

THE ROLE OF THE COUNSELOR IN THE
MILITARY SERVICE

by 1264

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CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

It has long been recognized that the military services do provide counseling services. These services cover the entire broad range of counseling and include all of its traditional aspects. The military establishment by its nature and mission is organized and oriented toward specialization in most of its operations. The field of counseling is not exempt from this specialization. The counseling services offered in the military are tailored to the organizational and specialization patterns.

In order to understand the role of the counselor in the military setting, one must examine not only the professional counselor's role, but the traditional role of the military officer with respect to counseling. In addition to these two categories, the other specialists (chaplains, psychiatrists, social workers, etc.) also play a definite part.

The entire concept of counseling is thus fragmented and specialized. Some of the missions of the counselor are fulfilled by the commanding officer, the chaplain or the inspector general's department. Many of these missions are traditional, other aspects are specified in military regulations.

This study deals with those personnel who have the title counselor or guidance specialist. It attempts to discover what they do which is different from the others who work as, but do not claim,

the name counselor. It is also to determine what restrictions or liberties are offered the counselor by his duties in the military.

1. THE PROBLEM

Statement of the problem. It is the purpose of this study (1) to define the role of the counselor in the military; (2) to show what functions, normally conceived to be the counselor's, are in fact performed by others; and (3) to review the educational, vocational, and personal counseling systems in the military services.

Assumptions. The area under study for the purpose of this discussion was the specific program at Fort Riley, Kansas. The reasons for this selection were (1) because of its convenience and proximity; and (2) because in the opinion of its director, a man of fifteen years experience in many parts of this country and abroad within the military counseling program, it was judged to be a typical program at a large military base. It was assumed that Fort Riley, Kansas has a typical army program. The variations in programs among the army, navy and air force are considerable. Even though the broad aspects of all programs are directed by Department of Defense, the emphasis on the separate phases of adult education, and counseling are differently placed.

Importance of the study. The role of the counselor in its traditional setting (the school or university) governs to some extent the preparation of the counselor for his activities in the military setting. Because of the differences between the military and the scholastic climate, it seems to follow that there is an essential

difference in the ways that counselors function in these two areas. The difference in function between military and scholastic counseling has a bearing on what the content of the curriculum should encompass. Counseling in the military is a recognized part of the counseling profession. There is a need for the educator to keep abreast of the goals and parameters of the counseling process. Numbers of servicemen are returning to civilian life either to continuation of college studies, vocational schools or civilian occupations. The concept that these returning servicemen have of counseling and the expected results of the counseling process may very well have a bearing on the counseling profession.

It may be that the military counselor departs from the role of counselor as envisioned by the educator. It is a fact that there is, and will continue to be, a counseling mission in the military. Knowledge of the role of the military counselor seems then to be in the best interests of the educator, the professional body of counselors, the military authorities, and the military counselor himself.

II. DEFINITIONS OF TERMS USED

Guidance. Since this term is not defined in the military service, the definition used is that developed by the staff of the Guidance Section, Kansas State Department of Instruction.

Guidance is the process of helping individuals help themselves, through their own efforts, to discover and to develop their potential resources for personal fulfillment and social usefulness. It is also a program of services coordinated in such a way as to

provide the most effective help for clients. The minimum program of guidance services is to provide individual counseling, complete individual inventory service (including testing program), an occupational, educational and social information service, placement, follow-up and evaluation, in-service training, and research.

Counseling. Counseling is the process in which an experienced and trained person assists a second person; to understand himself and his opportunities, to make appropriate adjustments and decisions in light of this understanding, to accept responsibility for his choice, and to follow a course of action in harmony with his choice.

Both of the above definitions are acceptable to the Kansas State Department of Instruction. They are not offered as an acceptable military definition of the terms, but rather as a point of departure acceptable to the civilian, so that the military program may be explored with reference to its civilian counterpart.

TRANSITION. A term used in conjunction with either project or program (the latter is more acceptable), which defines the concept of preparing the serviceman for return to civilian activities.

General Educational Development (GED) This term is used to describe a long-term army policy of minimum and optional educational goals to be attained by officers, non-commissioned officers, and men of other ranks.

United States Armed Forces Institute (USAFI). This term defines an institutional set up by the military services as a joint effort to provide; testing services, correspondence courses, liaison with civilian educational institutions, military equivalent certificates equating with diplomas from civilian schools, provide text materials and other resources, and a repository of records regarding the educational attainments of personnel acquired in the military. The Armed Forces Institute is located at Madison, Wisconsin and run by the Department of Defense.

CHAPTER II

REVIEW OF THE LITERATURE

I. GENERAL CONSIDERATIONS

Nature of the sources. It should be recognized that any source material dealing with the subject authoritatively must perforce originate within the military structure. This aspect is eminently satisfactory for the purposes of this study. This evaluation describes the counselor's role within the limits imposed by the services. The literature under consideration therefore consists of service publications which delineate and circumscribe the military programs. In the main, this literature is repetitive in nature from higher to lower eschelons of command. As will be seen, the tendency is for the higher eschelons to be more liberal and the lower to order more controls.

As the purpose of this investigation is not to develop the theme historically but rather to present the program as it exists, the literature reviewed here is, in the main, composed of current existing military directives.

Two programs will be considered, because these programs are the principal vehicles in which counselors are employed militarily. These are the General Educational Development Program and the TRANSITION Program. The literature under consideration deals with these. Other activities concerned with aspects of counseling which are not the responsibility of the counselor's role examined here, will be discussed

in general in a subsequent chapter.

II. THE LITERATURE REVIEWED

General Provisions - TRANSITION Program. The TRANSITION Program was started in the military services based on a memorandum from Secretary of Defense to the Secretaries of the Military Departments on June 12, 1967. The provisions of this memorandum are based on President Johnson's, April 1967, manpower report to Congress in which he brought to the attention of the Congress the fact that, for some members of the military reentering civilian life, the military had not provided training in civilian-related skills.¹ The President directed the Secretary of Defense to provide in-service training and educational opportunities for these personnel so as to increase their chances for employment in civilian life.²

The Department of Defense issued its implementing directive on March 16, 1968. Prior to this directive the program had been governed by the memorandum from the Secretary of Defense to the Secretaries of the military departments which has been mentioned above.

The announced purpose of the Department of Defense Directive was "to provide educational and vocational training and job counseling for enlisted personnel prior to their release from active duty to

¹Armed Forces Information Service, Department of Defense Fact Sheet - 50, Project TRANSITION, (May 1968), p. 1.

²Department of Defense Directive Number 1332.22, TRANSITION Training and Education, (March 16, 1968), P. 1.

prepare them for post-service life~~xxx~~.³ The directive includes retirees as beneficiaries under the program, and provides that personnel are eligible for such activities during their last six months of military service.⁴

The directive further provides for TRANSITION training education, and employment assistance to separating personnel and stipulates that the Department of Defense will:

1. Provide financial resources, manpower support and training within established Department of Defense training and educational programs.
2. Work with governmental agencies having national training and employment responsibilities and resources (e.g., the Departments of Health, Education and Welfare, Labor, Commerce, Post Office, and Veterans Administration).
3. Enlist the cooperation of Federal, state and local governments in their roles as trainers or employers.
4. Develop cooperative arrangements with individual employers, labor unions and similar private organizations for provision of training resources and placement opportunities.
5. Enlist the support of non-profit agencies including foundations, community relations and the like.⁵

The directive further grants subordinate echelons permission to use the provisions of the TRANSITION Program in the interests of reenlisting personnel in the military service.⁶

³ Ibid.

⁴ Ibid., p.2

⁵ Ibid.

⁶ Ibid., p.3

The Secretaries of the Military Departments are charged with the responsibility of identification and counseling of eligibles, development of education and training employment "systems", provision of job-seeking assistance, and reporting and follow-up.

Continental Army Command further defines the program by separating the personnel eligible for the TRANSITION Program into four categories and stipulating the priority for the allocation of resources to each one. Category 1 includes disabled personnel who cannot be returned to military duty because of service-connected infirmities. Category 2 includes those personnel who are unable to reenlist in the service for reasons other than physical or disciplinary. Category 3, which is the largest group, contains those who have no marketable civilian skills, nor have they learned a skill in the military which is transferable to civilian life. In general, these would be the men who were drafted or enlisted in the armed forces directly from school. Their training in the military was primarily combat oriented. Category 4 is composed of personnel who either had a civilian vocation prior to military service to which they can return or those who have had training in a military occupational specialty which has civilian application.⁷

⁷United States Continental Army Command Regulation 621-4 Education, Project TRANSITION Directive, (March 6, 1969), p. 2.

The directive establishes the maximum participation for training to 240 hours (6 weeks) of military duty time, and further limits this aspect to personnel in categories 1 to 3. Category 4 personnel are not authorized to participate in the program as trainees during military duty hours. The length of the "off-duty" training courses is unrestricted.⁸ A further limitation is that all courses must be completed prior to release from service.

In the matter of training with private industry or intra-governmental departments, this is encouraged but limited to six weeks (240 hours duration. Transfers, to other military duty stations for the purpose of "on-the-job" training or more formal instruction, are not permitted. Temporary duty to another military installation for the purpose of receiving training is permitted but at no expense to the government for travel.⁹ This condition however is at the option of the local military commander and is generally very limited.

Personal data pertaining to eligible personnel is accessible to counselors. A Continental Army Command Directive to the Adjutant General's Department requires that the Post Adjutant General furnish names, test scores and educational levels of eligible personnel. Facilities for further testing are available. In addition provisions are made for a career-plans questionnaire (Figure 1) and a student

⁸ Ibid., p. 4

⁹ Ibid.

record for the TRANSITION Program (Figure 2).

There is no stipulation as to minimum or maximum time spent in counseling. The counseling effort is directed at personnel in Categories 1, 2, and 3. It is stipulated that:

These personnel must understand the program and be offered opportunities to participate. Separates who volunteer in the program will receive competent counseling that will enable them to think through their choices of job location, occupation, and training desired, and to consider their abilities in relation to job choice. The counseling will be conducted so that choice of alternatives can be based on accurate employment information for the geographical area in which the separatee will live or be willing to locate to obtain employment.¹⁰

Implementation of the program is directed toward educational training programs both on site at the military installation and off the military base in the civilian community. In conjunction with the GED program, discussed later in this chapter, facilities are made available to bring personnel to desirable educational attainment levels. Technical-vocational instruction is made available within the service (at service schools), is brought to the military installation in the form of agencies hired to teach specific civilian skills on a contract basis and provided for in the form of programmed instruction.

Vocational - technical schools are used where courses are deemed adequate and the schools located within a reasonable travel

¹⁰ Ibid., p. 5

(CON Reg 621-4)

Enter counselling notes on reverse side.

[illegible]

REMARKS (Continued)

QUESTIONNAIRE PROJECT TRANSITION

(CON Reg 621-4)

NAME (Last, First, Middle Initial)	GRADE	SN	ETS
PRESENT UNIT			
1. How old are you?			
a. 17-18			
b. 19-20			
c. 21-22			
d. 23-24			
e. 25-26			
f. 27-35			
g. 36-Over			
2. What is your home state?			
3. What is the size of your hometown?			
a. City over 1,000,000			
b. City over 100,000 to 1,000,000			
c. City over 20,000 to 100,000			
d. Town or village over 1,000 to 20,000			
e. Farm or small village under 1,000			
4. What is your race?	a. Caucasian	b. Negro	c. Other
5. What is your Primary MOS?			
6. What is your Secondary MOS?			
7. Civilian education (highest level achieved) (Circle one)	1	2	3 4 5 6 7 8 9 10 11 12 13 14 15
8. Did you receive high school diploma?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
9. Did you receive High School Equivalent Certificate thru GED program?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
10. Did you graduate from college?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
11. Did you attend a service school for your Primary MOS?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
12. Do you intend to reenlist?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not sure
If yes, go no further			
If no, answer questions 13 thru 23 only			
If not sure, answer all questions			
13. What do you intend to do after leaving service?			
a. Work full time			
b. Work full time, school part time			
c. Work part time, school part time			
d. School full time			
e. School full time, work part time			
f. Other			

		Yes	No
14. Do you have a job promised when you leave service? If yes, give name of job.			
15. If you plan to work full or part time, do you think you can readily get the kind of job you want?			
16. If you plan to work after leaving the service, where would you prefer a job?			
	a. Near home		
	b. Another location		
	c. Depends on job		
17. Have you worked 6 months or longer full time at a civilian occupation? If yes, give name of job.			
18. Do you plan to get vocational or job training (other than college) after you are discharged?			
19. Are you generally familiar with the veterans' benefits under the "GI Bill"?			
20. Would you like more information on training and job opportunities in civilian life?			
21. Would you like the Army to provide you with training for a civilian job prior to your ETS?			
22. If you would like training for one of the following kinds of civilian jobs, indicate by placing a "1" before your choice. Indicate two additional choices by placing a "2" before your second choice and a "3" before your third choice. (Do not indicate more than 3 choices.)			

a. Auto Mechanics	k. Welder
b. Clerk	l. Plumber
c. Cook	m. Post Office Worker
d. Retail Salesman	n. Air Conditioning Repairman
e. Draftsman	o. Electrical Appliance Repairman
f. Automatic Data Processing Machine Operator	p. Other (State job title)
g. Computer Programmer	q. More Education (high school completion)
h. Machinist	
i. Aircraft Mechanic	
j. Radio - TV Repairman	

NOTE: If you answered "NO" to question 12, stop here. DO NOT answer questions 23 thru 25.

