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WAR RELOCATION AUTHORITY

Washington

May 7, 1943

TO PROJECT DIRECTORS

Attention: Vocational Retraining Committee

MEMORANDUM NO. 3

The Committee has thus far issued two memoranda implementing Administrative Instruction No. 87. This memorandum, originally intended as an introduction to this series of committee notices, has been delayed because of the importance of getting news concerning the N.Y.A. resident training center opportunities to the Projects.

It is intended that these issues will contain retraining information useful to the Centers in initiating and administering their retraining programs. It may also serve as a clearing house for retraining practices and procedures in the Projects.

Administrative Instruction No. 87

This instruction, issued on March 29, set the goals of the retraining program as preparing residents for relocation and supplying workers needed in center activity. It informed the Centers of the appointment of a Washington Staff Committee to initiate and supervise these programs. It urged the appointment of Vocational Retraining Committees in the Centers and indicated some probable approaches to training.

Center Visits by Committee Members

The chairman of the Committee has thus far visited four Centers and has aided in initial steps in managing the program. Another Committee representative has visited a number of other Centers. These visits will be continued.

On-the-Job Training in Center Activities

There will probably be agreement that the care of the retraining program should consist of the apprenticeship opportunities available in Center activities, the motor pool, carpentry shops, hospitals, mess halls, etc. Such on-the-job training has been part of Center function for a considerable period and has achieved its purpose with varying degrees of success. There remains the job of taking full advantage of Center training

opportunities through helping division heads in the induction of new workers, outlining the learning operations to cover, indicating flexible time-limits, and aiding in the distribution of interested residents to appropriate training opportunities. Technical aspects of this approach will be discussed in a subsequent memorandum.

Out-of-Center Training Opportunities

Administrative Instruction No. 87 lists Center apprenticeship opportunities, agricultural work, and trade class organization as three avenues of training. To these may be added the use of out-of-center training facilities as an additional resource. Memorandum No. 1 issued by Mr. Rowalt describes the procedures for using the facilities of N.Y.A. Resident Centers for evacuee training in the metal trades. In addition each Center has been informed of the specific steps to take in initiating this program.

Course in Mechanical Drafting

While it has been suggested that Centers may wish to organize their own trade classes, it is not contemplated that this will be a widely used technique. Difficulties of securing properly qualified instructors as well as equipment, materials, and space will operate against use of trade classes. However, a given Center may have on hand certain equipment or available skills in staff which can be used to advantage. Undoubtedly, also, there are a number of fields which should receive special attention in the training program and which lend themselves to a trade class approach. One such field is mechanical drafting. It is a field in which many workers are needed at this time. Training may be given in a relatively short period. A minimum of equipment and materials is required and, in some cases, is already available in the Centers. Because of wide interest in this field, there has been sent to the Centers a course outline for tracing and detail drawing to be covered in 260 class hours. This was accompanied by a set of materials, lesson plans, blue-prints, problems and solutions, etc. to which the syllabus refers.

This material should make the instructional problem very much easier to meet. However, a competent appointed staff or evacuee instructor must be found and time arrangements made for the class to meet. Usual standards of vocational training in number of students per instructor, etc., should be maintained.

Job Instructor Training Program

The efficiency of on-the-job training in Center activities depends upon the ability of Center staff responsible for certain aspects of Center work to absorb and train beginners. There has been a great deal of interest in developing a foreman training program which would help shop

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foremen and office managers train new workers. An agreement is now pending between the U. S. Civil Service Commission and War Relocation Authority which provides for J.I.T. Program experts to spend sufficient time at each Center to train up approximately forty foremen. It is expected that the services of this program will be available shortly.

Advisability of Training Evacuees for the Metal Trades

A certain amount of emphasis is placed in the retraining program on preparation for the metal trades. There inevitably arises the question whether Japanese-Americans will be accepted for employment as machinists, welders, draftsmen, sheet metal workers, etc.

