



DEPARTMENT OF THE ARMY
HEADQUARTERS UNITED STATES ARMY TRAINING AND DOCTRINE COMMAND
FORT MONROE, VIRGINIA 23661

19 OCT 1976

ATTNG

SUBJECT: The Right Way to Explain Self-pacing

1. All of us have been talking about "self-pacing" for some time now, and some of us have made genuine progress in capitalizing upon that approach to soldier learning. Prompted by TRADOC interest, the Academy of Health Sciences recently made a television tape concerning the Skyline Career Center in Dallas, Texas, which, you will recall, was commended to you as an example of what could be accomplished through individualized instruction. A copy of this tape (AHS VT 953 "Skyline") has been forwarded to you under separate cover. I strongly recommend that school training developers, trainers, and evaluators view this tape; DPT personnel and trainers in the training centers should also see it. It will be useful in your future orientation for incoming personnel. Skyline is a success story in teaching skills very much like those TRADOC teaches, to a population very much like our trainees.
2. I have inclosed with this letter a copy of a speech I recently delivered to the Army Judge Advocate General's Worldwide Conference at Charlottesville, VA. It may be of interest to you, and perhaps to some of your directors.
3. Both the television tape and the speech are attempts to explain self-pacing. The Commanding General has stated forcibly that we all need to take every opportunity to explain to the Army what we are doing in the training base. He knows that Armywide there is misapprehension, doubt, and even mistrust of TRADOC. Individualized instruction, foreign as it is to traditional Army training, deserves careful explanation, especially to those commanders, officers, and noncommissioned officers who receive and use our products. I think you will agree that of the two attempts at explaining what individualized instruction can accomplish,

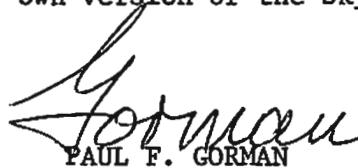
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the television tape is by far the more effective, and is assured, by its nature, of reaching a far broader audience. I urge that you exploit TRADOC's considerable television resources in explaining to that portion of the Army within your purview what TRADOC is doing to modernize instruction--make your own version of the Skyline tape.

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US ARMY TRAINING AND THE LAW

A Speech Delivered 131100 Oct 76
At The JAG School Charlottesville VA
To Annual Worldwide SJA Conference By
MG Gorman, DCST, TRADOC

One of our Training and Doctrine Command lawyers recently commented that he was surprised at how frequently I made speeches on the law. Inquiry revealed that he based that view on titles of my speeches that he had seen in bulletins and announcements. His misapprehension, or one like it, may have figured in my appearing before you today. If so, let me say at the outset that I would be significantly more comfortable addressing that LAW which is the Army's Light Antitank Weapon, the M72A1 Law, an equipment I am fond of castigating. I am however very pleased to have this opportunity, because it permits me to discuss, with exactly the right audience, two matters which have been much on my mind of late.

First, I am persuaded that the legal foundations of American education and training are undergoing a fundamental transformation, and I am convinced that the US Army is among those elements of society most advanced in adapting to these profound changes.

Second, I am also persuaded that the training which is under the purview of the Judge Advocate General of the US Army is out of the joint with the times-- it is archaic, antiquated, ineffective, and even, conceivably, inconsistent with the law.

Let me discuss each of those propositions in turn. Over the past century, the Congress of the United States has brought to legislation pertaining to education and training, the conventional wisdom of our society at large; to wit: social progress and schooling are synonymous, and if X-weeks or months or years of school are good, then two XX is twice as beneficial. The Congress has, like the rest of society, valued diplomas or other certificates which establish that the recipient has put in four years at a recognized school. Military examples abound: the legislation pertaining to land grant colleges; the successive laws pertaining to commissioning officers in the Armed Services which have given preference to college graduates; the Reserve Officer Training Corps Legislation; the Congressional concern for the service academies faculty and curricula. For generations, perhaps as in no other country in the world save ancient China, formal education has been equated in American society with intrinsic merit. Completing formal courses of education and training has long been an initiation rite for the American elite, and especially for its military elite.