23. Which of the following would be important in helping you decide to reenlist? (Place a "1" before your first choice, a "2" before your second, and a "3" before your third.)	
a. Promotion	
b. 10% pay increase	
c. Assignment to Officer Candidate School	
d. Training for another MOS	
e. Choice of location	
f. Higher retirement pay	

24. Are you familiar with the benefits you will receive from reenlistment?		
25. What will cause you to decide to reenlist?		

distance of the military base. On-the-job training from industry and business is actively solicited as an alternative to more formal instruction. In addition where available, formal courses and on-the-job training facilities are utilized where provided by other governmental agencies.

Of some significance to the program is the method, tempo and information required by reports. Figure 3 is a report required by directive.¹¹ Reporting period is as of the end of October 1969. Cumulative figures start as of 1 January 1969. Indications are that with the full compliment of counselors present, the counselor workload averages twelve to thirteen clients per day, or under ideal conditions, approximately thirty-seven minutes per client. Actually the sessions average ten to twelve minutes each.¹²

Succeeding directives and regulations issued at subordinate headquarters add little of significance to the overall nature of the program. Primarily these directives merely define the broader aspects of the program and assign specific responsibility for its execution. The director of GED at Fort Riley is responsible for the overall implementation of the program at that installation.

There is one exception to the significance of directives at lower echelons. The management of the Fort Riley program is unique

¹¹

ibid., p. 7.

¹²

Figure 3, Project TRANSITION, Monthly Status Report.

PROJECT TRANSITION Monthly Status Report (CON Reg 621-4)		PERIOD ENDING	REPORTS CONTROL SYMBOL DD-M(M) 926
		Page 1 of 3 Pages	
TO: Commanding General Hq Fifth U.S. Army ATTN: ALPGA Building 10 Ft. Sheridan, Ill. 60067	THRU: Commanding General Hq Fort Riley Ft. Riley, Kansas 66442	FROM: Chief, Education Division Directorate of Administration Hq Fort Riley, Bldg 36 Fort Riley, Kansas 66442	

SECTION A - PERSONNEL CONDUCTING PROJECT TRANSITION

LINE	CATEGORIES OF PERSONNEL a	NUMBER OF PERSONNEL	
		Civilian b	Military c
1	TOTAL 2 + 3 + 4 + 5 + 6)	15	0
2	Supervisors	2	
3	Counselors	4	0
4	Instructors	0	0
5	Clerical and Administrative	0	0
6	Other agencies (7 + 8)	9	
7	Federal or State	3	
8	Private and Business Corporations	6	

SECTION B - SUMMARY

LINE	PROGRESS CRITERIA d	NUMBER OF INDIVIDUALS			
		Cumulative Total (Not to include report month)		Increments during Report Month	
		White e	Non-White f	White g	Non-White h
9	Eligible for Separation	7586 1/	1029 1/	776	90
10	Given Questionnaire	4027	961	575	108
11	Desire to Reenlist	23	3	5	0
12	Undecided on Reenlistment 2/	8	2	3	1
13	Do not Plan to Reenlist (14 + 15 + 16 + 17)	3996	956	567	107
14	Desire TRANSITION Vocational Training 3/	3652 4/	906 4/	524 4/	102 4/
15	Desire TRANSITION Education 3/	64	24	5	1
16	Desire TRANSITION Training and Education 3/	80	10	3	0
17	Do not want TRANSITION	200	16	35	4

18	Received TRANSITION Counseling	7151	1921	1193	253
19	Entered TRANSITION Courses (20 + 21)	1219	362	202	105
20	Vocational Training	771	375	141	62
21	Education	448	187	61	49
22	Dropped TRANSITION Courses	77	19	8	3
23	Completed TRANSITION Courses	792	240	109	61
24	TRANSITION Participants Reenlisted	3	0	0	0
25	TRANSITION Participants Separated	826	256	99	59
26	Separated Without Completing Questionnaire	3285	280	201	0
27	Obtained Jobs (when available)	161 5/	36 5/	21 5/	11 5/

NOTES: 1/ Includes individuals who have been separated.

2/ Includes individuals who have reenlisted or entered TRANSITION after initial administration of questionnaire.

3/ Includes individuals who previously had been undecided or had indicated they would reenlist.

SECTION C - COURSES BY SPONSOR			
L I N E	SPONSOR i	NUMBER OF	
		Courses j	Participants k
28	Military Service (29 + 30 + 33 + 34 + 35)	27	246
29	Existing Formal School (Includes CST & Svc Courses)	0	0
30	TRANSITION Formal School (GED) (31 + 32)	10	229
31	Educational	4	104
32	Vocational	6	125
33	On-the-Job Training	1	1
34	Correspondence (Includes USAFI & Nonresident Instr)	16	16
35	Programed Instruction	0	0
36	Manpower Development Training Act (MDTA) Courses	0	0
37	Other Federal Agencies (38 + 39 + 40)	4	61
38	Post Office	0	0
39	Other: (list separately)	0	0
40			
41	State and Local Agencies	0	0
42	Industry	0	0
43	Unions	0	0
44	Others: (list separately)	0	0
45			
46			

SECTION D - TRAINING PROGRESS SUMMARY

LINE	1	NUMBER OF INDIVIDUALS											
		Vocational Training m NW	Gen Educ Dev				Individual Educ Courses						
			8th Grade		High School		Elem		High School		College		
			W n	N-W o	W p	N-W q	W r	N-W s	W t	N-W u	W v	N-W w	
47	Cumulative (including report month)												
48	Courses Desired 6/	4259 1018			69	25							
49	Courses in Progress 6/	912 337			509	150							
50	Courses Completed 6/	710 202			191	99							
51	Total for Report Month												
52	Courses Desired 6/	527 102			5	1							
53	Courses in Progress 6/	141 62			61	43							
54	Courses Completed 6/	59 31			50	30							
55	Next Quarter (Projected)												
56	Courses in Progress 6/	303 30			75	8			5	3	10	2	
57	Courses Completed 6/	285 32			50	5							

SECTION E - REMARKS (use continuation sheet)

- 4/ Desire TRANSITION Vocational Training and/or Counseling
- 5/ Letters returned as follow-ups
- 6/ Refers to individuals not courses

SECTION C * COURSE BY SPONSOR

Line 31 Education
High School

Line 32 Vocational
Radio-TV Repair
Welding
Air Conditioning and Electrical Appliance Repair
Auto Mechanics
Auto Body and Fender Repair
Drafting

Line 33 On-the-job Training
Meat Cutter

Line 34 Correspondence Instruction
Installation USAFI

Fort Riley X

Line 38 Post Office-Mail Handlers and Mail Carriers

Installation

Fort Riley (4 sections)

Participants

16

Participants

61

in that all personnel who are engaged in vocational - educational training are transferred, for the duration of that training to an organization on base which is specifically designed, equipped and organized to facilitate that training.¹³ The significance of this measure is that the TRANSITION trainee personnel are freed from all military duties and distractions which might otherwise interfere. The success of the program at this installation as compared to others is in a measure due to this far-sighted and liberal aspect.

General Provisions - GED Program. A discussion of all of the aspects of the Armed Forces Educational Programs is not necessary or desirable for the purpose of the work undertaken here. An attempt will be made to point up the major aspects of counseling within the GED Program as practiced at Fort Riley, and the role ascribed to the counselor within this program. References will be made subsequently in this paper to other aspects of the Armed Forces Educational Programs and the relationship of these programs to the GED program and counseling. A summary view of all educational programs in the military service is enclosed as Figure 4 to this study. The purpose is to acquaint the reader with the liberality of the programs offered so

¹³United States Army, Headquarters Fort Riley. Mission Letter, 13th Engineer Group, (November 13, 1968).

that there is some appreciation of the outcomes counseling may take with reference to the practice of counseling. Regardless of the implications of the notations which appear in Figure 4 which indicate further information sources, all of these options are at the counselors discretion to some degree and on an interservice basis.

The basic philosophy underlying the Army's GED program is that an individual can improve himself through learning; that the process of learning does not stop with the completion of schooling at an early age, but on the contrary education is a lifelong process. It is based upon the belief that continuing education is essential if military personnel are to achieve maximum career potential and maintain the desired creative, intellectual, and leadership capabilities.¹⁴

The goals established for the program are considered minimum attainments, the main objective however, is to bring every member of the army as nearly as possible to his maximum performance potential. The goals are announced as follows:

(1) Commissioned personnel, completion of at least a baccalaureate degree at a college accredited by a regional association, in subject areas of functional importance to the military profession. Commissioned officers who have already attained this goal are encouraged to continue their professional growth through graduate studies leading to advanced degrees. Courses of functional importance to the military profession are those related to the academic curriculum of the United States Military Academy, pertinent regulations of the 350 series governing the training of military personnel in civilian educational institutions,

¹⁴ Department of the Army Regulation 621-5, Education and Training, General Educational Development, (November 5, 1964), p.3

PROGRAM	ELIGIBILITY	ASSISTANCE	EDUCATION AND LOCATION
NAVY COLLEGE DEGREE PROGRAM	Active duty officers who can obtain a baccalaureate degree in 12 months or less through full-time attendance at a civilian college	Full pay and allowances, officers pay all educational expenses.	Baccalaureate degree. Any accredited college or university.
AIR FORCE "OPERATION BOOTSTRAP" TERMINAL IDY PROGRAMS	Dependent on career status, length of service fields of study.	Permissive temporary duty to complete course requirements for degrees. Student pays for all tuition, fees, books and transportation.	Qualifying baccalaureate or higher degrees.
AIR FORCE "OPERATION BOOTSTRAP" NONTERMINAL IDY PROGRAM	Dependent on career status, length of service fields of study.	Permissive temporary duty to take courses related to jobs or career fields. Students pay all tuition, fees, books, and transportation.	Improve job proficiency or study in areas of concern and value to the Air Force
AIR FORCE "OPERATION BOOTSTRAP" TUITION ASSISTANCE	All academically qualified personnel except officers within 2 years of controlled separation.	Maximum of 75 percent of tuition fee.	Off-duty education for undergraduate, graduate, or technical courses at approved schools.
MARINE CORPS COLLEGE DEGREE PROGRAM	All regular and reserve officers in the grade of warrant officer through lieutenant colonel who have sufficient credits to enable them to complete their baccalaureate degree requirements in a maximum of 18 months.	Ordered to college for maximum of 21 months, depending upon type of degree pursued. Personnel receive regular pay and allowances. Students pay all school expenses.	Studies leading to baccalaureate degree at any accredited civilian college or university.

* Source: U.S. Department of Defense, High School News Service, BASIC FACTS, 1969.