In an attempt to obtain preliminary information on employer attitudes, brief investigations were made in Chicago and Denver. In both cities, in cooperation with the Relocation Division, conferences were held with a number of employees holding confidential contracts, officials of the U.S.E.S., and the War Manpower Commission and with staff members of private non-profit-making employment agencies. In Chicago, there were indications that evacuees with pre-employment metal-trades training would have reasonably good opportunity for employment. In Denver, because no scarcity of workers exists as yet, it was felt that for the present such workers would find it difficult to secure employment in war industries. It is recognized by all concerned with the problem that in a situation as dynamic as the present, the acceptability of members of any minority group varies with the operation of a number of factors. The most important of these factors is probably availability of other workers. Since the labor supply is decreasing rather than increasing, there seems reason to think that evacuees will be more acceptable where they would now meet with difficulties, and would be in demand, where they are now merely tolerated. Other important factors are education of employees and workers, attitudes of labor unions, instructions of government procurement agencies, etc.

Following these investigations, the Relocation Division is requesting all of its regional offices to react to this problem in terms of local employment experience and employer attitudes. It should be possible to collate the results of these investigations and to obtain from them some indications of national trend. These findings will be made available to the Centers.

Labor Market Analysis

It has been emphasized that retraining should lead to employment. In planning Center programs, personnel in charge of training will be in need of authoritative employment information. Certain data, as lists of job orders received, should be available through the Center Employment Offices. However, the Center Employment Division cannot be expected to have on hand detailed national employment statistics for evacuees, nor

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are they in a position, without specially contacting all regional offices, to answer specific queries, as to the advisability, for instance, of training mechanical draftsmen, welders, power-sewing-machine operators, etc. In order to attempt to answer these and similar questions, the Relocation Division is setting up a Labor Market Analysis Section. Retraining questions involving employment information should be forwarded to Mr. Samler, who will be in close touch with the Analysis Section.

VOCATIONAL RETRAINING COMMITTEE
Joseph Samler, Supervisor
Vocational Retraining Program
Earl Brooks, Assistant Chief
Personnel Division
Davis McEntire, Assistant Chief
Employment Division

5/7/43

VOCATIONAL RETRAINING COMMITTEE

Vocational

MEMORANDUM NO. 4

On-The-Job Training In Center Activities

Apprenticeships in Center jobs have for sometime been urged by the Vocational Retraining Committee as the soundest form of trade training available in the Projects. This memorandum presents program possibilities in apprenticeship resulting from considerable discussion with staff members and evacuees in various Centers. Specifically this memorandum attempts to:

1. Stress the importance of apprenticeship training.
2. Urge its extension to occupations not yet covered.
3. Describe the type of cooperative supervision necessary in operating a successful apprenticeship program.
4. Indicate necessary analyses of apprenticeship jobs.
5. Emphasize the relationship between an apprenticeship program and counselling facilities.

As indicated in Administrative Instruction No. 87, this phase of the vocational training program, like all others, should prepare evacuees for relocation or for participation in necessary Center activities.

The Place of Apprenticeship in Vocational Training:

Apprenticeships are the time tested avenue to journeyman and master workman status in hundreds of occupations. As the theoretical basis and background related to various callings increased, as job competition grew keener, and as a result of many other social and economic forces, vocational and professional training became formalized and more a product of the classroom than of the shop. This is a trend which has been in operation within the last generation or two. Apprenticeship, on-the-job training, remained as a goal, however, in trade as well as professional preparation. The current work of the Federal Apprenticeship Committee, stabilizing apprenticeship agreements between employers, labor unions and apprentices in a number of important industries is a case in point. Fields as far apart as machine shop, merchandising and medicine, social work and practical nursing, have internships, another term for apprenticeships, or supervised field work experience requirements, which are equivalent to apprenticeships, before final accreditation.

