

DEPARTMENT OF THE INTERIOR

MINERALS MANAGEMENT SERVICE MANUAL

TRANSMITTAL SHEET

Release No. 97

June 5, 1986

SUBJECT: Administrative Series
Part 370 Personnel MMS Addition to FPM/DM
Chapter 410 Employee Training and Development

EXPLANATION OF MATERIAL TRANSMITTED:

This chapter establishes the training policies and procedures for the Minerals Management Service (MMS). It includes guidance as well as requirements relating to the training of the MMS employees; gives the purposes for which training and development activities may be undertaken; and establishes roles and responsibilities in relation to training activities.

Reporting requirements: See subchapter 9.


Director

FILING INSTRUCTIONS:

REMOVE:

IPD No. 85-07

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Subchapter 1 - General Provisions

1. Purpose. This chapter establishes the training policies and procedures for the Minerals Management Service (MMS). It includes guidance as well as requirements relating to the training of the MMS employees; gives the purposes for which training and development activities may be undertaken; and establishes roles and responsibilities in relation to training activities.

2. Objectives. This chapter makes available a management tool which can help to increase the efficiency and effectiveness of the MMS operations. It will enable the MMS to provide the training necessary to develop the skills, knowledges, and abilities that will best qualify employees for the performance of official duties.

3. Authority.

- A. Title 5 United States Code Chapter 41.
- B. Executive Order 11348.
- C. Federal Personnel Manual (FPM) Chapter 410.
- D. Departmental Manual (370 DM 410).

4. Definitions.

A. Employee is any civilian officer or employee, in or under the MMS, except those excluded in FPM 410.1-11.

B. Management Official is an individual employed by the MMS in a position whose duties and responsibilities require or authorize the individual to formulate, determine, or influence the policies of the MMS.

C. Supervisor is an individual employed by the MMS, having authority in the interest of the MMS to hire, direct, assign, promote, reward, transfer, layoff, recall, suspend, discipline, furlough, or remove employees; to adjust their grievances; or to effectively recommend such action, if the exercise of the authority is not merely routine or clerical in nature but requires the consistent exercise of independent judgment.

D. Official Duties are the authorized duties which the employee is presently doing or can be reasonably expected to do in the near future.

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E. Training is the process of providing for and making available to an employee a planned, coordinated program, course, curriculum, subject, system, or routine of instruction or education which is or will be directly related to the employee's performance of official duties for the Government.

5. Policy. It is the policy of the MMS to promote efficiency and economy in the operation of the MMS and provide means for the development of maximum proficiency in the performance of official duties; to establish and maintain the highest standards of performance in the transaction of the public business; and to install and utilize effectively the best modern practices and techniques. It is necessary and desirable in the public interest that self-education, self-improvement, and self-training be supplemented and extended by the MMS-sponsored programs for training and developing employees for performance of their official duties.

6. Responsibilities.

A. The Director, MMS, is responsible for:

- (1) Providing direction and leadership to the training program;
- (2) utilizing training effectively in the accomplishment of the Bureau's mission;
- (3) approving training and granting waivers of limitations, restrictions, and requirements of the training regulations, as authorized;
- (4) surveying training needs; and
- (5) providing the training to meet these needs.

B. Associate/Assistant Directors, Deputy Associate Directors, Regional Directors, and Administrative Service Center Managers develop, direct, and monitor the employee development program by determining training needs, providing for the delivery of training, and evaluating training for effectiveness within the scope of delegated authority.

C. The Chief, Personnel Division, is responsible for:

- (1) Developing Servicewide policies, systems, procedures, and standards for training and development;
- (2) providing a full range of training opportunities, including supervisory, managerial, and executive development, using a variety of Government and non-Government resources;

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(3) defining MMS training needs and developing objectives and plans to meet those needs;

(4) providing information, advice, and guidance to field personnel offices on planning and administering local training programs;

(5) administering the training program for headquarters and the Atlantic OCS Region;

(6) evaluating the MMS training programs through the annual training reports and personnel management evaluations; and

(7) preparing and submitting reports on training to OPM and other authorities as required.