FIGURE 4 SERVICE PROGRAMS

PROGRAM	ELIGIBILITY	ASSISTANCE	EDUCATION AND LOCATION
TUITION ASSISTANCE	All active duty service personnel except officers within 2 years of controlled separation.	Pay 75 percent of tuition fees for off-duty study at accredited Schools. Coast guard pays up to \$200 per semester.	Studies leading to bachelor's and advanced degrees. --- Most military bases.
UNITED STATES	All active duty service personnel.	Reduced fees for extension and correspondence courses. After initial \$5 fee, the student is eligible for further courses and services at no added cost if initial course is satisfactorily completed.	Elementary school subjects through second year college level courses. --- All military bases.
ARMY ENLISTED SCHOOLING	All active duty military personnel: training must meet an Army requirement.	Normal pay and allowances, plus tuition, books, training supplies, and related fees.	Accredited universities, colleges, graduate schools, or other civilian educational period.
ARMY GENERAL EDUCATIONAL DEVELOPMENT (GED)	All active duty military Personnel	Academic and vocational at little or no cost; counseling and testing free; training for civilian employment under Project TRANSITION for terminating servicemen.	Approximately 300 Army Education Centers worldwide.
ARMY DEGREE COMPLETION PROGRAM	Active duty commissioned officers or warrant officers with 3 years service, or enlisted personnel with 1 year of service who can obtain a baccalaureate degree in 12 months or a graduate degree in 6 months of full-time college attendance.	Ordered on permissive temporary duty (TDY) to college; receives normal pay and allowances; student pays all school expenses.	Baccalaureate or graduate degrees. Any accredited college or university.

FIGURE 4 SERVICE PROGRAMS

and courses required as part of a degree program unless manifestly disassociated from the army.

(2) Warrant officers, the achievement of at least the equivalency of two years of college.

(3) Enlisted personnel, completion of high school (or equivalent as measured by the USAFI GED Tests) and higher level studies as required. General Educational Development activities, including academic and vocational-technical group study instruction, correspondence study, counseling and testing services are provided to assist soldiers in preparing themselves for attendance at Army service schools, enlisted evaluation testing, and increased responsibilities of career service.¹⁵

It is significant to note two aspects here; the first is that although the statement of goals is directed in a very specific manner toward "courses of functional importance to the military profession", it is extremely difficult to envision a "degree program manifestly disassociated from the army" due to the scope of military operations and influence.

The second aspect is that while the goals are quite specific as pertains to minimum standards there is little limitation as to the higher standards of educational achievement by all ranks.

The facilities authorized by the current regulation include the Army Education Center which involves space for administrative, clerical and counseling offices; classroom instruction, registration and testing activities; language, reading and science laboratories; shops for technical and vocational instruction; and storage rooms for materials and equipment.

¹⁵ Ibid., p.4

Another major facility projected by this and other regulations are the United States Armed Forces Institutes. The principal USAFI is located at Madison, Wisconsin, and is the central service and supply agency. Other branch Institutes are located in Alaska, the Caribbean Area, Europe and Hawaii. In addition to providing lesson grading, test scoring, permanent records, and credit reporting services incident to individual correspondence enrollments, the USAFI at Madison, Wisconsin furnishes texts, study guides, instruction outlines, tests, and other materials.

Military officer and enlisted personnel function as staff members within the organization authorized to man Army Education Centers and USAFI. In addition however, civilian personnel serve as directors, counselors, teaching, technical and clerical personnel. Appropriate educational qualifications are outlined in publications which specify the staffing guidance for these facilities.

Activities within the GED program are operationally controlled by the Army Education Center under the direction of the army personnel and administration (GI) staff and supported by USAFI. Operations are commensurate with the goals discussed earlier in this chapter. In general the program provides for education from 7th grade through advanced degrees. There is no attempt to accredit the education provided except for army purposes and through the Commission on Accreditation

¹⁶
 Department of the Army Pamphlet 20-251, Staffing Guidance, Army Education Centers, (May 23, 1966).

of Service Experiences of the American Council on Education. This commission was established as the one civilian agency to evaluate the education of service personnel in terms of academic credit with two exceptions - those service educational institutions authorized by Congress to grant degrees (e.g. the service academies and educational programs conducted through contract with civilian educational institutions. The commission is only authorized to make recommendations for academic credit for USAFI courses and tests.¹⁷ The programs, courses, and testing offered by the education center and USAFI are not accredited by the army but accreditation may be recommended by the commission for consideration by civilian education institutions.

A soldier who has not completed eighth grade or high school may receive instruction on the military base using teachers and facilities provided through the GED program. This instruction should enable him to pass the tests provided by USAFI. At this point the soldier has received credit for attainment of either eighth grade or high school graduation for army purposes. The USAFI will assist him at this point in obtaining credit for his achievement in the state and local school district where he resides. Many of these districts recognize the validity of GED testing.

In addition to the basic and high school preparatory programs, the regulation provides for fifteen additional courses based on the expressed needs and interests of the elements served by the army

¹⁷Department of the Army Regulation 621-5, Education and Training, General Educational Development, (November 5, 1964), p. 6.

education center. This permissive provision is a function of USAFI which is required to furnish the required texts and other materials. The facilities and instructors are provided by the center requiring the service. These courses may vary from one to another military installation.¹⁸

Military occupational specialty training is another feature of the program. Such training consists of twenty hours or more in duration and may include technical-vocational courses. Military commanders define and prescribe activity within this area. Primarily this training is designed to fulfill unit needs or the objectives of a number of individuals who desire training in a particular military occupation specialty.

The program also assists soldiers preparing to take military occupation specialty tests. This is an important service of the education center in that qualification in a military occupation specialty equates with higher pay and individual advancement.

The career development program, another aspect of GED, seeks to identify enlisted personnel who have potential for army career development but who lack satisfactory educational background or experience for admission to an appropriate service school or for promotion to higher responsibilities. All ranks of enlisted personnel

18

Ibid. p.10

are involved here as educational qualifications for promotion may be waived under certain circumstances. Unit commanders and personnel officers are charged with the responsibility of identification of personnel who do not meet the criteria to hold present rank or because of lack of education cannot be promoted under existing policies. These soldiers are tested, interviewed, counseled and fitted into the GED program at appropriate educational levels.

Foreign language instruction is another important feature of the program. This feature is designed to give other than English speaking military personnel a fluency in English. In addition, there is a need as might be imagined, for a variety of foreign-language programs to fit the soldier more effectively to serve in an overseas capacity. The instruction given here is of a basic nature designed to acquaint the soldier with the alien language. A continuing need for English language instruction is occasioned by the influx of military wives acquired overseas. While this is not a regular feature of GED, when finances and facilities permit this instruction is also sponsored by the GED program.

The only program within the scope of the overall GED program which offers specific career oriented preparation to the retiree is the effort made to canalize suitable and otherwise qualified retirees into a career of teaching. In service facilities may be utilized for

exploring the possibilities of, or specifically preparing for, careers in elementary, high school, junior college, or college teaching. The education advisor is charged with the responsibility of assistance in the initial correspondence with the appropriate State Superintendent of Public Instruction, school system official or college head. Guidance also stresses utilization of extension courses of colleges and universities under annual Department of Defense contract located within the State jurisdiction in which the individual intends to reside after retirement.²⁰

Military personnel on active duty may be permitted to attend classes in accredited civilian high schools, junior colleges, colleges, or universities provided such attendance does not interfere with military duties. Payment of fees to include cost of books and tuition is at the military's expense.

To enable eligible and selected military personnel to satisfy degree requirements at accredited civilian colleges and universities including a limited number working toward completion of required research and/or theses, a Degree Completion Program has been established. Eligibility includes the ability to obtain the degree within twelve calendar months in a subject area of functional importance to the army. While the service continues to pay the individual all pay and allowances authorized, he must agree to defray all travel expenses and other costs

²⁰

Ibid. p. 14.

incurred in connection with the education. At the conclusion of the program the individual must agree to continued military service for a period of two years.

The Department of the Army also has an active two year college equivalency evaluation for officers and warrant officers who qualification records do not indicate successful completion of two years college education. The equivalency is attained by attendance at service schools, such college credits as the individual has accrued, and USAFI test reports. Upon favorable consideration at Department of Army level, the individual is considered to have obtained the equivalent of two years of college training for army purposes.

While the programs of the Veteran's Administration are not specifically a part of the GED program there is an overlap to the extent that individuals may while on active service elect to use a portion of the veterans' benefits to accomplish either resident or non-resident schooling at a civilian institution. Authority to grant such permission rests with military authority. In addition the guidance specialist at the education center has a responsibility in the veterans' benefit program in counseling the serviceman in wise selection of suitable educational or vocational training utilization of the time and money allocations authorized to the discharged serviceman.

The directives of other headquarters subordinate to Department of the Army (including that of Headquarters Fort Riley) augment that of Department of the Army. There are no major deviations from either

the requirements or benefits outlined in the army regulation. They supplement and define the scope of the program and assign more specifically the duties of individuals within the program. Since this is the case the specific provisions of these directives will not be reviewed here as they have little bearing on the main theme of this work.

Functions of the Counselor. The terms Education Advisor and Guidance Specialist are used in defining the counselor in the GED program and Program TRANSITION respectively. There are additional references in both program's literature to the title counselor, so it must be assumed that all three terms can be and are used interchangeably.

The regulations governing the programs do not enumerate the duties or role of the counselor and indeed these documents only refer to his function in discussions of the overall process of educational or vocational selection by the soldier client.

In the GED program the counselor is identified as a professional educator with a minimum of a baccalaureate degree and appropriate experience.²¹ The nature of his duties is to provide educational services including counseling and guidance,²² render assistance in correspondence with educational institutions,²³ and

²¹

Ibid., p.5

²²

Ibid., p.12

²³

Ibid., p.14

to maintain a follow-up service which is deemed essential to prevent
 disenrollments in the various programs.²⁴

One must conclude from this lack of real definition of duties that the directives rely on either a common understanding of the counselor's role, definition of the role within civil service job descriptions, or the discretion of the Director of GED at the installation. The reference to the counselor's duties in the regulations governing the program would seem to confine the counselor's role to one of gathering personal information about the client through means of testing and scrutiny of records, information giving as related to the various options that are available to soldiers who are qualified, assistance in the mechanics of application and/or letter or resume' writing, and the maintenance of a follow-up service.

The directives on Program TRANSITION are far more generous in their appreciation of the counselor's role. Counseling is noted as
 being the key to the program's success.²⁵ The process of vocational counseling is defined as one which enables clients to think through their choice of job-location, occupation, and training desired, and to consider their abilities in relation to job choice. Counseling is to be conducted so that choice of alternatives can be based on accurate employment information for the geographical area in which

²⁴

Ibid., p.24

²⁵

Armed Forces Information Service, Department of Defense Fact Sheet-50, Project TRANSITION (May 1968), p.2

the separatee will live or be willing to locate to obtain employment.²⁶

The counseling process in Project TRANSITION is best outlined in an unnumbered, undated pamphlet published by Headquarters, Fifth United States Army. The counseling activity is to be conducted in such a way so as to help the individual determine whether he merely needs advice and guidance about his future, including sorting out his options or requires actual training. If the individual needs job referral or resume¹ preparation assistance, then the counselor renders this help. If the serviceman requires training or educational upgrading, the counselor helps to make these arrangements. The critical portion of the counseling process involves the discussion of feasible options with those who need the most help and then helping them to select a workable career plan.

Once agreement is reached on a meaningful course of action the counselor assists the individual to chart a program. Where proper local training is available that will be most helpful to him in the future, the serviceman is enrolled. If educational upgrading is required, the TRANSITION Program Staff makes the necessary arrangements through the many aspects of the GED program or those offered by the TRANSITION Program. In this manner the man's initial motivation is directed into a working program through TRANSITION and thus becomes

26

United States Continental Army Command Regulation 621-4, Education Project TRANSITION Directive, (March 16, 1968), p.5

the first step toward his upgraded productivity upon separation and
subsequent return to the civilian community.²⁷

27

Headquarters Fifth United States Army, Unnumbered Pamphlet,
Project TRANSITION (undated), p.5.

CHAPTER III

COUNSELING WITHIN THE MILITARY COMMAND STRUCTURE

Counseling within the military command structure is an inherent part of the structure itself. It is a very real and vital part of the duties of leaders and specialists all echelons of command. The variety of problems encountered in civilian life is not narrowed by a transition to military occupations, but is rather compounded by the very nature of military life. Disruption of family life, constant relocation of living area and activities, the relative boredom of peacetime activities and training, and the hazards of combat all serve to intensify and multiply the problems of the soldier.