Recently, however, these notions have been modified under legislative and judicial scrutiny. Shortly after the Civil Rights Act of 1964 went into effect a class action suit was brought by Willie S. Griggs and 12 other petitioners against the Duke Power Company. That firm had had a long standing policy of requiring job applicants to furnish a high school certificate as a precondition for employment in any department of the firm except one, which was ingenuously labeled the "Labor Department." Upon enactment of the Civil Rights Act, the company added, as a further requirement for new employees, that they must obtain satisfactory scores on two professionally prepared aptitude tests. The requisite scores on these tests--reputable and widely used in other industrial firms--approximated the national medium for high school graduates--fairly enough. But the Duke Power Company was challenged and lost.

As you all know, the suit of Griggs et al eventually came before the Supreme Court of the United States, and on March 8th, 1971, the court handed down a bench mark decision which has since come to influence not only the Equal Employment Opportunity Commission, but institutions of higher learning throughout the United States. The Supreme Court held that, despite absence of any showing of discriminatory intent on the part of the employer, the adoption of the diploma and test requirements were in violation of the law, in that they operated to consign black applicants for employment to the Labor Department of the plant exclusively.

Mister Chief Justice Burger in delivering the opinion of the court noted that the Civil Rights Act did not preclude the use of diplomas, tests, or any other procedure for measuring the capabilities of one applicant for a position against that of any others. "What Congress has forbidden," he said, "is giving these devices and mechanisms controlling force unless they are demonstrably a reasonable measure of job performance. Congress has not commanded that the less qualified be preferred over the better qualified simply because of minority origins. Far from disparaging job qualifications as such, Congress has made such qualifications the controlling factor...What Congress has commanded is that any test used must measure the person for the job, and not the person in the abstract." You may be aware that as a result of this dictum, and subsequent interpretations and application by the Equal Employment Opportunities Commission, many schools, colleges and universities now supplement diplomas with Certificates of Competence, specifying the job-relevance of the training completed.

But let me read some more of the specific language in the opinion of the court re Griggs, because I believe this passage speaks with particular force to the United States Army:

"Congress has placed on the employer the burden of showing that any given requirement must have a manifest relationship to the employment in question.

The facts of this case demonstrate the inadequacy of broad and general testing devices as well as the infirmity of using diplomas or degrees as fixed measures of capability. History is filled with examples of men and women who rendered highly effective performance without the conventional badges of accomplishment in terms of certificates, diplomas, or degrees. Diplomas and tests are useful servants, but Congress has mandated the common-sense proposition that they are not to become masters of reality."

I think it is useful to remind ourselves that the US Army is an institution which still prizes certificates of academic attainment. In fact, when we speak to Congress about quality recruits, more often than not we use the shorthand of percentage of high school graduates, despite evidence that certificates mean little more than that the recipient spent the 4 years mandated by custom in that social regimen. Moreover, the Army uses formal education certificates to discriminate among applicants for recruitment, reenlistment, and even appointments in the officer corps. Army boards cull officers from the force during reductions in force principally for lack of a college degree. As legal advisors of Army commanders, you need to keep a weather eye on all such proceedings. They may be challengeable, because I suspect the Army would be no more successful than the Duke Power Company in linking time in school to success on the job.

But, generally speaking, the Army is in an excellent posture with respect to the Civil Rights Act, or its subsequent interpretations by the Supreme Court and the EEOC. For it is a fact that, more than any other large institution in this country, the US Army has developed specific standards for job competency, and applied those standards in the form of job relevant tests. Further, these tests have been validated by comparison with actual performance on the job.

Over the past ten years the United States Army has been involved in a project aimed at determining exactly what constitutes the jobs which soldiers perform. There are some 400-plus Military Occupational Specialties. Within each MOS there are 5 skill levels at which a soldier may perform, ranging from apprentice through journeyman to various echelons of supervisory responsibility. The service schools of the Army--those which serve under the Training and Doctrine Command--have been engaged in defining, by actual survey of soldiers on the job, those tasks which are critical to the performance of each job in each MOS and skill level under actual operating conditions. Armed with lists of these tasks, commandants of the service schools have then developed performance tests which demonstrate mastery of those tasks, or closely related skill or knowledge. These tests, which are generically stated as (1) an expression of the tasks to be performed, (2) the conditions under which the task is to be performed, and (3) the standards which must be met in performing it, are being published Armywide. In a historic departure from previous practice--remember that the Army has for years published field

Manuals for units or organizations, and technical manuals or gun books for items of materiel--the Army has this year begun to publish Soldier's Manuals for each soldier as an individual. These describe for him (or her) exactly what is expected in his MOS at his skill level. The job definition is in the form of the validated tests. In fact, the Soldier's Manual presents the substance of the Skill Qualification Tests, the Army's new MOS tests, which establish qualification for promotion. Hence, we will shortly have the sort of job-referenced testing instruments which the courts and EEOC so assiduously pursue.