D. Managers and Supervisors. Training is a basic responsibility of management at every level of operation. Line management must be actively involved in the utilization of training to meet program needs. Each manager and supervisor is responsible for training employees for effective job performance, for developing their career potential, and for encouraging and giving recognition to their self-development.

(1) The responsibilities of management include:

(a) Establishing an atmosphere within the MMS that motivates employees to achieve greater effectiveness;

(b) identifying program objectives, both short and long-term, and communicating these objectives to the workforce; and

(c) determining the resources that are allocated to training.

(2) The responsibilities of the supervisor include:

(a) Being familiar with training policy and procedures in the MMS and communicating this information to their employees;

(b) identifying training needs by setting objectives and assessing employee performance against these objectives;

(c) selecting employees to participate in training courses based upon program objectives, priorities, and each employee's need;

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(d) setting training objectives, considering alternative ways to meet the objectives, and identifying the measurable results expected from the participation;

(e) analyzing and evaluating the results of training and helping employees to implement the skill or knowledge acquired through training;

(f) encouraging their employees to pursue self-development; and

(g) informing the training office of new training needs as they arise so that appropriate sources of training may be identified.

E. Employees are responsible for developing their ability to perform their immediate tasks competently and through self-improvement preparing themselves for possible reassignment and advancement. The responsibilities of the employee include:

(1) Working with their supervisor in determining training needs;

(2) communicating their interest in training to their supervisor;

(3) knowing the purpose of training before participating;

(4) implementing, with the assistance of the supervisor, the skills and knowledges acquired through training;

(5) sharing the information gained from training with the appropriate people;

(6) providing an honest, thorough evaluation of the session attended; and

(7) pursuing self-development.

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Subchapter 2 - Management and Coordination of Training

1. Annual Training Needs Survey. A training need exists when an employee lacks the knowledge or skill to perform an assigned task satisfactorily. A survey of employee training needs will be conducted at least annually by each servicing personnel office. This survey information shall be compiled and used as a base document for training, planning, and program management purposes. The survey information shall be available to the headquarters office upon request or at the time of a program evaluation. The survey should:

A. Provide each principal MMS office with a systematic means of forecasting its needs for the planning and management of training and employee development programs;

B. directly involve supervisors and managers in the determination of training and employee development needs; and

C. place responsibility for identification of training and employee development needs at the organizational levels which are directly responsible for the accomplishment of production efforts through the effective utilization of human resources.

2. Priority of Training Needs. Each management level should identify only high-priority training required for accomplishment of work program objectives. Individual development plans and comprehensive surveys may be used either together or separately to determine and specify training needs. All supervisors must have individual training plans in accordance with the Departmental Manual.

A. Top-level management should check the training need for:

(1) Cost-effectiveness--the cost of maintaining a deficiency versus the cost of the solution.

(2) Legal mandates--are there regulations or laws that must be complied with or effected?

(3) Population--are many employees or key employees involved?

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B. Examples of high-priority training objectives are training required for:

(1) Successful accomplishment of the organization's program objectives.

(2) Proper operation of equipment, processes, systems, or procedures.

(3) Meeting requirements of higher authority.

(4) Meeting requirements of current or imminent organization changes.

(5) Maintenance of competent staff.

(6) Development of necessary new or broadened skills or knowledges within the scope of present job descriptions.

(7) Meeting specifically identified improvement goals in employee performance.

(8) Development of essential understudy or reserve skills and knowledges for key positions.

(9) Development of new or broadened skills or knowledges for increased flexibility and utilization.