The purpose of this chapter is to reveal the role of the leader and specialist in assisting individuals contain and solve the problems which may interfere with adequate military functioning. Some of the counselors have formalized training to enable them to practice the art of counseling but most do not. They are all included in this brief discussion because counseling is a specified part of the duties of their office or specialty.

The Officer and Non-Commissioned Officer. In discussion of the role of the officer and non-commissioned officer, it must be remembered that these individuals function at all levels of command depending on their rank and duty assignment. Thus, one cannot specify at which level decisions are made and individuals are supplied with

counseling services. The assistance rendered to an individual is in many cases dependent on the authority vested in the counselor by virtue of rank and position. Where solution is dependent on higher authority immediate commanders can and do "pave the way" to commanders at higher echelons to the point where decision can be made. Commanders at all echelons of the military services are required to make time available on a regular basis or establish an "open door" policy for counseling with personnel who need assistance in problem solving. Dependent on the rank, position, and experience of the counselor these arrangements are for the most part successful. There are however facilities where individuals may be referred in cases where the problem is beyond the scope and abilities of the commander/counselor.

Since the commander is responsible for the overall functioning of his unit, all problems are not cases of self referral but are dealt with sometimes on a prescheduled and non-voluntary basis. The commander may note that adequate performance is falling below acceptable level may seek to determine the reason for such below par performance. Far from being the old style and much publicized "chewing-out", the effective and progressive commander makes a real effort to determine causes and alleviate problems in order that his unit may function at peak efficiency. This role is traditional and demanded of all officers and non-commissioned officers, and is probably the reason why good commanders at all echelons are referred to affectionately, regardless of age, as the "old man".

The variety of problems encountered by the commander-counselor runs the full gamut of what might be expected. They might be domestic, legal, emotional, financial, religious, or physical. It is difficult to ascribe a counseling theory approach to commander/counselors. Experience has led the author to believe they are as many and varied as the theories practiced by professional counselors. There is one essential difference in the approach to counseling in the military; it is that the functioning of the unit is paramount and the functioning of the individual is subordinate as a rule. This is not to say that the individual's welfare is disregarded but where the problem is too deep, too debilitating, or too technical or too time consuming, the referral procedure is used and the expert knowledge of the specialist is called into play.

At this point, the author cannot help but reminisce about some of the counseling sessions encountered in his military career and somewhat ruefully remember the lack of that technical training which would have made these sessions have greater effect. Experience, however, is an effective teacher and the success of the military commander/counselor relationship with his clients depends on it, rather than the inclusion of formal training in counseling as part of officer rank preparation and training. It is perhaps the acceptance of the point of view that the whole unit is only as effective as its weakest member by both the counselor and the client which makes military counseling effective. Both the client and the counselor understand full well the essential fact that the commander/counselor

has the welfare of the individual in mind and spirit at heart because the individual is a part of the commander's military family, his unit. The sessions are of a personal and impersonal nature at the same time because of this attitude and this equates with a sound functional relationship.

The Military Chaplain. The military Chaplain is a generalist who functions at a higher level of personal problem solving in the military than does the commander/counselor. The problem areas involved in counseling are essentially the same, but the client is seeking what to his mind is a less threatening atmosphere for his help. Also, the problems encountered by the chaplain/counselor are, in the main of more serious and deeper nature. They are closer to the client personally and are more oriented toward emotional, religious, and domestic problems. That is not to say that the chaplain/counselor does not meet the full spectrum of problems that the commander does. It does imply that there are more problems of the type mentioned.

The military commander is personally involved in any problem which has to do with the functioning of his unit. The chaplain's position is more oriented toward the best good for the individual than is the position of the commander/counselor. This is a distinct advantage. The commander is in the position of authority. He can effect either immediate reward or punishment. The chaplain, being removed from the chain of command presents a less threatening figure.

The chaplain is thus able to discover the real causes of personal disturbances on the part of the client. However being removed

from the chain of command, he must seek to alleviate the client's problem by advice to commanders rather than by direct action on his own part where the problem is of a military nature. In other areas, he is able as is the commander to seek the aid of specialists.

The Inspector General's Department. The layman does not usually know the role of this department in problem-solving. He generally conceives of it as being an agency within the military which determines the adequate functioning of military units at all levels.

In fact, its place in the military structure is unique in that it functions both as a part of, and at the same time distinct from the command structure. Its function is to discover any irregularities or breaches of regulation within military units and to render reports recommending corrective action through the chain of command to Department of the Army level.

The significance of the Inspector General Department for the purposes of this paper is that the inspected unit is rated as to its "troop morale". The Department representative who conducts a unit inspection sets aside a portion of his time to receive the complaints of members of the unit. There is no stigma attached to approaching the representative with a problem, nor is there any coercion on the part of commanders to restrain individuals from scheduling these appointments.

These sessions are in a very real way a part of military counseling. The problems which arise are essentially those in which

the soldier is in conflict with authority. The inspector seeks to reconcile the problem of the individual through counseling and interpretation of service regulations, at which he is expert.

The Military Medical and Legal Specialists. There is little point in discussing the functions of the specialists in these fields. The inclusion of this aspect of counseling is merely to point up the fact that military personnel have relatively the same facilities for counseling as does the civil population. Psychiatrists and other medical doctors function here in the same manner as in civilian practice. There is some limitation placed on the legal profession as it can act only in cases involving the Military Manual for Courts Martial. The military lawyer does however act as counsel for personnel who break civil law.

A General Commentary. A discussion of the role of the counselor in the military would not be complete unless provisions had been made to develop his role in relation to the roles of others who function in the area of counseling.

It must be remembered in forming conclusions as to the counselor's role that the military organization is compartmentalized with regard to its structure and that any function which imposes on the unit integrity is regarded as undesirable. This is understandable attitude when one considers that units can and do function independently for long periods of time.

The role of the counselor is governed by this rule. His function as viewed by the military is in the area of educational and vocational choice. His specialty is knowledge in this area and

includes counseling in this respect only.

CHAPTER IV

OTHER COUNSELING ACTIVITIES

Counseling within the command structure was discussed in the previous chapter. Those functionaries whose duties were examined also operate within the organizations referred to in this chapter. With one exception, the groups discussed subsequently are by the nature of their disability unable to use the central facility (Army Education Center) provided at Fort Riley.

Post Stockade. The population of the Fort Riley Post Stockade (military prisoners) are entitled to and receive the same benefits regarding the GED program as do the soldiers who are present for duty in their units. Because of their confinement they are not eligible for the benefits of Project TRANSITION. When they are restored to duty status, they become eligible provided that the other criteria for eligibility are met (sufficient time remaining in service, honorable discharge, etc.).

The problems of bringing educational facilities to the stockade are not considerable. The average sentence is only three months. Prisoners have other duties involving work details. The atmosphere is not conducive to study. However there are classes conducted in the Post Stockade but they are mainly in basic education.

The stockade does present the counselor with the opportunity to interest and encourage its inmates in educational opportunities

upon their release from confinement. The Education Center schedules regular visits to the stockade for the purpose of counseling. Reports from counselors indicate that these visits are moderately successful and that there is a reasonable degree of interest and follow-up on the part of the prisoners after their release.

Irwin Army Hospital. This hospital is categorized by the military as a general hospital. This category permits the treatment of battlefield casualties as well as the normal ailments of the military and its dependent population at Fort Riley. It is fortunate for the purpose of counseling that battlefield casualties already have been treated elsewhere in most cases and are for the most part in an ambulatory and recuperative status.

As in the case of the stockade population, the benefits of the GED program are available to all soldiers who are hospitalized, provided medical authority permits. The benefits of the TRANSITION Program are precluded because of their disabilities, but they are eligible upon their release to duty status.

The hospital patients are provided service by a branch of the Army Education Center located on the premises. The staff consists of a counselor and a clerk who in addition to their normal duties of counseling and record keeping provide liason between the patient/student and the education center and make sure that all of the facilities of the center are available to the patient.

Although one would ordinarily conceive of the status of a

recuperative patient ideal in which to benefit from study, problems much similar to those encountered with prisoners exist. In addition, the patient may be in some discomfort due to wounds or illness. Reports indicate that the hospital educational facility is somewhat more successful than the stockade insofar as the degree of interest and follow-up is concerned.

Correctional Training Facility. The CTF is a relatively new approach adopted by the army in an attempt to restore offenders as speedily as possible to military duty. The concept was originated in the Provost Marshal General's Department and is, as the name implies, a facility set aside to correct behavior and attitude by the application of military training. It is however, somewhat more than this. The staff of the facility has a relatively high complement of chaplains and social workers (civilian employees) who function in the role of counselors and assist the trainee to overcome the problem which caused the breach of military discipline. Many of these trainees are confined for conviction of absence without leave or desertion. Causation for many, if not most of these absences, has been determined to be familial in nature. This accounts for the preponderance of social workers on the staff.

The CTF is a pilot program designed to test the feasibility of concentration of effort on problem solving and correctional training as a means to restore the aforementioned type of military prisoner to duty more rapidly. As a part of its staff, it includes a research and evaluation section which functions to evaluate the rectitude of

of this approach.

Because of the novelty of the facility it is difficult to assess the role counseling plays in its operation. Hopefully more information will be forthcoming from the judgements of its research and evaluation section.

Project 100,000. The type of individual selected for this project because of the criteria of selection seems to indicate that counseling is perhaps more than ordinarily required. In fact the nature of the restrictions on this project practically confine its operation to counseling.

Project 100,000 started on 1 October 1966. The concept of the program is to accept men into the Armed Forces who, prior to this date, would have been ineligible under mental and physical entrance standards in effect at that time.

The army was to enlist 100,000 of these men in groups time phased up to 30 September 1968. Although these men were identifiable by army serial number their identity was unknown to all except those personnel involved in actions of a reporting or assisting nature.

Acceptance of those men previously disqualified mentally was limited to those who scored between 10 and 30 on the Armed Forces Qualification Test and those classified 1Y (only eligible in the event of full mobilization). Generally this equates with below fifth grade attainment in the reading level.

In the medical area, the acceptance of the program was voluntary and based on corrective medical therapy including surgery on a voluntary basis to correct deficiencies which without therapy would have precluded military service.

A six week period was devoted to preparatory training which included some military training but which was primarily designed to overcoming physical and mental deficiencies. Physically corrective medical therapy was given during the six week period. Similarly the man was required to attend school during this six weeks for the purpose of obtaining a minimum of fifth-grade reading skill. At the conclusion of the six week period the men entered basic combat training with soldiers who were not involved in Project 100,000.

It is here that the special army serial number becomes useful. Personnel identified in this manner were given special assistance in training both during their basic combat training and advanced individual training cycles. Minimum acceptable standards of performance during these cycles were the same as those established for other soldiers. The men unable to meet these standards were dropped and discharged from the service.

Testing in academic skills upon entry into service was regarded as an urgent first step towards assistance in the educational and occupational development of the serviceman. The resources of the Army's General Educational Development Program are being utilized to the fullest extent feasible consistent with, and in support of, normal duty assignments in order to insure maximum growth in educational

achievement and occupational development. At the conclusion of their twenty-third month of service these men were retested in academic skills. As the retesting of the entire group had not been accomplished at the writing of this report, the results are unknown.

The challenge to the military system of educational and vocational counseling is obvious. It must be remembered however that these men are under no constraint to further their education attainments. Their activity in the program is on a voluntary basis as is that of any other serviceman.

A study of the reports required by personnel officers concerning the program indicates that the army is evaluating all aspects of their utility within the service as preliminary to providing data regarding a wider use of heretofore substandard personnel in the service.

CHAPTER V

COUNSELING AND SUPPORT FACILITIES

In this area of the report one is tempted to make comparisons with counseling facilities encountered elsewhere. Consideration of the comparison is unfair to the military programs as it is to programs in other settings. In the military, standardization and utility are the prime considerations and esthetic values or comfort are valued only secondarily. In other places the criteria, may well be, and often is reversed.

That is not to imply a criticism of the military facilities. It is merely to say that they are different. There is an air of military crispness and efficiency involved which does not detract but rather, adds to the effectiveness of the counseling process.

The military client expects counseling in a military setting. Anything else would seem incongruous to him. The addition of frills and undue comfort such as one might expect to find in the family living room would be out of place and detract from the procedures.