I do not believe that I would be overstating the case to contend that this process, which TRADOC has well underway, has brought the US Army into the dawn of a new age in education and training. Equipped now with refined, factual information concerning the objectives of training, the Army has been able to eliminate from its training programs much that was entirely superfluous to learning. Many of you whose ideas of Army training are conditioned by long hours of sitting in hard bleachers in groups of 200 or more, listening to the drone of rote-memorized lectures, will be surprised to hear that we are now firmly convinced that most of the superstructure, forms and paraphernalia once prominent in Army training--in particular podia, pointers, and memorized poop--is indeed inconsequential. As expeditiously as we can intelligently do so, we are revising and adapting our training programs to cause learning the specific competence established as critical by our surveys of jobs in the force. Moreover, we have moved broadly to individualize the training programs we are offering to soldiers in our service schools and training centers. At this moment, in about one fourth of all the courses offered in TRADOC, soldiers proceed at their own pace through the training experience. We have transformed these courses from instructor-centered, conventional lecture programs to student-centered self-paced programs, reliant upon programed texts, audio visual materials, peer instruction, or other techniques which put the faculty into the role of training manager and student counselor, as opposed to lecturer.

We have found that the volunteer soldier responds readily, and capably to such training. As a matter of fact, the average soldier today completes such training programs in 25 percent less time than did the draftee of three years ago under conventional instructional methods. Use of advanced Instructional System Design--as we refer to this discipline--has conserved for the US Army in the past year the equivalent of two brigades worth of military manpower. Let me emphasize the importance of that last statement. The Army has a fixed end strength of around 790,000. Three years ago, with the same end strength, we were barely able to man some 13 divisions. Today we are manning 16 divisions in the Active Army, and our ability to do so has been in part due to the efficiencies realized within the training establishment via the better utilization of student time. By giving the soldier all of the training that

he needs, as fast as he can absorb it, and moving him immediately to his job in the force, we provide the taxpayer better return on the dollars invested in military manpower.

Needless to say there have been many who were, and are, concerned over the possibility that training received by the soldiers from these modern instructional methods would be inferior to that of the past. For example, you will recall that in 1951 the Congress passed a law requiring the Army to give a soldier a minimum of 16 weeks of training before sending him overseas, so as to insure that raw recruits were not thrown into battle without an opportunity to learn what they needed to know for a fighting chance of surviving and contributing. This law clashed with modernization, and Congress expressed worry. From our point of view, this fixed length obviated self-pacing, and the Army held that 4 months in the training base was as unrelated to job competence as 4 years in high school. In the session of Congress just concluded the 1951 law was revised to permit the deployment of soldiers after 12 weeks of training, largely on the basis of evidence presented by the Army that the products of modernized, less lengthy, training programs were in fact in every way comparable to that of longer, conventional programs. By comparing the graduates of advanced training programs using the work criterion, job-referenced tests to which I earlier eluded, we have been able to demonstrate, even to the satisfaction of the General Accounting Office, that we in fact do train as well as, or better than, we did using the old methods. As importantly for the Army, and certainly of greater significance for you here, the methodology that we have employed in constructing our advanced training permits us readily to export that training from our schools to the force. For instance, some of you may have run across the Training Extension Courses of the TRADOC, a mechanism by which we make the expertise of the TRADOC schools available throughout the Army so that soldiers in units can acquire advanced job competencies. What you may not know about the TEC program, as we call it, is that its performance in the field has sold TEC to the extent of one hundred millions of dollars in the Army's five year fiscal program, an amount which has been supported by both the Office of Management and Budget and the Congress for the past two years. You should appreciate, moreover, that the materials developed for the TEC Program operate from the same task list that our resident instruction operate upon, and are developed through procedures which guarantee that the soldier who avails himself of a TEC lesson has at least an 80 percent assurance of learning the tasks the lesson was designed to teach after only one exposure. TEC is a multimedia program, using programed texts, job aids, audio visual materials, and simulators of one kind or another. TEC is designed for self-instruction, or can be used for the instruction of small groups. It is presently in use in unit training throughout the Army, and is also being employed in TRADOC schools and training centers in lieu of, or as a supplement to, traditional instructors. We in TRADOC are convinced too that TEC offers our commandants a very powerful educational tool for reaching out into the Army and teaching to the highest standards. TEC offers field