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Subchapter 3 - Establishing Training Programs

1. Training Staff. The Personnel Division and the Administrative Service Centers shall have qualified staff performing training and employee development functions and administering the MMS training program. The staff will:

A. Provide advice to management concerning training and development opportunities;

B. counsel employees concerning training matters and career development opportunities;

C. ensure that appropriate information concerning training, as well as career development and educational opportunities, is available for the review of managers and employees;

D. review training requests to ensure that such requests are consistent with regulatory requirements and supported by adequate documentation;

E. collect and maintain such training information as required by Federal Personnel Manual (FPM) Chapter 410; Supplement 298-1, Appendix A; the Departmental and the MMS Manual (MMSM); and

F. conduct an annual review of training needs, develop a training plan based on those needs, and prepare the Annual Report on Training Activities. (See subchapter 9.2A.)

2. Coordination of Training Activities. The servicing personnel offices are required to submit to the Chief, Employee Relations and Training Branch, along with the Annual Report of Training Activities, a copy of the training plan which was developed for the area serviced as a result of the analysis of training needs. The training plans will be reviewed to identify needs that have MMS-wide significance or that are common to all segments of the MMS and to adopt the various solutions available to address the identified needs.

3. In-house Training.

A. In-house training is any program or course developed for the purpose of training the MMS employees whether it is developed by the MMS or on a contract basis and any training which is to be provided by an organization or Agency other than the Office of Personnel Management or the Department of the Interior.

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B. Copies of any in-house training program conducted must be submitted to the Chief, Personnel Division, for postprogram review. The material should include course objectives, lesson plans, training aids (video tapes, films, or textbooks need not be forwarded but must be identified), handouts, course evaluation, target audience, all associated costs, and the location of the training. The training programs will be reviewed to determine their utility in other segments of the MMS; to ensure the program content is technically correct, meets identified needs, and conforms with MMS policy; and to evaluate the appropriateness of the training materials. In-house scientific or technical training which is coded in the 3000 or 5000 code on the SF-182 is not under this review process.

4. Selection of Employees for Training.

A. Selections will be based on the needs determinations referred to in subchapter 2.

B. Supervisors and managers will ensure that all employees are receiving full consideration for appropriate training and that there is no discrimination because of race, religion, color, national origin, sex, age, or other irrelevant factors in selection for training.

C. Employees may be provided Government-sponsored training only if such training would improve their job performance. There are two basic situations that warrant Government-sponsored employee development that is provided noncompetitively to the employee. The first situation is where training is provided either to meet identified job performance deficiencies or to increase performance in the employee's current position. Such training is designed to bring the employee's performance up to an appropriate level as determined by the supervisor and management. The second situation is when training is provided to equip the employee with the knowledge or skills needed to perform new duties or responsibilities required in his or her current position. This training may cover revised procedures, products, or processes so that the employee may perform the new duties and responsibilities of his/her current position at an appropriate level.

5. Authority to Approve Training. Officials authorized to approve attendance at training are outlined in MMSM 370.230-H, Delegations of Personnel Management Authorities Handbook.

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6. Procedure for Requesting, Authorizing, and Recording Employee Training.

A. An SF-182, Request, Authorization, Agreement, and Certification of Training, shall be used and maintained as the official working record file at the authorizing level.

B. An SF-182 requiring approval by the headquarters office should be forwarded Attention: Personnel Division, Employee Relations and Training Branch. The initiating office will complete all blocks on the forms through "Training Officer," block No. 28a. The form must be accurately completed in its entirety and processed as follows:

(1) An SF-182 should be prepared in the employee's office.

(2) The employee should be notified by the training office of the Privacy Act statement on the back of Copy 8 of the SF-182.

(3) The course brochure or announcement should be attached to the SF-182.

(4) The form should be sent through organization channels to obtain proper signatures.

(5) The form should then be sent to the servicing personnel office.

(6) The training staff reviews the request for regulatory compliance and, except for academic courses, registers the employee for the course and makes arrangements for payment.

(7) Authorization for training must be obtained prior to the beginning of training.

(8) Arrangements other than registration (such as travel and hotel accommodations) are the responsibility of the employee.

C. Each employee should provide his/her own office with a statement or record of outside education and training taken on his or her own time at his or her own expense if it relates to his/her job or prepares him/her for other MMS work. This information shall be recorded in the employee's OPF.