Vocational education as a whole is characterized by a drive to duplicate genuine work conditions. The more nearly the shop class approaches real production standards, uses equipment currently in use in industry while maintaining valid educational goals, the more realistic is its job preparation. The constant problem in trade classes is the considerable difficulty of getting enough and varied work so that the production level of industry can be duplicated. Training in such fields as baking, power sewing machine operating, shoe manufacturing, are cases in point. This difficulty

disappears in an apprenticeship situation. Apprenticeship training is training on the job for the job. If its shortcomings are caught up, it becomes the very best kind of job preparation.

Difficulties in the Way of an Apprenticeship Program:

The Committee emphasizes the importance of apprenticeship not because disagreement on its function is anticipated, but because it feels that the difficulties encountered in inaugurating the program should be measured against the important purposes it serves.

Difficulties in initiating apprenticeships do exist. It is quite obvious that the primary responsibility of Center activities, like the automobile repair shops, the mess halls, the administrative offices, or the construction departments, is to maintain production, frequently under difficult conditions. Division Heads responsible for maintaining production flow are reluctant to undertake responsibilities which might interfere with their jobs. There is at least some justification for the fear that training and production do not mix.

It is entirely probable that they would not mix if the entire responsibility of training were foisted on the shoulders of the executive in charge of production. This need not and should not be true. Some interest in retraining must be part of the production problem of Division Heads, however, since relocation policy makes for constant loss of experienced help and constant need to recruit new and inexperienced workers.

It is an exact description of the situation in many project activities to say that necessarily Division Heads have had to operate their own training programs, and to some extent, have had to do their own recruitment. The Vocational Training Committee and its chairman should be able to supply time and skills not otherwise available to production chiefs in aiding them with training problems for the benefit of evacuees and the production activities involved.

Cooperative Supervision in Apprenticeship:

The Committee urges that the staff member in charge of vocational training can, in effect, act as an assistant in charge of training to various Division Heads. The following seem areas in which the Vocational Training Committee and its chairman can be helpful.

1. Recruitment: Probably every Division Head will be glad to be relieved of the responsibility for securing new workers. Recruitment of trainees is definitely a training responsibility, since training should constantly result in a rotating process in which trained and experienced workers are approved for an internship period, and beginners take their places in the trainee group. The selection of trainees, however, is a counselling procedure, further discussed below.

2. Supervision of Trainees: The broad content and approximate time limits of apprenticeship training courses should be largely determined by the Division Head. In addition, the Vocational Training Committee as well as the production chief will wish to secure whatever other expert advice is available. In consultation, each training job should be broken down to the operations involved. This is discussed in detail below; the point made here is that this type of analytic service can be furnished the Division Head by the Vocational Training Chairman. Attendance and work time of apprentices should be checked regularly not only for payroll purposes, but for counselling on progress, as in any educational situation.

Group meetings of apprentices in training in any one division may be held regularly or in order to meet common problems. There may be need for a certain amount of supplementary or related work for groups of apprentices for which special meetings can be organized.

3. Certification of Apprentices: Centers will necessarily differ in the arrangements made in many aspects of apprenticeship training. Determination of the point at which an apprentice is ready for employment will, of course, differ from trade to trade and from Center to Center. After completion of apprenticeship it may be advisable for the trainee to spend a pre-determined period as a qualified worker before certification to the Employment Office as ready for relocation or assignment to a project activity. Presentation of a formal certificate indicating length of training, experience with various aspects of the trade, and other details, is suggested.

In every aspect of work with apprentices, the Division Head should be consulted. This type of cooperative relationship should be encouraged and aided by the Project Director and the Executive staff.

Center Activities with Apprenticeship Possibilities:

While the determination of a profitable series of apprenticeship opportunities makes it necessary to review all work opportunities in the Center, it is quite obvious that many will not be suitable for on-the-job training. There are occupations represented in the Center for which university training in residence, formal certification, and licensure are necessary. Dentists, physicians, optometrists, registered nurses, pharmacists, social workers, lawyers, are examples. At the other end of the scale are many kinds of work which require no training or which require a day or two of orientation which is most properly given on the job. Porters, laborers, garbage collectors, some types of clerical work, most retail sales work, waitress service, and others are examples.