All areas described subsequently are generally in keeping with this general decor. It is believed the soldier finds them more attractive than otherwise.

A recent study of the space facilities allocated to the programs (conducted 13 Sept. 1968) indicated that allocations did not meet those prescribed for the program by Department of the Army in (AR 415-31). This authorized 38,300 square feet of space to

support a troop population of 20,000 + for the GED - TRANSITION Programs. The space occupied for the programs is located in four buildings in three on-post sites. Total space committed to the program at Fort Riley is 32,740 square feet, a shortage of 5,560 square feet from what is authorized by army regulation.

The three locations mentioned are functional in that they are within center of major troop population. There are two large converted barracks, dating from the horse cavalry days, located on the main post, which comprise a total of 27,540 square feet. Two other sites at Irwin Army Hospital and Custer Hill Troop area include the remaining 5,200 square feet.

Administrative Areas. The administrative areas are adequate and orderly, and so arranged as to create a minimum of confusion and delay in processing data relative to the programs. The files are neat and functional, the army prescribed decimal system of filing is used throughout. Test materials and other confidential/personal information are well controlled.

It was noted that complete records are not always available for counseling. This lack is caused by the army's system of filing all personnel records at a central location. Custodians of these records are reluctant to transfer them from central files to the Education Center. This is an unfortunate but understandable condition. Where these records are vital to the counseling process, arrangements can be made with custodial personnel to duplicate and forward pertinent extracts.

Reception areas are located immediately adjacent to and in some cases within the administrative area. Some distraction is caused by this condition. By intention or perhaps for other reasons, the reception areas do not contain information, in the form of pamphlets, brochures, posters, etc., that one normally would expect find in these areas. In addition there is some additional administrative distraction imposed by the adjacent location of class rooms and rooms allocated for group orientations.

Counseling Areas. Individual offices are assigned to each counselor in the programs. In area they are small but adequate. As has been pointed out previously, they lack the warmth and comfort that one would expect to encounter in other settings. This, it is believed, does not necessarily detract from the counseling process but rather adds an air of efficiency and direction. The offices are fitted with desks, chairs, library tables and bookcases. Each counselor has a small personal reference library located in his office.

As in the case of the administrative areas, there is some distraction from the counseling process occasioned by classrooms, briefing areas, halls and stairways located adjacent to the counseling areas. The privacy of some offices is violated by lack of doors. This situation is not as serious as it might be if the counseling were of an extremely personal nature and not directed specifically toward either educational or vocational matters.

Classrooms and Testing Areas. Classrooms are large, well

lighted and adequately ventilated. The furnishings and equipment are of equal standards with those found in a well appointed high school or university classroom. Most classrooms are multipurposed, that is, they can and are used for all phases of the program. This includes high school preparatory instruction in English, mathematics, social studies and science. Classrooms are designed to accomodate service school preparatory instruction as well. These courses include instruction in physics, algebra, basic electronics, and chemistry. Classrooms are also available for military occupation specialty courses to include such fields as unit clerk, supply clerk, clerk typist, correspondence management, and supply management. Classrooms are used during off duty time for such purposes as undergraduate and graduate college study and foreign language training.

Classrooms and shop working areas to support vocational training are located in the same building except where off-post facilities are used. Some distraction is encountered here due to the divergent nature of the instruction and courses offered. These include courses in auto mechanics, body and fender repair, drafting, radio-tv repair, welding, air conditioning repair, electrical appliance repair automatic data processing machine operation, and postal training.

Separate areas are set aside for the large volume of tests administered as part of the programs. The testing rooms are well lighted ventilated and quiet. There is ample room so that each testee is sufficiently separated from others to insure integrity and validity of test results. Tests are administered in such divergent fields as

general education development, comprehensive college tests, end of course tests, USAFI Subject Standardized tests, and military occupational specialty evaluation testing.

Library Facilities. As might be expected from a program which involves such a diversification, there tends to be a splintering and specialization of library facilities. The quantity of books involved is not large. Textbooks and collateral reading material for the GED program are provided by USAFI only in sufficient quantity to provide for anticipated student input to the courses. Texts and collateral material may not be purchased out of funds provided for the installation program without expressed permission of the Department of Defense.

The education center maintains a reference library of training manuals, field manuals, technical manuals, and directives for the expressed use of enlisted personnel preparing for military occupational specialty evaluation tests. Study facilities are also available in this library. Due to the large number of references required to stock this facility only a limited quantity of each reference can be accommodated. Materials for individual use may not be taken from the library.

The vocational information library is limited to materials provided by the Department of Labor, Department of Health Education and Welfare, Post Office Department, Civil Service Commission, and private firms which participate in the TRANSITION Program on a national scale. These materials consist mainly of pamphlets and brochures which are maintained in several large filing cabinets in

the Project TRANSITION administrative offices. Each counselor in the TRANSITION Program maintains a small professional library of vocational information. Standard works on the subject such as might be found in a bibliography of any adequate texts on vocational guidance are maintained in the post library facilities which unfortunately are located at some distance from the site where vocational counseling is accomplished. Texts used in vocational instruction are provided by USAFI or contractors who are employed to teach specific vocational courses.

An audio-visual materials library is maintained on post. This facility is not specifically oriented to application of the GED TRANSITION Program. It serves a function in support of all training at the base. However training films, slides, records, tapes and other media are available that have some application to the programs and instruction. The education center has its own mechanical teaching aids (projectors, tape recorders, etc.). On special request training aids (mechanical models, charts, diagrams, etc.) can be fabricated by a military training aids center located on post, for use in GED-TRANSITION classrooms and shops.

CHAPTER VI
ORGANIZATION OF GED AND TRANSITION PROGRAMS
PERSONNEL

Qualifications. The general qualifications imposed by the Interagency Board of Civil Service Examiners for educators and librarians are contained in announcement WAS-908.²⁸ These qualifications govern for those civilians employed in the programs. There are provisions to employ personnel to assist in the program with other than civil-service status. These are generally referred to as contract employees, that is, they are employed on a term basis. The qualifications for these personnel are similar to those outlined in the cited announcement.

For teachers the basic requirement is completion of a full four year course of study leading to a bachelor's degree (any major) from an accredited college or university. In addition teachers of academic subjects must have eighteen semester hour credits in Education; or successful completion of an approved teacher education program; or a score of at least 550 in the National Teacher Examination (NTE) Common Examinations.

Vocational teachers are similarly required to have a bachelor's degree and successful completion of a teacher education program with concentration in Vocational Education or Industrial

²⁸The Interagency Board of U.S. Civil Service Examiners
Announcement WAS-908 Educators-Librarians (Mar. 11, 1969)

Arts; or a score of at least 1100 in the NTE, with not less than 550 on the Common Examinations and 550 on the Industrial Arts Education Teaching Area Examinations or; 18 semester hours in Education plus (a) 24 semester hours credit (or equivalent) in appropriate subject matter courses; or (b) completed apprenticeship in an appropriate skilled trade or craft.

Program specialists and advisors (guidance counselors) must have a bachelor's degree, two to three years experience of an educational nature. Completion of graduate study in the appropriate field may be substituted for the required specialized experience up to completion of a doctoral degree.

Structure. The organization of personnel which supports both the GED and TRANSITION Programs at Fort Riley falls under the Director of Administration (an Army Colonel). The Director of Administration is subordinate to the Chief of Staff (an Army Colonel) who in turn is subordinate to the Post Commander (an Army Major General).

The Director of Education and his deputy are directly responsible for the programs. The Director of Education has divided his staff into three main groups according to their function. These three groups are: the Administrative Services Branch, the General Educational Development Branch, and the TRANSITION Program Branch. A detailed organizational chart is added to this report as Figure 5.

ORGANIZATION CHART OF THE EDUCATION DIVISION

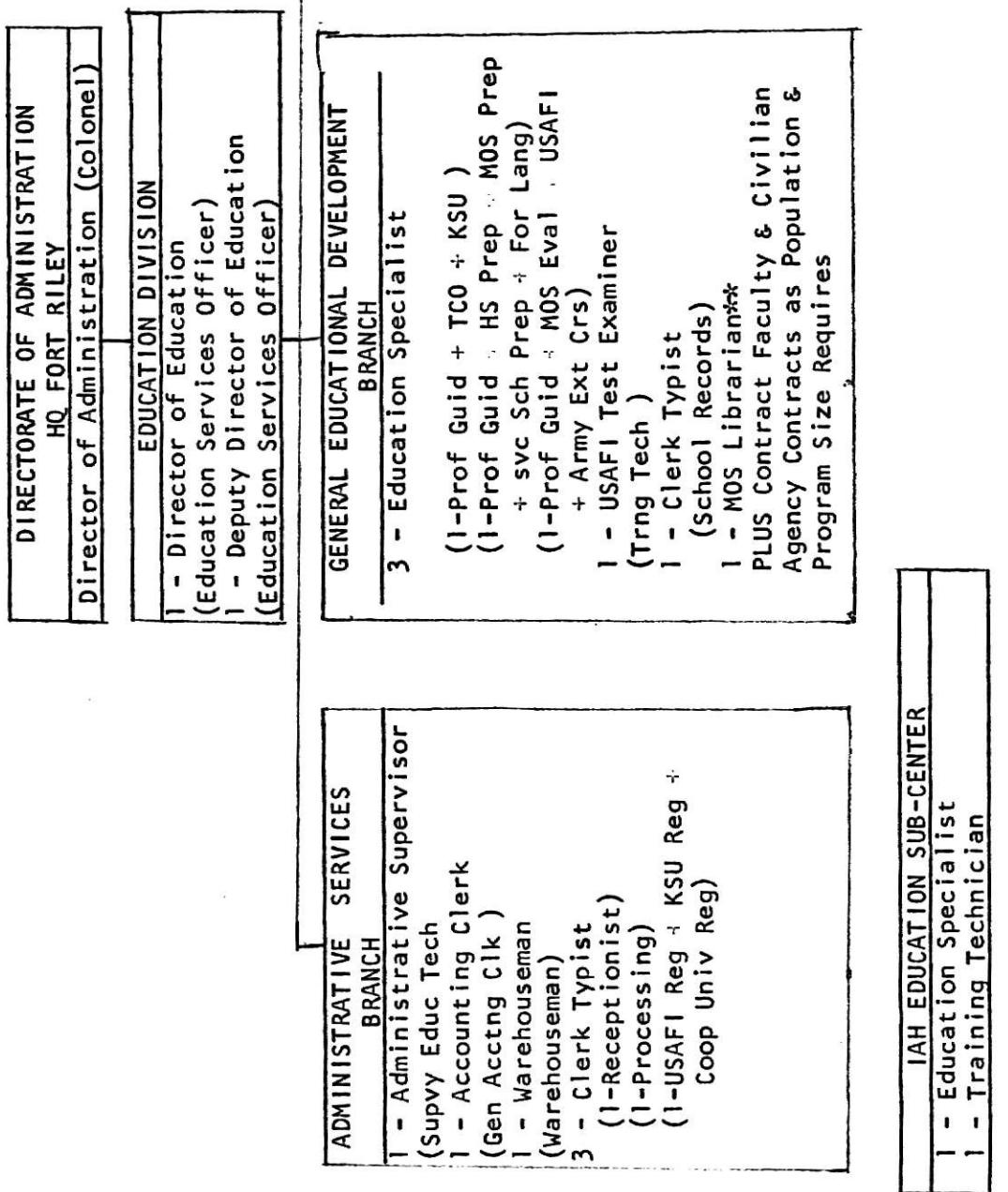


FIGURE 5 ORGANIZATION CHART

Job Descriptions. The Director of the GED-TRANSITION Programs is the chief executive over an educational-vocational complex of major proportions. He is responsible for providing opportunities, facilities, incentives and guidance to approximately 20,000 troops for resuming and continuing their education. The education spectrum covers an area of elementary, high school, undergraduate and graduate college. Vocational training includes preparation courses for army career schools, actual military vocational instruction, courses to prepare retirees and others leaving the service for civilian careers, and counseling for both the vocational and educational aspects of both.

The director insures that there are widespread informational programs so that the aims of the center are known and appreciated throughout all levels of command. This function includes numerous briefings, lectures and contacts with various size groups. It also includes preparation of material for release to various news and informational media.