D. The Training Information Management System shall be utilized by all offices for training history maintenance. The

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SF-182 will be used as the basic input document. Computer updates to the system shall be accomplished within 15 calendar days of the end of each quarter, e.g., by January 15 for the quarter ending December 31.

7. Correspondence Training.

A. Correspondence training taken on any employee's own time is excluded from the various regulatory computations of training time. It is incumbent upon the authorizing official to exercise particular prudence in approving correspondence training and payment or reimbursement of full costs.

B. Payment will be made by the MMS only for completed courses. This provision will not preclude initial purchase of a course by the MMS when properly secured by an appropriate agreement under which the employee will reimburse the MMS for the total cost if not completed within a reasonable time.

C. Continued Service Agreements (see subchapter 5) will not be required when courses are initially purchased by employees. Since a correspondence course is usually spread over an extended period of time, the employee will ordinarily have worked considerably longer than required by a Continued Service Agreement. Prior to initiation of any such training, there should be a written understanding concerning the costs to be borne by the MMS and the conditions and circumstances under which repayment to the employee will be made.

8. Evaluation of Training. The high cost of training programs requires accurate evaluation of the worth and return on investments in training. The personnel offices shall establish procedures for the thorough evaluation of all training given to employees, keeping in mind the following guidelines and requirements:

A. Upon completion of training the employee must complete the evaluation section of copy 9 of SF-182, forwarding it within 2 weeks to his/her supervisor. The supervisor should discuss the training with the employee to determine whether the training need has been met. The supervisor must complete the SF-182 and forward it to the servicing personnel office within 2 weeks.

B. Training staff shall analyze the results of the supervisor's and employee's evaluation and determine if the objectives were met and if followup with the trainee and supervisor is required.

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C. Evaluations shall also be studied to determine whether training programs are contributing to the achievement of organization missions and if the results are being obtained efficiently and economically.

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Subchapter 4 - Interagency Training

1. Use of Interagency Facilities. The MMS will make use of interagency training facilities, where appropriate, in accordance with MMS Manual (MMSM) 370.410.1. As required by this chapter, the evaluation of training should assist in determining if such facilities are suitable and adequate. Servicing personnel offices should maintain sufficient information to advise employees of availability of such training.

2. Extended Bureau Facilities to Other Agencies. The MMS shall extend training services to employees of other Bureaus or Agencies whenever it would result in better training or is determined to be more cost-beneficial. When the training is on a reimbursable or cost-shared basis, an agreement shall be made in advance and kept on file in the servicing personnel office.

3. Interagency Training Programs Bulletins. The MMS offices that are proposing to offer courses to personnel in other Bureaus and Agencies on a continuing basis are to forward such proposals to the Employee Relations and Training Branch for approval. If approved, course descriptions of the training will be forwarded to the Office of Personnel Management for inclusion in their Interagency Catalog.

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Subchapter 5 - Training Through Non-Government Facilities

1. Authority to Arrange for Non-Government Training. Non-Government facilities may be used to meet training needs when adequate training of the type required is not available through Government facilities. The MMS may pay all or part of the expenses provided the training is directed to the improved performance of duties. Training in a non-Government facility shall be considered only when:

A. The function for which the training is needed cannot be assumed by other employees, and

B. adequate training is not reasonably available within the Government to meet the need for which training is being considered. Training is not reasonably available within the Government when:

(1) Existing Government training programs will not adequately meet the need; new programs cannot be established in time to meet the need; and reasonable inquiry has failed to disclose the availability of suitable and adequate programs elsewhere in the Government; or

(2) training from Government facilities would be more expensive (because of such costs as salary, travel, and the facility's fee) than the training from non-Government facilities which are adequate to meet the need.

2. General Constraints.

A. Confirming Need for Non-Government Training. The use of non-Government facilities for long-term training or training to prepare an employee for a different occupational series shall not be approved unless the criteria has been met as outlined in 370 DM 410.5.3A.