There are still others for which it would be unprofitable to train for relocation purposes but which may be necessary for continued work on the Project. Policemen, fireman, mail clerks, belong in this category.

After omitting all or most of the above types of work, there is still left a very considerable number of occupations in which short-term training can be given on an apprenticeship basis and for which there seem to be reasonably good work opportunities outside of the Centers. The list which follows is not exhaustive. It should indicate the most obvious resources. There will inevitably be differences between the projects in available work resources.

Motor Pool--	engine mechanics, ignition men, body and fender men, machine shop apprentices, tire inspection and repair men.
Maintenance Division--	typewriter repairmen, sign painters, electricians' helpers, carpenters, cabinet-maker helpers, mechanical draftsmen.
Plumbing Shop--	plumber's apprentices, sheet metal helpers.
Mess Halls--	second cooks, kitchen men, salad girls, butchers, pastry bakers helpers.
Hospital--	medical stenographers, laboratory technicians, x-ray technicians, nurses aides ¹ , dental mechanics ² ,
Administrative Offices--	stenographers ³ , office clerks, file clerks, mimeograph operators, legal stenographers.
Fiscal Offices--	procurement clerks, property control clerks, fiscal accounting clerks, timekeeper clerks, etc.
Agriculture--	hog and cattle feeders, poultrymen, farm workers of all types.
Miscellaneous Projects--	power-sewing-machine operators, power-sewing-machine maintenance men, sawmill operators, loggers, landscape workers.

¹ While nurses aides are needed in the Centers, justifying this type of training, the question of availability of relocation employment for such women should be investigated if employment is set as the major goal.

² Facilities for this type of training are probably available at only a few of the projects.

³ Supplementary or pre-apprenticeship classes would have to be organized for this group.

The fluid nature of apprenticeship planning has been indicated above. There ~~is~~ ^{are} no fixed ~~set of~~ rules except those indicated by common sense and the urgent desire to train evacuees using existing facilities. It follows, therefore, that the number of apprentices in any one activity or division should be adjusted to the needs of that division. In certain situations, perhaps only one apprentice should be referred. In others it may be feasible to start with five or ten. The need for maintaining the confidence of division heads indicates the advisability of starting with a small number.

Analysis of Apprenticeship Jobs:

Whether one or a dozen referrals are made for apprenticeship training, just what operations are included in any one apprenticeship opportunity must be determined. This can be done by a breakdown of the learning operations with approximate time required for reasonable mastery of each. This is a less ambitious task than it may seem at first glance. Materials at present in the hands of vocational training staff can in many instances be used with little revision. The ~~response~~ ^{response} of the Division Head and others on the Project familiar with the occupation or its training problems should be used in adapting available materials and drawing up new analyses.

Vocational training staff are referred to materials prepared by the Civilian Conservation Corps entitled "Specifications for the training and testing of _____" previously distributed to the Centers. Breakdown are available for most of the fields listed above. Two examples from this material may indicate the type of approach:

The analysis of training for auto mechanics helper lists 42 items among which are the following:

- Item 5 "Replaces, adjusts and lubricates fan and fan assembly.
- 13 "Tightens battery box clamps, battery ground connections, starter bolts, starter pedal bolts, and generator bolts.
- 20 "Greases and lubricates cars and trucks, packing front wheels and tightening or replacing grease fittings as necessary.
- 37 "Changes tires, repairs inner tubes."

The breakdown for sign makers and painters includes

- Item 2 "Demonstrates ability to letter
- 7 "Prepares and mixes paints and pigments
- 20 "Makes letters or designs, using power equipment such as router, jigsaw, etc.
- 26 "Designs simple types of designs,"

which contains 27 items in all.

The value of an analysis of this type is obvious. It makes certain that the apprentice rotates through enough operations to give him an awareness of the many aspects of his trade. It makes possible a planful rather than a hit or miss approach to the apprenticeship program. It

makes feasible the assignment of periods of time to each learning operation.

