputs and outputs are people, and the fact that their mandate is to serve, to maintain and improve the population's general well-being.

Instead of looking at the member organizations, some writers have chosen to identify the Human Services by the clusters of workers who staff them. Williams (1973: 12-13) isolated six attributes of Human Service workers, discussed earlier.

Accountability. Effectiveness, efficiency, accountability and reorganization have a direct impact on the role, status, and activity of Human Service personnel. The trend is described by R. Meyer (1970: 51) as some alteration of a social system involving: 1) reallocation of the existing combination of roles and statuses to a different set of individuals and membership; 2) altering the combination of roles characteristic of a given structure; and 3) redistributing of the rights and obligations inherent in the statuses of that structure.

The determination of who will be the clientele is often decided by rules written in legislative and executive contexts that operate for many more purposes than mere meeting of client need (Pivan and Cloward, 1971). In addition, regulations and budget controls restrict the organizational activity and the definition of its objectives.

Merit System Classifications. Because actual definition of competence has been skirted in the establishment of most personnel classification systems, they do not truly represent hierarchies based on merit (Perrow, 1972; Nader, 1972). Human service workers are most frequently hired on the basis of externally conferred credentials, and promoted on the basis of length of stay.

Another problem of present merit systems is caused by the construction of many narrow, side-by-side career ladders with no means for employees to change ladders or lattices if work demands change. Tears and McPheeters (1970) recommend eliminating narrow ladders and replacing them with a few broadly defined generic classes. The metaphor then is changed from career ladder to career lattice or network. Access and movement, both vertical and horizontal, are anticipated and encouraged. Boyette et al (1972) points out that the new careers program development identified three major entry problems: 1) lack of career ladder; 2) no salary range; and 3) a lack of understanding of what was expected on the job.

A third consequence of merit systems is exclusion. Grosser et al (1969), in a volume that summarized the use of non-professional personnel in the Human Services, reflects a problem that occurs when work identification is executed in terms related to professional classification. The past decade has been marked by a substantial increase in the employment of "non-professional" workers in the Human Services. These employees are much less costly than trained and credentialed professionals and so present an inviting alternative in light of cost-effectiveness concerns. They are typically placed in one of four employment situations: 1) direct service: teaching, counseling, remediation, eligibility; 2) ancillary services: clerical, administrative, transportation; 3) recruitment: outreach; and 4) followup services: surveys, problem solving (Grosser, 1965). Because they do not possess credentials, Hadley, True and Kepes (1970) discuss the reality that new levels of manpower presently being created may not be able to climb any professional career ladders,

yet they perform many of the same tasks as those above them, sometimes with equivalent competence. Regardless of competence level, the job is a dead end one under prevailing classification systems that are based on inadequate or inconclusive definitions of competence. The resistance of prevailing professional disciplines continues to slow progress in the development of a rational career lattice, in spite of enabling Federal and State legislation of the past few years opening up entire new areas of employment and creating the potential for the hiring of many new kinds of personnel. The extension, for example, of mental health and aging activities into the community appears to require a corps of Human Service workers who, in some respects, must have different knowledges, skills and attitudes from those possessed by the traditionally trained professions. Maiers (1973) continues to press for paraprofessionals as an expansion of existing professional service because of political pressure. How to engage the skilled professionals in the supervision and acceptance of these new workers, once defined, is a major dilemma for program developers and administrators.

#### Rise of the Paraprofessional Movement and Need for Appropriate Training Definitions

This particular study focuses on the entry level of manpower, rather than one requiring advanced training, because the entry level is where the heaviest responsibilities lie in the interface with consumers of services, and at the same time where the least preparation can be assumed. It is also the point of intervention where the learner is most ready for

a new language and a view of a system. A historical review of the literature specific to the entry level personnel mandates a need for change in the current orientation and training process.

Albee (1959) wrote the first and most definitive analysis of manpower utilization in the mental health system predicting acute manpower shortages and calling for a new approach in the assignment of responsibilities and training models. Describing a dramatically effective program for selection and training of persons who interact with patients, Ellsworth (1961) focused on the significance of the daily transactions. At the Metropolitan State Hospital in Boston, Umbalger, Dalsimer, Morrison and Breggin (1962) suggest that intelligent, enthusiastic, wholesome young people can have impressive input on patients. Margaret Rioch (1963) was involved in training carefully selected, mature women to do counseling in an effective and sensitive therapeutic process. The Fort Logan Mental Health Center (1965) dramatically used technicians as full members of the therapeutic team. Sanders (1965) at the Philadelphia State Hospital successfully trained four-year college graduates to be socio-environmental therapists as the primary agents for bringing about an effective milieu in a large mental hospital.

Pearl and Riessman (1965) demonstrated the concept of store front problem solvers using native New Yorkers, and Pointer and Fishman (1968) developed guidelines for training aides under the New Careers program. Guerney (1969) reports the use of paraprofessionals who have had little or no training to teach client procedures and strategies to overcome their own difficulties, in certain kinds of settings. Carkhuff (1969) emphasizes the process of giving indigeneous paraprofessional training

in a six-months period, half of which is human relations training.

Magoon, Golann and Freeman (1969) trained mental health counselors to serve as an adjunct to a "professional counselor".

The Joint Commission on Mental Illness and Health (1961) and the President's Commission on Mental Retardation offered continuing criticism of the deployment of highly trained professionals and exposed the reality of the therapeutic transactions occurring at the less well trained and less well paid staff levels. Eisdorfer and Golann (1969) stressed the need for a clear role definition and the limitation of responsibility as new training programs were being developed. The paraprofessional needs respect and recognition from the professional if Human Services are to be effectively delivered says Wigfall (1972). Characteristic attitudes of three professional groups about training in new paraprofessional roles are identified by the center for Training in Community Psychiatry (Parker, 1971). Schmidmayr and Weld (1971) found that aide activities are seen to be more significant by the professionals than by the aides themselves.

In fact, Talbot, Ross and Skerrett (1973) go so far as to suggest that the paraprofessional is the best trainer of mental health professionals, a skill which is highly underutilized. Williams (1972), too, discusses the function of teacher and trainer in addition to the primary duties as advisor and supervisor of patients now carried by aides.

How to develop training programs for such new workers raises a bevy of alternate proposals. Umbarger (1972) working in Boston developed family therapy techniques based on an appreciation of poverty and on the interpersonal transactions common to that context as a clinical



specialty that can be taught to the undereducated adult. The supervision of paraprofessionals as indigenous therapists (Elizur, 1972) has identified the need to train in understanding human behavior in order to reduce anxiety and insecurity in handling them. Tendencies of personal biases like overidentification, overprotectiveness, and rejection of client as well as ambivalent, often antagonistic attitudes toward one's own community are frequent and must be addressed in the training program. In a new careers program in Harlem there were adopted four grades on a career ladder for mental health worker titles: trainee, worker, senior worker and technician. One major issue which needs to be faced is how to facilitate the use of new skills and competencies in the community, outside the institution which sponsored their training (Bunker, Singer, 1974). How to combine training experience and supervision in such a way as to increase side knowledgeability without diminishing warmth and spontaneity is addressed by Dorr, Cowen and Sandler (1973). One model used in the field of aging is service dyads consisting of a professionally educated Caseworker (MSW) and an assistant of mature age, 35 and over (Rivesman, 1972). Nursing has identified four attitudes needed by paraprofessionals: respect, enthusiasm, a positive attitude toward creativity and concentration on tasks which will be immediately applicable and rewarding (Ulsafer, 1973).

Appelberg (1972) says there are clearly three groups of paraprofessionals: 1) those who perform natural roles: substituting for those who failed in normal roles; 2) indigenous leaders: people who take over political roles in their community which are either filled by outsiders or are vacant; 3) persons who take over the direct treatment

role of the mentally ill, or some aspect of the role of the professional mental health workers, such as psychologist, social worker, or psychiatrist. Johnson (1971) focuses on the need to train paraprofessionals in: 1) meaningful interpersonal relationships between the professional and trainee; 2) avoidance of difficult psychiatric terminology and 3) consideration of the ethnic and racial backgrounds.

Collins (1971) points out that the main problem for the paraprofessional without a formal education is upward mobility. It is not surprising then that as the whole field of mental health changed due to the entrance of paraprofessionals, and there began to emerge legitimate systems of academic credentialing.

#### Relationship of Collegiate Training in Community and Junior Colleges

Robert Vidaver (1969) introduced a statewide system in Maryland for a new level of manpower, and a collegiate associate of arts degree program to provide appropriate credentialing. Hadley, True and Kepes (1970), building on the investigations of Rioch, initiated an associate degree program at Purdue University attempting to introduce a new kind of worker into the mental health system, trained as a generalist, with several levels of responsibility. They used the term "health engendering attitudes" of viewing clients as people, not patients. This requires interpersonal and intrapersonal sensitivity in workers at all levels. The models of Bradford, Gibb and Benne were to provide a laboratory experience in human relations training. The Southern Regional Education

Beard (1969, 1970, 1971) organized the first published guidelines on roles and functions of the mental health worker, which became the primary reference for some one hundred and fifty associate degree programs in the country between 1969 and 1975. Concurrently Kassel (1970), in Illinois, began her effort to revise the civil service system to develop a career ladder concept for workers with less than baccalaureate training, and Glass (1970) wrote a companion work on the mental health worker career series in Illinois. Swift (1971) published the first comprehensive description of a growing body of academic programs for generic workers in Human Services. Kagan (1972) was concerned with assisting para-professionals to understand themselves and the impact the helper and helpee have on each other, using a video tape feedback model. McNeer (1973) described the initial conference in Chicago in 1969 which brought together leaders throughout the nation, out of which the Swift document emerged, giving guidelines for curriculum development at the Community College level. The Southern Regional Education Board (1970, 1971, 1972) continued to hold conferences for trainers and produced Plans, Issues, and Utilization studies, and then expanded into the Human Services area with a training resource guide (1973). McPheeters (1972) identified over 140 programs for mental health workers, and the great need for agencies to establish positions. Burns (1973), Pennsylvania State University, collated an inventory of academic Human Services programs from a nationwide survey, which brought into visibility the rapidly growing educational training ventures, and the wide discrepancies among them.

Denure (1973) developed a set of guidelines for the State of

how to develop listening skills (Dendy, 1973). Allen (1973) at the University of Massachusetts calls to the attention of program developers the following areas of professional responsibility: responsibility for the overall planning of training and service programs; responsibility for role definition; the specification of job functions, expectations, and limitations; training function of professionals; client acceptance; responsibility of career mobility; monetary compensation; and legal liability. The main responsibility continues to be that of providing services to as broad a range of client groups as possibly seeking new ways to involve paraprofessionals, not just to relieve the manpower shortage but to encourage their creative potential for work in areas where the record of success has been less than outstanding.

Recognizing government's need for a new kind of administrative leadership, Alt (1971) developed an Institute for Administrators in Mental Health which focused on standard setting for services for children. The National Institute of Mental Health later granted funds to the University of Massachusetts, Carew and Tooley (1973), and the University of Pennsylvania, Vallance, (1974), to develop curricula in Human Services. McNeer (1974) writes about that program with the express purpose of trying to identify and make explicit knowledge needed by the beginning worker in the Human Service system. Holler (1973) introduced training materials and Schulman (1974) has focused on skills development, integrating the experimental and didactic. The Schulman work emphasizes the establishment of positive human relationships and defines basic skills of observation, recording and reporting, interviewing

and counseling. Danish and Brock (1974) raise unresolved issues about the use of paraprofessionals as: 1) confusion about who they are and what they do; 2) how much human relations training they need; 3) what kinds of relationship building skills can best be taught by what methods; 4) differences in various programs claiming to train paraprofessionals; 5) what constitutes differences between a professional and paraprofessional; 6) what constitutes help--a facilitating relationship, application of behavior modification techniques or teaching clients how to overcome own difficulties. It is their contention that entry level personnel must have a basic art of relationship building skills which have applicability across a broad range of roles. Three programs which have been designed for the acquisition of these skills have been Carkhuff (1969), Kagan (1972) and Ivey (1971).

Danish and Hauer (1973) had identified six specific skills needed by paraprofessionals as: 1) understanding need to be a helper; 2) using effective non-verbal behavior; 3) using effective verbal behavior; 4) using effective self-involving behavior; 5) understanding others' communication; 6) establishing effective helping relationships which Danish later revised to include the importance of knowing the systems in which these skills are needed.

The literature is only beginning to emerge and it is to this new arena of endeavor that the author wishes to contribute at a level of concern which has and continues to receive little attention. No state agency has yet written an orientation program which addresses the knowledge components which are commonly shared.

### Significance of the Study

This particular study is significant because it focuses on the need to develop an orientation program for a state agency of Human Services which makes explicit some of the knowledge needed by entry level workers. According to the literature, new levels of manpower will increasingly be utilized in the delivery of services. Based on the findings of the literature, very little has been made explicit about the orientation and training of persons with less than a baccalaureate education. Their responsibility is so great and their orientation so haphazard, it is small wonder that the service delivery is costly, ineffective and unfocused.

C H A P T E R   I I I  
A G E N C Y   O B J E C T I V E S

Why Reorganization and Consolidation?

In the decade of the 1960's legislative and executive branches throughout the nation brought into the governmental structure large agencies made up of varying and diverse smaller autonomous units. This was accomplished as a response to two major pressures in society:

1. The public outcry against taxation which was taking an ever increasing toll on the income of individuals to support burgeoning public services and a geometrically expanding bureaucracy;
2. The executive branch's inability to monitor the system of government and legislature's desire to allocate its resources more productively.

Legislators faced with ever more sophisticated requests in behalf of those who need services in physical and mental health, welfare, day care, nutrition, income maintenance, mental retardation, corrections, alcohol and drug abuse were frustrated with the efficacy of the mechanisms they had created for solving those problems. The policies and programs of government, the services and facilities they support and operate, the pilot demonstrations they finance and conduct and the personnel they hire continued to fall short of the need. They began to raise hard questions about improving the performance of the mechanisms already in existence rather than to continue the mushrooming of open ended expenditures in the face of a back home constituency beginning to feel the press of ever greater taxation.

Some people talked about reorganization as if it were a refined technology or a super-mechanism which could somehow get all other mechanisms to perform more effectively, as if it represented a relatively universal and clear set of technical and administrative phenomena.

At the national level relative to the 1973 HEW Appropriations Bill (H.R. 15417), the Conference Committee on Aging in The Rise and Threatened Fall of Service Programs for the Elderly stated that the amendment placing a ceiling on social services was to:

1. Insure control over a program which is increasing at an alarming rate, and
2. To insure that funds are dispensed prudently and effectively.

Senator Roth in the Congressional Record of September 7, 1972, summarized the situation by saying "at this time there is no single person or agency who knows how many State programs are being financed under social services; similarly nobody knows exactly what the State programs are..."

After significant controversy between the advocates for better managerial structure and the entrenched power interests of separate departments, in a coalition with a few who predicted the exorbitant overhead of yet another administrative layer, some 25 states did, in differing ways, create new super agencies variously entitled Human Services, Human Resources, Social and Rehabilitative Services, Health, Welfare and Education.

The best of intent was soon to be diminished by the lack of goal definition, diffuse nature of the mandate, inexperience of administrators



of such large systems, but most of all by the absence of a theoretical construct or sound rationale upon which to bring this new formal organization into a productive reality.

One purpose of this study is to explore the variables of coordination, consolidation and cost effectiveness and the values represented. The impact of such values on staff development in a large human services agency is critical and designs need to be created to reconcile large bureaucracies with humanistic processes.

Wolfensberger (1969: 231) presents an analysis of some issues that have surfaced since cost-benefit thinking infused the human services:

Within a cost-benefit scheme, the distinction between effectiveness and efficiency must be made. An effective approach is one that reaches a goal; however, not all effective approaches are efficient: an efficient approach attains a goal at a low cost.

He points to the inevitability of implementing cost-benefit principles in human service management:

While sentimentality and perhaps ill-rationalized 19th century humanism might have it otherwise, cold reality will increasingly demand that human management decisions of the future, like other national practices, be based upon a cost-benefit policy if our society, perhaps even mankind, is to survive. (Wolfensberger, 1969: 372).

Program managers must assure that their staff of human servants is performing effectively. Because identifying competent performance is most elusive, this paper will concentrate on human service management trends with emphasis on personnel issues. Cost-effectiveness trends form the backdrop for decisions as to the allocation and training of human service workers.

Manpower is the most costly item in the human service budget and its use most substantially determines program effect.

## Values

If one examines the sequence of the political decision making in the first two years of the new Agency, it is difficult to identify values articulated other than efficiency, effectiveness, accountability to centralized authority and a commitment to identifying and providing support functions to the Departments' maximum utilization of federal funding mechanism.

The concurrent and sequential component of the political process lies in the belief or value system of the American culture. One major study by B. M. Cross in 1967 identifies 15 such major values as:

1. Activity and work
2. Achievement and success
3. Moral orientation
4. Humanitarianism
5. Efficiency and practicality
6. Science and secular rationality
7. Material comfort
8. Progress
9. Equality
10. Freedom
11. Democracy
12. External conformity
13. Nationalism and patriotism
14. Individual personality
15. Racism and related group superiority

While Cross' work is a definitive one for most political scientists, the author would suggest a further value loosely defined as a kind of Frontierism, which says America is a land of great opportunity for all to seize, given the ability by God to do so. It follows then, that those who do not are cursed by God, and it is their own fault for whatever circumstances they find themselves in. A theme to be found consistent with the Frontierism is an emphasis on the worth of active mastery of one's life rather than a private acceptance of events. There is, in addition, a pervasive high valuation of individual personality rather than collective identity and responsibility.

It follows then that when the individual cannot be independent and his personal resources fail, he finds himself at an ever-increasing social distance, with relationships which are formal and cold. It may be that the isolation from the mainstream of American life, the amount of space available and the face to face interaction still available in Vermont supports this early ethic.

The value system of the American culture is very deep and important in social policy formation. It is an area of knowledge where more research is needed in values and attitudes especially toward the dependent. It will be resisted by many as placing too much power in the hands of centralized authority, resulting in public deception or man's manipulation, but it would be useful both in diagnosing societal problems and in planning for their solution. It is interesting to note here that throughout the managerial move to consolidate, almost no mention was ever made of recipients of services and their needs.

## Social Planning As A Value

Many complexities are inherent in planning for millions of inarticulate persons with problems who do not, for the most part, have characteristics highly valued by most Americans. The process is more complex than mobilizing White House Conferences, citizens advisory bodies at state level or area planning and service councils. There is no less need for devising planning skills on human problems than for air and stream pollution. This requires a concentration of energy and effort on formulating the proper questions to be asked, the protocols to be designed for securing the answers, and perhaps even designing the strategies for securing an effective system for delivery of services or the solution of social problems.

The next section on Agency Goals, Values, and Objectives begins to make explicit the forces which went into the creation of a new administrative unit in Vermont.