B. Promotion. Training that is intended to prepare an employee for a promotion may be provided only after the provisions of the merit promotion program have been followed and the provisions of FPM Chapter 410, 5-3 have been considered. (See 370 DM 335.)

C. Academic Degree. Training is prohibited when the sole purpose is to provide an opportunity to obtain a degree. However, if an academic degree is an incidental byproduct of the training

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received, the full title of the academic program, rather than the degree involved, shall be indicated on the SF-182.

3. Limitations and Waivers. Requests for waivers of any of the restrictions discussed in FPM Chapter 410 shall be submitted to the Assistant Director for Administration, Attention: Employee Relations and Training Branch. The Assistant/Associate Directors are authorized to waive the requirement of 1 year of current continuous civilian Government service for individual training instances. Assistant/Associate Directors are also authorized to waive the requirement of 1 year of current continuous civilian Government service for training provided by manufacturers as part of the normal service incident to initial purchase or lease of their product under procurement contracts.

4. Agreement to Continue in Service. Employees will be required to sign a Continued Service Agreement for any non-Government training that exceeds 80 hours for which the Government approves payment of training costs prior to the start of such training. This agreement requires that an employee will continue to serve in the Agency for three times the length of the training, or if the employee voluntarily leaves the Agency that he or she will reimburse the Agency for the tuition and related fees, travel, and other special expenses excluding salary. This agreement can be found on the back of Copy 1 of the SF-182.

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Subchapter 6 - Payment of Training Expenses

1. Payment of Training Expenses.

A. Payment of Expense by Government. The MMS will pay the full cost for training in non-Government facilities when the training is:

- (1) Directly job-related;
 - (2) required for more effective performance of duties;
- and
- (3) necessary for economical and effective administration of the work of the MMS.

B. Failure to Complete Non-Government Training. If an employee fails to complete non-Government training for which the MMS has paid the expenses, all or part of the expenses may be recovered. The employee is required to provide explanatory documentation to the official who approved the training through their immediate supervisor. The authorizing official has the authority to determine if steps will be taken to recover the costs. The employee may appeal the determination to the Chief, Personnel Division.

2. Other Expenses.

A. Allowances for per diem, travel, and other expense relative to long-term non-Government training shall be paid in accordance with applicable departmental, General Services Administration, and other regulations.

B. The MMS will pay a per diem rate of \$5.00 for participants at the Federal Executive Institute in Charlottesville, Virginia; Denver, Colorado; Kings Point, New York; and Oak Ridge, Tennessee.

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Subchapter 7 - Acceptance of Contributions, Awards, and Payments
from Non-Government Organizations Incident to
Training

1. Policy. Departmental instructions require that acceptance by employees of contributions, awards, or other payments, in cash or in kind, for travel, subsistence, and other expenses incident to training in non-Government facilities or attendance at meetings will be approved only when the criteria contained in FPM Chapter 410 and in 43 CFR 20.735-9 are met and the factors outlined are fully considered. The organization involved must be tax exempt under the provisions of 26 U.S.C 501(c)(3).

2. Requests for Authorization of Acceptance of Contributions, Awards, and Payments from Non-Government Sources. All requests for approval of acceptance of contributions, awards, or payments shall be prepared and submitted in accordance with procedures outlined in 370 DM 410.7.2.

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Subchapter 8 - Attendance at Meetings

1. Authorization for Attendance at Meetings. Departmental instructions pertaining to attendance at meetings are contained in 370 DM 410.8. All MMS offices shall adhere to departmental objectives in selecting or recommending employees to attend meetings under the provisions of chapter 41 of title 5 of the United States Code.

A. Division Chiefs or the equivalent may approve participation of employees in meetings described below:

(1) Meetings of groups or organizations of any kind devoted exclusively to discussion or resolution of problems or to the formulation or modification of official plans, programs, or courses of action directly related to ongoing work of the MMS. Meetings of this nature are not considered as coming within the meaning of section 4110 or 4111 of title 5 United States Code, whether or not travel is involved. Participation by authorized employees is considered as performance of regularly assigned duties. Limitations on authority to assign employees to meetings of this nature are contained in the delegations of authority to perform the work in question rather than by regulations governing attendance at meetings.