↖ Supervision of trainees and counselling with regard to weakness in skills become relatively simpler.

It need only be urged that this type of analysis be cooperatively undertaken. General suggestions made by the Division Head can be worked out in detail by vocational training staff working with foremen and others familiar with the trade. Teaching manuals and trade literature can, of course, be excellent resources.

The assignment of time periods for each learning operation should be tentative at first and should at all times be regarded as susceptible to change and manipulation according to the situation in the shop and the needs of the individual. However it may be indicated that on the basis of an eight-hour working day, few apprenticeship programs should be longer than 3 to 4 months.

As progress is made with analyses of on-the-job training in various Centers, the Committee will distribute them to the centers together with overall descriptions of the situations in which they are applied.

Counselling Aspects of the Apprenticeship Program:

There will be general agreement that the successful apprentice will be one who is genuinely in learning the trade and who, as far as may be determined, possesses the potentialities for successfully grasping the skills involved. Determination of interest and ability is a counselling procedure in which vocational training staff can be most helpful.

Adequate counsellings in a final analysis, depends upon having enough apprenticeship resources to take care of the needs of individuals with varying abilities and interests. In terms of outcome, the larger the range of apprenticeships available, the more valid will counselling be. It is believed that the occupations listed above provide real choice. This does not mean that counselling is invalid unless the entire group of apprenticeships is available. It does mean that if choice is limited, fewer individuals can be served according to their interests. In order to interest a larger group of evacuees a correspondingly large group of opportunities should be available.

In discussing on-the-job training in Center activities, the Committee has addressed itself to the technical problems presented. Evacuee interest in such a program has not been discussed. This does not mean that if an apprenticeship program is organized, evacuees will automatically respond to it.

Probably arousing evacuee interest is a major and complex problem. Undoubtedly a definite program of stimulation will be necessary. However, it is felt that no amount of stimulation will in the long run be successful

unless evacuees can be shown a wide range of apprenticeship opportunities, and, on paper and through the experience of others, through supervision and rotation on the job, that each apprenticeship opportunity is honestly and carefully worked out as a real training opportunity. This is mentioned here because an ambitious series of apprenticeships depends upon a flow of applicants for such jobs and for the counselling preceding referral.

Stimulation of evacuee interest should take place concurrently with work in making apprenticeships available. In line with their interests and abilities, evacuees should be helped to select appropriate training opportunities. It does not seem necessary at this point to discuss or urge use of particular techniques in counselling of apprentice selection.

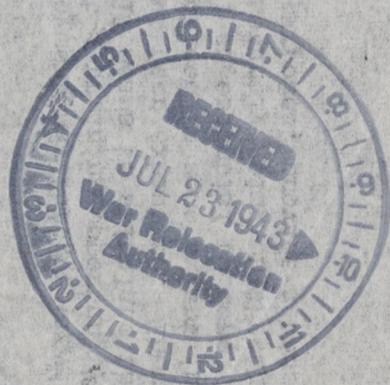
For successful operation this program requires centralization of apprenticeship referrals. At present workers and trainees are recruited through Employment, by recommendation of evacuees already employed, and directly by foremen and Division Heads. The machinery for centralized referrals is available in the Vocational Training Committees in the Centers. Whether the referral card is filled out in one or another office is unimportant compared with the fact that the Committee, through its chairman or secretary, knows and approves of referrals. Undoubtedly such arrangements will differ from Center to Center. There can be no successful apprenticeship program, however, if applicants are accepted or referred indiscriminately.

Availability of Evacuees for Training:

The Vocational Retraining Committee presents the apprenticeship program conscious of the fact that ostensibly a very considerable proportion of the population in each Center is already employed, leaving few or none interested in full-time training.

As against this it may be noted that critical Center activities will have to continue, and probably largely with evacuee labor. Since the most experienced workers are constantly drained off through relocation, new and inexperienced workers have to take their place. This is, in fact, a process currently in operation. The apprenticeship program urges that what of necessity has to be done be done more systematically and with reference to set goals.