## Agency Goals, Values, and Objectives: Creation of Agency

The Vermont Agency of Human Services was created to become effective on January 10, 1971, by act of the Legislature under Title 3, Vermont Annotated Statutes, as follows:

\*3002. Creation of agency

- (a) An Agency of Human Services is created consisting of the following:
- (1) The Department of Corrections
  - (2) The Department of Social Welfare
  - (3) The Department of Health except certain Environmental Protection activities transferred to the Environmental Conservation Agency

- (4) The Vocational Rehabilitation Division of the Department of Education
  - (5) The Department of Mental Health
  - (6) The Alcoholic Rehabilitation Board
  - (7) The Hospital Advisory Council
  - (8) Drug Rehabilitation Board
  - (9) Office of Economic Opportunity
  - (10) Governor's Commission on Comprehensive Health Planning
- (b) The following units are attached to the Agency for Administrative Support:
- (1) Vermont Soldiers' Home
  - (2) Governor's Committee on Children and Youth
  - (3) Interdepartmental Council on Aging
  - (4) State Health Advisory Committee
  - (5) Board of Osteopathic Examination
  - (6) Board of Examiners in Optometry
  - (7) Board of Barbers
  - (8) Board of Nursing
  - (9) Board of Cosmetology
  - (10) Board of Embalmers
  - (11) Board of Dental Examiners
  - (12) Board of Chiropractic Examination
  - (13) Board of Medical Registration
  - (14) Board of Pharmacy
  - (15) Board of Veterinary Registration
  - (16) Board of Physical Therapy
  - (17) The Tri-State Regional Medical Needs Board
  - (18) Governor's Committee on Employment of the Handicapped

- (c) Units attached to the agency for administrative support shall receive, and shall use, the services provided by the administrative services division of the agency under section 3086 of this title.--1969, No. 272 (Adj.Sess.),\*2, eff. Jan. 10, 1971.

Cross references. For provisions relating to creation, composition or administration of departments, divisions, boards and commissions, see:

Alcoholic rehabilitation board. \*8451 of Title 18.  
 Department of corrections, \*1, of Title 28.  
 Department of health, \*1 of Title 18.  
 Department of mental health, \*7201 of Title 18.  
 Department of social welfare, \*2503 of Title 33.  
 Hospital advisory council, \*1804 of Title 18.  
 Professional boards generally, see Title 26.  
 Vocational rehabilitation division, \*\*3013, 3053 of Title 16.

\*3003. Advisory capacity

(a) All boards and commissions which under this chapter are a part of or are attached to the agency shall be advisory only, except as hereinafter provided, and the powers and duties of the boards and commissions, including administrative, policy making and regulatory functions, shall vest in and be exercised by the secretary of the agency.

(b) Notwithstanding subsection (a) of this section the board of health shall retain and exercise all powers and functions given to the board by law of quasi-judicial nature, including the power to conduct hearings, to adjudicate controversies, and to issue and enforce orders, in the manner and to the extent provided by law. Boards of registration attached to this agency shall retain and exercise all existing authority with respect to licensing and maintenance of the standards of the persons registered.--1969, No. 272 (adj. Sess.) \*3, eff. Jan. 10, 1971.

\*3004. Personnel designation

The secretary, commissioners, deputy commissioners and all members of boards, committees, commissions or councils attached to the agency for support are exempt from the classified state service. All other positions shall be within the classified service.--1969, No. 272 (Adj. Sess.). \*6 (b), eff. Jan. 10, 1971.

Chronology of Early Administrative Changes

On January 12, 1971 William Cowles, Jr. as the gubernatorial appointment, was confirmed by the Legislature to be Secretary of the Agency and the following organizational changes were implemented up to June 30, 1972, according to the 1970-72 Agency of Human Services;

Biennial Report:

1. Comprehensive Health Planning was transferred to the Office of the Governor by Executive Order in January, 1971.
2. The Interdepartmental Council on Aging, attached to the Agency for administrative support, was made a component of the Agency by statute in February, 1972, and renamed the Office of Aging with a State Advisory Council.
3. The Office of Child Development was formed administratively to provide coordination and leadership in childrens' services and to administer the day care programs.
4. The Divisions of Alcohol and Drug Rehabilitation were administratively combined into one division to facilitate an integrated approach to drug and alcohol abuse.

5. Central administrative accounts of departments and offices were combined with the Secretary's Office in one appropriation account by the Appropriations Act for F.Y. '73.
6. Responsibility for federal programs was transferred from Agency components to the Agency itself.
7. Attempts were made to acquire additional federal reimbursement for existing social services in F.Y. '73 under Titles IV-A and XVI.
8. Agency completed necessary steps to qualify for pro-rated expense federal reimbursement (A-87) for administration.
9. Consolidation of administrative services of accounting, personnel, policies and procedures and grant applications.
10. Accepted responsibility for administering funds of twelve professional registration boards.
11. Began registration of physicians' assistants.
12. Adopted a uniform dental fee schedule for its own Denticaid Programs.
13. Developed a mechanism for analyzing existing information systems.
14. Received federal funds to develop a health statistics center.
15. Extended home health services to seven new towns.

#### Goals and Objectives For F.Y. 1973 - 74

Attention is now given to statements of objectives, given in verbatim form, to show: 1) how objectives are stated and how little priority is given to manpower training in goal achievement.



Because the Agency was created without carefully defined objectives, there can be only an examination of activities in retrospect. If the verb usage in the section which follows is not parallel, it is because this is the actual document material as written in the Agency Report. The detail cited here is again to provide an information component whereby staff can engage in an examination of objectives. However, after two years of organizational life the following objectives were stated in the first Biennial Report of Agency of Human Services, 1970-72:

1. Mission

The Agency's primary mission is to prevent, minimize, or cure conditions which cause individuals to be unable to sustain themselves in their community, so that each may become self-sustaining to the best of his ability in the community,

- Subject to the extent of responsibility established by the statutes and the legislature;
- Consistent with and guided by the Governo 's policy determination and direction;
- Limited and conditioned by appropriation, grant or other funding source;
- And recognizing that Agency components have additional secondary missions.

2. Goals

The Agency's primary mission establishes three goals:

- Delivery of services to individuals,
- Development of community capabilities, and
- Improvement of administration of programs.

a. Goal: Delivery of Services to Individuals.

The Agency's goal in the delivery of services to individuals is to mobilize available resources in behalf of people unable to sustain themselves in the community, so that each, to the best of his ability, may achieve, regain, or maintain as close to self-sustaining status as practicable.

b. Goal: Development of Community Capability

The Agency's goal in the development of community capability is to provide the most favorable environment for individuals to achieve, regain, or maintain as close to self-sustaining status as practicable.

c. Goal: Improve Administration of Agency of Human Services

The Agency's goals in administrative improvement are: to apply effective management techniques to achieve the first two goals with minimum cost and greatest cost-effectiveness; and to garner the maximum federal support to meet high priority state needs.

Objectives 1973-1974

a. Goal: Improve Delivery of Services to Individuals

Objective: Consolidate into 8 Administrative Districts and 12 Service Centers

-Standardize the eight statutory administrative districts. Develop plan and schedule to bring into conformity the existing non-conforming program districts. Provide for standard grouping of districts, (i.e., to achieve a larger or more equal population base per district group, or to provide coverage of the state by a program with fewer than eight field personnel.)

-Settle upon 12 centers:

St. Albans	Springfield
Burlington	White River Junction
Middlebury	Barre
Rutland	Morrisville
Bennington	St. Johnsbury
Brattleboro	Newport

-Develop a unified administrative support system for the service centers under the Administrative Services Divisions

-Analyze facility leases and locations of AHS offices, DES offices, and related voluntary agencies. (Community Mental Health, Home Health, Hospitals, Health Centers, etc.)

-Develop a plan for best feasible co-location or physical proximity in each district and propose a timetable.

Objective: Re-structure Agency to Expand Department of Rehabilitative Services

-Use present Department of Rehabilitation as core. Move social services for categorical programs (ANFC & AABD) and child services from Department of Social Welfare to Department of Rehabilitation which would then include:

Division of Vocational Rehabilitation  
 (including services to blind)  
 Division of Alcoholic & Drug Rehabilitation  
 Division of Social Services  
 Division of Child Services  
 Central Administrative Unit

-Department of Rehabilitative Services would be responsible for the coordination of services at the district service centers, the development of community capability, and a continuing resource inventory of all available health, mental health, social services, and other support potentials available to the centers.

-Division of Administrative Services (AHS) would be responsible for the administrative support services of the service centers: clerical, bookkeeping, fiscal review and general housekeeping.

Objective: Design a Client-Oriented System to Provide Coordinated Services to Clients and Eliminate Duplication of Effort

-Intake, referral and identification system: Develop method for greeting and sorting of clients, dissemination of information, etc. Publicize intake points.

-Case history and problem-listing: Design and implement system for case data collection with proper regard to privacy and confidentiality in the information retrieval function (problem-oriented client record).

-Case planning and management: Develop system for case planning to refer client to available state and voluntary services and guidance method to follow client through plan.

-Evaluation: Develop techniques to evaluate results of services delivered in terms of costs of services and effect upon client's gaining or regaining self-sustaining status.

-Community Services: Develop agreements with community voluntary agencies and other public agencies for interchangeable record systems, referral practices, and evaluation criteria.

Objective: Provide Services to Isolated Regions

-Develop methods to reach regions in the State which are remote from the service centers, such as:

Grand Isle County  
 Essex County  
 Connecticut Valley: around Bradford  
 White River Valley: Granville to Gaysville  
 Northwest Central: Richford to Jeffersonville

Methods of outreach and service delivery will be devised and trials sought to provide services economically and effectively to people eligible for services in those areas.

In 1973-1974 specific objectives are to establish two or more AHS outposts in such areas, using available local support. An outpost is an office at which information may be obtained, a preliminary screening for eligibility performed and appointments made. Actual eligibility determination and service delivery would be on a scheduled weekly or bi-weekly basis by visiting program personnel, or by arranged transportation of client to a service center.

-Two additional portable dental units should be added in 1973-74 and one or more mobile diagnostic and screening units should be put on the road in the same period.

Goal: Develop Improved Community Capability to Aid Individuals to Achieve, Regain, or Maintain Self-Sustaining Status.

Objective: Establish a Human Services Council in Each Administrative District

-Investigate scope of interest of present community organizations, such as Regional Planning Commissions, Areawide Health Planning Agencies (314b), Community Action Agencies, Community Mental Health Agencies, and others. Devise a means to link regional human service planning by voluntary agencies in each administrative district to state program planning.

-Designate a council for each district and establish that this council be the primary planning advisory group with AHS for human service programs in that district. Develop a procedure to coordinate

AHS programs whereby the councils shall have a maximum feasible responsibility for resource allocation consistent with State and Federal constraints.

Objective: Direct Services to People Shall be Performed by Community Agencies Wherever Practicable

-Expand the roles played by Community Mental Health agencies, Community Action Agencies, and other non-profit community-based service organizations in the delivery of health and social and rehabilitative services. Develop the procedure under which the State, with advice from the regional human services planning council, selects the appropriate agency and determines the contract terms for delivery, payment, and evaluation.

-Submit legislation to permit services hitherto performed by State employees to be contracted to community non-profit agencies (Home Health or Visiting Nurse Agencies, Community Mental Health Agencies, etc.) when it is in the public interest. The State personnel law indicates that if a State employee is performing a service, he will continue to do so, and that service cannot be contracted for. Recent practice, particularly with federally supported programs, has been to provide grants to or make contracts with local agencies to purchase services, thus strengthening community capability. If the State Personnel statute is thus amended, Home Health Agencies would become eligible to contract for services now performed by public health nurses, and a single nursing system can be developed for each of the State's different districts, based upon the Home Health Agencies which have local trusteeship and direction, as well as local financial support.

The Community Mental Health Agencies could similarly be more closely integrated into the State Mental Health system by assuming some of the functions now performed by State Hospital and Brandon Training School employees.

Objective: Exert the State's Influence and Resources to Ensure All Vermonters Access to Basic Health Care

-Participate in the planning and development of community-based health care delivery systems, so that adequate health care at a reasonable cost and an assured quality is available throughout the State.

-Coordinate the State's role in comprehensive health planning, experimental health services and delivery systems (federal contract), health statistics collection and analysis, price control of hospital and nursing home rates, and review of new facility construction needs.

-Complete the coordination of health care services, including uniform rates, for all dental and medical services for which the Agency pays.

-Define the mission and goals of the Department of Public Health in the field of health care services. Implement changes in the Agency and Department accordingly.

Goal: Improvement of Administration of the Agency

Objective: Bring Together Central Offices

-Bring together into one building, or at least close proximity, the Administration and Administrative Services of the Agency of Human Services. This need not necessarily apply to all centralized activities of the Agency (e.g., the Health Department's laboratories and regulatory offices).

-Close cooperation in policy formulation and management decisions to achieve Agency goals can be immeasurably aided by locating the Secretary, Commissioners, Office Directors, and the central staffs together.

-Agency and Departmental offices should be brought together for both managerial and administrative effectiveness.

Objective: Increase Vermont's Allocation of Federal Funds for Social Services

-Budget needs in F.Y. '74, and increased pressures in F.Y. '73, could be partially met by changing the State Plan and recasting programs into the proper format to qualify for matching funds under Titles IV-a and XVI of the Social Security Act.

-The State will be required to develop an administrative unit to handle grant applications, cast them into proper form, and monitor the programs.

Objective: Improve Administration of Care for Children Committed to the State

-Analyze present programs and policies with regard to committed children. Evaluate the State's performance and take necessary steps to improve programs and services to meet statutory and humane obligations.

-The Secretary has contracted with a consultant firm to review the present status of committed children's programs and to develop proposals to be reviewed by a committee consisting of State officials, other professionals concerned with child welfare and interested citizens.

Objective: Better Information for Management Decisions

-Develop a management information flow in the Agency so that program policy and budgeting decisions can be better based upon knowledge



of the needs and the effectiveness of programs to meet needs.

-All Human Services programs in Vermont, as elsewhere, are hampered by woefully inadequate knowledge of the real health and social services needs of Vermonters and by inability to assess the true impact of investment in the different programs developed to meet these needs.

-During F.Y. 1972 and '73 the Secretary has taken steps to guide and correlate programs for information systems in the different units of the Agency. Systems are being developed in Social Welfare and Vocational Rehabilitation (one compatible system). Corrections (part of the criminal justice information system), Mental Health (linked with a northeast regional program in Rockland, N.Y.), and through an independently-based Vermont Health Statistics Center jointly sponsored by the Federal and State governments.

-The Agency's objectives are to ensure adoption of a common program "language" to link all the statistical and accounting systems and to develop management information reporting appropriate to the needs of Agency components. Beyond the immediate objectives are the goals of developing the ability to collect and analyze data about needs and results of Agency programs, so that planning, budgeting, and program management can be more systematically administered.

Objective: Develop or Improve Specific Agency Activities

-Unify and organize training and manpower development for all Agency components to meet needs for career advancement and to enable recruitment of more Vermonters as candidates for professional and semi-professional jobs.

-Centralize the development and promulgation of policies and procedures (under A.P.A.) for all Agency components.

-Establish a fair hearing board and procedures to serve all Agency components, including the professional registration boards. (Agency Biennial Report, p. 5-9).

It is significant that in all the Agency objectives, only one sentence is given to manpower development. Any orientation model proposed will have to be an implicit mandate. In a later document attached to the 1975 Governor's Budget Request, the Agency states:

The Secretary's office is responsible for the overall supervision of programs in the Agency, including Divisions of Administrative Services, Planning and Comprehensive Health Planning. The former is to provide fiscal, personnel, purchasing, space utilization, records management and management improvement services.

The Planning Division, created by 3 VSA 3087, is organized to insure that the complex of services of the Agency's components is organized to respond to public needs in a comprehensive and coordinated manner.

Other units in the Agency, at the broad Agency level, and their stated objectives are the following:

Human Services Fair Hearing Board, which is charged with the responsibility of hearing client appeals brought from decisions rendered from several components within the Agency of Human Services.

Governor's Committee on Children and Youth which has these four priorities for 1973-74:

1. To develop a comprehensive Bill of Rights for children and youth of the state;

2. To develop a plan for improving the coordination of youth services;
3. To study and advocate for the establishment of a Family Court in the judicial system of Vermont;
4. To update the Directory of Human Resources for the State of Vermont.

Veteran's Home, which provides care and custody for aged Veterans of Vermont.

Comprehensively the Agency, in 1973, states its objectives as:

1. To improve community service resources and thereby reduce Agency reliance on institutions to meet client needs;
2. To maintain a decent standard of living for those individuals dependent upon Agency resources;
3. To improve the quality of existing Agency services and increase prevention programs;
4. To assure the public greater access to services. (Agency Biennial Report, p. 1-5)

## C H A P T E R I V

## DESIGN OF THE STUDY

Having looked at the Agency objectives, the investigation purposes now to design a study which will provide data on whether at least the training objectives are being met.

The focus of the study is to look at employee perceptions of what they are now getting for orientation both as to content and process. It further explores the dimensions in which employees would like to see the process or content strengthened, changed, or improved.

## Characteristics of the Population Studied

The samples examined in this study constitute the total population of new employees, permanent, hired since July 1, 1973 through June 30, 1974, to positions which require less than a baccalaureate degree, and which are in the direct delivery of service function. The employees are working in the following Departments of the Agency of Human Services, State of Vermont:

<u>Department</u>	<u>Number of Employees in this Grouping</u>	<u>Number Responding</u>
1. Health	17	4
2. Rehabilitation	25	12
3. Social Welfare	31	17
4. Brandon Training School	95	28
5. Weeks School	20	7
6. Prison	23	3

<u>Department</u>	<u>Number of Employees in this Grouping</u>	<u>Number Responding</u>
7. Community Corrections	18	14
8. St. Albans Diagnostic	8	2
9. Vermont State Hospital	<u>20</u>	<u>18</u>
Total Number in Mailing	313	
Total Number of Respondents	105	105

The job titles held by this particular group of employees include:

Dental Health Education Assistant Trainee  
 Cottage Parent B  
 Case Aide B  
 Case Aide A  
 Correctional Officer  
 Income Maintenance Specialist  
 Nurse A  
 Correctional Counselor A  
 Mental Retardation Aide A  
 Correctional Officer  
 Activity Leader B  
 Ward Aide  
 Rehabilitation House Parent  
 Registered Nurse Assistant Supervisor  
 Mental Retardation Aide B

These individuals are located in nine different departments, throughout the state, some in institutions and some in communities.

The employees come from a range of middle class and lower class backgrounds. All were Caucasian, reflecting the Vermont cultural demography. The participants' ages, sex and socio-economic backgrounds are not a focus in this study since this investigator finds the range in these three areas of minor importance in relation to the primary objective of the study. This investigation examines the perceptions of the employees about how they were oriented, by whom, for how long, on what subjects, as well as their perceptions of what they needed that they did not get. It will attempt to compare the differences between those who have been working six months and twelve months.

There was no random selection for the study sample since all of the employees were included in the sample. The reports represent a description of all those persons who self-selected to respond to the mailings of the questionnaire, on the dates of July 28, 1974 and October 1, 1974.

The employees had all been interviewed before entering their particular jobs and had claimed that their selection for the position was based primarily on the particular assumptions, practices and objectives of the jobs in which they find themselves. Employees probably had a variety of reasons for selecting these particular positions, ranging from a belief in their ability to help others, to simply needing income from any task for self survival.

There has been so little attention given to orienting entry level personnel, this study intends to focus on all persons with less than B.A. level credentials who are in a direct service delivery responsibility. Such priority is critical because:

- a. These persons are at the interface of delivery to recipients and thus have the greatest impact on service, as emphasized by Erving Coffman in Asylums (1961);
- b. They come with the least amount of skill and knowledge training, and therefore with the greatest needs;
- c. This level can have a major effect upon the definition of a newly consolidated agency, being relatively free of old professional stereotypes;
- d. The turnover of entry personnel is at the highest level of attrition, and it needs to be stabilized in order to bring about agency effectiveness.

The Agency of Human Services, for the purpose of the study, refers to a unit of governmental structure variously defined in different states, bringing together departments which render human services as mandated by statutes or regulations.