commanders quality instructional support, available 24 hours a day, week in, week out. It is a specific antidote to training problems created from personnel turnover. It teaches soldiers what they need to know, when they need to know it, where they need to know it, and it works on subject matter ranging from M72A1 LAW to leadership.

This picture of Army Training which I have just drawn is inaccurate to the extent that it misrepresents the majority of TRADOC school courses which remain to be modernized. And it is surely inaccurate in that it does not portray the objectives or methods used by the Judge Advocate General in discharging his responsibility for support of training throughout the Army. Let me select a specific example. I have before me a letter signed by Major General Larry Williams on the 9th of September 1976 announcing to Staff Judge Advocates throughout the Army that this school has developed a course to train "Law of War Teaching Teams." In accordance with AR 350-216, commanders Armywide are charged with the responsibility to conduct what is termed "Formal Instruction" in the Geneva Conventions of 1949 and the Hague Convention IV of 1907. Further, the AR requires that this formal training be presented by officers of the Judge Advocate General Corps or other legally qualified personnel, together with officers with command experience, preferably in combat.

Now I certainly do not take issue with the importance of this training, nor with the necessity of training support being authored by responsible and knowledgeable professionals. What I take issue with is the notion implicit in both the Army Regulation and General Williams' letter that training must involve a face-to-face confrontation of trainee with instructor. Such arrangements are nice to have, but most units can ill afford the luxury, and in any event, the method will not work. From rather extensive experience in such matters, I would predict that the approach taken in this instance will lead to very uneven instruction from post to post--the quality of the presentation will vary as a function of the forensic ability of officers detailed to the task. More importantly, no two-man team from any installation will have more than a marginal impact upon the total training requirements facing the commanders there, in an Army where personnel turnover on many posts averages 12 percent per month. Most importantly of all, I consider it grossly inefficient to occupy the time of lawyers--whom I understand are increasingly in short supply--and commanders in the conduct of grass-roots individual training. I am wholly confident that far better results could be achieved, with less outlay of funds, and with a significant saving of especially valuable manpower, were this school to approach this training objective in the fashion I have earlier described. It should determine what law of war knowledge is requisite for each job for each MOS in the Army. It should devise tests which will establish possession of this knowledge. These tests, appropriately described, should appear in Soldier's manuals and Skill Qualification tests. Moreover, this school should act to provide individualized learning materials to the force so that it can pass these tests.

The day has passed, ladies and gentlemen, when the Army, or any corps within the Army, or indeed any other institution in this country, can measure learning in terms of hours of formal training or exposure to a putatively qualified instructor. And as abhorrent as it may be to the legal profession, which practices a humane art, the best way to come to grips with an Armywide training support requirement of the sort assigned to the Judge Advocate General by Army Regulation 350-216 is recourse to individualized instruction, based on professionally developed media.

Just three hours down Route 64 from the JAG School, at Fort Eustis, Virginia, is located the US Army Training Support Center. At that center you will find, collocated, TRADOC's experts on advanced Instructional System Design, on preparation of appropriate test materials, on the publication of Soldier's Manuals, and on the TEC Program. Any or all of these are at your disposal should you care to tackle this job in a manner befitting a US Army institution of the late Twentieth Century.

Of course, if you choose to hew your present plan, I will readily understand. This is a pleasant and impressively modern plant. And just last weekend I availed myself of your marvelous visitor's suite up near the Commandant's Office. It is only natural therefore that you want to bring your own officers and commanders to this place, where they can receive not only the hospitality for which you are justly famous Armywide, but competent and interesting academic instruction. The point of my remarks today is simply that education of these officers is not the object of the exercise: it is the larger, and infinitely more difficult problem of the job competence of soldiers. I propose a JAG-TRADOC corporate attack on that problem.