The director is also responsible for liaison and coordination for the programs with the troop units at Fort Riley, educational institutions, private industry and commercial firms. In addition he plans and oversees the execution of various testing programs, educational and vocational programs, and surveys of interest and achievement.

The director's duties also include preparation of budgets for various parts of the program as well as the entire program. This feature also includes contractual arrangements with individuals and educational institutions on behalf of the students.

His supervisory authority extends over the GED-TRANSITION Program's employees which number approximately sixty-five persons of professional, sub-professional and clerical status in three locations on the military post. In addition he has indirect responsibility over 1700-2500 students attending various schools.

The Deputy Director of Education is the full deputy of the Director of General Educational Development and acts as his assistant in normal day-to-day operations. This position calls for the Educational Services Officer to act as the director in the event of the director's absence. In addition, this individual also functions as supervisor to the personnel who are employed in the GED Branch.

The Education Services Specialists (counselor) assist in carrying out the functions of the programs to which they are assigned but act fundamentally as counselors in the sense of fulfilling the classical six services of guidance.

The Supervisory Education Technician is primarily responsible for the administrative aspects of the programs to include publicity, clerical, and liaison functions. In addition, he maintains records of property and is accountable for the property which is used in the programs. He has supervisory control over warehouseman and clerical personnel in the execution of his duties.

Various other categories of personnel assist in the program; their job titles are self-explanatory for the most part. Among these are test proctors, warehousemen, teachers, receptionists and clerical personnel of varying degree of skill levels. Space does not permit

a full recounting of the duties of all of these personnel. Their main occupation within the programs is described with some accuracy by their job title.

CHAPTER VII

THE COUNSELOR'S ROLE

In addition to the counselors there are three categories of workers who share with the counselors the responsibility of the counseling process to some degree. In order to form an opinion of the counselor's role, the status of the counselor was accepted to be that of the key to the GED-TRANSITION programs as it has been described in the literature. All other workers were then ascribed the roles of support and furtherance of the counselor's activities. In order to gain insight into the counselor's role in the military programs it would appear that two factors are important: (1) the evaluation of the role of the counselor as it is assessed by the counselor, and (2) as it appears to be, in the opinion of the workers who support the work and further the efforts of the counselor. Coupled together these should be of value in forming a conclusion as to the actual conduct of military counseling.

Three methods were used to investigate this question: observation, interview and questionnaire. The observation method included actually "sitting-in" on counseling sessions with a number of counselors while they were engaged with clients and observing the contributions of other workers to these sessions. The interview method embraced discussions with counselors and other workers as well as with clients so that opinions of the counselor performance could be formed. The third technique was that of using questionnaires directed at administrators, teachers and test proctors, counselor supervisors, and practicing counselors employed within the military

GED-TRANSITION programs.

The relegation of personnel to each of these categories was in some respects arbitrary, however, it was based on their primary duties. It should be pointed out that there is some overlap in function. For example the supervising counselor functions both as a supervisor of other counselors and practicing counselor. The teacher/test-proctor category was essentially a convenient "lumping together" of those who support the counselors' efforts before and after the fact of counseling. Administrators were construed to be those who support the effort through keeping records, scheduling interviews, formulating reports, and the more mundane occupations such as typing, filing, acting as receptionists, etc..

No formality was observed in employing either the interview or observation technique other than note taking. The results of these two methods will be included with the more formal questionnaire method for the purpose of reporting the results of the study. It is believed that this approach is valid because it is the role itself which is important. Attitude which plays an important part in role can, in some cases, be better evaluated by a face to face confrontation than it can with the more scientific questionnaire.

Forty questionnaires and the letter of instructions which accompanied them were sent out, thirty-seven returned. Sample questionnaires are included in this report as Figures 6, 6a, 6b, and 6c. It should be noted that questionnaires are appropriately directed to either administrators, teacher/test-proctors, or counselors.

COLLEGE OF EDUCATION
KANSAS STATE UNIVERSITY
Manhattan, Kansas

November 28, 1969

Memorandum for: Selected Personnel

Subject: Questionnaire

The attached questionnaire was prepared by the undersigned as part of a study undertaken in partial fulfillment of the requirements of the degree of Master of Science (Education). The purpose of the questionnaire is to arrive at some conclusion as to the common concept of the role of the counselor in the military GED and TRANSITION Programs.

Your cooperation is solicited in completion and return of the questionnaire to Mr. Murphy (Administrative Supervisor) not later than 5 December 1969 1600 hours. There is no constraint to do this, however, your efforts will be appreciated.

In order that there be no pressure implied which may tend to canalize your answers, it is suggested that you leave the questionnaire unsigned and return it to Mr. Murphy in a sealed envelope marked; "Attn: Mr. Racek".

I have been informed by Mr. Heylin that there will be no personal judgement rendered on any individual questionnaire or opinion rendered. Mr. Heylin has suggested that he has some confidence that there will be beneficial results for the programs accrued from an overall view of the answers received.

Thanking you in advance for your consideration and cooperation,

I remain

Sincerely,

A handwritten signature in cursive script, reading "William D. Racek". The signature is fluid and extends to the right with a long, sweeping tail.

William D. Racek
Maj. AUS (Ret) 01334020,
Graduate Student, KSU

Administrators

PLEASE INDICATE MAJOR DUTIES WITH GED PROGRAM - OR TRANSITION PROGRAM

1. The literature regarding both education and vocational programs has described counseling as being the key to success of these programs. There is some indication that other factors may have more of a bearing on success (e.g. enforcement of educational qualifications for promotion, individual motivation and availability of training). Select from those listed below the one which to your mind bears most relationship to the success of the program.

- ☐ educational - vocational counseling.
- ☐ army promotion policies.
- ☐ client motivation and availability of training
- ☐ other (write in)

2. All clients reporting for counseling have expectations as to desired outcomes. Your position puts you to some degree in contact with these persons subsequent to counseling. Either in attitude or by verbal expression the soldier to some extent indicates his degree of satisfaction. In your opinion which of the following is most true.

- ☐ attitude or comment indicates satisfaction.
- ☐ attitude or comment indicates dissatisfaction.
- ☐ can't detect clients attitude.

3. The announced objectives of GED and TRANSITION Programs include the concept that the benefits of these programs are available to all soldiers who desire to participate. Indicate the degree to which you consider this concept correct.

() Many more would participate if more information and publicity were available.

() All who have real motivation are given the assistance required.

() The programs only reach those who would better themselves anyway even if the programs were not available. It fails to reach the hard core of those who prefer relative ignorance or minimal employment.

() don't have enough experience or information on which to base an opinion.

4. It has been said that counseling is effective to the degree in which information on past performance and potential records are available to the counselor. Your assignment includes record keeping to some extent. Put yourself in the place of the client. Is the amount and type of information normally available to the counselor sufficient with which to base a decision involving preparation for your future?

() I consider it adequate but think that more personal background data should be available.

() Consider it adequate but think more test results in the areas of achievement and preference should be included.

() All of the above

() I consider that counseling is based on inadequate information.

5. In your opinion what are the qualities most desirable in a counselor. Mark only one.

() Warmth and understanding.

() Knowledge of all of the options available to the client

() Information as to the client's abilities and desires

() Ability to make adequate decisions for the client.

6. Select the answer which most closely defines the counseling process to you.

() Client and counselor mutually arrive at a decision.

() Client accepts counselor's decisions.

() Counselor advises and client decides.

() Counselor offers several options and permits client to decide.

() Counselor presents information only, does not offer advice and allows client to make up his own mind.

7. Educational qualifications are stressed in the selection of counselors. It is desired that counselors have at least a B.S. degree in education and a M.S. is desirable. There is little doubt that education plays a part in counseling. Select the statement which best describes your

view of the education necessary for the counselor.

() Agree that B.S. or M.S. in education (teacher preparation is most desirable.

() Believe that B.S. or M.S. in any field would be adequate preparation.

() Believe that the level of educational attainment beyond high school is of little importance. Common sense and knowledge of the programs is more important.

() Believe that the level of education beyond high school has little importance. Information giving and clerical assistance could be accomplished by a qualified clerk.

8. In preparation for school or college level counseling courses psychology and personality development play a large part. In your view do these courses have a bearing on what the counselor does?

- () None
- () Some, but very little
- () Have considerable bearing
- () Are vital to counseling

9. Counselors consider that the work they do has a marked effect on the client's future. To what extent do you agree?

- () No effect
- () A minimum short range effect
- () A long range and durable impact on the client's abilities and skills.

(). A marked turning point in the client's life.

10. The object of the study being prepared is to determine the role of the counselor in the GED - TRANSITION Programs. In a short paragraph describe your opinion of the counselor's role and function.

Test Proctors - Teachers

PLEASE INDICATE MAJOR DUTIES WITH GED PROGRAM - OR TRANSITION PROGRAM

1. The literature regarding both education and vocational programs has described counseling as being the key to success of these programs. There is some indication that other factors may have more of a bearing on success (e.g. enforcement of educational qualifications for promotion, individual motivation and availability of training). Select from those listed below the one which to your mind bears most relationship to the success of the program.

- () Educational - vocational counseling.
- () Army promotion policies.
- () Client motivation and availability of training
- () Other (write in)

2. All clients reporting for counseling have expectations as to desired outcomes. Your position puts you to some degree in contact with these persons subsequent to counseling. Either in attitude or by verbal expression the soldier to some extent indicates his degree of satisfaction. In your opinion which of the following is most true.

- () Attitude or comment indicates satisfaction
- () Attitude or comment indicates dissatisfaction
- () can't detect client's attitude.

3. The announced objectives of GED and TRANSITION Programs include the concept that the benefits of these programs are available to all soldiers who desire to participate. Indicate the degree to which you consider this concept correct.

() Many more would participate if more information and publicity were available.

() All who have real motivation are given the assistance required.

() The programs only reach those who would better themselves anyway even if the programs were not available. It fails to reach the hard core of those who prefer relative ignorance or minimal employment.

() Don't have enough experience or information on which to base an opinion.

4. Successful counseling to some degree is based on the availability of information available about the client. From your viewpoint as a teacher or test proctor select the answer which most describes your view.

() There should be more testing in the areas of achievement and preference.

() There is sufficient testing.

() There should be more background material on the client.

5. In your opinion what are the qualities most desirable in a counselor.

Mark only one.

- ☐ Warmth and understanding
- ☐ Knowledge of all of the options available to the client
- ☐ Information as to the client's abilities and desires.
- ☐ Ability to make adequate decisions for the client.

6. Select the answer which most closely defines the counseling process to you.

- ☐ Client and counselor mutually arrive at a decision.
- ☐ Client accepts counselors decisions
- ☐ Counselor advises and client decides.
- ☐ Counselor offers several options and permits client

to decide.

☐ Counselor presents information only, does not offer advise and allows client to make up his own mind.

7. Educational qualifications are stressed in the selection of counselors.

It is desired that counselors have at least a B.S. degree in education and a M.S. is desirable. There is little doubt that education plays a part in counseling. Select the statement which best describes your view of the education necessary for the counselor.

☐ Agree that B.S. or M.S. in education (teacher preparation is most desirable.

☐ Believe that B.S. or M.S. in any field would be adequate preparation.

() Believe that the level of educational attainment beyond high school is of little importance. Common sense and knowledge of the programs is more important.

() Believe that the level of education beyond high school has little importance. Information giving and clerical assistance could be accomplished by a qualified clerk.

8. In preparation for school or college level counseling, courses in psychology and personality development play a large part. In your view do these courses have a bearing on what the counselor does?

- () None
- () Some, but very little
- () Have considerable bearing
- () Are vital to counseling

9. Counselors consider that the work they do has a marked effect on the client's future. To what extent do you agree?

- () No effect
- () A minimum short range effect
- () A long range and durable impact on the client's abilities and skills.

() A marked turning point in the client's life.

10. The object of the study being prepared is to determine the role of

the counselor in the GED - TRANSITION Programs. In a short paragraph describe your opinion of the counselors role and functions.

Educational / Guidance Specialist

PLEASE INDICATE MAJOR DUTIES WITH GED PROGRAM - OR TRANSITION PROGRAM

1. Several titles have been applied to your role within either the GED or TRANSITION Programs. Select the one which you consider best defines your role.