Entry level personnel refers to all persons employed full time who come to their responsibility with less than a baccalaureate degree, permanent employees with one year or less employment, holding a position payscale 1 through 24, and rendering direct services to clients. They are those with twelve or less months on the job. It is proposed that data can be gathered on the nature and content of orientation as experienced by employees in the levels of responsibility described above who have been hired since July 1, 1973, with one year of experience, up to June 30, 1974. It is further proposed that such employees cannot only rank order the nature of their orientation content but can indicate preferred rank orders after one year of employment on the job. Such preferences can be used as feedback in designing a new orientation model.

## Focus and Perspective of the Study

In this study perceptions of new employees about their orientation to the Agency of Human Services and to their particular Positions are being investigated. The major areas are the nature of the present orientation as confined to number of hours, largely done within the Department, with attention to the values of the Agency of Human Service, and the actual content of the orientation as it is presently carried out, as well as what would be the preferred content and process. The assumptions are stated below.

### Nature of the Orientation

1. The orientation is adequate in number of hours given to the new employee.
2. Orientation is given by a person who sees the whole system and its goals, not by an immediate work supervisor.
3. Orientation is formally organized.

### Content of the Orientation

1. Orientation deals with content primarily related to daily tasks, specific skills.
2. Orientation focuses on procedures, forms, documents.
3. Orientation deals with hours, appearance, benefits.
4. Orientation adequately deals with organizational structure.
5. Orientation states the criteria for evaluation of performance.
6. Orientation communicates the values and attitudes expected of the worker in carrying out the mandate of the Agency.
7. Orientation gives attention to how people grow, or do not grow.
8. Orientation adequately focuses on community resources or their development.



9. Orientation gives attention to how to develop plans for intervention.
10. Orientation includes or gives attention to a history of the Agency.
11. Employees have some knowledge about what is important to them.
12. Employees have additional perceptions about how orientation can be more effectively designed.

### Instruments

Design of Employee Questionnaire. In this study of new employees' perceptions of how their orientation was carried out, it was necessary to design an instrument which would measure that process or the individual's perception of that process. Because no prior work of this exact nature had been done, it was deemed appropriate to design a measurement tool which would speak directly to this particular situation and Agency.

It has become clear in the last decade that the traditional models of human service delivery have not been effective in meeting the needs of those whom they purport to serve, and the objectives enunciated by both Agency and Departments in Chapter III attest to that state of affairs.

Beginning with Albee's report (1959) on mental health manpower, to the reports of recent Presidential Commissions, there is adequate documentation of the ineffectiveness of delivery and that more money and more manpower is not likely to make a difference in the 1970's. Manpower by disciplinary objectives has not met Agency needs.

Some solutions which are being proposed to address the problems created by traditional discipline methods include:

1. The utilization of new manpower, new careerists and the development of career ladders;
2. The application of social learning theory and operant conditioning as a method of intervention;
3. The development of transdisciplinary approaches as alternatives to the traditional models.

This study will emphasize a methodology for orienting entry level manpower in a transdisciplinary way to facilitate the development and utilization of career ladders in a statewide Agency of Human Service, which was one of the stated objectives of the Agency.

The emphasis, then, of the questionnaire will be to focus on the worker questions and needs so that he or she can best meet personal objectives as well as the expectations of the organization.

When persons learn to value and trust their own experience, they learn also to utilize themselves maximally as a source of data. The supervisor in this context encourages the experiencing and owning process of the worker, and the seeing of himself or herself as an integral component of the learning process.

It was not deemed appropriate to use a previously designed instrument by another author in this situation because of the narrowness and specificity of the material being studied. A review of the literature indicated that there had been no comparable research in this field on which to build.

The items in this questionnaire were designed to reflect value orientations which are commonly held by both the author, the Agency and by entry level personnel, significant to that person's approach to the delivery of human services, and to living.

This particular instrument grows out of the author's convictions, based on some thirty years of work in the human services field, that administrative planning for training does not address the very issues which need to be made explicit in order to achieve Agency objectives. Simply stated, the Agency usually devotes orientation time to matters of hours, forms, appearance, documents and some content on organizational structure. However, the very basic issues of why do people need assistance, how will it be given through a plan of intervention, using what resources, is rarely addressed. The critical dimension of how the worker's performance will be evaluated, and what such evaluation represents in terms of the Agency's values are all kept very vague and nebulous, but highly operative at all times. The history of the Agency, and the political pressures which cause it to be what it is, are almost never discussed.

The process of developing the questionnaire involved three drafts, and three revisions prior to its use in this study. It was designed and constructed in consultation with the Dissertation Committee, the Center for Evaluation Research of the School of Education, the Planning Division of the Agency of Human Services, and the Director of the Computer Center of Norwich University and the State of Vermont Information System. It was also tested on six persons in the category of respondents prior to its utilization to determine whether it was clear.

The sources of error in the questionnaire include the author's perception of reality, objectivity and limited experience at the agency level, multiple agenda being addressed simultaneously, and the willingness of the population being studied to participate in the data collection. However, negative results will be meaningful because the field of inquiry is so new, the results could save time and effort by subsequent scholars. It could provide the data base for the design and implementation of more effective orientation processes across the country.

The particular form of arbitrary determination of instrumentation proposed here is defended on the basis that:

1. The field is a newly emerging one and hypotheses are not that clear yet;
2. Being an external investigator is fraught with problems of controlling the data;
3. Accuracy of information on and accessibility to new employees in a large agency is difficult at best;
4. The precedent of models for this kind of study is very limited;
5. The author's skill in instrumentation is less refined than in conceptualizing the implications of the data collected.

The instrument used in the study is shown in the following pages. Correspondence which accompanied the questionnaire can be viewed in Appendix A.

## QUESTIONNAIRE FOR THE STUDY

## AGENCY OF HUMAN SERVICES

## Orientation Questionnaire For Employees 0-12 Months

- 1-20 Name \_\_\_\_\_
- 21-30 Department \_\_\_\_\_
- 31-40 District Location \_\_\_\_\_
- 41-2 Number of Months Employed (circle) (1) (2) (3) (4)  
12 6 3 1 nearest or  
greater than one in parenthesis which applies
- 43-46 Title of Job \_\_\_\_\_ (Classification code) \_\_\_\_\_  
Title No.

Were you given a formal orientation: (circle) one in parenthesis  
which applies

47. To your specific position Yes (1) No (2)
48. To Department Yes (1) No (2)

If Yes, orientation to (circle) one in parenthesis which applies

49. a. Position was by (1) (2) (3)  
Program District Office  
Supervisor Director Staff
50. b. Department was by (1) (2) (3)  
Program District Office  
Director Director Staff

If no formalized orientation, was there an informal process of  
orientation to (Circle)

51. Position Yes (1) No (2)
52. Department Yes (1) No (2)

Rank the importance of subjects in the orientation to your position by circling:

	<u>Not Discussed</u>	<u>Mentioned</u>	<u>Adequately Covered</u>	<u>Emphasized</u>	<u>Highly Emphasized</u>
	1	2	3	4	5
53. a.				1	2 3 4 5
54. b.				1	2 3 4 5
55. c.				1	2 3 4 5
56. d.				1	2 3 4 5
57. e.				1	2 3 4 5
58. f.				1	2 3 4 5
59. g.				1	2 3 4 5
60. h.				1	2 3 4 5
61. i.				1	2 3 4 5
62. j.				1	2 3 4 5

If your orientation was at Department level, rank order the content by circling

63. a.				1	2 3 4 5
64. b.				1	2 3 4 5
65. c.				1	2 3 4 5
66. d.				1	2 3 4 5
67. e.				1	2 3 4 5
68. f.				1	2 3 4 5
69. g.				1	2 3 4 5
70. h.				1	2 3 4 5
71. i.				1	2 3 4 5
72. j.				1	2 3 4 5

Indicate your preferred needs for orientation to your Department, now that you reflect on your experience by circling

73. a.				1	2 3 4 5
74. b.				1	2 3 4 5
75. c.				1	2 3 4 5
76. d.				1	2 3 4 5
77. e.				1	2 3 4 5
78. f.				1	2 3 4 5
79. g.				1	2 3 4 5
80. h.				1	2 3 4 5
81. i.				1	2 3 4 5
82. j.				1	2 3 4 5

If your orientation to the Agency of Human Services, were possible, rank order your preference of content by circling

83.	a.	Specific skills, daily tasks	1	2	3	4	5
84.	b.	Paper forms, documents, procedures	1	2	3	4	5
85.	c.	Hours, appearance, benefits	1	2	3	4	5
86.	d.	Organizational structure	1	2	3	4	5
87.	e.	Criteria for evaluation of performance	1	2	3	4	5
88.	f.	Values and attitudes of the worker	1	2	3	4	5
89.	g.	How people grow	1	2	3	4	5
90.	h.	Community resources	1	2	3	4	5
91.	i.	How to develop plan for intervention	1	2	3	4	5
92.	j.	History of program	1	2	3	4	5

Number of hours you were oriented (circle one in parenthesis which applies to the hours)

		(1)	(2)	(3)	(4)	(5)	(6)
93.	at Position level	2	4	8	16	32	64
		(1)	(2)	(3)	(4)	(5)	(6)
94.	at Department level	2	4	8	16	32	64

Number of hours you feel are needed

95.	at Position level	2	4	8	16	32	64
96.	at Department level	2	4	8	16	32	64

Your comments about the need for an better orientation program for Position level.

Your comments about the need for a better orientation program at Department level.

Your comments about the need for a better orientation program at Agency of Human Services level.

Thank you very much for taking time to complete this form.

Lenore Whitman McNeer  
Special Assistant for  
Planning and Training

## The Research Design

In this study, the subject's perceptions of his or her own orientation needs in order to achieve assigned tasks, and the relevance of orientation subject matter over a period of one year are of interest. All subjects were assessed in the areas of amount of time, orientation by whom, in what location, covering what content.

Each subject's scores are summed with other members of the population and presented in percentage groupings. While these group scores may serve as contrasts from one item to another, the groups will not be compared statistically, except two groups of time in service. It was felt by this investigator that the subgroups may have been different upon entry into the orientation and that entry differences, or time differences would interfere statistically with attempts to compare groups on the basis of their reaction to their own perceived needs.

No pre-tests or post-tests were administered because the author did not originally intend to control the variables or to effect change in the system at this time. The primary objective was to gather data on which to provide some recommendations and implications based on the results of the investigation.

### Administration of the Study Instruments

The procedural scheme consisted of the first mailing on July 28, 1974, to the total selected population of 313 persons, to their home addresses, with a self-addressed envelope enclosed for reply. See sample in body of this chapter. The second mailing on October 1, 1974, to 250



persons who did not respond on the first questionnaire, also included a questionnaire and a second cover letter. See sample letter. Both mailings had a return date of October 15, 1974. The tests were self-administered, in a setting and in a time frame selected by the respondent, with all the expense involved resting upon the investigator. The first mailing results may have been affected by the August vacations of many Vermont employees as a preferred time to be away from their jobs, due to the weather influence upon outdoor activities.

All subjects, then, were self-selected, and there were no time limitations upon the use of the instrument. The original mailing brought an N of 50 and the second mailing an N of 55, and there was no intent in the design to separate the results of these two populations. The only instructions were those which appear on the instrument itself, and the rationale as described in the cover letter was to better plan for orientation activities in the Agency in the future.

The questionnaires were collected; the actual job classifications were matched with the self-perceived and stated job titles through the personnel files of the Agency of Human Services. The data was keypunched for computer analysis at the Norwich University Computer Research Center.

#### Treatment of Data

The data analyzed were the actual responses made and every respondent did not answer all the 96 items. The whole group was treated descriptively and sub-groupings were established according to time on job of either one to six months or 7 to twelve months. Cross comparisons of items, and

rank ordering of preferences were made by the computer program, which was based on the Statistical Package for Social Sciences, with additional items for study added as suggested by the Dissertation Committee.

The setting in which the data was gathered was the Agency of Human Services, State of Vermont. The feasibility and practicality of the use of the State of Vermont appeared to be productive, based on early explorations with the Agency Secretary and the Director of Planning. Two recorded interviews with Agency Secretaries in Vermont and in Georgia are available as documentation of the rationale, and feasibility of the study.

The time schedule originally proposed was as follows:

1. To complete design and data collection by November 1, 1974;
2. To analyze data by December 12, 1974;
3. To describe and summarize by January 30, 1974;
4. To complete dissertation process when Committee accepts final document;
5. To give an oral defense of the study by March 11, 1975.

In spite of a six week delay occasioned by getting permission from the Finance Commissioner, Personnel Commissioner, and Secretary of Administration and Secretary of Human Services of the State of Vermont, for access to the names, titles and addresses of the subjects, as well as an estimate of \$1,000 to write the program to acquire this data through the State Information System, the schedule was maintained. In the end, due to the price and time vulnerabilities of using the State Information System, the work was done by hand from the Agency of Human Services personnel files, which took longer, but was less expensive, and

more immune from the vulnerabilities of the government priorities of the State of Vermont Information System.

A further delay was occasioned by the changeover of the computer technology of the Norwich University Computer Center, from NCR to Digital, a process of some eleven weeks, and the inaccessibility of a stat 11 program. This study was, in fact, the first trial run of the new installation.

The analysis was designed in consultation with the Dissertation Committee, Director of the University of Massachusetts Center for Educational Research, and the Director of the Norwich University Computer Center, as well as the Planning Division of the Agency of Human Services, and the Information Systems Division of the State of Vermont. In the light of available resources, this design had reasonably good feasibility. An idealized design might have been more statistically grounded but the early developmental stages of this study are too ambiguous to go that route at present, from a practical point of view, and there is a question of whether this kind of information can be treated statistically. The generalizations which will result will be available to legislators, administrators, planners and trainers of state agencies throughout the country who are just beginning to create super agencies. The limitations of the analysis are that Vermont is a small state, a microcosm, and the data is more manageable than would be possible in larger states.

Since it was the interest of this investigator to determine if a relationship exists between the perceptions as viewed early in the job experience, and later in the job experience, the difference between

those scores was computed to determine the level of change for each group.

### Data Analysis

The analysis was carried out by tabulating a distribution of responses on each item and giving a percentage figure to each group of responses on each item. A comparison was made of those percentages.

Using the last two columns of choice, "Emphasized or Highly Emphasized" as the point of differentiation about preferences for change, percentage differences were calculated and shown as substantiation for the request for change.

Other analyses were visually arrived at by comparing tables.

Conclusions were drawn by comparing differences in responses.

On items 97, 98, and 99, the subjective comments were summarized and grouped into four headings: 1) Adequacy, 2) Time, 3) How To Improve Content, and 4) How To Improve The Process.

## CHAPTER V

## FINDINGS

## Objective and Quantitative

This study was designed to explore the several assumptions related to the perceptions of subjects about the nature and content of their own orientation to their work positions, as described in Chapter IV. Each of these assumptions and the related findings are described in the following paragraphs. They provide the data for the conclusions and implications presented in the final chapter. All findings are grouped under the areas of perception explored: the amount of time given to the orientation, the person responsible for giving orientation, the content covered, and the preference statements about need with regard to the present content. The first part of the questionnaire is devoted to addressing objective, more or less, items and the last page permits subjective responses. The findings are grouped in these two major categories.

Out of 313 persons who received questionnaires in the first mailing, 50 responded. Of the 313 originally polled 7 had to be removed from data base because they indicated employment longer than 12 months. 15 persons' letters were returned as no longer at that address, and 6 persons refused to answer the questionnaire because they thought it was a waste of time.

The 235 persons who had not responded to the first mailing were polled for a second time and 55 responded, giving a total of 105 respondents, or 33% of original number investigated. All findings described below apply to that 33% response of total N.

## Amount of Time

Question 93 asked for "Number of Hours You Were Oriented" at Position level and at Department level.

At position level, the range of distribution of hours received was from 11 who received 2 hours to 26 who received 64 hours, and the average number of hours received was 31. It can be seen that there is a wide range in both question 93 and question 94.

On question 94, at the Department level, the question was asked "Number of Hours You Were Oriented" and the range of distribution of hours received was from 10 who received 2 hours to 17 who received 64 hours. The average number of hours received was 28. The data is included in Table I.

TABLE I  
HOURS OF ORIENTATION

Question Number	Number of Hours						Average Number of Hours
	2	4	8	16	32	64	
Hours Received:							
93. (by Position)	11	3	15	11	21	26	31
94. (by Department)	10	8	3	16	14	17	28
Hours Preferred:							
95. (by Position)	3	1	11	11	17	40	41
96. (by Department)	7	8	12	9	13	23	31

Questions 93-94 Indicates Number of Hours You Were Oriented  
 Questions 95-96 Indicates Number of Hours You Would Prefer

The assumption was made that if the question 93 came out with a numerical response lower than question 95, then the employee is dissatisfied. Question 95 asked "Number of Hours You Feel Are Needed".

In order to examine the perceptions of the subjects, the following assumption was made: that the orientation is adequate in number of hours. On Item 93 the respondent indicated number of hours received. The findings are interpreted from data on Table I, which is then compared with number of hours they requested on Item 95.

At the position level 42% of the persons questioned thought it was inadequate; 49% thought it was adequate; and 9% thought it was too much.

Similarly, Department levels are a comparison of Items 94 and 96. At Department level, 36% of the persons questioned thought it was inadequate; 51% thought it was adequate; and 13% thought it was too much. There was a significantly smaller number of persons responding on the preferred number of hours than on the actual number of hours.

The average number of hours preferred by employees at the Position level was 41 versus 31 received, a difference of 10.

The average number of hours preferred by employees at the Department level was 31 versus 28, a difference of 3.

In the subjective section of the questionnaire only 36 persons made any comment about preferring orientation to or by Agency level personnel.

#### By Whom Orientation Is Given

In order to examine by whom orientation is given in the system,

the following assumption was tested:

Formal orientation is given by a person who sees the whole system and its goals. Question 49 about Position level asked "Formal orientation was given to Position by Program Supervisor, District Director, Office Staff".

Question 50 about Department level asked "Formal orientation to Department was given by Program Supervisor, District Director, Office Staff."

The findings are shown on Table II.

Position. 70 persons were oriented formally and 27 informally. Of the 70 formally oriented, 42 or 60% were by Supervisor; 8 or 11% were by District Supervisor; and 21 or 27% were by Office Staff. At least 5 persons or 7% of those included in Office Staff were oriented by a traveling staff, or a discrete group so designated for that purpose.

#### Formal or Informal

In order to examine whether the orientation was formalized and the implications of that method, the following assumption was examined:

The orientation is formalized.

The findings are shown on Table II.

TABLE II  
BY WHOM ORIENTATION GIVEN

	Formal			Informal
	Total Employees	District Supervisor	Office Director : Staff	
Position Level	70	42	8 21	27
Department Level	63	34	9 15	21



Of 105 persons questioned, exactly 2/3 or 67% had a formal orientation. At the Position level 70 persons responded that 42 by Supervisor, 8 by District Director, 21 by Office Staff and 27 had Informal.

At the Department level, 63 persons responded. 34 were oriented by Supervisor; 9 by District Director; 15 by Office Staff and 21 were oriented informally.

Of 63 persons, out of 105, who were oriented formally at Department level, 54% were by Supervisor; 14% were by District Director; 24% were by Office; and 8% were by Traveling Staff.

#### Content at Position and Department Level

The discussion has centered on time and by whom orientation was given at Position and Department level.

The next section will look more definitively at discrete items in the content, at the Position level as shown in Table III.

When employees were asked to respond to the above items according to Department orientation, there was no significant difference in responses as shown in Table IV.