The current limitation on evacuee employment may further provide a group of workers who can be helped to select ~~the~~ training opportunities. It is not altogether certain, moreover, that all means to stimulate the group of non-workers, present in every Center, have been exhausted. There remains, finally, the possibility, also practiced to some extent in every Center, of transferring workers from less essential to more important activities. A process that is constantly going on throughout the country, it can, perhaps, for training purposes, provide a considerable group of apprentice workers.



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WAR RELOCATION AUTHORITY
Washington

September ²¹~~10~~, 1943

TO: PROJECT DIRECTORS

Your attention is called to Memoranda 4 and 5 recently issued by the Washington Vocational Retraining Committee.

These releases are concerned with the establishment of an apprenticeship training program utilizing existing project activities. In order to put this program into effect it has been agreed by the Employment and Community Management Divisions and by this Office that apprentices may be referred for on-the-job training over and above currently established employment quotas. Methods and techniques of apprentice training as well as suggested training resources are discussed in the materials referred to above.

In order to meet apprentice wage items provision will be made in your allotment for the second quarter for an Apprentice Training Fund of \$3600.00. Charges against this account are to be authorized by you after approval of plans for initiation of the program is obtained from the Washington Vocational Retraining Committee. The steps in obtaining approval are outlined in Memorandum No. 5 of the Washington Vocational Retraining Committee, a copy of which is attached.

Apprentices working under this program will be paid at the rate of \$12.00 per month, providing for a maximum of 100 trainees per month.

It is urged that you lend this program your immediate support.

LELAND BARROWS
Executive Officer

VOCATIONAL RETRAINING COMMITTEE

MEMORANDUM NO. 5

PAYMENT OF TRAINEES IN THE ON-THE-JOB TRAINING PROGRAM

In a recent memorandum the Vocational Retraining Committee discussed the importance of on-the-job training in Center activities and indicated necessary techniques in initiating such programs. The memorandum recognized the reluctance of division heads to accept responsibility for training evacuees and suggested methods of securing their cooperation.

Of major importance in this program is an additional step currently taken by the Employment and Community Management Divisions. Authorization is now available for referring, hiring, and paying trainees over and above the employment limitations set forth in Administrative Instruction No. 27 (Revised).

Project Vocational Retraining Committees will now be in a position to supply trainee-workers to operational and maintenance activities above the quotas at present assigned to these units. In return the Committees should expect the type of cooperation which should lead toward successful on-the-job training programs. For the fiscal quarter beginning October 1, 1943, provision is available for a maximum of 100 apprentices per month for each project. The Washington Fiscal Office is authorizing each Project Director to set up a special Apprentice Training Fund of \$3600.00 for the next fiscal quarter. It will be the responsibility of the Project Director to see that all requests for expenditures from this fund are approved in writing by the Washington Vocational Retraining Committee. After approval has been secured transfer of funds may be made to the appropriate activity without regard to the "15 per cent limitation."

The Community Management and Employment Divisions have agreed that trainees may be referred to given divisions and that such trainees shall be paid the \$12 a month rate. Authorization for each group of trainees is to be obtained from Washington. The following procedure should be followed:

1. The Project Vocational Retraining Committee (including representatives of Employment, Education, evacuees, and others) should plan an on-the-job training program for any given unit as the motor pool, hospital, mess halls, much as outlined in Memorandum No. 4.
2. Agreement as to referral of trainees must, of course, be reached with the head of the unit affected.
3. The plan should then be submitted in duplicate to the Washington Vocational Retraining Committee. Specific attention should be paid to number of trainees, period of training, general outline of work and instruction, etc.
4. The Washington Vocational Retraining Committee will consider and approve each request and immediately notify the Center.

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This should be the "go ahead" signal for a comprehensive on-the-job training program. It is urged that Vocational Training Committees take full advantage of this opportunity.

VOCATIONAL RETRAINING COMMITTEE

JOSEPH SAMIER, Chairman
HAROLD JAMES
EARL BROOKS

9-21-43