(2) Meetings of any kind where participation is limited to employees in the vicinity of the meeting and both of the following conditions are met:

(a) No entitlement to, or reimbursement for, per diem or other costs authorized by Travel Regulations is involved.

(b) No requirement exists for the MMS representative to issue policy or program statements or to commit the MMS to future action.

B. The Associate/Assistant Directors and heads of staff offices have delegated authority to approve all attendance at domestic conferences when total expenditures for all the MMS participants are \$5,000 or less. Such authority may not be redelegated. Requests for attendance at international meetings involving travel to foreign countries shall be submitted to the Director for approval. For those conferences where total expenditures exceed \$5,000, approval by the Assistant Secretary--Land and Minerals Management will be required. A determination shall

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be made, before approval of the request, that the professional society meeting or conference has an agenda that is job-related to the participant and that attendance will prove beneficial to the MMS. Approval for attendance may be given to those participants that are serving as officers of the professional society or organization or to those that are involved in making formal presentations as part of the program. Attendance should not be authorized in lieu of personnel benefits, incentives, or rewards for past or present performance. Where attendance is determined appropriate, efforts should be made to minimize associated travel expenses by designating as participants employees who are located at or near meeting sites. The number of MMS employees participating at any such meeting shall be limited to the minimum required to relate the information obtained from the meeting to other MMS employees.

C. It is occasionally difficult to determine if the meeting, conference, or seminar is to be considered a training instance or an attendance at a meeting activity. A guideline would be the determination as to whether the employee would be placed in a student-to-teacher relationship or peer-to-peer relationship. If it is determined that a peer-to-peer relationship is expected, the approval procedures for employee attendance should fall within the provisions of this subchapter. If a student-to-teacher relationship is expected, the approval procedures described in subchapter 3 of this chapter should be followed.

2. Procedures. These procedures will be followed for requesting attendance at domestic conferences.

A. All meeting/conference attendance requests will be initiated by the supervisor using the "Request, Authorization, Agreement, and Certification of Training" Standard Form (SF-182) at least 30 days in advance of the scheduled date of the conference or meeting, and processed according to 370 DM 410.8.1.

B. The SF-182's will be forwarded to the appropriate Administrative Officer or equivalent who will monitor the total expenses of attendance at each conference.

C. When the total expenses of all participants at a single meeting is less than \$5,000:

(1) The SF-182's will be forwarded through the organization channels to the appropriate Associate Director, Assistant Director, or staff office head for approval.

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(2) The approval request(s) will be sent to the servicing ASC or appropriate training office.

D. When the total expenses for all participants at a single meeting exceeds \$5,000:

(1) The Administrative Officer or equivalent will prepare a justification memorandum to be forwarded to the Assistant Secretary - Land and Minerals Management for approval.

(2) The justification memorandum and the SF-182's will be sent to the Director for concurrence.

(3) After the Director's concurrence, the requests will be forwarded to the Assistant Secretary - Land and Minerals Management for approval.

(4) Approved requests will be returned to the servicing ASC or appropriate training office.

3. Official Delegations to Foreign Countries. In cases where foreign meetings are of sufficient importance to international relations, an official delegation may be designated and financed by the Department of State. In such instances the Secretary of the Interior may submit to the Department of State the names of personnel whom he believes should be members of the official delegation. Also, proposals may be submitted to the National Science Foundation for financial support of Service delegates to international meetings. Recommendations covering such attendance shall be submitted to the Director at least 90 days before the meeting dates, if possible.

4. Attendance at Meetings in Other than Official Capacity. When an employee attends meetings, conferences, or conventions in other than an official MMS capacity, no per diem or travel at Government expense is authorized, and the absence cannot be considered official work hours.