97 persons responding were given orientation to Position and 98 persons responded with units of information. At the Department level orientation, 84 were given orientation and only 60 persons responded to discrete units of information. It must be assumed, therefore that some of the respondents did not accurately differentiate between the two levels of orientation. Table III and Table IV are not very different from each other by visual scan. For people who were clear

TABLE III

## CONTENT OF ORIENTATION AT POSITION LEVEL

## RESPONSES

Question Number	Content	Not Discussed	Mentioned	Adequate Coverage	Emphasize	Highly Emphasize	Total Number Responding
53 %	Skills	3 3.1	21 21.4	28 28.6	19 19.4	27 27.6	98
54 %	Forms	6 6.2	23 23.7	32 33.0	18 18.6	18 18.6	97
55 %	Hours	8 8.3	25 26.0	40 41.7	14 14.6	9 9.4	96
56 %	Structure	14 14.6	24 25.0	36 37.5	10 10.4	12 12.5	96
57 %	Performance	29 30.2	25 26.0	30 31.3	8 8.3	4 4.2	96
58 %	Values	20 20.8	24 25.0	29 30.2	17 17.7	6 6.3	96
59 %	Growth	40 42.6	18 19.1	20 21.3	8 8.5	8 8.5	94
60 %	Resources	30 31.6	30 31.6	23 24.2	10 10.5	2 2.1	95
61 %	Intervention	48 52.7	19 20.9	15 16.5	6 6.6	3 3.3	91
62 %	History	21 22.1	21 22.1	32 33.7	13 13.7	8 8.4	95

TABLE IV

## CONTENT OF ORIENTATION AT DEPARTMENT LEVEL

## RESPONSES

Question Number	Content	Not Discussed	Mentioned	Adequate Coverate	Emphasize	Highly Emphasize	Total Number Responding
63 %	Skills	7 11.7	15 25.0	12 20.0	15 25.0	11 18.3	60
64 %	Forms	8 13.6	15 25.4	21 35.6	8 13.6	7 11.9	59
65 %	Hours	6 10.2	18 30.5	19 32.2	11 18.6	5 8.5	59
66 %	Structure	4 6.8	15 25.4	23 39.0	9 15.3	8 13.6	59
67 %	Performance	16 27.6	15 25.9	16 27.6	9 15.5	2 3.4	58
68 %	Values	12 20.7	12 20.7	15 25.9	17 29.3	2 3.4	58
69 %	Growth	25 43.1	11 19.0	13 22.4	4 6.9	5 8.6	58
70 %	Resources	19 32.2	15 25.4	13 22.0	9 15.3	3 5.1	59
71 %	Intervention	22 39.3	14 25.0	12 21.4	7 12.5	1 1.8	56
72 %	History	11 19.0	12 20.7	21 36.2	8 13.8	6 10.3	58

about where they get it, the distribution of content appears visually to be about the same as their needs.

### Specific Skills, Daily Tasks

Up to this point, the focus has been on amount of time, by whom given, and formally or informally organized. This section deals with the content and in order to examine the perceptions about whether the content focuses on daily tasks versus skills in delivery of service, the following question was asked on question 53: "Rank the importance of subjects in your orientation to Position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The findings, as shown on Table III, indicate that the distribution of responses were from 3 who said Not Discussed at all to 27 who said it was Highly Emphasized. 28 persons thought it was Adequately Covered. 98 persons responded. 3.1% of them said it was Not Discussed; 21.4% said it was Mentioned; 28.6% felt it was Adequately Covered; 19.4% said it was Emphasized; and 27.6% said it was Highly Emphasized. On the balance we find the average response was that 53% were in the Not Discussed, Mentioned, or Adequately Covered grouping, and 47% were in the Emphasized, or Highly Emphasized grouping.

### Papers, Forms, Documents, and Procedures

In order to examine the perception that orientation is focused on paper forms, procedures, and documents, rather than on the delivery of services, the following question was asked on Number 54: "Rank the

importance of subjects in your orientation to Position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The range of the distribution was from 6 persons stating it was Not Discussed to 18 stating it was Highly Emphasized and 32 in middle stated it was Adequately Covered. 6.2% stated Not Discussed; 23.7% said Mentioned; 33.0% stated Adequately Covered, 18.6% said Emphasized; and 18.6% said Highly Emphasized.

In summary, 63% said it was either Not Discussed, Mentioned, Adequately Covered 37% said it was either Emphasized or Highly Emphasized.

#### Hours, Appearance, Benefits

In order to examine the employees' perceptions about hours, appearance, and benefits, rather than skills for delivery of service, the following question was asked on question 5: "Rank the importance of subjects in your orientation to position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The findings are shown on Table III and highlight a range of distribution from 8 or 8.3% who said it was Not Discussed; 25 or 20% who stated it was Mentioned; 40 or 41.7% who said it was Adequately Covered; 14 or 14.6% who said it was Emphasized; and 9 or 9.4% who said it was Highly Emphasized.

In summary, 76% said it was either Not Discussed, Mentioned, Adequately Covered, and 24% said it was Emphasized or Highly Emphasized.

### Organizational Structure

In order to examine the employee perceptions about how much organizational structure was presented, the following question was asked on Number 56: "Rank the importance of subjects in the orientation to your Position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The findings are shown on Table III and indicate a range of distribution of 14 or 14.6% who said it was Not Discussed to 12 or 12.5% saying it was Highly Emphasized. 14.6% said it was Not Discussed; 25.0% said it was Mentioned; 37.5% said it was Adequately Covered; 10.4% said it was Emphasized; 12.5% said it was Highly Emphasized.

In summary, 77% said it was Not Discussed, Mentioned, or Adequately Covered and 23% said it was Emphasized or Highly Emphasized.

### Criteria for Evaluation of Performance

In order to examine the employee perceptions about whether there was focus on the criteria for evaluation of performance, the following question was asked: "Rank the importance of subjects in your orientation by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The findings are shown in Table III and indicate a range of the distribution from 29 or 30.2% who said it was Not Discussed to 4 or 4.2% who said it was Highly Emphasized. 30.2% said it was Not Discussed; 26.0% said it was Mentioned; 31.3% said it was Adequately Covered; 8.3% said it was Emphasized; 4.2% said it was Highly Emphasized.

In summary, 88% said it was Not Discussed, Mentioned, or Adequately Covered and 12% said it was Emphasized or Highly Emphasized.

#### Values and Attitudes of the Worker

In order to examine the employee perceptions about values and attitudes, as part of the orientation process, the following question was asked in Item 58: "Rank the importance of subjects in your orientation to your Position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized.

The findings, shown on Table III, indicate a range of distribution of 20 or 20.5% who said it was Not Discussed to 6 or 6.3% who said it was Highly Emphasized. 20.8% stated Not Discussed; 25.0% stated Mentioned; 30.2% stated Adequately Covered; 17.7% stated Emphasized; 6.3% stated Highly Emphasized.

In summary, 76% said it was Not Discussed, Mentioned, or Adequately Covered and 24% said it was Emphasized or Highly Emphasized.

#### How People Grow

In order to examine employee perceptions about how much the content of orientation focuses on how people grow, the following question was asked in Item 59: "Rank the importance of subjects in your orientation to your Position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The findings are shown on Table III indicating a distribution range of 40 or 42.6% who said it was Not Discussed to 8 or 8.5% who

said it was Highly Emphasized. 42.6% stated Not Discussed; 19.1% stated Mentioned; 21.3% stated Adequately Covered; 8.5% stated it was Emphasized; and 8.5% stated it was Highly Emphasized.

In summary, 83% said it was Not Discussed, Mentioned, Adequately Covered and 17% said it was Emphasized or Highly Emphasized.

### Community Resources

In order to examine the extent to which community resources are covered in the orientation process, the following question was asked on Item 60: "Rank the importance of subjects in your orientation to your Position by circling: Not Covered, Mentioned, Adequately Covered, Emphasized, Highly Emphasized

The findings are shown on Table III indicate a distribution range of 30 or 31.5% in which it was Not Discussed to 2 or 2.1% where it was Highly Emphasized. 31.6% stated it was Not Discussed; 31.6% stated it was Mentioned; 24.2% stated it was Adequately Covered; 10.5% stated it was Emphasized; and 2.1% stated it was Highly Emphasized.

In summary, 87% said it was Not Discussed, Mentioned, or Adequately Covered and 13% said it was Emphasized or Highly Emphasized.

### Plans for Intervention

In order to examine the extent to which new employees are trained at orientation to make plans for interventions, the following question was asked on Item 61: "Rank the importance of subjects in your



orientation to your Position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The findings are shown on Table III and indicate a distribution range of 48 or 52.7% stating it was Not Discussed to only 3 or 3.3% stating it was Highly Emphasized. 52.7% stated it was Not Discussed; 20.9% said it was Mentioned; 15.5% stated it was Adequately Covered; 6.6% stated it was Emphasized; and 3.3% stated it was Highly Emphasized.

In summary, 90% said it was Not Discussed, Mentioned, or Adequately Covered and 10% said it was Emphasized or Highly Emphasized.

#### History of the Agency

In order to examine the employee perceptions about the need to understand something about the history of the Agency, the following question was asked on Item 62: "Rank the importance of subjects in the orientation to your Position by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized."

The findings are shown on Table III and indicate a distribution range of 21 or 22.1% who said it was Not Discussed to 8 or 8.4% who said it was Highly Emphasized. 22.1% stated it was Not Discussed; 22.1% said it was Mentioned; 33.7% stated it was Adequately Covered; 13.7% stated it was Emphasized; and 8.4% stated it was Highly Emphasized.

In summary, 78% said it was Not Discussed, Mentioned or Adequately Covered and 22% said it was Emphasized or Highly Emphasized.

### What Employees Need

In order to examine what new employees perceive for different rankings in what they are not receiving, the following question was asked on Items 72-82: "Indicate your preferred needs for orientation to your Department now that you reflect on your experience by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized, in the areas covered in earlier half of the questionnaire."

73. Specific skills, daily tasks
74. Paper forms, documents, procedures
75. Hours, appearance, benefits
76. Organizational structure
77. Criteria for evaluation of performance
78. Values and attitudes of the worker
79. How people grow
80. Community resources
81. How to develop a plan for intervention
82. History of the program

The findings are shown on Table V, Item by Item.

Juxtaposing Table III on content received and Table V, under specific skills, papers, forms, and hours, Items 73-75, the respondents ranked these as needing more attention. They want more of what they now are getting in about the same proportion. For example:

	<u>Not Discussed</u>	<u>Mentioned</u>	<u>Adequately Covered</u>	<u>Emphasized</u>	<u>Highly Emphasized</u>
Received Skills	3.1%	21.4%	28.6%	19.4%	27.6%
Preferred	4.4	1.1	16.7	35.6	42.2

47% said it was Emphasized or Highly Emphasized and 78% said it should be.

TABLE V

## STATEMENT OF PREFERRED CONTENT AT DEPARTMENT LEVEL

## RESPONSES

Question Number	Content	Not Discussed	Mentioned	Adequate Coverage	Emphasized	Highly Emphasized	Total Number Responding
73 %	Skills	4 4.4	1 1.1	15 16.7	32 35.6	38 42.2	90
74 %	Forms	5 5.6	2 2.2	26 28.9	31 34.4	26 28.9	90
75 %	Hours	2 2.2	21 23.6	33 37.1	21 23.6	12 13.5	89
76 %	Structure	3 3.4	9 10.1	38 42.7	19 21.3	20 22.5	89
77 %	Performance	3 3.4	8 9.0	30 33.7	23 25.8	25 28.1	89
78 %	Values	8 8.9	7 7.8	19 21.1	31 34.4	25 27.8	90
79 %	Growth	10 11.5	5 5.7	25 28.7	25 28.7	22 30.3	87
80 %	Resources	1 1.1	8 9.0	23 25.8	30 33.7	27 30.3	89
81 %	Intervention	4 4.8	4 4.8	34 41.8	17 20.5	24 28.9	83
82 %	History	7 7.9	12 13.5	41 46.1	15 16.9	14 15.7	89

Table III tells us the number who feel it is already emphasized and Table V tells how many persons feel it should be emphasized more.

The responses show that they felt they needed a greater emphasis on all subjects than what they had received up to the present time. Criteria for Evaluation of Performance and Values show a big jump in request for more emphasis, as shown below.

On the scale Items of 73-82 employees are indicating percentages on how they would like to see orientation emphasis changed:

On Daily Tasks, the request goes from 47% who thought it was Highly Emphasized to 78% who would like it to be Highly Emphasized. Using these same categories, then the other content Items were as follows: Paper forms from 37% to 63%; Hours from 24% to 37%; Structure of the Organization from 23% to 44%; Criteria for Evaluation from 12% to 54%; Values of the Agency from 24% to 62%; How People Grow from 17% to 54%; Resources from 13% to 64%; Plans for Intervention from 10% to 49%; and History of the Agency from 22% to 33%.

This data, with the exception of Item 82, shows the perception of the employees of a lack of adequate attention being given to and a request for more emphasis on all items covered. Special focus needs to be given to Items 77 through 81: Criteria for Evaluation, Values, How People Grow, Resources, and Interventions. These show the widest percentage of differences. Strangely enough, on Items 73 and 74, although persons indicated adequate coverage, they are still asking for more of the same. There is not a single category where it is being over-emphasized.

Given limited resources available for training, this documentation could be used to justify the allocation of the sparse resources to the content most needed, as perceived by employees in this study.

Fewer persons, by 15, the difference between 58-75, or 17%, answered these questions.

On Table VI there is a range of 68-75 responses, whereas on Table V the range is 83-90 persons. The trends and numbers are essentially the same. The average values assigned, however, were lower; for example, 78% feel Skills need more emphasis at Department level. 65% feel Skills at Agency level. On Values, on the other hand, 62% at Department level felt it should be emphasized which is surprising and may reflect a lack of appreciation of the importance of values in one's work. In a visual scan of the raw data, author observes there was a tendency to blanket answers in earlier sections of the questionnaire Items 53-82 which was not present in this section. It may be that persons who answered took more care in answering definitively.

It is important to clarify here that although 105 questionnaires were returned, some did not respond to the quantitative items, requiring circling, but gave only subjective narratives. This accounts for the discrepancy in total numbers responding, which range from 96 to 50 persons. There is a difference in each Item of numbers responding to particular questions. See the detailed responses on Table VI.

TABLE VI

## PREFERRED CONTENT BY AGENCY OF HUMAN SERVICES

## RESPONSES

Question Number	Content	Not Discussed	Mentioned	Adequate Coverage	Emphasized	Highly Emphasized	Total Number Responding
83 %	Skills	7 9.5	2 2.7	17 23.0	19 25.7	29 39.2	74
84 %	Forms	8 10.7	4 5.3	18 24.0	22 29.3	23 30.7	75
85 %	Hours	5 6.9	16 22.2	22 30.6	15 20.8	14 19.4	72
86 %	Structure	4 5.5	5 6.8	22 30.1	21 28.8	21 28.8	73
87 %	Performance	3 4.1	5 6.8	25 34.2	17 23.3	23 31.5	73
88 %	Values	6 8.5	8 11.3	18 25.4	19 26.8	20 28.2	71
89 %	Growth	10 14.3	6 8.6	25 35.7	12 17.1	17 24.3	70
90 %	Resources	4 5.6	6 8.5	18 25.4	19 26.8	24 33.8	71
91 %	Intervention	5 7.4	4 5.9	26 38.2	13 19.1	20 29.4	68
92 %	History	7 9.5	10 13.5	32 43.2	16 21.6	9 12.2	74

## How To Design a More Effective Orientation

In order to examine whether new employees have perceptions about how the orientation content or process can be more effectively designed, the following question was asked in Items 83-92: "If your orientation to the Agency of Human Services were possible, rank order your preferred content by circling: Not Discussed, Mentioned, Adequately Covered, Emphasized, Highly Emphasized, for each of the following items: Specific skills, daily tasks, paper forms, documents, procedures; Hours, appearance, benefits; Organizational structure; Criteria for evaluation of performance; Values and attitudes of the worker; How people grow; Community resources; How to develop plans for intervention; and History of program." The findings are shown on Table VI.

### Time In Service

Grouping the 105 employees into two categories, according to time in service, and only those with 12 months or less were surveyed, 46 persons or 45% of respondents had approximately 6 months or less service.

54 persons or 55% of the respondents had more than six but not more than 12 months.

The total of 100 reflects five individuals who did not identify their months in employment on the questionnaire.

### Time In Service As Related to Orientation

Questions 41-42 attempted to get at the amount of time in service as described above. First comparison was done of those persons who had 7-12 months in service and their perception of what their experience had been in orientation. Those persons who had 1-6 months in service showed so little difference from the 7-12 months group, the data did not merit further analysis or inclusion here. In the comment section, however, persons who had been employed for longer periods of time tended to give more lengthy and more specific narrative responses. The longer the employee is on the job, the more hours he requests in orientation, but the less specific is the request for particular content.

### Summary of Objective Responses

Significant results were found in the following instances:

1. In the groupings of skills, forms and procedures, employees assigned preferred rankings of content close to actual ones received.
2. In less familiar content such as Human Development, Community Resources, Criteria for Evaluation and Plan for Intervention, the request for greater emphasis was evident, for example a jump from 10% to 49% in the latter, as shown on page 101.
3. On the item of History of the Agency, there appeared little understanding or need for this item. This may reflect a lack of appreciation about the forces that bring about program development, and the political climate in which it operates.



4. The longer the employee is on the job, the more hours he requests in orientation, but less specific about content.

How the programs were organized and what the employee is specifically required to do was not perceived as a lack.

The increase in percentages for preferred requests for content as compared to actual content received gives testimony in specific ways to where the orientation needs to be redesigned.

While there were differences in the gaps between what they got and what they preferred, there was not a single category in which the content was over-emphasized.

#### Qualitative and Subjective Responses

The author now turns to questions 97, 98 and 99 which were stated as follows: "Your comments about the need for a better orientation program for Position level; Your comments about the need for a better orientation program at Department level; and your comments about the need for a better orientation program at Agency of Human Services level."

The responses, in raw form, can be viewed in Appendix B. For clarity of communication they are presented here in four major subsections: Orientation is at present satisfactorily meeting my needs; hours need to be extended and more time given to the process; the content needs modification; and the process needs to be improved.

Position Level. Sixty-one respondents, out of 105, made suggestions which fall into these major themes. Firstly, the orientation is at

present satisfactorily meeting my needs. Thirteen persons indicated that they were satisfied with what they had received.

Secondly, the hours need to be extended, more time given to the process. Six respondents recommended: a) six weeks, if possible, two weeks on each shift; b) a week of training before starting new job; c) hire all workers needed at one time and train all together; d) process should be gradual as one works into position; e) longer on-the-job training; f) full-time orientation; g) spend more time acquainting the worker; h) should have a meeting once a month for six months.

Thirdly, the content needs modification, according to nineteen persons. Their suggestions were defined in the following ways:

a) let the worker know where he stands in the organizational structure, how others view him, and how he must function; b) explain what one should not do; c) give more on philosophy and what to expect at job level; d) specific skills, evaluation of performances and community resources; e) what patients I could possibly work with and what I could do better; f) details of the particular position; g) to know what you are; h) more about state government; i) needs of clients and groups of clients, how to work with different professionals, intricacies of working with people; j) be forced to think about what I need; k) day to day realistic actions and duties; l) more explanations by staff members of the job; m) how to make spontaneous reactions; n) day to day life with the residents; o) intake procedures; p) conditions of employment made clear; q) explanation of new programs like New Careers; r) define services and goals; s) values and attitudes and case histories.