- a. Counselor
- b. Education Services Specialist
- c. Guidance Specialist
- d. Advisor
- e. Educational - Vocational Guidance Specialist

2. The literature regarding both educational and vocational programs has described counseling as being the key to success of these programs. There is some indication that the enforcement of education as a criteria for army promotions has more of a bearing on the success of the GED program. Motivation and availability of training have a bearing on TRANSITION Program. Select the ones which to your mind bear most relationship to the success of the programs.

- a. Educational - vocational counseling
- b. Army promotion policies
- c. Client motivation and availability of training
- d. Other reasons (write in)

3. Counseling has been described as a process of helping individuals to help themselves. This concept runs through a broad spectrum from actively influencing choice to a permissive atmosphere which lets the client decide for himself. Select the phrase which most describes your theory of counseling.

a. I permit the client to make up his own mind and limit my counseling to reinforcing his decisions within the options open to me.

b. I study the information that is available about the client (including test scores) and recommend a course of action to include the expected results.

c. Same as b. above except I offer one or more options.

d. Same as c. above, except I attempt to discover what the client's expected goals and outcomes are.

e. Other (write in)

4. The counseling process is one in which a trained person assists another person with respect to the four outcomes listed below. In light of your job indicate by placing 1,2,3, or 4 in front of the outcomes which you consider from most to least important.

() To understand himself and his opportunities.

() To make appropriate adjustments and decisions

() Accept responsibility

() Follow a prescribed course of action.

5. The guidance process is conceived of as a program of services. The six services listed below are conceived of as being those involved in school counseling. Mark for those services which you consider essential to the GED - TRANSITION counseling program, X for those considered helpful but not essential, and 0 for those which could not be reasonably considered a part of the GED - TRANSITION program. Line through any of the explanatory notes behind the main item with which you don't agree.

() INDIVIDUAL INVENTORY - Includes the client's own perception of his interests, future plans, and indications of potential.

() TESTING PROGRAM - Includes tests of achievement, aptitude, and interest.

() PLACEMENT - At appropriate academic levels or vocational choices.

() FOLLOW-UP AND EVALUATION - Includes follow up of clients, expectancy tables, military norms, local interest studies, and study of problem areas of clients.

() IN SERVICE TRAINING - Includes additional training for the counselor in test interpretation.

() INFORMATION SERVICE - Includes access to libraries of educational (schools) and vocational information.

6. Assign an actual percent of the time which you spend in the three major areas of your activity. (e.g. 33% administration, 33% educational or vocational services, 33% training).

() ADMINISTRATION. Includes planning or assisting with plans, coordinating program activities, records maintenance, publicity, etc.

() EDUCATIONAL AND VOCATIONAL SERVICES Includes furnishing counseling and guidance for clients, study of client's records and test results, follow up activities. Additionally includes any time spent in briefing or conference activities with unit and organizational personnel, and consolidation of data relative to the status and needs of the program.

() TRAINING. Includes classes or briefings, orientation of personnel in methods and procedures, visitations of classrooms.

7. If the following courses were offered in preparation for your job, select only the courses which you would consider most valuable. Mark your choices 1 to ___ in order of their considered value.

- () Personality Development
- () Social Problems
- () Principles and Practices of Guidance
- () Occupational Information
- () Basic Principles of Measurement (Statistics)
- () Use of Tests in Counseling
- () Problems in Education
- () Administration of the Guidance Services
- () Counseling Theory
- () Curriculum Development

8. To what extent do you evaluate your role in counseling on problems of a personal nature which do to some extent affect the educational or vocational counselor's role? (e.g. If a vocational or educational student were having a problem in learning which concerned personal matters to what extent would you assist?)

- a. Not at all
- b. Only to the extent of determining what the problem was
- c. To the extent of counseling
- d. To the extent of counseling and assistance in problem solving.

9. Reports indicate that each counselor sees on an average of 12-18 clients per day. Time spent in administration and training must be considered as part of the day. In view of this, what is a fair evaluation of the time spent with each client? Check one

- () adequate in most cases
- () need more time per client
- () need more than one session per client
- () could see more clients per day.

10. The object of the study being prepared is to arrive at an evaluation of the role of the counselor in the GED - TRANSITION Programs. In a short paragraph please indicate your concept of that

role to indicate attitude toward client, extent of relationship between client and counselor, value of counseling to client, and value of counseling of this type within the military atmosphere.

In the case of counselor supervisors it was requested that these personnel oblige by filling out and returning each of the questionnaires labeled counselor, administrator, and test proctor/teacher. This is due to the fact that supervisors function to some extent in all three of these areas. In addition to these requirements each person was asked to indicate on the questionnaire whether his primary duty was with the GED or TRANSITION program, so that any differences in the counselor's role between the two programs could be noted. It was felt that this condition was necessary because each of the programs has assigned counselors who function in their specific program and do not interchange between the programs.

There was no coercion actual or implied to either return the questionnaires or to indicate in any way the expected or desired response by either the author of this report or supervisory personnel within the programs. Questionnaires were returned unsigned in a sealed envelope. Personnel were asked not to discuss their answers with one another prior to return of the questionnaires. Personal interviews with a representative group of respondents after the return of the questionnaire indicated enthusiasm for the study and an interest in the conclusions. Most credited the questions with being thought provoking and a factor which caused them to take a look at the programs and their role in them in relation to the role of the counselor.

Administrator's Concept. The administrator's concept of counseling, counselors, and the effects of the counseling process are indicated herein as a consensus of opinions obtained by using the

techniques mentioned above.

In examining the concept that the counselor and counseling are the key to the success of the programs it was noted that administrators do not agree with this idea. Administrators concede that counseling is instrumental in the furtherance of the program but believe that client's motivation prior to counseling and the offering of training to further the client's needs are the prime factors in the overall success of the programs. This attitude is somewhat in doubt, however, because they believe equally that counseling has a long-range impact and a minimum short-range effect on the client. They all agree that the client's attitude or comment as regards the counseling process indicates satisfaction.

Administrators tend to agree that publicity as regards the programs is adequate however they feel that in the main only those who have real motivation toward self-betterment initially benefit from the program. Their reactions indicate that there is no "hard core" of those individuals who prefer relative ignorance or minimal employment. They seem to feel that this is an unnecessary and unreal categorization. Their replies indicate that there are few if any who if offered a chance at self-betterment will deny themselves this opportunity.

As regards the qualities of the counselor most agree that knowledge of the options available to the client is the paramount attribute. They concede that the counselor must be warm and understanding and have the ability to make decisions for the client. In the matter of education they believe the counselor should be a college trained

teacher and equate the teaching profession as a sound basis for counseling in both programs.

Examination of the counseling process indicates that administrators tend to agree that it is based on adequate records and background information on the client and conceive of the process as one in which the counselor offers several options and permits the client to form his own conclusions and reach a decision. This contradicts to some degree their idea of the counselor as one who must have the ability to make decisions for the client. They agree that psychology and personality development assessment of the client have considerable bearing on the counseling process.

Teacher's Concept. Teachers and test proctors believe that the key to the success of the programs lie in the motivation of the client and the availability of training rather than the actions of the counselor. They further indicate that it is only those who have real motivation who benefit from the program and they reject the idea of a category of personnel who are indifferent to either educational or vocational betterment. Of those who receive counseling, teachers and test proctors conclude most are satisfied with the results of the counseling sessions. The teacher-test proctor questionnaire indicates a marked divergency of opinion as to the lasting benefits of counseling. All agree that counseling is beneficial to the client, however they are split evenly as to whether the benefit is a lasting or short term benefit.

A large majority of teacher-test proctor questionnaires indicate that counseling is accomplished with insufficient information. They conclude that there is a lack of client background information and that there should be more testing in the areas of achievement and performance in the counseling program. Opinions vary widely as to the role of the counselor in the counseling process, however, the majority conceive of the process as an advice giving session on the part of the counselor with the client acting on this advice. It is interesting to note that knowledge about the individual is rated as the most important tool that the counselor has to work with and the concept is that advice is given with a lack of information relative to the individual, and that the individual accepts this advice nevertheless.

It is believed that counseling should be based on a knowledge of psychology and personality development. It is also noted that this group believes that education plays an important role in counselor preparation particularly in the area of teacher curriculum.

Counselor Supervisor's Concept. Inadequate sampling of questionnaires makes more concrete estimate of the supervisor's concept of the counselor's role difficult to assess. Based on interviews and observation plus a review of the directives of the Headquarters as regards the programs, it appears that the counselor's role as conceived by both himself and his supervisor agree in most respects.

However there are some significant differences. Supervisors do see the counselor's role as the most significant key to the success of the programs. They view him as an advisor who studies what infor-

mation that there is available relative to the client and recommends a course of action which includes expected results. They also rate highest in the desirability of outcome scale the result that the client follow their recommendations above such outcomes as self understanding and the ability to make appropriate decisions on his own. They see his role as more far reaching and of greater significance to the client than do either the counselor himself or any of his co-workers in administration or teaching.

Practicing Counselor's Concept. The term or title counselor was not acceptable to those employed in either the GED or TRANSITION programs, the most preferred was either Educational/Vocational Guidance Specialist or Educational Service Specialist. As in the case of both the administrators and teacher-test proctors, they rated the motivation and availability of training within the programs as the key to the success of the programs rather than the counselor or the counseling process.

The counselor's view of his own activity with respect to the counseling session is that of an information giver who after providing information permits the client to make his own decision. The counselor limits his position to reinforcing the client's decisions. The counselor views the counseling process as one in which a trained person assists another to (1) understand himself and his opportunities; (2) accept responsibility; (3) to make appropriate adjustments and decisions; and (4) follow a prescribed course of action. The importance of these goals in relation to the client are as they have been indicated in the counsel-

or's view.

The accepted six services of counseling are to some degree acknowledged as a part of the guidance concept. The services rendered by the counselor in the areas of individual inventory, testing programs, placement, and informational services gain the widest approval. There is some rejection of follow-up services and in-service training as valid to the military situation.

Counselors estimated that 23% of their time was spent in administrative related activity, 55% in educational-vocational services, and 11% in training activities which included briefings, orientations, and classroom or shop visits. The majority of those engaged in GED counseling estimate they have sufficient client time. Those in Project TRANSITION all claim a better job could be done if more time were allocated to each client.

Even with the limited time involved per client particularly in the TRANSITION project, counselors believe that they play a part in assisting clients in solving problems of a personal nature which have little to do with the counselor's rather structured sphere of activity.

Five areas of University instruction in counseling appeared to have more bearing on what the military counselor does, and are deemed as better preparation for his work than the others listed. In order of selection these are: (1) Use of Tests in Counseling, (2) Occupational Information, (3) Principles and Practices of Guidance, (4) Administration of the Guidance Services, and (5) Counseling Theory.

CHAPTER VIII

SUMMARIES AND CONCLUSIONS

Summary of the Programs. The consideration of counseling in the military covers a large range of programs and facilities both within the command structure and as adjunct thereto. This report has attempted to review the broader aspects of military counseling so that the counseling that takes place in the two programs under prime consideration are viewed in their proper perspective.

The TRANSITION program started in 1967 by the Commander-in-Chief is an effort to qualify the Veteran returning to civilian life for an occupation. This thought grows out of the fact that while many of the returning veterans have learned military skills in the services which have a relation to civilian work, the combat soldier does not receive such training. The aim of the program is to qualify these personnel for an occupational specialty while in the service so that the transition from the military to civilian life does not present so great a hardship.

In order more effectively to implement the program it was decided to categorize servicemen into four groups and give priority to these groups in accordance with their needs. First priority for the benefits of the TRANSITION program goes to disabled servicemen, second priority to those unable to reenlist in the service generally by reason of inability to cope with military life for mental reasons, third priority is for those whose training prior to military service

and while in the service lead to no occupation related to civilian life, and the last priority to those who do have a civilian related skill but who desire to change occupations, or learn a higher level skill in their general occupation.

The overall concept is that this training be accomplished within the last six months of military service. Successive subordinate headquarters have altered this time frame to the last two months of service.

The service utilizes whatever facilities are available within the military to accomplish its objectives. These consist of both academic learning and vocational training facilities. Where these facilities are inadequate to supply the necessary, it is within the scope of the military to employ agencies or individuals to conduct the necessary training on a contractial basis. This may be done either on the military base or in civilian schools or shops.