Fourthly, the process needs to be improved according to fourteen persons. They suggest that: a) orientation be an "extra" until person is well acquainted; b) do not give orientation before job; c) supervisors and directors need more common sense; d) get it better organized; e) make it personalized; f) give it all levels; g) be sure the job title is consistent with work performed; h) less abstract discussion; i) broaden it to include RN's; j) have the plan well thought out; k) make it full-time rather than 1/2 days on the job; l) be sure each Center has "Standard Operating Procedures"; m) get away from "seat of your pants" process; n) don't leave persons in a "sink or swim" position; o) be sure there is an orientation, as five persons received none.

Three persons did not understand the questionnaire and did not respond to this question.

Department level. Orientation as carried out at the Department level, next level higher than Position level, was addressed in question 97.

Fifty-one persons, out of 105 respondents, offered these perceptions:

Firstly, orientation is at present satisfactorily meeting my needs. Out of a total of 51 responses, ten persons felt the orientation had been adequate.

Secondly, hours need to be extended and more time put into the orientation process. 9 persons indicated more time is needed. One said should be mandatory at 3 months (Phase I), at 13 months (Phase II), and at 18 months (Phase III).

Thirdly, the content needs modification, according to 23 persons who suggested the following issues be addressed: a) self-defense; b) forms; c) department organization; d) clients' futures; e) coordination of department services; f) rules and regulations; g) philosophy of working with patients; h) what happens in a facility for the retarded; i) job descriptions on Commissioner all way to Aide; j) how institutions fit into Departmental programs; k) all programs in the Department; l) how Aide fits into Department objectives; m) expectations of worker when there is not adequate coverage; n) human behavior of client groups; o) relationship of a position to Department goals; p) Medicaid regulations and logistics; q) responsibility of giving medication.

Fourthly, the process needs improvement, say 20 persons, in the following ways: a) freedom to ask questions and be responded to; b) supervisors who have some respect for needs of residents; c) realize importance of on-the-job training; d) Department personnel not so removed from workers; e) disorganization causes dissension, dissension causes unrest, unrest causes poor attitudes, and poor attitudes cause poor job performance leading to apathy; f) not use orientation to try to do a Departmental snowjob; g) let me meet some of the persons on the treatment team; h) trainers need to be persons who have a lot of job experience, not someone with a degree who hasn't been subjected to the actual inside function of the place; i) give a personal interview; j) deal with more true and real things in the facility itself; k) make a graduate orientation program; l) better communication; m) develop a booklet with organization chart of each and every line and

staff position, with a complete job description from Commissioner to Client worker; m) one day of briefing on all programs in the Department; n) emphasize that Aides are real people who fit in now, not later; o) at least give an orientation; p) reduce ambivalence about program being in Department of Health; q) be allowed to use own judgment in the simplest treatments after finishing the first aid courses; r) not be thrown into it to be trained by borrowing notes from the office secretary; s) not be talked at; t) be treated as a person; u) more Department heads in attendance.

#### Agency Level

51 persons out of 105 responded to this question as follows:

First, orientation at Agency level is at present satisfactorily meeting my needs, according to two persons.

Secondly, hours need to be extended and more time given to the process, according to the implicit comments of 24 persons.

Thirdly, the Content modification included: a) how to survive amidst the frustrations; b) how the Agency is run, and its goals; c) how we all fit into the Agency picture; d) include history of program, organizational structure, goals; e) basic philosophy, resources; f) zero in on Specific Skills, Paper Forms, Criteria for Evaluation, Community Resources, Plan for Intervention; g) emphasize experience h) responsibility to the family; i) interaction between Departments; j) training as a night parent; k) spend time in kitchen, storeroom, administration office; l) learn about other state institutions.

Fourthly, the process suggestions included: a) more sensitivity to the frustrations of the workers; b) meet the Commissioners personally; c) visit the school unannounced; d) get more employees so too much is not expected of workers; e) introduce yourself to workers and show some support; f) have a session at Agency level, not at time of orientation; g) give orientation when needed, not after the fact; h) have it related to perceived goals, not established techniques; i) more time on coordination, 4-8 hours; j) spend a part of a day in state office; k) check qualifications of trainers; l) design a booklet; m) periodic regional training; n) develop county level Human Service Centers; o) get acquainted on first name basis; p) inter-office meetings; q) Agency pay for courses; r) place persons in a working position first to see if they like it before wasting time orienting.

If the reader buys into the assumption of building orientation based on self perceived needs, then clearly there needs to be more time and effort put into planning the orientation process.

But this option still leaves unresolved the question of whether there are higher level needs such as history, plans for intervention, values, not perceived by the employee but nevertheless important. It becomes, then, an administrative or leadership issue to determine priorities in collaboration with the staff.

## CHAPTER VI

## DISCUSSION AND IMPLICATIONS OF THE FINDINGS

## Summary of Study

The original focus of this dissertation was to attempt to describe the nature of the orientation being received by entry level employees in large super Agencies of Human Services at the present time. It further addressed the question of how employees perceive such orientation as needing to be changed or redirected. There are now about five years of experience with the super agencies, and it is interesting to ask what effect the original values of cost effectiveness and of government reorganization in order to simplify the accountability of commissioners to the Governor have had on the beginning level workers in the human service delivery system. The major problem being addressed here is the orientation of entry level employees. The particular focus of this study is to describe how the employees perceive their own experience within the first year of employment.

The present research effort attempted to determine if there would be data available on how new entry level employees evaluated their own orientation process and what recommendations they would make for change.

The interest in the study was a result of the author's 30 years of experience in seven different Departments of the Agency of Human Services. The study attempted to get data on the amount of time spent on orientation at the Position level and Department level, the person(s) charged with responsibility for orientation and the content of it. Simply stated it would mean the who, what, when, and how of orienting beginning level workers to a super Agency of Human Services.

A questionnaire was circulated by mail to 313 employees of the State of Vermont, Agency of Human Services, all of whom had less than a baccalaureate degree, were in direct service contact with clients and had been permanently employed for 12 months or less, prior to July 1, 1974. The first mailing on July 28, 1974 brought a response from 50 persons. Seven questionnaires were returned as not applicable due to longer than 12 months tenure, 15 could not be delivered, and 6 persons refused to answer the questionnaire and saw it as a waste of time. The second mailing, on October 1, 1974, brought a return of 55, for a total self selected sample of 105.

It suggested that the key content to be examined was: a) Specific Skills and Daily Tasks; b) Paper Forms, Documents, Procedures; c) Hours, Appearance, Benefits; d) Organizational Structure; e) Criteria for Evaluation of Performance; f) Values and Attitudes of the Worker; g) How People Grow; h) Community Resources; i) How to Develop a Plan for Intervention; and j) History of the Program. It further assumed that > employees were able not only to describe their own orientation, but < could reflect upon it and make suggestions about how it might be improved.

The most striking result of the study was that no sharp differentiations in perceptions were discerned by the instrument. This may be attributable to the worker's judgment that the orientation process is not critical to daily responsibilities now that one is on the job, or even that orientation was not considered important at the time one was going through it. It may be that the employee does not see himself as a part of a larger whole and is unconcerned with



policy and activity at the Department or Agency level. Finally, if significant differences do exist, they are subtle and the instrument is not sensitive enough to discern them.

It was surely unexpected that there was no demonstrable difference between employees who had been working six months as compared to those who had been working twelve months. The most likely or reasonable explanation is that workers received very little or even no orientation and that the pressure of the everyday work world was thrust upon them so quickly that they hardly remember the orientation, which, in fact, was not relevant to what they are doing now.

Throughout the subjective comments there was a theme of dissatisfaction with present job responsibilities and the setting in which it was being carried out. If workers feel as unnoticed, unprepared and unrewarded as was evidenced in the large number of the 51 evaluative comments, it cannot help but interfere with productivity, and more importantly with the problem solving process with the client.

It was not unpredicted that high scores would be assigned by the workers to the usual orientation content of specific tasks, hours, paper forms, documents, appearance and benefits. Nor was it unexpected that low scores would be attached to criteria for performance evaluation, values, plans for intervention, organizational structure and history of the program. These latter have historically been given little attention because of the exigencies of getting employees onto the job and delivering services. This pressure for immediate active delivery of service fosters a failure to understand the overall organizational goals in which one is working, the way the organization establishes its

priorities, and the pressures of the political climate as it affects service delivery.

< The author's bias, in the design of the questionnaire, was evident in the choice of items to be included and the location of such items in the instrument itself. The last five items were clearly priorities of the author, and grew out of her experiences in the delivery system itself. If the percentages as evidenced in the responses do, in fact, say something to the administrator about what needs changing, it is ultimately an administrative responsibility to determine whether employees continue to get that which is familiar and needed in the short range, or whether to introduce new content which he feels is needed but not understood due to lack of sophisticated supervision and training on the job. This presents a hard choice as to where to allocate priorities. In the remainder of this chapter there are included the author's suggestions for orientation and process that are partly based on the findings of the survey and partly on the basis of the author's experience.

#### Amount of Time, By Whom Given, in Formal or Informal

In the aggregate, people feel they need about 10 hours more of orientation than they received. An increase from 31 to 41 hours was deemed desirable by those persons at the Position level, while at the Department level the request was only for three hours more, on the average. However, the 33 persons at the Position level and 21 persons at the Department level who feel the orientation is inadequate is a

large enough number to suggest that more attention be given to structuring and carrying out a more extensive program in number of hours. Persons who received 50 hours are possibly remembering that they were oriented for a week or more. If orientation were done at the Department level, it was either short or long in amount of time; very few fill in the middle range of hours. The author feels that request for a ten hour increase, which is a third more than now being provided, is a significant figure.

Although the largest number (60%) of both Position and Department orientations were implemented by the Supervisors, there was an uncomfortable percentage, about 27%, given by Office Staff. Does this mean secretaries? In addition, only 5 persons indicated any contact with Agency of Human Services personnel or state office departmental personnel. Without some direct contact at this level, how can the overall system objectives be communicated?

There was a clear dissatisfaction with the orientation, but there was so little differentiation between what happened at Position level and Agency level that it is not possible to make a conclusive statement at this time.

Most of the orientation was perceived by over 70 persons, or 66%, as having been formally organized. That is a relatively high and unexpected percentage, and it offers already the structure upon which to enlarge or to provide diversity where needed.

Content: Tasks, Skills, Forms, Hours

The evidence from respondents suggests that the amount of content

given to daily tasks, forms, procedures, was adequate, more or less. On the individual items, employees asked for more emphasis on these contents by the following percentages: Daily Tasks went from 47% Emphasized or Highly Emphasized to 70% wanting it to be Highly Emphasized. Paper Forms went from 37% to 63%; Hours from 24% to 37%; and Organizational Structure from 23% to 44%. The percentage differences are shown on Table VII.

DIFFERENCES BETWEEN ORIENTATION RECEIVED AND PREFERRED

	<u>Orientation Received</u>		<u>Orientation Preferred</u>		
	<u>Number Responding</u>	<u>Emphasize or Highly Emphasize</u>	<u>Number Responding</u>	<u>Emphasize or Highly Emphasize</u>	<u>% Difference</u>
Daily Tasks	98	47%	90	78%	31%
Paper Forms	97	37%	90	63%	26%
Hours	96	24%	89	37%	13%
Structure	96	23%	89	44%	21%
Criteria For Evaluation	96	12%	89	54%	42%
Values	96	24%	90	62%	38%
How People Grow	94	17%	87	54%	37%
Resources	95	13%	89	64%	51%
Plans For Intervention	91	10%	83	49%	39%
History	95	22%	89	33%	11%

TABLE VII

## Suggestions for Orienting Employees to Agency of Human Services

The following section represents some suggestions which might be included in an orientation program, which emerge out of the comments of new employees, as well as out of the experience of the author over a long period of time. Attention will be given here especially to the last seven items on the questionnaire, which traditionally have not been given much focus in the haphazard orientations which characterize every day experiences of workers, if, in fact, any orientation is given at all.

The first of these areas is Organizational Structure. The responses, both in the quantitative and in the subjective sections of the questionnaire, repeat over and over again that the employee is not aware of which Agency he or she is located in, what the purposes of that Agency are, and the values of those who direct it. A simple way of responding to this need for more information would be to place in ∠ the hands of each employee, upon entry, an organizational chart. A sample one for the State of Vermont, shown on Chart VIII would make easily and quickly visible within what Department one is located, what the relationships are to other Departments, which other Departments are housed in the same Agency, and where the Commissioner sits in relation to others. Such a visual scheme could be easily updated as structural changes occur, since it is a single sheet, in mimeograph form, and could be made more specific to the next level of the organization if the trainer so preferred. This chart could be included in an orientation packet to be handed to the employee to keep in his or her own possession.

AGENCY OF HUMAN SERVICES

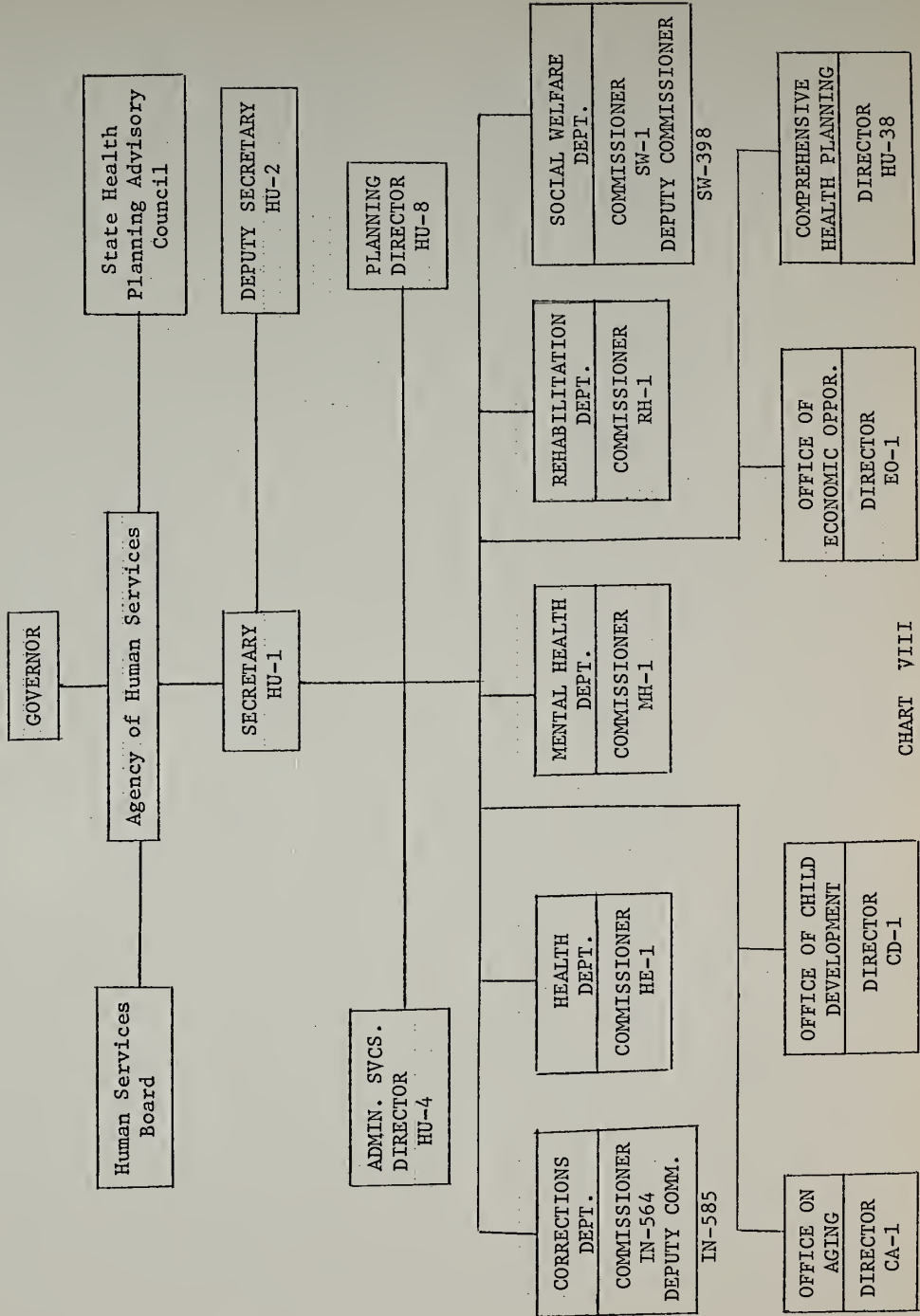


CHART VIII

## Criteria for Evaluation of Performance

The questionnaire data suggests that employees would like more attention given to criteria for evaluation of performance. The request moves from 12% who feel it was emphasized to 54% who wish it could be emphasized or highly emphasized.

A device which might be worth exploring for making this available at orientation would be negotiating contracts for work to be done. A fair amount of study has been made on the use of contract (Pratt & Tooley, 1964, 1966, Tooley, 1970), and some systems have moved to total contracting. Management by objectives is another model which has extensive utilization. A simple performance contract, Chart IX, could be helpful to meet perceived needs and to clarify expectations.

## Negotiating Contracts

Contracts are behaviorally specified agreements reached between a worker and a trainer which state explicitly the outcomes and level of performance expected at the end of a given period of time (usually three months). A series of these contracts can constitute the vertical or lateral mobility of the worker to be defined by the Supervisor.

The content of the contracts can have both "academic" components (classes, workshops, seminars, college courses), and experimental components such as observation as negotiated. The contract can center upon job performance in relation to skills outlined in a job description. Each contract could be written to provide for specific experiences designed

to enable the worker to successively approximate and eventually master each of the skills within the job description.

The contracts can specify what activities the trainer and the worker think can best achieve the agreed upon objectives as well as the performance criteria to evaluate the workers achievement.

See Chart IX for a sample contract.

### Values of the Agency

The response showing need for more emphasis in this category moves from 24% to 62%, almost a 40% increase. This index from the employees makes clear their wish to be more adequately oriented to the prevailing value system of the organization for which they work, and to the leader of their particular section. This is also evidenced repeatedly in the subjective narrative responses.

Value clarification in the initial orientation and training process has had very little attention in government programs to date, although a number of people have written on the subject (Simon, 1972).

Since one's personal values weigh heavily in the subjective judgments one makes in either diagnosis or plan for intervention and in the effectiveness of one's problem solving, it is critical to address and confront these values early. It also provides a mechanism for making clear the differences between one's personal values and organizational values, so they can be directly addressed, reconciled or negotiated. A delivery system always has implicit values upon which it establishes its priorities but if the worker is not aware of the Agency values, the likelihood of internal consistency is reduced.



## CHART IX

## Performance Contract

The following is offered as the contact for progressing through Behavior Change Performance as an example of one skill.

Objective:

1. To gain skill in leading unit activities

Activity Planned

1. To plan unit activities for three weeks, beginning \_\_\_\_\_
2. To lead activities on unit for three weeks, beginning \_\_\_\_\_
3. To consult with training resource person while drafting plan
4. To keep a log of activities carried out
5. To submit a written evaluative report of activities carried out

Method of Evaluation to be Used:

1. To write plans and discuss with training resource person
2. To invite 2 resource persons to observe leadership
3. To discuss evaluation report with training resource person

TOTAL

It is understood that successful completion of the above will result in the approval of signoff sheet

---

 Worker

---

 Resource Person

An exercise designed by Simon and Harmin (1970) is one example which could be modified to help persons deal with their values and get more in touch with themselves, their co-workers, and trainer resource persons. These may need to be re-designed or selectively used until skill can be gained in applying the methodology to government settings. Some of the principles of value clarification include:

1) Open: the first step is to open up the area, to stimulate a person to think about value-related things and to share those thoughts with us. 2) Accept: the second step is to accept his thoughts or feelings nonjudgmentally. This step tells him that it is safe to be honest with us and himself, no matter how confused or negative his thoughts or feelings might be. 3) Clarify: the third step is to stimulate the person to do some additional thinking, so that he moves toward more comprehensive levels of valuing.