In addition to this, the program calls on industry and commerce to assist in the mission. Many large and small civilian concerns have complied with this request by offering a vast scope of on-the-job training programs for military personnel. Other governmental agencies at all levels also cooperate in the same way.

The result of this program is that the serviceman is made knowledgeable of the options both in furthering his education and participating in vocational training while in the military service. The TRANSITION program is effective to the extent that at the writing

of this report all vocational, academic, and on-the-job facilities offered at Fort Riley are over subscribed. There are at this time some servicemen who are forced to accept second or even third alternate choices or give up training under this program.

The GED program is longer established and more tailored toward the specific needs of the serviceman while in the military. Its purpose is to raise the educational level of all ranks to their point of capacity. Generally it aims at officer participation until attainment of a baccalaureate or higher degree as a minimum. Enlisted personnel are encouraged to complete elementary and high school education. These courses are offered both on and off post in schools established and conducted by the military as well as civilian educational institutions.

In addition to these offerings, the GED program provides for a variety of training in military occupational specialties to fit the recipient for advancement in the service. There are also courses offered as preparatory for the various service schools.

The variety of ways of participation in the program allow for most service contingencies. Courses are offered both on and off the military base. Courses may be taken by correspondence either with USAFI or with civilian correspondence schools. The spectrum of academic schooling encompasses elementary school through advanced university degrees. As has been discussed vocational training is not neglected.

Summary of the Counselor's Role Within the Programs. The purpose of this paper has been to expose the role of the counselor in the military. In order to do this, it has been necessary to show the range of official and semi-official counseling which takes place in the service. This concept of counseling is both traditional and delineated in military regulations. The counseling discussed in the broadest scope has been included so that an understanding of the role of those civilians who are employed as professional counselors is facilitated.

The counselor in the military functions primarily in the military GED and TRANSITION programs. He is by regulation a college graduate who offers a professional service in the areas of vocational and academic counseling. His mission is primarily directed toward facilitating academic or vocational choice on a basis of benefit to the service member and on a basis of availability of the training. He must consider the capability and preference of his client.

He is considered to be the key to the success of both programs (GED and TRANSITION), although he considers his contribution as secondary to the initial motivation of his client. The counselor considers that the guidance services within the programs offer all of the traditional guidance services. He considers them all necessary to some degree.

The counselor conceives of himself as a trained individual with definite responsibilities toward his client in the realm of understanding, decision making and acceptance of responsibility for his decisions. The nature of his mission directed activities and the

demands on his time hinder any professional activity in the area of personal problems although counselors do engage in this activity to the extent that is necessary in furthering their academic/vocational mission.

The GED-TRANSITION counselor's coworkers function to support his mission. It must be accepted from their comments and the nature of their work that they believe counseling is a necessary and vital function to the success of the programs. Their concept of the counselor is one of a knowledgeable giver of information, who using the skills acquired either through formal education or experience assists the client in making decisions of choice from among the many selections or options accessible to him.

The counselors summarize their roles in the following comments. These comments are extracted from the questionnaires cited previously in this report and are considered to be representative summaries of the comments made by most counselors.

Counselor 1: Our role here, as I see it, is a combination of the roles that had been played earlier by the school counselor and the parents. We try to find out the general abilities of the enlisted men and what hopes they have for future education or vocational activities. Then we try to suggest paths to reach those goals within the limits of the educational and vocational classes offered here.

Counselor 2: It would seem that the proper attitude toward a client should be one of determining educational desires, interests, and abilities and offer assistance in outlining a positive plan of action to achieve feasible goals.

The relationship between the client and the counselor should be businesslike.

The value of good counseling is unmeasurable. Due to the fact that most military men are not familiar

with educational courses and programs available, it behooves the counselor to attempt to determine each individual's interests and aptitudes and offer advice accordingly. It is very important to a client that he arrives a definite beginning place for a course of action leading toward a realistic and achievable goal.

Counselor 3: I believe that the counselor's role be one of a helping hand. He should give the client a distinct feeling that he is ready, willing, and able to help him. The relationship shown between the counselor and the client should be friendly but not chummy, reasonable formal but not stiff.

For most clients, I believe that counseling is valuable. It can aid him often times, in an indirect way rather than directly on the topic he opened the session with. Finally, I believe this type of counseling is of great value within the military atmosphere. It gives the client a chance to talk to someone about the problem which he will have after he leaves the military service. Something the military as such, just doesn't do.

Conclusions Relative to the Programs. The TRANSITION program is relatively new and yet appears to be established on a firm foundation. The basis for the program is well conceived. It is aimed at supporting the ambitions of those to whom the country owes the greatest debt of gratitude, the incapacitated veteran and the returned front line soldier who, because of his occupation in the service needs further training to prepare him for civilian life.

The work of furthering the program as it is carried on at Fort Riley is considered to be indicative of sound planning and constructive thought. It would appear that the program owes much of its success to the innovation of assigning the men to units specifically established to facilitate their training. This aspect allows the men to concentrate on the mission at hand and minimizes the distractions which would doubtless occur if the soldier remained in his

regular unit.

There are some weaknesses in the program which are occasioned by its novelty to the service. It is believed that counselor/client time is for the most part too restricted to explore the nature of the client's capabilities and desires. Also these sessions are conducted without all of the available information relative to the client. It would seem that the complete records of the enlisted man to include his DA Form 20 would be of great value in assisting the counselor to gain a fuller appreciation of the client's position.

There are some restrictions imposed by the location of the post and regulation governing the provision of temporary duty to another location, which to some extent hamper the efficacy of the efforts of private industry and commerce to assist. Most military bases are located at some distance from the larger metropolitan areas. Yet, it is in the metropolitan location that industry and commerce function. This aspect of the program bears close scrutiny and would appear to be solvable if the regulations were to permit authorized absence from duty stations. Where industry would cooperate living and working arrangements could be made for the personnel who are interested in committing themselves to that firm for employment subsequent to training.

The military services seem interested in the future on an all volunteer basis. It appears that the TRANSITION program furthers that outlook. If an man volunteering for a term of military service were assured of training which would suit him for a role as a civilian upon completion of that training, it would constitute an incentive for

an all volunteer service. Stability of the counselor service within the program seems to constitute a drawback here. Counselors are employed on a short term contract basis. As experience within the program constitutes a large measure of the program's efficacy, it would seem that longer periods of contractual counselor service or civil service status for counselors is in order.

The GED program established after WWII has a sound rationale and functions effectively. It is not the purpose to examine in detail all of the many aspects of this program. It supplies a vital need for education and vocational training in the military. Its mission is to raise the educational level of soldiers and otherwise it is beneficial to the services as well as to the individual. The scope of the program is so broad that it is suited to all who desire to participate. Theoretically the program can be tailored to meet the needs of even the front line combat soldier. The limitations to the program are those inherent to all programs of self improvement. The main limit is imposed by the individual himself. Motivation is the prime mover in this respect. It must be understood that the policy of the GED program is to offer education to the soldier. There is no attempt to coercion within the structure of the program itself. Regardless of opinion, however, promotional policies within the service are based on educational qualifications to some degree and these policies have some bearing on individual motivation to participate in the program.

It is a tribute to the stability and efficacy of the program that additional burdens such as Project 100,000 are satellited to it

without undue considerations. The methods employed in the program are time and use tested and prove effective.

It is unfortunate that the program cannot be more closely tied in with the prisoner population at the normal military installation. The benefit of GED counseling is offered to the military stockade population and to some extent to the Correctional Training Facility pilot program, but the benefits of the program are curtailed due to the short duration of the normal prison sentence at these facilities. It is unfortunate that full time GED counselors are not available to work with these prisoners in establishing educational programs during their imprisonment and establishing a more dynamic follow-up program on the prisoner's return to duty. It would seem that this concept ties in particularly well with the philosophy of rehabilitation aspect of the Correctional Training Facility.

Conclusions Relative to the Counselors Role. The role of the counselor in the military is circumscribed by the nature of his mission. It is a functional role. Counselors provide information of a general nature and expertise relative to the provisions of the programs in which they function.

The similarities of the role of the military counselor with his colleague in the school or university are greater than the differences between them. The essential difference is that the military counselor is canalized by the nature of his mission and the functions ascribed to other individuals or facilities in the service. He does not deal in counseling in depth to determine causation of motivation or

problems. He deals with surface values and intentions. His role is to meet conditions as they exist and to provide information, advice, and assistance in furtherance of the goals of his client. He does not consider the rectitude of these goals for the client as a primary part of his function. He merely examines them in light of the client's abilities and announced goals.

The military counselor believes that all functions of guidance are elemental in what he does, but the degree of their functionality is limited by the objectives of the mission of the program in which he works. The counselor in the military conceives of himself as effecting similar long range outcomes by his efforts as does the school counselor but not to the same degree. He is aware that the nature of his work and the existence of other facilities limit the influence and impact of his efforts. The amount of time spent with each client is much less than one would expect that the school counselor can devote to individuals. This aspect also lessens what can be done.

The service counselor deals with the normal curve rather than in the areas of both extremes because his clients are a part of the average and selected for military service on that basis. The counseling theories applied to in service counseling methods can, and seem to cover the entire spectrum from condition to the client centered philosophy. This is evident in the divergence of thought evidenced by the counselors themselves.

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THE ROLE OF THE COUNSELOR IN THE MILITARY SERVICE

by

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STATEMENT OF THE PROBLEM

It is the purpose of this work (1) to define the role of the counselor in the military; (2) to show what functions, normally conceived to be the counselor's, are in fact performed by others; and (3) to review the educational, vocational, and personal counseling systems in the military service.

In order to arrive at a definition of the counselor's role it was considered necessary to define the parameters of military counseling. The second and third purposes of this work are to more closely specify the counselor's role so that the prime purpose of this paper may be considered.

METHODS AND PROCEDURES

In addition to personal observation and experience within the program a detailed review of the literature and regulations pertinent to the program was undertaken. After having gained the knowledge of the regulatory provisions of the GED and TRANSITION programs (the area of counseling under study) and an observation and first-hand experience of the working aspects of military counseling, a questionnaire was developed to determine attitudes and concepts of counseling.

The procedure here was through this means, to determine what role the counselor plays in military guidance in the GED-TRANSITION programs in the opinion of his fellow workers and what the counselor himself considers his role to be. For the purpose of the questionnaire the workers in the vocational and educational guidance fields were divided into four categories: administrative, teaching and test

proctoring personnel, supervising counselors, and practicing counselors. An attempt was made to keep the questionnaires non-technical for those workers not involved in counseling. The questionnaires provided for counseling personnel were of a more technical nature.

It was estimated that through a detailed knowledge of the regulations governing counseling, personal observation and experience factor, and the questionnaire technique, an adequate concept of the counselor's role would emerge from comparison of the information compiled as a result of these methods.

FINDINGS OF THE REPORT

It was concluded that both the GED and TRANSITION programs in the military are well planned and executed. The missions of the programs are effective in raising the level of education for all ranks and providing training in civilian occupations for those who are leaving the service.

The GED program is limited in effect on the total military population only in the respect that motivation for self-improvement on the part of the individual imposes a problem of reaching all those who are eligible and require the service.

The TRANSITION program provides an opportunity for the service man who does not have a civilian related skill to acquire one through its offerings at normal military vocational schools, at courses conducted under contractual agreements with individuals and vocational training institutions, which are conducted both on

and off the military base. In addition to these provisions the military through active liaison with civilian industry and commerce is able to provide supervised on-the-job vocational training.

The weaknesses in the GED program seem to be mainly a result of its novelty to the service. It appears that a more effective counselor/client relationship which would in turn provide for more adequate placement would be possible if the ratio between clients and counselors were lessened to provide more client/counselor time and client personal data. Some restrictions are imposed by the location of the military base in relation to industry. The problem being one of providing an adequate range of occupational fields within commuting distance of the post.

It was concluded, in part, that the military counselor functions in a similar manner as does his colleague in the schools and universities. The essential difference is that the military counselor is canalized by the nature of his mission and the functions ascribed to other individuals or facilities in the service. He does not deal in counseling in depth to determine motivation or causation of problems. He deals with surface values, information and intentions. His role and function is to meet conditions as they exist and to provide information, advice and assistance in the furtherance of the goals of his client. He does not consider the rectitude of these goals as a primary part of his function. He merely examines them in the light of the client's abilities and announced goals.