Comprehensive valuing process includes several elements:

1) Choosing: a) choosing from alternatives; b) choosing after consideration of consequences; and c) choosing freely. 2) Prizing: a) considering what one prizes and cherishes; b) affirming one's valuations to others. 3) Acting: a) doing something with one's choices and prizings; b) doing so repeatedly.

Some topics that often need value clarification are 1) family; 2) money; 3) religion; 4) death; 5) love; 6) work; 7) goals; 8) friendship; 9) sex; 10) leisure; 11) politics; 12) self-appraisal.

Some activities that tend to facilitate value clarification are:

1) voting; 2) rank orders; 3) continuums; 4) value whips; 5) public

interviews; 6) five-minute quotes without comment; 7) thought cards; 8) value-level subject matter; 9) action projects.

Two exercises which are productive for some persons are the following: Have total group list 20 I loves--i.e., I love to walk in the woods, I love my children, etc. Next to them put an A for done alone and a P for done with people. Select 5 which are the most important.

Discuss exercise. I learned... I discovered that...

Tell the following story: Abigail loves Gregory, but can't get across the river because it is filled with crocodiles. She meets Sinbad and he will take her across if she sleeps with him. She refuses the offer and tells Ivan her story. His response: "I'm not getting involved." She then sleeps with Sinbad and he takes her to Gregory. When she tells him how she got across, he tells her that she is a slut and sends her away. She meets Slug and tells her story. He beats up Gregory.

Rank order characters from worst to best. Discuss your rating in group. What are you valuing? Then ask the question, "Can you apply this strategy to you?" Make up a value strategy.

#### How People Grow

Closely related to values is the set of perceptions a worker has on what constitutes acceptable behavior. Why do people need help, how did they get in trouble, why can't they solve their own problems? Often judgments are made with too little information on human development.

When asked to rate content on how people grow, the figure moves from 17% who feel it was Emphasized or Highly Emphasized to 54% who want more attention to it. This indicates an awareness of the importance of this content about human responses.

The traditional psychological, philosophical, sociological, or anthropological descriptions of human development are often complex, posed in highly specialized language. The presentation may focus on one theory at the expense of all others. Often it does not make explicit how the various scholars in this discipline build on each other's works and where are the present gaps in our knowledge of how individuals grow, cope, or deal with predictable life crises. Outstanding contributors to this field of inquiry are Sigmund Freud, Alfred Adler, Otto Rank, Piaget, Lawrence Frank, Erik Erikson, and Stone and Church.

A model for making this information quickly and easily available, in a language which is understandable and which allows for choices in models about human development, is seen in Appendix C. This, which could be provided in the orientation packet, would be better than nothing and probably more effective than a six hour lecture from a trainer.

#### Community Resources

It is well and helpful to know something about how people develop, have special needs, at what time intervals, and how society is organized to respond to those needs? The need to know about community resources and how to use them were given strong indices by the respondents. Those

who felt this was Emphasized or Highly Emphasized in orientation received was 13%. Over 64% indicated a preferred need for more attention to this item. A strong bid was made in the subjective comment question as well.

The Agency of Human Services, under the direction of Thomas Davis and Kathy Hoyt (Hoyt & Trautz, 1974), have come up with a new model which may be helpful in looking at how the community goes about providing collectively for those needs which individuals cannot meet for themselves. Chart X attempts to visually present a set of relationships which should prevail, if in fact the citizenry is able to utilize political and social networks to solve human problems. This scheme emphasized inter-relatedness, filling gaps, managing resources, and monitoring priority determination and follow through.

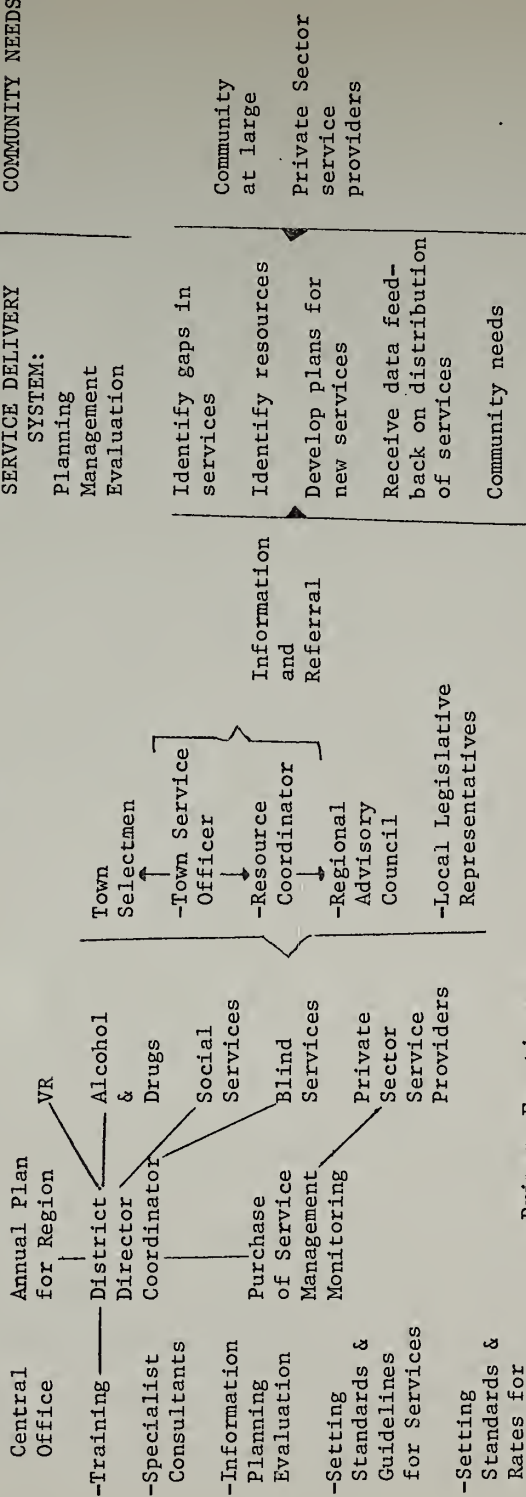
Here again, Chart X could be made available as one sheet in a packet, and could be used to stimulate group discussion on the role of government.

#### Plans for Intervention

Knowing how people grow, develop problems, and how the society organizes to meet those needs is only part of the work. Of critical importance is the nature of the problem solving process, how it is delineated and how it produces results for the client. There are a number of problem solving approaches such as force field analysis, case study, and various organizational development models. A variety can be used depending on the situation (Morrisey, 1970).

DEFINING ROLES AND RELATIONSHIPS

CHART X

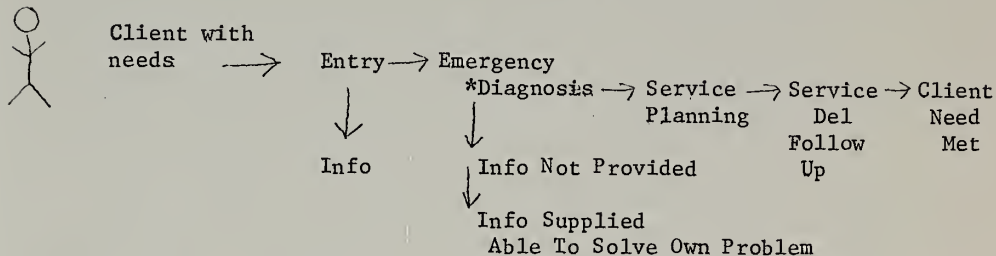


Respondents show a clear awareness of their need for more training in intervention, as indicated in a change from 10% who felt it was Emphasized or Highly Emphasized to 49% who want more attention given to it. Intervention is defined as a set of responses or behaviors which the intervenor uses to facilitate client problem solving.

The Human Ecology Institute has designed a Client Pathway system for diagnosing whether the service is effective or not, and parts of that system are shown as follows:

What Happens to Clients in Co Model

SP, SP, SP, SP



\*means completion

SP = service provider

Problem Oriented Information System

One method of diagnosis, treatment and record keeping, designed by Lawrence Weed, at the University of Vermont, is called the Problem Oriented Information System. It offers a schematic design which is simple, concrete, and highly accountable, with four major components:

Objective

(Facts about situation)

Subjective

Person's perception of situation

Problem

List by consumer and worker

Plan

Statement of Behaviors to solve problems

Date Effectuated

When Behavior was done

This is a way for all persons involved in the delivery of service to contribute to a problem list of observable behaviors and to accept responsibility for carrying out a plan. Furthermore, it provides for peer audit, as all members of the staff working in the situation have an opportunity to see it. A detailed set of instructions can be developed for purposes of the orientation manual. Chart XI shows one model developed by the author for a social agency.

Lawrence Weed of University of Vermont defines it as a unitary, comprehensive, client oriented approach to problem solving. Along with the assets of a person, the problems are identified in a variety of means, plans for intervention are formulated and applied, and outcomes recorded.

The author's rationale for the use of this system would include the following: 1) Greater dependability of records compared with memory. 2) Information available for review in course of problem solving. 3) Promotes consistency by making it possible to base decisions on relatively unchanging representation of past events. 4) Provides an opportunity for trainers to be supervised. 5) Meets consumer demands for relevant and quality care, and third party payer demands for accountability. a) Intellectual discipline addressed to clinical



## CHART XI

Client Name \_\_\_\_\_

## CLIENT SERVICES COORDINATOR

## PROBLEM AND TREATMENT PLANNING GUIDE

(Please Number Problem and Plan)

Date	Problem	Suggested Plan	Date Effected

problems is often superficial; b) documentation is haphazard; c) systems are ill defined; d) no audit ever takes place. 7) Program completeness and integration of range of client dilemmas and their interaction whether agency is able to intervene or not. 8) Referral can be made elsewhere for problems not in setting's purview. 9) When adequately attended to, a notation is made of change, not only in specific, but in associated, interacting or perhaps unrelated areas. 10) All problems defined at level of understanding of record keeper, at a theory-free, functional, pragmatic, or management level. It avoids highly abstract, confused, and confusing psychiatric diagnoses, which are not useful because of lack of agreement in theory definitions, lack of specificity, and because they are products of a process of synthesis rather than analysis. This system functions in the analytic mode. 11) When problems are specifically delineated: a) they are amenable to specific interventions; b) their interaction can be assessed; c) their differential progress can be followed; d) audit of problem solving judgment is more possible; e) flow sheets indicating base line and post-intervention behavioral effect then incorporated into the record. 12) Provides for use of record when management is being discussed with client. 13) Formal audit can include qualities of completeness, reliability, good critical analytical sense, and efficiency. 14) Makes explicit strategy and completeness of a worker's: a) search for data; b) depth of theoretical understanding; c) delicacy of an analytical capacity which permits sound interventions; d) ability to sustain quality and energy in daily attack on all types of problems, esoteric and mundane. 15) Provides a programmed framework for worker to be

accountable to self for follow through in shared problem solving process. 16) Language and structure such that all specialists and disciplines feed into same flow chart, forcing visibility of whole client to all team members. 17) Reduces hierarchy of professional status. 18) Abbreviates length of documentation. 19) Attempts to separate objective from subjective and more accountability for diagnosis. 20) Consolidates record. 21) Programs all disciplines into a shared methodology. 22) Constrains major interventions to the here and now.

However, there are some unresolved issues with the system such as the criteria for adequate data collection and problem formulation, the criteria for adequate care, and developing of educational objectives based on or complementary to the problem oriented system.

### History of the Agency

This only item which showed a remarkably small change, from 22% who thought it was Emphasized or Highly Emphasized to 33% stating it needed more attention. This was the least percentage change of the last five items on the questionnaire. The request for increase in this content was expected by the author to be much higher.

Such response may reflect a parochial view of one's work, a limited experience with systems at the entry level, or an inability to see the larger whole of which one is a part. Because it has such a strong influence on values carried out by the Agency, the history of this particular Agency of Human Services is included in Appendix D for consideration and use of an administrator or of a training staff. This, too, could be made available in an orientation portfolio.

These new models proposed by the author are alternative ways of making available information which is needed in order to maximize the effectiveness of entry into a Position, Department, or Agency. They are presented as a result of the author's own work experience in seven different component parts of human service system and as a response to this study.

#### Implications for Agencies of Human Services

The findings in this study suggest that orientation efforts might well be directed toward the design of a more rational model of process and content as entry level personnel are introduced into a system. There is the clear implication that more thought has to be put into the orientation people get. This research leads this investigator to suggest that it is important to take a careful look at what is being done, toward what objectives, by whom, in what time frame. The next step is to identify new objectives at each level of the system, so they may be addressed by a training committee of the Agency. It is crucial that there be a possibility for collaborative planning for those knowledges and attitudes which are commonly needed and shared by a large group of entry level personnel throughout the Agency. The planning should include those priorities of the Office of the Secretary, which have not been explored in this study.

#### Suggestions for Further Research

Generally, the results of this study suggest some logical next

steps. The design of an orientation program to pilot test and evaluate, based on suggestions here, could help to further clarify and define those kinds of orientation experiences which would promote employee growth and ability to fulfill the overall objectives of the Agency.

Also, it is suggested that employee interviews, case studies, and observations by impartial observers may provide information on what employees need which seems impossible to gain by a self-report instrument. Variations in the orientation design during several attempts to do orientation could be of value.

In addition, it might be helpful to observe employee growth in relation to task assignment along with personal growth while performing the task.

Another research focus would be to examine a situation in which the designers or trainers make a deliberate effort to provide a new or differentiated model of orientation in a real training process. For example, the staff could model a new process through its interaction with a new group of employees, in an individual Department or with selected employees for two or more Departments.

In terms of replication, it would be important to redesign some of the items on the questionnaire, particularly those having to do with the time frame in number of hours oriented, using perhaps 0-8, 9-16, 17-24, 25-32. Also, a clearer definition of "office staff" would be helpful.

Further, the questionnaire could well be accompanied by a page of definitions of each item, to guide the respondent in a language understandable to the employee.

It might be helpful to study a group large enough to sub-group studies in which the performance level of the worker and the quality of the orientation process would be compared. This would require much more definitive measures than we now have on most performance criteria.

Another study could focus on studying the meaning of the gaps which showed in this investigation between good orientation and poor orientation. If it could be shown that employees not only received poor orientation but knew it was poor, the results would be even more significant.

In another study, levels at which training took place might be more clearly organized and related to responses.

In conclusion, this study has found that the present method and content of orientation of entry level employees of a state Agency of Human Service needs improvement. It demonstrates how much orientation was received and what was emphasized. The responses further point to the problem posed by the need to define priorities for the allocation of limited funds for orientation efforts. The study suggests that, given the present constraint of a fixed number of dollars, it might better be used in a different way, toward more productive problem solving with the client.

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## APPENDIX A

July 28, 1974

TO AGENCY OF HUMAN SERVICES EMPLOYEES:

The Planning Division of the Agency of Human Services is attempting to study the orientation process for staff in the Agency.

The purpose of the enclosed questionnaire is to ask about how much time and what subjects were talked about in your orientation in order to plan for future activities of the Agency.

I will be grateful to you if you will complete the enclosed questionnaire by October 15, 1974, and return to me in the stamped and addressed envelope provided for you.

Sincerely,

Lenore W. McNeer  
Special Assistant for  
Planning and Training

LWM:mwb  
Enc.

October 1, 1974

TO AGENCY OF HUMAN SERVICES EMPLOYEES:

On July 28, 1974 I wrote you about the attempt of the Planning Division of the Agency of Human Services to study the orientation process for staff in the Agency.

The purpose of that questionnaire was to ask about how much time and what subjects were talked about in your orientation in order to plan for future activities of the Agency.

I am writing again in the hopes that you will be willing to contribute to this important study by completing the enclosed questionnaire by October 15, 1974, and returning to me in the stamped and addressed envelope provided for you. All of us in the Division would appreciate your response this week.

Sincerely,

Lenore W. McNeer  
Special Assistant for  
Planning and Training

LWM:mwb  
Enc.

## APPENDIX B

## SUBJECTIVE RESPONSES

## Orientation at Position Level

The following general comments on question 97 of Position Level needs for improvement included:

<u>Respondent</u>	<u>Comment</u>
B	best possible
C	6 weeks if possible (nurse) 2 weeks on each shift adequate
D	3 staff to 40 residents, orientation should be as an extra until well acquainted
F	more
G	orientation prior to starting job is needed
I	catchall position is difficult
J	too short
K	supervisors and directors need more common sense
M	went from psychiatric aide to aide in charge of dining room
P	need at least a week of training before starting new job
O	hire all workers needed at one time and train them all together
U	present system is adequate
W	too much disorganization; people doing things different ways when standardization is called for. A better organizational structure orientation is needed to let the new worker know where he stands in the organization, how others view him and how he must function.
Y	positions should be explained more such as different things shouldn't do



Z hard to assess. I went through standard Mental Retardation Aide training, then went into a very special program

AA orientation good at Position level, but would have liked more on philosophy and what to expect at job level

CC know more about specific skills, evaluation of performance and community resources

NNN my orientation was rather unique in that I started in at the level of client, and worked up, first as a volunteer, then with a case aide to the point at which a Rehab House Parent's "orientation" end and actual work begins. I find it necessary to often re-orient myself to the needs of individual clients, and groups of clients, to working with different professionals, and to my own (hopefully) ever-increasing knowledge of the intricacies of working with people

I realize, that this comment may not suit the needs of your study but it is in my endeavor to be honest with you in your study so that you may "plan for future activities" that I include my individual touch to this questionnaire. It is not so easy to look at my orientation in terms of 'a' through 'j'; it was for me a lesson in how to think about what I need. (NNN)

-Any orientation to my position would be appreciated (PPP)

-I never had one (QQQ)

-A position such as Case Aide is less than permanent and should be an opportunity for concrete training, should have a well thought out orientation plan which fits the specific needs of the Aide (RRR)

-Day to day realistic actions and duties (SSS)

-More explanations by the staff members of the job and this questionnaire is very confusing and poorly organized; No basic explanations of extremely vague terms, especially the first page - the spacing of the typing makes it practically illegible (UUU)

- Questions above suffice, but I feel that this questionnaire does not apply to employees of the WIC program and frankly did not feel it at all a valuable use of my time to complete this, as I feel I was correct to do so by the tone of the request (VVV)
- My position is unique in that it requires spontaneous reactions more often than long rants in detail planning (YYY)
- When I came to work for services, the whole D C program was disorganized My job is being terminated at the end of the month, primarily because I have refused to use my personnel vehicle for state business. I bring home about \$135.00 for two weeks work. I've worn out a VW and a Mustang already on State business. How the hell am I supposed to keep a car on the road while only earning what I do? (ZZZ)
- I feel the orientation for my position at this level was adequate (AAAA)
- If more was taught to the aide about the actual down life with the particular residents they would meet instead of out of books (CCCC)
- Training was done while still work 1/2 days on former job. It would have been better to have full time orientation (DDDD)
- This was a new position and the needs and work of this position was really not understood by me (GGGG)
- None, I am summer employee at Brandon Day Camp and orientation satisfied my needs (IIII)
- Each center should have a "Standard Operating Procedures" (JJJJ)
- Case aide trainees are not "trained" in the formal sense accept by the "seat of their pants". If you have to handle intake in a district office; you should be specifically trained by the staff and not be expected to handle the huge burden (for example) of Day Care intake

and resources and a few other jobs with little formal training in any area. I was eased into my position. I am expected to perform my duties as I understand them and to feel free to raise questions at any time. In this respect I feel most fortunate. However, many people (case aides) in the districts seem to feel that they should be trained specifically in their jobs and have those jobs defined in reasonable terms so that they can do the good job they all indicate they want to do.

- Also, I would like to see the conditions of employment (temporary in this case) are made very clear before the interview itself. Also again the relationship of our position (case aides) and Manpower (Pep-New Careers) is only recently being explained to all of us. (LLLL)
- Job should first be defined, should be told what needs it is based on. Specific goals be defined. Past programmatic means to achieve goals defined and services be defined (MMMM)
  - If more time could be spent acquainting the worker (NNNN)
  - Please give specific training so that the actual mechanics of the position aren't a "sink or swim" proposition - my life jacket leaks (PPPP)
  - At position level on the job experience both alone and with an experienced counselor are considered training; more resource and day to day following would be helpful (QQQQ)
  - The informal orientation I received (by co-workers) was adequate (TTTT)
  - Should have a meeting once a month for six months (UUUU)
  - In my opinion the orientation program I went through was just the way it should be. It was handled correctly. (WWWW)

- I think it should be emphasized more on the history of organization attitudes and values (XXXX)
- Use actual case histories during indoctrination would help in initial contact with clients (ZZZZ)
- I'm sorry I do not understand the questionnaire (ZZZZI)

#### Department Level Orientation

Respondents were asked to make comments on the need for better orientation at the Department level. Some elaborations on this item were as follows:

1. My orientation was excellent as I spent two full days in Burlington working and talking with the staff of the Dental Division. (B)
2. Orientation should be geared more toward self-defense. Most of our clients are not harmless. Create awareness as to what type of individuals the new person will find himself in contact with. Promote a little "con-wise" to keep the new persons from being marked an "easy picking" right from the start. (D)
3. I feel that the orientation program at this level is adequate. (G)
4. Much more needed on forms. (H)
5. Too often we are told simply to "goat it". Knowing about paper work at this point greatly hampered my efficiency. Freedom to ask questions and perhaps an expectation of the new employee that he or she will ask questions is paramount. (I)
6. I am still not fully oriented. Is there not some booklet detailing Department organization? (J)

7. Supervisors with more values of the needs of residents. (L)
8. Because of extra curricular activity and lack of sufficient help, I feel the orientation program is done as well as necessary. (O)
9. Those in charge should realize the importance of on the job training. (P)
10. I think it would be a good idea to have Department level orientation. As it was, I felt no link with the Department of Health. It was as if our program was an entity--far removed from any "department". I told people it was a Department of Health sponsored program yet it was in word only. (Q)
11. Present system adequate. (U)
12. Disorganization causes dissension, dissension causes unrest, unrest causes poor attitudes, and poor attitude causes poor job performance leading to apathy. (W).
13. I also think there should be special training in the field of physical awareness and self-defense. (Y)
14. At least basics are absolutely necessary if one is to efficiently fight for necessary policy shifts. Also to plan for students' futures. (Z)
15. Phase I training at Norwich was incomplete. More of a department snowjob than how things work. Parts were good, wanted to know how department services were coordinated. (AA)
16. Know more about criteria for evaluation and community resources. (CC)

17. I needed to know the rules and regulations within the department as well as the hospital. Also the hospital and department's philosophy on working with patients. I'd like to meet some of the doctors and treatment term persons since I'm working with patients. (FF)
18. This should be handled by someone with a lot of on the job experience, not just someone with a degree who hasn't been subjected to the actual inside function of the place. (JJ)
19. To me there is no better orientation than a personal interview and frank appraisal of the situation at hand. (MM)
20. I believe that more time should be spent on what is really happening within the facility for the retarded. I think that too many unsure and unreal things are dealt with. (PP)
21. Please see earlier statement in my opinion that a graduate orientation is needed. (UU)
22. I think better communications overall, would greatly enhance the orientation program. (XX)
23. A great need for an orientation and booklet containing a departmental organization chart of each and every line and staff position, with a complete job description, from the commissioner to those working with the client directly. (YY)
24. I would like to know more about the department of corrections. How the various places Windsor, Woodstock, BCC, as they fit in with Weeks School. Organization of the Department. (BBB)
25. Also necessary. (HHH)
26. As the term Department has not been adequately defined as far

as its relationship to differences from position, I will refer you to my previous comment. (LLL)

27. Should be one day of briefing on all the programs in the Department. Details on paper work and procedures should come with more extensive program training than we now get. (QQQ)
28. When aides are hired they need to know what they are needed for, they should be assigned specific jobs from the Department level. It should be emphasized that the Aide fits in, not that the Department is planning a career ladder so that one of these years, the Aide might fit in. (RRR)
29. I was given no orientation and none is possible in my job. The questionnaire does not apply to me. (TTT)
30. Good. (UUU)
31. In our program a great deal of difficulty lies in the ambivalence of our program being in the Health Department as well. (VVV)
32. The aide should be better oriented on an overall picture of what is expected of those in this particular job, when there is not adequate coverage. (XXX)
33. Our department is very small with a close-knit group of people depending on one another to further the need to better the department. One is quickly initiated to the workings of the department. (YYY)
34. At the department level it would have been helpful to have been better informed about other correctional centers, and Windsor, a visit (one day perhaps) would have been sufficient. (AAAA)

35. More is needed to be known about the behavior and background of residents in the dorms you work in. The more you understand a resident, the better you can deal with him or her. Even going through the classes doesn't do any good when you aren't allowed to use your own judgment in the simplest treatments after finishing the first aid courses. (CCCC)
36. The more orientation the more one understands the department's functions better (FFFF)
37. I can't comment because I've never had any at this level as I remember. (GGGG)
38. The program is satisfactory to me. (IIII)
39. Should be mandatory at approximately 3 months (Phase I; at approximately 13 months (Phase II; and at approximately 18 months, Phase III. (JJJJ)
40. Interrelationship between positions in the department made clear. How goals of one position relate to and work with goals of other department as a whole. (MMMM)
41. I can't comment because I haven't had a department orientation yet. (NNNN)
42. I've been in the food stamp program nearly a year and I am just beginning to feel that I might satisfy myself with the knowledge I have of the program. We were thrown into the Medicaid program with the manual and its bureaucratic gobbledegook as nearly the entire training that we had. I consider that I am very inadequately trained. The first two cases I did took me four tries to get all the forms I needed



completed. I finally borrowed from a secretary the notes that she took at their training session to orient myself to the forms and procedures necessary. The regulations and their theories are simple to absorb, but the logistics of the system are unbelievable. And if you really want adequate coverage of the Medicaid program, it should have secretarial support. My feelings about this situation border on the unprintable (I'm eagerly awaiting Medicaid sanctions.) (PPPP)

43. The department level is too unrelated to what's going on.

A lot more involvement would be better and outside the office stuff. It neither helpful nor interesting to be talked at.

(QQQQ)

44. I love my job and my department, but writing something on paper of what I think I would get the door fast, so I'll keep still until I get the door in next month. I will not give meds and I feel it is not an aide's job. I was put on two weeks without pay for two things I didn't do, but was pinned on me just so I would quit my job. But I did no wrong in my heart as I love my patients. So they are looking for something more to pin on me. I am a friendly person and kind hearted. So I loaned my key to a girl who had no key, now I am out of a key and the red tape you have to go through to get a key. Today I was told I couldn't get another key as I was not to loan my key out, but I felt sorry for the girl on night watch, so things are done funny here. (RRRR)

45. Any orientation would have been an improvement. I still don't

- know what makes up the hospital outside of my unit. To say nothing of the Department of Mental Health as a whole. (TTTT)
46. More of the Department heads should be at those meetings to answer questions which arise. (UUUU)
47. Excellent training done by Celani and Dodge at state office. (VVVV)
48. I was satisfied with the way the program was handled. Forms were shown and different subjects were covered adequately. I feel an orientation program like this is of most importance. (WWWW)
49. When I first came, I was told very little about the Department level. (XXXX)
50. Adequate. (ZZZZ)
51. I'm sorry but I do not understand this questionnaire. (ZZZZI)

#### Orientation by the Agency of Human Services

Respondents were asked to make comments about the need for a better orientation program at the Agency of Human Services level, and their answers follow:

1. I think everything is very clear and specific. (F)
2. The Agency of Human Services was explained in detail to me by Dr. Long of the Dental Division. I will better understand the system as I work within it. (B)
3. The new persons to the Department of Corrections should be given this orientation along with the guidelines, I have mentioned before. The new person starts the job and gets off

to a bad start "I find it hard to believe I could have been so naive as most new help appears to be to me, but I must have been and was lucky enough to survive. I have worked at this job for some months and have seen many new staff come and go, mainly I believe due to their not knowing how or received any help in handling the frustration of a job like this will cause. (D)

4. Many of us at the grassroots level do not know the commissioner, or those at the second and fourth program levels. I believe communication would be facilitated if it were possible to be introduced to our leaders at the outset. (I)
5. I personally have no idea how the Agency of Human Services is run or the goals of the Agency. Fill me in. (J)
6. Visit the school unannounced. (L)
7. I am sorry I couldn't be of more help but when I started it, I was in a kind of rush to separate money payments from social work and there was very little time for adequate training. I would like to say that in observing new workers it appears that Veronica Celani is doing an excellent job in training. (N)
8. What BTS really needs is more employees. There are not enough for a fair program to be carried out. Too much is expected of the aides and not enough of the residents. (O)
9. Believe that your department when around checking on people you should introduce yourself and make it clear that you are observing; also show some support of your employees. (P)

10. I think that it might be profitable at some point to have a session at the Agency level. It would put things in perspective and create an awareness about how we all fit into a whole picture. I'm not sure that orientation time would be the most propitious, though as there is generally a lot going on-- too much newness, perhaps three months later. (Q)
11. Orientation through the Department was entirely after the fact, a waste of time for the most part. Informal orientation through local office staff was more than sufficient to pick up necessary requirements for procedures of the job. Training to improve job skills and knowledge come best from actual experience and from outside training such as the Boston Prosthetics Course, the Omnibus Counseling Course, etc. (ZZZZZ2)
12. Would welcome an orientation program at Agency level. (R)
13. This might prove interesting though not directly related to the position. (Y)
14. Have looked at it, and think history of program, history and goals, and organizational structure should be presented, and how other departments relate to overall scheme. (V)
15. To better enable the left hand to know what the right hand is doing. (W)
16. Absolutely no awareness of it. Have felt the loss when thinking about placing students outside of Brandon. Training seemed to be oriented toward established techniques; rather than to perceived goals "We do it like this." Not "We are trying to do this." (Z)

17. There was none. Would have liked 4 or 8 hour orientation on how agency departments were coordinated, basic philosophy, resources, etc. (AA)
18. Actually, I feel my completion of this form will be of little value to you. I came to the Social Welfare Department with 8 years experience in the Highway Department and 3 years experience in the Administration Department (Data Processing) so no formal orientation was offered me. I feel that part of a day in the State Office to familiarize me with the Social Welfare structure would have been beneficial. I do understand that to new employees, a more than adequate orientation is given. (BB)
19. Zero in on specific skills, paper forms and documents, criteria for evaluation, community resources, and how to develop an plan for intervention. Your questions are ambiguous. (CC)
20. More contact with the personnel. (DD)
21. I am new in the State and I don't really understand what the Agency of Human Services is. (FF)
22. From myself and others in this unit who received this letter, most of us just didn't know what you wanted. (GG)
23. Would have liked more explanation of this questionnaire. (HH)
24. Put a little more emphasis on experience, then education, without on the job application, books only teach part of it. (JJ)
25. Frankly, I didn't know what that program is, but any program can be bettered by checking the qualifications of the personnel involved. (MM)

26. I don't see how this questionnaire could be very helpful. (NN)
27. You're welcome--Praise the Lord! (SS)
28. I feel a need for an orientation program at the Agency Level. I personally would be interested in learning of the total role of the Agency of Human Services. (XX)
29. A great need for an orientation and booklet containing an Agency organizational chart of each and every line and staff position (with a complete job description) from the Secretary to the various Commissioners and Directors; as well as one for each Department and Office down to the service level.

This would allow each person within the Agency to know what services and everyone else is responsible for providing in order to best meet the needs of the client irregardless the Department or Office primarily responsible for rendering services to any particular client.

This could best be implemented by having periodic regional (county) training sessions or conventions of all Human Service Agency employees. Another possibility would be the development of County level Human Service Centers and satellite community level Human Service Centers; where all Departments and Offices share and coordinate facilities, programs, personnel and services as well as those of the Department of Education at the client level. This chart may be helpful in other ideas.

At the time the other form was sent to me I asked a Supervisor if there might have been an error, since BTS was not specifically listed. She told me it did not concern me. Sorry!

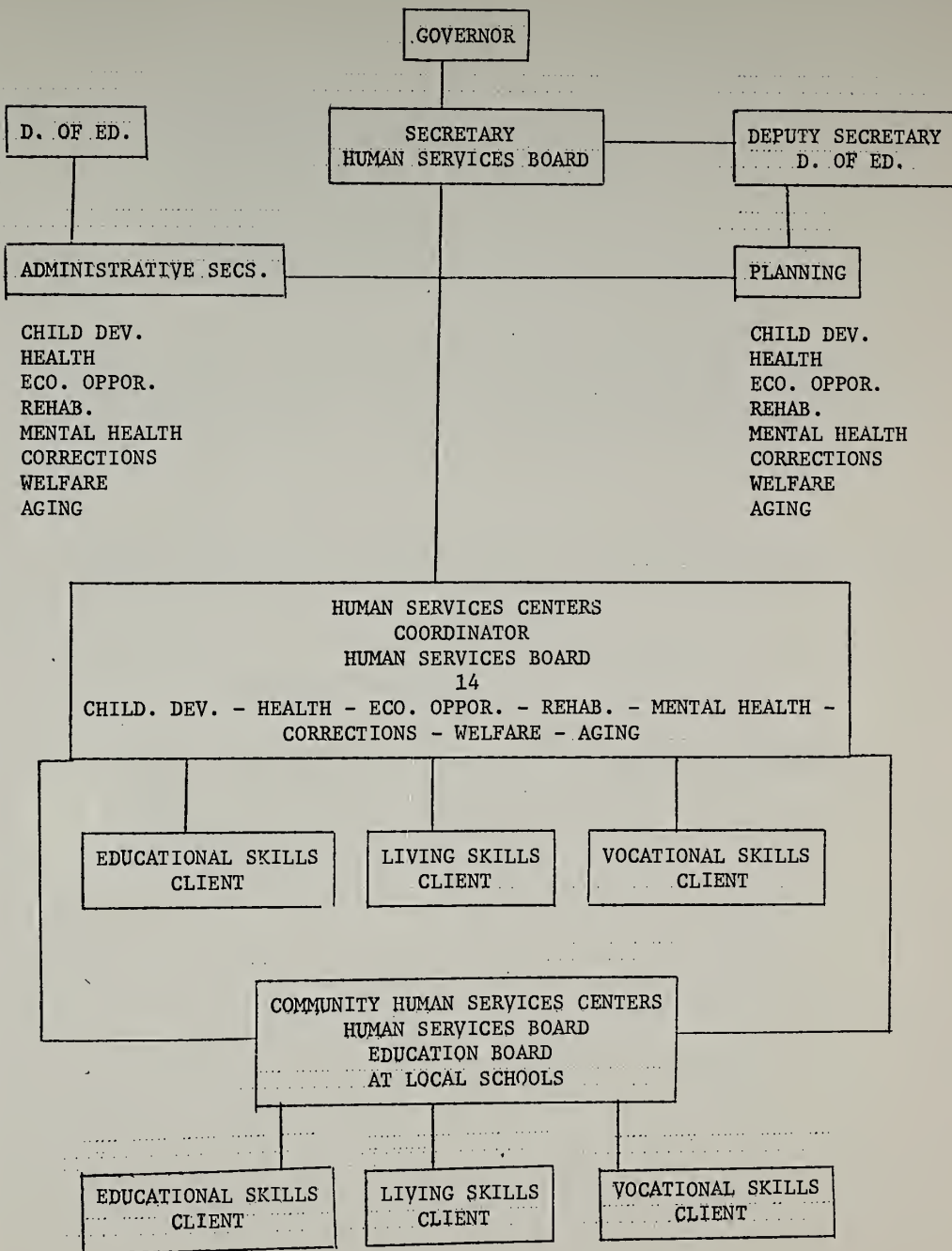
In case you are interested in what I think of evaluation--if anyone works regularly at BTS--there should be nothing less than FS rating.

There is a challenge, which people with a simple education, can handle. But a good share of BTS employees are dedicated to the job as much as one can be. It involves much "Aide" work and supervision--which is generously given.

Too often, an Aide cannot fulfill his job because the family of the Resident doesn't approve. This should not be evaluated that the aide is not trying and doesn't understand the nature of the job.

I like it because, 1. It is a job someone has to do; 2. I feel like I can understand and accomplish a good share of what will eventually be considered Progress and 3. At night, the hassle is avoided, but the problems that do arise must be met and with determination and love of the people.

Hope this has been some help to you. (0)





STATE LEVEL - The various departments are responsible for:

1. Research
2. Specialized training
3. Planning
4. Implimentation goals and guidelines
5. Resource allocation
6. Resource procurement
7. Legislative action
8. Information referral

COUNTY LEVEL - The "CENTERS" are responsible for developing specific plans and implementing them to meet the specific local needs as well as providing a support role for the COMMUNITY CENTERS and being the place where highly specialized services are available.

COMMUNITY LEVEL - The primary point of preventive intervention, diagnostic and general client services are rendered.

\*\*\*\*\*BOARD MEMBERSHIP

1. STATE - Appropriate chairpersons of legislative committees and citizens of appropriate professional background.
2. COUNTY - Local members of the Legislature and leaders of the private sector of the Human Services field.
3. LOCAL - Local officials and interested citizens.

(YY)

30. I would like to know how the different departments in the agency interact. Department of Corrections, SRS and Mental Health. When I received this letter the question in my mind was "Why now?" I have been working at Weeks School as a cottage parent a long time most of which was a night cottage parent. I started working days as a day cottage parent recently. So you see I have been working for four years and some months. Is it because I went on days approximately one year ago? I had quite a bit of training for my job on days. But only 1 hour of training as a night parent. I feel that the night personnel need more training than they are receiving. I feel the day cottage parents need at least a month of training on the job before they are left alone with the students. As the kids are constantly testing the cottage parent limits. The longer period would give both kids and new cottage parents time to know each other. The new cottage parent also needs to become more familiar with the junior high organization. Should also during this period spend some time in the kitchen, storeroom, and administration office. More training time in general. (BBB)
31. As we are training on the job for our positions, I do not believe orientation program would be of much help. Orientation provided by the psychotechnicians school at the hospital. (FFF)
32. I was an employee before this new position, it was a very good thing I was, I didn't get any training at all. (HHH)
33. I found this form to be difficult to complete. (JJJ)

34. I feel there is a great need for a better orientation program at the Agency of Human Services level because it is practically nonexistent at this point. In order for the to understand one's position in regard to it being a part of the whole, I feel orientation is needed. (LLL)
35. This questionnaire was difficult to understand and to apply to my position. The orientation I received is given to all personnel at the hospital concerns only the hospital and the patients. A great deal of the information in the course was useless to me in activities but some of it was worthwhile. I do feel that Activities should have its own orientation as well, and that it would be beneficial to learn something about the other state institutions (Brandon, Weeks School) because so many of the patients in the hospital go from one institution to another. (PPP)
36. I never had one, except for a brief explanation of Agency positions. (QQQ)
37. I believe there should be an orientation program at the Agency of Human Services level. What better way to get to know community resources, begin to recognize services available throughout the state, meet the representatives from these various services, get acquainted on a first name basis and start working more closely together. (RRR)
38. I didn't even know mental health was under the Agency of Human Services. (UUU)

39. Human Services interrelations should have been made clearer and the specific responsibilities and obligations of each should have been elucidated. (AAAA)
40. This questionnaire is too general. You should define your terms (I.E., Department, Agency, Position, etc.) if you expect to receive usable answers, as well as make an attempt to use that language skill I'm sure you have to make yourself clear. (BBBB)
41. I certainly hope this form is confidential. (EEEE)
42. If one understands the structure of the Agency on the whole, he can perform his own daily duties and fit into the position better. (FFFF)
43. Be more specific in relationship to individuals goals, ways of achieving those goals, and how department works together as a whole. Where support lies in professional sense with the department. (MMMM)
44. Does it exist? (NNNN)
45. My comments would be a better evaluation tool or design. If you're truly interested in finding out or researching "training needs" why not come to BTS or YSH or the specific agency but meanwhile don't bug people on their own time. (0000)
46. I find the inter-office and different office level meetings to be helpful. A good exchange. The files are also beneficial. I consider the agency paying for courses very helpful and related. (QQQQ)
47. I would like to say there was no orientation at this level, therefore anything would be better. (TTTT)

48. I'm sorry that I cannot fully complete it. (VVVV)
49. Sorry I was late in returning the form. (WWWW)
50. I would like to know about this too. (XXXX)
51. I have only been here six months and it's hardly fair to ask my opinion by answering these questions. I can sum the whole situation up by saying "anyone can read books, look at movies, be told by someone all the ins and outs of the training school or any such school, but until one is faced with the situation one really doesn't know. I think a person should be placed in a working position with these residents so they have an idea of what they will be up against and then if they still like it, to study further into it. Otherwise it's a waste of state funds as they will quit any way if it doesn't appeal to them. (YYYY)

APPENDIX C

TASKS TO BE ACHIEVED

Age Group	Stone & Church	Psychoanalytic Nomenclature	Sigmund Freud	Alfred Adler	Otto Rank	Piaget	Lawrence Frank	Erik Erikson Crises	Psycho-Social Modalities	Favorable Outcome	Stone and Church Disturbances
Birth through 1st yr.	Infant	Oral	Trust	Coping with environment Feeling Manipulating Cooperation with mother	Recover from birth trauma	Meditates world with reflex schemes	Regularization of feeding & sleeping To go through weaning process	Trust vs mistrust	To get To Give in return	Drive and Hope	Organic impairment prior to, during, post birth Marked sensory defects Physical disabilities Severe mental retardation Emotional deprivation
Through 2nd yr.	Toddler	Anal	Autonomy	Sibling Rivalry Cooperation with family Order Self reliance	Object permanence incorporate past event with family Order Self reliance	Regularization of elimination processes Adjustment to arrival of younger child	Autonomy vs shame & doubt	To hold (on) To let (go)	Self control and will power	Chronic emotional strain Minimal brain damage Fears Speech defects	
Third year through Fifth year	Pre-School	Oedipal (Genital) (Phallic)	Sex Identity	Coping with environment Acquiring skills in self help Cooperating in work and plan	Presence of symbolic intuitive thought	Control of emotional reaction Accepting one's own sex and taboos Acceptance of inevitable deprivations such as sickness, death, divorce	Initiative vs guilt	To make (going after) To make like (playing)	Direction and purpose		

Age Group	Stone & Church	Psychoanalytic Nomenclature	Sigmund Freud	Alfred Adler	Otto Rank	Piaget	Lawrence Frank	Erik Erikson Crises	Psycho-Social Modalities	Favorable Outcome	Stone and Church Disturbances
Sixth to Onset of Puberty (12)	Middle	Latency	Socialization	Learning democratic procedures Practicing team work Taking on responsibility for others Making friends	Continues pre-operational stage Carries out mental acts with concrete objects	Learn involuntarily of culture with respect to object, person, place, time Learning customs of acceptance of authority	Industry vs Inferiority (competing) To make things together (cooperating)	Method and competence	Learning disabilities Mental retardation Malnutrition Low socioeconomic blocs due to emotional disabilities Delinquency		

Adolescence	Adolescence	Adolescence	Self Identity	Formulating one's role regarding sex occupation community Developing deeper friendships Self reliance	Formal operations ability To manipulate by hypothetical ability To evaluate set of alternatives	Create image of self and person would like to be How to get along in group life	Identity and repudiation vs identity diffusion	To be oneself (or not to) To share being oneself	Devotion and fidelity	Schizophrenia Sexual delinquency Sexual deviation Neurosis Psychosomatic disorders
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Early adult	Adult	Adult	Becoming mature	Finding a mate Developing chosen occupation Taking a stand on social problems	Intimacy and solidarity vs isolation in another	To lose and find oneself in another	Affiliation and loving	Depression Identity crisis Psychosomatic disorders
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Later Adult				Integrity vs despair	To be, through having been To face not being	Renunciation and wisdom	Depression Chronic brain syndrome Psychosomatic disorders
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APPENDIX D

## HISTORICAL BACKGROUND OF THE GOVERNMENTAL REORGANIZATION MOVEMENT IN VERMONT

Although reorganization of the executive branch of Vermont State government had been discussed a number of times through the twentieth century, it was on January 13, 1970, that Governor Deane Davis recommended the creation of eight agencies to administer all the functions of governments executive branch, among which was an Agency of Human Resources.

As far back as 1917 (Haugen and Steele, 1959), there had been created a Board of Control which had extensive authority and financial accountability. It was created by Acts 32 and 33 of the Acts of 1917 and consisted of the Governor, State Treasurer, Auditor of Accounts, Director of State Institutions and an appointive member. It supervised expenditures of the executive branch, set salaries not fixed by law and served on the State Budget Committee.

It was, however, eliminated in 1923 and replaced by a Department of Finance, which was one of 7 new departments which absorbed 18 prior agencies. Because these two efforts were fragmented, the Senate, in 1951, voted to create a "Little Hoover Commission" to do a more comprehensive job but Governor Lee Emerson requested an appropriation to study state administration and received an amount of \$15,000 at the expense of the Senate bill which was a more comprehensive governmental reorganizational request. (Commission Report, 1959).

### THE LITTLE HOOVER COMMISSION

The 1957 session of the General Assembly, by Act 383, V.S.A.,

requested a study of state organization of the executive branch in order to increase efficiency and economy.

The values expressed by the Assembly were made explicit in eleven goal statements summarized here:

It is the policy of Vermont to increase economy, promote maximum efficiency, and improve services, with the wisest use of the taxpayers' money in the transaction of public business by:

1. finding methods and procedures for reducing costs to the lowest amount consistent with high efficiency in the performance of essential functions;
2. eliminating duplication and overlapping services;
3. consolidating services, activities, functions;
4. abolishing services not needed;
5. defining and delineating administrative functions;
6. study of combining purchase, use, storage of supplies and materials;
7. study of centralized stockroom for repair;
8. study of centralized perishable storage space;
9. study of mileage of privately owned cars;
10. study of work load of each department and analysis of programs approved by legislative appropriations;
11. study of budget position or staffing pattern for each department or agency to be prepared from class specifications in the state classification plan and from statutory reference to positions not included in the classification plan.

The report of the Commission, in 1959, in 135 recommendations expressed a concern for "administrative sprawl" and recommended:

- a. an increase in scope of some departments;
- b. reducing number of persons reporting directly to the Governor;
- c. reducing number of independent departments;
- d. eliminating or incorporating in other departments many of the boards and commissions;
- e. increase in authority of the Governor and improvement in methods of making department heads accountable to him;
- f. creation of Department of Administration;
- g. extension of Governor's term from two to four years;
- h. use of single-fund accounting;

The values to which the Commission was committed:

- a. a multi-headed executive branch is inefficient;
- b. clear lines of authority from Governor to all parts of executive branch are needed;
- c. administrative organizations should be consolidated into a smaller number;
- d. the Governor should have power to appoint and remove department heads;
- e. fiscal control agencies should report directly to the Governor.

By October, 1963, Senator Edward Janeway, a member of the Administrative Coordination Committee, noted that 50 percent of the 135 recommendations had been implemented. In May of that year, Governor Philip Hoff gave that Committee a mandate to study reorganization of executive branch and the Hoff administration continued to push for executive reorganization through 1965, particularly for single fund accounting.

On October 13, 1967, the Committee, through its Sub-Committee on Elected Officers and Executive Reorganization, made the following recommendations in relation to a Department of Human Resources:

1. All policy boards, other than those specified, be abolished;
2. An Advisory Board for Human Services be established;
3. The Governor be enabled, with the advice and consent of Senate, to appoint those councils which are necessary to carry on the quasi-judicial and legislative duties of those departments which are to be merged;
4. Department directors should be appointed by Commissioners, with approval of the Governor. (O'Donnell, 1972)

Presented to the 1968 session of the General Assembly then was H 464, an Act to create a Department of Human Resources, along with three other proposals relative to reorganization. None of these lame duck Hoff administration proposals were seriously considered or passed by the General Assembly, although there was much public debate in meetings of the Committee on Administrative Coordination.

Values expressed by the opposition publicly for the first time included:

1. We are seeing an erosion of powers of the legislative branch;
2. Too much power is going to the executive branch;
3. Policy boards help keep government scandal free;
4. Vermont is as spotlessly clean as any state government in America;
5. A buffer is needed between department heads and politics of the Governor;

6. Policy boards give a breadth of judgment one man cannot;
7. Proposals for reorganization are too complicated and require too much time to consider;
8. The Governor has enough power now to tend to "nuts and bolts" of government. (Kearns, 1967);
9. A gubernatorial assistant can accomplish same by dealing directly with Department Commissioners;
10. Interagency boards are not effective coordinators because there is no mechanism for holding them to cooperation. There is no power. (Free Press, 1968).

According to the Free Press article, the five human resource Commissioners split 3-2 in opposition to the proposal, with Jonathan P. A. Leopold, Charles G. Adams, and Robert Aiken, representing Mental Health, Corrections and Health, opposed, and Harvey B. Scribner, of Education, and Paul Philbrook, speaking for Commissioner John Wackerman of Welfare, supporting.

The Human Resources Agency proposal to the 1968 General Assembly had called for a merger of Departments of Social Welfare, Mental Health, Corrections, Health, Education, Alcohol Rehabilitation, and for a creation of a seven member advisory board. Despite its failure to be enacted upon, the Hoff administration, subsequent to its tenure, kept the topic alive in political discussion.

THE REORGANIZATION OF THE EXECUTIVE BRANCH UNDER THE  
ADMINISTRATION OF GOVERNOR DEANE C. DAVIS.

Seven months after Governor Davis took office, the Committee, at its July 7, 1969 meeting, renewed its activities and embarked upon yet another major study of reorganization under the leadership of Ronald Crisman, Director of Budget and Management. Eight subcommittees were set up and these worked intensively through the summer and fall. Governor Davis stated again his values on August 27, 1969 to the Committee:

1. It is important to achieve the greatest efficiency of which a political organization is capable;
2. Delegation and supervision are essential to carrying out directives given to executive branch through the legislature;
3. One person's span of control cannot exceed 12 persons and there are now 167 boards, councils and commissions reporting to the Chief Executive;
4. The Governor's role is to coordinate and energize and this can only be achieved through his close associates.

At a public legislative hearing on January 29, 1970 (Senate Operations Committee, 1970), two sets of values were enunciated about consolidation and reorganization:

Proponents: Andrew Nuquist, Ralph Haugen

1. Inability of Governor to control bureaucracy especially boards and commissions;
2. Other states are adopting consolidation proposals;
3. Vermont has carefully studied other states;

4. Strong executives are needed in the 20th century;
5. Public political ideas are changing;
6. Important that the Governor is boss;
7. Legislature will be able to know if something goes wrong and can get answers from the Governor.

Opponents: William Doyle, Richard Warner

1. Less grandiose alternatives need to be considered, such as:
  - a. Strengthening program coordination responsibilities of the Governor's staff;
  - b. Creating new units in Department of Administration to be Governor's "eyes and ears";
  - c. Interagency committees, task forces working on common problems;
  - d. Use of program budgeting and personnel management to improve coordination.
2. Genuine change cannot be brought about by shifting boxes on an organization chart. Less attention should be paid to the boxes and more to the white spaces in between;
3. Making tenure of boards and commissions coterminous with that of Governor will go a long way toward solving problems;
4. Increase of Governor's staff will be helpful;
5. Cabinet system is premature until Governor has a four-year term;
6. Cabinet system requires adequate staff in order to function well, and this is not provided for at present time;



7. Massachusetts had to appropriate \$600,000 to train staff to work for the secretaries and in 1972 one million dollars would be needed to create the cabinet system;
8. It is difficult to recruit top notch Secretaries for a two year tenure;
9. Another level of bureaucracy would be added;
10. Other agencies would lose funds in order to "pay the bill" for the cabinet system;
11. Patronage might increase as result of new positions created;
12. Requires a four year Governor's term to work well;
13. Administration proposals need to be more carefully drafted.

Governor Davis presented a special address to the General Assembly on January 13, 1970 and urged the passage of the reorganization proposals by emphasizing:

1. The increasing size of Vermont government without administrative tools to carry out its task;
2. In last 3 years, 25 states have adopted complete or partial reorganization;
3. Budget, Management and Planning can remain within the Department of Administration;
4. Reorganization could occur in three phases:
  - a. a Secretary appointed by the Governor to head each agency and be accountable to the Governor, subject to advice and consent of Governor. Each Secretary, with Governor's approval appoint Commissioners;

- b. Each Secretary prepare own plan for internal agency reorganization to be approved by the Governor and placed by him before the legislature for review;
  - c. Governor to reorganize by executive order as much of government as he deems required, but the order to be placed before the legislature for approval.
5. Not a single dollar of additional appropriation for the reorganization is requested.

On February 13, 1970, the Senate Operations Committee voted 5 to 1 in favor of the two philosophy bills in the reorganization proposals S 134 and S 136, which created a cabinet and allowed the Governor to reorganize executive branch by executive order, subject to legislative veto.

On February 17, 1970 Governor Davis stressed in a press conference additional reasons for the reorganization:

- 1. Human service programs delivering services to the same individual do not coordinate their activities to alcoholics, the handicapped, the financially needy;
- 2. Retail store inspection is done by Liquor Control Board and Departments of Health, Agriculture and Tax;
- 3. Reorganization would save the state one million dollars annually;
- 4. Costs of staffing would be absorbed by turnover of 6,000 state employees by combining functions so as to require fewer workers;
- 5. Secretaryships will not be "political plums".

On February 19, 1970, the Governor compromised with the Senate Republicans by:

1. Removing the names of the eight agencies from the "philosophy bills";
2. Removing the 30-day time limit for legislature to veto an executive order reorganization.

On April 2, 1970 the House gave approval to the Senate bills and on April 3, 1970 a bill was passed creating an Agency of Human Services.

#### THE REORGANIZATION PROCESS OF 1970-71

Bills calling for five of the eight agencies not created by the previous session were introduced by the Davis administration. On January 12, 1971, the Senate approved the appointment of William Cowles, Jr., as Secretary of the Agency of Human Services. On March 20, 1970, the Agency of Administration bill was finally approved by the House and created.

These reorganization measures, endorsed by both the Hoff and the Davis administrations, were continuously subject to partisan politics and inter-legislative squabbling. Thus political considerations weigh heavily on administrative decisions, as evidenced by Department Heads Elbert Moulton and John Gray who testified against reorganization but changed their positions when they later were appointed to agency secretaryships, which well enunciates one of the chief differences between public administration and business administration.

## SUMMARY

Only four of the eight agencies created by Governor Davis have been created. In reviewing the reorganization process, from the "Little Hoover Commission" which spent considerable investment of time and money, by members of differing backgrounds, it is apparent that those results had a lasting effect. The Committee on Administrative Coordination was carried out in a shorter period of time, considered a narrower set of problems and did not seriously examine alternatives to the cabinet system. There was a lack of documentation of administrative problems justifying the cabinet system recommendation and little public confidence was developed. Very little attention was given to personnel problems, budget systems and internal and external pressures placed on various departments to be reorganized.

Areas yet for investigation include:

1. It appears now that supportive services from the Agency of Administration to the new program agencies are inadequate due to the heavy workload from routine administration and budgeting tasks.
2. Further study is needed on the cost of the cabinet system for the State.
3. Evaluation by non-governmental resources of the efforts of the existing four agencies to provide basic information for decision making. The advantage of utilizing outside resources to:
  - a. infuse many ideas and points of view;
  - b. provide perspective and attitudes on those to be effected;
  - c. enhance the education and training of personnel;

- d. provide a mechanism to gain support and enthusiasm of personnel;
- e. gain support of proposals outside of executive branch.

The traditional "Jeffersonian" politics of Vermont continues to show these characteristics, which must be considered in planning:

- a. the dominance of the General Assembly in decision-making;
- b. the large turnover, from session to session, in the composition of the General Assembly;
- c. reluctance to make quick decisions even in the face of strong pressures;
- d. the existence of scores of separate agencies for administration;
- f. extensive use of advisory and policy-determining commissions in administration, thereby calling on many citizens to participate in government;
- g. strong direct connections between the agencies and the legislature; and
- h. the generally weak position of the Governor in the actual structure of governmental processes. (Haugen 1959).

Already there is reaction against the consolidation system and further study efforts will be required to develop a proper formula for buttressing the Governor's power so he can act effectively as Chief Executive while at the same time insuring a degree of participation from the various constituencies of the state.

The absurdity of the two-year term for the Governor and the agency secretaries continues to plague the development of any kind of productive and accountable programming of services.

The strengthening of the executive branch of government requires the modernizing of the legislative branch to keep pace. The Vermont General Assembly is ranked 37th among the 50 states in 1971 in its ability to obtain information and act independently of the executive and other outside influences such as lobbyists. (Citizens Conference, 1971).

The lack of staff in the Secretary of Human Services Office has decreased the ability of the Secretary to develop a rational planning and implementation process to define and meet agency objectives.

Comprehensive planning, as opposed to policy planning, has not been instituted to provide for anticipated centralization either throughout state government or at the agency level, due to inadequate capability.

Broader participation continues to be a need in the reorganization process particularly at the Commissioner level in order to retain good leadership, and to expedite planning and implementation at agency level. The issue of turf is the major leadership problem to be resolved, according to Agency Secretary Thomas Davis.

The improvement of the quality of government in Vermont, due to partial reorganization, appears to be minimal. With a population of less than 500,000, and a tax rate which is one of the highest in the nation, careful examination should be made of the cabinet system which requires extensive staff increases in order to improve the quality of government functioning.

Terry Sanford wrote in Storm Over the States:

"Because many groups, and people, have encountered evasion of duty by the state, they have felt they had no choice but to try the road to Washington. The trek to Washington could have been expected, for

government is not static...the recalcitrance that marks many of the states certainly does not mark them all, but timidity, reluctance, and obsolescence are nationwide. When twentieth-century growth began to overtake us, the machinery of state government was outmoded, revenue resources were outstripped, and the state executive was denied the tools of leadership long supplied the President of the United States.

"The states have fumbled for solutions but they fumbled within the old framework, and with outdated concepts of government. Too many voters have failed to understand that state government can no longer be merely a regulating and holding operation; that if their states do not guide and channel the growth they cannot take their proper place in the world of the future."(Sanford, 1967).

The degree of historical detail presented here is not only to set the stage for later planning, but the chapter itself can be used as a separate component in the orientation process. It might be used as historical content or as a mechanism for personnel in confronting conflicting value systems which come to bear upon their ability to render service, between the provider and the consumer





